



Study of Development Staff at the District and Lower Levels



**Programme Evaluation Organisation
Planning Commission
Govt. of India
Nov. 1968**

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PREFACE

There has been a feeling that there is a great deal of staff on ground in rural administration which is neither well-organised nor are their activities well-coordinated. With this background, Programme Evaluation Organisation, at the instance of Planning Commission took up a Study of Development Staff in order to get the correct picture of the organisational structure of the district development staff. The main feature of the study was to enumerate the present strength of staff at the district, block and village levels in the different development departments including Panchayati Raj Institution and other private agencies like Khadi and Village Industries Commission, Handloom Board etc. An attempt was also made to study the problems of coordination and overlapping in the schemes as executed by the same department or by different departments. The development budget and its utilisation has also been studied for each district development office.

The study has been conducted in 16 States and one Union Territory (Himachal Pradesh) covering 42 districts and an equal number of blocks at the rate of one block in each district. The field data, quantitative as well as qualitative, has been processed separately for each State and the reports have been written state-wise and are presented in Part II. The overall writeup forms Part I of this report.

It is hoped that the report will be found useful by the officials in the Planning Commission and in the concerned ministries.

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PART I
ALL INDIA SUMMARY REPORT



सत्यमेव जयते

SECTION I

INTRODUCTION AND METHODOLOGY

1.1. At the instance of Planning Commission, Programme Evaluation Organisation took up a study of the pattern of development staff at the district and lower levels in order to ascertain the strength of different categories of personnel located at various operational levels in the district.

1.2. The principal objective of the study was to enumerate the present strength of staff in the different development departments, including Panchayati Raj institutions and other private agencies like Khadi and Village Industries Commission, Handloom Board and Social Welfare Board etc., at the district block and village level. An attempt was also made to know about duplication and divergence in the functions of different functionaries and overlapping in the schemes as executed by the same department or by different departments. Problems of coordination both inter-departmental and intra-departmental were also studied. The development budget and its utilisation has also been studied for each district development office.

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1.3. The study has been conducted in 16 States and one Union Territory (Himachal Pradesh) covering 42 districts and an equal number of blocks at the rate of one block in each district. The headquarter district of P.E.O. office and the nearest district in case of P.E.O. and R.E.Os offices located at State capitals were selected. It was so done as to avoid any bias in case of State headquarter districts. The selection of blocks was so done that the selected blocks maintained the proportion of Post Stage II blocks to the other blocks in the State.

1.4. Of the 42 districts thus selected 5 were covered under I.A.D.P. while I.A.A. Programme was in operation in other 21 districts. Among the selected blocks 16 belonged to Post Stage II category. The list of selected districts and selected blocks with their particulars is given as Appendix 'A'.

1.5. The scope of the study was confined to departmental offices and other agencies which played direct role in the development efforts and operated at the district and lower levels. The district offices relating to the departments like Police, Judiciary, Revenue, Transport, Posts & Telegraphs were kept out of the purview of the study. Institutions like Colleges, Training Centres, Universities, Hospitals etc., were also excluded. The divisional offices were left out of the scope of this study. However, if any district level office covered more than one district it was included indicating its jurisdiction as such.

1.6. District schedule was canvassed for each of the district office as defined above. Complete enumeration of staff and information on budget and expenditure was gathered through this schedule. A brief questionnaire eliciting

the views of the district heads in regard to problems of coordination, overlapping and divergence was also canvassed. Block schedule, which was similar to district schedule, was used for the selected block enumerating all the staff operating within its jurisdiction irrespective of the fact whether they were under the budgetary/administrative control of the B.D.O. or were working independently. Data on the block schematic budget, the funds of other departments transferred to the block and the Panchayat Samiti's own funds was also collected. In case of Post Stage II blocks additional information was collected from the B.D.Os/Extension Officers to get an idea of the staffing pattern during Post Stage II and further to know as to how the staff was gainfully utilised when the C.D. funds had been reduced.

1.7. The field data, quantitative as well as qualitative, collected along the lines indicated above has been processed and analysed separately for each State and the reports have been written State-wise except for Punjab and Haryana which have been combined in view of the similar organisational set-up in these two States. Thus sixteen State reports including one for Himachal Pradesh, each forming a separate chapter are presented in Part II of this report. The present chapter which forms Part I of the report contains overall write-up on organisational structure, problems of coordination, overlapping etc.



SECTION II

ORGANISATIONAL STRUCTURE

2.1. The organisational structure of the development offices in the district has been studied by enumerating the development personnel of the district development departments under each of the six broad heads, viz. (i) Agriculture and Allied Services, (ii) Community Development, (iii) Irrigation and Power, (iv) Industry, (v) Transport and Communication, and (vi) Social Services on the one hand and by collecting the budget and expenditure figures of these departments on the other. It is observed that there has been a steady growth of staff in the development departments like agriculture, animal husbandry, cooperation etc. to keep up with the rising tempo of developmental activity during the plan periods. In addition, the new departments of Community Development and Panchayati Raj institutions like Zila Parishad etc. have added substantial staff at various levels. The present organisational set-up in the selected districts in all the 16 States and one Union Territory covered under the study shows wide variations in their staff strength. 24 Parganas district in West Bengal reported as high staff strength as 6,064 while Jodhpur district in Rajasthan and Bilaspur district in Himachal Pradesh reported the lowest staff numbering 522 and 423 respectively. Even within the state, the number of technical personnel showed divergence from district to district. In U.P., Meerut and Varanasi districts (both IAAP) recorded roughly three times more staff than in the other three selected districts; so also in Madhya Pradesh Bilaspur (IAAP) had double the staff as compared to the other three selected districts. This wide variation in the staff strength may be explained partly by the variations in the size of the districts in terms of area and population and partly due to the level of developmental activity.

2.2. The distribution of staff according to their pay grades, which is also indicative of their status and functional attributes helps in understanding the organisational structure of the technical staff under different heads of development. The total strength of the development staff has been classified into four pay-groups, which include all the divergent pay scales with different distributive pattern over the various states and is given in Appendix table 1. Preponderating majority of the staff, roughly 95%, is covered under the lowest two pay-groups and includes all Extension Officers and field workers like Gram Sevaks, Fieldmen etc. The district heads of the departments or heads of special schemes generally occupy the highest pay-group and the next highest pay-group is manned by subject matter specialists and additional district or sub-divisional officers.

2.3. The staff of the highest two pay-groups has generally supervisory functions while the staff under the lowest two pay-groups is concerned mainly with field extension work. The ratio of supervisory staff to field staff has been found to be varying from state to state. This ratio was 1 : 20 in the selected districts of Maharashtra and Bihar and 1 : 5 in the districts of Andhra Pradesh,

Kerala and Assam. In the other States this ratio was between these two ranges.

2.4. On an average two-third of the total budget has been spent on development items in majority of the districts. In 10 of the 42 selected districts, the development component was more than 75%. Only in three districts, one each in Bihar, Madhya Pradesh and Maharashtra, the development budget constituted just less than 50% of the total district budget. The under-utilisation of development funds has been reported by all the selected districts. The extent and degree of under-utilisation was quite divergent in these districts. In Jhansi (U.P.), 6% of the schemes reported under-utilisation, while in West Godavari (A.P.) 57% of the schemes reported this feature. In one-third of the selected districts, about 50% of the schemes reported under-utilisation. In the remaining districts the under-utilisation was still lower. The extent of under-utilisation was less than 25% in about two-third of the schemes and varied from 25% to 100% for the remaining schemes. (Refer Appendix table 2). Many reasons have been put forward for under-utilisation of development funds by the different districts. The most common reasons cited were 'late allotment of funds' and 'procedural delays'.

2.5. It may be mentioned that there has been some deficiency and lack of uniformity in the coverage of the district offices in the selected areas which also has been a contributory reason for the wide disparity in the organisational structure over the different states. As such data for the three subject heads (i) Agriculture and Allied Services, (ii) Community Development, and (iii) Social Services, where the coverage has been more consistently uniform, have been processed and tabulated separately for purposes of comparison of organisational structure and budget and expenditure between the different states. An attempt has also been made to analyse the organisational structure exclusively for the agriculture offices of soil conservation, horticulture, plant protection and IADP/IAAP put together, and for the district offices of medical and health departments and for family planning office separately.

2.6. The density of staff employed in the district offices under the three subject heads of (i) Agriculture and Allied services, (ii) Community Development, and (iii) Social Services has been studied in terms of functionary-population ratio. The functionary-population ratio in three of the 42 selected districts was 1 : 500, while in other three districts it was as high as 1 : 1500. In the remaining 36 districts, this ratio was found to be 1 : 1000. (Refer Appendix table 3.)

2.7. *Agriculture* is the main development activity in the district whose impact is more felt by the beneficiaries as well as by the functionaries. The district offices on the subject of *agriculture have been grouped and analysed separately to get an insight into the organisational pattern of this development activity. The complete tabulation on these aspects vis-a-vis the physical characteristics in terms of rainfall, irrigation and intensity of cropping is given as Appendix table 4.

* (i) district agriculture office (ii) plant protection office (iii) soil conservation office (iv) horticulture office (v) cotton/jilseed extension office (vi) IADP/IAAP project office and (vii) Minor Irrigation Office.

2·8. In 21 out of 42 selected districts, the functionary-cultivator household ratio was 1 : 150 and in the remaining districts this ratio varied between 1 : 200 to 1 : 500. In the selected district of Rajasthan, this ratio was 1 : 1000. The operational jurisdiction of one functionary in terms of cultivated area was on an average 2000 acres, though it varied between 675 acres in Mandya (IADP district of Mysore) to about 15,000 acres in Ajmer and Jodhpur districts of Rajasthan, and Anantapur district of Andhra Pradesh. The functionary-cultivator household ratio was also very poor in the latter three districts and the funds spent per cultivator household were the least leading us to infer the backwardness of these districts in the field of agricultural activity which is again linked with the physical characteristics of these areas having scanty rainfalls coupled with poor irrigation facility.

2·9. The amount spent per cultivator household was generally of a different order, as compared to the other two ratios discussed above. In 60% of the districts the amount spent per cultivator household was less than Rs. 100. In Ludhiana IADP district of Punjab the amount spent per cultivator household was as high as Rs. 400 which includes fertilizer, taccavi and minor irrigation loans etc.

2·10. These ratios have been studied for IADP districts vis-a-vis the other selected districts in the respective States. As will be seen from the Appendix table 5, the functionary-cultivator household ratio, functionary-cultivated area ratio and the budget spent per cultivator household are all favourable in the IADP districts.

2·11. *Medical and Health Services*—Under the social services programme, medical and health facilities are the most important felt-need of the people in the country. Much headway has already been made during the three plan periods and a great leeway has yet to be made up. The present position in this regard as reflected through the number of medical and health personnel posted in the district and the annual budget spent on the execution of these services is not very encouraging. One medical or paramedical person (including nurses, midwives, compounders etc.), on an average is available for every 3,000 persons. In about 30% of the selected districts one functionary is attending even to more than 4000 persons. It seems the functionary-population ratio for medical and health services is still far behind the cherished goal under the socialistic pattern of economic development.

2·12. Another important indicator to assess the level of development is the amount spent per thousand population for making available these services. It is observed that in 30% of the districts the amount spent is much less than Rs. 1000 for every 1,000 population while in 50% of the districts the amount spent is roughly Rs. 2,000. In five districts the amount spent was Rs. 4,000 for every 1,000 population. These districts are Amritsar and Ludhiana in Punjab, Darjeeling in West Bengal, Indore in Madhya Pradesh and Sambalpur in Orissa which are apparently advanced and developed districts in the respective States. (Refer Appendix table 6.)

2·13. *Family Planning Programme* of late, has assumed great importance in the country's economic planning and is gaining higher priorities day by day

for its implementation. It was, therefore, considered necessary to study separately the organisational structure of this programme at the district level. The staff and budget for the district set-up of family planning programme, so far, forms part of the district medical and health office in many cases. For some time past the need has been felt to maintain the staff and budget on family planning programme separately. As such, separate complete data available for 20 out of 42 selected districts has been tabulated and given in Appendix table 7.

2.14. It is observed that one functionary of the district family planning office is attending to 10,000 population. This ratio varies from 6,000 population in the selected districts of Punjab and Haryana States to 14,000 in the districts of Bihar State. The amount spent for the implementation of this programme is also very low for the present. It was the highest in the selected districts of Punjab and Haryana where an amount of Rs. 500 has been spent for every 1,000 population as against Rs. 100 in the districts of Bihar. The programme seems to have been better organised in Punjab and Haryana States both in terms of number of medical and paramedical personnel and the amount spent on its execution. The position on the other hand is very discouraging in the selected districts of Bihar in regard to both these aspects.

2.15. When compared against the birth rates of these districts it was found that the Punjab and Haryana States have the highest claim on the allotment of funds and personnel in view of the highest birth rate which was 36.37 per mille for the selected districts. The programme also at the same time was, better organised in these two States. The next highest birth rate was found to be in the selected districts of Orissa State where also the amount spent is quite substantial (Rs. 400 per 1,000 population) as compared to other States. The programme during 1967-68 was in initial stage of its working and is likely to improve in its organisation as the programme gains momentum.

SECTION III

BLOCK PICTURE

3.1. As already mentioned in the introduction, one block in each of the 42 selected districts has also been taken up for quick survey. Of the 42 blocks, 16 had entered into Post Stage II, 19 blocks were in Stage II and 4 were still in Stage I. The three selected blocks of Andhra Pradesh were classified one each as ordinary, backward and advanced.

3.2. One of the objectives of the study at the block level was to get an idea of the staffing pattern in a block and to ascertain as to how the staff was gainfully engaged when the C.D. funds are reduced on its entering into Post Stage II. It has been observed that the staffing pattern of a block has not been affected in any of the States on its entering Post Stage II, though C.D. funds have been drastically whittled down invariably in all cases. However, in the States of Kerala and Madras the organisational structure of the Post Stage II blocks was found to be slightly at variance with the other States. In Kerala, the staff pattern has been modified by reducing the number of VLWs from 10 to 5, by abolishing the post of Mukhya Sevika, by withdrawing the posts of Extension Officers for Animal Husbandry and for Industry and by replacing the Junior-Engineer by an Overseer. In Madras State, Post Stage II blocks are treated at par with Stage I and Stage II blocks in all respects including staff, allotment of budget and channelling of departmental funds etc.

3.3. The working of the C.D. programme in Andhra Pradesh deserves special mention. In contrast to the classification elsewhere in the country, the blocks here have been delimited into larger blocks to bring reduction in the number of staff and over-heads and have been reclassified as advanced, ordinary backward and tribal blocks according to their level of achievements and other characteristics in the light of the recommendations of High Power Committee on the reorganisation of Panchayat Samities. The Committee has laid down a broad pattern for Block staff on the basis of certain norms as one Extension Officer for 66,000 population, a VLW for 1,500 families, a B.D.O. to supervise the work of 10-20 VLWs and the size of the block as 300-500 sq. miles with population of 1.0—1.5 lakhs. The block budget now mostly consists of the transferred funds of the development departments.

3.4. A noticeable step in the C.D. programme was found to have been taken in Madhya Pradesh where the post of Block Development Officer was abolished in 1965. The District Collector, S.D.O. and Tehsildar were entrusted direct responsibilities for development work. The block extension officers work under the supervision and control of the respective district officers. The Village Level Worker is now borne on the strength of Agriculture Department and he now attends to work pertaining to agriculture only. As such there are no Village Level Workers for a number of subjects. In April, 1968 all the block offices were shifted to the Tehsil H.Q. and placed under the control of Deputy Collector. To assist him in development work an additional Tehsildar has been provided,

but both are tied to the office attending to paper work. The SDOs are normally busy with revenue work and they hardly find time to supervise the working of blocks. At the block level there is none to supervise and coordinate the work of various extension officers and the block activity has tended to slow down considerably.

3.5. In some States, the block staff has come under reduction as a consequence of the financial stringency during the last two years. The staff of Social Education was abolished in Mysore, U.P., Rajasthan and West Bengal while the staff of Rural Industries in Punjab, U.P. Rajasthan and West Bengal was discontinued. This reduction in staff was affected mainly due to the tight ways and means position of the State Governments.

3.6. The C.D. budget has been reduced in every Post Stage II block, though the staff strength has continued to be of about the same order. Its development component also has been drastically cut down. The entire allotment is now nearly spent on pay etc. of the establishment. No new assets can be created and even the completed works have gradually got into state of disrepair. The block Overseer is not fully employed and the only activity under his charge is the construction of a few Panchayat works. The development activities in the villages have also slowed down and the village roads are one of the most hard hit programmes.

3.7. The block on entering into Post Stage II is mainly dependent on the various departments for allotment of funds to carry out its normal development activities. The departments on their part do not give any special consideration to Post Stage II blocks in the allocation of their funds which are generally governed and guided by the needs and potentialities of the area. Nevertheless, the departmental funds are the main-stay of the Post Stage II blocks to carry on their development activities. The proportion of departmental funds to total funds in the Post Stage II blocks are given in Appendix table 8. Of the 13 Post Stage II blocks for which the relevant details were available, 8 were found to have more than 75% of their funds comprising of amounts released by different departments. In another three blocks (one each in West Bengal, Kerala and Madras) the corresponding proportion was between 50 to 75% while in the remaining two (one each in U.P. and Mysore) departmental funds were less than 50% of the total funds available in the blocks. The departmental funds form, on an average, more than 50% of the funds available with the block. Their proportion varies from 25% as in case of Haidergarh block (Barabanki) of U.P. to 90% in the selected blocks of Maharashtra and 85% in the selected blocks of Orissa, Bihar and Uttar Pradesh.

3.8. Some of the Panchayat Samities have their own sources of income and they raise their own funds. In Mysore State all the three selected Panchayat Samities (known as Taluk Development Board) contributed roughly 50% of the total funds available in the blocks. Raghunathpura Panchayat Samiti (Cuttack district) in Orissa contributed Rs. 4.05 lakhs to the total block budget and it was 70% of the total block funds. Bhiwani Panchayat Samiti (Hisar District) Haryana State, Jam Kandorna and Naswadi Panchayat Samities of Gujarat State and Bhokardan and Kuhi Panchayat Samities of

Maharashtra State were some of the other important Samities which contributed substantial amounts to the block budget during the year 1967-68. Their contribution was roughly Rs. one lakh in each case. (Refer Appendix tables 8 & 9).

3.9. The working of the staff during Post Stage II has not been organised satisfactorily. The problem is not that of lack of funds but is also lack of efficiency of the block organisation. The maintenance of Community works like village roads, minor irrigation works, rural water supply works etc., could be carried out through the community participation which need be mobilised through the extension and educational efforts. Similarly, the extension work for popularisation of H.Y.V. crops as in Punjab, Haryana and U.P., for intensive use of fertilizers in West Bengal, Orissa and Madhya Pradesh and more education for Plant Protection Programme in the identification of numerous pests and diseases on fruit-plants and its remedial and curative measures as in the orchards of Himachal Pradesh and West Bengal could be as effectively taken up without much involvement of expenditure. So also, some organisational work for strengthening of cooperative structure and for revitalisation of rural welfare programmes could be taken up with the existing resources available in the block.



SECTION IV

COORDINATION, OVERLAPPING AND RATIONALISATION

4.1. Role of the Collector in the furtherance of the district development programmes has been a key one. Since the advent of C. D. Programme in 1952 and till the introduction of Panchayati Raj in 1961, the Collector has been wholly responsible for the execution of all development programmes in the district. He acted as a planner and supervisor of all such schemes. The coming in of Panchayati Raj brought with it a change in the Collector's role to more of a co-ordinator than of an administrator of development programmes. Wherever the Panchayati Raj set up has got well established, the role of the Collector even as a coordinator has further weakened. This situation has been observed in the States of Gujarat, Rajasthan and Maharashtra where many departmental heads have been transferred to District Panchayats and the problems of external coordination in respect of Panchayat activities have been reduced to minimum.

4.2. Collector as a coordinator brings about coordination through the functioning of a coordination committee of which he himself is a chairman. This committee is called by the name of District Development Council in Mysore and Kerala States, District Plan Implementation Committee in U. P., District Development and Agriculture Production Committee in Punjab and Haryana and by the name of District Coordination Committee in other States. The periodicity of meeting of this committee varies from once in a month in majority of cases to once in two months in Mysore State. In spite of the functioning of such committees, there is yet much to be desired in achieving effective coordination at the district level.

4.3. There are a number of other District Committees for bringing about coordination amongst the different departments. Collector is chairman of most of these committees also. These are Fertilizers Committees in Mysore State and Haryana State, District Soil Conservation Committee and Zila Harijan Vikas Samitee in U. P., Land Improvement and Irrigation Development Committee in M. P. and so on and so forth.

4.4. The experience and working of the Panchayati Raj system has generated a new feeling to strengthen the role of Collector in the district development programmes. There is a serious rethinking on this issue and a new experiment as in Andhra Pradesh has been started. A Zila Development Board with Collector as chairman has been set up. Five departments, namely, Agriculture, Irrigation, Cooperation, Panchayati Raj and Industry have been brought under the direct control of the Collector, who has been declared as the head of these departments except for Irrigation. Two new posts of Deputy Director, Agriculture and Deputy Registrar of Cooperatives have been created and they have been made personal assistants to the Collector. The government have bifurcated the revenue functions of the Collector by appointing a separate District

Revenue Officer. More and more departments are proposed to be brought under the control of the collector if the present experiment proves successful.

4.5. Proper coordination among various concerned departments and agencies is essential for effective implementation of development schemes. Agriculture department in this regard is in a vulnerable position. Its success directly depends on the cooperation of other departments like irrigation, electricity board/Hydel department and cooperatives. Coordination is a real problem in case of hydel and minor irrigation department vis-a-vis the agriculture programme. Inordinate delays in the energisation of tube-wells and inopportune shedding of power during the sowing season have been reported as a very common practice in the States of Punjab, Haryana and U. P. In Kerala, the Executive Engineer, electricity and the District Agriculture Officer seldom meet and there is a very little coordination between the two. In West Bengal, the agriculture department established a number of deep tube-wells in 24-Parganas district with a view to augment the irrigation facilities but the State Electricity Board could not chalk out its programme accordingly. All such tube-wells are lying idle for lack of power supply.

4.6. The problem of intra-departmental coordination also exists in the agriculture department. Multiple offices for each field of agricultural activity like soil conservation, minor irrigation, horticulture and plant protection are functioning simultaneously with co-terminus jurisdiction but in many cases without effective collaboration or coordination among them. This situation was reported more prominently in U. P., Punjab and Haryana, Himachal Pradesh, West Bengal, Madras and to a lesser degree practically in all other States. In I.A.D.P. and I.A.A.P. districts a separate project office is also operating for the agriculture programme. The present district agriculture set-up calls for rationalisation by bringing the various agriculture offices in a district under the control of a senior officer of the Agriculture Department perhaps of the rank of a Deputy Director who should have subject matter specialist for each of the different agricultural activities for which a separate office is presently functioning.

4.7. Similar type of schemes are being run concurrently by different departments leading to overlapping and duplication of work. There are numerous instances of this nature. Agriculture inputs and supplies are being distributed by the cooperative department to its members, agriculture department to the non-members, and by the sugarcane development office in the case of reserved area in U. P. Sale of seeds and pesticides in M. P., is handled by Agriculture Department and also by Cooperative Marketing Societies. In Andhra Pradesh, improved seeds are being distributed both by the Agriculture Department and the National Seeds Corporation. Such duplicity in the distribution arrangements not only causes inconvenience to the beneficiaries but leads to mal-distribution of the supplies as well.

4.8. In the field of soil conservation programme in a few States more than one department are operating. In Himachal Pradesh, the forest department takes up the programme through construction of check-dams, gully-plugging and plantation while the agriculture department undertakes bench-terracing and step-terracing of private lands. The problem of soil erosion causing siltation of

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Bhakra lake has assumed serious proportions. Some arrangements for the integrated operation of soil conservation programme in the catchment area of Bhakra lake is considered imperative. Similarly in West Bengal the soil conservation work is carried out by agriculture, forest and irrigation departments. As a result, sometimes the work is done by more than one department in the same catchment area without its being properly coordinated.

4.9. The village and khadi industries programme presents another illustration of overlapping. In Punjab and Haryana four offices of different departments viz. District Industries Office, Khadi and Village Industries Board, Assistant Registrar, Cooperatives (Industries) and District Welfare Office are issuing loans and grants besides providing technical guidance for the promotion of village and khadi industries. In Andhra Pradesh and Mysore States also the village industries, specially the khadi and handloom are being dealt with by four departments of Industry, Khadi and Village Industries Board, Khadi and Village Industries Commission and Cooperative Department leading to inequitable distribution of the benefits and uncoordinated planning and implementation of the programme.

4.10. From a few States it is reported that as far as Animal Husbandry programme is concerned, Zila Parishad is also running a number of veterinary dispensaries in the rural areas while the District Animal Husbandry Officer is responsible for the livestock and cattle development programme in the district. Zila Parishad has no suitable machinery to supervise the working of these dispensaries. Similar situation has been observed in case of public health programme as well. Zila Parishad has its own civil dispensaries and separate vaccination staff besides the regular staff of District Medical and Health Office for the same activity. There is some scope for the rationalising of the working of both the veterinary and civil dispensaries in such areas. This situation was reported in U. P., Punjab and Haryana

4.11. Instances of overlapping and duplication of work by staff appointed under different schemes within the same department are also in evidence. The situation is found more significantly in the working of agriculture department and has been generally reported from almost all States. With every sanction of new scheme a separate set of staff has also been provided as for Cotton Intensive Programme, Oil Seeds Intensive Programme, H.Y.V. Programme etc. The staff of each scheme operates simultaneously in the same jurisdiction. Haryana State has tried to rectify this situation to some extent. The field staff for the different schemes has been pooled together and the block area has been split up into smaller units for allocation of areas to different functionaries for operating all the schemes in their jurisdiction.

4.12. Divergence in the functions of different functionaries to a limited extent is a common problem reported in all the States. It was more pronounced in U. P., Punjab and Haryana and in Kerala. In the States of U. P., Punjab and Haryana, the field extension staff has been quite often diverted to special drives like family planning and small savings drives and other campaigns and time-bound and target-oriented schemes like kharif and rabi campaigns, etc. In Kerala, the extension staff has been deployed for checking of ration cards and the staff of engineering departments was induced to stimulate collec-

tions to state development loans from the contractors. The block staff in West Bengal were involved in foodgrains procurement. Two weaving demonstrators in Mysore State instead of being engaged in their usual work of extension were attending whole time to the clerical work in office. Such sort of digression from the prescribed duties has also been quoted as a reason or an excuse for failure of schemes and for under-utilisation of development funds in some cases.

4.13. Divergence in duties has come to occur due to other exigencies of work also. The paucity of ministerial staff and multiplication of correspondence work in the district offices has been an important reason that some field extension staff like Cooperative Inspectors of the Cooperative Department, Industries Inspector of the District Industries Office and Plant Protection Supervisors of the District Agriculture Office have been diverted from field duty to office work. The divergence between prescribed and actual functions occur because of lack of strict enforcement of specific job responsibility for each category of technical personnel and absence of clear supervision and follow-up of higher officials.



APPENDIX A

List of Selected Districts and Blocks

State	Name of districts (with details)	Name of blocks (with details)
1	2	3
1. Andhra Pradesh ..	1. Anantpur I.A.A.P. .. 2. Mahbubnagar I.A.A.P. .. 3. West Godavari I.A.D.P. ..	Kadiri (Ordinary) Amangal (Backward) Bhimadole (Advanced)
2. Assam ..	1. Kamrup I.A.A.P. ..	Ruposi (Stage II)
3. Bihar ..	1. Gaya I.A.A.P. .. 2. Muzaffarpur .. 3. Hazaribagh ..	Wazirganj (Post Stage II) Bairagania (Stage II) Samarra (Stage II)
4. Gujarat ..	1. Baroda .. 2. Rajkot I.A.A.P. ..	Naswadi (Post Stage II) Jam Kandorna (Stage II)
5. Haryana ..	1. Hissar I.A.A.P. ..	Bhiwani (Stage I)
6. Himachal Pradesh ..	1. Bilaspur ..	Gherwin (Stage II)
7. Jammu & Kashmir ..	1. Baramulla ..	Handwara (Post Stage II)
8. Kerala ..	1. Kozhikode I.A.A.P. .. 2. Quilon ..	Tanur (Stage II) Karunagapally (Post Stage II)
9. Madhya Pradesh ..	1. Bilaspur I.A.A.P. .. 2. Indore .. 3. Jabalpur .. 4. Sehore ..	Pali (Stage II) Mhow (Post Stage II) Dhimarkhera (Stage II) Berasa (Post Stage II)
10. Madras ..	1. Coimbatore I.A.A.P. .. 2. Madurai I.A.A.P. .. 3. Chingleput I.A.A.P. ..	Bhawani (Post Stage II) Bodinayakanur (Stage II) Chummidipoondi (Stage II)
11. Maharashtra ..	1. Aurangabad I.A.A.P. .. 2. Nagpur I.A.A.P. .. 3. Poona I.A.A.P. .. 4. Thana I.A.A.P. ..	Bhokardan (Post Stage II) Kuhi (Post Stage II) Bhor (Stage II) Bhiwandi (Stage I)
12. Mysore ..	1. Gulbarga .. 2. Mandya I.A.D.P. .. 3. Shimoga I.A.A.P. ..	Hincholi (Stage II) Nagamangala (Stage II) Sagar (Post Stage II)
13. Orissa ..	1. Cuttack I.A.A.P. .. 2. Sambalpur I.A.D.P. ..	Raghunathpur (Stage I) Bargarh (Post Stage II)
14. Punjab ..	1. Amritsar I.A.A.P. .. 2. Ludhiana I.A.D.P. ..	Chohla Sahib (Post Stage II) Machhiwara (Stage II)
15. Rajasthan ..	1. Ajmer .. 2. Jodhpur ..	Jawaja (Post Stage II) Bap (Stage I)
16. Uttar Pradesh ..	1. Bara Banki .. 2. Jhansi .. 3. Meerut I.A.A.P. .. 4. Rampur .. 5. Varanasi I.A.A.P. ..	Hydergarh (Post Stage II) Gursarai (Post Stage II) Simbhouti (Stage II) Shahabad (Stage II) Chiriagaon (Stage II)
17. West Bengal ..	1. Burdwan I.A.D.P. .. 2. Darjeeling .. 3. 24 Parganas I.A.A.P. ..	Katwa II (Stage II) Rangli Rangliot (Post Stage II) Magrahat II (Stage II)

APPENDIX B

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APPENDIX TABLE 1

Percentage distribution of development staff by pay-groups in the selected districts.

State/District					Pay Groups*			
					I	II	III	IV
1					2	3	4	5
1. Andhra Pradesh—								
1. Anantpur .. .. .	..	..	..	..	0.4	17.4	46.8	35.6
2. Mahbubnagar .. .. .	..	..	..	..	0.5	19.9	47.1	32.5
3. West Godavari .. .. .	..	..	..	..	0.4	16.8	53.9	28.9
2. Assam—								
1. Kamrup .. .. .	..	..	..	..	7.6	18.1	9.9	64.4
3. Bihar—								
1. Gaya .. .. .	..	..	..	..	0.4	4.4	55.7	39.5
2. Hazaribagh .. .. .	..	..	..	..	0.5	3.4	40.6	55.5
3. Muzaffarpur .. .. .	..	..	..	..	0.2	3.7	44.5	51.6
4. Gujarat—								
1. Daroda .. .. .	..	..	..	..	0.7	5.6	66.5	27.2
2. Rajkot .. .. .	..	..	..	..	2.0	23.5	72.0	2.5
5. Himachal Pradesh—								
1. Bilaspur .. .. .	..	..	..	..	1.4	7.5	35.1	56.0
6. Jammu and Kashmir—								
1. Baramulla .. .. .	..	..	..	..	1.2	12.8	32.5	53.5
7. Kerala—								
1. Kozhikode .. .. .	..	..	..	..	5.6	21.3	28.8	44.3
2. Quilon .. .. .	..	..	..	..	2.4	14.2	37.5	45.9
8. Madhya Pradesh—								
1. Bilaspur .. .. .	..	..	..	..	0.5	3.7	50.9	44.9
2. Indore .. .. .	..	..	..	..	1.1	6.9	67.7	24.3
3. Jabalpur .. .. .	..	..	..	..	1.1	5.3	58.8	34.8
4. Sehore .. .. .	..	..	..	..	0.6	4.9	36.0	58.5
9. Madras—								
1. Coimbatore .. .. .	..	..	..	..	0.4	4.6	44.5	50.5
2. Chingleput .. .. .	..	..	..	..	0.4	4.8	42.1	52.7
3. Madurai .. .. .	..	..	..	..	0.5	4.1	40.7	54.7

*The four pay-groups widely vary from State to State and have, therefore, not been specified here. For exact pay-ranges the state reports in Part II be referred,

APPENDIX TABLE 1—*contd.*

	1	2	3	4	5
10. Maharashtra—					
1. Aurangabad	1.1	2.7	17.1	79.1	
2. Nagpur	0.5	3.7	21.2	74.6	
3. Poona	1.5	4.0	16.5	78.0	
4. Thana	1.2	5.3	11.3	82.2	
11. Mysore—					
1. Gulbarga	0.7	5.9	35.4	58.0	
2. Mandya	0.7	6.6	24.5	68.2	
3. Shimoga	1.2	4.8	16.9	77.1	
12. Orissa—					
1. Cuttack	0.3	6.0	21.6	72.1	
2. Sambalpur	0.6	4.6	32.7	62.1	
13. Punjab & Haryana—					
1. Amritsar	0.5	3.8	2.4	93.3	
2. Ludhiana	0.6	3.7	2.6	93.1	
3. Hissar	0.5	4.3	1.9	93.3	
14. Rajasthan—					
1. Ajmer	0.9	9.0	16.6	73.5	
2. Jodhpur	0.9	14.6	21.3	63.2	
15. Uttar Pradesh—					
1. Barabanki	3.6	12.3	64.4	19.7	
2. Jhansi	2.8	5.5	55.0	36.7	
3. Meerut	2.5	4.4	58.2	34.9	
4. Rampur	2.9	6.4	37.3	53.4	
5. Varanasi	2.8	3.4	36.6	57.2	
16. West Bengal—					
1. Burdwan	3.3	7.3	19.5	69.9	
2. Darjeeling	6.6	5.1	20.2	68.1	
3. 24 Parganas	3.8	4.1	17.1	75.0	

*The four pay-groups widely vary from State to State and have, therefore, not been specified here. For exact pay-ranges the state reports in Part II be referred.

APPENDIX TABLE 2
Development Budget and its utilisation

State/District			Development budget as percentage of total budget	%age of schemes having	
				Development funds	Under-utilisa- tion
1			2	3	4
1. Andhra Pradesh—					
1. Anantpur	..	..	79.8	83.0	60.0
2. Mahbubnagar	..	..	77.1	66.0	50.0
3. West Godavari	..	..	70.1	63.0	57.0
2. Assam—					
1. Kamrup	..	..	71.4	79.2	35.0
3. Bihar—					
1. Gaya	..	..	70.4	70.5	21.2
2. Muzaffarpur	..	..	41.8	45.4	49.0
3. Hazaribagh	..	..	62.7	56.6	42.0
4. Gujarat—					
1. Baroda	..	..	48.2	77.0	56.0
2. Rajkot	..	..	77.3	74.0	62.8
5. Himachal Pradesh—					
1. Bilaspur	..	..	61.8	78.4	15.6
6. Jammu and Kashmir—					
1. Baramulla	..	..	70.7	74.7	35.5
7. Kerala—					
1. Kozhikode	..	..	82.4	77.0	70.9
2. Quilon	..	..	76.8	86.2	41.1
8. Madhya Pradesh—					
1. Bilaspur	..	..	67.1	71.1	25.7
2. Indore	..	..	58.6	70.8	39.2
3. Jabalpur	..	..	36.8	81.5	44.0
4. Sehore	..	..	55.9	61.2	40.5
9. Madras—					
1. Coimbatore	..	..	78.9	87.1	35.6
2. Madurai	..	..	85.3	84.8	28.3
3. Chingleput	..	..	80.1	78.8	36.0

APPENDIX TABLE 2—*contd.*

	1	2	3	4
10. <i>Maharashtra</i> —				
1. Aurangabad	75.1	83.5	39.2	
2. Nagpur	68.6	76.6	56.2	
3. Poona	71.0	75.0	48.2	
4. Thana	45.9	67.2	51.3	
11. <i>Mysore</i> —				
1. Gulbarga	67.7	79.6	42.9	
2. Mandya	74.5	80.4	53.7	
3. Shimoga	60.9	73.1	36.8	
12. <i>Orissa</i> —				
1. Cuttack	68.8	55.9	38.0	
2. Sambalpur	71.6	62.9	40.3	
13. <i>Punjab & Haryana</i> —				
1. Hissar	63.3	71.7	33.3	
2. Amritsar	73.8	70.3	36.7	
3. Ludhiana	67.4	73.6	39.2	
14. <i>Rajasthan</i> —				
1. Ajmer	67.4	64.9	28.6	
2. Jodhpur	72.3	67.1	47.1	
15. <i>Uttar Pradesh</i> —				
1. Barabanki	79.5	81.2	23.2	
2. Jhansi	67.3	54.4	6.5	
3. Rampur	66.0	67.2	31.7	
4. Meerut	57.2	76.3	22.5	
5. Varanasi	56.3	67.9	46.4	
16. <i>West Bengal</i> —				
1. Darjeeling	58.5	60.1	31.7	
2. 24 Parganas	60.9	66.5	35.0	

APPENDIX TABLE 3

Population per Functionary, Ratio of Supervisory Staff to Field Staff and Budget per thousand Population for the District Offices under three subject heads of (i) Agriculture & Allied, (ii) C.D. and (iii) Social Services.

State/District	Population per Functionary	Field staff per supervisory staff*	Budget per 1000 population (Rs. in '000)
1	2	3	4
1. <i>Andhra Pradesh</i> —			
1. Anantpur	1,302	3.8	6.73
2. Mahbubnagar	983	4.1	35.55
3. West Godawari	1,018	4.4	26.73
2. <i>Assam</i> —			
1. Kamrup	834	3.3	10.96
3. <i>Bihar</i> —			
1. Gaya	754	23.3	6.75
2. Hazaribagh	497	26.0	6.81
3. Muzaffarpur	1,338	22.1	7.55
4. <i>Gujarat</i> —			
1. Baroda	920	16.0	21.21
2. Rajkot	966	4.2	12.08
5. <i>Himachal Pradesh</i> —			
1. Bilaspur	5,420	12.3	4.56
6. <i>Jammu and Kashmir</i> —			
1. Baramulla	715	6.7	13.22
7. <i>Kerala</i> —			
1. Kozhikode	1,347	2.8	9.07
2. Quilon	1,164	5.1	7.95
8. <i>Madhya Pradesh</i> —			
1. Bilaspur	1,003	26.2	5.83
2. Jabalpur	1,351	18.2	16.09
3. Sehore	756	17.8	12.56
4. Indore	982	13.0	24.55

* Supervisory Staff includes district level officers and subject-matter specialists, Field Staff includes Extension Officers and village level staff.

APPENDIX TABLE 3—*contd.*

1	2	3	4
9. Madras—			
1. Coimbatore	1,432	42·6	13·48
2. Chingleput	1,032	23·8	26·79
3. Madurai	987	33·6	16·71
10. Maharashtra—			
1. Aurangabad	814	32·0	23·59
2. Nagpur	752	31·4	21·96
3. Poona	1,201	26·4	12·18
4. Thana	993	18·6	10·02
11. Mysore—			
1. Gulbarga	1,261	14·2	10·35
2. Mandya	705	13·3	16·13
3. Shimoga	478	19·5	12·51
12. Orissa—			
1. Cuttack	764	16·4	13·79
2. Sambalpur	714	23·6	13·40
13. Punjab & Haryana—			
1. Ludhiana	969	18·3	16·09
2. Amritsar	1,028	22·7	9·30
3. Hissar	1,028	17·1	19·43
14. Rajasthan—			
1. Ajmer	1,057	9·3	7·39
2. Jodhpur	1,866	5·8	3·81
15. Uttar Pradesh—			
1. Barabanki	1,416	5·4	13·09
2. Jhansi	871	1·2	24·23
3. Meerut	958	14·8	9·99
4. Rampur	756	9·5	10·04
5. Varanasi	916	14·4	16·57
16. West Bengal—			
1. Darjeeling	476	7·7	25·55
2. 24 Parganas	1,510	9·5	7·98
3. Burdwan	1,058	8·4	N.A.*

*N.A.—Not Available.

APPENDIX TABLE 4*

*Cultivator Households and Cultivated Area per Agricultural
Functionary and Budget per Cultivator Household
in the Selected Districts.*

State/District	Characteristics			Per functionary		Budget per cultivator household (Rs.)
	% irriga- ted area	Rainfall (m.m.)	Intensity of crop- ping	No. of cultiva- tor households	Cultiva- ted area (acres)	
1	2	3	4	5	6	7
1. Andhra Pradesh—						
1. Anantpur ..	12.65	510.8	1.036	603	15,969	20
2. West Godawari ..	71.56	1139.6	1.292	71	1,478	101
3. Mahbubnagar ..	12.77	607.1	1.021	272	7,562	62
2. Assam—						
1. Kamrup ..	25.97	1752.94	1.230	533	5,822	45
3. Bihar—						
1. Gaya ..	74.63	1341.5	1.423	151	1,814	81
2. Hazaribagh ..	5.78	1635.4	1.074	276	1,826	41
3. Muzaffarpur ..	1.96	1007.1	1.189	308	3,284	61
4. Gujarat—						
1. Baroda ..	2.75	882.9	1.014	160	4,244	41
2. Rajkot ..	5.07	744.4	1.022	181	7,772	101
5. Himachal Pradesh—						
1. Bilaspur ..	6.07	1060.0	1.711	229	1,293	47
6. Jammu & Kashmir—						
1. Baramulla ..	49.39	809.4	1.020	305	1,958	6
7. Kerala—						
1. Kozhikode ..	N.A.	3461.0	1.093	112	3,683	228
2. Quilon ..	N.A.	2760.0	1.273	148	2,002	140
8. Madhya Pradesh—						
1. Sehore ..	3.33	1381.5	1.030	176	5,275	137
2. Indore ..	2.91	881.9	1.038	75	2,599	210
3. Bilaspur ..	10.47	1280.0	1.281	243	3,076	19
4. Jabalpur ..	3.24	1461.6	1.167	196	4,092	62

*This table covers the development staff and the budget of (i) District Agriculture office, (ii) Soil Conservation Office, (iii) Plant Protection Office, (iv) Horticulture Development Office, (v) Minor Irrigation Office, (vi) Cotton/Oilseed Extension Office, (vii) IADP/IAAP Office.

APPENDIX TABLE 4—*contd.*

1	2	3	4	5	6	7
9. Madras—						
1. Chingleput ..	62.33	699.2	1.395	148	1,812	223
2. Coimbatore ..	34.12	195.5	1.184	234	4,111	159
3. Madurai ..	31.90	226.4	1.133	202	2,428	60
10. Maharashtra—						
1. Thana ..	1.3	2,258.6	1.027	190	1,771	84
2. Poona ..	9.7	1,150.3	1.084	209	4,809	85
3. Aurangabad ..	5.3	725.8	1.051	116	4,334	166
4. Nagpur ..	5.6	1,176.0	1.015	88	2,552	158
11. Mysore—						
1. Shimoga ..	47.62	1,526.0	1.041	241	6,493	59
2. Gulbarga ..	1.28	702.0	1.002	399	20,764	51
3. Mandya ..	29.23	691.0	1.079	230	676	57
12. Orissa—						
1. Cuttack ..	21.37	145.29	1.181	1,227	3,624	17
2. Sambalpur ..	32.42	154.80	1.104	170	3,341	60
13. Punjab & Haryana—						
1. Hissar ..	48.50	483.90	1.142	379	4,297	102
2. Amritsar ..	91.57	665.20	1.463	210	2,203	39
3. Ludhiana ..	52.59	751.70	1.378	70	1,003	401
14. Rajasthan—						
1. Ajmer ..	25.71	527.60	1.201	837	15,508	27
2. Jodhpur ..	1.64	240.30	1.002	931	55,680	12
15. Uttar Pradesh—						
1. Barabanki ..	27.8	1,003.0	1.441	7,055	4,357	126
2. Rampur ..	7.3	N.A.@	1.404	120	1,772	76
3. Jhansi ..	12.2	789.0	1.118	407	1,113	167
4. Varanasi ..	46.4	1056.0	1.396	78	352	274
5. Meerut ..	66.2	720.0	1.421	70	469	140
16. West Bengal—						
1. Burdwan ..	56.09	803.0	1.066	69	1,421	N.A.@
2. Dajjooling ..	22.90	2994.0	1.154	156	1,927	57
3. 24 Parganas ..	8.71	1,608.0	1.145	147	2,111	61

@N.A.—Not available.

APPENDIX TABLE 5*

Cultivator Households and Cultivated Area per Agricultural Functionary, Budget per cultivator household and ratio of Supervisory Staff to Field Staff in Selected I.A.D.P., I.A.A.P. and Normal Districts

State/District	No. of cultivator households per functionary	Cultivated area per functionary (acres)	Budget per cultivator household (Rs.)	Field staff per supervisory staff
1	2	3	4	5
A. I.A.D.P. Districts—				
1. West Godavari (A.P.) ..	78	1,478	101	4.6
2. Mandya (Mysore) ..	230	676	57	14.1
3. Sambalpur (Orissa) ..	170	3,341	60	39.2
4. Ludhiana (Punjab) ..	70	1,003	401	17.9
5. Burdwan (W.B.) ..	69	1,421	@	8.8
B. I.A.A.P. Districts—				
1. Anantpur (A.P.) ..	603	15,969	20	2.0
2. Mehabubnagar (A.P.) ..	272	7,562	62	2.8
3. Kamrup (Assam) ..	533	5,822	45	4.2
4. Gaya (Bihar) ..	151	1,814	81	20.8
5. Rajkot (Gujarat) ..	181	7,772	103	2.2
6. Hissar (Haryana) ..	379	4,297	102	30.1
7. Kozhikode (Kerala) ..	112	3,683	228	3.2
8. Bilaspur (M.P.) ..	243	3,076	19	127.2
9. Coimbatore (Madras) ..	234	4,111	159	23.6
10. Madurai (Madras) ..	202	2,428	60	28.7
11. Chingleput (Madras) ..	148	1,812	223	20.5
12. Aurangabad (Maharashtra) ..	116	4,334	166	27.4
13. Nagpur (Maharashtra) ..	88	2,582	158	33.1
14. Poona (Maharashtra) ..	209	4,609	85	30.4
15. Thana (Maharashtra) ..	190	1,771	84	14.5

*This table covers the development staff and the budget of (i) District Agriculture Office, (ii) Soil Conservation Office, (iii) Plant Protection Office, (iv) Horticulture Development Office, (v) Minor Irrigation Office (vi) Cotton/Oil Seed Extension Office, (vii) I.A.D.P./I.A.A.P. Project Office.

@Information on district budget was not available.

APPENDIX TABLE 5—*contd.*

1	2	3	4	5
16. Shimoga (Mysore) ..	241	6,493	59	12.3
17. Cuttack (Orissa) ..	227	3,624	17	112.0
18. Amritsar (Punjab) ..	218	2,203	39	50.0
19. Meerut (U.P.) ..	70	469	140	38.9
20. Varanasi (U.P.) ..	78	352	274	31.3
21. 24 Parganas (W.B.) ..	147	2,111	61	8.9
<i>C. Normal Districts—</i>				
1. Muzaffarpur (Bihar) ..	308	3,284	61	33.6
2. Hazaribagh (Bihar) ..	276	1,826	41	17.3
3. Baroda (Gujarat) ..	160	4,244	41	20.1
4. Bilaspur (H.P.) ..	229	1,293	47	10.6
5. Baramulla (J. & K.) ..	305	1,958	6	5.5
6. Quilon (Kerala) ..	148	2,002	140	3.3
7. Indore (M.P.) ..	75	2,599	210	50.5
8. Jabalpur (M.P.) ..	196	4,092	62	42.5
9. Sehore (M.P.) ..	176	5,275	137	23.1
10. Gulbarga (Mysore) ..	399	20,764	51	12.7
11. Ajmer (Rajasthan) ..	837	15,508	27	19.3
12. Jodhpur (Rajasthan) ..	931	55,680	12	28.5
13. Barabanki (U.P.) ..	7,055	4,357	126	9.1
14. Jhansi (U.P.) ..	407	8,113	167	11.1
15. Rampur (U.P.) ..	120	1,772	76	22.5
16. Darjeeling (W.B.) ..	156	1,927	56	4.1

APPENDIX TABLE 6

*Population per Functionary and Budget per Thousand
Population for the District Medical and Health
Offices in the Selected Districts*

State/District						Population per functionary	Budget per thousand population (Rs.)
1						2	3
1. Andhra Pradesh—							
1. Anantpur	..	..	..	..	..	3,172	1,227
2. Mahbubnagar	..	..	..	..	..	4,636	1,021
3. West Godavari	..	..	..	..	..	2,582	1,005
2. Assam—							
1. Kamrup	..	..	..	..	..	2,410	2,056
3. Bihar—							
1. Gaya	..	..	..	..	..	3,270	567
2. Hazaribagh	..	..	..	..	..	3,020	1,153
3. Muzaffarpur	..	..	..	..	..	5,170	303
4. Gujarat—							
1. Baroda	..	..	..	..	..	2,690	1,506
2. Rajkot	..	..	..	..	..	2,330	2,367
5. Himachal Pradesh—							
1. Bilaspur	..	..	..	..	..	26,915	785
6. Jammu & Kashmir—							
1. Baramulla	..	..	..	..	..	4,771	2,754
7. Kerala—							
1. Quilon	..	..	..	..	..	2,722	436
2. Kozhikode	..	..	..	..	..	3,615	2,208
8. Madhya Pradesh—							
1. Bilaspur	..	..	..	..	..	2,982	983
2. Jabalpur	..	..	..	..	..	4,583	804
3. Indore	..	..	..	..	..	2,292	3,448
4. Sehore	..	..	..	..	..	5,808	2,426
9. Madras—							
1. Coimbatore	..	..	..	..	..	98,806	736
2. Chingleput	..	..	..	..	..	5,449	1,389
3. Madurai	..	..	..	..	..	5,957	1,854

APPENDIX TABLE 6—*contd.*

	1	2	3
10. <i>Maharashtra</i> —			
1. Thana	2,840	1,776	
2. Poona	5,317	1,548	
3. Aurangabad	3,622	1,929	
4. Nagpur	3,008	1,490	
11. <i>Mysore</i> —			
1. Gulbarga	2,941	651	
2. Shimoga	1,616	1,100	
3. Mandya	2,169	1,439	
12. <i>Orissa</i> —			
1. Cuttack	2,446	1,756	
2. Sambalpur	2,391	3,250	
13. <i>Punjab and Haryana</i> —			
1. Amritsar	2,981	3,336	
2. Ludhiana	3,243	3,674	
3. Hissar	2,680	2,692	
14. <i>Rajasthan</i> —			
1. Ajmer	4,066	2,854	
2. Jodhpur	6,846	639	
15. <i>Uttar Pradesh</i> —			
1. Barabanki	4,150	482	
2. Jhansi	1,852	937	
3. Meerut	3,430	306	
4. Rampur	3,061	1,302	
5. Varanasi	4,065	531	
16. <i>West Bengal</i> —			
1. Burdwan	6,603	N.A.	
2. Darjeeling	1,154	8,755	
3. 24-Parganas	3,555	1,421	

APPENDIX TABLE 7*

*Population per Functionary and Budget per thousand
Population in the District Family Planning Offices
in some of the selected Districts*

State/District	Population (in '000) (1961 census)	Birth rate (1961)	Population per func- tionary (in '000)	Budget per 1,000 population (Rs.)
1	2	3	4	5
1. Andhra Pradesh—				
1. West Godavari	1,978	29.4 (Agency) 23.7 (Plains)	7,700	140
2. Assam—				
1. Kamrup	2,063	3.4	28,650	40
3. Bihar—				
1. Gaya	3,648	9.1	13,920	160
2. Muzaffarpur	4,116	8.5	13,910	40
4. Maharashtra—				
1. Thana	1,653	22.2	12,620	510
2. Aurangabad	1,532	19.5	6,600	730
5. Madhya Pradesh—				
1. Bilaspur	2,022	28.1	7,120	60
2. Jabalpur	1,274	5.6	6,920	140
6. Orissa—				
1. Cuttack	3,060	26.9	12,590	360
2. Sambalpur	1,509	26.8	7,020	370
7. Punjab and Haryana—				
1. Hissar	1,541	36.0	5,620	330
2. Amritsar	1,535	38.1	5,840	540
3. Ludiana	1,106	35.8	6,870	620
8. Uttar Pradesh—				
1. Barabanki	1,415	3.2	10,720	290
2. Rampur	701	13.8	10,460	420
3. Jhansi	1,087	19.0	4,470	330
4. Varanasi	2,362	18.0	7,720	260
5. Meerut	2,713	19.7	7,160	180
9. West Bengal—				
1. Burdwan	2,760	18.8	9,650	30
2. Darjeeling	620	20.0	5,720	370

*In the remaining 22 selected districts, the information on staff and budget for the district set up of Family Planning programme was not available.

APPENDIX TABLE 8

Staff and Budget Composition in the Selected Post Stage II Blocks

State/Block(District)	Total No. of staff*	Total Budget (Rs.)	Percentage distribution of Total Budget		
			Schematic	Depart- mental	Samiti
1	2	3	4	5	6
1. <i>Bihar—</i>					
1. Wazirganj (Gaya) ..	86	4,60,463	15.1	84.9	—
2. <i>Gujarat—</i>					
1. Naswadi (Baroda) ..	82	8,06,149	11.2	76.6	12.2
3. <i>Jammu and Kashmir—</i>					
1. Handwara (Baramulla) ..	28	2,56,689	100.0	—	—
4. <i>Kerala—</i>					
1. Karunagapally (Quilon) ..	52	1,67,642	33.7	66.3	—
5. <i>Madhya Pradesh—</i>					
1. Mhow (Indore) ..	50	31,354	100.0	—	—
2. Berasia (Sehore) ..	94	2,80,111	21.4	78.6	—
6. <i>Madras—</i>					
1. Bhawani (Coimbatore) ..	43	3,21,619	29.4	70.6	—
7. <i>Maharashtra—</i>					
1. Bhookinda (Aurangabad) ..	157	9,44,407	2.4	90.0	7.6
2. Kuhl (Nagpur) ..	101	30,47,923	3.9	93.1	3.0
8. <i>Mysore—</i>					
1. Sagar (Shimoga) ..	26	3,45,981	22.4	35.0	42.6
9. <i>Orissa—</i>					
1. Bargarh (Sambalpur) ..	68	5,01,638	15.7	84.3	—
10. <i>Punjab and Haryana—</i>					
1. Chohla Sahib (Amritsar) ..	36	3,35,455	78.8	4.2	17.0
11. <i>Rajasthan—</i>					
1. Jawaja (Ajmer) ..	25	11,99,289	8.8	81.8	9.4
12. <i>Uttar Pradesh—</i>					
1. Haidergarh (Barabanki) ..	39	1,14,073	74.9	25.1	—
2. Gurusarai (Jhansi) ..	26	5,88,044	13.3	86.7	—
13. <i>West Bengal—</i>					
1. Rangli Rangliot (Darjeeling) ..	88	2,58,800	35.3	55.3	9.4

*Includes Extension Officers and Village Level Staff operating in Block area..

APPENDIX TABLE 9

Staff and Budget Composition on the selected Non-Post Stage II Blocks

State/Block (District)	Total No. of Staff*	Total Budget (Rs.)	Percentage distribution of Total Budget		
			Schematic	Depart- mental	Samiti
1	2	3	4	5	6
1. Andhra Pradesh—					
1. Kadiri (Anantpur) ..	57	8,97,349	15.2	80.6	4.2
2. Amangal (Mahbubnagar) ..	44	5,12,184	21.7	66.6	11.7
3. Bhimadole (West Godavari) ..	83	1,71,557	33.5	60.3	6.2
2. Assam—					
1. Ruposi (Kamrup) ..	64	3,08,258	60.2	39.8	—
3. Bihar—					
1. Bairangania (Muzaffarpur) ..	44	2,44,957	35.7	64.3	—
2. Samaria (Hazaribagh) ..	36	2,24,150	43.1	56.9	—
4. Gujarat—					
1. Jam Kadorna (Rajkot) ..	40	10,77,765	27.4	58.2	14.4
5. Himachal Pradesh—					
1. Gherwin (Bilaspur) ..	49	3,00,818	47.8	52.2	—
6. Kerala—					
1. Tanur (Kozhikode) ..	64	3,40,252	19.3	80.7	—
7. Madhya Pradesh—					
1. Pali (Bilaspur) ..	69	N.A.	N.A.	N.A.	N.A.
2. Dhamerkhera (Jabalpur) ..	28	78,708	16.3	83.7	—
8. Madras—					
1. Bodinayakanur (Madurai) ..	30	2,90,753	69.8	30.2	—
2. Gumidipoondl (Chingleput) ..	34	10,20,015	19.8	80.2	—
9. Maharashtra—					
1. Bhor (Poona) ..	140	15,85,343	7.8	92.2	—
2. Bhiwandi (Thana) ..	222	27,86,660	7.2	90.1	2.7
10. Mysore—					
1. Hincholi (Gulbarga) ..	24	4,68,768	24.7	49.3	26.00
2. Nagmangala (Mandya) ..	60	11,26,094	35.0	30.0	35.0

*Includes Extension Officers and Village Level Staff operating in the Block area.

N.A.=Not Available.

APPENDIX TABLE 9—*contd.*

1	2	3	4	5	6
11. Orissa—					
1. Raghunathpur (Cuttack) ..	45	6,56,057	22·8	8·2	69·0
12. Punjab and Haryana—					
1. Machhwarā (Ludhiana) ..	45	10,13,877	16·1	75·6	8·3
2. Bhiwani (Hissar) ..	35	8,19,040	26·3	51·8	21·8
13. Rajasthan—					
1. Bap (Jodhpur) ..	6	5,74,180	28·7	41·0	30·3
14. Uttar Pradesh—					
1. Simbhouli (Meerut) ..	52	2,27,374	79·8	20·2	—
2. Shahbad (Rampur) ..	47	4,14,152	28·3	71·7	—
3. Chirāigaon (Varanasi) ..	78	7,68,565	29·8	70·2	—
15. West Bengal—					
1. Katwa II (Burdwan) ..	82	3,90,767	28·8	71·2	—
2. Magrahat II (24 Parganas) ..	45	2,25,420	18·9	81·1	—


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सत्यमेव जयते

PART II
INDIVIDUAL STATE REPORTS



सत्यमेव जयते



सत्यमेव जयते

STUDY OF DEVELOPMENT STAFF, ANDHRA PRADESH

1. *Background*—The State of Andhra Pradesh was constituted on 1st November, 1956 with 20 districts as a consequence of States Reorganisation Act and got an opportunity of development as an integrated unit. Based on the Balwantarai Mehta team report, the State has established a three tier structure under the Andhra Pradesh Panchayat Samithis and Zilla Parishads Act 1959. Panchayati Raj was thus introduced in the State in November 1959. Accordingly development programmes of all development departments of the Government including maintenance of minor-irrigation sources and functions relating to backward classes have been transferred to Panchayat Samithi. Elementary schools have also been brought under the control of Panchayat Samithi and Secondary schools under the Zilla Parishad.

1.2. Three districts, West Godavari, Anantapur and Mahboobnagar had been selected for the purpose of the study. They were respectively chosen from the well recognised regions with sufficient economic validity viz. Coastal region, Rayalaseema and Telangana. Among these three, broad regional variations exist. Coastal region consisting of fertile delta is more thickly populated area and better developed economically. Rayalaseema is the most sparsely populated and economically underdeveloped. Telangana is backward and its people are poor with low standards of literacy. These selected districts possess the general characteristics of the regions from which they come. In order to give an idea of the level of development of the districts, data are presented for some important indicators in the table below :

TABLE 1
Data on important indicators of the selected districts

Indicator	West Godavari	Anantapur	Mahboobnagar
1	2	3	4
1. Area (Sq. Km.)	7,720 (20th)	19,130 (3rd)	18,455 (4th)
2. Population (lakhs)	19.78 (8th)	17.67 (11th)	15.90 (13th)
3. Density (persons per sq. mile)	664 (2nd)	239 (15th)	223 (17th)
4. No. of villages	883	953	1,531
5. No. of taluks	8	11	12
6. Cultivated area (lakh acres) ..	10.13	21.88	23.03
7. No. of C.D. blocks—			
(i) Advanced	9	—	—
(ii) Ordinary	5	6	—
(iii) Backward	—	10	15
(iv) Tribal	2	—	1
8. Percentage net sown area irrigated	75.0	12.2	10.0
9. Literacy (%)	30.8	20.6	13.5
10. Rainfall (m.m.) 1964-65 ..	1,219.5	593.6	1,030.1
11. Percentage of villages and towns electrified (1966-67) in the state.	42.7	41.4	10.6

NOTE—Figures in the brackets indicate the rank of the district.

West Godavari District is the smallest of all the districts in its area. It has good potentialities and assured irrigation facilities. Because the district is very fertile and agriculturally rich it is selected for Intensive Agriculture District Programme (IADP). Besides, the railways and the net work of Godavari canals afford cheap transport facilities for agricultural produce and passengers. The district consists of eight taluks in three revenue divisions. Excluding Hyderabad it is densely populated (669 persons per sq. mile) with highest proportion of literates. 43% of its villages and towns are electrified. It has 16 community development blocks, 9 classified as advanced, 5 as ordinary and 2 as tribal.

1-3. Anantapur is one of the backward districts of the State. Due to lack of irrigation facilities and its unfortunate geographical situation at the tail end of either monsoon zones, with poor soils in more than half of its area, the whole district frequently falls a prey to famine conditions. The district consists of 11 taluks in three revenue divisions. The density of population is 239 against 339 in the State. There is no advanced C.D. block in the district among the 16 into which it is delimited, 6 of them are ordinary and 10 backward. However, this district seems to be advanced in terms of urban population, literacy and proportion of villages and towns electrified.

1-4. Mahboobnagar is a poor district in the relatively backward Telangana region on account of its inferior soils and inadequate rainfall. It contains large tracts of forests covering 16.2% of total geographical area. The cultivated area under irrigation in the district is only 10%. But the district is pioneer in the matter of production of Hybrid Jowar and short duration Mutant castor. The Intensive Agricultural Area Programme has been extended to this district in selected Panchayat Samithis. The density of population of the district stands at 223 persons per square mile and is less than corresponding figures for the State and Telangana. 13.5% of the population is literate and bulk of them do not have any educational attainments. There are 12 taluks in 4 divisions. The original 23 C.D. Blocks were reconstituted into 16 and classified 15 as backward and 1 as tribal. The fact that there are no advanced or ordinary blocks itself indicates the low level of development of the district.

2-1. *Organisational Structure*—There are four broad levels at which the staff of various development departments work in the district. These are the district, division, block and village levels. The officers to whichever department they may belong at the level of division are mostly assisting in the administration of the development programmes drawn by the respective parent departments. They form a part of the district administration and their location is only a matter of administrative convenience. The blocks are the only administrative units and important level where the work is actually implemented. The village is the last link of these four levels for purpose of development work and the staff at this level are—VLWs, fieldmen of Agriculture department, veterinary compounders and live-stock inspectors, medical and health staff such as maternity assistants and health visitors.

2.2. The structure, composition and functions of the development staff in the districts of Andhra Pradesh is to be examined and analysed in the light of the recommendations of two important committees—(i) High Power committee on the re-organisation of Panchayat Samithi Blocks and allied matters and (ii) M.T. Raju (Present Chief Secretary) committee on the re-organisation of the district administration.

2.3. The first committee was appointed to examine, among other things, the territorial reorganisation of the blocks with a view to achieve economy in expenditure consistent with efficiency in administration and without adversely affecting the tempo of development activities. The committee had examined all the aspects in great detail and to ensure easy communication on the one hand between extension officer and the individual residents of the block and on the other hand effective supervision by the BDO, they had broadly set forth the following norms—one extension officer for every 66,000 population, a VLW for 1,500 families in relatively advanced areas and for 800 families in backward areas, a BDO to supervise the work of 10-20 VLWs and the size of the block (excluding forests) between 300 to 500 sq. miles with a population between 1.0 to 1.5 lakhs.

2.4. As a result of the revised norms the C.D. blocks have been delimited into larger blocks with a consequent reduction in their number and staff. The committee felt that there were certain categories of extension staff (other than agricultural) at the block level that were not fully employed and the enlarged units would proportionately increase their work load and thereby reducing overloads. In contrast to the classification elsewhere in the country, the blocks in the State have been classified as advanced, ordinary, backward and tribal on the basis of the development achieved in certain fields.

2.5. The second committee was constituted to examine the changes required in the administrative set-up for a single authority being charged with the responsibility of securing economic development in the district. The committee, after a detailed consideration of the various issues involved, recommended the setting up of Zilla Development Board, with Collector as Chairman and Chairman Zilla Parishad as a member, to be responsible for the economic development of the district and in particular programmes connected with agricultural and industrial development. They further made far reaching proposals involving reorganisation of important development departments at the district level.

2.6. The Government of Andhra Pradesh have generally accepted the recommendations and the actual implementation started in November, 1967. The posts of Deputy Director of agriculture and Special Deputy Registrar of cooperatives have been created. They have been made personal assistants to the Collector. The Government have also bifurcated the revenue functions of the Collector by appointing a separate District Revenue Officer so that the former could completely spend his time on development functions. At the Division level, Revenue Divisional Officers have been involved in the development work. These offices are now directly responsible to the District

Collector for the implementation of the plans of the blocks in their area and periodical review of the performance.

2.7. There had been a steady growth of the staff in certain development departments like Agriculture, Animal Husbandry and Cooperation etc. The increase was mainly to keep up with the rising tempo of developmental activity during the plan periods. In addition to the departments mentioned earlier, the C.D. blocks and the institution of Panchayati Raj and Zilla parishad have also added enormous staff at various levels. Under these circumstances the staff position in the development departments is to be viewed from the angle of the needs of the area and the types of development activities taken up from time to time. The adequacy, inadequacy or otherwise of the staff can only be judged by deviations from the established norms of work, if any. For this purpose probably a more detailed study than this is required to determine the relationship between the existing/increasing staff and the out turn of work. However, inter-district comparisons can be made to a limited extent on the basis of the relationship between the functionaries and related field of their activity namely area, population, villages etc. Besides this, the limitation in coverage also is to be kept in mind in the interpretation.

2.8. The number of offices of the different development departments are 20 in West Godavari, 27 in Anantapur and 23 in Mahboobnagar. (See Appendix A). Among the three districts, West Godavari has the maximum of the staff employed in the development departments. It has 2,634 functionaries working compared to 2,036 and 2,011 in Anantapur and Mahboobnagar respectively. In terms of population a functionary in West Godavari is able to serve a population of 750 (about 150 families) as against 868 (about 174 families) and 791 (about 158 families) in Anantapur and Mahboobnagar. The distribution of the staff in various departments in the three districts is given in the following table:

TABLE 2
Distribution of staff in the selected districts (Year 1967-68)

Subject	West Godavari		Anantapur		Mahboobnagar	
	No.	Per-centage to total staff	No.	Per-centage to total staff	No.	Per-centage to total staff
1	2	3	4	5	6	7
1. Agriculture and allied services ..	958	36.4	406	19.9	766	38.0
2. Community Development ..	150*	5.7	332*	16.3	376	18.7
3. Irrigation and Power ..	632	23.9	555	27.3	330	16.4
4. Industry ..	31	1.2	101	5.0	18	0.9
5. Transport and Communication ..	28	1.1	23	1.1	46	2.3
6. Social services ..	835	31.7	619	30.4	475	23.7
Total ..	2,634	100.0	2,036	100.0	2,011	100.0

*Some categories of C.D. Staff have been shown under other departments.

As seen from the table above, inter-departmental and inter-district variations exist in the staff strength. Since the number of blocks (16) in each of the districts being the same, these variations hold good even in terms of staff per block. Among the departments, again Agriculture, Electricity and Medical are the most important departments in all the districts employing a major portion of the development staff. These three departments account for about 78% of the staff in West Godavari, 61% in Anantapur and 46% in Mahboobnagar.

2.9. As already mentioned, the West Godavari district has been selected for I.A.D.P. This necessitated the posting of additional staff at various levels. Thus, large staff concentration exists under the agriculture department of the district. Of the total staff of 713 under the department, 410 are village level workers. This district has thus the unique opportunity of having large number of primary workers at the village level. The proportion of staff employed in the agriculture department of Anantapur is the least forming only 7% of the total development staff. The Mahboobnagar district is covered by IAAP and the staff in the department forms 15% of the total.

2.10. The electricity department claims a good proportion of staff in West Godavari district and in Anantapur. In these two districts 41 to 43% of villages are electrified during 1966-67 whereas in Mahboobnagar such proportion is only 10.6%.

2.11. Medical and health department also has grown in its size during the plan period due to various health schemes taken up for eradicating the communicable diseases and raising the health status of the people. Important among them are National Malaria Eradication Programme, establishment of Primary Health Centres, Family Planning etc. Irrespective of the size of the district 230 to 240 staff are employed in the National Malaria Eradication Programme in each of the districts. Taking the total staff under the department in the district, it can be concluded that West Godavari enjoyed better medical facilities having one functionary for every 2,500 population while it is about double this figure (4,600) in Mahboobnagar and slightly higher in Anantapur (3,200).

2.12. In a backward district like Mahboobnagar, the staff employed on Animal Husbandry work is relatively high (154) in absolute numbers. Even then the cattle population to be dealt with by a functionary in Mahboobnagar and Anantapur is comparatively high (14 to 19 thousands) in spite of the sheep development and wool extension schemes existing in the districts. West Godavari in this respect has the benefit of additional staff under IADP.

2.13. Forest area forms about 10% in West Godavari and Anantapur and 16% in Mahboobnagar. But the staff employed in Mahboobnagar is high accounting nearly 10% (196) of the total development staff. Corresponding proportions are only 0.6% (15) in West Godavari and 4.5% (92) in Anantapur. Bulk of the staff in Anantapur and Mahboobnagar in this department consists of forest guards. The forest area thus operated by a functionary is observed to be varying between 4,000 acres in Mahboobnagar to 14,000 acres in West Godavari. The variations in staff strength is to some extent due to nature and value of the forests which are not reflected in the area figures.

2-14. The staff on the industrial activities is rather low in Mahboobnagar and West Godavari districts. But in Anantapur because of the location of the Rural Industries Project, Government silk farm and programmes of development for handlooms and textiles, 101 persons (6.2%) are employed in the industries department. On the other hand in Mahboobnagar due to Harijan Welfare, Scheduled Tribe, Women and Child Welfare programmes, the staff in the social services department forms 5.1% of the total staff.

2-15. The staff at block level are broadly of two categories, those borne on the Panchayati Raj Department and those belonging to the individual development departments. In the case of persons of former category either Panchayat Samithi or Zilla Parishad hold full control over their services and in the latter case of staff dual control is exercised. The details of their functions, coordination etc. of these categories of staff will be discussed later. The three selected blocks for the purpose of analysis of staff position are Bhimadol (West Godavari), Kadiri (Anantapur) and Amangal (Mahboobnagar). These blocks belong to three different categories—advanced, ordinary and backward respectively. Inter-block variation exists in the number of persons employed and particularly in Amangal block the staff strength is very low, only 44 compared to 83 in Bhimadol and 57 in Kadiri Block.

2-16. Broadly the staff can be categorised as supervisory, inspecting or primary workers. The staff at various levels can be discussed in terms of pay groups and the territorial jurisdictions.

2-17. There are in all about 60 different pay scales existing in the districts starting from Rs. 50 for a lowest scale and ending at Rs. 1,100 for a highest scale. The range itself indicates the extent of divergence in the pay structure. However, for the purpose of analysis the range between Rs. 50—1,100 is considered and the pay scales in this interval have been grouped into four broad categories. These are (1) Rs. 500—1,100. (2) Rs. 250—800 (3) Rs. 100—250 and (4) below Rs. 100.

2-18. With the classifications stated as above it is possible to examine the composition of the staff in the three districts and the variations thereto. The following table presents the summary data in respect of each category in the three districts.

TABLE 3
Distribution of staff by pay scales

			(Year 1967-68)		
Pay scales			West Godavari	Ananta-pur	Mahboob-nagar
1			2	3	4
(i) Senior officers (Rs. 500—1,100)	..	..	11 (0.4)	8 (0.4)	11 (0.5)
(ii) Junior officers (Rs. 250—800)	..	..	442 (16.8)	355 (17.4)	401 (19.9)
(iii) Subordinate staff (Rs. 100—250)	..	..	1,419 (53.9)	949 (46.6)	945 (47.1)
(iv) Lower level staff (Below Rs. 100)	..	..	762 (28.9)	724 (35.6)	654 (32.5)
Total Staff			2,634	2,036	2,011

There is not much variation in the proportion of staff employed in the first two categories among the selected districts. Again, between the two relatively backward districts no significant difference in the proportion of staff is found in any of the categories. Bulk of the staff in West Godawari belongs to subordinate level. However, in all the three districts highest proportion of staff is posted under this category only. By and large, it can be concluded that the concentration of staff is at the subordinate level.

2.19. Jurisdiction of a functionary gives some idea of the work load. These jurisdictions vary from department to department and depend on the type of work to be dealt with. For senior level officers generally it is a district and in the same way for lower level staff it is a village. But for the junior level officers and the subordinate staff it is observed to be varying from a smaller area upto a district. The following table gives the distribution of staff according to their jurisdiction. A majority of the staff has a village or group of villages

TABLE 4
Distribution of Staff by jurisdiction

Jurisdiction	Year 1967-68					
	West Godavari		Anantapur		Mahboobnagar	
	No.	Percentage	No.	Percentage	No.	Percentage
1	2	3	4	5	6	7
(i) District	75	2.8	39	1.9	56	2.8
(ii) Merachan a-tahsil	104	3.9	94	4.6	57	2.8
(iii) Tahsil	93	3.5	36	1.8	97	4.8
(iv) Block	278	10.7	152	7.5	435	21.6
(v) Village or group of villages	1,509	57.3	1,303	63.9	835	41.6
(vi) Institutions	462	17.6	255	12.5	169	8.4
(vii) Head quarters	38	1.4	48	2.4	52	2.6
(viii) Others	75	2.8	109	5.4	310	15.4
Total	2,634	100.0	2,036	100.0	2,011	100.0

villages as jurisdiction which is the ultimate level of development. Next in the order is institutions in West Godawari and Anantapur and the block in case of Mahboobnagar. But the proportion of institutional staff is however, significantly high in West Godawari district. It is found that most of the staff in this category in the district is located in the veterinary dispensaries, health centres etc. A good proportion of staff in Anantapur and Mahboobnagar fall under 'others' category as a result of the forest guards having a jurisdiction different from other categories.

2.20. Besides collecting the jurisdictional aspect of the functionaries discussed in para 2.19, organisational chart for each district is also drawn indicating the operation level of the staff at two important levels namely district upto tahsil and block and below. For details of organisational chart, appendix may be seen.

3.1. *Budget and Expenditure*—With the establishment of Zilla Parishads and Panchayat Samithis under democratic decentralisation several departmental schemes with necessary funds have been transferred to these bodies for implementation. The Panchayat Samithis are now the effective implementing agencies of development schemes of the departments in addition to the community development at the block level. The schemes may be either development-oriented or staff-oriented. While in the former the expenditure on the development aspect of the programme is higher, in the latter the expenditure on the establishment is higher. A number of schemes in the development departments like Agriculture, Animal Husbandry, Cooperation, Medical and Public Health are staff-oriented. Posts are also created to implement special schemes. The staff under these schemes are intended to carry out the extension work perhaps in a more intensive way than could be possible with the regular staff. To meet the expenditure on new functionaries, additional budget allotments are made over and above the normal funds.

3.2. For all the schemes undertaken by the different development departments, the budget and expenditure data with break up under the heads of establishment and development has been collected. A glance at the data indicates some limitations. Non-availability of data either in respect of total budget or development budget or both is important among them. Because of this, it is not possible to know the dimension of total funds and development funds of the development departments in the districts. Besides, for some offices the proportion of development funds to the total funds is not possible to calculate. However, with these limitations an attempt is made to analyse the data.

3.3. The following table gives the total funds and development funds available in the three districts. The proportion of development funds and average development funds per functionary may also be seen in the table.

TABLE 5

Total budget and development budget in the selected districts

Year 1967-68

Item	West Godavari	Anantapur	Mahboobnagar
1	2	3	4
No. of offices	20	27	23
Total budget (in lakhs of Rs.)	678.63	220.91	652.25
Percentage of development budget	70.1	79.8	77.1
Development funds per scheme (Rs. in 000's)	205.22	84.80	254.08
Development fund per functionary (Rs. in 000's)	18.07	8.66	25.02

The total budget allotment for the departments/offices at the district level works out to be Rs. 678.63 lakhs in West Godavari. The corresponding figures for Anantapur and Mahboobnagar districts are Rs. 220.91 lakhs and Rs. 652.25 lakhs respectively. Such a wide deviation in total budget allotment is

due to the data for Zilla Parishad is not available in Anantapur. Excluding this department in Mahboobnagar, the total budget allotment is reduced to Rs. 205.05 lakhs and similarly the reduced amount in West Godawari is Rs. 442.61 lakhs. Even the reduced budget allotment is on the high side in West Godawari as compared to the remaining two districts. On an examination of the data department-wise, it is found that the expenditure of education department of West Godawari is of the order of Rs. 199.10 lakhs while the budget for education in Anantapur and Mahboobnagar is only Rs. 14.23 lakhs and Rs. 8.17 lakhs respectively. Again, on the exclusion of this department the amounts come to a somewhat comparable level varying between Rs. 173.19 to 243 lakhs. The huge expenditure for education department of West Godawari is due to the inclusion of grants of aided institutions. Such amounts are, however, not included in the other districts.

3.4. In respect of departments of Agriculture, Irrigation and Power, Industries, Transport & Communications the data on budget is comparable. The budget for Agriculture and Allied departments in the agriculturally advanced district of West Godawari (Rs. 75 lakhs) is higher than for Mahboobnagar district (Rs. 49 lakhs). The backward nature of Anantapur is revealed from the smaller budget for the important sectors like agriculture and transport in the district.

3.5. The proportion of development budget is above 70 in the districts where all the offices (for which data is available) are taken into consideration. Coming to individual departments within the selected districts, it is observed that a few of them have no development budget at all while some other have only a small portion of it. The office of the District Panchayat officer in the selected districts, offices of IADP, Medical and Public Health in West Godawari, Deputy Registrar of Cooperatives in Anantapur and Assistant Director of Handlooms, Women Welfare in Mahboobnagar have no development budget. These offices can be said to be staff-oriented. Animal husbandry, Forest, Fisheries, Medical and Public Health, Cooperatives are again the departments with low development budget. Generally, higher proportion of development budget are found to be in the Engineering departments. However, this proportion is comparatively high (90%) in the Agricultural Department of West Godawari.

3.6. As mentioned earlier the block budget now mostly consists of the transferred funds of the departments. However, no proscribed pattern is existing in regard to release of funds for operation of CD programme in the existing categories of blocks. But there appears to be some priority in allotment of funds to tribal and backward blocks. During the last two years lump-sum amounts are released either quarterly or from time to time and somewhat irregularly as the ways and means position of the State Government has not been good. While the staff by and large, remains the same, the allocation of funds has gone down. The programme of works is mainly effected by this. The data collected indicate that the budget during 1967-68 was highest in Kadiri (Anantapur) with Rs. 9 lakhs while it was about Rs. 5 lakhs in Amangal (Mahboobnagar) and Rs. 4 lakhs (expenditure) in Bhimadol (West Godawari). The proportion of development budgets (or expenditure) in the latter two blocks came to only 29 to 35%.

3.7. Under-utilisation of funds has been reported by many of the departments and in some cases the extent of under utilisation is relatively high. By and large, the most important reason given is the late release of funds. The standing committees of Zilla Parishad and Panchayat Samithis have to approve the proposals of the development departments for utilisation of funds. It is reported that some times for want of quorum the meetings of Standing Committees are postponed because of which the approval of schemes gets delayed. In few cases technical reasons like non-availability of materials, delay in receiving proposals and defective proposals resulting in prolonged correspondence are also reported. The following table gives the extent of utilisation of development funds at the district level.

TABLE 6
Extent of under-utilisation of funds

Item	Year 1967-68		
	West Godavari	Anantapur	Mahboobnagar
1	2	3	4
Total No. of schemes	232	208	198
Percentage of schemes having development funds	63	83	66
Percentage of schemes having under-utilisation	57.0	60.0	50.0
Percentage distribution of schemes having under-utilisations by extent of under-utilisation—			
(i) Less than 5%	22	20	15
(ii) 5—15%	24	24	17
(iii) 15—25%	14	10	17
(iv) 25% and above	40	46	51

Proportion of schemes having under-utilisation is 50% and above in all the districts. It is highest (60%) in Anantapur and closely followed by West Godavari (57%). Under the last item, four groups of extent of under-utilisation are given. The schemes having under-utilisation are distributed under these groups. A good proportion (40 % and above) of the schemes have under utilisation of funds to the extent of 25% and above.

3.8. Almost all the important development departments have reported the under-utilisation of development funds. For example, Agriculture department could not utilise the development funds to the fullest extent in all the districts. Besides Agriculture, Panchayati Raj, Industry and Social Welfare departments also reported under-utilisation.

4.1. *Coordination, Overlapping and Integration*—As mentioned earlier the Government of Andhra Pradesh have set up Zilla Development Board with District Collector as Chairman and Chairman Zilla Parishad as member. Five departments viz., Agriculture, Irrigation, Cooperation, Panchayati Raj and Industries have been brought under the control of the Collector who has been declared as the head of these departments except Irrigation. With the additional powers delegated to the Collector, the Government hopes to get

higher agricultural and industrial production through a single authority at the district level. More and more departments are proposed to be brought under his control if the present experiment proves successful. Thus, with the setting up of Zilla Development Board and Coordination Committees of the district level with the increased powers to the Collector, the inter-departmental problems are discussed by these bodies and effectively solved with the intervention of the Collector. At the Panchayat Samithi level also there are frequent consultations through standing committee meetings, staff meetings, coordination committee meetings, etc. The creation of two new posts of special grade Deputy Registrar of Cooperatives and Deputy Director of Agriculture at the district level and making them as personal assistants to the Collector is expected to solve systematically the problems relating to these departments.

4.2. There are, however, areas where coordination was lacking and administrative delays have occurred. Lack of release of funds have affected draught relief measures to a great extent during last year. In Anantapur district, there were lapses on the part of the revenue department in extending cooperation for acquiring the lands for the construction work of the Social Welfare and Public Works departments. Another area where there still exists some trouble of inter-departmental coordination is between the Panchayat Samithis and development departments. While block officials desire more quick and sympathetic attitude to their problems either in releasing of funds or technical sanction of works programmes etc., the district level officials complain lack of cooperation of the blocks in implementing their schemes. In the matter of distribution of improved seeds, instances have been reported where the Agriculture department is not aware of the recipients of improved seeds from National Seeds Corporation. This is perhaps creating problem in tendering technical advice by the Agriculture Department.

4.3. With the emergence of the new body Zilla Development Board with the Collector as chairman, there is a growing feeling among the non-officials of official interference in the working of democratic institutions like Zilla Parishad which has now become a subordinate body. They think that they are superfluous bodies and will in due course of time suppress the popular institutions under the Statutory Act. Whether these two institutions (viz. Zilla Development Board and Zilla Parishad) are parallel bodies or not is a moot point. Wherever there is disagreement and relations are far from cordial between the Collectors and the chairmen of Zilla Parishads, cooperation from the non-officials was not forthcoming in full measure. This happened few months ago in Mahboobnagar district. In case of disagreement there are chances of district plan being not approved or implemented satisfactorily. The Secretary of Zilla Parishad is also the Secretary of Zilla Development Board and there may be unpleasant situations in working under two bosses, one official and another non-official.

4.4. By and large, there is no over-lapping of development functions as such but there are possible chances for integrating the schemes operated by different departments and also for different personnel of the same department.

4.5. In the field of organising and assisting the industrial cooperatives, the Assistant Director of Industries and Commerce and the Khadi and Village

Industries Board are operating in the field. Both are empowered to organise and assist the industrial units in the rural sector. It is desirable to have a single agency to organise and supervise instead of the two agencies as at present.

4.6. The agricultural extension staff takes care of all aspects of agricultural work including the special schemes. Some additional staff is also posted for the purpose at the lower levels. In addition, there are scheme-oriented special functionaries at various levels including the district level to look after one and the same subject. Similarly, the cooperative department has expanded due to the newly introduced development schemes. There is some scope for integration within these departments which may be achieved by the reduction of staff or enlarging the responsibilities.

4.7. In the field of education, a division in the Zilla Parishad on the one side and the establishment of District Education Officer (whose post has now been upgraded to that of Deputy Director of Public Instruction) on the other cover all aspects of education. The possibilities may have to be examined for a single administration of these two sections for better implementation of the education programme. The various Engineering Departments such as Roads and Buildings, Irrigation, Zilla Parishad Engineering Department provide scope for integration under the charge of one authority who can look after all aspects of the department.

4.8. The administrative control of the blocks has now been given to the Revenue Divisional Officers with the responsibility of reporting the progress of the blocks in their jurisdiction to the Collector. However, there exists a problem of dual control over the extension officers by the BDO and the District Officers. As stated earlier, there are two categories of staff in the blocks, those borne on Panchayati Raj Department and those borne on the individual departments. In the former case Zilla Parishad or Panchayat Samithis exercise control and in the later case dual control of the departments and Zilla Parishad or Panchayat Samithis is exercised. The staff coming under dual control for example are those of extension staff belonging to Agriculture, Animal Husbandry, Health, etc. There are occasions of lapses and friction between the BDO and the extension staff. The reduction in the status of Extension officer, cooperatives has created another problem of adjustability with other extension officers who have better scale of pay.

APPENDIX 'A'

List of Offices covered in the Selected Districts

State—Andhra Pradesh
Year—1967-68

West Godavari District	Anantpur District	Mahabubnagar District
1	2	3
<i>Agriculture and Allied Services</i>		
<ol style="list-style-type: none"> 1. District Agriculture Office. 2. I.A.D.P. 3. Animal Husbandry. 4. Fisheries. 5. Dy. Registrar of Cooperatives, Eluru. 6. Dy. Reg. of Coop. Bhimavaram. 7. District Forest Office. 	<ol style="list-style-type: none"> 1. District Agriculture Office. 2. Agriculture Deptt., Hindupur Dn. 3. Distt. Veterinary Office Anantpur Dn. 4. Distt. Veterinary Officer, Penukonda Zone. 5. Asstt. Soil Conservation Officer, Anantpur. 6. Asstt. Soil Conservation Officer, Kalyandurg. 7. Asstt. Oil Seeds Extension Officer. 8. Sheep Farm, Penukonda. 9. Dy. Reg. Coop. Anantpur Circle. 10. Dy. Reg. Coop. Hindupur Circle. 11. Dy. Reg. Coop. (Marketing and Fertilisers). 12. Special Grade Dy. Reg. of Coop. 13. Distt Forest Office. <p><i>Community Development and Panchayati Raj</i></p> <ol style="list-style-type: none"> 1. Distt. Panchayat Office. 2. Panchayati Raj Engineering Deptt. (Z.P.) 3. Zila Parishad. 	<ol style="list-style-type: none"> 1. Deputy Director of Agriculture. 2. Distt. Veterinary Officer, Mahabub Nagar. 3. Distt. Veterinary Officer, Warapanthy. 4. Superintendent Sheep Breeding Farm. 5. Distt. Sheep and Wool Extension Centre. 6. Assistant Director of Fisheries. 7. Distt. Poultry Farm. 8. Special Category Dy. Reg. of Cooperative. 9. Divisional Forest Officer, Nagarkurnool. 10. Divisional Forest Officer, Mahabub Nagar.

APPENDIX A—*contd.*

West Godavari District	Anantapur District	Mahboob Nagar District
1	2	3
<ol style="list-style-type: none"> 1. Godavari Special Division, P.W.D. Eluru. 2. Executive Eng. G.W. Div. Nidadavale. 3. Divisional Electrical Engineer, Eluru. 4. Divisional Electrical Engineer, Nidadavale. 	<p><i>Irrigation and Power</i></p> <ol style="list-style-type: none"> 1. P.W.D. (Irrigation). 2. Electricity Board, Anantapur Div. 3. State Electricity Board, Gooty Div. 	<ol style="list-style-type: none"> 1. P.W.D. (Irrigation) Executive Engineer. 2. Divisional Electrical Engineer.
<ol style="list-style-type: none"> 1. Industries and Commerce. 2. Development Officer, Khadi Board. 	<p><i>Industry</i></p> <ol style="list-style-type: none"> 1. Industries Department. 2. Handloom and Textiles. 3. Rural Industries Project. 	<ol style="list-style-type: none"> 1. Asstt. Director of Industries. 2. Asstt. Director of Handlooms.
<ol style="list-style-type: none"> 1. Executive Eng. P.W.D. (Roads & Buildings). 	<p><i>Transport and Communication</i></p> <ol style="list-style-type: none"> 1. Department of Roads & Building. 	<ol style="list-style-type: none"> 1. Executive Eng. (R. & B.) Mahboob Nagar. 2. Executive Eng. (R. & B.) Warapanthy.
<ol style="list-style-type: none"> 1. Distt. Education Office. 2. Distt. Medical and Health Office. 3. Distt. Social Welfare Office. 4. Distt. Women's Welfare Office. 	<p><i>Social Services</i></p> <ol style="list-style-type: none"> 1. Distt. Education Office. 2. Distt. Medical and Health Office. 3. Distt. Social Welfare Office. 4. Distt. Women's Welfare Office. 	<ol style="list-style-type: none"> 1. Distt. Education Office. 2. Distt. Medical and Health Office. 3. Distt. Social Welfare Office. 4. Distt. Women's Welfare Office.

APPENDIX 'B'

Organisational Chart of Development Staff in the Selected Districts

State—Andhra Pradesh
Year—1967-68

District and Headquarter Office			Block and Lower Level				
Designation	Number			Designation	Number		
	West Godavari	Anantpur	Mahboob- Nagar		West Godavari	Anantpur	Mahboob- Nagar
1	2	3	4	5	6	7	8
AGRICULTURE AND ALLIED SERVICES							
1. Agriculture D.D.A./D.A.O.—							
Deputy Director	1	Castor Development Asstt.	..	..	1
Distt. Agriculture Officer	..	1	2	A.I. Export (Demonstration)	..	..	2
Plant Protection Officer	1	Ag. Extension Officer	..	11	25
S.M.S. Agronomy	Ag. Assistant, Vegetables	..	1	..
Assistant Soil Cons. Officer	Asstt. Extension Officer	..	..	18
P.A. to Distt. Ag. Officer	..	1	2	Oil Seed Extension Asstt.	..	..	1
Agriculture Assistant	..	13	13	V.L.W.	..	..	78
Horticulture Assistant	1	Fieldman (Demonstration Farm)	..	..	16
Plant Protection Asstt.	Fieldman	..	21	44
Seed Development Asstt.	Sub. Assistant	..	..	30
Seed Production Asstt.	Staffman	..	..	1
Self observation Asstt.	Kamgar	..	..	7
Fruit Development Assistant	Demonstration Maistry	..	27	34
Oil seed Extension Assistant	Chainman	..	..	5
Oil Seed Research Assistant
Ag. Eng. Supervisor
Draftsman
Godown Supervisor

AGRICULTURE AND ALLIED SERVICES

APPENDIX B—contd.

	1	2	3	4	5	6	7	8
Tracer	—	—	2				
Fieldman	8	3	—				
Demonstration Maistry	21	1	—				
Kangar	—	—	1				
Total	44	24	41	Total ..	47	60	256
<i>A.D.P.—</i>								
Project Officer	1	—	—	..	57	—	—
Agricultural Engineer	1	—	—	..	7	—	—
Assistant Project Officer	1	—	—	..	16	—	—
P.P. Specialist	1	—	—	..	410	—	—
Arm Management Specialist	1	—	—	..	64	—	—
Soil Service Specialist	1	—	—	..	—	—	—
Agronomist	1	—	—	..	—	—	—
Seed Development Officer	1	—	—	..	—	—	—
Evaluation Officer	1	—	—	..	—	—	—
Soil Chemist	1	—	—	..	—	—	—
Agriculture Information Officer	1	—	—	..	—	—	—
Research Officer	1	—	—	..	—	—	—
Water-use Specialist	1	—	—	..	—	—	—
Asst. Agri. Engineer	2	—	—	..	—	—	—
Special Dy. Registrar Coops.	1	—	—	..	—	—	—
Agriculture Assistant	1	—	—	..	—	—	—
Seed Development Assistant	4	—	—	..	—	—	—
Asst. Ag. Information Officer	1	—	—	..	—	—	—
Statistical Assistant	1	—	—	..	—	—	—
Investigator	2	—	—	..	—	—	—
Plant Protection Assistant	1	—	—	..	—	—	—
Coop. Sub-Registrar	1	—	—	..	—	—	—
Ag. Engineering Supervisor	3	—	—	..	—	—	—
Coop. Senior Inspector	1	—	—	..	—	—	—

APPENDIX B—*contd.*

1	2	3	4	5	6	7	8
5. Veterinary Department—							
District Veterinary Officer	..	1	2	2 Veterinary Asstt. Surgeon ..	..	21	20
Veterinary Asstt. Surgeon	..	11	—	Extension officer (Veterinary)	..	16	16
Veterinary Live Stock Inspector	..	3	—	Veterinary Live Stock Inspector	..	12	14
				Stockman	..	—	1
				Stockman Compounder	..	—	1
				Veterinary Compounder	..	68	49
				Veterinary Vaccinator	..	—	—
				Laboratory Attendant	..	—	—
		15	2	..	..	117	101
							136
6. Veterinary Dept. (Sheep Farm)—							
Superintendent	..	—	1	1 Live Stock Inspector	..	—	3
Veterinary Assistant Surgeon	..	—	2	Live Fieldman	..	—	1
Assistant Manager	..	—	—	1 Veterinary Compounder	..	—	4
		—	3			—	8
7. Sheep and Wool Extension Centre—							
Veterinary Compounders	..	—	—	3			
Shepherd	..	—	—	6			
		—	—	9			
8. Fisheries—							
Asstt. Director Fisheries	..	1	—	1 Extension Officer Fisheries	..	5	—
Principal Officer	..	1	—	Asstt. Inspector of Fisheries	..	6	—
Inspector	..	1	—	Asstt. Inspector	..	4	—
Inspector of Fisheries	..	2	—				
Refrigeration Supervisor	..	1	—				

Refrigeration Mechanic ..	1	—	—	—
Asstt. Inspector Fisheries ..	1	—	—	—
Fisheries Overseer ..	1	—	—	—
Fieldman ..	8	—	—	10
Fisherman ..	—	—	—	15
	17	—	—	30
				15

9. District Poultry Farm—

Veterinary Asstt. Surgeon ..	—	—	—	1
Stockman ..	—	—	—	1
Attendant ..	—	—	—	3
	—	—	—	5

10. Cooperative Department—

Special Grade Deputy Registrar	..	1	1	1	Coop. Sub-Registrar	..	5	—
Deputy Registrar ..	..	2	3	4	Extension Officer ..	..	4	—
Coop. Sub-Registrar ..	..	8	18	18	Extension Officer ..	..	16	16
Senior Inspector ..	..	10	11	34	Sales Officer & Secy. of Societies	..	9	—
Junior Inspector ..	..	10	5	32				—
Village Level Worker ..	..	—	1	—				—
	30	37	89				36	16

11. Forest Department—

Divisional Forest Officer	..	—	—	1	..	
Distt. Forest Officer ..	..	1	1	—		
Divisional Forest Officer	..	—	—	1		
Forest Range Officer	..	1	5	10		
Dy. Range Officer ..	..	1	5	8		
Draftsman ..	..	1	1	1		
Forest Guard	..	8	70	142		
Surveyor ..	..	—	—	1		
Forester ..	..	4	10	32		
	15	92	196			

APPENDIX B—contd.

	1	2	3	4	5	6	7	8
COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ								
12. District Panchayat Office—								
Distt. Panchayat Officer	1	1	1	Extension Officer ..	..	16	19 17
Divisional Panchayat Officer	4	3	4				
		5	4	5			16	19 17
13. Zila Parishad—								
Executive Engineer	1	1	1	B.D.O.	..	16	16 16
Secretary	1	1	1	Supervisor ..	..	58	55 9
Asstt. Engineer	3	3	4	E.O. (Animal Husbandry)	..	—	— 16
Deputy Secretary	1	1	1	Overseer	..	—	— 37
Junior Engineer (Design)	..	1	—	—	27 E.O. Agriculture	..	—	— 19
Supervisor	—	—	—	1 E.O. Cooperative	..	—	— 16
Draftsman	—	—	—	3 E.O. Panchayat	..	—	— 16
Draftsman	—	—	—	2 Block Asstt. (P.R.O.)	..	16	16 16
Clerk cum Draftsman	..	—	—	—	1 Mukhya Sevika	..	16	16 16
Tracer	—	—	—	1 E.O. Education	..	—	— 16
Blue Print Operator	—	—	—	9 Progress Asstt.	..	16	16 16
Laskar	—	—	—	Progress Gram Sevika	..	—	— 32
					V.L.W.	..	—	— 78
		7	6	51			122	303 303

SOCIAL SERVICES

14. Education—

Distt. Education Officer ..	1	1	1	1	Deputy Inspector of Schools	..	17	16	—
Inspector of Schools ..	3	3	4	4	E.O. Education ..	..	16	16	—
Regional Inspector of Phys. Educ.	—	1	—	—	Junior Dy. Inspector of Schools	..	12	9	—
Deputy Inspector of Schools ..	—	2	17	8					
Junior Deputy Inspector ..	—	—	—	—					
	4	7	30				45	41	—

15. Medical and Health—

Distt. Medical & Health Officer	1	1	1	1	Astt. Surgeon/M.O./Health Officer	..	34	62	5
Dy. D.M.O.H. (F.P.) ..	1	—	1	1	Health Supervisor ..	..	17	—	2
Dy. D.M.O.H. ..	2	3	—	—	Block Extension Educator ..	..	23	7	10
Women Medical Officer ..	1	—	—	—	Auxiliary Health Workers	..	46	49	19
Asstt. Malaria Officer ..	1	—	—	—	Health Visitors ..	..	—	1	—
Civil Asstt. Surgeon ..	4	—	—	—	Extension Officer ..	..	99	44	10
Health Officer, Mobile Unit ..	3	—	—	—	Health Inspector ..	..	14	2	—
Lady Asstt. Surgeon ..	1	—	—	—	Surveillance Inspector ..	..	15	36	—
Unit Officer, N.M.E.P. ..	—	1	—	—	Health Asstt. ..	..	40	21	—
Distt. T. B. Officer ..	—	—	—	—	Compounder ..	..	23	14	—
Medical Officer, T. B. ..	—	—	—	—	Lab. Technician ..	..	23	—	10
Medical Officer, Leprosy Control	—	—	—	—	Computer ..	..	—	—	15
Unit Officer, N.S.E.P. ..	—	—	—	—	Vaccinator ..	..	—	17	20
Drug Inspector ..	1	—	1	1	Senior Inspector Grade II	..	167	—	—
Distt. Extension Educator ..	2	2	2	2	Auxiliary Health Midwife	..	—	84	—
Statistical Asstt. ..	2	2	2	2	Maternity Asstt. ..	..	49	—	—
Selection Grade Health Inspector	3	3	3	3	M.S.W. ..	..	153	108	98
Physiotherapist ..	—	—	—	—	Basic Health Worker	..	—	72	71
Health Supervisor ..	1	2	2	2	Surveillance Worker	..	—	—	—
Asstt. Unit Officer ..	—	2	2	2					
Staff Nurse ..	1	—	—	—					
Computer ..	—	—	—	—					
Film Operator ..	—	—	—	—					
Health Inspector ..	11	3	12	1					
Team Leader ..	1	—	—	1					
Projectionist ..	—	—	—	1					
Radiographer ..	—	—	—	1					
Lab-Technician ..	—	—	—	1					

APPENDIX B—*contd.*

	1	2	3	4	5	6	7	8
Field Worker	17				
Vaccinator	11	..				
Compounder	2	..	2				
Woman Health Asstt.	..	1	..	..		
Reserve Health Asstt.	..	1	..	..		
Lab. Technician	..	19	..	12				
Micronist	5	..				
Mid Wife	6				
Dark-Room Attendant	1				
Days	2				
Field Asstt.	2	3				
Nursing Orderly	4	..	..		
		63	40	83		703	517	260
16. Social Welfare—								
District Social Welfare Officer	..	1	1	1	Compounder	..	..	1
Social Welfare Inspector	1	Baldya	..	..	1
Social Welfare Organiser	1	Head Master	..	..	1
Matron	1	..	..	Samaj Sevak	..	..	2
Neem Thanaidar	1	Matron	..	..	5
Special Revenue Inspector	..	1	..	..	Warden	..	..	13
Instructor	1	..	..	Teacher	..	..	15
Matron	2	..	..		..	..
Warden	5	..	..		..	..
	11	1	4			..	..	38

STUDY OF DEVELOPMENT STAFF, ASSAM

1.1 *Background*—In Assam State, the study was conducted in Kamrup district which is situated in the plains of Assam. The Brahmaputra divides the district into two parts from east to west. The portion lying north of Brahmaputra is plain and about thrice the area of the southern portion consists of a plain broken up by hills. The southern portion is less liable to floods but the area north of Brahmaputra is generally subject to inundation during rainy season. About 50 per cent of rural Kamrup is mostly under water for 3 to 4 months in a year.

1.2. The geographical area of the district is 9,871 sq. kms. As per 1961 census, the district has a population of about 20.6 lakhs with the density of population being 541 persons per sq. mile. The Scheduled Castes form about 5.7% of the total population while the Scheduled Tribes account for 10.8%.

1.3. Agriculture which is the mainstay of the district absorbs about 85% of the population. Of the entire geographical area, the district has 46% area under plough and almost the same proportion is reported to have been covered under forests. About 26% of the cultivated area is irrigated. Paddy is the most important crop which accounts for about 71% of the total cropped area. By and large, the cultivators of the district have so far not adopted the improved methods of cultivation and as such the agricultural yields are low. The rural industries are also running on traditional pattern. Handloom weaving of cotton and sericulture are the important rural industries run by some of the rural women folk during slack seasons. In respect of literacy, the district is near the State average of 27.4%.

1.4. Originally the district was divided into two administrative sub-divisions viz. Gauhati and Barpeta. But in April, 1967, another sub-division of Nalbari was carved out by re-allocating the areas. The district is further delimited into 25 development blocks of which two were Tribal Development Blocks. Out of the 25 development blocks, as on 29-2-1968, 10 were in Stage I, 8 in Stage II and 7 in post-stage II. Eight blocks are covered under paddy package programme while in 5 blocks jute package programme is operating. The district has in all 3,276 villages of which 2,971 are inhabited.

2.1. *Organisational Structure*—The district is reported to have in all 50 offices. Majority of the offices were found to be located at the sub-division level with only a few offices covering the area of the whole district. Even though the officer incharge of agriculture office at Gauhati is designated as District Agriculture Officer, his jurisdiction is only Gauhati sub-division. Similarly, in case of cooperation, the three sub-divisions of the district have their respective Assistant Registrars, all acting independent of each other. However, in case of animal husbandry, the sub-divisional level officers, even though operating independent budget, are supposed to function under the technical and administrative supervision of the District Animal & Veterinary Officer posted at Gauhati who has direct charge of Gauhati sub-division as well as supervisory functions in respect of the other two sub-divisions. For Nalbari sub-division, the agriculture officer is designated as Sub-Divisional Agriculture Officer who is to work under the supervision of District Agriculture Officer, Barpeta.

The District Agriculture Officer, Barpeta has direct responsibility for Barpeta sub-division also. Thus, on the whole, the development schemes operate from the sub-divisional level rather than the district level as is the case in many other states. The Panchayati Raj set-up also does not have any institution like Zila Parishad at the district rather it is at the sub-divisional level that we have Makhuma Parishads.

2.2. Among different subject heads, 'Agriculture & allied' had as many as 19 offices, followed by 'Social Services' (12) and 'Transport and Communication' (8) in that order. The subject heads like Community Development and Panchayati Raj and Industry had 3 offices each. A detailed picture of all the offices covered under the study may be seen at Appendix 'A'.

2.3. The total sanctioned strength of all the offices studied were reported to be 3,653. The difference between the number sanctioned and number posted was not reported to be significant. The total number of development staff has been grouped under four broad categories based on the pay scales and the same is presented in the table below.

TABLE 1
*Distribution of development staff by pay groups in Kamrup district
(1967-68)*

Subject head	No. of offices	Total development staff sanctioned	Distr. but. on of staff by pay groups			
			Group I (Rs. 300— 1,250)	Group II (Rs. 200— 700)	Group III (Rs. 100— 300)	Group IV (Rs. 80— 200)
1	2	3	4	5	6	7
1. Agriculture & Allied	19 No.	786	76	125	61	524
	%	100.0	9.7	15.8	7.8	66.7
2. Community Dev. and Panchayati Raj ..	3 No.	756	66	193	66	431
	%	100.0	8.7	25.5	8.7	57.1
3. Irrigation and Power	5 No.	224	26	64	122	12
	%	100.0	11.6	28.6	54.5	5.3
4. Industry	3 No.	178	1	31	16	130
	%	100.0	0.6	17.4	9.0	73.0
5. Transport & Communi- cations	8 No.	776	77	169	46	484
	%	100.0	9.9	21.8	5.9	62.4
6. Social Services ..	12 No.	933	32	80	48	773
	%	100.0	3.4	8.6	5.1	82.9
Total	50 No.	3653	278	662	359	2354
	%	100.0	7.6	18.1	9.9	64.4

The table above reveals that under all the subject heads, the maximum number of staff was reported to be falling under the last pay group of Rs 80-200, except in the case of Irrigation & Power where the number was maximum under group III (Rs. 100-300). Of the total staff in all offices, about 12%

were reported in the first pay group of Rs. 300-1250 and almost the similar trend is observed under each subject head. If the staff under the groups I & II comprising mostly of officers and supervisory staff and those under the last 2 groups comprising of mainly the field workers are grouped, we get the officer-worker ratio as 1 : 3.

2.4. The staffing pattern in the district is such that majority of development staff has been reported from the lowest operational level i.e. village. As may be discerned from table 2 below, the total number of development staff at different jurisdictional levels presented a pyramidal structure from bottom to the top. But this is not true in respect of individual subject heads. The details of staff at district and block and lower levels in respect of some important subject heads like Agriculture & Allied, Community Development and Social Services may be seen in Appendix 'B'.

TABLE 2

*Distribution of staff under different subject heads by their jurisdiction
(1967-68)*

Subject Head	Total No. of deve- lopment staff	Jurisdiction						
		More than district	Dis- trict	Sub- divi- sion	Block	Group of villages	Insti- tution	H.Q.
1	2	3	4	5	6	7	8	9
1. Agriculture and Allied	No. 786	1	22	47	254	440	22	—
	% 100.0	0.1	2.8	6.0	32.3	56.0	2.8	—
2. C.D. & P.R.	No. 756	—	—	10	398	341	7	—
	% 100.0	—	—	1.3	52.7	45.1	0.9	—
3. Irrigation and Power	No. 224	1	4	109	—	—	52	58
	% 100.0	0.4	1.8	48.7	—	—	23.2	25.9
4. Industry	No. 178	3	2	5	—	88	69	11
	% 100.0	1.7	1.1	2.8	—	49.4	38.8	6.2
5. Transport	No. 776	—	—	183	119	420	37	17
	% 100.0	—	—	23.6	15.3	54.1	4.8	2.2
6. Social Services	No. 933	2	17	17	208	563	74	52
	% 100.0	0.2	1.8	1.8	22.3	60.3	7.8	5.6
Total	No. 3653	7	45	371	979	1852	261	138
	% 100.0	0.2	1.2	10.2	26.8	50.7	7.1	3.8

Under Transport & Communications, though each office is under the charge of an Executive Engineer, who is a district level officer, yet their jurisdiction does not coterminate with the district and is always less. 'Irrigation & Power' did not report any block or village level staff, whereas, Industry had the staff at every level except block. The Community Development and Panchayati Raj institution did not report any staff above the sub-division level.

3.1. *Budget and Expenditure*—Details of budget and expenditure have been gathered and analysed by categorising them under two broad components viz., establishment and development. The establishment component, by and large, consists of pay, allowances, etc. whereas, the development component stands for the operational content of the scheme. The budget details are presented in table 3 below :

TABLE 3
Budget details of Kamrup for the year 1967-68

Item	Subject head						Total
	Agri. & Allied	C.D. P.R.	Irr. & Power	Indus- try	Trans. & Comm.	Social Ser- vices	
1	2	3	4	5	6	7	8
1. Total Budget (Rs. in lakhs)	100.01	43.65	78.94	1.18	240.91	82.43	547.12
2. Dev. Budget (Rs. in lakhs)	82.34	25.97	57.71	0.36	180.31	43.72	390.41
3. Percentage of Dev. Budget to total budget ..	82.33	59.50	73.11	30.34	74.85	53.04	71.36
4. No. of schemes ..	129	28	8	27	64	18	274
5. Dev. fund for scheme (Rs. in lakhs) ..	0.65	0.94	7.21	0.01	2.82	2.43	1.42
6. No. of functionaries ..	786	756	224	178	776	933	3653
7. Dev. fund per functionary (Rs. in lakhs) ..	0.10	0.03	0.26	0.002	0.23	0.05	0.11
8. Dev. funds per '000 population (Rs. in '000) ..	3.99	1.26	2.80	0.02	8.74	2.13	18.93

During the year 1967-68, all the 50 offices in the district were reported to have operated a total budget of Rs. 547 lakhs, the development component being 71.4%. Among different subject heads, 'Agriculture & Allied'—reported the highest development component (82%) followed by 'Transport & Communication' and 'Irrigation & Power' (about 74% each). Under Community Development and Panchayati Raj and 'Social Services' the development component was reported to be about half of the total budget, whereas under 'Industry' it was reported to be only one-third. Among individual offices, 5 of the 8 offices falling under 'Transport & Communication' have reported the highest (more than 90%) development component. Besides these, the District Agriculture office, Agriculture Engineering office and Electricity department also reported the highest development component. Among the offices reporting lower development component Forest, Cottage Industries and Family Planning are worth mentioning. Stores & Works Division of electricity and National Malaria Eradication Programme have been found to have the entire budget for establishment.

3.2. The total number of schemes operated by all the offices in the district was 274. As between the different subject-heads, Agriculture & Allied had as many as 129 schemes to be operated with a budget which was relatively

small and as such this meant the scheme-development fund ratio to be small (Rs. 0.65 lakhs per scheme). As against it, the corresponding ratio was reported to be considerably higher in almost all the offices under 'Transport & Communication' the reason being the highest budget for only 64 schemes. The functionary—development fund ratio was high only under 'Irrigation & Power' and 'Transport & Communication' (about Rs. 25 thousands) whereas under 'Agriculture and Allied' it was only 10 thousand per functionary. The analysis of development fund—population ratio reveals that during the year 1967-68 under all the development heads, the total development fund per 1000 population was of the order of Rs. 1.9 lakhs.

3.3. Of the total number of 274 schemes about 79% were reported to have development funds. The proportion of schemes having development funds was significant under all the subject heads except 'Industry' where this proportion was reported to be very meagre (7.4%). Under Community Development and Panchayati Raj, all the schemes were reported to have development component. The details with regard to the number of schemes reporting under-utilisation may be seen in the following table.

TABLE 4
*Under-Utilisation of Development Funds by Individual Schemes
(1967-68)*

Item	Subject head						Total
	Agr. & allied	C.D. & P.R.	Irr. & Power	Industry	Trans. & Comm.	Social Services	
1	2	3	4	5	6	7	8
1. Total No. of schemes ..	128	28	8	27	64	18	274
2. Percentage of schemes having development funds ..	79.84	100.00	62.50	7.41	96.88	94.44	79.20
3. Percentage of schemes having under-utilisation ..	25.24	75.00	80.00	50.00	32.26	23.53	35.02
4. Percentage of under-utilised schemes with under-utilisation—							
(a) Less than 10% ..	30.77	4.76	25.00	—	40.00	75.00	27.63
(b) 10%—35% ..	53.85	38.10	50.00	100.0	40.00	25.00	44.74
(c) 35%—70% ..	11.54	47.62	—	—	20.00	—	22.37
(d) 70%—and above ..	3.84	9.52	25.00	—	—	—	15.20

The table above reveals that most of the schemes operated by different offices are development-oriented. Out of 217 schemes for which funds were allotted about 65% reported full utilisation of the funds. The proportion of utilisation of development funds in the departments like Agriculture, Veterinary, Medical, C.D., Electricity Board and PWD ranged between 90—100. For the schemes reporting under-utilisation, a good proportion reported under-utilisation to the extent of less than 35%. The same trend is noticeable under different

subject heads. A closer examination of the situation reveals that the extent of utilisation was higher in case of staff-oriented schemes than the development oriented schemes having less staff component. The reasons for under-utilisation of development funds were reported to be late receipt of grant, non-receipt of required materials, delay in making purchases etc.

4.1. *Block Picture*—In order to gather some additional information about the staff at the block and lower level, one block viz. Raposi was selected. This block as at present is in Stage II and was started in Oct., 1959. It was found that in the selected block area there were in all 64 officials working in different capacities and 21 of them were CD staff. In addition to one Block Development Officer, there were 4 subject matter specialists (Asst. Surgeon-Medical-3, Veterinary Asstt. Surgeon-1); 10 Extension Officers and 18 field workers covering a group of villages each. Of the remaining 31, twenty two were working in the hospitals and dispensaries.

5.1. *Coordination, Overlapping and Scope for Rationalisation*—The Assam Panchayat Act 1959, under the three-tier panchayat system has provided one panchayat unit each at sub-division, block and village level, their respective names being Mahkuma Parisad, Anchalik Parisad and Gaon Sabha. In the absence of a district level set-up for development administration, the Deputy Commissioner of the district is the chairman of the Development Committee at the level of each administrative sub-division. He is assisted by sub-divisional Officer of the concerned sub-division who is the vice-chairman of the Development Committee. The Deputy Commissioner is also the Chairman of Irrigation Committee in each sub-division. Similarly, he is the Chairman of District Family Planning Bureau. Besides, he is the district head responsible for the maintenance of law and order in the district. More often than not, he is much busy with maintenance of law and order and arranging supply of essential articles in the district, as such he hardly gets time to play an effective role in the field of development. Though the Deputy Commissioner is the principal officer in the district, he does not appear to play an effective role as a coordinator.

5.2. Mutual consultation, help and advice among various development departments as well between the various offices of the same department is necessary for effective and fruitful developmental effort. The field report indicates that some of the offices and departments just function on their own. In case of Agriculture Department no coordination was reported between the agricultural engineering wing under the Asstt. Agricultural Engineer and general agriculture wing under the District Agriculture Officer. The former had prepared its plans of work without ascertaining about the requirements of the later office. The Embankment Drainage and Flood Control Department raises flood control bunds on the banks of rivers without having any access or entrance for the fish, as such the fisheries programme suffers a setback. Similar lack of coordination was reported between PWD—Roads & Building and Embankment & Drainage & Flood Control Departments in respect of construction and alignment of roads and bunds. In case of Fisheries Cooperative Societies, the two departments involved are Fisheries Department and Co-operative Department and it is reported that there is no common approach between the two. In respect of lease and maintenance of tanks, the Fisheries Department and Revenue Department, somehow do not pull on together.

5.3. The attached list of offices in Appendix-A shows a number of offices for many of the departments viz. under Agriculture Department are District/Sub-division Agriculture Office, Agriculture Marketing Office and Asstt. Agriculture Engineer. In case of Animal Husbandry, the number of offices is also large. There could be a possibility to rationalise the set-up by posting the staff and integrating certain functions thereby merging certain offices.

5.4. There are number of departments which execute similar schemes and operate at different levels. It has been gathered that the State Govt. as a policy decided that the district budget of the development departments operating schemes in the blocks and villages may be broken into block budget. The agriculture department has given effect to this division except for fund for lift irrigation—power pump schemes. This has avoided overlapping of schemes of Agriculture Department and Community Development. But other development departments have not done so. Some of the district heads feel that the C.D. funds under the schematic budget may be allotted to normal development departments to overcome duplication.



सत्यमेव जयते

APPENDIX A

State—Assam
Year—1967-68

List of Offices covered in Kamrup District

AGRICULTURE AND ALLIED SERVICES

1. District Agriculture Office (Gauhati).
2. Sub-Divisional Agriculture Office (Nalbari).
3. District Agriculture Office (Barpeta and Nalbari).
4. Divisional Soil Conservation Office.
5. Agricultural Marketing Office.
6. Asstt. Agri. Engineer Office.
7. Distt. A.H. and Vety. Office (Gauhati).
8. Sub-Divisional A.H. and Veterinary Office (Nalbari).
9. Sub-Divisional A.H. and Veterinary Office (Barpeta).
10. Project Office A.H. and Veterinary Crash Programme.
11. A.H. and Veterinary Rinderpest Eradication Office.
12. A.H. and Veterinary Key Village Scheme Office.
13. Supdt. of Fisheries Office.
14. Poultry Development Office.
15. Asstt. Registrar, Cooperative Societies Office (Nalbari).
16. Asstt. Registrar, Cooperative Societies Office (Barpeta).
17. Asstt. Registrar, Cooperative Societies Office (Gauhati).
18. Forest South Kamrup Division.
19. Forest North Kamrup Division.

COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ

1. Mahkuma Parishad/Planning Office, Barpeta.
2. Mahkuma Parishad/Planning Office, Nalbari.
3. Mahkuma Parishad/Planning Office, Gauhati.

IRRIGATION AND POWER

1. Assam State Electricity Board.
2. Nalbari Electrical Division.
3. Gauhati Thermal Division.
4. Stores and Works Division.
5. Gauhati Electrical Division.

APPENDIX A—*contd.*

INDUSTRY

1. Weaving and Sericulture Department.
2. Weaving Supdt. Office.
3. Cottage Industries.

TRANSPORT AND COMMUNICATION

1. P.W.D. (R.B.) Gauhati Division.
2. P.W.D. (R.B.) North Kamrup Division.
3. P.W.D. (R.B.) Rangia Division.
4. P.W.D. (R.B.) Barpeta Division.
5. P.W.D. (R.B.) Construction Division (Gauhati).
6. P.W.D. (E.D.) Division (Gauhati).
7. P.W.D. (E.D.) Division (Barpeta and Nalbari).
8. P.W.D. Research and Investigation Division.

SOCIAL SERVICES

1. Inspector of Schools Office.
2. Deputy Inspector of Schools Office.
3. Civil Surgeon Office.
4. Health Services—School Health.
5. Medical Office Anti-Leprosy.
6. Health Services Anti-T.B.
7. Nalbari Unit, National Malaria Eradication Programme.
8. Gauhati Unit, National Malaria Eradication Programme.
9. Public Health Engineering No. 1 Division.
10. Public Health Engineering No. 2 Division.
11. District Family Planning Bureau.
12. District Social Education Office.

APPENDIX B'

Organisational Chart of Development Staff in Kamrup District

State—Assam
Year—1967-68

District and Headquarter Office		Block and lower level	
Designation	Number	Designation	Number
1	2	3	4
1. Agriculture—			
District Agriculture Officer	18
Sub-divisional Agri. Officer	44
District Agr. Information Officer	7
Asstt. Plant Protection Officer	2
Asstt. Agronomist
Asstt. Jute Development Officer
Agriculture Inspector
Fruit Inspector
Asstt. agri. Inspector
Field Asstt. Town Compost
Plant Protection Field Mechanic
Asstt. Vegetable Development Inspector
..	22	..	71
2. Soil Conservation—			
Divisional Soil Conservation Officer	2
Soil Conservation Ranger	2
..	6
..	2	..	10

AGRICULTURE AND ALLIED SERVICES

1. Agriculture—

District Agriculture Officer 18
 Sub-divisional Agri. Officer 44
 District Agr. Information Officer 7
 Asstt. Plant Protection Officer 2
 Asstt. Agronomist
 Asstt. Jute Development Officer
 Agriculture Inspector
 Fruit Inspector
 Asstt. agri. Inspector
 Field Asstt. Town Compost
 Plant Protection Field Mechanic
 Asstt. Vegetable Development Inspector

2. Soil Conservation—

Divisional Soil Conservation Officer 2
 Soil Conservation Ranger 2
 6
 10

APPENDIX B—*contd.*

1	2	3	4
3. Agricultural Marketing—			
Agri. Marketing Inspector ..	2	..	2
Agri. Marketing Supervisor ..	2	..	2
			<hr/>
			4
<hr/>			
4. Agri. Engineering—			
Asstt. Agri. Engineer ..	1	..	1
Foreman ..	3	..	3
Asstt. Agri. Inspector cum Mechanic	2	..	2
Tractor Operator ..	25	..	25
Mechanic Gr. I ..	2	..	2
Mechanic G. II ..	10	..	10
Deep Tube-well operator ..	5	..	5
Asstt. Tractor operator ..	13	..	13
Jeep Driver ..	2	..	2
Power Pump operator ..	15	..	15
Asstt. Power Pump operator ..	6	..	6
			<hr/>
			84
<hr/>			
5. Animal Husbandry and Veterinary—			
Distt. Animal Husbandry & Veterinary Officer	1	..	1
Sub-Divisional A.H. & Vety. Officer ..	2	..	2
Livestock Inspector ..	1	..	1
			<hr/>
			4
			<hr/>
			191
			<hr/>

6. *Rinderpest*—

Veterinary Asstt. Surgeon	..	..	2	Veterinary Field Assistant	..	..	2
Supervisory Vety. Field Assistant	..	..	2				2
			4				

7. *Key Village Scheme*—

Fodder Development Officer	..	..	1	O/I Central Semen Bank	..	..	1
				Vety. Asstt. Surgeon	..	..	5
				Manager	..	..	2
				Asstt. Rural Development Extn. Officer	..	..	1
				Laboratory Assistant	..	..	1
				Fodder Demonstrator	..	..	2
				Stockman	..	..	43
				Milk Recorder	..	..	3
			1				58

8. *Fisheries*—

Supt. of Fisheries	..	..	1	Fishery Demonstrator	..	..	18
Fishery Officer	..	..	3	Field Assistant	..	..	2
Fishery Extension Officer	..	..	1	Power Pump Operator	..	..	1
Asstt. Fishery Officer	..	..	2				
			7				21

9. *Poultry*—

Manager Central Chick Farm	..	..	1	Manager Poultry Farm	..	..	1
				Manager Duck Farm	..	..	1
				Poultry Assistant	..	..	1
				Hatching man	..	..	2
				Poultry Attendant	..	..	3
				Duck Attendant	..	..	2
				Electrician	..	..	1
			1				11

APPENDIX B—*contd.*

1	2	3	4
10. Project Officer A.H. and Veterinary Crash Programme—			
Project Officer Crash Programme	1 Poultry Assistant ..	3
	..	1 ..	3
11. Cooperation—			
Asstt. Registrar	4 Senior Inspector ..	49
Sub-Registrar	3 Junior Inspector ..	25
Senior Inspector	1 ..	..
Dy. Handloom Officer	1 ..	..
Liquidator	1 ..	..
	..	10 ..	74
12. Forest—			
Divisional Forest Officer	2 Forest Ranger ..	15
Assistant Conservator of Forest	1 Dy. Ranger ..	13
	..	Forester 1 ..	23
	..	Forester ..	36
	..	Forest Guard ..	115
	..	3 ..	202
13. Maktuma Parishad/Planning Office—			
COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ			
Sub-Divisional Planning Officer-cum-Secretary to Maktuma Parishad	3 Block Development Officer ..	25
Auditors	7 Extension Officer (Agri.) ..	25
	..	Extension Officer (Vety.) ..	25
	..	Social Education Officer ..	25
	..	Lady Social Education Organiser ..	19
	..	Overseer ..	25

Extension Officer (Panchayat)	..	..	..	25
Extension Officer (Cooperative)	..	..	..	1
Extension Officer Coop. Jr.	..	..	..	24
Extension Officer (Industry)	..	..	..	14
Extension Officer (Fishery)	..	..	..	1
Sub-Inspector of Statistics	..	..	..	25
Sr. Gram Sewak ..	..	..	..	25
Sanitary Inspector	..	..	..	6
Lady Health Visitor	..	..	..	6
Gram Sewak ..	..	..	..	250
Gram Sevika ..	..	..	..	56
Vety. Field Assistant	..	..	..	30
Mid-Wife ..	..	..	..	32
Compounder ..	..	..	..	15
Cinema operator	..	..	..	23
Road Mohurrir ..	..	..	..	16
Tax Supervisor ..	..	..	..	12
Power Pump Operator	..	..	..	13
Tax Collector ..	..	..	..	12
Sub-Surveyor	9
Tractor Driver	4
Tailoring Instructors	4
Vaccinator	2
				749

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SOCIAL SERVICES

14. Education—

Inspector of Schools	1	Sub-Inspector	41
Asstt. Inspector of Schools	4	Asstt. Sub Inspector	7
Dy. Inspector of Schools	..	..	..	7				
Inspector of Physical Training	..	..	..	2				
Vocational Guidance Counsellor	..	..	..	1				
				15				48

APPENDIX B—*contd.*

1	2	3	4
15. Medical—			
Civil Surgeon	1 Sanitary Inspector	15
Sub-Divisional Medical Health Officer	..	3 Rural Health Inspector	15
		Health Assistant	15
		Vaccinator	110
		<hr/> 4	<hr/> 155
16. School Health—			
Medical Officer	..	1	
S/O Cum Compounder	..	1	
Staff Nurse	..	1	
		<hr/> 3	
17. Anti-Leprosy—			
Medical Officer Gr. I	..	1 Medical Officer Gr. II	1
		Leprosy Injector	9
		Leprosy Social Worker	3
		<hr/> 1	<hr/> 13
18. Anti-T.B.—			
Asstt. Surgeon II	..	3 Asstt. Surgeon I	1
Publicity Assistant	..	3 Health Visitor	2
Technician	17 Leprosy Assistant	1
		Radiographer ..	1
		Nursing Orderly	1
		X-Ray Attendant	1
		<hr/> 23	<hr/> 7

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APPENDIX B—*concd.*

1	2	3	4
<i>22. Social Education—</i>			
District Social Education Officer	..	1 Social Education Officer (Graduate)	4
Sub-Inspector of Schools	..	1 Social Education Officer (Non-Graduate)	2
		Cinema Operator	6
		<u>2</u>	<u>12</u>

STUDY OF DEVELOPMENT STAFF BIHAR

1.1. *Background*—Three districts viz. Gaya, Hazaribagh and Muzaffarpur in Bihar State were selected for the study. Broadly the State can be divided into three main physical regions viz., North Bihar, South Bihar Plains, and Chota Nagpur Plateau. Three districts selected for this study, represent these three regions. Some of the background data regarding population, area, density and number of blocks are given below.

TABLE 1
Background data of the districts

	Gaya	Hazaribagh	Muzaffar- pur
	2	3	4
Population (1961)	3647892	2396411	4116320
Area (Sq. Kms.)	12245	18101	9825
Density of population	769	343	1364
No. of Blocks	46	42	40
Stage I	12	12	10
Stage II	18	18	18
Post Stage II	16	12	12

1.2. Gaya is well known as one of the oldest religious place for the Hindus and Budhists. It is mainly an agricultural area. Paddy and wheat are the main cereal crops whereas sugarcane and potato are grown as cash crops. About 13 per cent of the total cultivated area is irrigated by various sources of irrigation, of which SONE canal system is the most important. A Superintending Engineer of irrigation is posted at Gaya with a very large staff. There is a Superintending Engineer of the State Electricity Board also with large staff and equipments. I.A.A. Programme has been started in the district since October, 1965 and a special Rural Industries Project is functioning since 1962.

1.3. The district of Hazaribagh is primarily a forest area having 43 per cent of the total area under forests. The D.V.C. has a soil conservation department located at Hazaribagh for undertaking the work in the upper catchment areas of the Damodar river and its tributaries. In addition, it has mica mines located in Kodarma sub-division.

1.4. The district of Muzaffarpur situated north of Ganges with alluvial soil is best suited for agricultural purposes. The main crops grown in the district are maize, wheat and paddy as creals and sugarcane, tobacco, chillies as cash crops. There is a sugar mill in the district. Quite a large area in the district is waterlogged. Tube-well irrigation is the source for growing rabi crops.

1.5. Gaya district has four sub-divisions, and 46 blocks, while Hazaribagh has three sub-divisions and 42 blocks and Muzaffarpur 3 sub-divisions having 40 blocks.

2.1. *Organisational Structure*—The organisational structure in the three selected districts has been analysed in the following table.

TABLE 2

Number of district level offices and their staff strength in the three selected districts

Subject heads	Year 1967-68					
	Gaya		Hazaribagh		Muzaffarpur	
	No. of d. stt. level offices	Total No. of staff	No. of d. stt. level offices	Total No. of staff	No. of district level offices	Total No. of staff
1	2	3	4	5	6	7
1. Agriculture and allied subjects	11	1832	10	2180	5	973
2. Community Development and Panchayat	2	1767	2	1848	2	1207
3. Irrigation and Power	2	298	1	248	1	531
4. Industry	3	76	2	32	2	60
5. Transport and Communication ..	2	275	2	55	1	31
6. Social Services ..	8	1241	6	892	5	895
Total ..	28	5489	23	5255	16	3697

The number of offices and staff in Gaya district has been the largest due to the fact that some special offices viz. I.A.A.P., sugarcane development, major irrigation project, rural industries projects at Nawadah, National Smallpox Eradication and leprosy office are located in this district. In Muzaffarpur district, the number of offices and the staff has been the lowest as certain programmes like land reclamation, soil conservation, forest and malaria eradication programme have less scope for development in this district and no such office has been set up there. The position in Hazaribagh district in this regard is more or less similar to that in Gaya district. The soil conservation office of D.V.C. dealing with the afforestation and soil conservation needs of entire Damodar catchment area is located in Hazaribagh district which accounts for the largest contingent of staff under agriculture and allied subjects.

2.2. The distribution of development staff subject-wise shows that agriculture and allied subjects claim 33 per cent in Gaya, 41 per cent in Hazaribagh

and 26 per cent in Muzaffarpur. For C.D. and Panchayat departments the distribution is 32 per cent, 35 per cent and 33 per cent in Gaya, Hazaribagh and Muzaffarpur respectively. In irrigation and power departments the proportion of staff varies from 50 per cent in Hazaribagh and Gaya to 14 per cent in Muzaffarpur where one single scheme of rural electrification includes 415 persons. In industry the position is more or less the same in Gaya and Muzaffarpur (1.5 per cent) while in Hazaribagh it is 0.6 per cent. The proportion of staff in social services i.e. medical and health, education and welfare etc. is 22 per cent in Gaya, 17 per cent in Hazaribagh and 25 per cent in Muzaffarpur.

2.3. The development staff in the district has been classified according to their pay grades and their distribution in the four pay groups as per data for 1967-68 is given in the table below:—

TABLE 3

Distribution of sanctioned development staff by cadre and pay scales

Year 1967-68						
Staff cadre and pay scales*	Development staff in the Districts					
	Gaya		Hazaribagh		Muzaffarpur	
	No.	Percent-age	No.	Percent-age	No.	Percent-age
1	2	3	4	5	6	7
<i>Grade I</i>						
Class I (Rs. 700 to 1,400)	20	0.36	25	0.48	7	0.19
<i>Grade II</i>						
Class II (Rs. 290 to 985)	239	4.36	178	3.39	137	3.71
<i>Grade III</i>						
Class III (Rs. 105 to 450)	3,058	55.71	2,134	40.61	1,647	44.55
<i>Grade IV</i>						
Class IV (Rs. 75 to 110)	2,172	39.57	2,918	55.52	1,906	51.55
Total	5,489	100.00	5,255	100.00	3,697	100.00

*Grade I, II and III have been taken as class I, II and III of the State services while grade IV includes the staff whose basic pay is less than rupees one hundred.

A preponderating majority of staff (95%) is found to exist in the last two pay groups (Rs. 75—450) in all the three districts. The proportion of staff in the highest two pay groups (Rs. 290—1,400) is roughly 5%.

2.4. The following table gives the distribution of development staff by jurisdiction.

TABLE 4
Distribution of Development Staff by their jurisdiction

Year 1967-68						
Jurisdiction	Gaya		Hazaribagh		Muzaffarpur	
	No.	Percentage	No.	Percentage	No.	Percentage
1	2	3	4	5	6	7
More than district ..	8	0.15	321	6.11	2	00.5
District	87	1.58	98	1.87	85	2.30
More than Tehsil, i.e., (Sub-division)	600	10.94	634	12.06	462	12.50
Block	1,210	22.04	2,226	42.36	1,133	30.65
Village and groups of villages	2,154	39.24	1,645	31.30	1,852	50.09
Institutions	1,310	23.87	281	5.35	125	3.35
Headquarters	120	2.19	50	0.95	38	1.03
Total ..	5,489	100.00	5,255	100.00	3,637	100.00

An appraisal of table 4 indicates that in Hazaribagh alone there are as many as 321 officers who have jurisdiction across the boundaries of the district. The bulk of these officers belong to the Soil Conservation Directorate of D.V.C. and a part of it to the Forest department. In Muzaffarpur there is a Deputy Director of Agriculture having jurisdiction over the whole division. The officers having their jurisdiction over the entire district varies from 85 to 98. The list of offices which have been visited for data collection by the field staff is given in appendix 'A'. The list of various categories of staff at the district and block levels in the selected districts is given as appendix 'B' to this report.

3.1. *Budget and Expenditure*—The budget and expenditure figures have been collected for the year 1967-68 and analysed in the following table.

TABLE 5

Total Budget and Development Budget in the selected districts

Item	Year 1967-68		
	Gaya	Hazaribagh	Muzaffarpur
1	2	3	4
1. Total Budget (Rs. lakhs)	662.33	226.19	407.10
2. Development Budget (Rs. lakhs) ..	466.21	141.90	170.10
3. Percentage of Development Budget to total	70.39	62.73	41.78
4. Total No. of schemes	241	122	108
5. Development funds per scheme (Rs. in lakhs)	1.93	1.16	1.57
6. Total number of functionaries	5,489	5,255	3,697
7. Development fund per functionary (Rs. in lakhs)	0.08	0.03	0.05
8. Development funds per 1,000 population (Rs. '000)	12.78	5.92	4.13

Among the three districts, Gaya operated the highest budget and the percentage of development component was also the highest in this district. In Hazaribagh district though the total budget is the smallest, the percentage of development budget is higher than in Muzaffarpur. As between the different departments the social services group in Gaya district has the highest percentage of development budget (86 per cent) as against agriculture group (67 per cent) and C.D. and Panchayats (11 per cent). Irrigation and Power group of departments in Muzaffarpur district has about 93 per cent of the total budget under development programmes and C.D. and Panchayat group claims 8 per cent. In case of Hazaribagh district, transport and communication group takes 92 per cent of total budget. The percentage of development budget in case of agriculture and allied services varies from 57 per cent to 68 per cent in the three districts.

3.2. The allotment of development funds per scheme, on an average comes to 1.16 and 1.57 lakhs in Hazaribagh and Muzaffarpur districts respectively whereas in Gaya it is little less than two lakhs. The development budget available per functionary is Rs. 8,000 in Gaya as against Rs. 3,000 in Hazaribagh and Rs. 5,000 in Muzaffarpur. The development funds spent in the district have also been worked out per thousand population. Gaya district spent Rs. 12,780, Hazaribagh Rs. 5,921 and Muzaffarpur Rs. 4,132 for every 1000 population.

3.3. The under-utilisation of funds allotted to the different schemes have been studied for individual schemes. The table below gives an account of the schemes getting development funds, their utilisation and the extent of under-utilisation.

TABLE 6

Under-utilisation of Development funds by individual schemes

Year 1967-68			
Item	Gaya	Hazaribagh	Muzaffarpur
1	2	3	4
1. Total No. of schemes	241	122	108
2. Percentage of schemes having development funds	70.5	56.6	45.4
3. Percentage of schemes having under-utilisation	21.2	42.0	49.0
4. Percentage of under-utilised schemes with under-utilisation as—			
(i) Less than 5 per cent	27.8	24.1	41.7
(ii) 5 per cent to 15 per cent	33.3	6.9	25.0
(iii) 15 per cent to 25 per cent	2.8	13.8	8.3
(iv) 25 per cent and above	36.1	55.2	25.0

The table above gives the total number of schemes and proportion of schemes getting development funds and the extent of under-utilisation. Gaya has the maximum number of schemes and the proportion of schemes getting allotment of development funds. The extent of full-utilisation for these schemes is the highest and the proportion of schemes having under-utilisation is the least in this district. The main reasons advanced for under-utilisation are, in almost all cases, the delay in the issue of sanctions and the resultant factors viz., non-availability of men and material due to shortage of time.

4.1. *Block Picture*—In Bihar, the development functions are carried out by the officer of State Administrative Service who is designated as Block Development-cum-Anchal Adhikari. His job is revenue collection, settling land disputes and attending to mutation work. He is directly responsible to the Sub-Divisional Officer and finally to the Collector. Unlike other States, in Bihar the Block Development Officer administers both the revenue and development functions.

4.2. Three blocks, one in each selected district, were selected for the study to examine the staff position at the block level. All the selected blocks were in post stage II and Wazirganj Block of Gaya district was covered under the Intensive Area Agricultural Programme.

4.3. The data regarding the jurisdiction of block staff, at block and village levels indicate that the staff posted in blocks, at Headquarters was more or less the same viz. 30 each in Samaria and Bergania and 22 in Wazirganj block. In Samaria and Bergania blocks, there was an additional activity viz., forest in Samaria and malaria eradication in Bergania block. In case of staff in the villages, it was 98 in case of Samaria against 65 in Wazirganj and 25 only in Bergania. The reason for more staff was the forest staff in Samaria, package VLWs and Panchayat Sewaks in case of Wazirganj Block.

4.4. The C.D. budget was more in Samaria and Bergania Blocks because these blocks had been converted into post stage II only during 1968 whereas the Wazirganj block was converted during 1967. It appears from the data for these three blocks that the I. A. A. P. block, Wazirganj, has as much as 82 per cent of the total budget allotted to agricultural activities. In case of Samaria block, the allotment against agriculture was 55 per cent but it was due to the larger soil conservation and forest activities in this district while Bergania having normal post state II activity, had only about 9 per cent of the budget allotment for agriculture. The following table indicates the proportion of total funds provided under the C.D. and the other development departments in the three post stage II blocks in the three districts of Bihar.

TABLE 7
Block Budget in 1967-68

Blocks	Percentage of block budget as	
	Development funds under C.D.	Development funds under other than C.D.
1	2	3
1. Samaria (Hazaribagh)	43.09	56.91
2. Bergania (Muzaffarpur)	35.68	64.32
3. Wazirganj (Gaya)	15.08	84.92

An important information revealed by the data from the three blocks is that there was no under-utilisation of funds in either of the selected blocks and there was obviously a great need to provide more funds for the full utilisation of the staff available in the blocks.

5.1. *Coordination, overlapping and integration*—The Collector is incharge of all development activities in the district and works as a coordinator. In this task he is assisted by the District Development Officer. A Coordination Committee functions in the district under the presidentship of the District Magistrate. The District Development Officer is the Secretary and the technical heads of various departments are its members. The Collector holds quarterly meetings of the district heads of departments to resolve the problems in the

implementation of development schemes. Points of difference which could not be tackled in the meeting are referred to the State level authority for decisions. Collector has also been empowered to check the progress of implementation of various schemes in the district. At the sub-divisional level, the S.D.Os assist the Collector in the execution of schemes of development and welfare. In Gaya district, there is another officer exclusively for package areas who is of the rank of District Development Officer since the time the I.A.A.P. was launched in 25 blocks of the district.

5.2. There is sufficient scope for better coordination between departments and even within the same department. The departments where coordination is needed most are, agriculture and cooperative for opening of sale points in the rural areas, for correct assessment of quantities of supplies of fertilisers, pesticides, seeds and for advance and collection of loans, etc. There had been regular demands from the agriculture department that adequate supplies of water were not made available by the irrigation department, and therefore, more attention on coordination between the two departments will definitely help agricultural production.

5.3. Another instance reported is between the departments of agriculture, lift irrigation State Electricity Board and Agro-Industries Corporation. All these are the partners in supplying pumpsets, credits, energisation including the appointment of operators on the tubewells. It was reported that all these departments together, were responsible for the delay in the installation and better coordination among these departments could improve the situation.

5.4. Instances of lack of coordination have come to notice within the same department. In the health department, the medical officers incharge of dispensaries have to collect positive malaria cases on slides as and when they come across such cases but this has not been followed in the majority of cases. Another case reported is regarding the setting up of workshop for tractor repairs at Gaya. This scheme was sanctioned during 1965 when the funds also were allotted but these funds could not be utilised because of late sanction. There was a fresh allotment during 1966 but no staff to work. During 1967 some staff joined but the workshop building was not constructed. During 1968 also, the full contingent of staff not being there, the workshop has not been working. The facts mentioned above indicate that there is large scope for coordinating the activities within and outside the departments.

5.5. Quite a few cases of duplication of work have been reported. In Hazaribagh district, there are three agencies doing soil conservation and land reclamation work. These are soil conservation department of D.V.C., State agriculture department and waste land reclamation wing of revenue department. Public health schemes also were run side by side by the DVC, NCDC mines, and the Govt. Departments without any coordination. Vaccination staff of small pox eradication programme, anti-malaria maintenance and the staff of Public Health Organisation schemes had been working in the same areas and more or less had the same duties. Another instance reported was the work of the welfare department viz. Grain Gola scheme for supply of seeds to Harijans and payments of stipends to their children and such

other schemes which could well be done by the existing education department without any further expenditure on staff. There have been complaints also against the working of the technical staff posted at the block level, that they are utilised frequently, for duties other than for what they are posted.

5.6. Unified minor irrigation agency existing in each district could be merged with the main irrigation and the agriculture department. The minor irrigation schemes below Rs. 10,000 could be executed by the agriculture department whereas schemes for more than Rs. 10,000 could be done by irrigation department. This arrangement could possibly bring large savings. Similarly, the sinking of tubewells, loans, energisation and maintenance could be given to one single agency for quick execution of schemes. At present, lift irrigation, Agro-Industries Corporation and State Electricity Board are jointly responsible for their own technical works and therefore, much delay is noticed in the execution of schemes.

5.7. The VLWs, Panchayat Sewaks and Karamcharies of C.D., panchayat and revenue departments respectively are three functionaries working at the village level for their respective jobs. It is considered worth giving a trial to the streamlining of functions of these functionaries. In the field of public health also, functionaries e.g. vaccinators of small pox eradication programme, staff of public health organisation and malaria maintenance staff could be tried as multipurpose workers. All agriculture inputs viz. seeds, fertilisers, plant protection equipment and materials, improved implements etc. are being supplied to cultivators by individual agencies. All these supplies, if kept at one centre conveniently located in the rural areas, with increased numbers, will go a long way in helping the cultivator to procure his requirements in time. The item of loan, an important factor for agricultural production, is provided by the three agencies viz. cooperative department for short, medium and long term loan, revenue department for taccavi loans, and land reforms department for improvement of land etc. All these types of loans could be advanced through a single agency, thereby reducing the administrative costs, and lessening the harassment to cultivators and cutting short delays.

APPENDIX 'A'

List of Offices covered in the Selected Districts

State—Bihar
Year: 1967-68

Gaya District	Hazaribagh District	Muzaftapur District
<i>Agriculture and Allied Services</i>		
<ol style="list-style-type: none"> 1. Office of the District Agriculture Officer. 2. Office of the Special Officer, Intensive Cultivation of Rice and Maize. 3. Office of Sugarcane Improvement. 4. Office of the Waste Land Reclamation Officer. 5. Office of the District Soil Conservation Department. 6. Office of the Distt. Executive Engineer (Minor Irrigation). 7. Office of the Distt. Animal Husbandry Department. 8. Office of the Distt. Fisheries Officer. 9. Office of the Distt. Coop. Officer. 10. Office of the Divisional Forest Officer (Territorial). 11. Divisional Forest Office (Afforestation). 	<ol style="list-style-type: none"> 1. Office of the District Agriculture Officer. 2. Office of the District Waste Land Reclamation Department. (Sub-Deptt. of Revenue Deptt.). 3. Office of the District Soil Conservation Department. 4. Office of the Director Soil Conservation (D.V.C.). 5. Office of the Minor Irrigation (Wing of Agr. Department). 6. Office of the Animal Husbandry Department. 7. Office of the Fisheries Department. 8. Office of the Coop Officer. 9. Office of the Forest Deptt. 10. Office of the Divisional Forest Officer (D.V.C.). 	<ol style="list-style-type: none"> 1. Office of the District Agriculture Officer. 2. Office of the District Ass. stant P.P. Officer. 3. Office of the District Tobacco Development Officer. 4. Office of the Executive Engineer (Unified minor Irrigation). 5. Office of the District Animal Husbandry Officer. 6. Office of the Asstt. Fisheries Development Officer. 7. Office of the Distt. Coop. Officer.
<ol style="list-style-type: none"> 1. Office of the Distt. Development Officer. 2. Office of the Distt. Panchayat Raj Officer. 	<i>Community Development</i>	
	<ol style="list-style-type: none"> 1. Office of the Distt. Development Officer. 2. Office of the Panchayat Deptt. 	<ol style="list-style-type: none"> 1. Office of the Distt. Development Officer. 2. Office of the Distt. Panchayat Deptt.

Irrigation and Power

1. Office of the Irrigation Deptt.
2. Office of the Electricity Board.

1. Office of the Executive Engineer, Electricity (Commercial Supply Division).

Industry

1. Rural Industries Project.
- [2. Distt. Industries Office

1. Office of the Distt. Industries Officer.
2. Office of the Distt. Khadi Gram Udyog Sangh. Board.

3. Khadi & Village Industries Board.

Transport and Communications

1. Office of the Executive Engineer P.W.D.
2. Office of the Executive Engineer Roads and Buildings.

1. Office of the Distt. Board of Engineers.
2. Office of the Executive Engineer, P.W.D.

1. Office of the Distt. Engineer, Distt. Board and Rural Engineering Organisation.

Social Services

1. Office of the Distt. Education Officer.
2. Office of the D.M.O.H.
3. Office of the Regional Family Planning.
4. Office of the Medical Development of Blocks.
5. Office of the Leprosy-cum-Health, Distt. Family Planning Bureau.
7. Office of the National Small Pox Eradication.
8. Office of the National Malaria Eradication Unit.
9. District Welfare Office.

1. Office of the Distt. Education Officer.
2. Office of the Dy. Supdt. of Education.
3. Office of the Distt. Inspector of Schools.
4. Office of the D.M.O.H.
5. Office of the Additional D.M.O.H.
6. Office of the Distt. Family Planning Officer.
7. Office of the Executive Engineer Public Health Division.
8. Office of the Distt. Welfare Officer.

APPENDIX B

Organisational Chart of Development Staff in the Selected Districts

State: Bihar
Year 1967-68

District and Headquarters Office		Number			Designation		Block and lower level		
Designation		Gaya		Hazari-bagh			Gaya	Hazari-bagh	
		2	3	4	5		6	7	8
1									
Agriculture and Allied Services									
1. Agriculture—									
District Agriculture Officer	..	1	1	1	1	Agri. Extension Supervisor	..	71	—
Sub-Divisional Agri. Officer/Additional	..	10	5	6	1	Agri. Inspector	..	4	2
Sub-divisional Agriculture Officer	..	—	—	1	1	Horticulture Inspector	..	9	8
Distt. Agri. Engineer	..	—	1	—	—	P.P. Supervisor	..	15	14
District Mechanic	..	—	1	—	—	Farm Assistant	..	42	33
Junior Plant Protection Officer	..	1	1	—	—	Field Assistant	..	48	14
Engineering Specialist	..	1	—	1	1	Field Operator	..	17	13
Botany Specialist	..	1	—	—	—	Farm Sirdar	..	5	2
Chemistry Specialist	..	1	—	—	—	1 Mali	..	48	47
Horticulture Specialist	..	—	—	—	—	1 A.P. Kamdar	..	30	30
Tobacco Extn. Supervisor	..	—	—	—	—	2 Ploughman	..	98	72
Distt. Agri. Marketing Inspector	..	1	1	1	1	Driver	..	—	3
Plant Protection Inspector	..	3	3	3	3	Cattle Attendant	..	—	2
Horticulture Extn. Supervisor	..	1	1	—	—				
Senior Research Assistant	..	1	3	3	—				
Tobacco Asstt. Inspector, Field	..	2	1	—	—				
Compost Inspector	..	1	—	—	—				
Agriculture Inspector	..	6	6	7	7				
..	..	2	2	2	2				
..	..	1	1	1	1				
Junior Statistical Asstt.	..								

APPENDIX B—*contd.*

1	2	3	4	5	6	7	8
4. (a) Soil Conservation (D.V.C.)							
Director	—	—	Senior Soil Conservation Assistant	..	—	14
Dy. Director	—	—	Junior Soil Conservation Assistant	..	—	16
Asst. Engineer	—	—	Field Assistant	..	—	58
Research Officer	—	—	Farm Manager	..	—	6
Soil Conservation Junior Officer	..	—	—	Research Assistant	..	—	2
Asstt. Soil Chemist	..	—	—				
Asstt. Geologist	—	—				
Air Photo Interpreter	—	—				
Soil Interpreter	—	—				
Economic Supervisor	—	—				
Asstt. Extension Officer	..	—	—				
Soil Correlator	—	—				
Cartographer	—	—				
Soil Survey Assistant	..	—	—				
Draftsman	—	—				
Tracer	—	—				
Field Assistant	—	—				
Surveyor	—	—				
Research Assistant	—	—				
Operator and Mechanic	..	—	—				
Asstt. Nursery	—	—				
Overseer and Estimator	..	—	—				
Agrostologist	—	—				
Asstt. Soil Conservation trainee	..	—	—				
Lecturer	—	—				
Junior Technical Assistant	..	—	—				
Gang Reader	—	—				
Inspector of Animals	..	—	—				
Amin	—	—				
Lab. Assistant	—	—				
		—	—			—	96
		—	—			—	—

F. Waste land reclamation

Waste land Reclamation Officer	..	1	—	—	Surveyor ..	..	..	—	5	—
Reclamation Officer	..	—	3	—	Asstt. Surveyor	..	..	—	1	—
Surveyor	..	1	—	—	Amin	..	..	—	12	—
Asstt. Surveyor	..	1	—	—	Chainman	..	..	—	6	—
Amin	..	4	—	—						
		7	3	—					24	—

6. Unified minor irrigation

Executive Engineer	..	1	3	1	Sectional Officer	..	..	—	14	—
Asstt. Engineer	..	3	11	5	Well Borer	..	..	36	—	29
Asstt. Engineer Investigator	..	1	4	—	Overseer	..	..	28	37	—
S.D.O. Cluster	..	1	—	—						
Well Boring Supervisors	..	3	—	4						
Overseer (S.D.O.)	..	—	—	4						
Overseer and Estimator	..	—	—	22						
Work Sarkar	..	—	12	19						
Driller	..	—	—	2						
Tubewell borer	..	—	2	1						
Mistry	..	—	—	2						
Draftsman	..	—	3	—						
Surveyor	..	—	4	—						
Tracer	..	—	4	—						
Blue Printer	..	—	3	—						
Amin	..	—	1	—						
Chainman	..	—	13	—						
		9	60	60				64	51	68

APPENDIX B—contd.

1	2	3	4	5	6	7	8
7. District Animal Husbandry							
D. att. A.H. Officer ..	1	1	1	Vety. Officer ..	..	45	41
S.D.O.A.H. ..	4	3	3	Vety. Asstt. Surgeon ..	..	46	1
Sr. Vety. Asstt. Surgeon ..	4	3	4	Block A.H.O. ..	..	46	40
Asstt. Fodder Development Officer ..	..	1	..	..	..	..	..
Junior Asstt., Veterinary ..	..	..	..	Asstt. Poultry Supervisor ..	..	13	..
Vety. Asstt. ..	1	..	..	Livestock Overseer ..	..	7	..
Mobile Vety. Asstt. Surgeon ..	1	1	..	Livestock Supervisor ..	..	..	1
Poultry Inspector ..	1	1	1	Fodder Inspector ..	..	6	..
Live stock Inspector ..	..	1	1	Milk Recorder ..	..	2	..
Fodder Overseer ..	..	..	1	Fodder Overseer ..	..	1	6
Stockman ..	20	8	..	Fodder Sardar ..	..	159	124
Poultry Supervisor ..	2	..	..	Stockman ..	..	1	6
Key Village Inspector ..	..	1	..	Mali ..	..	1	155
Livestock Supervisor ..	..	1	..	Kamdar ..	..	1	10
Livestock Overseer ..	..	3	..	..	..	..	..
Vety. Compounder ..	4	2	..	..	..	..	..
Poultry Asstt. ..	..	1	..	..	..	..	..
Kamdar ..	..	1	..	..	..	..	..
Dresser ..	..	3	..	..	..	..	..
Lab. Attendant ..	..	1	..	..	..	..	..
	38	31	17		262	155	248
8. District Fisheries Office							
Distt. Fisheries Officer ..	1*	1	1	Fisheries Extn. Supervisor ..	..	11	..
Fish Market Spervisor ..	..	..	1	Fish Farm Manager ..	..	2	..
Fish Inspector ..	4	4	3	..	..	..	..
Asstt. Fisheries Inspector ..	5	3	3	..	..	..	..
Fish Extn. Supervisor ..	..	13	12	..	..	..	..
Overseer ..	..	1	..	..	..	..	..
Surveyor ..	..	1	..	..	..	..	..
	10	23	20		11	2	..

9. District Coop. Office

Distt. Coop. Officer	1	1	1	1	Asstt. Registrar	1	1	1
Asstt. Registrar	4	2	3	3	Extension-Officer (Cooperative Bank)	—	—	—
Land Mortgage Bank officer	—	—	1	1	Extension Supervisor	—	—	41
Marketing Inspector	1	—	—	—	Inspector Cooperative	—	—	4
Special Inspector/Cane Grower Store	1	1	1	1	Inspector Special Scheme	8	—	3
Farm Manager	1	—	1	1	Supervisor Coop. Society	175	—	121
Inspector Coops.	—	—	—	—	Manager LSMOP	22	4	17
Inspector Coop. Labour Society	1	—	1	1	Manager Beopar Mandal	20	—	7
Supervisor Weavers Coop. Society	4	2	4	4	Organiser Cane Grower Cooperative Society	—	—	—
Coop. Supervisor, Industry	1	—	—	—	Grain Gola Serak	—	57	—
Inspector Revitalisation	4	1	—	—				
Inspector Handloom	—	—	2	2				
Inspector Coop. Weavers Society	1	—	17	17				
Manager, Beopar Mandal	—	—	1	1				
Supervisor Farming Coop.	—	—	2	2				
Supervisor F. ah Coop.	—	—	1	1				
Valuation Officer	—	12	2	2				
Branch Manager	—	11	1	1				
Asstt. Manager, Bank	—	—	1	1				
Inspector, Consumers Coop.	—	—	1	1				
Inspector, Consumers Coop. Milk	—	—	1	1				
Organiser, Coop. Cane Growers Society	4	1	1	1				
Enumerator	1	—	—	—				
Kandar	—	—	—	—				
	24	31	42			225	61	196

10. Divisional Forest Office (Territorial)—

Div. Forest Officer	1	9	—	—	Forester	—	155	—
Asstt. Conservator of Forests	—	9	—	—	Overseer	—	48	—
Junior Forest Officer	—	1	—	—	Draftsman	—	1	—
Attached Jr. Forest Officer	1	—	—	—	Forest Guard	123	736	—
Forest Ranger	5	41	—	—				
Forester	24	—	—	—				
	31	60	—	—		123	938	—

APPENDIX B—contd.

1	2	3	4	5	6	7	8
11. Divisional Forest Office (Afforestation)—							
Div. Forest Officer ..	1	1	1	Forest Guard ..	60	14	—
Asstt. Conservator ..	1	2	—	—	—	—	—
Forest Ranger ..	4	30	—	—	—	—	—
Foresters ..	15	—	—	—	—	—	—
Inspector ..	1	—	—	—	—	—	—
Fieldman ..	—	1	—	—	—	—	—
Draftsman ..	—	1	—	—	—	—	—
Amin ..	1	7	—	—	—	—	—
Tracer ..	—	1	—	—	—	—	—
Chainman ..	—	4	—	—	—	—	—
	23	47	—	—	60	14	—

Community Development

12. District Development Office

Distt. Development Officer ..	1	1	1	BDO ..	46	42	40
	..	..	..	Touring Asstt. Vety. Sign.	—	41	—
	..	..	..	Agri. Ext. Supervisor	46	43	—
	..	..	..	A. H. Supervisor	46	42	—
	..	..	..	Coop. Ext. Supervisor	46	42	—
	..	..	..	Gram Panch/Supervisor	46	38	—
	..	..	..	Overseer ..	46	23	—
	..	..	..	Lady SEO ..	46	—	—
	..	..	..	VLWs ..	480	444	402
	..	..	..	Lady Health Visitor ..	—	48	—

Health worker	..	..	126	—	—
Trained Dai	..	..	126	—	—
C. S.	..	..	83	—	—
Mali	..	..	42	—	—
	1	1	1	802	1140
					442

13. Gram Panchayat Raj Office

Distt. Gram Panchayat Officer	..	1	1	1	Supervisor	..	46	—	—
Head Instructor village Defence Force	..	1	1	1	Panchayat Sorak	..	907	699	756
Second Instructor Village Defence Force	..	4	3	3		..			
Third Instructor Village Defence Force	..	5	3	3		..			
	11	8	8				953	699	756

Social Services

14. Education

Educational Officer	..	1	1	1	Basic Ed. Ext. Officer	..	61	55	57
Sub-Div. Education Officer	..	4	3	4					
Supdt. of Education	..	1	1	1					
Dy. Inspector of schools	..	5	4	7					
Dy. Supdt. of Schools	..	3	—	—					
Dy. Supdt. of Education	..	—	—	3					
Dy. Supdt. of Physical Edu.	..	1	—	1					
Sub-Inspector of schools	..	5	—	—					
Inspector of schools	..	—	—	1					
Junior Stat. Assistant	..	—	—	1					
Dy. Supdt. of Basic Education	..	1	—	2					
Overseer	..	2	—	2					
	23	8	8	23			61	55	57

APPENDIX B—contd.

1	2	3	4	5	6	7	8
15. Medical							
Civil Surgeon ..	1	1	1	1	36	—	—
Matron ..	1	—	—	Civil Asstt. Surgeon ..	35	—	—
Sister Tutor ..	1	—	—	Sub-Asstt. Surgeon ..	3	—	—
Ward Sister ..	5	—	—	Health Visitor ..	9	—	—
Asstt. Health Officer ..	—	3	—	Sanitary Inspector ..	23	—	40
Public Health Asstt. ..	1	—	—	Enumerator ..	—	—	62
Additional Medical Officer ..	—	—	—	Compounder ..	39	—	—
Health Educator ..	1	1	1	Dresser ..	59	—	—
Para Medical Asstt. ..	—	—	—	Lady Health visitor ..	52	—	—
X-Ray Technician ..	2	3	—	Male Nurse ..	3	—	—
Lab. Asstt. ..	5	—	—	Auxiliary Health Worker ..	90	—	—
X-Ray Mechanic ..	3	—	—	Auxiliary Nurse ..	3	—	—
Male Nurse ..	2	—	—	Health worker ..	55	—	—
Compounder ..	2	—	—	Mid-wife ..	5	—	—
Nurse A Grade ..	1	—	—	Nurse ..	28	—	—
Nurse B Grade ..	1	—	—	Vaccinators ..	—	113	190
Valid Hakim ..	—	—	—	Lab. Technician ..	—	61	36
				Jr. Team Leader ..	—	42	—
				Trained Dai ..	56	—	—
				Para Medical Asstt. ..	—	—	147
	27	8	12		496	216	475

16. Leprosy Cum Health Deptt.

Medical Officer ..	1	—	—
Physical Therapist ..	1	—	—
Social Worker ..	1	—	—
Lab. Technician ..	1	—	—
Compounder ..	2	—	—
Dresser ..	2	—	—
	8	—	—

APPENDIX B—*concd.*

1	2	3	4	5	6	7	8
<i>20. District Welfare</i>							
Welfare Officer ..	..	1	1	1	Welfare Inspector ..	..	13
S. D. O. Welfare ..	..	..	1	—	Kalyan Grain Gola Sevak ..	..	—
Asstt. Welfare Officer ..	..	1	1	1	Inspector T. C. P. ..	..	1
					Skilled artisan ..	..	—
Grain Gola Sevak ..	..	..	—	3	Weighman ..	..	11
							—
	2	3	3	6		40	32
							13
<i>21. Executive Engineer Public Health</i>							
Ex. Engineer ..	..	..	1	1	Overseer ..	..	9
Asstt. Engineer ..	..	..	3	3			—
Overseer ..	..	..	—	9			—
Estimator ..	..	..	2	—			—
Mistri and Khalesi ..	..	..	111	—			—
	—	117	13			—	9

STUDY OF DEVELOPMENT STAFF, GUJARAT

1.1. *Background*—In Gujarat State the study was conducted in the districts of Baroda and Rajkot, which formed part of the two natural sub-divisions of the State viz. Mainland and Peninsular Gujarat respectively. Eastern part of Baroda district (covering about 4 talukas), which was hilly and undulating was mainly inhabited by Scheduled Tribes providing a sharp contrast to the hard working Patel community spread out in the plains.

1.2. In terms of area, Rajkot is somewhat bigger as compared to Baroda, the respective figures being 2.68 lakh and 1.92 lakh acres, but in terms of population it is the other way round with the resultant density of population being 283 persons per sq. mile in Rajkot and 507 in Baroda.

1.3. Scheduled Castes form about 5.9% of the total population in both the districts while Scheduled Tribes account for a sizeable number (21.5%) in Baroda. In Rajkot, Scheduled Tribes are practically non-existent. As such, in Baroda district there exist three Tribal Development Blocks.

1.4. Both the districts are divided into three revenue sub-divisions with the number of next tier viz. the taluka being 12 in Baroda and 13 in Rajkot. The former district in all has 1703 villages while in the latter this number is only 864. Taluka boundaries coterminate with the blocks in both the districts. As for the distribution of the blocks according to the three categories, their number in Baroda and Rajkot respectively was found to be: Stage I—3 and 5; Stage II—5 and 8 and Post-Stage II—4 and nil.

1.5. Cultivated area as a proportion of geographical area is 67% in Rajkot and 70% in Baroda. Irrigation facilities are deficient in both the districts when we find that in Rajkot net irrigated area forms 5.8% of the net cultivated area, corresponding figure being still lower in Baroda, i.e. 2.7 %.

1.6. In the hilly part of Baroda district, land was undulating with southern part having rich black soil ideal for cotton. The remaining part of the district had rich alluvial and sandy loam soils. In Rajkot, part of the district had sandy and light brown soils with the southern part endowed with rich black cotton soil. In part of the district the land was somewhat rocky with some area being affected with salinity. Groundnut and cotton were the principal crops in Rajkot both combined accounting for 65.5 % of the cultivated area. It has been reported that area under foodgrains has been progressively declining with a corresponding increase of area under non-foodgrain crops. In Baroda, food crops account for 41% of the cultivated area with cotton predominating among the non-food crops. Jowar, bajra and wheat were the main food crops in Rajkot while in Baroda this group was constituted by paddy, jowar and bajra. Uptil the end of last year a special pilot project for paddy, jowar, wheat and cotton was being run in Baroda district, but the same has been discontinued during the current year under the State Government's economy drive. In Rajkot, intensive cultivation area programme is in operation in 5 talukas.

1.7. Industrial activity in and around Baroda city has progressed on a rapid pace especially during the last 6 to 7 years. In Rajkot district, however,

the industrial activity, even though, registering some impetus, has not been of similar order and magnitude.

2.1. *Organisational Structure*—With the introduction of Panchayati Raj in April, 1963, a number of offices concerned with socio-economic development of the area were placed under the District Panchayat and very broadly the whole of governmental machinery in the district, came to be divided in two district categories viz. State sector and Panchayat sector. The District Panchayat had jurisdiction over rural areas while the State sector offices in some cases operated only in the cities and towns. In case of some State sector offices where the areas of operation were the same, there was a clear cut demarcation of functions and schemes.

2.2. As between the State and Panchayat sectors, the various departmental offices were distributed in such a way that certain departments were completely either in the State sector or in the Panchayat sector, while in case of a few departments some of their offices were in one sector while remaining offices were in the other sector, as would be seen from the following table.

TABLE 1

Departments according to their offices in the Panchayat and State Sectors (1967-68)

Completely in the		
Panchayat Sector	State Sector	Offices both in Panchayat & State Sectors
1	2	3
Panchayat	.. Forest	Agriculture Department
Community Development	.. Industries	Cooperation
Animal Husbandry	.. Electricity	Education
	Fisheries	Health
		Backward Classes Welfare
		Public Works Department

Offices connected directly with the field of Agriculture in all, number about four viz. Dist. Agriculture Office (Panchayat), Soil Conservation, Cotton Suptd., Oil seeds Development. The last three offices were in the State Sector. Soil Conservation which involved bunding and terracing of land can justifiably form a distinct entity but in respect of other offices there could be scope of firstly bringing them within one setup and secondly by merging them in a single agency. In the field of Public Health and Family Planning there was the Public Health Office which was part of the District Panchayat and National Malaria Eradication office and Family Planning Bureau, both of which were in the State sector.

2.3. Field reports indicate that in Baroda district there were in all 22 district level offices of which 8 were in the Panchayat sector with the remaining 14 being under the State sector. In Rajkot, the total number of offices was 21 with 8 and 13 in Panchayat and State sectors respectively. Maximum number of offices belonged to the group : Agriculture and Allied Services with their respective numbers being 11 and 8 in Baroda and Rajkot. Table 2 below gives staff strength of the district offices in the two districts. List of these offices is given in Appendix A and the staff working in the offices connected with Agriculture and Allied Services, C.D. and Panchayat and Social Services is given by designation and level at which they are working in Appendix B.

TABLE 2

Number of District level Offices and their staff strength in the selected districts (1967-68)

Category	Baroda		Rajkot	
	No. of development staff		No. of development staff	
	State Sector	Panchayat Sector	State Sector	Panchayat Sector
1	2	3	4	5
1. Agriculture and Allied Services (A. H., Coop. etc.)	390	74	354	151
2. Community Development	—	535*	—	196†
3. Irrigation	—	—	57	—
4. Industry	5	—	5	—
5. Roads & Bldgs.	—	55	205	94
6. Social Services	355	236	244	306
Total	750	920	865	747

* Includes Taluka Panchayat Development Staff.

† Excluding Taluka Panchayat Development Staff.

2.4. Barring Community Development, which in the above table has been shown to have one office only but in fact comprises of staff of all the Taluka Panchayats in the districts, as far as a single office goes, in both the selected districts the biggest contingent of staff was found to exist in District Health Office—Panchayat sector (226 in Baroda and 283 in Rajkot) and smallest in the Backward Classes Welfare Office—State Sector (two in Baroda and one in Rajkot). In Baroda District, the Backward Class Welfare Office (Panchayat) also had a total strength of only two.

2.5. Majority of the development staff was found to be working at the taluka and village level, as would be clear from table 3 below—

TABLE 3
Distribution of staff in the selected districts by their jurisdiction
(1967-68)

Jurisdiction	Baroda		Rajkot	
	No.	%	No.	%
1	2	3	4	5
1. More than Distt.	16	0.96	131	8.13
2. District	109	6.53	154	9.55
3. More than Taluka	89	5.33	55	3.41
4. Taluka/Block	408	24.43	346	21.47
5. Group of Villages	874	52.34	710	44.04
6. Institutions	42	2.51	74	4.59
7. H. Q.	132	7.90	142	48.81

While all the departments reported District, Block/Taluka level staff, village level staff was found to exist mainly in respect of offices connected with Agriculture, C.D. and Public Health. Cooperation, Industries and Social Welfare Departments did not report any staff lower than the Taluka/Block level. In respect of Public Health Office, the village level staff was mainly found in respect of National Malaria Eradication Programme. For the offices connected with Agriculture, village level staff in the two districts was found to be as under:—

TABLE 4
Number of village level staff in the selected districts for offices connected with Agriculture
(1967-68)

Office	Baroda	Rajkot
1	2	3
1. Distt. Agriculture Office (Panchayat)	41	16
2. Soil Conservation Office (State)	54	125
3. Cotton Superintendent (State)	37	7
4. Oilseeds (State)	—	14

This is in addition to the village level workers provided under C.D., whose main job is now prescribed to be agricultural extension which naturally includes cotton and oilseeds extension.

2.6. Details gathered in respect of the pay-grades of the development staff, as grouped in four broad categories are shown in table 5 below—

TABLE 5
Distribution of development staff by pay groups (1967-68)

Pay groups	Baroda		Rajkot	
	No.	%	No.	%
1	2	3	4	5
1. Group I (Rs. 400—1100)	2	0.72	32	1.99
2. Group II (Rs. 250—800)	94	5.53	380	23.57
3. Group III (Rs. 100—250)	1110	66.47	1160	71.96
4. Group IV (Rs. 60—100)	454	27.18	40	2.48
Total	1670	100.0	1612	100.0

It reveals that majority of the staff fell in the range Rs. 100 to 250. Those belonging to Group I viz. Rs. 400 to 1,250 form only a little over 1% of the total development staff.

2.7. In each of the selected districts one block was selected for collecting information and particulars about the staff posted and working in the block areas. Staff position in respect of the two blocks is shown in the following table —

TABLE 6
Staffing position in the selected Block area (1967-68)

Category of staff	Naswadi Post Stage II (Baroda District)	Jam Kandorna Stage II (Rajkot District)
1	2	3
1. Taluka Development Officer	1	1
2. Subject Matter Specialist	1	2
3. Extension Officer	17	12
4. Village/Field level worker	59	35
5. Miscellaneous	4	1
Total	82	51

The main reason for the number of staff being high in the Baroda block was mainly due to more of staff under family planning. Particulars of the staff reveal that in Baroda block the Agriculture Extension Officer had his education upto the 6th standard while in the Rajkot block it was equivalent to Matriculation. For an Agriculture Extension officer not to have any technical qualification is something which seems somewhat anomalous. A few of the VLWs had education lower than the middle (VIII) standard. At the time of the study the Baroda block had 10 VLWs in position while in the Rajkot block there were 7 VLWs. Number of villages and population covered by the VLWs varied considerably. In Naswadi block the number of villages varied between 15 to 51 and as per population it was between three thousand to twelve thousand. In the Rajkot block the number of villages per VLW varied between 4 to 12 while in respect of population, the variation was between 4.6 thousand to 12 thousand.

3.1. *Budget and Expenditure*—Budget and expenditure details have been analysed by two broad components viz. establishment and development. The establishment component consists of pay and allowances of the staff etc., whereas the development component of the budget is meant for operating different development schemes. Details gathered for the year 1967-68 are presented in the following table—

TABLE 7

Details of the budget for the year 1967-68 in the selected districts

Item	Baroda	Rajkot
1	2	3
1. Total budget (Rs. in lakhs)	324.53	298.77
2. Development budget (Rs. in lakhs)	156.28	230.87
3. % of Development budget to total budget	48.15	77.27
4. No. of schemes	239	245
5. Development funds per scheme (Rs. in lakhs)	0.65	0.93
6. No. of functionaries	1670	1612
7. Development funds per functionary (Rs. in lakhs)	0.9	0.14
8. Development funds per 1000 population (Rs. in '000)	21.25	24.72

The table above reveals that during the year 1967-68, both the districts reported more or less the same strength of development staff. But in respect of total budget allotment, the district of Baroda reported about 8% more budget than that of Rajkot. As against this, development component in Baroda district was much lower as compared to Rajkot. As between panchayat sector and the State sector, the proportion of development component was reported to be almost the same in case of Rajkot whereas in Baroda the same was reported to be 37 and 69 respectively. A close examination of the situation reveals that the reason for the lower development component may be ascribed to the very low (1.5) proportion of development budget as reported by the Primary Education Office under the panchayat sector. The highest development component in case of Baroda had been reported in case of District Education Inspector Office (97%) and the Backward Class Welfare offices under both the Panchayat (97.4%) and the State (95.7%) sectors. In Rajkot, the highest proportion of development fund was reported to be handled by the District Agriculture Office (93.7%) and Education Offices pertaining both to the panchayat (94%) and the State (92.8%) sectors. In both the districts, the National Malaria Eradication Programme and the Family Planning Offices did not report any development component.

3.2. The total number of schemes operated by different district offices in both the districts was almost of the same order. But as discussed earlier, because of the low development component Baroda had only 0.65 lakhs of development funds per scheme as against 0.93 lakhs in Rajkot. In the year 1967-68, the District Registrar of Cooperative Societies operated a good number of schemes in both the districts of Baroda (49) and Rajkot (30). The Agriculture offices of Rajkot and Baroda operated in all 30 and 18 schemes respectively. In terms of development funds per scheme the office of Soil Conservation reported the highest scheme—development fund ratios in both the districts followed by the PWD.

3.3. Most of the district offices reported good number of staff-oriented schemes during 1967-68. Schemes like IAAP, taluka seed farm, cotton development, cooperative farming and mobile veterinary dispensaries, artificial insemination centre, poultry farming under Animal Husbandry had been reported to be staff-oriented where most of the funds were spent on staff. Under 'social services' group, the Health and Family Planning offices had various staff-oriented schemes like vaccination, propaganda, small-pox eradication etc. Similarly, the rural water supply scheme under Public Health Engineer's office was reported to be staff-oriented. The Backward Class Welfare offices and Industries Deptt. operated mostly the development-oriented schemes.

3.4. The development funds per thousand population in Baroda and Rajkot worked out to be Rs. 21,250 and Rs. 24,720 respectively.

3.5. Out of 239 and 245 schemes in Baroda and Rajkot respectively only about 183 schemes in each of the districts were reported to have allotment of development funds. In both the districts more than half the schemes reported

under-utilisation of development funds during the year 1967-68. The extent of under-utilisation of development funds may be seen in the table below:—

TABLE 8
Under-utilisation of Development funds by individual schemes
(1967-68)

Items	Baroda	Rajkot
1	2	3
1. Total No. of schemes.	239	245
2. % of schemes having development funds	77.00	74.00
3. % of schemes having under-utilisation	55.98	62.84
4. % of under-utilised schemes with under-utilisation--		
(a) less than 10%	33.00	20.87
(b) Less than 35%	19.42	21.74
(c) 35%—70%	12.62	29.56
(d) 70% and above	34.95	27.83

From the table above it is revealed that of the total schemes reporting under-utilisation, 35 per cent reported under-utilisation to the extent of 70 per cent and above in Baroda. Such proportion was reported to be 28 in Rajkot. Extent of utilisation was higher in case of staff-oriented schemes as compared to development schemes having a meagre staff component. Reasons for under-utilisation of development funds were found to be late receipt of grants, non-receipt of required materials, delay in making purchases, etc.

4.1. *Coordination, Overlapping and Scope of rationalisation*—After the introduction of the Panchayati Raj in the State with effect from April, 1963, the role of the Collector changed substantially. Under the District Panchayat, chief executive officers known as district development officers had been appointed. These officers have the same status as the Collector. With the transfer of many departmental schemes, a large number of district level functionaries had also been transferred to the Panchayats. At the village level the cadres of 'Talatis' and Mantries (Village Panchayat Secretaries) had been amalgamated and new functionaries have been placed under the administrative control of the Panchayati Raj Institutions. All these developments have brought about changes in the role of the Collector. In the first place, the Collector was no longer responsible for a major part of the development activities in the district. These were the responsibilities of the District Panchayat. He was mainly connected with the State schemes only. With the transfer of many departmental heads to the District Panchayats, problems of 'external' coordination in respect of Panchayat activities became problems of internal coordination and consequently Collector's role as 'coordinator' was reduced to the minimum. Lastly, the Collector was relieved of some duties relating to land revenue administration and had no direct control over revenue staff at the village level.

4.2. Wherever and whenever for the execution of a particular scheme more than one office is involved, problem of coordination between the relevant agencies become a crucial factor for the successful implementation of the said programme. Establishment of District Panchayats with a number of development offices transferred under their control was supposed to effect the required coordination. The District Development Officer, the chief executive head of the Zila Parishad, in fact is to act as Chief Coordinator of all the sections of District Panchayat. But occasions are not lacking that want of proper adjustment is still reported. The District Agriculture Officer under the Zila Parishad feels that his programme cannot run properly when the Agriculture Extension Officers and Gram Sevaks in the Taluka Panchayat were under the administrative control of Taluka Development Officer. It was felt by some officers that Taluka Panchayats were not paying adequate attention to the agricultural programme. Similarly, the Backward Class Welfare Officer (Panchayats) felt that the schemes of his department were not being looked after because there was no subject matter specialist at the block pertaining to his field, since the posts of Social Education Organisers had been abolished. Further instances of similar type may not be uncommon, but such situations pose a crucial issue. Uptil the time the various offices were acting independently, there could be occasion of some lack of common approach, but even under the unified control of District Panchayat, absence of trust as between the different sections is something which should normally not happen. As for the development offices in the State sector, coordination meeting is held every month under the chairmanship of Collector wherein individual problems as faced by different offices are discussed. In number of cases it was found that delays in land acquisition often affected the implementation of certain schemes. Efforts are made to reconcile this bottleneck in the monthly meeting of the Land Acquisition Committee. But the land acquisition proceedings were such that it did take time which delayed the work of concerned departments.

4.3. As indicated earlier, the various offices falling under Panchayat sector and State sector had fairly well demarcated fields of operation and distinct functions. In case of most of the important offices there was hardly any overlapping of functions. However, in some cases it was found that some adjustment could be made with advantage. In case of Animal Husbandry, it was noticed that a scheme called modernization of veterinary dispensaries was being implemented both by the District Animal Husbandry Officer (Panchayat) as well as by Taluka Panchayats. In case of D.A. H.O. there was a ceiling of Rs. 4,000 to be spent on a single dispensary while in case of Taluka Panchayat there was no such limit. It may be advisable to operate the said scheme through one agency only.

4.4. In Baroda district it was found that in the tribal area, scheme of poultry development was being operated both by the District Animal Husbandry Officer and the Backward Class Welfare Officer, both functioning as part of the District Panchayat. Minor technical difference in the content of the scheme, exchanging of improved birds for the local birds under one scheme and providing free birds under the other should not justify the continuance of the schemes with both the offices.

4.5. The District Registrar of Cooperative Societies (State sector) operated a scheme for grant of financial assistance for the promotion of sale of handloom cloth, while the Assistant District Registrar (Panchayat) also operated a similar scheme for the provision of rebate on the sale of handloom cloth. These two schemes could also be integrated and put under the charge of one office only.

4.6. Under the Public Health sector the programme of family planning and other primary health services were being executed by the Primary Health Centres of the District Panchayat, Primary Health Units of the Taluka Panchayat, and the District Family Planning Bureau. While the simultaneous existence of the Primary Health Centres and the Primary Health Units could be justified in view of the impending need for reaching the health services to every nook and corner of the district, creation of the District Family Planning Bureau was more or less of the nature of super-imposing an agency parallel to the District Health Office. Both the District Health Officer and the District Family Planning Officer were of the same cadre, and for both, the executing machinery was the Primary Health Centre or the Primary Health Unit. The District Health Officer was of the opinion that since the District Panchayat had been charged with the responsibility of the public health activity including the family planning programme in the district, there was no urgency of creating an independent Family Planning Bureau under the State sector. This only resulted in overlapping of their functions and created some administrative problems. In his opinion the funds available under the centrally sponsored family planning programme could have been gainfully utilized in strengthening the district health organisation itself.

4.7. In Gujarat State, about two years back the State Government appointed a committee under the chairmanship of the Minister of Rural Development and Panchayati Raj which studied in detail the staff position in the different development departments in relation to their work load and suggested reduction in staff strength at different levels. Most of the recommendations of this Committee were implemented during the last one year.

4.8. As at present, it was felt that the family planning programme under which pretty large contingent of staff had been appointed, integration of District Bureau (State sector) with the Public Health division of the District Panchayat might result in some economy of expenditure as well as better implementation of the scheme.

4.9. Regarding further scope in terms of better performance of the various functionaries, opinions expressed by local officers indicated opposite viewpoints. According to one, block could be made a better functional unit by placing functionaries of all departments under the charge of Taluka Development Officer. Even among the Panchayat offices there were functionaries at the block and lower levels who were not under the control of Block Officer. All these functionaries could be put under one charge and this combined with the existing block staff will definitely open possibilities of rationalising the functions by merging many posts, thereby effect some economy.

4.10. On the other hand was the view that block staff operated under the operational and administrative control of the Taluka Development Officer while the subject matter departmental heads at the district level exercised only technical control. It was contended that the technical control was neither effective nor feasible without administrative control. In this connection example of Primary Health Centres was cited, the working of which had improved by bringing them directly under the technical and administrative control of District Health Officer.



APPENDIX 'A'

List of Offices covered under the study in selected Districts

State—Gujarat

Year—1967-68

Baroda District				Rajkot District			
1				2			
<i>Agriculture & Allied Services</i>							
1. Sub-Div. Soil Conservation (Chota Udepur).	(S)*	1. Soil Conservation	..	..	(S)		
2. Sub-Div. Soil Conservation (Baroda).	(S)	2. Cotton	..	..	(S)		
3. Cotton Supdt., Baroda	..	3. Oilseed	..	..	(S)		
4. Cotton Supdt., Bodeli	..	4. Agriculture	..	..	(S)		
5. Agriculture.	..	5. Animal Husbandry	..	..	(P)		
6. Animal Husbandry	..	6. Cooperation	..	..	(S)		
7. Fisheries	..	7. Cooperation	..	..	(P)		
8. Cooperation	..	8. Forest	..	..	(S)		
9. Cooperation	..						
10. Special Auditor	..						
11. Forest	..						
<i>Community Development & Panchayati Raj</i>							
1. District & Taluka Panchayat.		1. District & Taluka Panchayat.					
<i>Irrigation & Power</i>							
		1. Electricity Board	..	..	(S)		
<i>Industry</i>							
1. Distt. Industries Office		1. Distt. Industries Office	..	..	
<i>Transport & Communication</i>							
1. P. W. D.	..	1. P. W. D., Roads	..	..	(S)		
		2. P. W. D.	..	..	(P)		
<i>Social Services</i>							
1. Education	..	1. Education	..	..	(S)		
2. Primary Education	..	2. Primary Education	..	..	(P)		
3. NMEP† Unit, Chota Udepur	..	3. †NMEP	..	..	(S)		
4. NMEP Unit, Baroda	..	4. Public Health Office	..	..	(S)		
5. Distt. Health	..	5. Public Health Office	..	..	(P)		
6. Distt. Family Planning Office	..	6. Distt. Family Planning Office	..	..	(S)		
7. Backward Class Welfare	..	7. Backward Class Welfare	..	..	(S)		
8. Backward Class Welfare	..	8. Backward Class Welfare	..	..	(P)		

†NMEP—National Malaria Eradication Programme.

*S—State Sector.

P—Zila Parishad.

APPENDIX 'B'

Organisational Chart of Development Staff in the Selected Districts

State—Gujarat
Year—1967-68

District and Headquarter Office			Block and Lower Level		
Designation	Number		Designation	Number	
	Baroda	Rajkot		Baroda	Rajkot
1	2	3	4	5	6
AGRICULTURE AND ALLIED SERVICES					
I. Agriculture (P)—					
Diastt. Agr. Officer ..	1	1	1 Agr. Officer (Extn.)	..	5
Asstt. Diastt. Agr. Officer ..	1	1	1 Agr. Supervisor	..	13
Agriculture Officer ..	4	1	1 Agriculture Assistant	..	36
Agriculture Supervisor ..	1	1	8 Extension Officer (Cooperative)	..	4
Agriculture Assistant ..	1	1	2 Cooperative Supervisor	..	10
Assistant Project Officer I.A.A.P. ..	..	..	1 Trained Kamdar	..	2
Plant Protection Officer ..	..	..	..	..	..
Cooperative Production Officer ..	..	..	..	..	..
Training-cum-Seed Development Officer ..	..	..	..	..	..
Asstt. Registrar (Package) ..	..	..	..	..	..
Agriculture Extension Officer (Inform) ..	..	..	..	..	..
Cooperative Supervisor ..	..	..	..	..	..
Mechanic P. P. ..	..	..	..	..	..
	8	21		50	61

V. *Cooperation (State)*

Distt. Registrar Cooperative Societies	1	1	Pilot Project Officer	..	..	1
Asstt. Distt. Registrar Cooperative Societies	1	1	Grader	..	..	1
Cooperative Officer..	4	4				
Asstt. Cooperative Officer	10	5				
Junior Supervisor (H. L.) ..	1	1				
Cooperative Supervisor Grade II	1	—				
Cooperative Supervisor Grade III	1	—				
Agriculture Supervisor	1	—				
Mechanical Supervisor	1	—				
Milk Organiser	1	—				
Spl. Recovery Officer	—	5				
Spl. Auditor	2	—				
Spl. Auditor	3	—				
Addl. Auditor	8	—				
Sub-Auditor	7	—				
	42	17				2

VI. *Cooperation (P)*—

Asstt. Distt. Registrar Cooperative Societies ..

1	1	Instructor	..	..	2	—
1	—	Assistant Instructor	..	..	2	—
		Foreman	..	..	1	—
		Master Craftman	..	..	1	—
1	1				6	—

VII. *Forest (State)*—

Div. Forest Officer ..	1	1	Range Forest Officer	..	..	7	6
Sub. Div. Forest Officer	1	—	Forester ..	..	..	52	19
Range Forest Officer	3	1	Forest Guard	..	..	—	105
Grass Officer	—	3					
Forester	—	3					
Instructor	1	—					
	6	8				59	130

APPENDIX 'B'—*contd.*

1	2	3	4	5	6
COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ					
I. District and Taluka Panchayat—					
Distt. Development Officer ..	1	1	Taluka Development Officer	14	13
Distt. Project Officer ..	1	1	Extn. Officer (Agr.) ..	15	13
Dy. District Dev. Officer ..	—	—	Extension Officer (A.H.) ..	8	—
Asstt. District Dev. Officer ..	—	—	Extension Officer (Panchayats)	12	13
Distt. Stat. Officer ..	—	—	Extension Officer (Coop.) ..	15	13
Research Assistant ..	—	—	Extension Officer (Ed.) ..	11	13
Stat. Assistant ..	—	—	Extension Officer (R.E.) ..	13	13
			Stat. Assistant ..	14	13
			Mukhya Sevika ..	10	—
			Medical Officer Class II ..	2	—
			Veterinary Officer ..	13	—
			Field Nutrition Officer ..	1	—
			Medical Officer Class III ..	36	—
			Health Visitor ..	26	—
			Social Worker ..	24	—
			Sanitary Inspector ..	3	—
			Sanitary Sub-Inspector ..	4	—
			Field Worker ..	4	—
			Nurse mid-wife ..	1	—
			Block Extension Educator ..	1	—
			Nutrition Assistant ..	2	—
			Gram Sewak/Sevika ..	192	98
			Aux. Nurse mid-wife ..	44	—
			Vaccinators ..	26	—
			Veterinary Stockman ..	36	—
	2	7		527	189

SOCIAL SERVICES

I. Education (State)

District Education Inspector	..	1	1
Dy. Education Inspector	..	1	—
Asstt. Dy. Education Inspector	..	9	6
		11	7

II. Education (P)

Admn. Officer	..	1	1	Nirikshak	..	..	..	27	—
Asstt. Librarian	..	—	1	Asstt. Dy. Education Inspector	..	..	..	—	19
		1	2					27	19

III. Health (NMEP) (State)—

Unit Officer	..	2	1	Malaria Inspector	..	..	..	4	—
Assistant Unit Officer	..	2	1	Surveillance Inspector	..	..	..	58	—
Malaria Supervisor	..	5	1	Surveillance Investigator/Worker	..	..	..	232	139
Malaria Inspector	..	6	8						
Lab. Technician	..	16	8						
Surveillance Inspector	..	—	6						
		31	25					294	139

APPENDIX 'B'—*concl'd.*

1	2	3	4	5	6
SOCIAL SERVICES—<i>concl'd.</i>					
IV. <i>Health (P)</i> —					
Distt. Health Officer	1	1 Medical Officer Class II ..	..	14
Distt. Public Health Nurse	2	1 Asstt. Medical Officer III ..	..	3
Distt. Sanitary Inspector	—	1 Asstt. Medical Officer (F.P.)	..	14
Additional Sanitary Inspector	..	—	1 Health Visitor ..	..	13
Distt. Vaccin. Inspector	1	1 Sanitary Inspector ..	..	14
Epidemic Medical Officer	2	— Block Extension Educator	..	14
			Field worker ..	..	28
			Computer ..	..	14
			Nurse ..	..	3
			Aux. Nurse mid-wife ..	..	56
			Vaccinator ..	..	40
			Aux. Field worker ..	..	56
			Dai ..	..	9
				220	278

V. *Health (Pub. H. Engr.) (State)*—

Executive Engineer ..	..	1	1 Overseer	..	7
Deputy Engineer ..	..	—	3 Mistry	..	16
Junior Engineer ..	..	—	7	..	—
Supervisor ..	..	—	2	..	—
Draftsman ..	..	—	1	..	—
Assistant Draftsman	..	—	4	..	—
Technical Assistant	..	—	3	..	—
Tracer ..	..	—	3	..	—
		—	24	—	23

VI. Family Planning--

Distt. F. P. Medical Officer ..	..	1	1
Asstt. Surgeon ..	..	2	2
Distt. Family Planning Officer ..	..	—	1
Distt. Extension Educator ..	..	2	2
Distt. F. P. Field worker ..	..	2	2
Distt. Ed. & Information Officer ..	..	1	—
Statistical Assistant ..	..	1	1
Projectionist ..	..	1	1
Operation Theatre Nurse ..	..	2	3
Social worker ..	..	5	12
		17	25

VII. Backward Class Welfare (State) -

Backward Class Welfare Officer ..	..	1	1
Sevak ..	..	1	—
		2	1

VIII. Backward Class Welfare (P) -

District Backward Class Welfare Officer ..	..	1	1
Inspector (S.W.) ..	..	1	1
		2	2

* Agriculture under State sector includes the offices of Soil Conservation, Cotton and Oilseed.

(A) Office of Fisheries is not reported in case of Rajkot.

£ Office of Public Health Engineer is not reported for Baroda.

@ P = Zila Parishad.

DEVELOPMENT STAFF STUDY, HIMACHAL PRADESH

1.1. *Background*—In Himachal Pradesh the Development Staff Study was taken up in district Bilaspur which comprises of erstwhile Bilaspur princely state and was merged with Himachal Pradesh in 1954. It is bounded by districts of Mandi and Simla on the north and east by districts of Hoshiarpur and Rupar of Punjab on the south and west. It is a small district having only 2 tehsils. The district has 3 blocks, one is co-terminus with Bilaspur tehsil and 2 blocks fall in the other tehsil. One block is in stage II and the other 2 blocks are in post stage II.

1.2. The geographical area of the district is 1,160 sq. kms. of which forests form 43.2 per cent. The district is situated in the lower Shiwaliks of the Himalayas and the soils are made of the deposits brought down by the river Sutlej. The entire district forms part of river Sutlej catchment area, split up into seven sub-catchments above the Bhakra Dam. The annual rainfall in the tract varies from 32" to 72". The area is mostly below 5000' above the sea level having sub-tropical climate. The district has 957 villages and is thickly populated as compared to other areas of Himachal Pradesh. The density of population is 137 per sq. km. The cattle population is more than the human population which works out to 140 cattle per sq. km. The district has a problem of nomadic grazers who migrate to this area during the winter with flocks of 40,000 sheep and goat. About 25 per cent of population is literate and 95 per cent depend on agriculture, the average size of holding being 2.6 acres. The agricultural yields are low and important crops grown are maize, wheat and gram. The district depends on Punjab state for supply of vegetables, food-grains and consumers goods. It has no industries worth the name. Fishing as an occupation is becoming popular after the formation of Gobindsagar lake. With the merger of Kangra and Kulu districts with Himachal Pradesh and construction of roads linking the important places of the Pradesh with each other, the new town-ship of Bilaspur has come to occupy a more central position. Besides, being located on the Gobindsagar lake, it attracts some tourists also.

1.3. Of the three blocks in Bilaspur district, Gherwin a stage II block was selected for the study. Initiated as a C.D. block in October, 1960, it, entered into stage II in April, 1966. With a population of about 50 thousand, Gherwin block covers 279 villages having a total area of 95,000 acres. About 20 per cent of the area is cultivated. Since April, 1968, an *ad-hoc* Block Development Committee has been constituted.

2.1 *Organisational structure*—There are, in all 13 district offices in Bilaspur (list of offices given in Appendix A) having a total sanctioned staff of 423

engaged in the execution of various development programmes. Agriculture and allied departments have 5 offices in the district set-up. The development staff employed in the district has been analysed by their pay scales in the table below—

TABLE 1
Distribution of development staff by pay ranges

(Year 1967-68)

Subjects			No. of sanctioned staff	Pay Group I Rs. 625—1275	Pay Group II Rs. 250—750	Pay Group III Rs. 100—400	Pay Group IV Rs. 60—200
1			2	3	4	5	6
1. Agriculture and Allied departments	No.	167	1	8	50	108	
	%	100.0	0.6	4.8	30.0	64.6	
2. Community Development	No.	60	Nil	4	7	49	
	%	100.0	—	6.7	11.7	81.6	
3. Irrigation & Power	No.	41	1	5	29	6	
	%	100.0	2.4	12.2	70.7	14.7	
4. Industry	No.	27	Nil	1	7	19	
	%	100.0	—	3.7	25.9	70.4	
5. Transport & Communication	No.	62	2	7	45	8	
	%	100.0	3.2	11.3	72.6	12.9	
6. Social Services	No.	66	2	7	10	47	
	%	100.0	3.1	10.6	15.1	71.2	
Total	No.	423	6	32	148	237	
	%	100.0	1.4	7.5	35.1	56.0	

It is seen that about 56% of the total development staff falls in the last pay group (Rs. 60 to Rs. 200). This pay group includes staff like Horticulture Supervisor, Agric. Sub-Inspector and the field staff such as, Gramsevak. Fieldman, Forest Deputy Rangers. Next in importance is pay group III which covers staff like Overseer, Inspector, Supervisor, Ranger, etc. who are in the pay range of Rs. 100 to Rs. 400. In the higher pay groups i.e., Rs. 250-750 and Rs. 625—1275, the density is roughly 10% of the total staff and they include district heads of offices or the next senior officers.

2.2. The strength of development staff at different levels of jurisdiction for various departments in the district has also been studied and the concentration

of staff at five levels i.e., district, tehsil, block, village and institution is briefly indicated in the table below —

TABLE 2
Distribution of staff by jurisdiction

(Year 1967-68)

Subject/Deptt.	District		Tehsil		Block		Village		Institution		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
1	2	3	4	5	6	7	8	9	10	11	12
1. Agriculture & Allied Services ..	24	14.4	22	13.2	19	11.4	47	28.1	55	32.9	167
2. Community Development ..	3	5.0	Nil	N.R.	18	30.0	39	65.0	Nil	N.R.	60
3. Irrigation & Power ..	11	26.8	5	12.2	25	61.0	Nil	N.R.	Nil	N.R.	41
4. Industry ..	1	3.7	Nil	N.R.	3	11.1	Nil	N.R.	23	85.2	27
5. Transport & Communication	16	25.8	7	11.3	39	62.9	Nil	N.R.	Nil	N.R.	62
6. Social Services	12	18.2	2	3.0	7	10.6	43	65.2	2	3.0	66
Total ..	67	15.9	36	8.5	111	26.2	129	30.5	80	18.9	423

It is seen that 57% of the total development staff is working at the block and village levels alone while about 25% is at the higher echelons of administration. The remaining staff is deployed at the institutional level like orchards, research stations and farms in the case of Agriculture Department and Industrial Extension Centres in regard to Industries Department. Office-wise details of the staff indicating their operational level in respect of important offices is given in Appendix B.

2.3. The selected block of Gherwin has, in all, 49 members of development staff drawn from 8 departments namely; Agriculture, Cooperation, Forests, Community Development, Panchayat, Industries, Education and Health. Two senior officers who are in the grade of Rs. 250-500 i.e. Block Development Officer and Block Education Officer have the entire block area as their jurisdiction. 70% of the staff is located at the village level. The staff at the block is the minimum and comprises mainly the supervisory and technical hands like Inspector, Supervisor, Overseer.

3.1 *Budget and Expenditure*—The budget of development department (Community Development) includes funds provided to the blocks under their normal development heads as well as under schemes covering local development works, like rural works, construction of irrigation wells etc. It is reported that

a large number of works in Bilaspur district on which expenditure has been shown as incurred are still incomplete. It appears that funds drawn from the treasury are not actually disbursed to the beneficiaries for want of completion of works.

3.2 The data on budget and expenditure for all the development department in the district have been collected and summarised in the following table—

TABLE 3
Total budget and Development budget

(Year 1967-68)

Item	Bilaspur District
1	2
1. Total budget (Rs. in lakhs)	152.53
2. Development budget (Rs. in lakhs)	94.27
3. Percentage of Development budget to total budget	61.80
4. No. of schemes	139
5. Development funds per scheme (Rs. in lakhs)	0.68
6. No. of functionaries	423
7. Development funds per functionary (Rs. in lakhs)	0.22
8. Development funds per 1000 population (Rs. '000)	59.29

It is found that development budget constitutes more than 60% of the total budget. These funds are operated by 423 functionaries on 139 schemes and on an average each functionary has to execute schemes involving an amount of roughly Rs. 20,000. The functionary-budget ratio is the highest in the case of Engineering departments, like Public Works and Irrigation and Power, where each functionary handled nearly Rs. 70,000. The lowest budget-functionary ratio of Rs. 4,000 is noticed in the case of Industries Department. The highest component of development budget (nearly 95%) is reported in the case of Public Works Department. This department has executed 28 schemes in 1967-68 and; on an average, development funds work out to Rs. 1,47,000 per scheme. Similarly, as much as 90% of the total budget is composed of development funds in the case of Hydel construction division having 12 schemes involving Rs. 2,40,000 per scheme. Other departments in the district have executed schemes involving less than Rs. 50,000 per scheme on an average. The development funds spent in the district works out to Rs. 59,000 per 1,000 population.

3.3 Under-utilisation of development funds does not present any serious problem in this district. The budget allotment is fully utilised by almost all the departments except for few schemes executed by Public Works, Public Health and Education departments. Out of 109 schemes only 17 (about 15%) have

shown under-utilisation of funds. The table below gives the extent of under-utilisation—

TABLE 4
Under-utilisation of development funds by schemes

							Year 1967-68
Items							Bilaspur District
1							2
1. Total No. of schemes	..	..	..	..	..	..	139
2. % of schemes having development funds	..	..	..	..	..	..	78.4
3. % of schemes having under-utilisation	..	..	..	..	..	..	15.6
4. % of under-utilised schemes with under-utilisation as less than 10%	..	..	..	..	..	..	23.5
10% to 35 %	..	..	..	..	..	..	35.3
35% to 70%	..	..	..	..	..	..	29.4
70% and above	..	..	..	..	..	..	11.8

Almost all the schemes executed by the district offices are having the component of development funds and only a few schemes do not have any allotment of development funds. These schemes pertain to Cattle development office, industries office and District Health office. The schemes executed by the Cattle Development office are mainly extension-oriented in nature while those operated by the Industries department are training schemes. The extent of under-utilisation in the schemes executed by the Medical and Health department, is between 10 to 70% and only 2 schemes of the department reported more than 70% under-utilisation of funds. Such a high degree of under-utilisation relates to schemes like control of epidemic diseases and anti-malaria operations. Main reason for under-utilisation is the non-availability of doctors. However, some improvement is noticeable in respect of utilisation of funds in 1967-68 as compared to the previous year. The development funds at the disposal of all other departments were fully utilised except the Public Works Department. In this department for 25 out of 28 schemes, full utilisation of funds was reported. In the case of 3 schemes, the percentage of under-utilisation was less than 35.

4.1. *Coordination, Overlapping and problems of Integration*—The Deputy Commissioner is also the District Planning and Development Officer and is expected to coordinate the work of all the development departments in the district. He acts as the chairman of Coordination Committee of which all the district heads of development offices and the Block Development officers are the members. Unlike other districts of Himachal Pradesh, Bilaspur district has no Assistant District Planning and Development officer. This work has been entrusted to a Class I Magistrate in addition to his judicial duties. Thus the Deputy Commissioner and the Magistrate who act as District Planning and Development Officer and Assistant Planning Officer respectively are generally

busy and can hardly find time to attend to the work of this section. In the blocks, the Block Development Officer has administrative control over Extension Officers of Agriculture, Cooperation, Industries and Panchayats but the Deputy Commissioner does not exercise similar control over the district level officers even though they are expected to keep him informed of their activities and the progress of work. There is need for the appointment of a whole time Planning and Development officer at the district level for ensuring effective coordination.

4.2. The Zilla Parishad is composed of Chairman of Block Development Committee, Tehsil Panchayats, M.L.As. and M. Ps. and representatives of institutions like cooperatives, etc. The Deputy Commissioner is the chairman and all the members are nominated. Superintendent of the D.C's office is the Secretary of Zilla Parishad. It is an advisory body and meets once in a month. Its meetings are attended by the district heads of development offices to review the progress of development schemes etc.

4.3. Under the Pilot Project for Utilisation of Rural Manpower, the works programme undertaken in the block area relate to the construction of roads which are later on handed over to the PWD for maintenance. The block agency is not technically competent to undertake construction of roads except the link roads and bridle roads used as mule tracks. The roads handed over to the PWD are not considered motorable since these are not constructed according to the required specifications. Additional expenditure is necessary to make these roads motorable. Sometimes the PWD even refuses to take over the roads constructed under the rural works programme. It will be advisable that on its own the block agency confines its activities to smaller works and when items like pucca roads etc. are to be taken up, the concerned engineering department is involved intimately at all stages of the work.

4.4. Soil Conservation Scheme is implemented by 2 different departments viz. Forests and Agriculture. The former takes up the programme in the forest area by constructing check-dams, gully plugging and plantation. The Agriculture department undertakes bench-terracing and step-terracing of private lands and contributes 50% of the cost. The two departments together spend about Rs. 10 lakhs a year on this programme. It was suggested that work should be undertaken on sub-catchment area basis and all types of land falling within the catchment-forest as well as agricultural land, should be treated simultaneously in order to achieve effective results. This has assumed added importance as the district falls within the catchment area of Bhakra lake but effective coordination has not been achieved. It will be better if single agency handles all types of soil conservation work within the selected area. The district could be divided into suitable sub-catchment areas and survey carried out area-wise. The problem of soil erosion causing siltation of Bhakra lake can be effectively dealt with if the work is carried out on catchment area basis and proper land use pattern is introduced. The works undertaken by the Forest department are carried out by their staff with the help of forest guards provided under the scheme and are spread over the entire district. While the Agriculture department has 28 persons for soil conservation programme and their work is confined to small pockets only. Some re-organisation is considered imperative to make

a single agency, preferably the Forest department, responsible for all types of soil conservation work.

4.5. There are 4 offices of the Agriculture department and all function independent of each other. In addition, there is one Marketing Inspector who is functioning under the direct administrative and financial control of the Marketing Officer at the State level. The field staff of the above offices have, concurrent jurisdiction but no liaison exists between them. In Gherwin block, the Block Agriculture Inspector and the Soil Conservation Inspector having jurisdiction over the same area do not coordinate their work. Moreover, the former is under the administrative control of the BDO whereas the latter has no concern with the BDO. Further, the Soil Conservation Inspector has few Sub-Inspectors under him posted in various VLWs circles but there is no coordination between the block staff and the Soil Conservation Sub-Inspectors. The Assistant Horticulturist considers his duties mainly of research type having no concern with the extension work for which one Horticulture Assistant has been provided to the District Agriculture Officer. It may be desirable for all the subject matter specialists at the district level to function through the District Agriculture Officer.

4.6. The total number of technical personnel in the district is 48 of which 4 Agriculture Inspectors and 2 Sub-Inspectors are posted in the district agriculture office. Eight officers, such as, Agriculture Inspectors, Sub-Inspectors and Manure Supervisors are posted in the blocks and they are under the administrative control of the respective BDOs. The remaining 30 officials are under the administrative and technical control of the subject matter specialists having no liaison with the District Agriculture Officer.

4.7. In each block there is one Agriculture Inspector, one Supervisor and one Sub-Inspector. Other Agriculture Inspectors posted in the block are working independent of the block agency, but under the control of the concerned subject-matter specialist and each has jurisdiction over the entire block having more than 300 villages. Obviously, it is not possible for any of them to work effectively. The staff posted within the block should be pooled and placed under the administrative control of the BDO. The area is hilly and the population is living in scattered home-steads. A lot of time of the extension staff is spent in transit from one place to another. The block area could be divided among the 4 Agriculture Inspectors who would look after the work relating to agricultural production and development in their respective circles.

4.8. At the block level, Industries Extension Officer is not gainfully employed for whole of the time. He has no programme to implement in the block. There is duality of control in the functioning of 4 Block Extension Officers viz., Agriculture, Panchayat, Cooperatives and Industries. They are posted in the block under the administrative control of the BDO while their financial and technical control rests with the respective district level officers. This has caused some friction among the BDO and the District Officers. Besides, there are other block level officers concerning animal husbandry, public health and education who work directly under the administrative, financial and technical control of the district officers.

APPENDIX A

State—Himachal Pradesh

Year—1967-68.

*List of Offices covered in Bilaspur District
Agriculture and Allied Services*

1. District Agriculture Office
2. Key village and cattle development office.
3. Asstt. Director of Fisheries.
4. District Cooperative and Supply Office.
5. District Forest Office.

Community Development

1. Pstt. Panchayat Office.
2. Distt. Development Office.

Irrigation and Power

Hydel Construction Office.

Industry

Asstt. Director of Industries

Transport and Communication

Executive Engineer, Public Works.

Social Services

1. Distt. Education Office.
2. Distt. Medical Office.
3. Distt. Welfare Office.

APPENDIX 'B'

Organisational Chart of Development Staff in Bilaspur District

State—Himachal Pradesh

Year—1967-68.

District & Headquarter Office		Block and Lower Level	
Designation	No.	Designation	No.
1	2	3	4
AGRICULTURE AND ALLIED SERVICES			
1. Agriculture—			
Soil Conservation Officer ..	1	Agriculture Inspector ..	9
Asstt. Soil Conservation Officer ..	1	Manure Supervisor ..	3
Distt. Agriculture Officer ..	1	Horticulture Supervisor ..	8
Asstt. Horticulturist ..	1	Agriculture Sub-Inspector ..	7
Distt. Soil Conservation Asstt. ..	1		
Agriculture Inspector ..	10		
Overseer ..	2		
Horticulture Supervisor ..	1		
Surveyor ..	4		
Agriculture Sub-Inspector ..	9		
	31		27
2. Animal Husbandry—			
Key Village Officer ..	1	Veterinary Asstt. Surgeon ..	4
		Veterinary Supervisor ..	3
		Veterinary Compounder ..	10
		Stock Asstt. ..	22
	1		39
3. Fisheries—			
Asstt. Director of Fisheries ..	1	Fisheries Officer ..	1
Fisheries Officer ..	2	Sub-Inspector of Fisheries ..	1
Overseer ..	1	Field Assistant ..	7
		Fieldman ..	1
	4		10
4. Cooperation—			
D.stt. Cooperative & Supply Officer ..	1	Inspector ..	3
D.stt. Audit Officer ..	1	Sub-Inspector Panchayat ..	4
Inspector ..	2		
Auditor ..	1		
Sub-Inspector Audit ..	3		
Sub-Inspector Panchayat ..	1		
	9		7

APPENDIX 'B'—*contd.*

1	2	3	4
5. Forest Officer—			
District Forest Officer ..	1	Forest Ranger	9
		Deputy Ranger	7
		Forester	22
	1		38

COMMUNITY DEVELOPMENT

6. Panchayat Office—			
Distt. Panchayat Officer ..	1	Inspector	3
Distt. Audit Officer ..	1	Sub-Inspector/Panchayat Guide ..	3
Auditor	1		
	3		6

7. Development Office—

Block Development Officer ..	3
Progress Assistant	2
Overseer	1
Social Education Organiser ..	6
Gram Sewak	39
	51

SOCIAL SERVICES

8. Education—

Distt. Education Officer ..	1	Block Education Officer ..	3
Block Education Officer ..	1		
	2		3

9. Medical & Health Office—

Distt. Medical Officer ..	1	Superintendent Vaccination ..	2
Medical Officer of Health ..	1	Lady Health Visitor	4
Distt. Family Planning Officer ..	1	Sanitary Inspector	5
Distt. Ayurvedic Inspector ..	1	Lady Social Worker	1
Health Educator	1	Surveillance Inspector	6
Statistical Assistant	1	Surveillance worker	22
Senior Malaria Inspector ..	1	Vaccinator	11
Sanitary Inspector	1		
	8		51

10. Welfare Office—

District Welfare Officer ..	1
Tehsil Welfare Officer ..	1
	2

STUDY OF DEVELOPMENT STAFF, JAMMU AND KASHMIR

1.1. *Background*—The study of Development Staff has been conducted in Baramulla district of Jammu and Kashmir State. The district had to share, as part of Kashmir Province, all the travails and misfortunes of the happening in the year 1947. The partition of India had its impact on the development of this district. As a result of tribal raids and other difficulties, the entire economy was shattered.

1.2. The district is situated in the north-west of Srinagar and is mostly a mountainous tract. The total area of the district is 6,568.24 Sq. K.M. and is one of the small districts of the State. The population of the district is 5.2 lakhs which accounts for 17 per cent of the state population. The density of population is 238 per sq. mile.

1.3. Baramulla was one of the main arteries of foreign trade of India. The events at the time of partition of the country affected the district economy adversely and during the last two decades, efforts are being made to regain its importance as one of the leading fruit growing areas of the State. The total cultivated area of the district is 3.40 lakh acres of which 48 per cent is irrigated. Paddy is one of the major crops, occupying an area of 1.2 lakh acres. The district has enormous potential for the production of fruits and vegetables, potatoes, oil seeds and poultry. In view of extensive pasture lands, there is good scope for sheep breeding. Besides, the existence of big lakes in the district offers scope for the development of duck farms.

1.4. In order to exploit the potential for development of agriculture, I.A.D. Programme has been launched in April, 1968 while a comprehensive programme for horticulture development is being put into operation. Projects for intensive cultivation of winter vegetables are also being implemented. In the field of animal husbandry, cross-breeding of sheep with foreign species is being done to improve the local stock.

1.5. Baramulla district comprises of two revenue sub-divisions, Baramulla and Sopore, covering 9 tehsils. Till 1955, there was no change in the jurisdiction of the district but in 1956 a separate project, Sonawar, with a separate administration came into existence and continued till 1968. The project has now been wound up and the area has been reverted to the district. There are 12 C. D. blocks, of which 9 are Stage II blocks and the remaining 3 are P.S. II blocks. These blocks cover 964 villages having 151 panchayats.

1.6. In the district, Handwara block was selected for a quick survey. This block was started as N.E.S. block in October, 1957 and entered into Post Stage II phase in October 1967. The number of villages covered under the block is 107 spread over an area of 33,150 acres having population of 41,538.

2.1. *Organisational Structure*—There are in all 13 district level offices engaged in execution of various development programmes in the district. Of these, 5 offices are under agriculture and allied subjects, 3 each for irrigation and power and social services and 1 each for community development and transport and communication. Two out of 5 offices viz, district horticulture office and office of deputy registrar of cooperatives, under the agriculture and

allied subjects are of very recent origin. The former started functioning in November, 1967 and latter in June, 1968. No district level office under the industries department is operating within the district. The list of offices covered under the study is given as Appendix A.

2.2. The total sanctioned strength of development staff in all the district offices is 1,205. They have been classified into four broad pay-groups as indicated in table I below:

TABLE 1
Distribution of (sanctioned) Development Staff by Pay ranges
Year 1967-68

Sl. No.	Subject/Depts.	No. of D'istt. level office	Total No. of Development staff	Development Staff in different Pay-Groups			
				Group I (500— 1,100)	Group II (200— 700)	Group III (100— 450)	Group IV (65— 200)
1	2	3	4	5	6	7	8
	Agriculture and Allied Services	5	308 No. %	Nil Nil	42 13.6	49 15.9	217 70.5
2	Community Development	1	301 No. %	Nil Nil	19 6.3	33 10.9	249 82.8
3	Irrigation & power	3	444 No. %	13 2.9	59 13.3	228 51.4	144 32.4
4	Transport & Communication	1	34 No. %	1 3.0	3 8.8	30 88.2	Nil Nil
5	Social Services	3	118 No. %	1 0.8	31 26.3	51 43.2	35 29.7
Total		13	1,205 No. %	15 1.2	154 12.8	391 32.5	645 53.5

It will be seen that 86 per cent of the staff is covered under the two lower pay-groups ranging between Rs. 65—450. They include field staff like Extension Officers of various departments, Agriculture Assistants, V.L.Ws. etc., and technical staff like Overseers and Draftsmen. The district heads of the departments are mostly covered under pay-group II (Rs. 200—700), whereas the engineering and medical departments are headed by officers of pay-group I (Rs. 500—1,100). Majority of the staff (roughly 90 per cent) in all the departments fall in the lower pay-groups excepting the staff of district medical office who are relatively better paid and 27 per cent of them fall in the higher pay-groups.

2.3. The staff in the various departments and offices have different levels of jurisdiction. Employment of the staff according to their area of operation is given in the table 2 below :

TABLE 2
Distribution of Development Staff by jurisdiction
Year 1967-68

Subject/Department	Total No. of Development staff	Distribution of staff by jurisdiction							
		More than distt.	District	Head-quarter	More than Tehsil	Tehsil	Block	Group of villages	Institutions
1	2	3	4	5	6	7	8	9	10
1. Agriculture & Allied services	308 No. %	— —	18 5.8	2 0.7	— —	29 9.4	159 51.7	99 32.1	1 0.3
2. Community Development	301 No. %	— —	3 1.0	2 0.7	— —	— —	145 48.2	151 50.1	— —
3. Irrigation & Power ..	444 No. %	— —	8 1.8	10 2.3	3 0.7	6 1.4	9 2.0	129 29.0	279* 62.8
4. Transport & Communication	34 No. %	1 2.9	— —	5 14.7	3 8.8	— —	— —	25 73.6	— —
5. Social Services ..	118 No. %	— —	6 5.1	— —	1 0.8	32 27.1	79 67.0	— —	— —
Total ..	1,205 No. %	1 0.1	35 2.9	19 1.6	7 0.6	67 5.6	392 32.5	404 33.5	280 23.2

*The staff includes those working for Lower Jehlum Hydel Project.

Two thirds of the total development staff is working at the block and village level. The staff working in the district and headquarter office is very little accounting for 4.5 per cent only. Some staff (6.2 per cent) have their operational jurisdiction as tehsil/sub-division while 23 per cent of the staff is engaged on the running of institutions. Sixty three per cent of the staff of Flood Control department is working at the site of Lower Jehlum Hydel Project and they form bulk of the staff shown under institutions. The detailed organisational chart in tabular form for different offices under each of the three broad plan heads namely, agriculture and allied services, community development and social services is provided in Appendix B.

2.4. Recently there has been some stream-lining of administration in the State and the posts of the Director, C. D. and his headquarter staff have been abolished. The extension officers of cooperative, animal husbandry, industries and social welfare have been reverted back to their respective parent departments. The Deputy Commissioner has been made the administrative head of the development departments directly connected with agriculture in the district. This administrative re-organisation has also led to the creation of district

cooperative office under Deputy Registrar of Cooperatives and also one office of district family planning bureau under medical and health department. (So far the field staff of these two departments were being directly controlled by the State Level Officers).

2.5. As part of the study, the pattern of development staff in the selected block, Handwara, has also been studied. The block has 28 functionaries who are attached to the development departments. It may be mentioned that except for one extension officer all other extension officers have been reverted to their parent departments with the abolition of the post of Director, C. D. at the State level. The other C. D. staff besides the B.D.O. consists of one Overseer, one Inspector, 2 Sub-Inspectors, 20 V. L. Ws. and 2 mistries. The B.D.O. acts as the Agriculture Production Officer at the block level and provides the required coordination.

3.1. *Budget and Expenditure*—The size of budget allotment to individual department in the district reflects, in a way, the importance attached to development schemes under that subject and level of activity obtained in the area. Certain important indicators based on the data for 1967-68 are furnished in table below—

TABLE 3
Total Budget and Development Budget
Year 1967-68

Items	Baramulla District
1. Total budget (Rs. in lakhs)	181.18
2. Development budget (Rs. in lakhs)	128.15
3. Percentage of development budget to total	70.73
4. No. of schemes	83
5. Development funds per scheme (Rs. in lakhs)	1.54
6. No. of functionaries	1,205
7. Development funds per functionary (Rs. in lakhs)	0.11
8. Development funds per 1,000 population (Rs. in lakhs)	0.24

It may be seen that as high as 70 per cent of the total budget is allocated to development while the balance covers items, such as pay of staff, contingencies etc. There are 83 schemes in all and each scheme claims an allotment of Rs. 1.5 lakhs, and functionary-budget ratio works out to Rs. 11,000. Among district level offices, P.W.D. has the highest budget (Rs. 5.9 lakhs) per scheme and also the highest funds (Rs. 1.0 lakhs) per functionary—while offices under agriculture and allied services handled the lowest funds per scheme (Rs. 12,000) and also per functionary (Rs. 1,000). The staff in the former offices are engaged in the execution of big projects while in the latter they have to do more of extension and educational work which explains the wide disparity in the budget-functionary and budget-scheme ratios of these two departments.

3-2. Engineering departments of Irrigation, Electricity and Flood Control account for 40 per cent of total district budget. More than 50 per cent of this amount has been earmarked for flood control schemes, a third for irrigation and the rest is for electricity departments. Flood control and rural electrification schemes in the Kashmere Valley have been given more importance. Agriculture and allied departments claim only 5 per cent of the total budget. Two out of the five offices in this sector have been created only recently; horticulture office was established last year, while cooperative set-up at the district level was created this year only. The third office of sheep and wool development is rendering mainly technical advice and receives its supplies from the provincial office. The forest department also has a very small budget of its own as it gets most of its financial allocations from the respective departments which transfer their schemes for execution. For potato cultivation scheme, the forest department was supplied seed by the agriculture department while for tree plantation project the funds were allocated by flood control department.

3-3. It is too obvious to emphasise that utilisation of development funds is as important as the allocation of funds. This aspect has been studied for year 1967-68 and the data in table below gives an idea as to the extent of utilisation.

TABLE 4
Under-utilisation of funds by schemes
Year 1967-68

Items	Year 1967-68
1. Total no. of schemes	83
2. % of schemes having development funds	74.7
3. % of schemes having under-utilisation	35.5
4. % of under-utilisation by schemes as	
(i) Less than 10%	36.3
(ii) 10 to 35%	41.0
(iii) 35 to 60%	18.2
(iv) 60% and above	4.5

It is seen that 25 per cent of the schemes have not been provided with any development funds. Such schemes are executed by education, medical and horticulture departments. Most of the schemes operated by these offices are extension-oriented to provide services, advice etc. One third of the schemes provided with development funds reported under-utilisation. There are 8 schemes relating to planning office and all of them have shown under-utilisation. Reasons given for such under-utilisation are: (i) late allotment of funds (ii) unfavourable weather conditions impeded the work (iii) release of funds in piecemeal.

3-4. The total budget of Handwara block in 1967-68 comes to Rs. 2.57 lakhs of which Rs. 1.56 lakhs is the development component. 61 per cent of development funds are reported to be under-utilised and the main reason

given is the late allotment of funds. Funds were released by the planning department as late as January, 1968 to execute the schemes within the financial year.

4.1. *Coordination and Overlapping*—Lack of coordination, at the district level, among the development departments has not been reported. The streamlining of administration in agricultural production from State down to the village level has largely reduced the problem of coordination. At the district level, the planning officer functions as Assistant Commissioner, Agriculture Production under the direct supervision and guidance of Deputy Commissioner. The Deputy Commissioner, besides being Agriculture Production Commissioner at the district level, acts as the chairman of the District Coordination Committee. The Secretary of the Committee is the Planning Officer and its members represent all the district heads of development departments. The Deputy Commissioner ensures coordination by convening periodical meetings of the district heads of development departments to discuss the programme of work. Thus, while all these departments are involved in the formulation of district development plan, yet in execution, only those departments engaged in agricultural programme are directly under the administrative control of the Deputy Commissioner. However, suggestions made by the Deputy Commissioner to other departments for carrying out certain programmes have always been implemented. Problem of coordination within the departments also does not exist.

4.2. It is reported that there is no overlapping of schemes nor duplication of work in the functioning of the development departments. At the district level the areas of operation have been defined and the work is being done on a campaign basis under the supervision of Asstt. Commissioner for agricultural production. Further, it has been mentioned that in departments like Agriculture, Planning, P.W.D., the pay of staff is debitable to normal budget and allotment of establishment budget is not made scheme-wise. Such a system reduces in a way, the scope for overlapping of schemes within the department and consequently duplication of work. Nevertheless, it has not eliminated the need for integration of schemes. With regard to the Engineering departments like, Irrigation, Flood Control and Electricity, the areas of operation are well defined and schemes are prepared in such a way as to reduce duplication of work.

4.3. B.D.Os., in the block are now designated as Production Officers and the field staff of agriculture, horticulture, cooperation etc. are under his administrative control and are extending their full cooperation to him.

APPENDIX 'A'

List of Offices Covered in Baramulla District

State—Jammu & Kashmir

Year—1967-68

Agriculture and Allied Services

1. District Agriculture Office.
2. District Horticulture Office.
3. Sheep and Wool Development Office.
4. Deputy Registrar of Cooperatives.
5. Divisional Forest Office.

Community Development

1. District Planning Office.

Irrigation and Power

1. Executive Engineer, Irrigation.
2. Executive Engineer, Electricity.
3. Executive Engineer, Flood Control and Major Hydel Project.

Transport and Communication

1. Executive Engineer, P.W.D. (R. & B.)

Social Services

1. District Education Office.
2. District Medical Office.
3. District Welfare Office.

APPENDIX 'B'

State : Jammu and Kashmir

Year : 1967-68

*Study of Development Staff**Organisational Chart of Development Staff in Baramulla District.*

District & Headquarter Office		Block and Lower level	
Designation	No.	Designation	No.
1	2	3	4
<i>Agriculture and Allied Services</i>			
<i>1. Agriculture Office</i>			
D. stt. Agri. Officer	1	Agriculture Asstt.	4
Propaganda Asstt.	1	Agriculture Supervisor	2
Film Operator	1	Agriculture Overseer	11
		Farm Superintendent	1
		Field Assistant	4
		Compost Inspector	9
		Pl. prot. Operator	18
		Mechanic	6
		Gardner	5
	3		60
<i>2. Horticulture Office</i>			
D. stt. Horticulture Officer	1	Horticulture Asst.	7
Horticulture Assistant	5	Horti. Overseer	3
Grading Assistant	1	Field Assistant	1
Tractor Driver	1	Operator	18
		Mechanic	4
		Budder	1
		Gardner	56
		Horti. Munshi	1
	8		91
<i>3. Sheep & Wool Development Office</i>			
Field Extension Officer	1	Flock Supervisor	18
Flock Supervisor	1	Shepherd	36
Wool Classifier	2		
Shepherd	2		
	6		54
<i>4. Cooperative Office</i>			
Deputy Registrar	1	Assistant Registrar	13
Hqr's Assistant	1		
	2		13

APPENDIX 'B'—*contd.*

1	2	3	4
<i>5. Forest Office</i>			
Divisional Forest Officer ..	1	Ranger	4
		Forester	10
		Supervisor	1
		Guard	20
		Gardener	25
		Watcher	10
	<u>1</u>		<u>70</u>
<i>Community Development</i>			
<i>6. District Planning Office</i>			
District Planning Officer ..	1	Block Development Officer ..	12
Assistant Engineer ..	1	Extension Officer ..	12
Hq's Assistant ..	1	Overseer	12
Draftsman ..	1	Inspector	11
Ranger ..	1	Sub-Inspector	12
		Village level worker ..	151
		Plantation Supervisor ..	5
		Plantation Watcher ..	44
		Mistry	24
		"Mirab"	13
	<u>5</u>		<u>296</u>
<i>Social Services</i>			
<i>7. Education Office</i>			
District Education Officer ..	1	Tehsil Education Officer ..	7
	<u>1</u>		<u>7</u>
<i>8. Medical Department</i>			
District Medical Officer ..	1	Doctor	21
Doctor ..	1	Lady Health Visitor ..	13
Theatre Assistant ..	1	Sanitary Inspector ..	18
Compounder ..	2	Dental Technician ..	1
Dental Technician ..	8	Hakeem	5
Lab. Technician ..	1	Dawasaz	5
Lab. Assistant ..	7	Field Worker ..	20
X-Ray Technician ..	5		
	<u>26</u>		<u>83</u>
<i>9. Social Welfare</i>			
District Welfare Officer ..	1		..
	<u>1</u>		<u>—</u>

STUDY OF DEVELOPMENT STAFF, KERALA

1.1. *Background*—The present note covers the two districts of Kozhikode in the northern part of Kerala and Quilon in the South. In Kozhikode, Tanur block and in Quilon, Karunagapally block were selected for further enquiry. Kozhikode is an LAAP district (15 blocks covered) and covers an area of about 2570 sq. miles with a population of 2617189. For administrative purposes this district has been divided into 6 taluk and 332 revenue villages. There are 23 C.D. blocks (3 post stage II, 13 stage II and 7 stage I) and 147 panchayats covering all the villages. Quilon has an area of about 1827 sq. miles and a population of 1941228. This district has been sub-divided into 6 taluks for administrative purposes and 98 revenue villages. A total of 17 development blocks (5 stage I, 9 stage II and 3 post-stage II) and 98 panchayats cover the area. According to the 1961 census this district had 50.5 per cent literacy as compared to 40 per cent in Kozhikode district.

1.2. The topography and the layout of the districts are more or less similar. Sloping from the western ghats, it undulates to the coastal belt by the sea through plains interspersed. Paddy is the main food-crop grown in both the districts with coconut, cashew, arecanut and rubber as the important commercial crops. Tapioca is a tuber crop widely grown all over these districts, except perhaps in dense forest areas, and commonly consumed by all the lower middle and poorer classes. Processing of cashew, coconut, paddy and arecanut, beedi-making, manufacture of tiles/bricks and coir, handloom weaving and processing of mineral sands were the main industries in Quilon district. In Kozhikode, the manufacture of tiles/bricks, timber works, processing of coconut and cashew and light engineering formed the main industries. Fishing also provided employment to a sizeable number in both the districts. By and large, agriculture was the mainstay of a large proportion of the population in these areas.

2.1. *Organisational Structure*—In the process of implementation of development programmes, staff has been added from time to time, to the earlier existing levels of staffing in these areas and they have come to stay. The following table indicates the total development personnel working in the two districts under discussion.

TABLE I
*Sanctioned and Posted Development Staff in the two selected districts
(1967-68)*

Subject/head	Kozhikode		Quilon	
	Sanctioned	Posted	Sanctioned	Posted
1	2	3	4	5
1. Agriculture & Allied Services	541	520	433	433
2. C.D. and Panchayats	644	627	476	476
3. Irrigation & Power	512	441	389	389
4. Industry	41	38	91	91
5. Transport and Communications	211	209	59	59
6. Social Services	758	747	759	759
Total	2,707	2,582	2,207	2,207

At the outset, it may be mentioned that the main constraints in comparing the staffing pattern as well as their proportion in the two districts are (i) Kozhikode is comparatively larger in size and population; (ii) it is an I.A.A.P. district while Quilon has no such special status; and (iii) 23 departments/offices have been covered in Kozhikode while only 16 are covered in Quilon. (see Appendix A). It may be observed that in Quilon district all the sanctioned staff of the departments covered are in position while in Kozhikode it is less by about 125 which is mainly distributed under the heads of Irrigation and Power, Agriculture and C.D. and Panchayats. In Kerala the total development staff posted in a district varied between 2200 to 2600, depending upon the size of the district and schemes in operation.

2.2. The dispersal of the staff according to their pay scales in the selected districts can be seen from the following table:—

TABLE 2*
Distribution of Development Staff by pay-group
(1967-68)

Pay-Groups (maximum of the pay scale)	Kozhikode District		Quilon district	
	No.	% to total	No.	% to total
1	2	3	4	5
1. Gr. I (up to Rs. 1,000)	152	5.6	54	2.4
2. Gr. II (up to Rs. 500)	577	21.3	313	14.2
3. Gr. III (up to Rs. 250)	778	28.8	828	37.5
4. Gr. IV (up to Rs. 160) *	1,200	44.3	1,012	45.9
All groups	2,707	100.0	2,207	100.0

*Refers to sanctioned strength.

As is natural, a large bulk (73 per cent in Kozhikode and 83 per cent in Quilon) of the staff are in the lower pay scale groups (upto Rs. 250). Compared to Quilon, Kozhikode had about three times the number of officers in the highest echelons of the hierarchy.

2.3. The staff in the various departments and offices have various levels of jurisdiction. Deployment of the staff according to the area of their operation is given below :

TABLE 3
Distribution of Development Staff by jurisdiction
 (1967-68)

Jurisdiction	Kozhikode district		Quilon district	
	No.	% to total	No.	% to total
1	2	3	4	5
1. More than a district	12	0.4	3	0.1
2. District	67	2.5	47	2.1
3. More than Tehsil/Taluk	22	0.8	22	1.0
4. Tehsil/Taluk	24	0.9	28	1.3
5. Block/Samity	369	13.6	300	13.6
6. Village/Group of villages	459	16.9	899	40.7
7. Institutions/Centres/Farms	124	4.6	332	15.0
8. Others	1,630	60.2	576	26.1
Total	2,707	100.0	2,207	100.0

Under the development department, which includes community development and panchayats, only one officer, viz. the District Panchayat Officer, has jurisdiction over the entire district in both Quilon and Kozhikode. The remaining staff have either the block or the village as their jurisdiction; those with jurisdiction over the block formed about 14% of the total staff in both the districts.

2.4. For the purpose of analysis, the staff working in the three plan heads of agriculture and allied subjects, C.D. including panchayats and social services, have also been tabulated according to the level at which they operated i.e. (i) upto district level and (ii) upto block level. Appendix B indicates the department-wise distribution of the staff according to these two levels. In 1967-68 the total number of officers and men working in these departments was 1943 in Kozhikode and 1668 in Quilon. Of these, 10 per cent at Kozhikode and 11.5 per cent at Quilon were working above the block level while the remaining operated upto the block level or lesser. Among these working above the block level in these three departments, agriculture and allied subjects accounted for about 69 per cent in Kozhikode and 80 per cent in Quilon. A large majority of about 90 per cent of officers working under these three main plan heads in both the districts, were functioning only upto block level as the programme operated by them was essentially extension and action-oriented.

3.1. *Budget and Expenditure*—During the course of the enquiry data have been collected on the budget of each department and scheme and the development content of the same. Details of the budget under various heads for the year 1967-68 may be seen from the following table.

TABLE 4

Total Budget and Development Budget in the two selected districts of Kerala (1967-68)

Subject/head	Kozhikode				Quilon			
	Total budget (in lakh Rs.)	% of development to total budget	Development Fund Rs. (per)		Total budget (in lakh Rs.)	% of development to total budget	Development Fund Rs. (per)	
			Scheme	Functionary			Scheme	Functionary
1	2	3	4	5	6	7	8	9
A. Agriculture & allied services	108.1	77.0	75,005	15,389	68.8	65.8	55,926	10,462
B. C.D. ..	56.0	84.0	409,444	6,994	37.2	65.5	64,132	5,120
C. Irrigation and Power ..	124.7	95.9	996,675	263,153	54.4	48.4	438,833	6,769
D. Industry ..	45.0	79.4	864,021	55,584	65.5	94.6	163,026	68,077
E. Transport and Communications	209.9	90.2	1,893,580	89,743	73.4	91.8	1,122,667	114,169
F. Social Services ..	73.2	47.6	86,114	4,658	48.2	86.6	160,500	5,498
Total ..	616.9	82.4	255,338	18,299	347.5	76.8	136,944	12,100

It may be observed that in Kozhikode district the total budget of the departments/heads covered in this note is about double that of Quilon. This may be ascribed to the inclusion of 7 extra departments/schemes. If these heads are ignored, the budgetary provision in Kozhikode district stands at Rs. 376.7 lakhs as compared to Rs. 347.5 lakhs in Quilon; the difference of Rs. 29.2 lakhs may be explained away as due to the area and population of the former district.

3.2. On the whole, Kozhikode has 82.4 per cent of the total budget earmarked for developmental activities while in Quilon the same stands at 76.8 per cent. Per scheme in Kozhikode this is of the order of about Rs. 2.6 lakhs and in Quilon Rs. 1.4 lakhs.

3.3. As per main heads of account, Irrigation and Power (95.9 per cent) has the highest development content in the budget followed by Transport and Communications (90.2 per cent) and C.D. (84.0 per cent) in Kozhikode. The proportion of development funds in the budget allotment is the highest for Industry (94.6 per cent) followed by Transport and Communications (91.8 per cent) and social services (86.6 per cent) in Quilon district. In Kozhikode the lowest development proportion in the total budget has been recorded for Social Services (47.6 per cent) while in Quilon it is for Irrigation and Power (48.4 per cent).

3.4. Taking an overall view, it may be noticed that in Kozhikode district, development funds of about Rs. 2.5 lakhs per scheme are available while in Quilon it is about 1.4 lakhs only. The highest allotment per scheme has been recorded for Transport and Communications while the lowest is for Agriculture in both the districts. Of the individual schemes, the lowest per scheme fund

(Rs. 7,615) has been for medical and health including family planning in Quilon district and Rs. 312 for animal husbandry programme in Kozhikode. Probably, these are the two departments mainly staff and extension-oriented.

3.5. Per functionary in Kozhikode district the available development funds stood at Rs. 18299 and in Quilon Rs. 12,100. The highest proportion of development fund per functionary has been for Irrigation and Power in Kozhikode and for Transport and Communications in Quilon district and the lowest for Social Services and Community Development Schemes in both the districts.

3.6. Among the agricultural schemes, plant protection and minor irrigation projects in Quilon and Agriculture and Soil Conservation Programmes in Kozhikode have larger share of development fund per functionary. In Social Services, Public Health Engineering in Kozhikode and Harijan Welfare in Quilon have the pride of place in the allotment of development funds per functionary.

3.7. It has been observed that 107 schemes in Kozhikode and 69 in Quilon have reported various levels of under-utilisation of development funds provided in the budget. Details of the same under the main heads are given below—

TABLE 5
*Under-utilisation of Development Funds by individual schemes
(1967-68)*

Subject	Kozhikode			Quilon		
	Total with development funds	% with full-utilisation	% with under-utilisation	Total with development funds	% with full-utilisation	% with under-utilisation
1	2	3	4	5	6	7
A. Agriculture and allied services.	79	21 (26.6)	58 (73.4)	68	38 (55.9)	30 (41.1)
B. Community Development.	10	7 (70.0)	3 (30.0)	36	29 (80.6)	7 (19.4)
C. Irrigation and Power	12	Nil	12 (100.0)	5	3 (60.0)	2 (40.0)
D. Industry	8	3 (37.5)	5 (62.5)	33	13 (39.4)	20 (60.6)
E. Transport and Communications.	9	2 (22.2)	7 (77.8)	5	3 (60.0)	2 (40.0)
F. Social Services ..	33	11 (33.3)	22 (66.7)	21	13 (61.9)	8 (38.1)
Total ..	151	44 (29.1)	107 (70.9)	168	99 (58.9)	69 (41.0)

On the whole 29 per cent of the schemes with development funds in Kozhikode and 59 per cent in Quilon have reported full utilisation of budget allocations. The remaining schemes in both districts have indicated under-utilisation of funds. In Kozhikode, of the 12 Irrigation and Power Schemes reporting development content in their funds, none could indicate that all the allotments have been fully utilised. In Quilon the largest proportion of schemes with under-utilisation of funds are from the major head industry (about 61 per cent), followed by Agriculture with (41 per cent). The least number of schemes reporting under-utilisation of funds in Kozhikode district are under the C.D. programme while the same is so in the case of Irrigation and Power and Transport and Communications in Quilon.

3.8. For purposes of this analysis schemes with under-utilisation have been classified into four groups, as given below:—

TABLE 6

*Percentage of Under-utilisation in schemes with Underutilisation
(1967-68)*

Major heads	Kozhikode					Quilon				
	No. of schemes with % under-utilisation					No. of schemes with % under-utilisation				
	Total	Less than 5%	5 to 15	15 to 25	25 & above	Total	Less than 5%	5 to 15	15 to 25	25 & above
1	2	3	4	5	6	7	8	9	10	11
Agriculture and allied services	58	8	11	8	31	30	3	8	4	15
	(13.8)	(19.0)	(13.8)	(53.4)		(10.0)	(26.7)	(13.3)	(50.0)	
Community Development	3	—	—	2	1	7	1	2	1	3
	(—)	(—)	(66.7)	(33.3)		(14.3)	(28.6)	(14.3)	(42.8)	
Irrigation & Power	12	—	2	1	9	2	—	1	—	1
			(16.7)	(8.3)	(75.0)			(50.0)	(—)	(50.0)
Industry	5	—	—	1	4	20	1	1	1	17
				(20.0)	(80.0)		(5.0)	(5.0)	(5.0)	(85.0)
Transport and Communications	7	2	2	1	2	2	—	1	—	1
	(28.6)	(28.6)	(14.3)	(28.5)				(50.0)		(50.0)
Social Services	22	2	7	3	10	8	5	2	—	1
	(9.1)	(31.8)	(13.6)	(45.5)		(62.5)	(25.0)			(12.5)
Total	107	12	22	16	57	69	10	15	6	3
	(11.2)	(20.6)	(14.9)	(53.3)		(14.5)	(21.7)	(8.7)	(55.1)	

The largest number reporting under-utilisation of funds to the extent of 25 per cent and above, covered 53 per cent of schemes reporting this phenomenon under agricultural and allied heads in Kozhikode and 85 per cent under the industrial schemes in Quilon. This level of under utilisation has been reported for schemes under Industry, Irrigation and Power, Agriculture and Social Services in Kozhikode and schemes in Industry and Agriculture in Quilon district. On the whole, Agriculture is the one head under which the largest number of schemes with under-utilisation has been located in both the districts.

3.9. In the case of agricultural schemes, the main reasons mentioned for under-utilization are administrative delays and abolition of schemes like the Intensive Manure scheme, Coconut scheme etc. in Kozhikode and administrative delays and delay in completing works by the contractors and cultivators in the case of soil conservation in Quilon. For minor irrigation schemes, in both the districts, the main constraint was delay in getting them completed in time by contractors.

3.10. The most important reasons mentioned for not utilising all the funds earmarked for various industrial schemes are delay in getting the subsequent allotments (after the first allotment), delay in getting suitable persons for training programmes, delay in purchase of machines, raw materials, etc. in Quilon. Under-spending in the case of Irrigation and Power schemes is mainly due to the delay in the completion of the works in Quilon while late receipt of sanction of projects have caused delay at Kozhikode. In Transport and Communications, the main causes for this phenomenon are the non-availability of contractors for small schemes under roads and buildings in Kozhikode and delay in the completion of work in Quilon. More or less similar reasons have been cited for under-utilisation of funds earmarked for schemes in other departments like public health, Harijan welfare etc.

4.1. *Block Picture*—Tanur stage II block in Kozhikode I.A.A.P. district and Karunagapally post-stage II block in Quilon district, have been selected for this study. Tanur covers 8 villages with an area of 30950 acres (30750 cultivated) and a population of 126967. Karunagapally is composed of 5 villages with a total area of 22351 acres (17150 cultivated) and a population of 111496. The main crops raised in both the blocks are paddy and coconut; minor crops like arecanut, tapioca, banana etc. are also grown. Agriculture is the mainstay of the people with coir weaving as a good subsidiary occupation.

4.2. Tanur was started as an N.E.S. Block in October, 1959 and converted to stage II in October, 1966. Karunagapally was initiated as stage I.N.E.S. Block in April, 1956 and entered post-Stage II period from April, 1967. The existing pattern of staffing in these blocks may be seen from the table given below :

TABLE 7
Distribution of Block Staff by jurisdiction
(1967-68)

Blocks	Officers with jurisdiction over		Total
	Block	Group of villages or one village	
1	2	3	4
1. Karunagapally Post Stage II Block, Quilon	13 (25.0)	39 (75.0)	52
2. Tanur Stage II Block, Kozhikode I.A.A.P. Dist.	23 (35.9)	41 (64.1)	64

In both the blocks, 6 departments have been covered and they are identical. Tanur block has proportionately more officers with jurisdiction covering the entire block than in the post-stage II block. They are the Agricultural Extension Officer (one extra for I.A.A.P.), Extension Officer (Industries), Mukhya Sevika, Health Inspector and Linesman and helpers of the Electricity Department. The remaining personnel of 75 per cent in Karunagapally and 64 per cent in Tanur have one or a group of villages as their beat.

4.3. In each of the blocks there is one officer per 2000 population which is much below the district average. Evidently, it will not be reasonable to surmise that the programmes put through in these blocks are staff-oriented. In 1967-68, though there was a provision of Rs. 56,487 under C. D. in the post-stage II block, it had no development content while at Tanur out of Rs. 65,548, about 79 per cent was earmarked for development expenditure. This proportion to the funds received from the Agriculture Department was about 76 per cent in Karunagapally and 93 per cent in Tanur. Some amount of under-utilisation of funds received from various sources have also been noticed. For example, 4 per cent under-utilisation of C. D. funds has been reported from Tanur. Again in Tanur, 46 per cent of under-utilisation has been observed in the funds (Rs. 12,000) earmarked from Health Department, the reasons being non-completion of construction works. About 5.4 per cent of the funds made available (Rs. 15,000) at Karunagapally could not be utilised for construction of houses for scheduled castes as the amount spent was adequate for the purpose.

4.4. When Karunagapally block entered the post-stage II period, changes in the staffing pattern did take place. Though there has been very little change in the total number of personnel working during the stage I and the post-stage II period in this block, appreciable difference in the pattern of staffing became visible. The reduction in the number of V. L.Ws. from 10 to 5, the abolition of the post of Mukhya Sevika, the withdrawal of the Extension officer for Animal Husbandry, the abolition of the post of the Junior Engineer and replacing him by an Overseer in the Panchayat Department to look after construction works, the withdrawal of Extension Officer (Industries) etc. are the main changes from the earlier set-up. The present staffing pattern indicates that the majority of personnel working in the area belong to the Agriculture Department. Under the comprehensive spraying scheme, this department has posted six spraying supervisors who move from village to village to attend to P. P. Measures. There are also four fieldsmen of the same department who contact the cultivators and assess their requirements of fertilisers, pesticides, etc. and obtain supplies. Unlike the Gram Sevaks, they have no specific area of operation. More or less they duplicate the work of the Gram Sevaks and, therefore, integration and rationalisation in this respect is called for.

5.1. *Coordination, Overlapping and Rationalisation*—Coordination within the department and between different departments is a *sine qua non* to successful implementation of all development plans. To some extent coordination between the various development Offices at the district level is affected by the Collector in his capacity as the chairman of the District Development Council. Though he is directly responsible only for the administration of community development programme, as chairman of the D.D.C. he watches the activities of other development departments also. Being an advisory body, the D.D.C. can only make recommendations to the Government which may not be binding

However, the Collector can, in the light of the recommendations of the Council, initiate action on any matter concerning the development departments. Of all the district level officers, the Collector's control over the District Agricultural Officer is more effective. Since 1963, the D.A.O. has been made Personal Assistant to the Collector in so far as the implementation of district agricultural plans are concerned. But it may be noted that the Collector has no power to sanction any budget allotment or agricultural scheme, both of which are the powers of the Director of Agriculture.

5.2. Thus, the coordination exercised by the Collector is not very effective and it has been noted that even the coordination between the Agriculture and Community Development Departments is not very close. For example, in Quilon, at the village level there are 127 fieldmen, grade I & II etc. belonging to the Agriculture Department working side by side 182 Gram Sevaks. The V. L. Ws. have well defined area of operation while the fieldmen etc. work in the entire district. The need for better work plan at this level is very much felt; if necessary, they may be pooled and their area of operation defined. This is more or less so in Kozhikode also. Again from Kozhikode, it has been reported that land acquisition for different schemes by the Revenue Department was another bottleneck for the initiation of many of the development projects. Normally, under the Kerala State Land Acquisition rules, it takes about 2 years for completing the process but this can be cut short considerably if coordination between Revenue Department and the Engineering Department can by advance action, expedite acquisition.

5.3. (a) Another instance of lack of coordination cited from Kozhikode is between the P.W.D. and other Development Departments. It is a very vital issue as they are in charge of all construction work. At present, much depends on the relationship between the P.W.D. and other departmental heads.

(b) From Quilon, it has been indicated that till 1963-64 the construction of hospitals, E.S.I. dispensaries and water supply schemes were the charge of Public Health Engineering department. Since then, the charge of constructing hospitals has been transferred to P.W.D. but the staff of the Public Health Engineering Department remained the same without much work. On the other hand, the P.W.D. has excess load of work which can be relieved only by rationalisation of work-load. For example, the Public Health Engineering division of Quilon has a load of construction work of Rs. 15—20 lakhs while the P.W.D. has about Rs. 70 lakhs.

5.4. There are also constant complaints against the Electricity Department. Shortage of staff and materials, concentration of power at the top level and heavy work load are cited as causing inordinate delay in giving connections. Filling of existing vacancies, proportionate increase in staff and release of technical officers from routine administrative and accounts work may improve matters. From Quilon it has been indicated that the District Agricultural Officer and the Executive Engineer (Electricity) seldom meet and there is very little coordination between the two.

5.5. The District Industries Officer is in charge of all industrial cooperatives including handloom and coir cooperatives, not covered under khadi and village industries programmes. But, he is unaware of the establishment or the licensing of major industries or the setting up of small scale units. Naturally, he is not in a position to assess the growth of industries in the district nor is he

able to prepare a plan covering the entire industrial sector. In short, he is mainly concerned with the routing of government finance to industrial co-operative and their inspection and supervision.

5.6. In both the districts the District Medical Officers find it difficult to look into all the responsibilities and duties entrusted to them. In Quilon for example, the D.M.O. does not find adequate time to look into public health aspects of his duties as well as family planning. Though there is the A.D.M.O. to assist him, he is also overburdened with administrative and technical duties. It is, therefore, suggested that a post of District Health Officer who will also be in-charge of family planning should be created and the A.D.M.O's post abolished.

5.7. Overlapping to any appreciable extent has not been found between various departments as each function within its own allotted sphere. Still in the case of a few departments in Kozhikode as well as in Quilon, some amount of overlapping could be located. For example: (i) The functioning of the Gram Sevaks of the development departments and the fieldmen and sprayers of the Agriculture Department may appear to be overlapping but on closer observation it emerges as a question of coordination. (ii) In the functioning of the Co-operative Department staff and the staff in-charge of industrial cooperatives, some overlapping can be located in the area of operation. This could easily be avoided by bifurcating the jurisdiction of the functionaries, according to the number of societies. (iii) In Kozhikode, it has also been indicated that housing schemes operated by the District Collector, Co-operative, Fisheries and the Harijan Welfare Departments do possess some elements of overlapping. Generally, it can be stressed, that the programmes operated by them are somewhat different in nature, beneficiaries, requirements of technical supervision and source of finance. Any attempt to bring these under one agency may cause further delays and additional expenditure. But, for speedy implementation and avoiding any overlapping, the Collector may be made responsible for coordination of the programme at the district level. (iv) Another area where some amount of overlapping has been indicated from Kozhikode is the disbursement of industrial loans and grants by District Industries Officer, the Khadi and Village Industries Officer and the Rural Industries Officer.

5.8. It has been observed that in Kozhikode, there has been some divergence between the actual and prescribed functions in respect of some of the functionaries in various departments. For example, during May, 1967 for a couple of weeks, the Extension Officers and the Gram Sevaks have been engaged in checking and verifying of ration cards which, according to them, was not their duty. They also spent 7 to 10 days for collecting subscriptions to State loans. The Engineering Department also complained that the District Collector induced them to stimulate collection to State Development Loans. They feel it embarrassing to compel contractors to subscribe to the loans. The Asstt. Director and Inspectors of Fisheries also spend considerable time in contacting the Revenue Department for expediting the land acquisition, and P.W.D. or Block Officers for arranging construction work, at the expense of their normal duties.

5.9. On the whole, it may be observed that overlapping or divergence between actual and prescribed duties is not a serious problem whereas lack of proper coordination between and within some departments is a more serious problem.

APPENDIX 'A'

*Departments/Offices covered in the districts**State—Kerala**Year—1967-68*

District Kozhikode	District Quilon
1	2

Agriculture & Allied Services

- | | |
|-------------------------------------|-------------------------------------|
| 1. Agriculture | 1. Agriculture |
| 2. Plant Protection | 2. Plant Protection. |
| 3. Soil Conservation & Reclamation. | 3. Soil Conservation & Reclamation. |
| 4. Minor Irrigation. | 4. Minor Irrigation. |
| 5. Animal Husbandry. | 5. Animal Husbandry. |
| 6. Dairy. | 6. District Cooperative Office. |
| 7. Fisheries. | |
| 8. District Cooperative Office. | |
| 9. Kozhikode Forest Division. | |
| 10. Nilamber Forest Division. | |

Community Development

- | | |
|---------------------------|---------------------------|
| 1. Community Development. | 1. Community Development. |
| 2. Panchayat. | 2. Panchayat. |

Irrigation and Power

- | | |
|------------------------------------|------------------------------------|
| 1. Irrigation (PWD). | 1. Kerala State Electricity Board. |
| 2. Kerala State Electricity Board. | |

Industries

- | | |
|--|--|
| 1. Industries Office. | 1. Industries Office. |
| 2. Rural Industries and All India Industries Boards. | 2. Rural Industries and All India Industries Boards. |

Transport and Communication

- | | |
|-----------------------------|-------------------------------|
| 1. Roads & Buildings (PWD). | 1. Roads and Buildings (PWD). |
| 2. Local Building Division. | |
| 3. Soil Construction. | |

Social Services

- | | |
|---|---|
| 1. Education. | 1. Education |
| 2. Medical & Health Services and Family Planning. | 2. Medical and Health Services and Family Planning. |
| 3. Public Health & Engineering. | 3. Public Health & Engineering. |
| 4. Harijan Welfare. | 4. Harijan Welfare. |

Total—23

No. common—16

Total—16

APPENDIX 'B'
Organisational Chart of Development Staff in Selected Districts

State—Kerala
Year—1967-68

District & Headquarter Office		Block and Lower level	
Designation	Number	Designation	Number
	Kozhi- kode	Quilon	
	2	3	4
	5	6	
1			
<i>Agriculture & Allied Services</i>			
1. <i>Agriculture—</i>			
Dy. Director of Agri.
District Agr. Officer
Additional Distt. Agr. Officer
Subject Matter Specialist
Asstt. Registrar (Coop. Societies)
Technical Assistant
P.P. Assistant
Marketing Assistant
P. P. Asstt. (Entomology)
P.P. Asstt. (Micology)
Ag. Asstt. (M)
Ag. Asstt. (C.A.P.)
Chemist
Areca nut Development Asstt.
Resident Asstt. (Cashew)
1st Grade F.M. (Tech. Asstt.)
2nd Grade F.M.
2nd Grade (S.M.T.)
Lab. Assistant
Extension Officer
A.A. Quilon (Quilon Town)
A.A.'s Incharge of Seed Farms
Seed Farms Assistant
Agr. Assistant
Extension Officer (Coop.)
1st Gr. F.M. (Technical Asstt.)
1st Gr. F.M.
2nd Gr. F.M.
2nd Gr. (S.D.)
2nd Gr. (C.A.P.)
V.L.W.
Fieldmen
Demonstration Maistry
P.P. Maistry

Cinema Operators ..	1	2
Maisteries ..	—	3
Attender ..	—	1
	10	21
2. Soil Conservation—		
Distt. Soil Conservation Officer ..	1	1
Soil Conservation Asstt. ..	2	2
Overseer ..	4	4
1st Grade Draftsmen ..	1	1
Surveyors ..	4	4
11nd Grade Draftsmen ..	4	4
Work Supdt. ..	14	14
Tracer ..	1	1
Lascars ..	—	9
	34	40
3. Minor Irrigation—		
Executive Engineer ..	1	1
Assistant Engineer ..	4	4
Junior Engineer ..	15	16
Head Draftsman ..	1	—
1st Grade Draftsman ..	11	17
2nd Grade Draftsman ..	8	8
Tracer ..	1	1
Blue Printer ..	1	—
	42	47

APPENDIX 'B'—*contd.*

1	2	3	3	5	6
4. Animal Husbandry—					
Distt. Veterinary Officer	..	1	1	Veterinary Surgeons	13
Tech. Asstt.	..	1	1	Key Village Officers	1
Veterinary Surgeons	2	—	Extn. Officers for A.B.	—
Marketing Asstt.	..	—	1	Livestock Assistant	58
Poultry Officer	..	1	1	..	..
Lab. Assistant	..	1	—	..	..
Livestock Asstt.	..	17	—	..	..
Poultry Assistant	..	1	2	..	..
Milk Recorder	..	—	6	..	..
Store Keeper	..	1	—	..	..
	..	25	12	72	118
5. Dairy—					
Assistant Director	..	1	—	..	..
Dairy Extension Officer	..	1	—	..	..
Dairy Engineer	..	1	—	..	..
Senior Coop. Inspector	..	1	—	..	..
Dairy Chemist	..	1	—	..	..
Dairy Extension Assistant	..	1	—	..	..
Junior Cooperative Inspector	..	2	—	..	..
	..	8	—	..	..

6. Fisheries—

Asstt. Director of Fisheries	..	1	—	Petty Yard, Officers	..	12	—
Inspector of Fisheries	..	1	—				
Sub-Inspector of Fisheries	..	5	—				
Section Sub-Inspector	..	1	—				
Sub-Inspector ..	..	1	—				
Sub-Inspector (Mechanisation)	..	1	—				
Guide Light Mechanic	..	1	—				
Statistical Investigator	..	1	—				
		12	—				

7. Cooperation—

Deputy Registrar Coop. Societies	..	1	1	Adm. Inspectors	..	2	—
Asstt. Registrar Coop. Societies	..	3	2	Junior Inspector	..	2	—
Senior Inspector ..	..	2	—	V.L.W.	..	1	—
Administrative Inspector	..	1	—				
Inspectors (Senior & Junior)	..	—	30				
Junior Inspector (Coop.)	..	2	—				
Liquidation Inspector	..	1	—				
		10	33			5	—

8. Forest Division—

Dy. Conservator of Forest	..	1	—	Rangers	..	19	—
Divisional Forest Officers	..	1	—	Dy. Rangers Gr. I	..	3	—
Asstt. Conservator of Forests	..	1	—	Dy. Rangers	..	4	—
Surveyor ..	..	2	—	Foresters	..	55	—
Pharmacist	..	2	—	Forest Guards (1st & 2nd Grade)	..	79	—
L.D. Draftsman	..	2	—				
		9	—			160	—

APPENDIX 'B'—*contd.*

1	2	3	4	5	6
<i>Community Development</i>					
9. <i>Community Development—</i>					
	B.D.O's.	..	..	..	17
	Extension Officer (A.H.)	..	..	..	23
	Junior Engineer	..	..	..	21
	Extension Officer (AGs.)	..	..	..	23
	Panchayat Extension Officer	..	..	..	23
	Extension Officer (Industries)	..	..	..	17
	Extension Officer (Coop.)	..	..	..	23
	Extension Officer (Fisheries)	..	..	..	23
	Overseer	..	..	..	1
	Junior Statistical Inspector	..	..	..	23
	Mukhya Sevika (120—230)	..	..	..	21
	Mukhya Sevika (110—200)	..	..	..	17
	Gram Sevika Gr. I	..	..	..	115
	Livestock Assistant	..	..	..	16
	Work Supdt.	..	..	..	9
	Gram Sevika Gr. II	..	..	..	105
	Gram Sevika	..	..	..	32
					40
					475
					343
10. <i>Panchayat—</i>					
District Panchayat Officer	Panchayat Extension Officer Gr. I	..	..	..	10
	Panchayat Extension Officer Gr. II	..	..	..	13
	Panchayat Executive Officer (Gr. I, II & III)	..	..	..	145
	Overseer	..	..	..	—
					17
					168
					132

Social Services

1. Education—

Distt. Education Officer	1	1
Assistant Education Officer	7	5
Educational Extension Officer	1	1
Librarian	1	—
	10	7

2. Medical & Health Services—

Civil Surgeon-Distt. Medical Officer	1	1	Asstt. Surgeons	23
Distt. F.P. Medical Officer (Civil Srg. Gr. I)	1	—	Asstt. Surgeons (F.P.)	27
Civil Surgeon Gr. II	2	—	Asstt. Surgeons (F.P. Medical)	36
Distt. F.P. Medical Officer (Civil Srg. Gr. II)	—	1	Food Inspector	6
Asstt. Medical Officer of Health	—	1	Public Health Nurse/Health Visitor	23
Biologist	1	—	Nurses/ANMS	92
Distt. Public Health Nurse (200—400)	2	1	Health Inspector	23
Mass Education & Information Officer	1	1	Block Extension Educator	23
Distt. Extn. Educator (190—300)	3	—	F.P. Health Assistant	23
Health Supervisor	4	—	Pharmacist	112
Distt. Extn. Educator (F.P.) (150—250)	—	2	A.N. Midwife (F.P.)	23
Nurses/A.N.Ms.	3	—	A.M. Midwife (H.S.)	54
Malaria Inspector	2	—	Lab. Technician	36
Welfare workers	2	—	Health Assistant	23
Distt. Public Health Nurse (80—120)	1	1	Health Assistant (F.P.)	57
Health Inspector	—	6	Basic Health worker	98
Nursing Asstt.	2	—	Field worker	170
			Extn. Educator	54
			Nursing Asstt.	17
			Nurse/mid-wife (F.P.)	18
			Field worker	188
			Basic Health worker	2
			Health Assistants (40—120)	129
				94

APPENDIX 'B'—*contd.*

1	2	3	4	5	6
3. Public Health Engineering—					
Executive Engineer	1	1	Junior Engineer ..	11 12
Assistant Engineer	4	4	V.D. Draftsman ..	.. 4
Head Draftsman	1	—	..	..
V.D. Draftsman	7	4	..	..
Boiler Mechanic	1	—	..	..
L.D. Draftsman	12	5	..	..
Borewell Foremen	1	—	..	..
Store Keeper	—	1	..	..
Tracer	2	1	..	..
		29	16		11 16
4. Harijan Welfare—					
District Welfare Officer	1	1	Teluk Welfare Inspector ..	6 6
Industrial Supervisor	1	1	Welfare Officer ..	1 —
Craftsman	1	—	Centre Supervisors ..	3 7
				Instructors ..	11 21
				Welfare worker-cum-teacher	.. 2
				Midwife ..	.. 1
		3	2		21 37

STUDY OF DEVELOPMENT STAFF, MADHYA PRADESH

1.1. *Background*—Madhya Pradesh spread over 443.5 thousand Sq. Kms. is the largest State in India. As per 1961 census with a population of 323 lakhs, it ranks seventh in the Union. The present state of Madhya Pradesh was set up in 1956 as a result of reorganisation of States. There are five regions in the State namely, Madhya Bharat, Vindhya Pradesh, Bhopal, Sironj Sub-division of Kota district of Rajasthan and the Mahakoshal region. Agriculture is the main occupation of the population. A high percentage of population of Scheduled Castes, Scheduled Tribes and back-ward classes is found in the State. About two fifth of the total area is covered under forests wherein 25 per cent of the forest area is unproductive and devoid of vegetation.

1.2. Out of 43 districts of the State, the Development staff study was conducted in 4 districts namely, Bilaspur, Jabalpur, Sehore and Indore. All these districts have their importance in the State, being the head quarters of the Commissioner's divisions. Table 1 below indicates the position of the selected districts.

TABLE 1
Basic information in respect of the selected districts

Item	Bilaspur (IAAP)	Jabalpur	Sehore	Indore
1	2	3	4	5
1. Area (Sq. Km.)	20,145	10,007	9,294	3,831
2. Rank in the State (in respect of Area)	4	17	21	42
3. Population in '000 (1961 census)	2,022	1,274	755	754
4. Rank in the State (in respect of population)	1	4	15	16
5. No. of blocks by stages—				
Stage I	6	2	—	1
Stage II	14	7	1	1
Post Stage II	4	4	6	2
Total	24 (IAAP)	13	7	4

Bilaspur, the largest district in population is bounded by a chain of hills on three sides and Mahanadi and Sheonath rivers on the southern side. Hilly region of the district is covered with reserved and protected forests and, therefore, two forest divisions and one plantation division of the forest department are located there. About 36 per cent of the population are of Scheduled castes and tribes.

The tribal population is concentrated around the forest areas and as such they are mostly engaged on the rearing of silk cocoons. The district area is heavily infested with malaria and the Malaria Department has kept a large staff to check it. The I.A.A. Programme was launched in the year 1963-64 initially in 12 blocks and by 1965-66 all the 24 blocks were covered.

1.3. District Jabalpur is almost centrally situated in the State. The district is an important centre of education in the State and large number of educational institutions are located there. Besides having a number of Divisional Offices, the headquarters of State level offices such as Electricity Board, High Court etc. are located here. The forest area in the district grows the famous Tendu plant, the leaves of which are used for bidi-making. Bidi-making is an important occupation which provides employment to a large number of people. The district has 4 tehsils and around Katni tehsil lime-stone is found in abundance where a good number of lime factories have sprung up. Recently an industrial estate has also been set up at Jabalpur, manufacturing diverse products.

1.4. Sehore is one of the two districts of erstwhile Bhopal State. The land is mostly covered with fertile black soil which is suitable for growing food crops. Caste system is deeply rooted in the villages. About 4 per cent of the population is Scheduled Tribes. About one sixth of the district area is covered by forest mainly consisting of teak and bamboo trees and a good number of staff is posted in the divisional forest office. The abounding forests are rich in tendu leaves used for bidi-making. Since the princely days, the seat of the District Collector had been at Sehore. All the large and small scale industries are concentrated at Bhopal except a sugar mill at Sehore.

1.5. Indore is one of the smallest districts in area in the State. Earlier it formed a part of erstwhile union of Madhya Bharat, and became a part of the present State on its re-organisation in 1956. By the fact that Indore being the largest town in the State and centrally situated in respect of communications having good railways link, it has become an important centre of trade & commerce for Central India. The district town has 8 textile mills, a number of sugar and oil mills, soap works, plastic goods and a large number of manufacturing concerns such as electrical goods, hosiery etc. Being a stronghold of labour movement and highly industrialised, it has a great potential of employment of labour.

2.1. *Organisational Structure*—The Development staff study is confined to the technical staff of the development departments. A number of development departments at the district have been listed for the study. The departments listed are 23 in Bilaspur, 28 in Jabalpur, and Sehore and Indore each having 22. Before discussing the pattern of departmental staff in the districts some special and important features of the State which have a vital bearing on the structure of development staff may be dealt with. In the first place Madhya Pradesh has not yet introduced the Panchayati Raj set up and the constitution of Zila Parishads and Panchayat Samitis under the District Council Act has yet to take place. So the pattern of development work is different from other States.

2.2. The State has abolished the post of Block Development Officer from 31st December, 1965. With the exit of BDO in the Block, the Collector, Sub-divisional Officer and the Tehsildar have once again assumed the pivotal place from 1966 and the district development departments have now to seek their assistance for implementation of development programmes. The block extension officers are working under the supervision and control of their concerned district officers. The village level worker is no longer the employee of the Development Department and his services have been transferred to Agriculture Department since July, 1967. He does only agricultural work under the control of Agriculture Extension Officer and the Deputy Director of Agriculture. With the transfer of VLWs to the Agriculture Department, there is no worker at the village level for Veterinary, Industries, Public Health departments etc. The jeeps were withdrawn from the blocks and given to the district pool and the posts of peons in the blocks were also abolished. From April, 1968 all the block offices have been shifted to Tehsil Headquarters and put under the charge of a Deputy Collector. To help him in development work an additional Tehsildar has been posted in each combined block office. The Deputy Collector and the Additional Tehsildar are mostly engaged on paper work regarding development. The Sub-Divisional Officers are overburdened with revenue work and hardly find time to look after the working of the blocks. At the block-level there is none to supervise and guide the work of extension officers. Block Development Officer who acted as a team leader and coordinated the work of different block extension officers is no longer there. The District level officers find it difficult to make frequent visits to the blocks and cannot do any effective supervision. In the block building one or two extension officers sit who are generally not present. They are either on tour or at the district headquarters and their tour programmes are known to their district officers. The situation has deteriorated to such an extent that villagers have formed an impression that block development schemes have been abandoned. The State Governments are still reporting on development work in blocks when they are not functioning effectively. The villagers are facing lot of difficulties in getting their demands for seeds, fertilisers and taccavi loans. They are now required to go to several offices at the district to get their things done.

2.3. Another feature of Madhya Pradesh is the existence of Janpad Sabha in the tehsils. This is a sort of Taluka Board which is confined only to 17 districts of old Central Provinces of Mahakoshal Region and is supposed to be engaged on development activities in the tehsil. The Deputy Collector of the tehsil is the Ex-officio Executive Officer. Janpad has been listed as a development department in tehsils of the two selected districts namely, Bilaspur and Jabalpur. In each tehsil, the staff constitutes of a few overseers, inspectors, etc. who are generally engaged on the maintenance of Ghats, repair of old school buildings and roads. They have their income from few taxes such as, ferry service, collection of cattle pond fees etc. In practice, they are doing little development work. All the Janpad Sabhas have now been superseded.

2.4. The sanctioned strength of staff of each department classified under the six subject heads was collected and is presented below in table 2.

TABLE 2

Number of District level offices and their Staff strength in the four selected districts

Subject/Head	Year 1967-68							
	Bilaspur		Jabalpur		Sehore		Indore	
	No. of district level offices	Total Development staff	No. of district level offices	Total Development staff	No. of district level offices	Total Development staff	No. of district level offices	Total Development staff
1	2	3	4	5	6	7	8	9
A. Agriculture and allied ..	10	1002	8	470	10	798	7	346
B. Community Development ..	2	252	5	144	2	39	3	37
C. Irrigation and Power ..	1	66	3	145	2	87	3	175
D. Industry ..	2	49	1	31	2	10	3	90
E. Transport and Communication	2	96	3	94	1	47	2	77
F. Social Services	7	762	8	329	5	161	7	385
Total ..	24	2,227	28	1,213	22	1,142	25	1,110

With the dissolution of integrated block set up the development of agriculture at the district level has been brought under the control of Deputy Director, Agriculture, who is assisted by two to three Assistant Directors, besides the Agriculture Extension Officer and the gram sevaks. Deputy Director has the charge of not only agricultural activities but also of soil conservation, horticulture, plant protection and supervision of government farms. Agriculture and forest departments under 'Agriculture and Allied' had larger component of staff in Bilaspur. Similarly, Community Development and Social services also accounted for larger number of staff in this district. The total Development staff in Bilaspur district is almost twice compared with other three districts, which is mainly due to its being a much larger district both in terms of area and population. Sehore is more important for animal husbandry programme and 3 out of 7 blocks are under the key village scheme. Besides, intensive cattle development programme is also in operation in Sehore. A large number of staff under this programme is posted in this district. The development offices covered under the study are listed for different subject heads and the same is presented in Appendix A.

2.5. An attempt to find out the comparative spread of sanctioned staff of various departments under the heads agriculture and allied, community development and social services is presented in Appendix B. The organisational chart for the 4 districts presents details about the number of each category of staff and also indicating their operational jurisdiction over the district and the development block and the lower level.

2.6. *Over-staffing/under-staffing*—The heads of the departments were asked to comment upon the shortages and adequacy of the staff. It is interesting to note that a few departments like PWD (B & R and Irrigation), Electricity, Housing in Indore district and Public Health Engineering and PWD (B & R) in Jabalpur reported over-staffing. In the office of the Executive Engineer PWD, Jabalpur it was expressed that there was hardly enough work for the technical staff and many of them were kept busy with ministerial type of work. On the other hand many officers mentioned shortage of staff. The Panchayat and social welfare, Industries and Cooperative departments in Indore and Agriculture and Education departments in Bilaspur reported shortage of staff.

2.7. *Staff strength in various pay groups*—The staff according to the status based on pay scales and the jurisdiction was analysed and their distribution in the consolidated form for all the 4 districts is presented below. The staff has been categorised into 4 pay-groups and comparative distribution examined.

TABLE 3

Distribution of Development staff according to pay groups and their percentage to total

Year 1967-68

Pay groups	Bilaspur		Jabalpur		Sehore		Indore	
	No. of officer	%age to total	No. of officer	%age to total	No. of officer	%age to total	No. of officer	%age to total
1	2	3	4	5	6	7	8	9
Group I (Rs. 500—1100)	11	0.5	13	1.1	7	0.6	12	1.1
Group II (Rs. 300—850)	83	3.7	64	5.3	56	4.9	77	6.9
Group III (Rs. 150—450)	1,133	50.9	714	58.8	411	36.0	751	67.7
Group IV (Rs. 55—150)	1,000	44.9	422	34.8	668	58.5	270	24.3
Total	2,227	100.0	1,213	100.0	1,142	100.0	1,110	100.0

The number of officers in pay group I is the highest in Jabalpur among the 4 districts whereas in pay groups II Bilaspur leads. Another noticeable point is that pay group III has the maximum number of staff in all the districts except Sehore where the number is highest in pay group IV.

2.8 Jurisdiction of Development Staff—One of the important objectives of the study was to find out the spread of the volume of staff at various levels, district, tehsil, block and village. The table below gives the jurisdiction of total staff in the four districts studied.

TABLE 4
Jurisdiction of the Development Staff

Year 1967-68

Jurisdiction	Bilaspur		Jabalpur		Sehore		Indore	
	No.	%age	No.	%age	No.	%age	No.	%age
1	2	3	4	5	6	7	8	9
More than District	4	0.1	6	0.5	17	1.5	61	5.5
District ..	76	3.4	316	26.1	55	4.8	279	25.1
Headquarters ..	78	3.5	47	3.9	24	2.1	45	4.1
More than Tehsil ..	29	1.3	3	0.2	7	0.6	31	2.8
Tehsil ..	109	4.9	54	4.5	22	2.0	124	11.2
Block ..	467	21.0	99	8.2	80	7.0	26	2.3
Village or group of villages ..	1,262	56.7	492	40.5	754	66.0	192	17.3
Institution/Centres/ Farms/ etc.	202	9.1	196	16.1	183	16.0	352	31.7
Total ..	2,227	100.0	1,213	100.0	1,142	100.0	1,110	100.0

Officers with district as their jurisdiction are more in Jabalpur and Indore than in other two districts. The higher percentage of development staff having jurisdiction over the entire district is mainly due to concentration of officials in the offices of Assistant Engineer, Agriculture, Assistant Registrar of Cooperatives in these two districts besides in the industries, public health and family planning and public health engineering departments in Indore and P.W.D. (irrigation) in Jabalpur district. It is found that 56.7 per cent of total staff in Bilaspur, 40.5 per cent in Jabalpur and 66.0 per cent in Sehore are at the village level. It is only in Indore district that the percentage is low i.e. 16.4 because this district is urbanised and has 4 blocks only. More than 70 per cent of the total functionaries extend their jurisdiction to the block and lower levels in Bilaspur and Sehore districts.

3.1. Budget and Expenditure—Total budget and development budget for each district, the number of schemes and development funds per functionary are given in table 5 below.

TABLE 5

Total Budget and Development budget in the four selected districts of Madhya Pradesh

Year 1967-68

Item	Bilaspur	Jabalpur	Sehore	Indore
1	2	3	4	5
Total Budget (Rs. in lakhs)	209.7	268.8	187.0	334.3
Development budget (Rs. in lakhs)	140.4	98.9	76.6	196.0
%age of development budget to total	67.1	36.8	55.9	58.6
Total No. of schemes	142	93	174	209
Development funds per scheme (Rs. in lakhs)	0.99	1.06	0.44	0.94
Number of functionaries	2,227	1,213	1,142	1,110
Development funds per functionary (Rs. in lakhs)	0.06	0.08	0.07	0.18
Development funds per 1000 population (Rs. in 000)	6.95	7.76	10.15	26.01

Detailed examination revealed that under the agriculture and social services heads more funds were allotted in all the four districts. It was also observed that the percentage of development funds to the total funds were of high order under agriculture, irrigation and power and transport and communication. Although Indore is the smallest district among the four yet it had the highest budget allotment of Rs. 334.3 lakhs during 1967-68. The development funds per functionary and per thousand population were much higher in district Indore compared with other districts.

3.2. *Under-utilisation of funds*—A further review of the department funds was made to know the extent of under-utilisation in various schemes. Table 6 presented here shows the total number of schemes and the schemes having under-utilisation alongwith the extent of under-utilisation.

TABLE 6

Under-utilisation of Development funds by individual scheme

Year 1967-68

Items	Bilaspur	Jabalpur	Sehore	Indore
1	2	3	4	5
1. No. of schemes	142	92	174	202
2. Percentage of schemes having development funds	71.13	81.52	51.15	70.79
3. Percentage of schemes having under-utilisation	25.74	44.00	40.45	39.16
4. Percentage of under-utilized schemes				
a. Less than 5 %	11.54	24.24	27.78	21.43
b. 5-15%	26.92	18.18	25.00	14.29
c. 15-25%	3.85	9.00	5.55	28.57
d. 25% and above	57.69	48.48	41.67	35.71

Detailed examination revealed that agriculture has the maximum number of schemes and a large number of them showing under-utilisation and that too of high order. There are 14 schemes in Bilaspur district, 9 in Jabalpur and 7 in Sehore where the extent of under-utilisation was more than 25 per cent. In Bilaspur the oil-seeds, plant protection, and contour bunding schemes had the maximum under-utilisation of funds. In Jabalpur district, the land development, installation of electric pump-sets, pesticides, artificial manures, improved seeds and agriculture engineering schemes accounted for higher percentage of under-utilisation. In Sehore, improved agriculture implements, rural works programme, godown loans and in Indore, Veterinary hospital plan, revitalization of primary societies, opening of marketing societies, capital outlay of forests mainly reported under-utilisation to a great extent. Under the Community Development budget, schemes like drinking water supply, condensed course for adult women in Jabalpur, loans to Panchayats, village study hostel, relief for fire accidents, building repairs, permanent exhibition etc. under the Mandal Panchayat budget reported high under-utilisation of funds.

3.3. The reasons accounted for the under-utilisation are various. In Jabalpur for plant protection scheme, the cultivators are not inclined to avail short term loans and make 50 per cent purchase in cash. In Sehore, under the agricultural improved implements scheme, the sanction of funds was received late and for rural works programme the schemes were dropped. The late sanction of budget for the schemes has been mentioned more frequently and this malady needs to be corrected for speedy execution of development programmes.

4.1. *Block picture*—In each of the four districts one Development Block was selected to know the staffing pattern and for review of development activities. Dhimerkhera Block in Jabalpur, Mhow in Indore, Berasia in Sehore and Pali in Bilaspur were studied. The blocks are running in different stages, Dhimerkhera and Pali are in Stage II, Mhow and Berasia are in Post Stage II. On the block budget of Dhimerkhera two posts, one of Overseer and the other of Progress Assistant are borne. All the extension officers irrespective of the stage of block are borne on the strength of their respective district level offices. It has been observed that the total C.D. budget for each block has been considerably reduced for 1967-68 as compared to 1966-67.

4.2. Noticeable change has occurred in case of works programme having received no allotment. The completed community works are gradually getting into state of disrepair. The block Overseer sits idle for most of the time except for the construction work of some Panchayat buildings and seed store. The development activities in the villages have slowed down considerably. The position in the 4 villages studied reveals limited development programmes undertaken in the last quarter. The distribution of hybrid maize seed was done in two villages, Kulhore and Pigdambar. Several functionaries such as, Assistant Registrar of Cooperatives, Cooperative Inspector, Agriculture Extension Officer, V.L.W., District Agriculture Officer, Assistant Engineer, Electricity and the Overseer paid visits to village Pigdambar while in other three villages two or three functionaries only had gone. It is stated that

visits are not paid for the promotion of development programme and the important programmes like Family Planning are neglected.

5.1. *Coordination, overlapping etc.*—The Collector is the chief executive authority of the district assisted by a Deputy Collector who is solely incharge of development work. Departments like agriculture, panchayat and social welfare, Harijan and Tribal Welfare and community development are directly under the Collector. The Collector is responsible for effecting coordination in the work of various district level Committees. He is so much occupied with the revenue work and maintenance of law and order that he hardly finds time to look after the development work. The Deputy Collector too is busy with office work and seldom visits the fields. The District Coordination Committee is headed by the Collector of the district who is entrusted with the work of coordinating the activities of different departments. All the district level officers attend the meetings to achieve coordination in the activities of different departments. Still there is much to be desired in achieving coordination.

5.2. As an illustration, the biggest problem of coordination exists between the department of agriculture, Registrar, Cooperative Societies and the District Cooperative Bank. The agricultural loans are disbursed by the Cooperative Bank but the authority to sanction loans is vested in the Agriculture Extension Officers and the Sub-Divisional officers. There is no coordination between Gram Sevak and the Samiti Sevak, an employee of the Cooperative Bank at the village level. Similarly, at block level there is little coordination between Agriculture Extension Officer and the officials of the Bank. It is very essential that close coordination between these three agencies is achieved at all the levels in order to have speedy disbursement of loans. Instead of each department disbursing the loan, all loans should be channelised through the Cooperative Department.

5.3. Certain schemes are run by several departments. Short-term and medium term loans for agriculture are advanced by the agriculture department and also by the cooperatives. The sale of seeds and pesticides is made by the agriculture department and also by the cooperative marketing societies. The fodder development scheme is taken up in isolation of each other by the agriculture department and the veterinary department. The latter does not have the full competence in the supply of financial assistance and improved seeds to cultivators. In the field of cattle improvements the maintenance and breeding of stud bulls is done both by panchayats and the Veterinary departments. The Panchayats have neither the means nor the knowledge about the breeding of pedigree bulls.

5.4. In Jabalpur district, Panchayat and Social Welfare Officer pointed out that Publicity Department also organised rural forum, film shows and run rural libraries etc. which are their functions. The work of boring and deepening of old wells and sinking of new wells for irrigation purposes are done by the agriculture engineering department whereas for drinking water purposes, the same type of function is performed by the public health engineering department. It is reported that the Public Health Engineering department in Indore has

seven surplus compressor machines and do not have enough work whereas the Agriculture Engineer is short of such essential equipment.

5.5. The education department feels that its work is being duplicated in the tribal areas by running separate schools for tribal communities. The tribal welfare department suffers from the absence of competent and trained staff and their supervision work is done by the Assistant Inspector of Schools.

5.6. In Jabalpur district it is reported that over-lapping exists in the case of Agriculture Engineer workshop where the earth moving machinery such as tractors, trucks, jeeps etc. are repaired. The similar type of vehicles are repaired in the workshop of P.W.D., Irrigation and Power departments and also in the workshop of M.P. State Roadways. So four workshops are located at Jabalpur doing the same type of work. Again the Agriculture Engineer, Jabalpur is fabricating agriculture implements such as iron ploughs, seed drills, cane crushers etc. Similar types of implements are manufactured in the workshop of Industries department.

5.7. At the district level, an Advisory Committee, a Coordination Committee and a number of sub-committees for specific development schemes such as, land improvement, irrigation development, Electricity and Food Committees exist. The people's representatives are included in the District Advisory Committee but it proves ineffective as it does not review the departmental works and execution of schemes.



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APPENDIX 'A'

List of Offices covered in the selected districts

State—Madhya Pradesh
Year—1967-68

Bilaspur district	Jabalpur district	Sehore district	Indore district
1	2	3	4
<i>Agriculture and Allied Services</i>			
1. Dy. Director, Agriculture Office ..	1. Dy. Director, Agriculture Office.	1. Dy. Director, Agr. Office. ..	1. Dy. Director, Agri. Office.
2. Asstt. Soil Conservation Office ..	2. Agriculture Engineer Office.	2. Asstt. Director, Agri. (Cane) ..	2. Asstt. Soil Conservation Office.
3. Asstt. Soil Conservation Office for 2 Tehsils.	3. Distt. Livestock Office.	3. Asstt. Soil Conservation Office.	3. Asstt. Engineer Agri. Office.
4. Distt. Livestock Officer's Office ..	4. Asstt. Director, Fisheries Office.	4. Distt. Livestock Officer's Office.	4. Distt. Livestock Office.
5. Asstt. Director of Fisheries Office ..	5. Poultry Project Office.	5. Asstt. Director, Key Village ..	5. Asstt. Fisheries Officer's Office.
6. Asstt. Registrar, Coop. Office. ..	6. Asstt. Registrar Coop. Office.	Sehore, Office.	6. Asstt. Registrar, Coop. Office.
7. Divisional Forest Officer's Office ..	7. Dy. Registrar (Pilot Project, Office ..	6. Dy. Director (Veterinary Service)	7. Divisional Forest Officer's Office.
8. Divisional Forest Officer's Office ..	Coop.)	Intensive cattle development	
9. Dy. Conservator of Forest, Office ..	8. Divisional Forest Office.	Project.	
10. Divisional Forest Officer's Office, Bilaspur.		7. Distt. Fisheries Office. ..	
		8. Poultry Project Office. ..	
		9. Asstt. Registrar Coop. Office.	
		10. Divisional Forest Officer's Office.	

APPENDIX 'A'—*contd.*

1	2	3	4
	<i>Community Development</i>		
1. District. Panchayat and Social Welfare Office.	1. Dy. Collector, incharge development. 1. Dy. Collector, incharge development.		
2. Jan Pad Sabha Office	2. Distt. Panchayat and Welfare Office.	2. Distt. Panchayat and Social Welfare Office.	2. Distt. Panchayat and Welfare Office.
	3. Jan Pad Sabha Office.		3. Mandal Panchayat Office.
	4. Distt. Supervisor (Small Saving) Office.		
	5. Office of Supdt., Distt. Women's Home's.		
	<i>Irrigation and Power</i>		
1. Executive Engineer Office, Irrigation Division, Bilaspur.	1. Executive Engineer Office, Bargi- Survey Division, I.	1. Asstt. Engineer (PWD) Irrigation Office.	1. Executive Engineer Office (Irrigation).
	2. Executive Engineer, Irrigation Division Office.	2. Asstt. Engineer, M. P. Electricity Board.	2. Divisional Engineer Office (Electricity Deptt.)
	3. Divisional Engineer, Electricity Board.		3. Divisional Engineer Office (Electricity).
	<i>Industry</i>		
1. Distt. Industries Office	1. Asstt. Director of Industries Office.	1. Asstt. Director of Industries Office.	1. Asstt. Director of Industries Office.
2. Development Office (Sericulture).		2. Khadi & Village Industries Office.	2. Khadi & Village Industries Office.
			3. Asstt. Director, Sericulture Office.
	<i>Transport and Communication</i>		
1. Executive Engineer Office (PWD) Construction Division.	1. Executive Engineer Office (PWD) (B&R) Division.	1. Executive Engineer Office (PWD) (B&R) Division I.	1. Executive Engineer Office PWD. (B&R) Division I.

2. Executive Engineer Office (PWD) 2. Executive Engineer Office (PWD)
Maintenance Division Jabalpur
3. Executive Engineer Office (P.W.D.)
Division II
2. Executive Engineer Office, Division II.

Social Services

1. Diatt. Education Office. 1. Diatt. Education Office. 1. Diatt. Education Office.
2. Civil Surgeon Office (Small Pox.). 2. Social Education Officer's Office. 2. Office of the Civil Surgeon, Diatt. Office.
3. Civil Surgeon Office (Public Health). 3. Civil Surgeon, Small Pox Office. 3. Malaria Unit Office (Public Health) 3. Executive Engineer (Public Health) Office.
4. Malaria Unit Office (Public Health). 4. Diatt. Family Planning/Public Health Office. 4. Asstt. Engineer Office (Public Health). 4. Diatt. Organiser Office (Tribal Welfare).
5. Executive Engineer Office (Public Health). 5. Malaria Eradication Programme Office. 5. Diatt. Organiser & Tribal Welfare Office. 5. Office of Secretary, Harijan Sewak Sangh.
6. Diatt. F.P. Office. 6. Executive Engineer Office (Public Health). 6. Executive Engineer Office (M.P. State Housing Deptt.).

APPENDIX 'B'

Organisational Chart of Development Staff in the selected districts

State—Madhya Pradesh
Year—1967-68

Designation	District and Headquarter Office					Block and lower level				
	Number					Designation				
	Bilaspur	Jabalpur	Sehore	Indore		Bilaspur	Jabalpur	Sehore	Indore	
1	2	3	4	5	6	7	8	9	10	
<i>Agriculture and Allied Service</i>										
1. Agriculture—										
Dy. Director, Agriculture ..	1	1	1	1	1	Agri. Extension Officer (Regular)	24	13	7	4
Asstt. Director Agriculture ..	2	1	2	1	1	Agri. Extension Officer (Addl.)	24	—	—	—
Asstt. Director Soil Conservation ..	—	2	—	—	—	Compost Inspector ..	—	—	—	2
Compost Inspector ..	—	—	2	—	—	Gram Sewak (VLW) (Regular)	290	150	92	44
Agri. Agronomist ..	—	—	1	—	—	Gram Sewak (VLW) (Addl.)	130	—	—	—
Agri. Asstt. (U. D. & L. D.) ..	4	10	2	—	—	Cotton Overseer ..	—	—	—	1
Agriculture Assistant ..	—	5	2	3	—	Demonstrator ..	—	—	7	—
Overseer ..	—	—	1	—	—	Farm Manager ..	—	—	—	2
Cotton Overseer ..	—	—	—	1	—	Demonstrator Kamdar G. I. & II.	110	—	—	—
Draftsman ..	—	2	—	3	—					
Demonstrator ..	—	—	—	—	—					
Fieldman ..	—	—	—	2	—					
	7	21	11	11			578	163	106	5
<i>2. Cane Development—</i>										
Asstt. Director of Agriculture (Cane)	—	—	1	—	—	Agriculture Assistant	—	—	5	—
						Cane Demonstrator	—	—	32	—
						Supervisor	—	—	2	—
							—	—	—	39

3. Soil Conservation—

Asstt. Soil Conservation Officer.	..	2	—	2	1	Agr. culture Assistant	..	10	—	—	—
Draftsman.	..	2	—	—	1	Agri. Asstt. (U.D. & LD).	..	—	—	10	5
Tracer.	..	2	—	—	1	Surveyor	..	40	—	—	20
		6	—	2	3			50	—	10	25

4. Agricultural Engineering—

Agr. culture Engineer	..	—	1	—	—	1	—	—	—	—	—
Asstt. Agri. Engineer	..	—	1	—	—	1	—	—	—	—	—
Mechanic	..	—	9	—	—	16	—	—	—	—	—
Tractor Driver	..	—	53	—	—	41	—	—	—	—	—
Agri. Assistant	..	—	—	—	—	2	—	—	—	—	—
Welder/Turner/Blacksmith	..	—	5	—	—	5	—	—	—	—	—
Vehicle driver	..	—	3	—	—	3	—	—	—	—	—
Fieldman	..	—	—	—	—	8	—	—	—	—	—
Demonstrator	..	—	—	—	—	3	—	—	—	—	—
Surveyor	..	—	—	—	—	3	—	—	—	—	—
Air Compressor Operator, Driller Blaster etc.	..	—	—	—	—	32	—	—	—	—	—
		—	72	—	—	114	—	—	—	—	—

5. Veterinary Office—

D. L. vestock Officer	..	1	1	1	1	Veterinary Asstt. Surgeon	..	19	20	15	4
Veterinary Asstt. surgeon	..	—	3	1	2	Veterinary Ext. Officer	..	—	—	7	3
Resident Veterinary Officer	..	—	—	—	1	Veterinary Sub-Asstt. Surgeon	..	—	—	—	2
L. vestock Inspector	..	1	—	—	—	Stockman/Veterinary Compounder	..	86	44	—	—
Stockman/Veterinary Compounder	..	—	2	—	—	Stockman	..	—	—	29	15
Stockman	..	—	—	—	1			—	—	—	—
Stock Supervisor	..	—	4	2	1			—	—	—	—
		2	10	4	6			105	64	51	24

APPENDIX 'B'—*contd.*

1	2	3	4	5	6	7	8	9	10
6. Key Village Scheme and Intensive cattle development—									
Dy. Director (V.S.)	1	..	Veterinary Asstt. Surgeon	..	..	7	..
Asstt. Director Key Village	1	..	Agriculture Asstt.	..	..	4	..
Cattle Development Officer	1	..	Lab. Assistant	..	..	3	..
Fodder Development Officer	1	..	Bull Asstt.	..	..	52	..
Asstt. Registrar (Milk Cooper Societies)	1	..	Milk Recorder	..	..	3	..
Dairy Extn. Officer	1	..	Stockman	..	..	160	..
Dairy Extn. Assistant	15	..	..	..	..	..	..
	21	..	..	..	..	229	..
7. Fisheries—									
Asstt. Director	..	1	1	..	Asstt. Fisheries Officer	..	6	3	1
Asstt. Fisheries Officer	..	1	1	..	Fisheries Inspector	..	8	..	1
Fisheries Inspector	..	3	1	1	Fisheries Extension Asstt.	..	2	1	..
Fisheries Jamadar	..	2	..	..	Field Assistant	..	1	..	..
	Fisheries Jamadar	..	6	..	3
	7	2	2	6			23	4	5
									2
8. Poultry—									
Poultry Project Officer	1	1	..	..	..	..	..
Veterinary Asstt. Surgeon	1	..	..	..	..	..	..
Poultry Supervisor	2	4	..	..	..	..	..
Electrician	1	..	..	..	..	..	..
Stockman	1	..	..	..	..	..	..
	..	6	5	..					

Cooperative—

Asstt. Registrar Coop. Audit Officer	..	2	1	1	1	1	13	7	4
Pilot Project Officer	..	2	1	1	1	1	12	—	1
Recovery Officer	..	—	—	—	1	1	1	—	—
Senior Coop. Inspector	..	5	—	9	9	..	2	—	—
Coop. Inspector	..	—	16	8	10	..	—	—	—
Evaluator	..	4	—	—	1	..	—	—	—
Auditor & Sub-auditor	..	35	56	—	60	..	—	—	—
Statistical Asstt. & Others	..	—	27	—	—	..	—	—	—
		48	101	18	84		15	13	7
									5

10. Cooperative Pilot Project —

Dy. Registrar	..	—	1	—	—	—	—	—	—
Circle Auditor	..	—	1	—	—	—	—	—	—
Supdt. of Factories	..	—	1	—	—	—	—	—	—
Supervisor	..	—	1	—	—	—	—	—	—
Mistry	..	—	1	—	—	—	—	—	—
		—	5	—	—	—	—	—	—

11. Forest—

Divisional Forest Officer	..	2	1	1	1	1	26	1	14	—
Asstt. Conservator of Forest	..	6	—	3	2	2	22	—	13	5
Sub-divisional Officer	..	—	1	—	—	1	68	2	31	5
Forest Settlement Officer	..	1	—	—	—	—	30	—	225	—
Dy. Conservator of Forest	..	1	—	—	—	—	4	—	—	—
Attached Officer	..	—	3	—	—	—	—	—	—	—
Revenue Inspector	..	1	—	—	—	—	—	—	—	—
Draftsman	..	—	1	—	—	—	—	—	—	—
		11	6	4	3		150	3	283	10

APPENDIX 'B'—contd.

1	2	3	4	5	6	7	8	9	10
12. Development Deptt.—									
Dy. Collector	..	..	1	1	1	Progress Assistant Overseer	..	..	7
						Sub-Overseer	..	..	5
							..	..	6
							..	..	12
13. Panchayat and Welfare—									
Distt. Panchayat & Welfare Officer	1	1	1	1	1	Panchayat and Social Welfare Officer	24	13	7
Social Welfare Officer	4	1	1	1	1	Lady Social Welfare Officer	..	..	2
Lady Social Welfare Officer	..	5	..	..	3	V.L.W.	..	..	11
Kala Kathak	..	..	..	..	7	Gram Sew. ka	42	28	14
Battery Attendant, Cinema Operator	..	..	..	..	..	Gram Sahayk	115	72	..
etc.	..	..	..	..	6	Sub-auditor	..	6	2
	5	11	3	3	17		181	119	23
									18
14. Mandal Panchayat—									
Administrator	..	..	..	..	1				
	..	..	..	..	1				
	..	..	..	..	1				
15. Jan Pad Sabha Office—									
Sub-divisional Officer	..	..	1	..	..	Vaidya ..	33	..	..
Vaidya Rasyan Shala	..	1	..	..	..	Veterinary Compounder	8	..	..
Supdt. Pound & Market	..	1	..	..	..	Vaccinator	11	..	..
Str. Pond Inspector	..	1	..	..	..	

Jr. Pond Inspector
Inspector
Sub-Overseer
Head Compositor
Compositor
Trade Machineman
Pressman
Time-keeper

1 1 1 1 1 1 1 1
— 1 1 1 1 1 1 1
2 1 1 1 1 1 1 1
1 1 1 1 1 1 1 1
2 2 2 2 2 2 2 2
2 2 2 2 2 2 2 2

.. 52 — — —

16. Small Savings Office—

Distt. Supervisor ..

— 1 — — —
— 1 — — —

17. Dist. Women Home—

Superintendent
Lady General Assistant
Instructor

— 1 1 1 1 1 1
— 1 1 1 1 1 1
— 1 1 1 1 1 1
— 3 — — —

Social Services

18. Education—

Distt. Education Officer
Asstt. Distt. Education Officer
Asstt. Distt. Inspector of Schools

1 1 1 1 1 1 1 1
1 1 — 1 1 1 1
— — — 2 2 — —
2 1 1 4 2

52 27 24 18

APPENDIX 'B'—*contd.*

	1	2	3	4	5	6	7	8	9	10
23. Social Welfare—										
Superintendent	—	1	—	—					
Teacher	—	4	—	—					
Instructor	—	4	—	—					
P.T.I.	—	1	—	—					
		—	10	—	—					
24. Tribal Welfare—										
Distt. Organiser	1	1	1	1	1	2	—	—	—
Circle Organiser	—	2	1	—	3	14	—	—	—
Sr. Sericulture Inspector	1	—	—	—	—	1	—	—	—
Distt. Relief Inspector	—	1	—	—	—	3	—	—	—
Jr. Sericulture Inspector	1	—	—	—	—	1	—	—	—
Superintendent (Hotel)	—	2	—	—	—	—	—	—	1
Debt Relief Inspector	—	—	1	—	—	—	—	—	4
Overseer	1	—	—	—	—	—	—	—	1
Sub-overseer	4	—	—	—	—	—	—	—	—
Statistical Assistant	1	—	—	—	—	—	—	—	—
Progress Assistant	—	1	—	—	—	—	—	—	—
		9	7	3	4		21	—	—	6
25. Harijan Sevak Sangh—										
Secretary	—	—	—	1					
		—	—	—	1					

26. State Housing Dept.—

Executive Engineer	..	..	..	1
Asstt. Engineer	..	..	..	1
Overseer	..	..	..	1
Draftsman	..	..	..	2
Sub-overseer	..	..	..	2
Asstt. Draftsman	..	..	..	2
Tracer	..	..	..	2

12

27. Housing Board—

Executive Engineer	..	..	..	1
Assistant Engineer	..	..	..	2
Junior Engineer	..	..	..	2
Overseer	..	..	..	3
Draftsman	..	..	..	1
Assistant Draftsman	..	..	..	4

13

DEVELOPMENT STAFF STUDY OF MADRAS

1.1. *Background*—The study covers the districts of Madurai, Chingleput and Coimbatore broadly representing the different regions in Madras State. All these three districts are covered by I.A.A. Programme. In each of these districts one block also was selected for investigation and verification of the staff position. Thus, Bodinayakannur stage II block in Madurai, Gummidi-poondi stage II block in Chingleput and Bhawani post-stage II block in Coimbatore have been covered by this study. The details of staff given in this note are mainly based on the data collected at the district level supplemented by information gathered at the block level.

1.2. Madurai district is situated at a distance of about 495 Kms. from Madras city and covers an area of 12,611 sq. kms. with a population of 32.11 lakhs according to 1961 census. For administrative purposes the district is divided into 4 revenue divisions and 8 taluks. There are 34 development blocks (33 I.A.A.P.) in the district covered by an equal number of panchayat unions and 6 municipalities. Agriculture is the main occupation of the bulk of the population; the major crops raised being paddy, jowar, bajra, groundnut, cotton and sugarcane. The major industries in the area are cotton textiles, tanning, manufacture of transport equipment, cigar and rubber articles providing employment to a sizeable proportion of the population.

1.3. The next district selected is Chingleput, which is adjacent to the Madras city and it covers an area of 7516 sq. kms. and has a population of 21,96,412. For administrative convenience this district has been divided into four revenue divisions and 8 taluks. All the 27 blocks in this district are I.A.A.P. blocks. There are as many panchayat unions and six municipalities in this district. About 5113 sq. kms. or 68 per cent of the area of the district is cultivated with paddy, bajra, ragi, jowar, groundnut, etc. Agriculture is the mainstay of the people but industries like cotton weaving, automobile, metallurgical and electrical engineering, chemicals, fertilisers, glass, ceramic etc. provide employment to 30,973 persons. The tank factory and ordnance factory at Avadi constitute another source of employment. A large number of people seek employment in offices and factories located in Madras city as they could conveniently travel from their homes daily to the places of work and back. Virtually, this district is a suburb of Madras city.

1.4. The third district, Coimbatore, selected for this study is adjacent to Madurai and Kerala State and has an area of 15,602 sq. kms. (7266.8 kms. cultivated) with a population of 35,57,471. This district has been divided into four revenue divisions and 9 taluks. Of the 41 development blocks covering this area, 39 are I.A.A.P. blocks. Paddy, jowar, ragi, bajra, cotton and groundnut are the main crops raised in this district. Though agriculture is the mainstay of a large majority of the population, industries like textiles, transport, tobacco, tanning etc., provide considerable employment.

2.1. *Organisational Structure*—In these three areas, the development staff working at the district and lower levels have been more or less fully enumerated. Appendix A gives a list of offices covered in each of the selected

district. On the whole, personnel from 50 offices covering 17 departments in Coimbatore, 34 offices covering 14 departments in Chingleput and 61 offices covering 15 departments in Madurai have been enumerated. The following table gives the strength of staff under the broad head/subject—

TABLE 1
Sanctioned and Posted Development Staff in the selected districts
(1967-68)

Subject/head	Madurai		Chingleput		Coimbatore	
	Sanctioned	Posted	Sanctioned	Posted	Sanctioned	Posted
1	2	3	4	5	6	7
A. Agriculture and Allied Services ..	1,756	1,701	1,182	1,142	1,181	1,158
B. Community Development and Panchayat	859	859	481	481	1,204	1,190
C. Irrigation & Power ..	285	238	106	106	328	328
D. Industries ..	154	153	62	58	46	44
E. Transport and Communication ..	62	62	95	95	60	60
F. Social Services ..	638	637	466	461	98	98
Total ..	3,754	3,650	2,392	2,343	2,917	2,878

In Madurai, it would appear, that a larger number of offices have been covered and there are more staff than in the other two districts. This phenomenon is due to the special schemes in operation and the inclusion of the Forest Department which alone accounts for 512 officers and other staff. It may also be mentioned that in Coimbatore and Madurai, staff working in the major irrigation scheme have also been included while in Chingleput no such scheme is in operation and consequently staff accounted for is about 1/3 of that in Coimbatore district. From the above table, it is evident that more than 100 posts remain unfilled in Madurai district whereas in the other districts such vacancies are less than 50. Agriculture and allied heads account for a large proportion of the vacant posts in all the three districts. In Madras State the development staff strength, as is evident from the table above, varied between 2,400 to 3,700 according to the size of the district and the number of schemes in operation.

2.2. During the course of the enquiry, data about the pay-scales of the various categories of staff have also been collected. The following table indicates the distribution of these officers according to their pay-scales—

TABLE 2
Distribution of Development staff by pay-groups
(Year 1967-68)

Pay Group Maximum of the pay scale)	Madurai		Chingleput		Coimbatore	
	No.	% to total	No.	% to total	No.	% to total
1	2	3	4	5	6	7
1. Gr. I (upto Rs. 1100)	18	0.48	11	0.46	12	0.41
2. Gr. II (upto Rs. 800)	155	4.13	114	4.77	135	4.63
3. Gr. III (upto Rs. 450)	1,526	40.65	1,006	42.06	1,298	44.50
4. Gr. IV (upto Rs. 150)	2,055	54.74	1,261	52.72	1,472	50.46
All Groups	3,754	100.00	2,392	100.01	2,917	100.00

The large bulk, of about 95 per cent of the staff in these three district falls in the last two pay-groups i.e., whose pay-scales are upto Rs. 450 per month. The proportion of officers in the highest rungs thus is only about 5 per cent or less in all the three districts covered by the study.

2.3. The development staff enumerated above have various levels of jurisdiction, the distribution of which in the selected districts may be seen from table 3 below—

TABLE 3
Distribution of Development staff by jurisdiction
(Year 1967-68)

Jurisdiction	Madurai		Chingleput		Coimbatore	
	No.	Percentage	No.	Percentage	No.	Percentage
1	2	3	4	5	6	7
1. More than district	41	1.09	7	0.29	1	0.03
2. District	81	2.16	60	2.51	58	1.99
3. More than Tehsil/ Taluk	846	22.54	132	5.52	204	6.99
4. Tehsil/Taluk	306	8.15	62	2.59	194	6.65
5. Block/Samiti	997	26.56	467	19.52	688	23.59
6. Village/Group of vil- lages	1,303	34.70	877	36.67	1,621	55.57
7. Institution/Centre/Farm	150	4.00	744	31.10	63	2.16
8. Headquarters	30	0.80	43	1.80	88	3.02
Total	3,754	100.00	2,392	100.00	2,917	100.00

In absolute terms, as well as proportionately, Madurai has more officers with jurisdiction over more than one district. This is mainly due to the existence of schemes covering the neighbouring districts also. For example, in the Industries Department, there are 9 such officers like the Assistant Director of Industries, Cottage Industries Officer, Asstt. Supervisor, (Industrial Cooperatives, cane), Supervisor (Industrial Cooperatives), etc., who cover some parts of other districts also. Again, under the cattle development schemes, there are 7 officers like the Project Officer, Cattle Development Specialist, special DAO, Dairy Extension Officer, etc., whose jurisdiction covers 3 taluks of Madurai district and 3 taluks of Ramanad district. This is so in the case of five PWD Executive Engineers and 6 others in Social Services including Health, Family Planning, Harijan Welfare, Education, etc. On the whole, these accounted for about 1.1 per cent of the total staff in Madurai district while in the remaining two districts their proportion is very much low. Sizeable number of staff in all the districts have the Block/Samiti or villages as their beat. It may appear that those working in institutions/centres/farms are on the high side at Chingleput. But this is primarily so due to the key village cattle development schemes (accounting for 306 personnel) and Health and Medical services (224 personnel) enumerated in the district.

3.1. *Budget and expenditure*—As part of this enquiry, the budget of the various departments/heads and their development content have been looked into. The following table gives the proportion of development funds to the total budget and the quantum of development funds available per functionary, per scheme and per 1000 population:—

TABLE 4

Details of the Budget for the year 1967-68 in the selected districts

Item	Madurai	Chingleput	Coimbatore
1	2	3	4
1. Total Budget (Rs. in lakhs)	1,051.13	800.57	1,077.12
2. Development Budget (Rs. in lakhs)	897.01	641.48	849.69
3. Percentage of the Development budget to total budget	85.3	80.13	78.9
4. No. of schemes	375	339	139
5. Development funds per scheme (Rs. in lakhs)	2.39	1.89	6.11
6. No. of functionaries	3,754	2,392	2,917
7. Development funds per functionary (Rs. in lakhs)	0.31	0.27	0.29
8. Development funds per 1000 population (Rs. in '000)	27.94	29.20	23.88

In the above table data for C.D. are not available for Madurai district and only women's welfare has been included. Proportionately Madurai has the highest development content in the total budget. In the other districts also this

proportion was not lower than 79%. As far development funds per scheme is concerned Coimbatore has a better average than the other two districts, while with regard to funds per functionary Madurai has the lead. But for funds per thousand population Chingleput district has a better average.

3.2. Subject/Department-wise, in all the three districts, transport and communications have the highest development content (93 per cent in Madurai, 95 per cent in Chingleput and 91 per cent in Coimbatore) in the budget provision. Industries, on the contrary, had the least development content in the budget in all the districts mainly because the Khadi and Village Industries and the department of the small scale industries are staff-oriented. Irrigation and Power have the largest slice of development fund per scheme in all the three districts, while the lowest in this respect is Industry in Madurai and Chingleput and Agriculture in Coimbatore. Per functionary, the development content in the budget is the highest for transport and communication in Madurai and Chingleput while this is so for Industry in Coimbatore. Evidently, most of the schemes under all the heads are mainly development oriented except perhaps schemes under Social Services like Health, Family Planning, Education, etc.

3.3. Various levels of under-utilisation have been noticed in the funds earmarked for different heads of account. The table given below indicates the percentage of schemes with development funds, proportion of schemes that have not fully utilised such funds and the levels of under-utilisation :

TABLE 5
Under-utilisation of Development Funds by individual schemes
(1967-68)

Items	Madurai	Chingle- put	Coimba- tore
1	2	3	4
1. Total No. of schemes	375	339	139
2. Percentage of schemes having development funds ..	84.8	78.8	77.7
3. Percentage of schemes having under-utilisation ..	28.3	36.0	30.6
4. Percentage of under-utilised schemes with under-utilisation :			
(a) Less than 10 %	24.4	41.7	51.5
(b) 10—35%	33.3	31.3	36.3
(c) 35%—70 %	23.4	10.4	6.1
(d) 70% and above	18.9	16.6	6.1

It may be deduced from the above table that Madurai district has the largest number of schemes reporting full utilisation (72 per cent), while in Chingleput this was 64 per cent. Among schemes under various sub-heads, transport and communications (95 per cent) in Madurai and Social Services in Chingleput (83 per cent) and Industries in Coimbatore (91 per cent) report

full utilisation of the development portion of their budget allotment. All schemes put together, Chingleput reports the highest proportion of schemes with under-utilisation (36 per cent). Among such schemes in this district, Agriculture and allied subjects top the list with 62 per cent under-utilisation. This is mainly due to under-spending in schemes operated by regular D.A.Os. (31 schemes) and the Cooperative Department (19 schemes). A high level of under-utilisation (43 per cent) have been observed in Agriculture and allied subjects in Coimbatore also.

3.4 In Madras, under-utilization of funds and non-fulfilment of targets are viewed seriously by the superior officers and subordinate officers are extremely anxious to avoid the same. The maximum proportion of under-spending of 70 per cent and above has been noticed in Madurai followed by Chingleput with 17 per cent. Under-utilisation of this level was recorded by the least number in Coimbatore (6 per cent). Agriculture and allied heads in Madurai district had the largest number of schemes (25) with under-utilisation of the order of 35 per cent or above. In the remaining two districts this level of under utilisation in agriculture has been for 19 schemes in Chingleput and 3 in Coimbatore.

3.5. Various reasons for under-utilisation of development funds have been adduced mainly from Madurai. In some of the schemes like fisheries included under the main head of Agriculture in this district, the under utilisation was primarily due to the fishermen not claiming loans and aids from the Government. Certain areas where soil conservation work had been completed could not be handed over to the S.C. division for carrying out maintenance work and in some areas, the ryots themselves carried out the programme without any aid. Shortfalls in the expenditure incurred for extending loans for filter point tubewells, tractor hiring scheme and tractor hire purchase scheme, were mainly due to procedural delays. In the case of social services, under spending was mainly due to the Public Health Department not commencing the water supply scheme and construction of drainage. The main reasons for under-utilisation of funds emerged as (1) the lack of enthusiasm on the part of beneficiaries to come forward for loans/aids/subsidies etc.; (2) the ryots undertaking works like soil conservation without waiting for aid from the Government; (3) Procedural delays in processing applications etc.; and (4) delays in the departments in undertaking works like water supply scheme and drainage schemes.

4.1. *Block picture*—Reference has already been made that Bodinayakanur stage II block in Madurai district and Gummidipoondi stage II block in Chingleput district and Bhawani post-stage II block in Coimbatore district, have been selected for this study. Gummidipoondi block was started as a stage I block on 8-5-59 and entered stage II period on 1-4-65. Bhawani block in Coimbatore district was initiated on 2-10-57 and entered post-stage II period on 2-10-67. Bodinayakanur covers an area of 287.5 square kilometers with a population of 59051; Gummidipoondi stage II block has an area of 446.3 kilometers and a population of 86706. Likewise, Bhawani has an area of 222.4 sq. kilometers and a population of 95085. The main crops grown in these areas are paddy, jowar and ragi. In Gummidipoondi and Bhawani groundnut is also grown. In the post-stage II block, cotton forms one of the major com-

mercial crops. The pattern of staffing in these blocks may be seen from the table given below :

TABLE 6
Distribution of block staff by jurisdiction (1967-68)

Blocks	Officers with jurisdiction		Total
	Block	Village/ group of villages	
1	2	3	4
1. Bodinayakanur Stage II Block, Madurai District ..	11 (36.7%)	19 (63.3%)	30
2. Gummidipoondi Stage II, Chingleput District ..	15 (44.1%)	19 (55.9%)	34
3. Bhawani P.S. II Block, Coimbatore, District. ..	13 (30.2%)	30 (69.8%)	43

The number of staff in the Bhawani post state II block exceeds that of others by 9; which is mainly due to (9) maternity assistants working in the villages. Otherwise both types have almost equal number of staff.

4.2. In the State of Madras it has been observed that the post-stage II block is treated on par with the stage I or stage II block in all respects including allotment of finance, staff, channelising of departmental funds, utilisation of funds etc. Another peculiarity is that the allotment under different heads is the same for all blocks in the State irrespective of the differences in the requirements caused by the needs of each block. If with regard to any development head the requirements of any block is more, the Revenue Divisional Officer can reappropriate the provisions between blocks in his division and the District Collector within the district provided that the provision for the development head for the division or the district is not exceeded. But such reallocation is permissible among the same type of blocks; for example funds of the post stage II blocks can be reallocated among the post stage II blocks only.

4.3. By and large, there has been very little variation between the actual and prescribed functions discernible in the functioning of various categories of development staff. However, from all the selected areas it is reported that the special drives like collection for the electricity loans, small savings, gold bonds, family planning drive, etc. involve the Gram Sevikas, AEOs and demonstrators under orders of the Collector. These drives generally fall between July and December, which is agriculturally a busy season when the services of the extension personnel are very much in need.

5.1. *Coordination, Overlapping and Rationalisation*—If the development programme has to be properly implemented, coordination between the various departments engaged in the task is imperative. Though in these three districts

no serious apparent friction between different departments has been reported, coordination within and between departments can, however, be improved and streamlined.

5.2. From Madura it has been pointed out that AEOs are under the technical control of the D.A.O. but administratively under Commissioner of the Panchayat Unions. Besides, they are responsible to the RDOs and the Collectors who check the progress of their work periodically. Naturally, the AEOs give higher priority to the work allotted to them by the Commissioner of Panchayat Unions, than to the work of the DAO who is located far away. The DAO cannot take any disciplinary action also as he has to communicate with the AEOs through the Commissioners. Being drawn from the Revenue Department, the Commissioners would not attach much importance to the agricultural programme. Agricultural production programmes suffer due to lack of effective co-ordination between the Commissioners and DAOs. The same situation exists in the other two districts also.

5.3. It has been reported from Chingleput that considerable delay in getting the solvency certificate from the Revenue Department is a hurdle in processing loan applications for various inputs. While there has been complaint about the cooperatives not lifting the supplies under the I.A.A.P. etc., the instances of B.D.Os. AEOs, and V.L.Ws. not issuing permits in time have also been cited. In spite of the Collector exercising some amount of coordination through his Development P.A., R.D.O. etc., the problem still lingers. Lack of coordination has also been indicated in the case of electricity and agriculture departments for energising pump sets; a good lot of applications for connections is yet to be disposed of by the electricity department in Chingleput.

5.4. The Deputy Registrar of Cooperatives (Madurai) complained that there existed very little coordination between his department and the PWD and that about 500 houses constructed by the House Construction Cooperative Society have remained invalidated for four or five years. The DAO also stressed that the P.W.D. took no interest in the construction of staff quarters in State Seed Farms and Panchayat Union Agricultural Depots, etc. It has been complained that very often funds lapsed due to procedural delays right from the allotment of funds by the Director of Agriculture, approval of technical estimates by the Superintending Engineers and the administrative approval of the Government.

5.5. Overlapping of functions has not been disclosed to any appreciable extent in any of the three districts. The areas where this is commonly found in these three districts; probably universal in the State are the family planning and agriculture departments. In the case of agriculture, it has been pointed out both from Coimbatore and Chingleput that there existed some amount of overlapping in the jurisdiction and functions of DAOs in-charge of special schemes like cotton development, oil seeds, horticulture, etc. With the starting of the special wings, the role of the regular wings has shrunk.

5.6. From Madurai some overlapping has been indicated in the functions of the District Health Officer and District Family Planning and Malaria Officer. For all technical matters the District Family Planning and Malaria Officer is competent to correspond with the Director of State headquarters. Though

of equal rank, he has to route his correspondence on all policy matters through the District Health Officer. Consequently, it has been mentioned that he takes interest in malaria eradication and relegates family planning to the charge of the District Health Officer and the programme suffers to that extent. In the case of village and small industries, the Asstt. Director of Industries as well as the District Khadi and Village Industries Officer independently organise cooperatives for the same type of artisans and craftsmen. The cooperatives organised for the artisans manufacturing bricks, is an example of this type. Further, for Harijan welfare, loans and subsidies are disbursed by various agencies like cooperatives, Industries department, Electricity Board, Women's welfare department, etc. The Harijan Welfare Officer is sublimely oblivious of these activities. However, overlapping has not indicated any acute and crucial stage.



APPENDIX 'A'

List of Offices covered in the Selected Districts

State—Madras
Year—1967-68

Madurai district	Chingleput district	Coimbatore district
1	2	3
<i>Agriculture and Allied Services</i>		
1. District Agriculture Office, Dindigul.	1. Distt. Agri. Officer, Saidapet.	1. Distt. Agri. Office, Erode.
2. District Agriculture Office, Usilampatti.	2. " " " Chingleput.	2. " " " Pollachi.
3. District Agri. Office, Periakulam.	3. " " " Kancheepuram.	3. " " " Gobichettipalayam.
4. " " " Madurai.	4. " " " Tiruvellore.	4. " " " Coimbatore.
5. Asstt. Cotton Development Office.	5. Special Distt. Agri. Office (Groundnut Experts).	5. Spl. Distt. Agri. Office (Groundnut Package). Gobichettipalayam.
6. Horticulture Office, Periakulam.	6. Asstt. Agri. Engineer, Inspection.	6. Spl. Distt. Agri. Office (Groundnut Package), Pollachi.
7. Asstt. Horticulturist Apple Research, Kodai- kanal.	7. Asstt. Agri. Engineer, Inspection.	7. Spl. Distt. Agri. Office (Banana Package).
8. Asstt. Horticulturist, Bryantparks, Kodaikanal.	8. Executive Engineer, Minor Irrigation.	8. Asstt. Horticulture Development Office.
9. Asstt. Horticulturist, Madurai.	9. Executive Engineer, Minor Irrigation.	9. Spl. Distt. Agri. Office (Cotton Package), Avi- nashi.
10. Agricultural Engineer, Soil Conservation, Mad- urai.	10. Distt. Veterinary Office, Saidapet.	10. Spl. Distt. Agri. Office (Cotton Package), Coimbatore.
11. Asstt. Agri. Engineer, Soil Conservation, Din- digul.	11. Distt. Veterinary Office Chingleput.	11. Asstt. Cotton Development Office.
12. Asstt. Agri. Engineer, Soil Conservation, Regu- lar.	12. Inspector of Key Village.	12. Tobacco Development Asstt.
13. Asstt. Agri. Engineer, Soil Conservation, Main- tenance.	13. Project Office, Intensive (Cattle Development).	13. Spl. Agri. Demonstrator (Cane).
14. Asstt. Agri. Engineer, Soil Conservation, Red Soils.	14. Asstt. Director of Fisheries.	14. Oil Seeds Development Asstt.
15. Asstt. Agri. Engineer, Soil Conservation, Ins- pection.	15. Poultry Development Office.	15. Asstt. Agri. Engineer, Soil Conservation (Re- gular).

APPENDIX 'A'—*contd.*

1

2

3

16. Special Distt. Agri. Office (Potato Development).
17. Special Distt. Agri. Office (Banana Package).
18. Special Distt. Agri. Office (Cotton Package).
19. Special Distt. Agri. Office (Groundnut Package).
20. Distt. Veterinary Office, Madurai.
21. Distt. Veterinary Office, Dindigul.
22. Intensive Cattle Development Office.
23. Inspector of Key Villages, Dindigul.
24. Poultry Development Office.
25. Poultry Marketing Office.
26. Asstt. Director of Fisheries.
27. Deputy Registrar of Coop. Societies, Madurai.
28. Deputy Registrar of Coop. Societies (I.A.A.D.).
29. Deputy Registrar of Coop. Societies (L. M. Banks).
30. Dy. Registrar of Coop. Societies (Periakulam).
31. Dy. Registrar of Coop. Societies (Dindigul).
32. Divisional Forest Office.
33. Distt. Forest Office, Madurai.
34. Distt. Forest Office, Dindigul.



16. Asstt. Agri. Engineer, Soil Conservation (Maintenance).
17. Asstt. Engineer, Food Production (Minor Irrigation).
18. Distt. Veterinary Office, Erode.
19. Distt. Veterinary Office, Coimbatore.
20. Inspector of Key Villages.
21. Poultry Development Office.
22. Poultry Marketing Office.
23. Project Office (Intensive Cattle-Development).
24. Asstt. Director of Fisheries.
25. Dy. Registrar of Coop. Societies, Erode.
26. Dy. Registrar of Coop. Societies, Pollachi.
27. Dy. Registrar of Coop. Societies, Coimbatore.
28. Spl. Dy. Registrar Coop. Societies (I.A.A.P.).
29. Distt. Forest Office, North.
30. Distt. Forest Office, South.
31. Distt. Forest Office, Central.

Community Development

1. Distt. Collector's Office, Panchayat & Development.
2. Distt. Women's Welfare Office.

Irrigation and Power

1. Executive Engineer, Periyar & Vaigai canals.
2. Executive Engineer, Improvement Division.

1. Distt. Collector's Office, Panchayat & Development.
2. Distt. Women's Welfare Office.

1. Executive Engineer, Irrigation, I.
2. " " " " II.

3. Executive Engineer, Dindigul.
4. Executive Engineer, Periakulam.
5. Executive Engineer, Madurai.
6. Superintending Engineer, Electricity.

3. " " " " III.
4. " " " " IV.
5. Superintending Engineer, Electricity.

Industry

1. Asstt. Director of Industries & Commerce.
2. Project Office, Rural Industries.
3. Distt. Khadi & Village Industries Office.
4. Distt. Khadi & Village Industries Office.
5. Executive Engineer Industries Construction.

1. Asstt. Director of Industries & Commerce.
2. Distt. Khadi & Village Industries Office.

Transport and Communications

1. Divisional Engineer, Highways & Rural Works (Dindigul).
2. Divisional Engineer, Highways & Rural Works (Madurai).

1. Divisional Engineer, Highways & Rural Works.
2. Divisional Engineer, Highways & Rural Works.

Social Services

1. Distt. Education Office, Madurai.
2. Distt. Education Office, Usilampatti.
3. Distt. Education Office, Dindigul.
4. Spl. Distt. Education Office, Madurai.
5. Inspector of Schools
6. Distt. Family Planning & Malaria Office.
7. Distt. Health Office.
8. Public Health Engineering Office.
9. Harijan Welfare Office, Kallar Reclamation.
10. Harijan Welfare Office, Madurai.
11. Special Officer, Bhodan.

1. Distt. Education Office, Erode.
2. " " " " Pollachi.
3. " " " " Coimbatore.
4. Distt. Health Office.
5. Distt. Medical Office.
6. Distt. Family Planning & Malaria Office.
7. Public Health Engineering.
8. Harijan Welfare Officer.

APPENDIX 'B'

Organisational Chart of Development Staff in the Selected Districts

State—Madras
Year—1967-68

District and Headquarter Office				Block and Lower level					
Designation	Number				Designation	Number			
	Madurai Chingle- put batore					Madurai Chingle- put batore			
1	2	3	4	5	6	7	8		
Agriculture and Allied Services									
I. Agriculture--									
Distt. Agri. Officer	..	4	4	4	Agri. Extension Officer	..	39	35	
Special Distt. Agri. Officer	..	4	1	5	Extension Officer, Block	..	11	..	
Cotton Development Officer	1	Additional Extension Officer	..	5	17	
Asstt. Cotton Development Officer	Special Oil Seeds Asstt.	..	2	..	
Oil Seeds Development Asstt.	..	8	2	6	Oil Seeds Development Asstt.	..	..	1
Asstt. Agri. Engineer	1	..	Special Agri. Demonstrator	..	1	1	
Plant Protection Asstt.	..	7	6	5	Farm Manager	..	..	4
Cotton Development Asstt.	..	5	..	20	Agri. Asstt.	..	..	1
Horticulture Development Asstt.	..	1	1	4	Agri. Instructor	..	..	1
Tobacco Development Asstt.	..	1	..	5	Entomology Asstt.	..	..	1
Coconut Development Asstt.	..	5	1	1	Compost Development Inspector	..	..	7
Gingelly Development Asstt.	1	..	Coconut Nursery Asstt.	..	2	..	
Special Agri. Demonstrator	..	5	4	19	Cotton Development Asstt.	..	2	..	
Agriculture Demonstrator	1	..	Oil Seeds Asstt.	..	..	..
Agri. Supervisor	9	..	Fieldman	..	99	41	
Technical Asstt.	1	Village Level Worker	..	75	125	
Drill Mechanic	1	..	Demonstration Maistry, Gr. I	..	2	22	
	Demonstration Maistry, Gr. II	..	155	81	
Total	..	41	32	71	Total	..	393	336	
								233	

2. Horticulture—

..	..	1	—	—	..	..	1	—	..
..	..	3	—	—	..	..	3	—	..
Horticulturist	..	..	..	..	..	..	7	—	..
Asstt. Horticulturist	..	..	..	..	..	..	1	—	..
	..	..	..	..	..	..	5	—	..
	..	..	..	..	..	..	7	—	..
	..	..	..	..	..	..	2	—	..
Total				4	—	—	26	—	..
Total				..	..	..	..	..	..

3. Soil Conservation—

..	..	1	—	—	..	..	1	—	..
..	..	4	—	5	..	..	2	3	..
..	..	5	—	8	..	..	1	3	5
..	..	18	—	—	..	..	34	11	33
..	..	1	—	—	..	..	3	1	2
..	..	1	—	—	..	..	—	—	11
..	..	..	..	..	..	..	4	1	2
..	..	..	..	..	..	..	25	1	39
..	..	..	..	..	..	..	—	—	18
Total				30	2	13	70	19	110
Total				..	..	..	..	..	..

4. Food Production—

..	..	—	2	—	..	..	—	12	2
..	..	—	—	1	..	..	—	9	4
..	..	..	..	..	..	..	—	26	9
..	..	..	..	..	..	..	—	2	—
..	..	..	..	..	..	..	—	2	—
..	..	..	..	..	..	..	—	8	—
..	..	..	..	..	..	..	—	2	—
Total				—	2	1	—	61	15
Total				..	..	..	..	..	..

APPENDIX 'B'—*contd.*

1	2	3	4	5	6	7	8
5. Veterinary—							
Distt. Veterinary Officer	..	2	2	Veterinary Asstt. Surgeon ..	..	47	59
				Extension Officer	..	34	27
				Livestock Asstt., Gr. I	..	13	6
				Livestock Asstt., Gr. II	..	82	63
				Laboratory Attender	..	2	—
				Flockman	..	—	—
Total	..	2	2	Total	..	176	128
6. Intensive Cattle Development—							
Project Officer	..	1	1	Extension Officer Fodder Development	..	10	10
Cattle Development Specialist	..	1	1	Dairy Extension Asstt.	..	15	15
Special Distt. Agri. Officer	..	1	1	Junior Statistician	..	—	1
Dairy Extension Officer	..	2	1	Computer	..	—	2
Statistical Officer	..	1	1	Statistical Asstt.	..	—	4
Officer-in-Charge, Semen Collection Centre	..	1	1	Livestock Asstt.	..	100	105
Fodder Development Specialist	..	—	1	Economic Supervisor	..	—	1
Officer-in-Charge, Artificial Insem. Centre	..	4	4	Progress Asstt.	..	—	14
				V.L.W.	..	40	40
				Lab. Asstt.	..	10	5
Total	..	11	11	Total	..	175	196
7. Key Village Scheme—							
Inspector of Key Villages	..	2	1	Veterinary Asstt. Surgeons	..	11	15
				Livestock Asstt. Gr. I	..	4	—
				Livestock Asstt. Gr. II	..	133	150
Total	..	2	1	Total	..	148	165

8. Poultry Development—

Poultry Development Officer	..	..	1	1	1	1	7	4	8
Poultry Marketing Officer	..	..	1	—	1	..	1	—	1
	..	..	..	..	..	Poultry Asstt. ..	2	—	2
	..	..	..	..	..	Assistant ..	1	—	—
	..	..	..	..	..	Fieldman ..	6	3	7
	..	..	..	..	..	Livestock Asstt. ..	6	7	7
	..	..	..	..	..	Electrician ..	—	—	1
Total	..	..	2	1	2	Total	23	14	26

9. Fisheries—

Asstt. Director of Fisheries	..	..	1	1	1	Sub-Inspector of Fisheries	..	4	6	3
Cooperative Sub-Registrar	..	..	—	1	—	Seed Collection Asst	..	1	—	2
Inspector of Fisheries ..	..	..	2	1	4	Sub-Asstt. Inspector ..	..	6	—	8
Senior Inspector of Coop.	..	..	1	—	1	Operator ..	..	2	—	—
Refrigeration Engineer ..	..	..	1	—	—	Fishery Guard ..	..	3	—	—
Sub-Inspector of Fisheries	..	..	1	2	—	..	..	—	—	—
Total	..	..	6	5	6	Total	..	16	6	13

10. Cooperation—

Dy. Registrar of Coop. Societies	..	..	5	4	4	Dy. Registrar of Coop. Societies	..	—	1	—
Cooperative Sub-Registrar	..	..	34	12	22	Cooperative Sub-Registrar ..	..	7	7	1
P. W. D. Supervisor	..	..	1	—	—	Senior Inspector ..	..	2	38	2
Senior Inspector	..	..	42	34	51	Extension Officer, Cooperation	..	11	—	—
Senior Supervisor	..	..	—	—	3	Junior Inspector ..	..	—	—	16
Junior Inspector	..	..	5	16	—	Supervisor (P.W.D.) ..	..	—	2	—
Computer ..	..	..	3	1	—	Territorial Inspector ..	..	9	—	—
Total	..	..	90	67	80	Total	..	29	48	19

APPENDIX 'B'—*contd.*

1	2	3	4	5	6	7	8
11. Forest—							
Divisional Forest Officer	..	1	—	Asstt. Conservator of Forests	..	—	4
Dist. Forest Officer	..	2	1	Forest Ranger	..	25	16
Asst. Conservator of Forests	..	2	1	Sub-Asstt.	..	6	65
Asstt. Agri. Engineer	..	1	—	Forester	..	91	41
Soil Conservation Asstt.	..	1	—	Forest guard	..	203	39
Agri. Engineering Supervisor	..	1	—	Reserve Watcher	..	175	35
Draftsman	..	3	—	Tracer	..	1	—
Total	..	11	2	3	Total	501	85
12. Panchayat and Development—							
Personal Asstt. to Distt. Collector (P. & D.)	1	1	1	N.A.	Block Development Officer	..	41
Divisional Panchayat Officer	..	—	4	N.A.	Extension Officer, Agriculture	..	52
Additional Panchayat Officer	..	—	3	N.A.	Extension Officer, Animal Husbandry	..	41
Shirastdar	..	1	—	N.A.	Extension Officer, Industries	..	17
Distt. Savings Officer	..	2	—	N.A.	Extension Officer, Cooperation	..	41
Distt. Extension Educator	..	1	—	N.A.	Extension Officer, Education	..	27
	..	1	—	N.A.	Extension Officer, Panchayats	..	40
	..	—	—	N.A.	Additional Extension Officer, Panchayat	..	9
	..	—	—	N.A.	Fieldman	..	49
	..	—	—	N.A.	Union Engineer	..	41
	..	—	—	N.A.	Overseer	..	41
	..	—	—	N.A.	Compost Development Inspector	..	27
	..	—	—	N.A.	Mukhya Sevika	..	41
	..	—	—	N.A.	Gram Sevak, Gr. I	..	280
	..	—	—	N.A.	Gram Sevak, Gr. II	..	131
	..	—	—	N.A.	Gram Sevika	..	180
	..	—	—	N.A.	Social Welfare Workers	..	327
	..	—	—	N.A.	Demonstration Maistry	..	82
Total	..	5	8	N.A.	Total	842	90
	..	—	—	N.A.		387	1,197

Community Development

सयामेव जयते

13. *Women's Welfare—*

Distt. Women's Welfare Officer ..	1	1	1	1	Women's Welfare Organizer ..	..	..	4	6	4
					Instructor/Instructress ..	..	..	3	—	2
					Conductress ..	..	..	4	—	—
					Mukhya Sevika ..	..	..	—	25	—
					Gram Sevika ..	..	..	—	54	—
Total ..	1	1	1	1	Total ..	..	..	11	85	6

*Social Services*14. *Education—*

Distt. Education Officer ..	3	3	3	3	Deputy Inspector of Schools, Gr. I ..	..	..	5	—	—
Special Distt. Education Officer ..	1	—	—	—	Deputy Inspector of Schools, Gr. II ..	..	..	26	28	29
Distt. Board Education Officer ..	1	—	—	1	Junior Inspector of Schools ..	..	..	12	10	12
Inspectress of Girls Schools ..	1	—	—	—						
P.A. to Distt. Education Officer ..	2	1	—	—						
Total ..	8	4	4	4	Total ..	..	..	43	38	41

15. *Medical—*

Distt. Medical Officer ..	—	1	—	—	Asstt. Surgeon ..	..	..	—	12	—
Asstt. Distt. Medical Officer ..	—	1	1	—	Junior Asstt. Surgeon ..	..	..	—	9	—
Radiologist ..	—	—	1	—	Nurse ..	..	..	—	45	—
Distt. Tuberculosis Officer ..	—	—	1	—	Pharmacist ..	..	..	—	24	—
Asstt. Surgeon Blood Bank ..	—	—	1	—	Laboratory Technician ..	..	..	—	10	—
Asstt. Surgeon, Dental ..	—	—	1	—	Radiographer ..	..	..	—	3	—
Nursing Superintendent ..	—	—	1	—	Auxiliary Nurse ..	..	..	—	12	—
Head Nurse ..	—	—	4	—	Physiotherapist ..	..	..	—	1	—
Chief Pharmacist ..	—	—	1	—	Para Medical Worker ..	..	..	—	15	—
Drug Inspector ..	—	—	1	—	Health Inspector ..	..	..	—	7	—
B.C.G. Team Leader ..	—	—	—	1	Health Visitor ..	..	..	—	1	—
B.C.G. Technician ..	—	—	—	7						
Total ..	—	—	13	8	Total ..	..	..	—	139	—

APPENDIX 'B'—concl'd.

1	2	3	4	5	6	7	8
16. Public Health—							
Distt. Health Officer ..	1	1	1	Medical Officer ..	27	19	—
P.A. to Distt. Health Officer ..	1	1	1	Selection Grade Health Inspector ..	4	—	—
Divisional Health Inspector ..	—	2	—	Block Extension Educator ..	—	10	—
Statistical Asstt. ..	—	1	—	Health Visitor ..	62	24	—
				Health Inspectors, P.H.C., F.P., N.S.F.P. Pharmacist ..	—	66	—
				Maternity Asstt.-cum-Aux. nurse ..	27	19	—
				Health Asstt. ..	35	42	—
				Male Nurse ..	—	40	—
				Chauffeur-cum-Cleaner ..	—	19	—
				Ayah ..	—	2	—
					—	5	—
Total ..	2	5	2	Total	155	246	—

17. Public Health Engineering—

Executive Engineer ..	1	—	1
Asstt. Engineer ..	5	—	3
Junior Engineer ..	12	—	4
Head Draftsman ..	—	—	1
Supervisor ..	6	—	9
Draftsman ..	—	—	5
Tracer ..	—	—	1
Total ..	24	—	24

18. Family Planning and Malaria Eradication—

Distt. Family Planning and Malaria Officer ..	1	—	1	Staff Nurse ..	—	—	1
Divisional Officer ..	3	—	—	Basic Health Inspector ..	39	—	—

Sub-Divisional Officer ..	7	—	—	Basic Health Worker ..	308	—	—
Total ..	11	—	1	Total ..	347	—	1
19. Harijan Welfare—							
Special Dy. Collector ..	1	—	—	Coop. Sub-Registrar ..	1	—	—
Distt. Welfare Officer ..	1	1	—	Junior Inspector ..	1	—	—
Additional Welfare Officer ..	1	—	—	Special Revenue Inspector ..	—	9	9
Special Tehsildar ..	—	4	3				
Senior Inspector ..	2	—	—				
Special Overseer ..	3	2	1				
Special Surveyor ..	—	4	3				
Special Supervisor ..	6	1	—				
Total ..	14	12	8	Total ..	2	9	9
20. Bhoodan Yagna Board—							
Special Officer (Gramdan) ..	1	—	—	Senior Inspector ..	3	—	—
Special Dy. Registrar (Gramdan) ..	1	—	—	Junior Inspector ..	1	—	—
Special Dy. Tehsildar ..	4	—	—	Gram Sevak Managers ..	10	—	—
Coop. Sub-Registrar ..	1	—	—	Bhoodan Inspector ..	11	—	—
Total ..	7	—	—	Total ..	25	—	—

STUDY OF DEVELOPMENT STAFF, MAHARASHTRA

1.1. *Background*—In the State of Maharashtra, Development Staff study was conducted in four districts viz. Aurangabad, Nagpur, Poona and Thana. In terms of area, population and other socio-economic features the selected districts presented quite a variety, as would be clear from Table 1. In terms of area Aurangabad is the largest district, but it has the lowest density of population as compared to other selected districts. In terms of educational attainment, Aurangabad lags behind the other selected districts considerably.

TABLE 1

Basic Information in respect of the Selected Districts

Item	Aurangabad	Nagpur	Poona	Thana
1	2	3	4	5
1. Area (Sq. Kms.)	16,718	9,930	15,600	9,200
2. Population in '000 (1961 census)	1,532	1,513	2,467	1,653
3. Density of population per sq. Km.	92	152	158	180
4. Percentage of population literate	17.9	35.2	34.3	30.5
5. Percentage of population—				
(i) Scheduled Castes	6.1	3.6	4.9	1.4
(ii) Sch. Tribes	1.6	0.0	3.6	30.3
6. Cultivated area ('000 hectares)	1,467	727	1180	482
7. %age of area irrigated	5.3	5.6	9.7	1.3
8. Major crops	Jowar Cotton Wheat	Jowar Wheat Cotton	Jowar G. Nut.	Paddy

1.2. Thana and Poona districts have recorded substantial industrial activity during the plan periods, while in Aurangabad and Nagpur this activity had been of smaller magnitude especially so in Aurangabad. Recently the Industrial Development Corporation set up an industrial area in Aurangabad to help development of small scale industries. However, Aurangabad has continued to maintain its traditional artistic crafts.

1.3. For revenue and general administrative purposes, the districts are divided into a number of sub-divisions and talukas. For development purposes, the relevant unit next to the district level is the block. Poona and Nagpur have in all 13 blocks each while this number in Thana is 12. In Aurangabad, the number of blocks is 20½. As regards the stage of the various blocks the same is indicated in the following table:

TABLE 2

Number of Blocks by Stages in the Selected Districts (1967-68)

District	No. of Blocks		
	Stage I	Stage II	Post Stage II
1	2	3	4
1. Aurangabad	2½	13	5
2. Nagpur	5	4	4
3. Poona	4	6	3
4. Thana	4	5	3

1-4. Eleven Blocks each in Aurangabad and Poona, and 10 blocks in Thana are covered under the scheme of Intensive Cultivation. In Poona district there is also an intensive cattle development project covering 5 talukas and the River Valley Project, Ghod.

2-1. *Organisational Structure*—With the introduction of Panchayati Raj during the year 1962, a number of existing development departments were transferred to the Zila Parishad and as at present the various district level development offices are distinctly distributed in two broad categories viz., Zila Parishad Sector and State Sector. In respect of certain departments it has been noticed that within the district their complete activity falls under the purview of Zila Parishad while on the other hand there are a few departments which are completely in the State Sector, with the third group comprising of departments of which certain offices form part of the Z.P. set-up while certain offices are part of the State sector set-up. Following table indicates the various departments as falling in the 3 groups :

TABLE 3

Departments grouped as belonging to Z.P., State and Mixed Sector

Completely in the		Partly in Z. P. & partly in State Sector
Z. P. Sector	State Sector	
1	2	3
C.D.	Forest	Agriculture.
Social welfare	Fisheries	Cooperation.
Education (Up to secondary stage, excluding technical schools)	Electricity	Industries.
	Public Health (Works)	Works—Buildings & Roads.
		.. Irrigation.
		Public Health.

In respect of the departments falling in the third category the functions are clearly demarcated as between the Z.P. offices and those falling in the State Sector. In view of the importance of livestock development in relation to the field of agriculture, Animal Husbandry activities like provision of veterinary aid, prevention of contagious diseases, breeding and improvement of

livestock etc. have been placed under the charge of Agriculture Department of the Zila Parishad. Similarly clubbing of activities have been done under the Z.P. set-up in respect of the activities of Cooperation and Industries Department with the Cooperative and Industries Officer heading this section. In the State Sector, however, Cooperation and Industries Departments have independent entities.

2.2. An I.A.S. Officer of the Senior grade works as the Chief Executive Officer of the Zila Parishad and in that capacity he acts as the Chief Coordinator of all the activities falling under the purview of Zila Parishad. All the Community Development blocks in the district function under the control and supervision of the Z.P. Although each C.D. block is constituted into a Panchayat Samiti, but these are not independent autonomous units, but act as executive units of the Zila Parishad at the block level. In addition to the C.D. schemes rural manpower projects, village housing and applied nutrition programme are also executed through the Panchayat Samitis. Further, most of the schemes transferred by the State Government to the Zila Parishad are also executed by the Samitis as subsidiary agencies of the Zila Parishad.

2.3. Field reports indicate that in the selected districts the number of district level offices was very much close to each other, the variation being only between 20 offices in Nagpur and 17 offices in Thana. As would be seen in Appendix A, maximum number of offices related to the group Agriculture and allied services which included Agriculture, Animal Husbandry, Cooperation, Forest, Fisheries, etc. The next important group was that of Social Services, which included Education, Public Health, Social Welfare, etc.

2.4. Table 4 below gives the number of offices and staff strength in the selected districts by group of offices.

TABLE 4

No. of District level offices and their staff strength in the selected districts (1967-68)

Subject/Head	Aurangabad		Nagpur		Poona		Thana	
	No. of Distt. level offices	Total Dev. Staff	No. of Distt. level offices	Total Dev. Staff	No. of Distt. level offices	Total Dev. Staff	No. of Distt. level offices	Total Dev. Staff
1	2	3	4	5	6	7	8	9
1. Agriculture & allied services ..	8	1,019	9	1,053	8	877	6	669
2. Community Development ..	1	356	1	401	1	688	1	364
3. Irrigation & Power ..	2	368	3	440	2	127	2	52
4. Industry ..	1	16	1	7	1	7	1	7
5. Transport & Communication ..	2	118	2	113	2	96	2	148
6. Social Services	4	492	4	547	4	488	5	632
Total ..	18	2,369	20	2,561	18	2,283	17	1,872

Leaving aside C.D. which in the above table has been shown to have one office only in fact comprises staff of all the Panchayat Samitis in the District, as far as a single office goes, the biggest contingent of staff was found to exist in soil conservation office in the districts of Aurangabad, Poona and Thana. In case of Nagpur, maximum staff was reported from the Divisional Forest Office. The Offices reporting minimum staff were the social welfare (Z.P.) and District Industries office (State).

2.5. Majority of the staff provided in the selected districts was found to operate at the taluk/block and village level, as would be clear from the following table and this was relatively more true of Panchayat Sector staff, as compared to the State Sector.

TABLE 5

Distribution of Development Staff by their Jurisdiction (1967-68)

Jurisdiction	Aurangabad		Nagpur		Poona		Thana	
	No.	%	No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8	9
More than Distt. ..	129	5.4	29	1.1	2	0.1	1	0.05
District ..	250	10.6	310	12.1	113	4.9	98	5.2
Headquarters Office	73	3.1	30	1.2	12	0.5	88	4.7
Sub-division ..	69	2.9	1	0.1	81	3.5	37	2.0
Taluka ..	679	28.7	1,114	43.5	350	15.3	655	35.0
Group of villages ..	1,104	46.6	859	33.5	1,555	68.2	897	47.9
Institution ..	65	2.7	218	8.5	170	7.5	96	5.1
Total ..	2,369	100.0	2,561	100.0	2,283	100.0	1,872	100.0

Office-wise details in respect of offices belonging to important groups like Agriculture and Allied, C.D. and Social Services were indicated in Appendix, Table B. While all the departments reported District level and Block/Taluka/Sub-Division level staff, it was not so as far as village level staff was concerned. Cooperation and Industries Department (Zila Parishad), Social Welfare Department and Industries Department (State) did not have any village level functionaries in any of the selected districts. Mostly the village level staff was concentrated in the Panchayat Samitis, Agriculture and Public Health Departments.

2.6. The development staff employed in the various offices as in respect of their pay-scales has been analysed in Table 6 below.

TABLE 6
Distribution of Development Staff by Pay Groups (1967-68)

Pay-Group	Aurangabad		Nagpur		Poona		Thana	
	No.	Per-centage	No.	Per-centage	No.	Per-centage	No.	Per-centage
1	2	3	4	5	6	7	8	9
Group I (Rs. 350—1200) ..	27	1.1	13	0.5	34	1.5	23	1.2
Group II (Rs. 250—800) ..	64	2.7	96	3.7	92	4.0	100	5.3
Group III (Rs. 150—410) ..	404	17.1	543	21.2	377	16.5	211	11.3
Group IV (Rs. 70—250) ..	1,874	79.1	1,909	74.6	1,780	78.0	1,538	82.2

It may be seen from the above table that majority of the staff comprises of workers falling in the lowest pay-group. Reducing the pay groups into two which would mean the administrative and supervisory staff in one group, with the field level and inspection staff comprising the second group, we get a tentative officer/worker ratio as 1 : 19.

2.7. In each of the districts under study one block was selected to ascertain the staff posted in the block areas. The same is indicated in the following table:

TABLE 7
Staffing position within the selected Block area in the four Districts of Maharashtra (1967-68)

Category of staff	Bhokherdan Block (Aurangabad, Post Stage II	Kuhi Block (Nagpur) Post Stage II	Bhor Block (Poona) Stage II	Bhiwandi Block (Thana) Stage I
1	2	3	4	5
1. Block Development Office	1	1	1	1
2. Subject matter specialists	7	5	5	6
3. Extension Officer	28	15	16	25
4. Village/Field level	121	66	196	190
5. Miscellaneous	12	6	5	11

Aurangabad and Than districts are covered under Intensive Cultivation Scheme which relates to paddy crop in the latter District and Jowar, Bajra, Maize, Wheat and Moong in the former District. The staff indicated above, includes staff of offices like Forest, National Malaria Eradication, Leprosy Control, Family Planning, Development Block, etc. It will be seen that for the category of staff viz. Extension Officers and Village/Field staff, wide variations have been reported between the selected blocks.

3.1. *Budget and Expenditure*—Budget details have been analysed by categorising the outlay expenditure items under two broad heads, viz. establishment and development. The details gathered for the year 1967-68 are presented in the following table :

TABLE 8

Details of the development budget for the year 1967-68 in four selected districts of Maharashtra

Item	Thana	Poona	Aurangabad	Nagpur
1	2	3	4	5
1. Total budget (Rs. in lakhs)	371.51	374.60	464.84	572.57
2. Dev. budget (Rs. in lakhs)	170.37	265.86	348.91	393.03
3. % of dev. budget to total budget	45.86	70.97	75.06	68.64
4. No. of schemes	174	108	224	158
5. Dev. funds per scheme	0.98	2.46	1.56	2.49
6. No. of functionaries	1,872	2,283	2,369	2,561
7. Dev. funds per functionary (Rs. in lakhs)	0.09	0.12	0.15	0.15
8. Dev. funds per 1,000 population (Rs. in '000)	10.31	10.77	22.77	25.58

During the year 1967-68, among the four districts, Nagpur operated the highest budget. The development component differed much in all the four districts. The highest proportion (75 per cent) was reported from Aurangabad and as against it only 46 per cent from Thana. As between the Panchayat and State sectors, the Panchayat sector had almost similar trend in respect of development component in all the districts. But in State sector, Poona had the highest development component (79 per cent) closely followed by Nagpur and Aurangabad in that order. A closer examination reveals that in all the districts except Aurangabad total development component was higher in the State sector offices than those in the Panchayat sector. In all the districts, the social welfare department had the highest (almost cent per cent) development component.

3.2. Number of schemes operated in the selected districts are found to vary considerably with 254 being reported from Aurangabad to 108 from Poona. Excluding establishment expenditure it was found that the rate of expenditure as per 1000 population in the selected districts was more than twice in Aurangabad and Nagpur as compared to Thana and Poona.

3.3. Most of the schemes were found to have both the components viz. establishment and development. However, there were a few schemes which were completely staff-oriented i.e. entire funds were meant for staff and contingencies. Proportion of such schemes varied between 16.5 per cent in Aurangabad district to 32.8 per cent in Thana. As against this there were some schemes which did not involve any expenditure on staff and establishment and their proportion in the selected districts varied from 46.8 per cent in Nagpur district to 73.6 per cent in Aurangabad. Extent of utilisation of funds allocated for different schemes is indicated in the following table:

TABLE 9
Under-utilisation of development funds by individual schemes (1967-68)

Item	Thana	Poona	Aurangabad	Nagpur
1	2	3	4	5
Distt. level offices (No.)	17	17	18	20
1. Total No. of schemes	174	108	254	158
2. Percentage of schemes having dev. funds	67.24	75.00	83.46	76.58
3. Percentage of schemes for which funds utilized partially	51.28	48.15	39.15	56.20
4. Percentage of under-utilised schemes with extent of under utilisation :				
(a) Less than 10 %	23.33	38.46	26.71	29.41
(b) 10 % to 35%	30.00	30.77	27.71	35.29
(c) 35% to 70%	20.00	17.95	18.07	10.29
(d) 70% and above	26.67	12.82	28.51	25.00

In case of such schemes for which funds could not be utilised fully, it was found that the extent of under-utilisation had been to the tune of 70 per cent in respect of about $\frac{1}{4}$ th of the schemes in the three selected districts and for $\frac{1}{8}$ th of the schemes in Poona district.

3.4. A close examination of all the schemes reveals that the extent of utilisation was higher in case of staff-oriented schemes as compared to the development oriented schemes. The reasons given for under-utilisation of development funds were—late receipt of grant, non-receipt of required materials, delay in making purchases, etc.

4.1. *Coordination, Overlapping and Rationalization*—With the establishment of Zila Parishad the District Collector has ceased to have any direct role in the implementation of most of the development schemes. His main duties are confined to law and order, revenue work and magisterial functions. Instead, another officer of an equal status to the Collector, coordinates and supervises most of the development schemes. He is the Chief Executive Officer of the Zila Parishad. The District Collector and the Chief Executive Officer of the Z.P. respectively act as the coordinators for the two sectors viz. State and Z.P.

For the State sector departments, periodic meetings are held under the chairmanship of the Collector to review the progress of work for resolving of problems faced such as acquisition of land, recovery of loan, etc. But as between the two sectors there are occasions when lack of coordination affects the smooth functioning of the programme. Under the Kharif and Rabi campaigns (including High Yielding Varieties Programme) funds are placed at the disposal of District Collector for granting loans to non-members but in many cases these are not disbursed in time on account of the lengthy procedure adopted by the Revenue Department. To the members of cooperative societies crop loans are issued under various programmes through the societies but in some cases the group secretaries of Taluka Supervisory Unions do not prepare the demand statements in time, hence the issue of loan is delayed. Cooperative Department (Zila Parishad) has no control over such autonomous bodies. In relation to Agriculture and Irrigation Department it was reported from one of the districts that since the Irrigation Department was not able to adjust the programme of letting out water for irrigation on the basis of local demands, the Agriculture Department found it difficult to advise the farmers regarding certain agricultural operations. One of the local officers, infact, suggested that irrigation management could be handed over to the Agriculture Department. In case of the schemes of Khadi and Village Industries it was reported that co-ordination of Cooperative Department was necessary right from the formation of societies to the recovery of loans, but the same was not forthcoming. Since, in certain cases such a coordination was lacking, loans were not recovered in time and societies often became defunct. Similar lack of coordination was reported as between Irrigation and Revenue Departments regarding acquisition of land, between Fisheries and Irrigation Deptts. regarding clearance of tanks, between Industries and Revenue Deptt. for valuation of land etc.

4.2. The schemes operated by Zila Parishad and State Departments are well defined and as between the two sets of offices there is no overlapping except for a solitary case reported from district Poona where under the Intensive Cattle Development Project (State Sector) cattle breeding centres had been established in five talukas of the district for treatment of animals, control of epidemics and artificial insemination. Similar type of activities are also carried out by the regular staff of the veterinary aid centres and dispensaries of Zila Parishad in the same area. Both the departments are not aware about the work being done by the other. It is felt that to eliminate such overlapping the State Deptt. could function in those villages where there are no regular aid centres of Zila Parishad. In respect of the other districts and departments no such over-lapping has been reported. However, there is some scope for integration of schemes in the field of agriculture. While the Zila Parishad is responsible for the execution of number of important schemes, the State Department also manages some schemes like seed multiplication, plant protection, land development, intensive cultivation, well construction, etc. Except for soil conservation, all the other schemes could be transferred to the Zila Parishad since its extension machinery is spread out quite widely and at present for some of the schemes the budget part of the scheme is being operated by the state sector office, while actual implementation is carried through the Zila Parishad. This would streamline the working and avoid any possible duality or duplication. Such a single line administration is also felt to be appropriate in case of Cooperation, where

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also quite a good number of schemes fell under the purview of State sector. Further it may be necessary that the process of democratic decentralisation is carried to its logical end and its import really translated in action. The Works Department of Zila Parishad takes up construction work on behalf of other section of Zila Parishad viz. Agriculture, Animal Husbandry, Education, etc., but all payments are centralized in the Finance Section of the Zila Parishad. This has often resulted in delay in payment of bills, affecting progress of work.

4.3. Simplification of procedures and decentralization of powers in routine matters is another requirement. In preparation of survey estimates of soil conservation work, the standard norm fixed is 40 paise per acre. The estimate is first prepared by the Agr. Asstt. and it passes through eight officials before it reaches the final authority viz. Divisional Soil Conservation Officer for approval and sanction. It may be considered that when the norm is fixed, it could be disposed of at an intermediate level itself.

4.4. In case of Post Stage II blocks it has been reported that because of inadequate C.D. funds, Extension Officers, Animal Husbandry, Cooperation and Industries do not seem to be gainfully employed on a full time basis, as such realignment of functions may result in some economy.



APPENDIX 'A'

State : Maharashtra
Year : 1967-68

List of Offices covered in the selected districts

Thana	Poona	Aurangabad	Nagpur
1	2	3	4

Agriculture and Allied Services

- | | | | |
|------------------------------------|--------------------------------------|------------------------------------|------------------------------------|
| 1. Agriculture (State). | 1. Soil Conservation (S). | 1. Soil Conservation (S). | 1. Soil Conservation (S). |
| 2. Agriculture (P). | 2. Agriculture (P). | 2. Minor Irrigation (S). | 2. Lift Irrigation (S). |
| 3. Animal Husbandry (P). | 3. Animal Husbandry (P). | 3. Agriculture (P). | 3. Cotton Extension (S). |
| 4. Cooperation (State). | 4. Intensive Cattle Development (S). | 4. Animal Husbandry (P). | 4. Agriculture (P). |
| 5. Cooperation and Industries (P). | 5. Supdt. of Fisheries (S). | 5. Supdt. of Fisheries (S). | 5. Animal Husbandry (P). |
| 6. Forest (State). | 6. Cooperation (S). | 6. Cooperation (S). | 6. Supdt. Fisheries (S). |
| | 7. Cooperation and Industries (P). | 7. Cooperation and Industries (P). | 7. Cooperation (S). |
| | 8. Forest (S). | 8. Forest (S). | 8. Cooperation and Industries (P). |
| | | | 9. Forest (S). |

Community Development and Panchayati Raj

- | | | |
|--------------------------|--------------------------|--------------------------|
| Zila Parishad/Panchayat. | Zila Parishad/Panchayat. | Zila Parishad/Panchayat. |
|--------------------------|--------------------------|--------------------------|

Irrigation and Power

- | | | |
|---------------------|-------------------------------|-------------------------------|
| 1. Irrigation (S). | 1. Irrigation (S). | 1. Irrigation (S). |
| 2. Electricity (S). | 2. Rural Electrification (S). | 2. Electricity (S). |
| | | 3. Rural Electrification (S). |

APPENDIX 'A'—*contd.*

1	2	3	4
	<i>Industries</i>		
Industries Office (S).	Industries Office (S).	Industries Office (S).	Industries Office (S).
1. Works Deptt., Bldg. & Com. (S).	1. Works Deptt., Roads & Bldg (S).	1. Work Deptt. Bldgs. & Com.(S).	1. Works Deptt. Bldgs. & Com. (S).
2. Works Deptt. (P).	2. Works Deptt. (P).	2. Works Deptt. (P).	2. Works Deptt. (P).
	<i>Transport and Communication</i>		
	<i>Social Services</i>		
1. Education (P).	1. Education (P).	1. Education (P).	1. Education (P).
2. Public Health Office (S).	2. Public Health, NMEP*(S).	2. Public Health, NMEP*(S).	2. Public Health, NMEP* (S).
3. Public Health Office (P).	3. Public Health Office (P).	3. Public Health (P).	3. Public Health (P).
4. Public Health Works Office (S).	4. Social Welfare (P).	4. Family Planning (S).	4. Social Welfare (P).
5. Social Welfare (P).		5. Social Welfare (P).	

S=State Sector.

P=Zila Parishad Sector.

*NMEP = National Malaria Eradication Programme.

APPENDIX 'B'

State : Maharashtra
Year : 1967-68

Organisational Chart of Development Staff in the Selected Districts

District and Headquarter Office					Block and lower level					
Designation	Number				Designation	Number				
	Thana	Poona	A'bad	Nagpur		Thana	Poona	A'bad	Nagpur	
1	2	3	4	5	6	7	8	9	10	
<i>Agriculture (Zila Parishad)—</i>										
Parishad Development Officer	1	1	1	1	1	4	10	11	10	
Distt. Agr. Officer	1	1	1	1	1	—	1	—	5	
Campaign Officer	1	1	1	1	1	140	133	118	103	
Cooperative Officer	1	1	1	1	1	..	..	..	..
Agriculture Officer	2	1	3	4	..	..	..	..	..
Agriculture Supervisor	2	6	3	—	..	..	..	..	..
Agriculture Assistant	3	—	2	17	..	..	..	..	..
Hybrid Seed Prod. Officer	—	1	—	—	..	..	..	..	..
Asstt. D.A.O	—	1	—	—	..	..	..	..	..
	11	13	12	25		144	144	129	118	

APPENDIX 'B'—contd.

1	2	3	4	5	6	7	8	9	10
2. Agriculture (State)—contd.									
Div. Soil Conservation Officer	1	2	1	1	1	1	—	6	—
Officer I/C Residue activities	1	1	1	1	1	30	—	25	10
Agriculture Officer	8	11	6	47	..	134	281	275	170
Hybrid Seed Prod. Officer	..	..	1	1	..	..	—	1	—
Sub-Divn. Soil Cons. Officer	6	10	10	6	..	..	—	—	—
Asstt. Cotton Extn. Officer	..	..	..	1	..	..	—	—	—
Agricultural Supervisor	9	69	42	32	..	..	—	—	—
Statistical Supervisor	..	..	3	1	..	..	—	—	—
Compost Inspector	..	..	1	1	..	..	—	—	—
Agricultural Assistant	34	2	22	33	..	..	—	—	—
Mechanical Supervisor	..	..	2	1	..	..	—	—	—
Mechanic	..	..	2	2	..	..	—	—	—
Boring Mechanic	..	..	1	1	..	..	—	—	—
Boring Operator	..	..	2	1	..	..	—	—	—
Tracer	..	..	44	52	..	..	—	—	—
Air Compressor/driller	..	..	65	..	..	..	—	—	—
	59	95	202	180		164	281	307	180
3. Minor Irrigation (State)									
Executive Engineer	..	..	1	1	1	1	—	41	—
Dy. Engineer	..	..	7	1	..	..	—	11	—
Overseer	..	..	3	6	..	..	—	—	—
Sub Overseer	..	..	3	..	..	..	—	—	—
Draftsman	..	..	1	..	..	..	—	—	—
Asstt. Draftsman	..	..	1	..	..	..	—	—	—
Tracers	..	..	4	1	..	..	—	—	—
Computer	..	..	1	..	..	..	—	—	—
	..	..	21	9		..	..	52	..

APPENDIX 'B'—*contd.*

	1	2	3	4	5	6	7	8	9	10
7. <i>Cooperation (State)</i> —										
Dy. Registrar of Cooperative	..	1	1	1	1	Cooperative Officer	..	3	1	..
Asstt. Registrar of Cooperative	..	4	5	5	3	Asstt. Cooperative Officer	..	11	11	10
Cooperative Officer	..	1	4	2	4	Marketing Inspector	..	..	..	2
Asstt. Cooperative Officer	6	4	8	Supervisor	..	25	27	..
Special Liquidation Officer	..	1	1	1	..	Industrial Supervisor Grade II	..	2	..	24
Industrial Supervisor Grade I	..	1	2	1	6	..	..	..	..	..
Industrial Supervisor Gr. III	2	2	..	..	..	..	..
Extension Officer (Agr.)	1	..	11	..	..	..	..	..
Handloom Supervisor	1	..	1	..	..	..	..	..
Textile Inspector	1	..	..	..	..	..
Stamping Inspector	5	..	..	..	..	..
Marketing Inspector	3	3	..	..	..	..	..
Price Reporter	1	..	..	..	..	..	..	..
Grader	3	..	2	..	..	..	..	..
Grading Asstt.	..	1	1	..	2	..	..	..	..	..
Powerhouse Jober	1	..	..	..	..	..	..	..
	9	29	18	48	41	39	12	34		
8. <i>Cooperation and Industries (2P)</i> —										
Cooperative and Industries Officer	..	1	1	1	1	Extension Officer (Industries)	..	..	..	12
Cooperative Officer	1	1	1	Instructor	..	..	..	..
Asstt. Cooperative Officer	..	1	1	..	1	..	..	..	..	..
Sr. Industries Inspector	..	1	..	1	1	..	..	..	..	..
Extension Officer (Cooperative)	..	3	..	..	..	..	..	..	..	..
Extension Officer (Industries)	1	..	..	..	..	..
	6	3	3	3	5	1	..	..	..	12

9. Forest (State)—

Div. Forest Officer	..	3	3	1	1	1	Range Forest Officer	..	13	26	7	16
Asstt. Conservator	..	..	..	..	3	3	Foresters	..	..	81	33	55
Sub-Div. Forest Officer	..	3	3	..	..	..	Forest Guards	..	..	..	103	279
Forest Settlement Officer	..	..	..	..	1	1	Round Officers	..	163	6	..	..
Range Forest Officer	..	..	..	1	..	..	Surveyor	..	..	..	..	18
Guard	..	..	..	3	..	..	Games warden	..	..	..	..	2
Surveyor	..	..	..	1	..	..	..	..	..	..	..	..
Range Surveyor	..	..	2	..	..	..	..	..	..	..	..	..
Forester	..	..	..	2	..	..	..	..	..	..	..	..
		6	8	8	7				176	113	143	370

Community Development and Panchayati Raj

10. Panchayat Samiti—

Chief Ex. Officer	..	1	1	1	1	N.A.	Prant cum Project Officer	..	6	..	12	13
Dy. Chief Ex. Officer	..	1	1	1	1	N.A.	Block Development Officer	..	6	13	..	..
Administration Officer	..	1	..	..	..	N.A.	Asstt. Block Dev. Officer	..	3	..	..	..
Planning Officer	..	1	1	1	1	N.A.	Extension Officer (Panchayats)	..	12	13	21	..
Revenue Officer	..	1	..	..	..	N.A.	Progress Assistants	..	..	13	12	..
							Mukhya Sevika	..	..	13	12	7
							Village Level workers	..	196	225	205	130
							Asstt. Village Level workers	..	72	275	..	..
							Gram Sevika	..	..	43	30	16
							Extension Officer (Agriculture)	..	25	20	16	13
							Extension Officer (Industries)	..	15	13	14	13
							Extension Officer (Cooperatives)	..	12	18	16	16
							Extension Officer (Vety.)	..	12	13	13	13
							Extension Officer (R.E.)	..	N.A.	13	N.A.	13
							Extension Officer (Rural Manpower)	..	..	..	..	6
							Extension Officer (Social Ed.)	..	N.A.	13	N.A.	13
							Panchayat Secy. (Gram Sahayak)	..	N.A.	N.A.	N.A.	148
		5	3	5	..				359	685	351	401

N.A.—Not available.

Auxiliary Nurse (F.P.)	..	..	..	..	2	..	..	..	..
Computer	..	..	..	..	..	..	..	..	..
Operation Theatre Nurse (F.P.)	..	..	..	..	..	..	..	..	..
Storekeeper	..	..	..	..	..	..	..	..	..
Field worker (F.P.)	..	..	..	..	..	..	..	..	..
Female Field worker	..	..	..	..	..	..	..	..	..
Statistical Asstt.	..	..	..	..	..	..	..	..	..
Projectionist	..	..	..	..	..	..	..	..	..
	11	22	60	15					
	399	247	321	337					

13. Public Health (State)—

Malaria Officer	..	..	..	..	..	..	..	..	..
Asstt. Unit Officer	..	..	..	..	..	..	..	..	..
Malaria Supervisor	..	..	..	..	..	..	..	..	..
Technician	..	..	..	..	..	..	..	..	..
Health Supervisor	..	..	..	..	..	..	..	..	..
Senior Field worker	..	..	..	..	..	..	..	..	..
Field Worker	..	..	..	..	..	..	..	..	..
Malaria Inspector	..	..	..	..	..	..	..	..	..
Surveillance Inspector	..	..	..	..	..	..	..	..	..
	12	16	21	44					
	142	179	21	107					

14. Public Health Works—

Sub-Divisional Officer	..	..	..	..	..	..	..	..	..
Overseer	..	..	..	..	..	..	..	..	..
Asstt. Draftsman	..	..	..	..	..	..	..	..	..
Sub-Overseer	..	..	..	..	..	..	..	..	..
Tracer	..	..	..	..	..	..	..	..	..
	13	..	..	..	..	..	..	..	..
	5	..	..	..	..	..	..	..	..

FP=Family Planning.

NATIONAL Small Pox Eradication Programme.

APPENDIX 'B'—*concl'd.*

1	2	3	4	5	6	7	8	9	10
15. Social Welfare (ZP)---									
Distt. Social Welfare Officer	1	1	1	1					
Social Welfare Inspector ..	2	2	1	2					
Cooperative Inspector ..	—	—	1	1					
Health Inspector ..	1	—	1	1					
Pracharak ..	—	—	1	1					
Social Service Organizer ..	—	—	—	5					
Artists ..	1	—	3	3					
Sevak ..	—	—	—	—					
	5	3	3	8					



STUDY OF DEVELOPMENT STAFF, MYSORE STATE

1.1. *Background*—Three districts—Gulbarga, Shimoga and Mandya—were selected for the study. These districts are, to a large extent, representative of the different regions within the State and, in addition, one of them *i.e.*, Mandya, is an I.A.D.P. district. The convenience of investigation by the three P.E.O. units located in these districts was also one of the main consideration in selecting only three and not more districts. In each of these districts, one block was also visited and the staff position ascertained. The investigating staff visited a village in each of these blocks mainly to ascertain on the spot the extent of attention given to development work at the beneficiary level. The narration that follows is based largely on the data collected at the district level supplemented with relevant information from the block and the village.

1.2. The development staff working in the district located both at the district headquarters and outside have been more or less completely enumerated. The departments/agencies studied are those which are directly engaged in the execution of development programmes and include agriculture, animal husbandry, fisheries, community development, forests, cooperatives, industries panchayat, education, family planning etc. etc. The main objectives of the study were: (i) to collect the organizational chart of the development departments/agencies; (ii) to assess how far the various development schemes are staff oriented and (iii) incidentally, to analyse the functions of the staff engaged in these offices with a view to locate any duplication, and the possibility of ensuring more rationalisation in the utilization of funds and personnel.

1.3. Gulbarga is a district in the north-east part of Mysore State. The total area of the district is about 16,242, sq. km. and population about 14 lakhs (1961 Census). It consists of 10 talukas and 2 administrative sub-divisions. Both agriculturally and industrially it is comparatively backward. Gulbarga town has a few engineering units, a solitary large scale textile mill, since closed down and a large cement unit. The handloom weaving industry is quite important in this district. There are 16,500 handlooms with 21 cotton weavers' societies. A number of industrial cooperatives covering oil, leather and handicrafts is also functioning.

1.4. The total area of Shimoga district is about 10,500 sq. km. and the total population about 10 lakhs. It consists of 9 talukas and two sub-divisions. The district forms part of the 'Malnad' area of Mysore State. This is also a below average agricultural district with hardly 5.5 per cent of the total sown area irrigated. In 1966-67, it was selected as an I.A.A.P. district. The district is, however, industrially advanced. It has the State owned iron and

steel factory, cement, paper and sugar factories and the famous Sharavathy Valley Hydro-Electric project. Over 8 lakh of rupees have been spent in 4 blocks on rural works programme since 1963-64. The applied nutrition programme is also proposed to be taken up in one block from the current year. The district has two industrial estates where the creation of basic facilities like buildings, roads, etc. are nearing completion.

1.5. Mandya district is situated in the southern part of Mysore State. It covers a total population of about 9 lakhs in about 4,700 sq. km. It comprises 7 talukas with two sub-divisions. Mandya is predominantly a prosperous agricultural district with more than 30 per cent area irrigated mainly by the Visvesvaraya Canal system. It is an I.A.D.P. district since the inception of the programme. There are two sugar factories in the district and no other major industries exist except for a small fertilizer unit, a paper mill, now closed, and an acetate factory under erection.

2.1. *Staff strength, pay-groups, jurisdiction, vacancy, development budget etc. etc.*—Six tables are appended to this note which give a comparative picture of the number of offices at the district level dealing with development work, their staff strength, the distribution of staff according to four pay groupings, their operational jurisdiction and the current position regarding vacancies. The last two tables (A.5. & A.6) analyse the share of the development budget* to the total budget, development funds per scheme, per functionary and per 1,000 population and, finally, the extent of its under-utilization.

2.2. On an average, a district in Mysore State has 20 offices engaged in development work, 8 to 9 in agriculture and allied departments, 4 to 5 in social services, 2 each in industry and transport, 1 each in irrigation and power, and community development. The total number of development staff (only the technical staff) also is roughly of the order of 1,200 in a normal district which is augmented by about 250 to 300 in an I.A.D.P. district. It is worth noting that the percentage of total development staff engaged in community development and social services is roughly about 55. The overwhelming majority of the total staff i. e., about 93 per cent is in the two lowest pay group (Rs. 50—400), 6 per cent in the next higher group (Rs. 300—700), and about 1 per cent in the highest pay group (Rs. 375—1000). This is more or less uniform in all the three districts. In terms of jurisdiction, the bulk of the staff, being of a junior level, is having their area of operation limited to a group of villages. About 10 to 15 percent are having jurisdiction over a block area. By and large, the extent of vacant posts is negligible except in Gulbarga, where there is a significant number of vacant posts in the animal husbandry, C.D. and family planning departments. Nearly, 40 per cent of the posts sanctioned for family planning work is lying vacant.

2.3. On an average in an ordinary district, 60 to 65 per cent of the total budget is spent on development items and in an I.A.D.P. district, it goes upto about 75 per cent. The development funds available per scheme, per functionary and per 1000 population are roughly of the order of slightly above a lakh, 15,000 and 17,606 of rupees respectively. The development fund per

*Development budget has been defined as including expenditure on equipment, materials, loans, grants, subsidies etc. and excluding the expenditure on establishment.

1000 population goes up to Rs. 25,000 in an I.A.D.P. district. Both the extent and the degree of under-utilization of development funds are significant in all the three districts. It is all the more discouraging to note that about 54 per cent of scheme in Mandya could not utilize their funds fully, and what is worse, in 50 per cent of cases, the degree of under-utilization was 25 percent and above.

2.4. It has been found that all special crop development schemes in agriculture and other special schemes in horticulture, animal husbandry, fisheries, small and village industries, applied nutrition programme and health programmes are heavily staff-oriented. This is to some extent, not inappropriate since most of these schemes are of an extension nature.

2.5. In Mysore, most of the departments have reported that the funds provided for development activities were generally adequate. The only departments which perhaps did not receive adequate funds were, horticulture, animal husbandry and fisheries. The education department wanted more funds for the construction of the primary school buildings.

2.6. As regards the extent of underutilization of funds, the Public Health (including Family Planning) department where most of the schemes are heavily staff-oriented had lapsed quite a sizeable proportion of its funds owing to the non-availability of the requisite technical personnel. In the Industries department, the under-utilization was due to the delay in receiving the quotations in good time. The reasons generally attributed were the late receipt of consignments and sanctions from the Head office. In the field of the Khadi and Village industries, the degree of underutilization was quite considerable and the district officer of the State Board explained that the cooperative institutions in the district receiving the loans from the Board did not forward complete records including balance sheets and progress reports to the district office with the result that the latter could not ask the head office to release the funds although provided for in the original budget estimates.

3.1. *Block Picture*—Two tables giving the staff position by category in three different types of blocks in the State and the development budget available to these blocks are cited in the appendix (A.7 & A. 8). Briefly, the position is that in a normal block including the post stage-II one, there are 26 technical officers including the B.D.O., extension officers in the different fields and the V.L.Ws. In the case of the I.A.D.P. block, the total staff goes upto 60, the augmentation being mostly at the level of V.L.Ws. and A.E.Os. ; the former more than two times and the latter more than seven times the normal strength. As regards the extent of variation in the development funds available to those blocks, the development budget in an ordinary block amounts to nearly Rs. 3 lakhs whereas that in an I.A.D.P. block, it is about Rs. 11 lakhs. In Mysore State, the contribution of funds by the Panchayat Samiti at the Taluka level which is also known by Taluka Development Board to the total funds available in the block is about 50 per cent in an ordinary block and one-third in an I.A.D.P. block.

3.2. The post-stage II block in Shimoga district (Sagar Block) had been allowed to retain the full complement of staff even after the block had entered the post-stage II phase on 1st May 1962. It appears that this is the genecad
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pattern in all the post stage-II blocks in Mysore. Only last year, a decision was taken, as an economy measure, to abolish from *all blocks* the posts of extension officers in animal husbandry, industries and the entire staff of social education. As is well known, there is no schematic budget. The absence of it has not affected the activities of all the extension officers to the same extent. For instance, the activities of the extension officers for cooperation and panchayat have not been affected since they were being paid even earlier from separate funds. If anything, their responsibilities have increased in recent years. The construction activities of the block which were being financed from the schematic budget earlier are now being financed by the funds of the Taluka Development Board. An additional A.E.O. has been posted since this block is now covered by I.A.D.P. programme. But this action without corresponding increase in the V.L.Ws. has not helped in improving extension work at the village level.

4.1. *Coordination, overlapping, duplication and problems of integration*—The problem of coordination is not serious for independent departments like forest, public works, health and education. Coordination is a real problem in the case of allied departments like agriculture, cooperation, irrigation, C.D. and the block agency. At the district level, the above departments maintain a fairly good degree of coordination through various committees. First, there is the District Development Council whose chairman is the Deputy Commissioner. This body meets once in two months to review the development activities of the district and to allocate plan and non-plan funds earmarked for the district among different blocks. Secondly, there is a District Development Coordination Committee consisting of all officials of the development departments and the coordination is done by the Deputy Commissioner. There is also a separate committee called Fertilizer Committee consisting of the Deputy Director of Agriculture, Deputy Registrar of Cooperatives and representatives of Taluka Marketing societies which meets periodically.

4.2. In this connection, the role of District Collector or Deputy Commissioner in the implementation of development programme is a key one. In the case of I.A.D.P. district, he is the chief administrative officer at the district level responsible for leadership, administrative control and coordination. The Deputy Commissioner as Chairman of the Coordination Committee plays a key role in its deliberations and helps the committee to take decisions on all problems arising in the course of the implementation of the programme and follows up the decisions at the higher level of authority. To involve the Panchayati Raj personnel and progressive farmers fully in the programme he launches training programmes at district, block and circle levels. His role as chairman of the District Development Council which is the district tier of the Panchayati Raj set-up in Mysore and on which all the departmental officers at the district level, all the Taluka Board Presidents and the M.L.As. of the district are represented puts him in close touch with the major problems facing the implementation of development programmes. The Deputy Commissioner also presides over the functional sub-committees of the District Development Council. It may be noted however, that the District Development Council in Mysore State is only an advisory body without statutory powers and without an independent budget. As such the role of the Deputy Commissioner is also advisory so far as the departments are concerned except in the case of block agency. But by virtue of his traditional position and power, the Deputy Commissioner is able to put this

coordination machinery into effective use and resolve inter-departmental problems. He is also designated as Deputy Development Commissioner so far as the C. D. programme is concerned. He convenes monthly meetings of the District officers and the B.D.Os. to review the programmes and activities of the C.D. blocks and the departments. At such meetings, problems arising out of lack of coordination between different departments are discussed and resolved. The Deputy Commissioner is also the chairman of the District Family Planning Action Committee.

4.3. The difficulty of coordination is, however, at the block level. At the block level, not only two or more departments are involved independently in the implementation of a single programme but also a particular department undertakes many special schemes and has independent staff operating at the block and lower levels. An example of the former is the handling of village industries specially Khadi and Handloom development programmes by the industries department, Khadi and Village Industries Board, Khadi and Village Industries Commission and the Cooperative Department. Similarly, there is also lack of coordination between the industries department and the National Small Industries Corporation which is concerned with the supply of machines on hire purchase basis to small scale industries. An example of the latter is the schemes relating to supply of seeds, oilseeds and cotton development, land reclamation, supply of plant protection chemicals etc. There exists little coordination between the V.L.Ws. and the field assistants working on these schemes.

4.4. The usual problems of lack of coordination which arise in the implementation of agricultural programmes do not exist in the I.A.D.P. district and whenever they arise, these are sorted out at the Package Coordination Committee meetings presided over by the Deputy Commissioner. Even then there exist some lack of coordination at the field level in regard to the procurement and distribution of treated seeds by marketing and service cooperatives on the one hand, and extension agency on the other. The same situation obtains in the matter of stocking and distribution of fertilizers, chemicals etc.

4.5. Cases of divergence in prescribed and actual functions exist only in one or two offices at the district level. For example, the two weaving demonstrators, instead of being engaged in their usual work of extension, are attending whole time to the clerical work in the office. Similar situation exists in the office of the Khadi Board. Divergence in duties is more noticeable in the case of block staff. That the V.L.W. spends a major part of his time on non-agricultural activities such as collection of small savings, collection of memorial funds, propaganda for family planning, conducting panchayat election etc. is now well known. Due to the fact that some posts of extension officers are frequently vacant, it is a common practice for one officer to be additionally in charge of another post. It is not uncommon to find that Panchayat Extension Officer acts as a Social Education Officer, or Industries Extension Officer or Cooperative Extension Officer. Possibly the worse affected official is the S.E.O. He is made to do all odd jobs.

4.6. There are all types of miscellaneous activities which are assigned specially to the junior staff such as assignment of office work to the regular field staff, to remain in attendance in the various meetings or field visits by M/P(D)219PC-16a

senior officers and tours by senior officers to divisional and State level offices for the sole purpose of getting administrative and technical sanctions. For instance, the Assistant Project Officer (IADP) who is required to assist his senior officer in the preparation of reports and in conducting job-training camps for the extension staff does neither and his regular work has been entrusted to the Assistant Agricultural Information Officer (IADP), who, in terms of his job chart, has clearly assigned duties to do on the information and publicity side of the IADP. The divergence between prescribed and actual functions occur because of lack of strict enforcement of specific job responsibility on each category of technical personnel and absence of clear supervision and follow-up by higher officers.

4.7. There exists some overlapping between a Government department and a semi-official or a private agency operating in the same area. In the case of sugarcane development, there is a special officer at the district level and at the same time, a fairly old private sugar company has its own sugarcane farm and extension staff. Similar is the position in the case of the Tobacco Development Officer. Another example of duplication of work is with regard to the bee-keeping programme. This is being looked after both by the two bee-keeping demonstrators under the Assistant Director of Industries and the staff of the Khadi and Village Industries Commission. It is interesting to note that the department of industries buys bee-hives from the Khadi Board and supplies them to the bee-keepers on subsidy.

4.8. There is some duplication work in regard to the technical guidance as between the Khadi and Village Industries Commission and the State Khadi and Village Industries Board. It is felt that while the Khadi Commission may have its own technical experts in different fields for providing the needed technical advice on an All-India pattern, the State Board may consider confining itself to the day-to-day functioning of the schemes without having parallel technical staff of its own.

4.9. There are a few instances of duality of control. For instance, the extension officer industries operates under the dual control of BDO and the Assistant Director of Industries. Similar is the position of the extension officer (Cooperation) vis-a-vis assistant registrar at the sub-divisional level. There is also a duality of control in regard to special commodity development schemes as between the administrative control of the Deputy Director (Agriculture) at the district level and the technical control of the specialists at the State level. Further, the problem gets complicated because these technical officers at the State level are junior officers of Class II status while the district administrative head is in the senior Class I scale.

4.10. The functioning of staff of equivalent level (e.g., AAO and AEO) independent of the block staff and not associated with the AEOs and VLWs of the block tends to weaken the very structure of the block organization. This brings us to the much vexed question of the need for bringing into existence a single line of administration in the execution of development programme in each field of activity. It is a moot question to consider whether all development activities should be routed through the block organisation or each department should operate independently upto the village level. Further, whether one or the

other system is brought into operation, what should be the role of the Panchayat bodies at the village, block or district level vis-a-vis any particular system of organisation. These are issues outside the scope of the present study. Nevertheless, the field observations regarding lack of coordination, duplication, overlapping and need for rationalisation have brought forcefully the urgency of arriving at some firm decisions on the above issues. The delay in resolving these issues will mean thwarting the effective implementation of development programmes at the district and lower levels.



APPENDIX-A

State : **Mysore**
Year : 1967-68

List of offices covered in the Selected Districts

Subject/Head	Gulbarga District	Mandya District	Shimoga District
	2	3	4
I. Agriculture and Allied Services	1. Deputy Director Agriculture .. 2. Asstt. Director Horticulture .. 3. Sub-Divisional Soil Conservation Office (Gulbarga). 4. Sub-Divisional Soil Conservation Office (Yadgir). 5. District Office of Animal Husbandry and Veterinary Services. 6. Superintendent Sheep and Wool Development Scheme. 7. Superintendent Fisheries 8. Asstt. Registrar Cooperative Societies (Gulbarga) 9. Asstt. Registrar Cooperative Societies (Yadgir). 10. Divisional Forest Office.	1. Dy. Director Agriculture .. 2. Asstt. Director Horticulture .. 3. Sub-Divisional Soil Conservation Office. 4. District Office of Animal Husbandry & Veterinary Services. 5. Assistant Superintendent Fisheries. 6. Dy. Registrar Cooperative Societies 7. Range Forest Office .. 8. Senior Inspector Sericulture ..	1. Dy. Director Agriculture. 2. Asstt. Director Horticulture. 3. Asstt. Agricultural Development office (Bhadra Project). 4. Sea Island Cotton Assistant. 5. Distt. Office of Animal Husbandry and Veterinary Services. 6. Superintendent of Fisheries. 7. Dy. Registrar of Cooperative Societies. 8. Conservator of Forest.
II. Community Development	.. 1. Distt. Development Asstt.	.. 1. Distt. Development Asstt.	.. 1. Distt. Development Assistant.
III. Irrigation & Power	.. 1. Executive Engineer (Electrical)	1. Executive Engineer (Major irrigation)	1. Executive Engineer (Electrical)
		2. Executive Engineer (S.E.B.)	

IV. Industry	1. Asstt. Director Industries ..	1. Asstt. Director Industries ..	1. Asstt. Director Industries ..
	2. District Office, Khadi and Village Industries Board.	2. District Office, Khadi & Village Industries Board.	2. District Office (Khadi and Village Industries Board).
V. Transport & Communication ..	1. Executive Engineer P.W.D. Gulbarga.	1. Asstt. Engineer (Minor Investigation).	1. Executive Engineer (Regular Departmental work).
	2. Executive Engineer P.W.D. Yadgir.	2. Executive Engineer (Communication & Buildings).	2. Asstt. Engineer (Minor Investigation).
VI. Social Services ..	1. District Education Office ..	1. District Education Office ..	1. District Education Office.
	2. Distt. Medical, Health & Family Planning Office.	2. Distt. Medical, Health & Family Planning Office.	2. Distt. Medical, Health and Family Planning Office.
	3. Distt. Social Welfare Office ..	3. Asstt. Engineer (Public Health Engineering).	3. District Social Welfare Office.
		4. Distt. Social Welfare Office ..	4. District Executive Office Adult Education Council.
		5. Distt. Executive Office Adult Education Council.	5. Chief Organiser Coordinated Welfare Extension Project.

TABLE A-1

State : Mysore

Year : 1967-68

No. of District level offices and their staff strength in the three selected districts

Subject/Head	Gulbarga		Mandya		Shimoga	
	No. of district level offices	Total development staff	No. of district level offices	Total development staff	No. of district level offices	Total development staff
1	2	3	4	5	6	7
(1) Agriculture and Allied Services	10	299 (21·6)	8	577 (38·8)	8	1,183** (52·7)
(2) Community Development	1	294 (21·3)	1	211 (14·2)	1	225 (40·0)
(3) Irrigation and Power	1	68 (4·9)	2	124 (8·3)	1	48 (2·1)
(4) Industry	2	59 (4·3)	2	17 (1·1)	2	11 (0·5)
(5) Transport and Communication	2	145 (10·5)	2	72 (4·8)	2	93 (4·2)
(6) Social Services ..	3	517 (37·4)	5	488 (32·8)	5	683 (30·5)
Total ..	19	1,382* ¹	20	1,489	19	2,243**

*¹ This figure is slightly inflated because in a few subsectors, the staff of the tehsil headquarters which happens to be located in the district headquarters e.g., soil conservation, assistant registrar of cooperatives and P.W.D. have also been included. How far this is additional to the staff enumerated at the district level offices is difficult to say at the analytical stage. However, it would be safer to exclude these for the purpose of comparative analysis.

** This includes 922 posts (mostly field workers) in the office of Conservator of Forests which is the headquarters of the divisional office.

It appears that in Shimoga, there are 200 more staff in family planning and primary health work.

TABLE A-2

State : Mysore

Year : 1967-68

Distribution of Development Staff by Pay Groups

Pay Groups	Gulbarga		Mandya		Shimoga	
	No.	Percent- age	No.	Percent- age	No.	Percent- age
1	2	3	4	5	6	7
(1) Group I (Rs. 375— 1,000) ..	10	0.7	11	0.7	26	1.2
(2) Group II (Rs. 300— 700) ..	82	5.9	99	6.6	108	4.8
(3) Group III (Rs. 150— 400) ..	488	35.4	364	24.5	379	16.9
(4) Group IV (Rs. 50— 200) ..	802*	58.0	1,015*	68.2	1,730*	77.1
Total All Groups	1,382	100.0	1,489	100.0	2,243	100.0

*This includes field workers in family Planning and community development as follows—

	F.P.	C.D.	Total
(a) Gulbarga	243	176	419
(b) Mandya	339	169	508
(c) Shimoga	497	173	670

In the case of Shimoga, it also includes 820 field workers in the forest department.

TABLE A-3

State : Mysore

Year : 1967-68

Distribution of Development Staff by Jurisdiction

Jurisdiction	Gulbarga		Mandya		Shimoga	
	No.	Percent- age	No.	Percent- age	No.	Percent- age
1	2	3	4	5	6	7
1. More than district ..	9	0.7	2	0.1	6	0.3
2. District ..	102	7.5	78	5.3	45	2.0
3. Headquarters ..	—	—	11	0.7	12	0.5
4. More than Tehsil ..	201	14.5	157	10.5	40	1.8
5. Tehsil ..	290	21.0	138	9.4	6	0.3
6. Block ..	121	8.7	212	14.2	321	14.3
7. Group of villages ..	295	21.3	832	43.8	905	40.3
8. Others ..	—	—	—	—	—	—
I. Institutions ..	354	25.6	157	10.5	243	10.8
II. Forest Range ..	10	0.7	—	—	665	29.7
III. Break-up not available	—	—	82	5.5	—	—
GRAND TOTAL ..	1,382	100.0	1,489	100.0	2,243	100.0

TABLE A-4

State : Mysore

Year : 1967-68

Sanctioned and Posted Development staff in the three selected Districts

Districts	Sanctioned	Posted	Percentage of (3) over (2)
1	2	3	4
1. Gulbarga	1,382	1,056	23.6
2. Mandya	1,489	1,378	7.5
3. Shimoga	2,243	2,230	0.6

TABLE A-5

Total Budget and Development Budget in the three selected districts of Mysore

State : Mysore

Year : 1967-68

(Rs. in lakhs)

	Gulbarga**	Mandya	Shimoga**1
1. Total	345.5	297.0	301.0
2. Development Budget	234.0	221.2	183.2
3. Percentage of Development Budget to total	67.7	74.5	60.9
4. No. of schemes	167	204	119
5. Development funds per scheme	1.4	1.1	1.5
6. No. of functionaries	1,382	1,489	1,321
7. Development funds per functionary	0.17	0.15	0.14
8. Development Funds per 1,000 population	0.17	0.25	0.18

*1 Figures for the office of Conservator of Forest are not available. Further, in the case of three offices, expenditure figures have been taken in place of budget figures which were not available.

** In the case of two offices expenditure figures have been taken in place of budget figures which were not available.

TABLE A-6

Under-utilisation of Development funds by individual schemes

State : Mysore

Year : 1967-68

Item	Gulbarga	Mandya	Shimoga
1. Total No. of schemes	167	204	119
2. Percentage of schemes having development funds	79.6	80.4	73.1
3. Percentage of schemes having under-utilisation	42.9	53.7	36.8
4. Percentage of under-utilised schemes with under-utilization			
(a) As less than 5%	15.8	18.2	25.0
(b) As less than 5—15%	22.8	22.7	34.4
(c) As less than 15—25%	8.8	9.1	12.5
(d) 25% and above	52.6	50.0	28.1

TABLE A-7

Staff position in blocks of different categories in the State

State : Mysore

Year : 1967-68

Category of Staff	Number of Staff by Jurisdiction						
	Normal Block		P.S. II Block		IADP/LAAP Block		
	Name : Chinoholi Distt. Gulbarga		Name : Sagar Distt. Shimoga		Name : Naga- mangla Distt. Mandya		
	Block	Group of villages	Block	Group of villages	More than block	Block	Group of villages
	1	2	3	4	5	6	7	8
I. B.D.O. (Rs. 250—500) ..	1	—	1	—	—	2	—
II. Subject Matter Specialist	—	—	—	—	—	—	—
III. Extension Officers/ADOs							
(1) Agriculture (Rs. 200—400) ..	1	—	—	2	1	—	7
(2) Animal Husbandry (Rs. 225—425) ..	—	—	1	—	1	—	—
(3) Industry (Rs. 150—320)	—	—	1	—	1	—	—
(4) Overseer (Rs. 150—320)	2	—	1	—	—	—	3
(5) Panchayats (Rs. 120—240)	1	—	1	—	1	—	—
(6) Cooperative (Rs. 120—240) ..	1	—	1	—	—	2	—
(7) Social Education (M & F) (Rs. 120—240) ..	2	—	2	—	—	4	—
(8) Social Welfare Inspector (Rs. 80—150) ..	1	—	1	—	1	—	—
IV. Village Level Workers							
(1) Gram Sevaks (Rs. 100—180) ..	—	13	—	13	—	—	30
(2) Gram Sevikas (Rs. 100—180) ..	1	—	—	2	—	—	4
(3) Field Asstts (Rs. 80—150)	—	—	—	—	1	—	—
(4) Coop. Supervisor (Rs. 80—150) ..	—	—	—	—	—	1	—
V. Miscellaneous							
(1) Progress Asstt. (Rs. 110—220) ..	1	—	—	—	1	—	—
BLOCK TOTAL ..	11	13	9	17	7	9	44

APPENDIX B

State—**Mysore**
Year—1967-68

Organisational Chart of Development Staff in the three selected Districts of Mysore State

Name of Dept./ District Office	District and Headquarters	G	M	S	Block and Lower level	G	M	S
1	2	3	4	5	6	7	8	9
I—Agriculture and Allied Services —								
(1) Agriculture	Dy. Director of Agriculture	1	1	1	Agricultural Extension Officers	—	35	—
	Asstt. Director of Agr. culture	2	2	2	Farm Managers	8	2	—
	Asstt. Development Officers	2	—	2	Seed Development Inspector	—	3	—
	Asstt. Plant Protection Officers	1	—	1	Junior Scientific Assistant	—	1	—
	Asstt. Agricultural Development Officers	—	—	3	Field Asstts.	21	11	21
	Asstt. Project Officer	—	1	—	Field men	8	5	—
	Dy. Agr. cultural Engineer	—	1	—	V.L.W.	—	100	—
	Asstt. Agricultural Engineer	1	1	—				
	Asstt. Chemist	—	1	—				
	Research Asstt.	—	3	—				
	Asstt. Agricultural Officer	8	6	6				
	Distt. Agricultural Information Officer	—	1	—				
	Asstt. Agricultural Information Officer	—	—	—				
	Officer	—	1	—				
	Subject Matter Specialist	—	5	—				
	Soil Survey Officer	1	—	—				
	Seed Development Officer	—	1	—				
	Agril. Extension Officer	—	3	—				
	Field Asstts.	—	9	—				
	Fieldmen	—	3	—				
	Cotton Supervisor	1	—	—				

APPENDIX B—contd.

1	2	3	4	5	6	7	8	9
(5) Bhadra Project ..	Asstt. Agr.l. Dev. Officer ..	..	—	1	Asstt. Agril. Officers ..	..	—	4
	Asstt. Agril. Officer ..	..	—	1	Agricultural Demonstrator ..	..	—	1
					Field Asstts. ..	..	—	25
	Total ..	..	—	2	Total ..	..	—	30
(6) Animal Husbandry & Sheep & Wool Development.	Distt. Officer of Animal Husbandry & Veterinary Services ..	..	1	1	Asstt. Veterinary Surgeon ..	..	11	18
	Superintendent ..	..	2	—	Adtl. Asstt. Veterinary Surgeon ..	..	—	1
	Technical Asstt. ..	..	1	—	Veterinary Inspectors ..	..	17	11
		..	1	—	Junior Cooperative Inspector ..	..	—	1
		..	1	—	Junior Technical Assistant ..	..	—	1
		..	—	—	Poultry Assistant ..	..	—	2
		..	—	—	Compounder (Senior) ..	..	21	24
		..	—	—	Compounders ..	..	—	4
		..	—	—	Stockman (Sen.or) ..	..	—	1
		..	—	—	Stockman ..	..	21	46
		..	—	—	Flockman ..	..	—	8
		..	—	—	Sheep Grazers ..	..	—	6
		..	—	—	Milk Recorders ..	..	1	2
		..	—	—	Manager-cum-Extension officers ..	..	—	2
	Total ..	..	3	4	1	Total ..	71	116
								118
(7) Fisheries	Superintendent ..	..	—	1	Extension Officers ..	..	—	2
	Asstt. Suptd. ..	..	1	3	Asstt. Inspector of fisheries ..	..	—	5
	Asstt. Inspector of Fisheries ..	..	1	—	Fisheries Watchman ..	..	7	—
	Fishermen ..	..	5	—	Fisherman ..	..	5	—
	Total ..	..	7	3	4	Total ..	—	12
								7

(8) Sericulture

.. Senior Sericulture Inspector	—	1	—	.. Senior Sericulture Inspector	—	1	—
				Sericulture Demonstrators	..	7	—
				Seri. Inspector	..	1	—
				Seri. Operatives	..	16	—
Total	..	1	—	Total	..	25	—

(9) Cooperation

.. Dy. Registrar of Coop. Societies	..	1	1	.. Extension Officers	..	11	—
Asstt. Registrar of Coop. Societies	..	2	1	Supervisors	..	20	10
Distt. Auditors	..	—	2	Senior Auditors	..	16	—
Senior Auditors	..	—	12	Junior Auditors	..	6	—
Special Auditors	..	—	5	Inspectors	..	18	7
Distt. Inspectors	..	—	1				10
Senior Inspectors	..	—	1				
Senior Bank Manager	..	1	—				
Executive Officer	..	1	1				
Senior Sale Officer	..	3	2				
Junior Sale Officer	..	4	3				
Land Valuation Officer	..	1	1				
Tech. Assistant	..	1	1				
Powerloom Jobber	..	—	1				
Total	..	12	36	15	Total	38	50
							10

(10) Forest

.. Conservator of Forests	..	—	1	Dy. Conservator of Forests	..	—	6
Div. Forest Officer	..	1	—	Asstt. Conservator of Forests	..	—	18
Range forest Officer	..	1	2	Range forest officer	..	4	—
				Foresters	..	11	9
				Forest Rangers	..	—	165
				Forest Surveyors	..	—	77
				Forest Guards/Watchers	..	—	8
						51	647
Total	..	2	2	1	Total	15	60
							921

APPENDIX B—contd.

1	2	3	4	5	6	7	8	9
II. Community Development & Panchayati Raj—								
	District Development Assistant	1	1	1				
	Asstt. Agricultural Officers					10	1	—
	Block Development Officers					—	7	9
	Dy. Block Development Officers					—	2	1
	Agri. Extension Officer					17	8	20
	Panchayat Extension Officer					10	7	9
	Industries Extn. Officer					7	7	7
	Animal Husbandry Extn. Officer					7	2	1
	Cooperation Extn. Officer					15	9	10
	Fisheries Extn. Officer					1	1	—
	Horticulture Extn. Officer					—	1	—
	Diploma Holder Extn. Officer					—	1	—
	Social Education Officers/Organisers					20	9	10
	Women Welfare Officer					2	—	—
	Social Welfare Inspectors					4	—	—
	Engineering Supervisors					23	11	13
	Progress Asstt.					—	7	9
	Field Asstt.					—	1	—
	Mukhya Sevika					7	9	10
	Gram Sevikas					17	21	20
	Gram Sevakas					153	106	105
	Total	1	1	1		293	210	224

III. Social Services—

(1) Education								
	Distt. Educational Officers	1	1	1		3	2	2
	Asstt. Educational Officers	1	3	1		10	17	11
	Distt. Inspector of Schools	—	1	—		14	—	—
	Distt. Physical Education Inspectors	1	—	1		—	—	—
	Total	3	5	3		27	19	13

APPENDIX B—*concl'd.*

1	2	3	4	5	6	7	8	9
(3) Public Health Engineering.	Asstt. Engineer .. Junior Engineers ..	.. ..	1 3	—	Supervisors ..	.. ..	6	—
	Total ..	—	4	—	Total ..	.. ..	6	—
(4) Social Welfare	Distt. Social Welfare Officer ..	.. ..	1 1 1	1	Hostel Superintendent .. Women Welfare Organisers .. Social Welfare Inspectors .. Teachers .. Tailoring Instructors ..	.. .. .. .. .. .. .. .. .. ..	14 15 7 1 2	16 9 3 —
	Total ..	1	1 1	1	Total ..	.. ..	10 39	28
(5) Adult Education Council.	Distt. Executive Officer .. Asstt. Executive Officer ..	.. ..	1 1	1 1	Taluk Executive Officer ..	.. ..	7	5
	Total ..	—	2 2	2	Total ..	.. ..	7	5
(6) Coordinated Welfare Extension Project**.	Chief Organiser .. Dais .. Gram Sevikas ..	.. .. .. .. .. ..	.. ..	.. ..	.. ..	.. ..	— — —	1 3 8
	Total ..	—	—	—	Total ..	.. ..	—	12

*G=Calbarga

*M=Mandya

*S=Shimoga

**The project is being experimented in one block only.

STUDY OF DEVELOPMENT STAFF, ORISSA

1.1. *Background*—In the State of Orissa two districts, Cuttack and Sambalpur were selected for development staff study. Both the districts are important from agricultural and industrial point of view. Table 1 below gives important basic data for the selected districts.

TABLE 1
Background information of the selected districts

Items	District selected	
	Cuttack (IAAP)	Sambalpur (IADP)
1	2	3
1. Area (Sq. Kms.)	10,904	17,520
2. Rank in the State (in respect of area)	6	2
3. Population in '000 (1961)	3,060	1,509
4. Rank in the State (in respect of population)	1	4
5. No. and category of development block—		
Stage I	9	5
Stage II	25	18
Post Stage II	7	6
Total	41	29

1.2. Cuttack is the most populous district of the State and ranks sixth in area. It is a comparatively developed district of the State. It has the highest density of 201 per sq. kilometre against the state density of 113. The villages are small and about 65 per cent of villages have a population of less than 500. The district has been presently divided into 5 administrative sub-divisions each under the charge of a sub-divisional officer. For agriculture, Cuttack is divided into 4 agricultural districts each under the charge of a District Agriculture Officer. However, with the creation of fifth sub-division since 1-4-1965, the District Agriculture Officer, Cuttack is looking after both Cuttack and Jagt-singpur Sub-Divisions. The district has been divided into 41 Panchayat Samitis which are functioning with effect from 26th January, 1961. Panchayat Samitis are co-terminus with Community Development Blocks. In accordance with the provisions of the Orissa Panchayat Samiti and Zila Parishad Act, 1959, the Zila Parishad in Cuttack was constituted from 1st September, 1961.

1.3. The Intensive Agriculture Area Programme was initiated in the district in 1963-64 and it now covers 28 blocks. Of these 20 blocks are also under High Yielding Varieties Programme. Besides, there are other special programmes like package programme for oilseeds, groundnut and potato.

1.4. Sambalpur spread over an area of 17520 sq. kilometres is the second biggest district of the State. Its population is 15 lakh per 1961 census. For revenue purposes there are five administrative sub-divisions. The district has 29 C.D. blocks. For agricultural and cooperative programmes, the district is divided into three Zones namely, Sambalpur, Bargarh and Kuchinda. The Zila Parishad came into existence on 1st September, 1961.

1.5. The district is relatively backward and caste-system and untouchability are widely prevalent. Nearly 45 per cent of the population belongs to Scheduled Castes and Scheduled Tribes. In almost every village separate hamlets are reserved for scheduled castes and scheduled tribes. The traditional leadership of villages is still in the hands of the village Gountias. The Gourtias are from higher castes and were responsible for collection of revenue in ex-princely states of Western Orissa. Although Sambalpur was not under any princely state yet the system was in vogue there also and the same is still prevalent.

1.6. It is the key district of western Orissa. Even prior to the construction of Hira Kud Dam it was self-sufficient in food production. With the completion of Hira Kud Dam and resultant increase in area under irrigation, agricultural production increased further. About 18 per cent of the cultivated area is receiving canal irrigation. Multiple cropping has been introduced and cropping pattern has changed substantially in the Canal Zone area. The Intensive Agricultural Development Programme was introduced in the district in 1962-63. By now most of the development blocks have been covered under the programme.

1.7. Supply of cheap power from Hira Kud Project helped in establishing industries in the district. A few large scale industrial units producing aluminium, cement, paper, ceramic goods etc. have been set-up. The main industrial Centres are Hirakud, Sambalpur, Brajarajnagar, Bargarh and Jharsuguda. It is also the main centre of trade and transport for 3 to 4 neighbouring districts.

2.1. *Organisational structure*—The number of district level offices under each subject head and their total sanctioned strength during 1967-68 is shown in table 2 below.

TABLE 2

Number of district level offices and their staff strength in the two selected districts

Year: 1967-68

Subject/Head	Cuttack		Sambalpur	
	No. of district level offices	Total development staff	No. of district level offices	Total development staff
1	2	3	4	5
A. Agriculture and allied	12	1059	10	853
B. Community Development	4	1558	3	550
C. Irrigation and Power	3	106	2	56
D. Industry	2	108	1	35
E. Transport and Communication	3	92	2	88
F. Social Services	12	1383	8	711
Total	36	4306	26	2293

Both the selected districts have a large complement of development staff. Agriculture and allied, community development and social services put together account for 93% and 92% of the total strength of staff in Cuttack and Sambalpur respectively. The number of offices under Agriculture and Allied and Social Services are more than the number under other subject heads in both the districts.

2.2. However, there is no uniformity in the jurisdiction of various district level offices. While some offices cover the entire revenue district, a few others cover a large part of it except a few blocks which are under the control of another district office. A number of development offices like forest department etc. are having their jurisdiction over two or more revenue districts and such offices have not been covered under the study. The list of offices covered under the study in the two districts is given as Appendix 'A'.

2.3. The entire staff of the development departments in both the districts was grouped into 4 pay ranges and is presented in Table 3 below.

TABLE 3
*Distribution of Development Staff according to pay groups
1967-68*

Pay-Group	Cuttack		Sambalpur	
	No.	Percentage	No.	Percentage
1	2	3	4	5
Group I (Rs. 600—1,100)	14	0.3	14	0.6
Group II (Rs. 300—780)	256	6.0	105	4.6
Group III (Rs. 200—500)	931	21.6	749	32.7
Group IV (Rs. 48—220)	3,105	72.1	1,425	62.1
Total	4,306	100.0	2,293	100.0

The total development staff in Cuttack is almost double that of Sambalpur district. The proportion of staff in group III is higher in Sambalpur (32.7) as against (21.6) in Cuttack while in group IV the proportion is somewhat higher in Cuttack. The bulk of staff in both the districts is in group III and group IV. The Organisational Chart of different departments listed under the subject heads of agriculture and allied, community development and social services showing the officials designation and the level of operation is presented in Appendix 'B'.

2.4. The distribution of staff according to their jurisdiction in the district, tehsil, block and village is presented in table 4 on the next page.

TABLE 4

Jurisdiction of the Development staff

Year : 1967-68

Jurisdiction	Cuttack		Sambalpur	
	No.	Percentage	No.	Percentage
1	2	3	4	5
More than district	12	0.3	6	0.3
District	46	1.1	51	2.2
Headquarters	223	5.2	111	4.8
More than Tehsil	75	1.7	105	4.6
Tehsil	36	0.8	92	4.0
Block	1243	28.9	583	25.4
Village or group of villages	2257	52.4	1142	49.8
Institutions/Centre/Farm/Range etc.	414	9.6	203	8.9
Total	4,306	100.0	2,293	100.0

It will be seen that about half of the total development staff is working at the village level. Block is the jurisdiction for about a quarter of the total staff strength.

3.1. *Budget and Expenditure*—The data regarding budget and expenditure have been analysed on the basis of two broad heads viz. establishment and development. The relevant details are presented in table 5.

TABLE 5

Total Budget and Development budget in the two selected districts of Orissa

Year : 1967-68

Items	Cuttack	Sambalpur
1	2	3
1. Total budget (Rs. in lakhs)	753.32	323.76
2. Development budget (Rs. in lakhs)	518.48	231.82
3. Percentage of Development budget to total	68.83	71.60
4. No. of schemes	329	253
5. Development funds per scheme (Rs. in lakhs)	1.62	0.92
6. No. of functionaries	4306	2293
7. Development funds per functionary (Rs. in lakhs)	0.12	0.10
8. Development funds per 1,000 population (Rs. in '000)	16.67	15.37

Both the total budget and also the development budget was more than double in Cuttack compared with Sambalpur. The percentage of development budget to the total budget was more than 68 in both the districts. The development funds per scheme were much higher in Cuttack than in Sambalpur. The proportion of development budget to total budget was low in respect of industries department in both the districts and for development office and District Panchayat Office in Cuttack district. The Zila Parishad, P.W.D., Education and public health engineering departments account for higher percentage of development funds. It may be interesting to know that under the social services head the departments like education, public health and family planning and social welfare etc. accounted for 40 per cent and 35 per cent of the budget to the total budget in Cuttack and Sambalpur respectively. The percentage of development budget under the heads of irrigation and power, transport and communication and social services was more than 80 per cent in both the districts except social services in Sambalpur where it was 73.5 per cent. Agriculture had higher development budget in Sambalpur (65.2%) as compared to 35.8 per cent in Cuttack.

3.2. The distribution of schemes showing percentage of under-utilisation of development funds is given in table 6.

TABLE 6

Distribution of schemes by Percentage of under-utilisation of development funds

Year: 1967-68

Items					Cuttack	Sambalpur
1					2	3
1. Total No. of schemes	..	..	..	..	329	253
2. Percentage of schemes having development funds	..				55.93	62.85
3. Percentage of schemes having full utilisation of development funds	..	..	..	..	61.96	59.75
4. Percentage of schemes having under-utilisation of development funds	..	..	..	..	38.04	40.25
5. Percentage of under-utilised schemes with under-utilisation—						
as Less than 5 per cent.	..	..	..	..	22.86	12.50
as 5—15 per cent.	..	..	..	..	24.28	17.19
as 15—25 per cent.	..	..	..	..	11.43	7.81
as 25 per cent. and above	..	..	..	..	41.43	62.50

Significant proportion of schemes, 37% in Sambalpur and 44% in Cuttack were purely extension-oriented. Of the schemes having development funds about 60% in both the districts utilised such funds fully. The extent of under-utilisation was more in Sambalpur where 62.5 % of the schemes are having more than 25% under-utilisation.

3-3. Under the broad heads agriculture and allied, transport and communication and social services there were large number of schemes where the development funds to the tune of 25 per cent and more remained unspent. In agriculture in Sambalpur district the schemes such as planting materials, multiple cropping demonstration, distribution of seeds, crop competition, construction of storage and godowns and intensive rice cultivation were found to be having under-utilisation of development funds of a higher order. The reason attributed for under-utilisation for schemes of distribution of improved seeds and intensive rice cultivation was that anticipated participants did not respond. In Cuttack, intensive and composite demonstration scheme reported a larger percentage of development funds under-utilised due to lack of public cooperation. Under Zila Parishad in Cuttack the grants-in-aid to Panchayat Samitis were not made due to non-receipt of expenditure statements from Panchayats and late receipts of grants was responsible for under-utilisation for rural development and primary education programmes. In P.W.D. and irrigation departments, the main reason for under-utilisation was the ban order issued by the State Government in view of the difficult ways and means position during the year 1967-68.

4-1. *Block picture*—In each of the districts one block was selected and the staffing pattern alongwith the budget and expenditure was studied. Ragnathpur and Bargarh development blocks were selected in Cuttack and Sambalpur respectively. Ragnathpur block was initiated on 1st October, 1963 and is in last phase of stage I. It is covered under J.A.A. Programme since Kharif 1964 and under HYVP for paddy, maize and wheat since Kharif 1966-67. Bargarh integrated C.D. Block was inaugurated on 2-10-53 and is in post stage II since 1st July, 1964. It has been covered under Intensive Agricultural Development Programme since 1962-63. This block is one of the most developed blocks of the district.

4-2. The staff strength according to the jurisdiction of officials of the selected blocks was also analysed. Of the 45 staff members in Ragnathpur, 34 had their jurisdiction as group of villages. The Industries Extension Officer had his jurisdiction extended to two blocks. Bargarh in spite of its being a post stage II block continued to have the same staffing pattern as in stage II. In fact, being an I.A.D.P. block, it had a larger complement of staff (68) as against 45 in Ragnathpur. There were 25 officials who had their jurisdiction over the entire block. The State Government has withdrawn the post of Lady Social Education Organiser from Bargarh block as an economy measure last year but a few posts under the family planning department have been sanctioned to work in the block.

4-3. The total budget and development budget for the year 1966-67 and 1967-68 was also collected. The C.D. budget in Ragnathpur was more or less of the same order during both the years but its development component declined from 42.0% to 34.9% during 1967-68. In Bargarh post stage II block the schematic budget had reduced from Rs. 75 thousand in 1966-67 to Rs. 70 thousand during 1967-68 and nearly all this amount was spent on establishment. No new assets are being created in this block as the C.D. funds for maintenance and follow-up works are too slender to be of any importance. Under the present stringency of funds, social education programme is almost nil in every

block. The Youth Clubs, Mahila Samitis are almost defunct. The allotment of departmental funds to the block have, however, increased not due to any permanent policy shift but due to temporary exigencies of drought that affected the State as a whole during the last two years.

5.1. *Coordination, duplication and integration*—The Collector has been entrusted with the job of coordination of the work of development departments at the district level. He is assisted in this work by the District Development Officer, who is incharge of Community Development Programme in the district. Deputy Commissioner is chairman of the Coordination Committee of Zila Parishad. However, the committee is not functioning at present as the Zila Parishad has become defunct for want of elections in the State. The State Government is thinking to abolish Zila Parishad and form a District Advisory Council in its place. Necessary notification has already been issued by the Government.

5.2. It was endeavoured to find out areas where overlapping and duplication existed in the schemes operated by various developmental departments. Poultry development scheme in the district is being run by three departments, viz. animal husbandry, tribal and rural welfare and community development. The Poultry Development Officer at the state level looks after the implementation of the scheme throughout the state having one poultry supervisor posted in each district. The state level officer of Tribal and Rural Department organises poultry development in Tribal and Rural Welfare blocks and Ashram schools. Each of the Applied Nutrition Programme block in the district had one main poultry unit at the block headquarters and sub-units attached to each of the Mahila Samitis. (The poultry units attached to Applied Nutrition Programme blocks have been abolished since 31-6-68.) Although there is no duplication so far as coverage is concerned, but the three departments implementing the same scheme has led to overlapping in supply of feeds, technical guidance and supervision.

5.3. The construction of Graingola buildings is undertaken by 5 departments viz. Cooperation, Community Development, Gram Panchayat, Tribal and Rural Welfare and Revenue. The funds provided by these departments are channelised through the Block Development Officer who acts as a coordinating agency. The experience has shown that allotment of funds by the various departments is not timely which has affected the timely completion of the scheme in the block area. There is a feeling that this scheme may be undertaken by any one department instead of five as at present. Similarly the rural water supply scheme is the subject of four departments viz. public health, tribal and rural welfare, community development and panchayati raj while public health department alone has arrangements and staff for its implementation.

5.4. The rural engineering department has been started in the State to undertake rural engineering works in order to reduce delays in the execution of rural projects of roads and buildings and also the minor irrigation works. This arrangement is working satisfactorily in case of minor irrigation works which are entrusted to the rural engineering department upto the estimated

value of Rs. 15 lakhs ; while the bigger projects with higher estimates are entrusted to the irrigation department. In the field of roads and buildings there is no proper coordination between the P.W.D. and rural engineering department leading to unhealthy competition between the two. The rural engineering department submits lower estimates and thus gets allotment of majority of works for execution. But substantial amounts of funds have remained unutilised and a number of works are lying incomplete with this department. Some administrative arrangement fixing monetary limits of estimates in the rational allotment of works between the two departments will improve the situation.


5.5. Lack of coordination within the agriculture department has also been noticed. The oil-seed package programme is implemented by the District Agriculture Officer while the potato package scheme is directly under the charge of Deputy Director (seeds) holding his office at the State headquarters. The field staff of potato package scheme do not maintain any coordination with the B.D.O. or with the District Agriculture Officer. For better coordination the field staff of potato package scheme may be transferred to the District Agriculture Officer.

5.6. There is no proper coordination between family planning and health department. The doctors of Public Health Centres are incharge of both public health activities and family planning activities. It is difficult for the family planning department to push through its own programme to the desired goal.

5.7. The district public relations office is organising occasional meetings or screening some publicity films. The agriculture department in Sambalpur (I.A.D.P.) has its own publicity arrangement, health department has its own and family planning department has its own cell for publicity work. It is desired to have only a single agency to get the publicity work done for all departments.

APPENDIX A List of Offices covered in the Selected Districts

State : Orissa
Year : 1967-68

Cuttack district	Sambalpur district
1	2
<p><i>Agriculture and Allied Services</i></p> 	
<ol style="list-style-type: none"> 1. Distt. Agriculture Office, Cuttack. 2. Distt. Agriculture Office, Athargarh. 3. District Agriculture Office, Kendrapara. 4. District Agriculture Office, Jajpur. 5. Assistant Soil Conservation Office. 6. District Veterinary Office. 7. Project Office (Intensive Cattle Development). 8. Assistant Director of Fisheries Office. 9. Assistant Registrar of Cooperatives Office, Cuttack. 10. Assistant Registrar of Cooperatives Office, Banki. 11. Assistant Registrar of Cooperatives Office, Kendrapara. 12. Assistant Registrar of Cooperatives Office, Jajpur. 	<ol style="list-style-type: none"> 1. Project leader-cum-Dy. Director Office (I.A.D.P.). 2. District Agriculture Office, Bargarh. 3. District Agriculture Office, Kuchinda. 4. District Agriculture Office, Sambalpur. 5. Assistant Engineer's Office (Lift Irrigation). 6. District Animal Husbandry and Veterinary Office. 7. District Superintendent and Fisheries Office. 8. Assistant Registrar of Cooperatives Office, Bargarh. 9. Assistant Registrar of Cooperatives Office, Kuchind. 10. Assistant Registrar of Cooperatives Office, Sambalpur.
<p><i>Community Development</i></p>	
<ol style="list-style-type: none"> 1. Community Development (Block Development Office). 2. District Development Office (Revenue Department). 3. District Panchayat Office. 4. Executive Officer's Office (Zila Parishad). 	<ol style="list-style-type: none"> 1. District Development Office (C.D.). 2. District Panchayat Office. 3. Executive Officer's Office (Zila Parishad).
<p><i>Irrigation and Power</i></p>	
<ol style="list-style-type: none"> 1. Executive Engineer (Electrical) Office. 2. Executive Engineer (Mahandi North Divn.) Office. 3. Executive Engineer (Navigator) Office. 	<ol style="list-style-type: none"> 1. Executive Engineer (Flow Irrigation) Office. 2. Executive Engineer (Electricity Board) Office.

APPENDIX A—*contd.*

1

1. District Industries Office.
2. Assistant Director, Textile Office.

1. Executive Engineer Office (B. & R.).
2. Executive Engineer Office (Rural Engineering, West).
3. Executive Engineer Office (Rural Engineering, East).

1. Inspector of Schools Office, Cuttack District.
2. District Inspector of Schools Office, Cuttack.
3. District Inspector of Schools Office, Cuttack.
4. District Inspector of Schools Office, Kendrapara.
5. District Inspector of Schools Office, Jaipur.
6. Civil Surgeon Office (Health).
7. District Health Office (Public Health).
8. Malaria Unit Office (Public Health).
9. Executive Engineer Office (Public Health Engineering).
10. District Family Planning Office.
11. District Welfare Office (Tribal and Welfare Department).
12. District Social Education Organiser Office (Social Education).

2

Industries

1. District Industries Office.

Transport and Communication

1. Executive Engineer Office (B. & R.).
2. Executive Engineer Office (North & South).

Social Services

1. District Inspector of Schools Office, Bargarh.
2. District Inspector of Schools Office, Sambalpur.
3. District Health Office (Public Health).
4. Malaria Unit Office (Public Health).
5. Executive Engineer Office, (Public Health Engineering).
6. District Family Planning Office.
7. District Welfare Office (Welfare Department).
8. District Social Education Organiser Office (Social Education).

APPENDIX 'B'

Organisational Chart of Development Staff in the Selected Districts

State : Orissa
Year : 1967-68

District and Headquarter Office		Block and lower level	
Designation	Number	Designation	Number
	Cuttack 2 Sambalpur 3		Cuttack 5 Sambalpur 6
<i>Agriculture and Allied Services</i>			
1. <i>Agriculture I.A.D.P.</i>			
Project leader-cum Dy. Director	..	1 Agriculture Extension Officer	.. 38
Agriculture Chemist	..	1 Village level worker	.. 230
Plant Protection Officer
Assistant Plant Protection Officer
Assistant Agriculture Engineer
Soil Chemist
Farm management specialist
District Agriculture Information Officer
Assistant District Agriculture Information Officer
Water use and management Specialist
Seed Development Officer
Seed Inspector
Botanical Assistant
Pathological Assistant
Seed Testing Assistant
Senior Research Assistant
Junior Research Assistant
Compost Analytical Assistant
Investigator
Civil Engineering Overseer/Agriculture Overseer
Field Demonstrator
	38		268

APPENDIX B—*contd.*

1	2	3	4	5	6
2. District Agriculture Office					
District Agriculture Officer	3	Agriculture Supervisor ..	..	66
Agriculture Supervisor	4	Assistant Plant Protection Officer ..	..	20
Agriculture Overseer ..	33	10	Assistant Plant Protection Officer ..	..	23
Plant Protection Assistant	1	Agriculture Overseer ..	..	—
Propaganda Assistant	2	Compost Inspector ..	..	—
Statistical Assistant	—	Farm Mechanic ..	..	1
Compost Inspector	2	Nursery Assistant ..	..	1
District Mechanic	1	Agriculture Sub-Overseer ..	..	5
Agriculture Sub-Overseer	10	Grafter ..	..	—
Compost Mistry	1	C. Field Demonstrator ..	..	18
Field Demonstrator	8	Compost Mistry ..	..	240
Mechanic	—	Gardner ..	..	3
Mali	6	Mali ..	..	2
	78	47		367	158
3. Soil Conservation					
Assistant Soil Conservation Officer	1	Soil Conservation Assistant ..	..	1
Junior Soil Conservation Officer	1	Junior Soil Conservation Assistant ..	..	1
Draftsman	1	Surveyor ..	..	1
Chairman	1			
	4	—		3	—
4. Minor Irrigation					
Assistant Engineer	1			
Junior Engineer	1			
Agriculture Overseer	4			
Plumber	1			
Surveyor	2			

Mechanic ..	..	..	1
Pump Operator ..	..	..	5
			16

5. *Veterinary*

District Veterinary Officer ..	..	..	1	33	33
Veterinary Assistant Surgeon ..	..	..	2	58	121
Veterinary Inspector ..	..	..	1		
			4	91	154

6. *Intensive Cattle Development*

Project Officer ..	..	..	1	6	6
Cattle Development Officer ..	..	..	1	6	6
Officer-in-charge centralised Semen Collection Centre	..	..	1	15	15
Dairy Extension Officer ..	..	..	1	4	4
Fodder Development Officer ..	..	..	1	94	94
Assistant Registrar Cooperative Societies	..	..	1		
Laboratory Assistant ..	..	..	2		
			8	125	

7. *Fisheries*

Assistant Director Fisheries ..	..	..	1	2	2
Superintendent Fisheries ..	..	..	3	7	7
Dy. Superintendent Fisheries	..	..	1	5	5
Inspector Fisheries ..	..	..	3	22	22
Engineering Overseer (Civil) ..	..	..	1	32	32
Fisheries Supervisor ..	..	..	1	1	1
Laboratory Assistant ..	..	..	1	155	155
Fisheries Demonstrator ..	..	..	8	1	1
Assistant Operator ..	..	..	11	6	6
			11	238	41

APPENDIX B—*contd.*

1	2	3	4	5	6
8. Cooperation					
Assistant Registrar Coop.	..	3	Senior Coop. Inspector	..	1
Sub-Assistant Registrar	..	13	Block Level Extension Officer	..	50
Agriculture Overseer	..	2	Sardar Supervisor	..	4
Senior Inspector of Coop.	..	26		..	
Junior Inspector of Coop.	..	33		..	
Lady Inspector	..	1		..	
Beekeeping Instructor	..	—		..	
Sardar Supervisor	..	3		..	
		80		60	51
		67			
9. Community-Development					
<i>Community Development</i>					
District Development Officer	..	1	Block Development Officer	..	29
	..		Assistant Engineer	..	1
	..		Assistant Plant Protection Officer	..	—
	..		Veterinary Asstt. Surgeon	..	41
	..		Assistant Surgeon	..	37
	..		Block Level Extension Officer	..	2
	..		Agriculture Extension Officer	..	5
	..		Coop. Extension Officer	..	5
	..		Poultry Extension Officer	..	8
	..		Fisheries Extension Officer	..	8
	..		Panchayat Extension Officer	..	—
	..		Social Education Organiser	..	29
	..		Engineering Overseer	..	29
	..		Asstt. Block Development Officer	..	1
	..		Progress Assistant	..	29
	..		Lady Health Visitor	..	41
	..		Soil Conservation Surveyor	..	37
	..		Village Level worker	..	—
	2
	290

APPENDIX B—contd.

	1	2	3	4	5	6
13. Health Civil Surgeon						
Civil Surgeon	..	1	—	Assistant Surgeon	..	59
Addl. Civil Surgeon	..	1	—	Lady Health Visitor	..	34
Asstt. to Civil Surgeon	..	1	—	Health Visitor ..	..	23
Distt. Family Planning Medical Officer	..	1	—	Non-medical Supervisor	..	3
Medical Technician	..	3	—	Sanitary Inspector	..	15
Auxiliary Nurse Mid-wife	..	14	—	Homoeopathic Practitioner	..	2
	..			Paramedical worker	..	18
	..			Auxiliary Mid-wife	..	132
		21	—			286
14. Public Health						
Distt. Health Officer	..	1	1	Medical Officer (Leprosy Pilot Project)	..	1
Distt. Leprosy Epidemic Officer	..	1	—	Sanitary Inspector	..	54
Medical Officer	..	1	1	Health Inspector	..	38
Asstt. Health Officer	..	2	1	Physiotherapist ..	..	1
Sanitary Inspector	..	14	—	Vaccinator	..	73
Food Inspector	..	1	—	Leprosy Assistant	..	8
Pharmacist	..	3	2	Basic Health worker	..	148
Health Supervisor	..	2	—	Disinfectant	..	34
Statistical Assistant	..	—	1		..	24
		25	6			355
						158
15. Public Health—Malaria Eradication Unit						
Unit Officer	..	1	1	Sanitary Inspector	..	30
Asstt. Unit Officer	..	2	2	Surveillance Inspector	..	12
Malaria Supervisor	..	4	4	Health Inspector	..	40
						38

Surveillance worker	..	47	154
Basic Health worker	..	148	—
Laboratory Technician	..	10	10
		285	212

7	7
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16. Public Health Engineering

Executive Engineer	..	1	1
Asstt. Engineer	..	1	2
Overseer (S.D.O.)	..	22	25
Estimator	..	3	2
Draftsman	..	1	1
Tracer	..	1	2

29	33
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17. Family Planning

Distt. Family Planning Medical Officer	..	1	1
Asstt. Surgeon (Medical Officer Mobile Sterilisation)	..	1	1
Asstt. Surgeon (Medical Officer Mobile I.U.C.D. Unit)	..	1	1
Medical Officer (Urban Family Planning Welfare Centre)	..	1	4
General Duty Medical Officer	..	—	1
Distt. Extension Educator (M & F)	..	2	2
Administrative Officer	..	1	1
Statistical Investigator	..	—	1
Artist-cum-Photographer	..	—	1
Projectionist	..	2	1
Field worker	..	—	1

9	15
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Asstt. Surgeon (Static Sterilisation Unit)	..	—	5
Family Planning Extension Educator (M & F)	..	—	26
Computer	..	—	22
Operation Theatre Nurse	..	—	5
Field worker (M & F)	..	197	142
Auxiliary Nurse Mid-wife	..	37	—

234	200
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APPENDIX B—*contd.*

1	2	3	4	5	6
18. Distt. Welfare Officer					
District Welfare Officer	..	1	1 Senior Welfare Extension Officer	..	2
Asstt. Distt. Welfare Officer	..	5	Junior Welfare Extension Officer	..	13
Asstt. Settlement Officer	..	—			
Social Worker	..	5			
Amin	..	2			
		13			15
		13			15
19. Distt. Social Organisation					
Distt. Social Education Organiser	..	1	1		
Distt. Organiser Adult Education	..	1	1		
Asstt. Distt. Social Education Organiser	..	1	1		
		3	3		

STUDY OF DEVELOPMENT STAFF, PUNJAB & HARYANA

1.1. *Background*—The Study of Development staff has been conducted in three districts of erstwhile Punjab* State. District Hissar represents Haryana while Ludhiana and Amritsar districts represent the reorganised Punjab State. The administrative set up in the two reorganised States at the District Level, as a matter of fact, is identical as it has been governed by the same policy all through.

1.2. District Ludhiana is an I.A.D.P. district covered under the programme since 1961-62 and has entered into second five year term since 1965-66. It is an highly irrigated district and has 75% of its cropped area under irrigation. Well irrigation (including tube-wells and Pump-sets) accounts for 83 per cent of the total irrigated area while the remaining 17 per cent is irrigated by canals. Industrially the district is well known for its hosiery goods and for manufacture of cycles, sewing machines and agricultural equipments.

1.3. District Hissar though industrially very backward is a vast terrain of cultivable land with high potentialities for agricultural production. Canal irrigation is the main source of irrigation which supplies water to 41 per cent of its cultivated area. Well as a source of irrigation is very insignificant and irrigates only 1 per cent of the cultivated area in the district. All the 17 blocks in the district are covered under one or more I.A.A.P. programmes. 14 blocks are covered under cotton intensive programme, 10 blocks under groundnut and oilseed programme and 6 blocks under HYV Programme.

1.4. Amritsar is a border district and is very important both in the field of agriculture and industry. It is highly developed in respect of irrigation and rural electrification. Ninety percent of its cultivated area receives irrigation and 70 per cent of the villages have been electrified. It has a number of big industries like textiles, woollen goods and chemicals located in the area. All the 15 blocks of the district are covered under one or more I.A.A.P. programmes. Five blocks are covered under cotton intensive programme, 10 under paddy intensive and 12 under wheat intensive programme.

1.5. Of the three districts, Hissar is by far the biggest in area extending over 13,890 sq. Kms. followed by Amritsar having an area of 5,082 sq. Kms. and Ludhiana with an area of 3,754 sq. Kms. According to population Hissar district is the biggest though exceeding by a small margin over Amritsar district which has population of 15.35 lakhs as against Hissar having 15.41 lakhs. Ludhiana district has a population of 11.06 lakhs. For development work Hissar district has been split up into 17 blocks, Amritsar into 15 blocks and Ludhiana into 10 blocks. Administratively Hissar district has been divided into 5 tehsils, Amritsar into 4 tehsils and Ludhiana into 3 tehsils.

2.1. *Organisational Structure*—There are, on an average 30 district level offices of different departments operating in a district for the execution of development and social welfare schemes in the different sectors of the district economy. The maximum number of offices are related to the agriculture and allied services which are 11 in Hissar district, 10 in Ludhiana and 9

*Punjab State has been reorganised forming Punjab and Haryana States w.e.f. 1-11-1966.

in Amritsar. The transport and communications department has the lowest number of offices in the district set up, which are generally two in each district (See Appendix A). Number of district level offices and their staff strength in the three selected districts is given in Table 1 below.

TABLE 1
Number of District level offices and their staff strength in the three selected districts

Subject/Head	Ludhiana		Amritsar		Hissar	
	No. of District level offices	Total Development staff	No. of District level offices	Total Development staff	No. of District level offices	Total Development staff
	1	2	3	4	5	6
1. Agriculture and Allied Services ..	10	517	9	577	11	537
2. Community Development ..	2	236	3	350	3	340
3. Irrigation & Power ..	7	1,217	7	1,358	5	969
4. Industry ..	3	100	2	96	3	96
5. Transport and Communications ..	1	34	3	98	2	58
6. Social Services ..	5	388	5	566	7	622
Total ..	28	2,492	29	3,045	31	2,622

All the district level offices belong to the State Sector, while Zila Parishad Office is under Panchayati Raj Administration and one office each of Village and Khadi Board and of University Farm Advisory Service belong to Non-Government Agency. Six of these district level offices have their technical and administrative heads located at the State Headquarters. These offices have no independent financial allotment and are mainly doing field extension and educational work for the promotion of their development schemes and are looking after the arrangements for distribution of supplies which are sent by their respective State Headquarter offices. These are offices of Farm Advisory Service, District Staff of Locust Control and Plant Protection Officer, District Stock Assistant of Cattle Catching and Gosvardhan Officer and office of Horticulture Development Officer under the Agriculture and Allied Services, and of Lady Circle Supervisor under Community Development Programme and of District Incharge of Khadi and Village Industries Board under Industry Department.

2.2. Since Agriculture occupies the highest place in the national planning and also in the district development programmes, it, therefore, accounts for the maximum number of district level offices. The chronological history of some of these offices is linked with that of agriculture development in the State itself. For example, in Hissar, the advent of Bhakra Canal system

led to the establishment of one additional office of the District Agriculture Officer and also one of Assistant Registrar Cooperatives in the second zone of the district at Sirsa. Some of the district level offices in agriculture are of recent origin. The office of the Farm Advisory Service of the Punjab Agricultural University has been started since 1965. The separate staff of Locust and Plant Protection Officer has been posted in the district at the same time of the introduction of H. Y. V. programme in the State during 1965-66. The soil conservation programme, in the context of agriculture development, also assumed its importance only from the year 1965 onwards and one independent office of Asstt. Soil Conservation Officer has been set up in each district. Ludhiana, being an I.A.D. P. district has, however, two such offices where research work on proper utilisation and preservation of irrigation water is also being conducted.

2.3. The size of the district in terms of area and population and also the number of special programmes and schemes operating in the area determine the strength of development staff in each district. Hissar district is practically double the size of Ludhiana but the strength of development staff in both the districts is more or less the same. Ludhiana is an I.A.D. P. district with a separate development staff strength of 216 persons engaged in the Pilot Project scheme. Further Ludhiana is an industrially advanced area and it has two offices of executive engineer electricity which are exclusively meant to cater to the industrial area. Of the three districts studied, Amritsar reported the highest number of development staff because of its being agriculturally more developed and also industrially advanced. Further Amritsar district is afflicted with serious water-logging problems and two executive engineers (Drainage) Divisions are operating to tackle this problem.

2.4. The development staff employed in the district has been analysed by their cadre and pay groups in Table 2 given below :

TABLE 2

Distribution of (sanctioned) Development Staff by Cadre and Pay-Group

Year 1967-68

Staff Cadre	Development staff in					
	Ludhiana		Amritsar		Hissar	
	No.	Percentage	No.	Percentage	No.	Percentage
1	2	3	4	5	6	7
Class I	15	0.6	15	0.5	12	0.5
Class II Gazetted ..	93	3.7	115	3.8	114	4.3
Class II Non-Gazetted ..	64	2.6	73	2.4	49	1.9
Class III	2,320	93.1	2,842	93.3	2,447	93.3
Total ..	2,492	100.0	3,045	100.0	2,622	100.0

It shows that 93 per cent of the development staff belongs to class III cadre distributed over a number of grades varying between grades of Rs. 30—35 to Rs. 250—400. This category includes all the field and extension workers of different departments e.g. Inspectors/E.Os. and their assistant staff like Sub-Inspectors/Supervisors and Gram Sevaks etc. Roughly five per cent of the total development staff holds the gazetted rank of class I or Class II cadre. This category of staff are the officers who are Heads of the district offices or Incharge of schemes or projects in the different district offices. There is another category of staff of Class II, non-gazetted cadre which constitute roughly 2 per cent of the total staff strength and are mostly technicians or subject-matter-specialists like Veterinary Asstt. Surgeons, Foreman or Specialists of Farm Advisory Service etc.

2.5. The staff working at district/tehsil/block or the village level gives an idea about the density of staff at each location. The distribution of development staff by their jurisdiction has been given in the following table.

TABLE 3
Distribution of Development staff by their Jurisdiction

Year 1967-68						
Jurisdiction	Ludhiana		Amritsar		Hissar	
	No.	Percentage	No.	Percentage	No.	Percentage
1	2	3	4	5	6	7
More than District	57	2.3	22	0.7	9	0.3
District	107	4.3	41	1.3	66	2.6
Headquarters Office	40	1.6	99	3.3	44	1.7
More than Tehsil	71	2.8	68	2.2	34	1.3
Tehsil	60	2.4	167	5.5	90	3.4
Block	197	7.9	437	14.3	490	18.7
Group of Villages	991	39.8	1,777	58.4	1,532	58.4
Institution	969	38.9	434	14.3	357	13.6
Total	2,492	100.0	3,045	100.0	2,622	100.0

The head of the office has generally been posted at the district level and he retains 1 or 2 technical subordinates to assist him in the work at the district headquarters office. This staff is very limited in number and constitutes roughly 5 per cent of the total staff strength. Majority of the staff is posted at the block level or for a group of villages in the Block area which is the lowest administrative unit for the execution of development programmes in the district. Nearly 75 per cent of the total staff or 85 per cent of the class III subordinate staff of Hissar and Amritsar districts is posted at this level which gives the village-functionary ratio of 1:2 in the two districts. It shows that two functionaries of one or the other department are operating in a single village. Ludhiana, having more of urban and industrial characteristics, reported somewhat different situation where 50 per cent of development staff has been posted at this level. All the three districts, however, showed that

practically the entire subordinate staff of the district offices of agriculture and allied services and of the community development department have been posted at the block and the village level. The detailed Organisational Chart is given as Appendix B.

2.6. There is another category of staff who are located at a particular place for the operation of an institution or a project. Roughly 15 per cent of the development staff in Amritsar and Hissar districts is engaged for the running of such institutions or projects such as seed farms and nurseries in case of agriculture department, power sub-station in case of electricity department, training centres in case of industries department, community centres in case of district welfare office and veterinary dispensaries and key village units in case of animal husbandry department. In case of Ludhiana district the entire staff of executive engineer electricity City Division and that of executive engineer electricity Sub-urban Division, are meant to supply power and light to the city and the industrial areas. They have been shown under this category and the proportion of staff engaged on running of projects and institutions has, therefore, shot up to 39 per cent.

3.1. **Budget and Expenditure*—The development staff in the district is engaged in extension and educational work and also for implementation of different development schemes which depend on the budget allotments made available to the different district offices. The amount of budget allotment of an office gives an idea about the importance and scope of development under that subject and also provides an insight into the nature and type of work done in that office. Information on budget and expenditure has, therefore, been collected scheme-wise to study the working of each district office. The budget and expenditure figures have been analysed in the following table :

TABLE 4

Total Budget and Development Budget in the three selected Districts of Punjab and Haryana States.

	Year 1967-68		
	Ludhiana	Amritsar	Hissar
1	2	3	4
Total Budget (Rs. in lakhs)	430.04	644.98	545.55
Development Budget @ (Rs. in lakhs)	289.78	476.19	345.44
Percentage of Development Budget to Total	67.38	73.83	63.29
No. of schemes	163	182	180
Development funds per scheme (Rs. in lakhs)	1.78	2.62	1.92
No. of functionaries	2,329	3,040	2,551
Development funds per functionary (Rs. in lakhs)	0.12	0.16	0.14
Development funds per 1000 population (Rs. in 000)	26.20	31.02	22.42

*This information could not be obtained for six district level offices in Hissar and one district office in Amritsar as the administrative and technical Heads of those offices were located at the State Headquarters. In Ludhiana, the District Development and Panchayat Office could not supply this information.

@Includes small proportion of budget meant for pay etc., of the staff working on some development schemes.

It is found that Amritsar district operated the highest budget during the year 1967-68 while Ludhiana operated the lowest. It may be mentioned that the strength of development staff is more or less of the same order in the three districts. The District Agriculture Office in Hissar and Ludhiana districts had the highest budget; Hissar for its high potentialities of agriculture and Ludhiana for the I.A.D.P. programme. In Amritsar district Executive Engineer, Drainage spent the highest budget as this office executed works on behalf of Government of India in the border district for an amount of Rs. 83.35 lakhs during 1967-68. The lowest funds operated are by the District Fisheries Office both in Hissar and Ludhiana districts as fisheries programme has not much scope of development in the dry tracts of Hissar and in the "Bet" area of Ludhiana. In Amritsar it is District Welfare Office which handled the lowest budget.

3.2. The district offices for which the budget and expenditure figures are available for the year 1967-68 have been classified by the amount of budget allotments into three groups; district offices having budget allotment of less than Rs. 10 lakhs, between Rs. 10—25 lakhs and more than Rs. 25 lakhs.

There are 13 district offices in each of the 3 districts where the annual budget is less than Rs. 10 lakhs each and they are the common offices in the 3 districts except the District Industries Office in Ludhiana which has a higher budget allotment of Rs. 16.4 lakhs on account of rapid industrial development in the district. Some of the departments which fall in this budget group have not much scope for development due to topographical and physical features of these districts. Such offices are of Asstt. Director of Fisheries, Divisional Forest Office and Soil Conservator Office. The District Welfare Office for scheduled castes and backward classes is another office of this group which is not receiving the attention it deserves and has therefore, a very low budget allotment viz. Rs. 3.4 lakhs in Hissar and Rs. 1.0 lakh in Amritsar. The District Animal Husbandry Office though falls under this budgetary group is being financed for its medicinal supplies and equipment by the Zila Parishad of the district concerned. The District Offices of Medical and Health, Development and Panchayat and the Zila Parishad have each an annual budget allotment of Rs. 10—25 lakhs. The district offices of Agriculture, Education and Engineering departments like Irrigation, Power and P.W.D. have an annual budget allotment of more than Rs. 25 lakhs each.

3.3. The district budget has further been analysed for its two components of establishment budget and development budget. 65 to 70 per cent of the total budget of all departments in the district is utilised for development purposes and the balance is utilised for the pay etc. of establishment. The development funds are sanctioned for loans, grants and subsidy schemes or for construction projects like roads and buildings etc. The highest component of development budget (roughly 90 per cent) is reported for P.W.D. office in all the three districts undertaking big projects of roads and building construction. The next highest component of development budget is reported by different departments in the three districts. In Hissar the Agriculture Department has the next highest component of development budget (88 per cent) on account of the G.M.F. loans and fertiliser Taccavi, while in Ludhiana the Industries Department

reported 79 per cent of total budget as development budget on account of State-aid-loans to industries in the district. In Amritsar it is the Irrigation and Power department which reported the component of development budget as 79 per cent on account of big construction works including drainage undertaken by the Engineering Departments. The proportion of development budget in the offices under Social Services like District Education and Public Health which mainly provide the services and facilities happens to be the lowest in the three districts.

3.4. The district Development Staff of the departments whose budget and expenditure figures have been available, numbered 3040 in Amritsar, 2551 in Hissar and 2329 in Ludhiana and they respectively operated development budget of Rs. 476 lakhs, Rs. 345 lakhs and Rs. 250 lakhs. Thus each functionary has to execute schemes involving an amount of roughly Rs. 14,000 over the year, some doing the extension work also. The functionary-budget ratio is the highest in case of P.W.D. offices in all the three districts where each functionary handled an amount of nearly Rs. 1,00,000 during the year but had not to do any extension work. Functionary-Budget ratio of the different district offices of development departments showed the same trend as discerned in the case of proportion of development budget to total budget discussed in foregoing paragraph. Animal Husbandry office in Hissar deserves special mention as it has no development funds of its own and all the medicinal supplies and equipment are arranged by the Zila Parishad. The development funds spent in the districts have been worked out for per 1,000 population. It is the highest in Amritsar district having Rs. 31,022 followed by Ludhiana Rs. 26,200 and Hissar the lowest Rs. 22,415.

3.5. Under-utilisation of development funds does not present any serious problem in any of the three districts. Most of the development schemes of the different departments provide loans and grants to the individuals or to the cooperative societies etc. for establishment of the projects or the works as envisaged under the programme. The amounts under loans and grants are generally utilised and not allowed to lapse unless some unforeseen circumstances obstruct it. The budget allotment for loans and subsidy schemes are generally received towards the close of the financial year in the month of March. The district level officers are aware of this procedure of late receipt of allotment and they, therefore, tentatively start preparing in advance, cases of loans and grants in anticipation of the budget allotments. Nevertheless, small proportion of such amounts are reported to have lapsed due to some procedural formalities.

3.6. The under-utilisation of development funds have been studied for each individual scheme in all the departments in a district. The table below gives the complete picture regarding under-utilisation of development funds in the three districts.

TABLE 5

Under-utilisation of Development funds by individual schemes.

Year 1967-68

Items	Ludhiana	Amritsar	Hissar
1	2	3	4
1. Total No. of Schemes	163	182	180
2. Percentage of schemes having development funds	73.6	70.3	71.7
3. Percentage schemes having under-utilisation	39.2	36.7	33.3
4. Percentage of under-utilised schemes with under-utilisation			
As less than 5%	12.8	6.4	27.9
As 5—15%	27.7	14.9	18.6
As 15—25%	8.5	23.4	7.0
As 25% and above	51.0	55.3	46.5

Quite a number of schemes, 26% in Ludhiana, 28% in Hissar and 30% in Amritsar did not get any allotment of development funds. These schemes mainly pertain to the District Education Office and the departments under agriculture and allied services. Most of the schemes of District Education Office provide guidance and training and have no development counterpart. Some of the schemes of agriculture and allied services are purely of the nature of extension and educational work like H.Y.V., oilseed and cotton extension schemes etc. The pattern of under-utilisation of development funds in the three districts has been almost identical. While 65% of the schemes reported full utilisation of development funds the rest 35% reported under-utilisation. The extent of under-utilisation has been less than 25% only in about half the number of such schemes but it varies from 25% to 100% for the remaining half of the schemes. The offices of Community Development, Irrigation and Power are the main offices which accounted for high degree of under-utilisation. The District Development and Panchayat Office has a special improvise under which the entire development allotment is drawn and transferred to the respective Panchayat Samiti accounts which can be operated any time subsequently. This procedure helps them to obviate lapsing of development funds but on the other hand has resulted in complacency and slackness in the working of C.D. programmes. Seven out of the 8 schemes of this office reported high degree of under-utilisation varying between 46% to 81% in Hissar.

3.7. Many reasons have been put forward for the under-utilisation of development funds by different departments. The most common reason cited was, 'late allotment of Funds'. This reason has been adduced by one and all departments for under-utilisation of development funds. The 'procedural delays' like 'order for purchases placed late', 'estimates for schemes submitted late' etc. are the other most common reasons given in this regard. The administrative inefficiency of industries department in the running of training centres proved a great obstruction in the successful running of the programme as they did not attract trainees for the subsequent courses and the funds of this scheme re-

mained under-utilised largely. Working of some schemes like Free Legal Assistance scheme of district welfare office for scheduled castes and backward classes is not yet fully known to the public and the major portion of development funds of this scheme remained un-utilised in all the three districts.

4.1. *Block Picture*—In addition to the three districts, one block in each of these districts has also been quickly surveyed. Bhiwani block of Stage I in Hissar district, Machhiwara block of stage II in Ludhiana I.A.D.P. district and Chohlasaheb block of Post Stage II in Amritsar district were selected for the study.

4.2. The staff position in a normal block including Post Stage II, shows a contingent of 11 Extension Officers and 23 field workers (VLWs & Sub-Inspectors) as against 17 Extension Officers and 27 field workers in an I.A.D.P. Block. The augmentation is mainly in the field of Agriculture where 3 additional Extension Officers and 5 additional VLWs have been posted. Qualifications and experience of extension officers posted in different categories of blocks are almost similar. VLWs in IADP block are found to be more experienced and better qualified than their counter-parts in normal block. VLWs in I.A.D.P. Block are all matriculates with one exception and each has an experience of more than six years. As regards the extent of variation in the development funds available to these blocks, it is noted that G.M.F. loans for minor irrigation and tractors have been given much more liberally in I.A.D.P. Block.

4.3. An attempt was also made to get an idea of the staffing pattern of Post Stage II block and to ascertain as to how far the staff is gainfully engaged when the C.D. funds are being reduced. Chohlasaheb block in Amritsar district entered Post Stage II in April, 1968. The C.D. budget for the Block for the last year of Stage II (1967-68) and for first year of Post Stage II (1968-69) provides a comparative picture and has been analysed in the following table:

TABLE 6

*Schematic Budget of Chohlasaheb Block (Amritsar District)
for last year of Stage II & first year of Post Stage II*

Name of Scheme	Allotment for (Rs.)		Percentage of allotment in Post Stage II to Stage II
	Last year of Stage II (1967-68)	First year of Post Stage II (1968-69)	
1	2	3	4
1. Agriculture	6,600	6,775	102.7
2. Animal Husbandry	4,400	3,385	76.9
3. Irrigation & Reclamation	4,100	1,690	41.2
4. Health & rural sanitation	12,200	7,620	62.5
5. General Education	4,400	7,620	173.2
6. Social Education	9,500	7,620	80.2
7. Communication	12,200	7,620	62.5
8. Rural Industries	—	—	—
Total	53,400	42,300	79.2

Total annual budget allotment for post stage II was 80% of the allotment during Stage II. It is consistently lower under each subject except agriculture and general education which have been allotted more funds in view of their importance. It may be mentioned that the scheme of the rural industries has been discontinued since the year 1967-68. No budget allotment has been made for this programme over the last 2 years though the Industries Extension Officer of the Block continues to be busy with the survey of rural industries in the Block area.

4.4. Though the total budget allotment for Post Stage II has been reduced the staff strength continues to be of the same order. The development staff are engaged in the work connected with the popularisation of H.Y. V. programme and in attending to other jobs such as, distribution of sugar, kerosene oil, cement and in family planning and small savings programmes. District Agriculture Officer and the Assistant Registrar Cooperatives felt that the extension staff in the block is being utilised for additional jobs at the cost of implementing their own programmes. They considered the deployment of their block staff on additional jobs as a serious deviation from their prescribed duties, while the B.D.O. considered it as part of the duties of the Extension workers.

5.1. *Coordination, Overlapping & Rationalisation*—The sudden appearance of new departments and the multiplicity and expansion of schemes within the department has led to the creation of new problems of inter-departmental and intra-departmental coordination. Agriculture Department in this regard is in a vulnerable position. It needs the cooperation and assistance of other departments for its successful working. Cooperation of Irrigation Department is required for timely supply of irrigation water, of the Cooperative Department for arranging supplies of fertilisers and pesticides, of the Electricity Board for prompt energisation of tube-wells and of Community Development Department for field extension work. In practice it has been found that the coordination among the different departments engaged in the implementation of agriculture schemes at the district is very much lacking. Deputy Commissioner holds a monthly Agriculture Production Committee meeting for the main purpose of forging coordination amongst these departments. But it is not proving much effective. In package programme district the department of cooperation has been placed directly under the Pilot Project Officer while the other concerned departments like Irrigation, C.D. etc. are working in close collaboration with the Pilot Project Officer. This administrative pattern is working effectively.

5.2. The Agriculture Department has its own problems of intra-departmental coordination to face. There are four other offices of Agriculture Department besides the District Agriculture office working independently in the district. The Assistant Soil Conservation Officer and the Horticulture Development Officer are executing their respective programmes without much coordination with the District Agriculture Office. The Plant Protection Inspectors of the State level office of the Locust and Plant Protection Officer do not pay any heed to the instructions of the District Agriculture Office as the latter is not their controlling office. The subject-matter specialists of Farm Advisory service are carrying out their programmes under the directives of the Agricultural University Ludhiana and Hissar. The agricultural programme can be

run more efficiently and with much less expenditure if the district staff of the different offices of Agricultural Department is amalgamated and put under the charge of District Agriculture Officer. This arrangement will also resolve all the concomitant problems of intra-departmental coordination automatically.

5.3. In the Animal Husbandry programme there is field staff in the district pertaining to different schemes, some are being operated directly from the state headquarters by the Assistant Director Sheep Development, others by the Assistant Poultry Development Officer and still others by Cattle Catching and Gosvardhan Officer Chandigarh. The field staff of these schemes are working in the district independent of the control of District Animal Husbandry Officer. It would be expedient to place the staff of these schemes under the control of District Animal Husbandry Officer for achieving better coordination. (The field staff of these schemes could not be contacted in any of the three districts except for Cattle Catching and Gosvardhan Scheme in district Hissar, for the purpose of canvassing of schedules on the development staff study).

5.4. Deputy Commissioner and other revenue officials at Sub-divisional level are playing quite an important role in the furtherance of district development programmes. Deputy Commissioner is at the helm of the district administration and is responsible for the supervision and coordination of development schemes of various departments in the district. At the Tehsil level is another revenue officer called Sub-Divisional Magistrate who is responsible for administration and development work in the Tehsil area.

5.5. To keep closer control and a constant watch on the development work in the district, Deputy Commissioner holds three types of meetings. Two of them are monthly meetings and the third is a quarterly meeting. The most important meeting is the District Development and Agriculture Production Committee meeting, the second meeting is the District Fertiliser Committee meeting. The quarterly meeting is the Plan Review Committee meeting. The Deputy Commissioner has a separate District Development and Panchayat Officer and a Development Branch for organising these development committee meetings and for follow-up action. The Zila Parishad meetings are also supervised by this Development Branch.

5.6. The Zila Parishad at the district level also meets once a month. Deputy Commissioner is an ex-officio member of the Zila Parishad and attends this meeting. The allocation of funds for new schemes are discussed in this meeting. Progress of work of different schemes in hand is also reviewed in this meeting.

5.7. The Sub-Divisional Magistrate at the Tehsil level holds a Sub-Divisional Advisory Committee meeting in the first week of every month. This meeting is attended by the BDOs, the Chairman of Panchayat Samitis, President of the Municipal Committee, representative of the Market Committees and progressive cultivators of the area. The progress of development work is gone through by this committee before the BDOs and Sub-Divisional Magistrate (SDM) attend the District Development and Agriculture Production Committee meeting at the district level.

5.8. At the Block level, the Block staff meets twice a month to review the progress of different development activities and to discuss the administrative problems and matters relating to supplies etc. The Block/Panchayat Samiti also meets once a month and discusses the allocation of funds for new schemes and reviews the progress of different schemes already in operation.

5.9. The functioning of all the above committees and the holding of periodical meetings at different levels has become almost a routine affair. The same problems are discussed month after month without any follow-up action. Deputy Commissioner tries to bring as close coordination as feasible in the present district administrative set up but full and complete coordination is still to be achieved.

5.10. Overlapping in the operation of similar schemes by different departments and of different schemes within the same department has been found in a number of cases. Maximum amount of over-lapping has been noticed in case of Industries Programme. There are four offices of different departments located in the district which are issuing loans and grants, besides providing technical guidance for the promotion of village and small scale industries. District Industries Officer issues loans for the promotion of village and small scale industries, while the District Welfare Officer also has the financial provision to give interest-free loans to the village artisans and craftsmen belonging to scheduled caste and backward classes community. The Khadi and Village Industry Board is also doing the same type of work by arranging loans and grants for khadi and village industries. Since most of the village artisans and craftsmen belong to scheduled caste and backward class community, the above benefits are being availed of by the same group of people through the different agencies. If the village artisans also form Industrial Cooperative Societies they can in that case again avail the benefit of loans and grants from the office of Industrial Assistant Registrar Cooperative Societies. There is thus, lot of duplicity of work in the same field which is resulting in maldistribution of the advantages of the same programme. There is no proper coordination in the working of these four agencies and the advantages are being exploited by the same group of people in a particular area. The entire programme can be integrated and put under the control of District Industries Officer with separate allotments for scheduled caste and backward classes, Industrial Cooperatives and Khadi Industries. It will, thus, lead to economy in the establishment expenditure and at the same time will bring about equitable distribution of the benefits.

5.11. Animal Husbandry Programme in the districts provides another field of overlapping at the district level. The veterinary doctors posted in the veterinary hospitals are paid by and are under the control of District Animal Husbandry Offices while the compounders and stock-men of these hospitals are paid and medical supplies met by the Zila Parishad. This dual control of the hospitals by two agencies has resulted virtually in "No Control" at all and the hospitals are reported to be not working properly. Zila Parishad has no technical personnel to supervise these hospitals while the District Animal Husbandry Officer finds political hindrances in the supervision of the hospitals. These hospitals in their entirety should be transferred to District

Animal Husbandry Officer for their efficient working. Similarly there are an equal number of veterinary dispensaries which are entirely run by the Panchayat Samitis but the technical supervision is vested in District Animal Husbandry Officer who faces the same type of political obstructions.

5.12. There is duplication in the running of medical and health schemes by the Medical and Health Department on the one hand and the Zila Parishad on the other. Most of the hospitals and dispensaries in towns and municipal areas are under direct control of Medical and Health Department while dispensaries in the rural areas are being run by the Zila Parishad who appoints the medical staff and also arranges supplies to these dispensaries. Zila Parishad is finding it difficult to supervise and keep technical control of these civil dispensaries. Chief Medical Officer is supposed to supervise the working of these dispensaries but he does not get proper cooperation of the doctors of the dispensaries as he is not their paymaster. Chief Medical Officer was of the view that these dispensaries along with their funds may be transferred to the Government in the interest of better working of the institutions.

5.13. Instances of overlapping and duplication of work by staff appointed under different schemes within the same department have also been noticed in a number of cases. The situation is more significant and conspicuous in the working of Agriculture Department. With every sanction of new scheme, separate staff has also been provided for the Blocks in the district. It was found that a parallel set of staff for each scheme like H.Y.V. programme, cotton intensive programme, oilseed intensive programme etc. had been operating in the same Block area. This means a duplication of staff for the working of different schemes in the same area. After 2 to 3 years of working in this manner, the Agriculture Department has realised the lack of proper integration of work in the Department. The field staff for different schemes has now been pooled together and the Block area has been split up into smaller units for allocation of areas to different set of functionaries who will operate all the schemes in their jurisdiction. This arrangement, of late, has been introduced in Hissar and Ludhiana Districts, while in Amritsar the field staff for each scheme still continues to operate along with the staff of other schemes also.

5.14. Similar type of overlapping and duplication within the department has come to co-exist in the schemes of Medical and Health Department also, specially after the setting up of District Family Planning office during 1966-67. Separate medical and para-medical staff for family planning programme has been posted in each hospital and in each Primary Health Centre in the district while the programme has not yet made any perceptible headway. Presently there is surfeit of staff in the Medical and Health Department who are under-utilised to a very large extent. There is a great scope for integrating the staff of different schemes of Medical, Health and Family Planning Programme in the districts.

5.15. There is great scope for rationalisation particularly in the Departments of Industries, Animal Husbandry and Medical and Health at the district level. As already pointed out the office of the Industrial Assistant Registrar Cooperative Societies can straight-away be merged with the office of the M/P(D)219PC—19(a)

District Industries Officer. This will result in great economy in expenditure on establishment and will lead to efficiency in the working of the programme at the same time. Similarly the funds of the District Welfare Officer for small scale industries programme and also of the Khadi and Village Industry Board could be transferred to the District Industries Officer who would be the only agency for development of village and small scale industries in the district.

5.16. The working of veterinary hospitals and dispensaries in the district demands immediate rationalisation. Zila Parishad should transfer the funds meant for supplies of medicines and equipment for the veterinary hospitals and dispensaries to the District Animal Husbandary Officer to bring the entire working of veterinary hospitals and dispensaries under his charge. Similarly the civil dispensaries which are presently managed by the Zila Parishad can like-wise be transferred to the Chief Medical Officer for more effective supervision and efficient functioning of these institutions. The present arrangements for the working of veterinary hospitals and also civil dispensaries in the districts are being maintained mainly for political considerations at the cost of efficiency and economy.



सत्यमेव जयते

APPENDIX 'A'

List of Offices covered in the selected districts

State—Punjab & Haryana
Year—1967-68

Ludhiana District	Agricultural District	Minor District
1	2	3
<i>Agriculture and Allied Services</i>		
1. District Agriculture Office ..	1. District Agriculture Office ..	1. District Agriculture Office ..
2. Asstt. Soil Conservation Office (Ludhiana) ..	2. Asstt. Soil Conservation Office ..	2. District Development Office ..
3. Asstt. Soil Conservation Office (Samrala) ..	3. Asstt. Plant Protection Office ..	3. Asstt. Soil Conservation Office ..
4. Pilot Project Office ..	4. Farm Advisory Service Office ..	4. Locust Control and Plant Protection Office ..
5. Animal Husbandry Office ..	5. Animal Husbandry Office ..	5. Farm Advisory Service ..
6. Asstt. Director Key Village Scheme ..	6. Asstt. Director Key Village Scheme ..	6. Animal Husbandry Office ..
7. Fisheries Office (Ludhiana) ..	7. Asstt. Registrar Cooperatives (Amritsar) ..	7. Asstt. Director Fisheries ..
8. Fisheries Office (Samrala) ..	8. Asstt. Registrar Cooperatives (Tarn Taran) ..	8. District Stock Asstt. of Cattle Catching and Casuamdarban Office ..
9. Asstt. Registrar Cooperatives I ..	9. District Forest Office ..	9. Asstt. Registrar Cooperatives (Hissar) ..
10. Asstt. Registrar Cooperatives II ..	.. ..	10. Asstt. Registrar Cooperatives (Sikar) ..
<i>Community Development</i>		
1. District Development and Panchayat Office ..	1. District Development and Panchayat Office ..	1. District Development and Panchayat Office ..
2. Zila Parishad ..	2. Zila Parishad ..	2. Zila Parishad ..
.. ..	3. Lady Circle Supervisor ..	3. Lady Circle Supervisor ..
<i>Irrigation and Power</i>		
1. Executive Engineer Sidhwan Canal (Jail Div.) ..	1. Executive Engineer Upper Bari Doab (Majla) (Jail Div.) ..	1. Executive Engineer Bhakra Canal ..
2. Executive Engineer near Sidhwan Canal ..	2. Executive Engineer Upper Bari Doab (Jail Div.) ..	2. Executive Engineer West Jammu Canal ..

APPENDIX 'A'—*contd.*

1

2

3

- | | | | | |
|--|----|--|----|---|
| 3. Executive Engineer Ludhiana Drainage Div. | .. | 3. Executive Engineer Drainage Division | .. | 3. Executive Engineer Electricity (Hissar). |
| 4. Executive Engineer Electricity Khanna Div. | .. | 4. Executive Engineer Division (Drainage) | .. | 4. Executive Engineer Electricity (Hansi). |
| 5. Executive Engineer Electricity (Suburban Div.). | .. | 5. Executive Engineer Electricity (Amritsar) | .. | 5. Executive Engineer Electricity (Bhiwani) |
| 6. Executive Engineer Electricity (City Div.) | .. | 6. Executive Engineer Electricity (Taran Taran) | .. | |
| 7. Executive Engineer Electricity (Tube-well Const. Div.). | .. | 7. Executive Engineer Electricity (Tube-well Const. Div.). | .. | |

Industry

- | | | | | |
|---|----|---|----|---------------------------------------|
| 1. Senior District Industries Office | .. | 1. District Industries Office | .. | 1. District Industries Office |
| 2. Industrial Asstt. Registrar Cooperatives | .. | 2. Industrial Assistant Registrar Coop. | .. | 2. Industrial Asstt. Registrar Coop. |
| 3. Khadi and Village Industries Board | .. | | .. | 3. Khadi and Village Industries Board |

Transport and Communication

- | | | | | |
|---|----|--|----|---|
| 1. Executive Engineer Buildings and Roads | .. | 1. Executive Engineer Buildings and Roads (50 % Amritsar). | .. | 1. Executive Engineer Buildings and Roads (Hissar). |
| | .. | 2. Executive Engineer Buildings and Roads (50 % Amritsar). | .. | 2. Executive Engineer Buildings and Roads (Sirsa). |
| | .. | 3. Executive Engineer Bridge Investigation | .. | |

Social Services

- | | | | | |
|-------------------------------------|----|-------------------------------------|----|--|
| 1. Distt. Education Office | .. | 1. Distt. Education Office | .. | 1. Distt. Education Office. |
| 2. Chief Medical Office | .. | 2. Chief Medical Office | .. | 2. Chief Medical Office. |
| 3. Executive Engineer Public Health | .. | 3. Executive Engineer Public Health | .. | 3. Executive Engineer Public Health (Hissar). |
| 4. Family Planning Bureau | .. | 4. Family Planning Bureau | .. | 4. Executive Engineer Public Health (Bhiwani). |
| 5. Distt. Welfare Office | .. | 5. Distt. Welfare Office | .. | 5. Family Planning Bureau. |
| | .. | | .. | 6. District Welfare Office. |
| | .. | | .. | 7. Epidemiotologist. |

APPENDIX 'B'

Organisational Chart of Development Staff in the Selected Districts

State—Punjab & Haryana
Year—1967-68

District and Headquarter Office				Block and lower level			
Designation	Number			Designation	Number		
	Ludhiana	Amritsar	Hissar		Ludhiana	Amritsar	Hissar
1	2	3	4	5	6	7	8
<i>Agriculture and Allied Services</i>							
1. <i>Agriculture</i> —							
Deputy Director (Agriculture)	—	—	—	1 Agriculture Inspector	12	37	63
District Agriculture Officer ..	1	1	1	2 Agriculture Sub-Inspector	10	63	80
Agriculture Information Officer ..	—	—	1	Mechanic ..	—	1	—
Seed Development Officer ..	—	1	1	1 Field Operator-cum-fitter	—	—	6
Agriculture Inspector ..	1	3	1	Tractor Driver ..	—	—	—
Agriculture Sub-Inspector ..	2	—	1				
Assistant Cotton Extension Officer ..	—	—	1				
Asstt. Extension Officer (Groundnut) ..	—	—	1				
Asstt. Plant Protection Officer (Cotton)	—	—	1				
	4	6	9		22	101	154
<i>2. Horticulture</i> —							
Horticulture Development Officer ..	—	—	1	Horticulture Inspector	—	—	9
				Horticulture Supervisor	—	—	3
				Buddar ..	—	—	2
				Beldar ..	—	—	29
	—	—	1		—	—	43

APPENDIX 'B'—contd.

1	2	3	4	5	6	7	8	
3. Soil Conservation—								
Asstt. Soil Conservation Officer	..	2	1	1	Agriculture Inspector ..	..	4	5
Draftsman	2	1	—	Agriculture Sub-Inspector	..	45	15
Tracer	4	2	—	Patwari ..	..	4	2
	..				Surveyor ..	..	—	13
	..				Asstt. Sub-Inspector	..	—	8
		8	4	1			53	32
							25	25
4. Plant Protection—								
Asstt. Plant Protection Officer	..	—	1	—	Plant Protection Inspector ..	..	—	2
Plant Protection Inspector	—	1	—	Agriculture Sub-Inspector (P.P.)	..	—	1
	..	—	2	—			—	3
							—	6
5. Farm Advisory Office—								
Asstt. Extension Specialist	—	5	10				
	..	—	5	10				
6. Pilot Project Office—								
Pilot Project Officer	..	1	—	—	Marketing Inspector ..	..	2	—
Deputy Registrar	1	—	—	Agriculture Extension Officer	..	10	—
Statistical Officer	1	—	—	Extension Officer (Corp.)	..	20	—
Asstt. Pilot Project Officer	..	1	—	—	Cooperative Supervisor	..	66	—
Subject Matter Specialist	6	—	—	Village level worker ..	..	50	—
Field Inspector	1	—	—	Investigator ..	..	16	—

Seed Development Officer ..	1	—	—	Seed Development Inspector ..	3	—
Distt. Agriculture Information Officer ..	1	—	—			
Statistical Assistant ..	5	—	—			
Supervisor-cum-Investigator ..	1	—	—			

19	—	—	197	—	—
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7. Animal Husbandry—

Distt. Animal Husbandry Officer	..	1	1	1	Veterinary Asstt. Surgeon	..	16	28	22
Veterinary Assistant Surgeon	..	1	..	..	Livestock Assistant	..	5	2	22
Livestock Ass. stant	..	1	..	..	Veterinary Compounder	..	7	11	..
Cattle Attendant	..	4	..	..			
		7	1	1			28	41	44

8. Key Village Scheme—

Asstt. Director Key Village Scheme ..	1	1	8	5	—
Laboratory Assistant ..	1	—	75	31	—
			5	4	—
			1	2	—
			—	48	—
			—	2	—
2	1	89	92		

9. Distt. Stock Assistant of Cattle Catching and Gosamvardhan—

Distt. Stock Assistant ..	—	—	1	Cattle Catchers ..	—	5
	—	—	1		—	5

10. Fisheries—

Assistant Director of Fisheries	..	—	1	Farm Assistant	..	2
District Fisheries Officer	..	2	9	Field Assistant	..	10
				Fisherman	..	12

14. Zila Parishad—

Secretary ..	..	1	1	1	1	Medical Officer ..	..	8	10	8
Taxation Officer ..	..	1	1	1	1	Vaccination Inspector ..	..	5	—	—
Vaccination Superintendent ..	..	1	—	—	—	Dispenser ..	..	13	13	8
Road Inspector ..	..	1	—	—	—	Veterinary Compounder ..	..	17	25	21
Sub Divisional Officer ..	..	1	1	1	1	Trained Dai ..	..	8	10	13
Overseer ..	..	1	—	—	—	Vaccinator ..	..	9	17	—
Draftsman ..	..	1	1	1	1	Swasth Sahayaka ..	..	6	—	—
Superintendent Aboriculture ..	..	1	1	1	1	Overseers ..	..	—	2	—
Tracer ..	..	—	1	1	1	Road Inspector ..	..	—	2	—
Driver Grader ..	..	—	4	4	4	Driver Roller ..	..	—	2	—
Driver Tractor ..	..	—	1	1	1	Vaccination Superintendent ..	..	—	3	—
						Vaid ..	..	—	—	5
						Nurses ..	..	—	—	4
		7	11	5				66	84	59

15. Lady Circle Supervisor—

Lady Circle Supervisor ..	..	—	1	1	1	Mukhya Sewika ..	..	—	19	—
						Gram Sewika ..	..	—	39	—
		—	1	1	1			—	58	—

Social Services

16. Education—

District Education Officer ..	..	1	1	1	1	Block Education Officer ..	..	16	22	22
Deputy Education Officer ..	..	3	4	4	4			—	—	—
Assistant Education Officer ..	..	1	1	1	1			—	—	—
Assistant Guidance Councillor ..	..	1	—	—	—			—	—	—
		6	6	6	5			16	22	22

STUDY OF DEVELOPMENT STAFF—RAJASTHAN

1.1. *Background*—Two districts Ajmer and Jodhpur in Rajasthan were selected for the study of the pattern of development staff. The district of Ajmer was under direct administration of the Government of India as part C State till 31st October, 1956 when it was merged with reorganised Rajasthan State. Jodhpur was a princely State till it was merged with Rajasthan in 1949. At present it is the seat of the State High Court and has a University.

1.2. Ajmer district has a total area of 8,350 sq. kilometres. The distinguishing feature of Ajmer District is the 'Aravalli Range' which divides the plains of Marwar from the high table-land of Mewar. The district has a number of natural lakes which are sacred and attract a large number of pilgrims from far and near. The average rainfall in the district is 19.46 inches and the variation of rainfall is very large in different parts of the district. The district of Jodhpur, with bulk of its area being arid, is 22,515 sq. kilometres. It is adjacent to the 'Thar' district of Jaisalmer situated on the western border and the maximum temperature sometimes rises to 48 centigrade during the summer days. Forest area is almost negligible and few small hillocks are visible here and there. The area being mostly sandy and the rainfall very scanty, several villages are badly hit by drought and often declared scarcity areas.

1.3. The total population of Ajmer District is about 9.8 lakhs according to 1961 census. The density of population of the district is about 294 per square mile as against 153, the mean density of population of the State. The population of Jodhpur district is about 8.9 lakhs and the density of population is 102 per square mile.

1.4. Agriculture is the principal occupation of the people of Ajmer District. Cultivators and agricultural labourers form about 28 per cent of the total population while non-workers 54 per cent. Cultivated area is 40.6 per cent. of the total area of the district and the intensity of cropping is 124 per cent. The district being under the British Government from the beginning of the 19th century, facilities for education, social welfare, arts and cultural institutions etc. are comparatively more developed. The percentage of the literacy in 1961 was 25.30 which is the highest in Rajasthan, average for the state being 15.21. Ajmer town has a number of colleges for boys and girls and schools for special education. The district has Cotton Textile Mills located at Bewar and Kishangarh. In the field of small industries the district has made good progress and has more than 250 industrial units manufacturing various articles. The Railway Locomotive and Carriage and Engineering workshops employing about 8,000 persons are located at Ajmer. The district has specific programmes for development of sheep and wool, poultry and cattle breeding. Potentialities of development in the field of industry particularly mining are immense. Though cultivation is the major occupation of the people of Jodhpur district, the per acre production is very low because the irrigation facilities are meagre. Kharif crops like Bajra, til, moong and jowar are mostly grown and their production depends on timely and adequate

rainfall which is once in three to four years. Cultivators and agricultural labourers form 32 per cent of the total population while non-workers 51 per cent. The district has a number of small and medium sized industries in the Industrial Estate and is famous for stone quarrying works located near Jodhpur and salt mines at Phalodi. A sizeable population of the district is engaged in this work which is considered the second important occupation after agriculture. The district has potentialities of development in sheep and wool production and mining.

1.5. Ajmer district has 4 sub-divisions comprising of 7 tehsils. Three sub-divisions are co-terminus with tehsils while 4 tehsils fall in one sub-division. The district has 8 C.D. blocks of which one is in Stage I and 7 are in Post Stage II. Jodhpur district has 2 sub-divisions comprising of 5 tehsils. The district has 9 blocks of which 5 are in Stage I and 4 in Stage II.

1.6. In these two districts, one post-stage II Block Jawaja, in Ajmer district and the other Bap, stage I block in Jodhpur district were also selected for quick survey. The block in Ajmer district entered into Post-Stage II on 1st October, 1965. It has run for 13½ years, starting from 4th April 1955 as N.E.S. block. With the introduction of Panchayati Raj set up in Rajasthan the block was converted into Panchayat Samiti having 36 Panchayats in its jurisdiction. The number of villages covered by the Panchayat Samiti is 184 having total population of 71,000. The N.E.S. block in Jodhpur district was initiated on 2nd October 1959 and it entered into Stage I on 2nd October, 1964. The block has thus run for 9 years including 4 years of Stage I. The number of villages covered is 79 having a total population of 42,060.

2.1. *Organisational Structure*—The organisational set-up of the development department at the district level is almost identical in both the districts. The district level offices in Ajmer are 25 as against 21 in Jodhpur. Under Agriculture and Allied subjects, Ajmer has 11 offices as against 8 in Jodhpur because the former is the divisional headquarters of forest department, besides having offices of plant protection and fisheries development department. In the sphere of animal husbandry, the State Govt. has started a separate directorate of sheep and wool which is implementing the integrated plan for the development of sheep and wool in important districts of Rajasthan. The scheme of poultry development has been taken up on a more regular basis in these two districts. So under Animal Husbandry alone there are as many as 6 offices which are (1) District Animal Husbandry. (2) Mobile Veterinary Unit. (3) District Sheep and Wool. (4) Intensive Poultry Development. (5) Fisheries Development. (6) Key Village Development Scheme.

2.2. The district level officers of different departments function as independent heads of offices at the district level and the Zila Parishad does not have any administrative control over them. The Government of Rajasthan have appointed the Deputy District Development Officer from Rajasthan Administrative Service to work as *ex-officio* Secretary of the Zila Parishad. The Zila Parishad at present has a small office establishment with no technical staff and the Secretary is on the strength of the district development office. The subjectwise distribution of development staff in the 2 districts is given in the table below—

TABLE 1

No. of District level offices and their staff strength in the two selected districts

Year—1967-68

Subject/Head	Ajmer		Jodhpur	
	No. of offices	Total Development staff	No. of offices	Total Development Staff
1	2	3	4	5
1. Agriculture & Allied Services	11	558	8	181
2. Community Development ..	2	95	2	129
3. Irrigation and Power ..	1	18	1	5
4. Industry ..	2	48	1	10
5. Transport & Communication	1	23	8	30
6. Social Services ..	8	274	6	167
Total ..	25	1,016	26	522

It will be seen that 1,016 functionaries of the various development departments are operating in Ajmer district while their number is 522 in Jodhpur district. List of offices covered in the selected districts is given as Appendix-A.

2-3. The data on the pay-scales of the development staff employed in these departments was collected. All the different pay-scales were grouped into four broad pay-ranges. The Table 2 below gives the distribution of development staff by their pay-range in the two districts.

TABLE 2

Distribution of Development Staff by Pay Groups

Year—1967-68

Pay Group	Development Staff in			
	Ajmer		Jodhpur	
	No.	%	No.	%
1	2	3	4	5
I Rs. 550 to Rs. 1,250 ..	9	0.9	5	0.9
II Rs. 250 to Rs. 900 ..	91	9.0	76	14.6
III Rs. 120 to Rs. 500 ..	169	16.6	111	21.3
IV Rs. 75 to Rs. 250 ..	747	73.5	330	63.2
Total all Groups ..	1,016	100.0	522	100.0

The distribution of development staff by the above four pay groupings employed in the various district offices shows that bulk of the staff belongs to group IV of the pay range Rs. 75—250. The important pay-scales falling in this group are Rs. 75—175 and Rs. 90—225, which are mostly held by V.L.Ws., Stock Assistants, Shepherds and Assistant Inspectors etc. of Agriculture, Animal Husbandry, Cooperation and Development Departments. About 1 per cent of the total development staff belongs to class I officers in the gazetted rank and these officers are Heads of District Offices such as Executive Engineer, P.W.D., Inspector of Schools, Deputy District Development Officer, Principal Medical and Health Officer and District Family Planning Officer. About 9 to 14 per cent of the staff are in the pay range of Rs. 250—900 and the persons in this category are Heads of other district development offices and incharge of schemes and projects and the B.D. Os. About 17 to 21 per cent of the development staff falls in the pay range Rs. 120—500 which constitutes mostly technicians and subject-matter specialists like Veterinary Assistant Surgeons, Extension Officers, Inspectors and Subordinate Engineers.

2.4. The table 3 below gives the distribution of total staff by jurisdiction in the two districts.

TABLE 3
Distribution of Development staff by jurisdiction

Year: 1967-68

Jurisdiction	Ajmer		Jodhpur	
	No.	Percentage	No.	Percentage
1	2	3	4	5
More than District ..	22	2.2	23	4.4
District ..	118	11.6	105	20.1
Headquarters ..	7	0.7	8	1.5
Sub-total ..	147	14.5	136	26.0
More than Tehsil ..	14	1.4	3	0.6
Tehsil ..	7	0.7	2	0.4
Sub-total ..	21	2.1	5	1.0
Block/Panchayat Samiti ..	195	19.1	99	18.9
Group of villages ..	211	20.7	104	20.0
Sub-total ..	406	39.9	203	38.9
<i>Others*</i>				
(i) Institutions ..	217	21.4	178	34.1
(ii) Forest Ranges and Overseers (PWD)	225	22.1	—	—
Sub-total ..	442	43.5	178	34.1
GRAND TOTAL ..	1,016	100.0	522	100.0

*Includes institutions like agriculture farms, sub-centres for sheep and wool, forest ranges and P.W.D. (roads and buildings).

Normally the head of office of a department is posted at the district headquarters and he generally retains one or two technical subordinates to assist him in work at the headquarters. This category of staff constitutes 26 per cent in Jodhpur district and 14.5 per cent in Ajmer. Maximum staff is posted at the block and lower levels including the institutions, and accounts for 73 per cent of the total development staff in Jodhpur district and 83 per cent in Ajmer. Some staff is posted at the intermediary level, like tehsil and subdivision and they constitute about 1 per cent of the total development staff in both the districts. The organisational chart giving placement of staff by their designation is given as Appendix-B.

2.5. The sanctioned development staff has not been in position in all the departments of the two districts. In Ajmer district about 18 per cent of the sanctioned posts remained vacant throughout 1967-68 as against 11 per cent in Jodhpur district. The offices where the difference is more prominent are district sheep and wool, family planning and district medical and health offices in both the districts.

2.6. The development staff in the two selected Blocks namely; Jawaja and Bap in the two districts was also studied to know the staff strength in each Block. The total development staff in post stage II Block, Jawaja is 25 as against 17 in Bap including the V.L.Ws. The staffing pattern in post stage II Block has remained the same since 1957 when it was declared a C. D. Block. It includes B.D.O., 2 agriculture extension officers, 1 animal husbandry officer, 2 sub-deputy Inspectors of Schools, 1 cooperative extension officer, 1 overseer, 2 veterinary compounders, 4 stock-men and 1 vaccinator, besides 10 V.L. Ws under the Panchayat Samiti. The staffing pattern remained unchanged after the Block entered into post Stage II in October, 1965, and the number of posts is the same. The staff has been integrated with the Panchayati Raj set-up since October, 1959, and is the liability of the concerned department to see that the staff in the Blocks are gainfully employed. The staff is also responsible to the Panchayat Samiti. The C.D. Funds having been withdrawn from October, 1965, the extension officers are paid from the funds allotted to the Blocks by the various departments. The ministerial staff is paid out of funds allotted by the development department under the non-plan N.E.S. scheme. There has been no effect of the withdrawal of C.D. funds as the same are now being received from the development department under the non-plan scheme. The Vikas Adhikari exercises full control over the Block funds and the accounts are placed before the Panchayat Samiti for its approval.

3.1. *Budget and Expenditure*—Information on budget and expenditure has been collected scheme-wise from each district office. The budget of Zila

Parishad and of the office of Deputy District Development Officer excludes the C.D. funds. The funds of education department for pay etc. of the teachers which are allotted directly to individual Panchayat Samiti are also excluded from the budget of district offices of Inspector and Inspectress of Schools. The available data is presented in the following table—

TABLE 4

Total Budget and the Development Budget in the selected Districts

Year : 1967-68

Items	Ajmer	Jodhpur
1	2	3
Total budget (Rs. in lakhs)	145.47	97.38
Development Budget * (Rs. in lakhs)	98.02	70.32
Percentage of Development budget to total	67.38	72.31
No. of Schemes	97	76
Development funds per scheme (Rs. in lakhs)	1.01	0.93
No. of Functionaries	991	509
Development funds per functionary (Rs. in lakhs)	0.10	0.14
Development funds per 1,000 population (Rs. in 000)	10.04	7.94

*Includes small portion of budget meant for pay etc. of the staff working on same development schemes.

It will be seen that Ajmer district has 50 per cent more budget allotment than Jodhpur though in area it is 1/3 of the size of Jodhpur. The difference in budget is accounted for higher allotment under agriculture and allied services and for some offices under social services. The budget allotment of other offices in the two districts has been more or less of the same order. The P. W. D. and Irrigation Departments in both the districts accounted for more than 50 per cent of the total budget of all the development offices. The District Sheep and Wool office in Jodhpur and Soil Conservation office in Ajmer are the offices having the next highest budget allotment during the year 1967-68. The Sheep and Wool Office in Ajmer also reported high budget allotment viz. Rs. 5.4 lakhs during the year. The sheep and wool programme has great potentialities in the arid tracts of Rajasthan. The District Industries Office reported the lowest budget in both the districts.

3.2. The department budget has further been analysed for its two components namely; establishment budget and development budget. Roughly 70 per cent of the total budget of all departments in the two districts has been utilised for development purposes and the balance for pay of the staff. The pattern of development budget of different departments in two districts is more or less identical, except for District Medical and District Social Welfare Offices which reported divergent proportion of development budget.

3.3. The development budget available per functionary is Rs. 10,000 in Ajmer district and Rs. 14,000 in Jodhpur. Some extension work is also required to be done by the development staff in every office except P.W.D. office executing capital intensive programmes where the amount handled per functionary comes to more than Rs. 2 lakhs in both the districts. The development funds spent in the districts have been worked out per 1,000 population. Ajmer district spent Rs. 10,041 while Jodhpur Rs. 7,943 for 1,000 of population.

3.4. The under-utilisation of development funds have been studied for each individual scheme in all the departments of the two districts. The table below gives the picture regarding under-utilisation of development funds.

TABLE 5

Under-utilisation of Development funds by Schemes

Year : 1967-68

Items	Ajmer	Jodhpur
1	2	3
1. Total No. of schemes	97	76
2. Percentage of Schemes having development funds ..	64.9	67.1
3. Percentage of Schemes having under-utilisation ..	28.6	47.1
4. Percentage of under-utilised Schemes with under-utilisation		
as less than 10%	33.3	29.2
as 10%—35%	33.3	37.5
as 35%—70%	16.7	8.3
as 70% and above	16.7	25.0

Roughly 1/3rd of the schemes did not get any allotment of development funds in both the districts. Of the remaining, 29 per cent in Ajmer district and 47 per cent in Jodhpur reported under-utilisation. Ajmer did not pose a serious problem of under-utilisation as 66 per cent of such schemes reported under-utilisation of less than 35 per cent. In Jodhpur district 47 per cent of the schemes reported under-utilisation and 25 per cent of these to the extent of more than 70 per cent of the budget.

3.5. Reasons for under-utilisation of development funds were also asked to locate the short-comings and bottlenecks in the administrative machinery for full utilisation of allotments. The reasons put forward are lack of co-operation on the part of Panchayat Samitis and the villagers for under-utilisation of funds of soil conservation department. Administrative slackness which led to late start of projects was quoted as the main reason by P.W.D. and the Irrigation

Department. The demonstration plots under the cotton extension scheme for displaying plant protection measures on the cotton crop were not laid out and 94 per cent of the funds under the scheme lapsed due to lack of interest on the part of extension workers.

3.6. In Rajasthan, the C.D. Funds and funds of the Education Department are directly allotted to the Panchayat Samitis and not routed through the respective district offices. The Samiti has also its own funds raised through taxes and fees besides its share of allotments from other departments. The total budget for the year 1967-68 of Jawaja Block, Post Stage II, is about Rs. 12 lakhs as against Rs. 5.74 lakhs of Stage I Bap Block. The analysis of budget and expenditure as given in table below will provide a more realistic picture.

TABLE 6
Block Budget 1967-68

Year : 1967-68

Source	Block Budget (Rs. in lakhs)				
	Jawaja Post Stage II Block (Distt. Ajmer)		Bap Stage I Block (Distt. Jodhpur)		
	Amount	Percentage	Amount	Percentage	
1	2	3	4	5	
1. C.D.	1.06	8.8	1.65	28.8	
2. Departments	9.81	81.8	2.35	40.9	
3. Panchayat Samiti ..	1.13	9.4	1.74	30.3	
Total ..	12.00	100.0	5.74	100.0	

Eighty two per cent of the total budget of the Post Stage II Block consisted of allotments received from different departments. The Education Department alone accounted for Rs. 5.8 lakhs, which is more than 60 per cent of the total departmental budget. The teachers posted in the Panchayat Samiti area are paid by the Block Office. In State I Block, the departmental allotments constituted 41 per cent of the total budget and the allotment for education accounted for Rs. 2.16 lakhs which is more than 90 per cent of the total departmental budget. Under-utilisation of funds has been a problem in this block and it is surprising that development funds of all the departments remained unutilised. The performance in this regard in the Post Stage II Block is better. The funds of the important departments like, agriculture, education, social welfare have been fully utilised and P.W.D. and Revenue Departments are the only defaulters reporting under-utilisation.

4.1. *Co-ordination, Overlapping and problem of Integration*— Extent of coordination among the various departments at the district varies from one department to another. Close coordination is reported between the Agriculture Department and the Panchayat Samitis in Ajmer district. Effective coordination

is lacking between the district medical and health office and the Panchayat Samitis in the execution of family planning programmes in Jodhpur district. Relationship between the Panchayat Samitis and the district departments such as, soil conservation, animal husbandry, cooperatives and district development office in Jodhpur district is such that causes delays in the implementation of programmes and much wastage of time and energy of the staff concerned is attributed to it. Coordination within the department for execution of various schemes exists as reported by most of the district officers interviewed on the subject

4.2. The Collector in Rajasthan in addition to his primary duties under the revenue and law and order functions is responsible for the development programmes in the district. He is also designated as District Development Officer. He attends periodically meetings of Panchayat Samitis and the Zila Parishad to ensure coordination between the local bodies and the executive officers of the departments who are directly subordinate to the Collector. The Sub-divisional Officer besides having revenue, magisterial and executive powers is also an ex-officio member of the panchayat samitis falling in his area. But he is not directly involved in the development programme. With the Panchayati Raj set-up gaining strength, the role of the Collector as coordinator of development programmes in the district is becoming less important.

4.3. For all development work, the Collector is assisted by the Deputy District Development Officer who also functions as Secretary of Zila Parishad. The duties of the Deputy District Development Officer are three-fold, (1) to assist the Collector in development work (2) to look after the working of Panchayats in the district and (3) to conduct meetings of the Zila Parishad. He is assisted by three Panchayat Assistants in the supervision of activities of village Panchayats. Most of the time of Deputy District Development Officer is spent in the conduct of meetings of Zila Parishad or in the conduct of enquiries and investigations of various types against different officials.

4.4. The Zila Parishad in Rajasthan has been assigned hardly any executive functions. Its main role is to supervise and coordinate the work of Panchayat Samitis in the district and maintain liaison with the Government on the one hand and Panchayat Samitis on the other. Some Zila Parishads have constituted Sub-Committees on different subjects. The Ajmer district has District Production Committee which is presided over by the Collector who is the Ex-Officio Chairman of a number of Committees. The district Officers meet once a month to discuss the policies, work programme and difficulties and to draw plans for future. The Zila Parishad Jodhpur also has agriculture production committee besides some adhoc committees formed to implement development schemes such as, rural water supply rural electrification and the Collector is associated with almost all such committees. The Study Team on Panchayati Raj in Rajasthan headed by Shri Sadiq Ali M. P. has recommended a changed Pattern giving wider powers and executive functions for the Zila Parishad under the Chief Executive Officer of a sufficiently high calibre and status. It has been stated that the district level officers are linked with the Zila Parishad in a very vague and loose form of relationship and the Zila Parishad has no administrative control over the district officers. The over-all impression is that the district level

officers have not functioned effectively after introduction of Panchayati Raj and that they have not been able to render useful guidance in the execution of schemes etc.

4.5. Panchayat Samitis in Rajasthan function through Committees and every Samiti is to have atleast (3) Standing Committees for (i) Production (ii) Social Services and (iii) Administration and Finance. These Committees of the Samiti have acquired much importance because most of the business of the Panchayat Samiti is transacted through the Standing Committees. The Committees have on the whole worked satisfactorily though their performance has varied widely in different areas. The Vikas Adhikari is responsible for execution of the decisions of the Panchayat Samiti and being head of the Samiti Staff functions as head of the office and carries out the day-to-day administration of the Panchayat Samiti. He functions under the administrative control of the Pradhan who is the elected Head of the institution. Executive powers and functions are vested in the Panchayat Samitis as laid down in the Rajasthan Panchayat Samiti and Zila Parishad Act, 1959.

4.6. Since the inception of Panchayati Raj in Rajasthan in the year 1959 there is little overlapping of schemes in operation by the various departments. A few schemes are operated by more than one department such as; soil conservation, plant protection and artificial insemination schemes. The soil conservation scheme is carried out by the Soil Conservation Department as well as the Forest Department. Funds sanctioned for famine relief works are also utilised for soil conservation schemes. The area of operation by the two agencies is different but it requires coordination between them for proper implementation of the scheme. The Forest Department generally takes up the work in Government lands or in the reserved areas which are sometimes adjoining to the cultivated lands forming part of the same watershed. The distribution of improved seeds to cultivators is the responsibility of both the Panchayat Samiti and the District Agriculture Office. The Officers involved under the scheme are Block Development Officer, Agriculture Extension Officers and VLWs of the Panchayat Samiti and the Agriculture Assistants and the Districts Agriculture Officer of the Agriculture Department. Funds for the purchase of seeds are available from both the agencies. If the Panchayat Samiti is unable to supply a particular improved seed, the cultivator is directed to contact the Agriculture Department and vice-versa. Similarly plant protection work is done by the Plant Protection department which is responsible for distribution of pesticides/insecticides and equipment but the work is also done by the Panchayat Samiti and the Agriculture Department with their own staff such as; VLW and Asstt. Plant Protection Officer. Sometimes the same plot is treated by two different agencies. Overlapping and duplication of schemes within the department are noticed in the case of artificial insemination which is carried out by Key Village centres and the Veterinary dispensaries under the District Animal Husbandry Officer. In case this work is entrusted to one agency much saving in expenditure is possible. Similarly treatment of cattle and castration is done by the district Animal Husbandry Office, Key Village Centres, Mobile Veterinary Unit and by the Panchayat Samiti Staff including VLWs. Each one of these agencies has been showing the same achievement to its credit. Similarly overlapping is

reported in the medical and health schemes. If the various medical and health teams, such as anti-TB, malaria eradication, small-pox eradication and cholera are sent out under the direction of one authority, economy can be effected in expenditure leading to better utilisation of staff and their time. Family Planning work has also been given to the BDOs, Agriculture and Cooperative Extension Officers and VLWs who consider these duties as additional assignment.

4.7. Considering the large number of offices at the district under Agriculture, Animal Husbandry and Public Health Departments, each one of them covering one or more than one schemes either independently or in collaboration with other departments, rationalisation is called for and suggestions for the overall operation of schemes have been forthcoming from the district officers. For example, schemes of the Animal Husbandry department such as poultry development, sheep and wool development, fisheries development are under the charge of different heads of offices at the district or state headquarters. These can be put under the charge of one district Officer, the District Animal Husbandry Officer. The distribution of improved seeds to cultivators is done by different agencies such as Panchayat Samiti, District Agriculture Office and the Cooperatives. It can be given to one agency preferably the Cooperatives who will be the sole agency responsible for supplies and will thus release agriculture officials for extension work. The Inspector of Schools and the Inspectress of Schools have co-extensive jurisdiction though for different institutions but for inspection work the jurisdiction may be demarcated for each functionary to save time and money. Lastly the existing large disparity in the territorial jurisdiction of various officers should be removed in order to ensure coordination in development activities through the Zila Parishad at the district level and through the Panchayat Samiti at the block level.

सत्यमेव जयते

APPENDIX 'A'

State—Rajasthan

List of Offices covered in the selected districts Year—1967-68

Ajmer	Jodhpur
1	2
<i>I. Agriculture and Allied Services</i>	
1. District Agriculture Office.	1. District Agriculture Office.
2. District Soil Conservation Office.	2. District Soil Conservation Office.
3. Asstt. Plant Protection Office.	3. District Animal Husbandry Office.
4. District Animal Husbandry Office.	4. Mobile Veterinary Unit.
5. Mobile Veterinary Unit.	5. District Sheep and Wool Office.
6. District Sheep and Wool Office.	6. Key Village Scheme.
7. Key Village Scheme.	7. Intensive Poultry Development Block.
8. Asstt. Fisheries Development Office.	8. Assistant Registrar Cooperative.
9. Poultry Development Scheme.	
10. Asstt. Registrar Cooperative.	
11. Divisional Forest Office.	
<i>II. Community Development</i>	
1. Asstt. Engineer C.D. Project.	1. Asstt. Engineer C.D. Project.
2. Dy. District Development Office.	2. Dy. District Development Officer.
<i>III. Irrigation and Power</i>	
1. Executive Engineer Irrigation Division.	1. Asstt. Engineer Irrigation Division.
<i>IV. Industry</i>	
1. District Industries Office.	1. Asstt. Regional Director Industries.
2. Khadi Gramudyog.	
<i>V. Transport and Communication/P.W.D.</i>	
1. Executive Engineer P.W.D. (B. & R.).	1. Executive Engineer City.
	2. Executive Engineer P.W.D. (West).
	3. Executive Engineer P.W.D. (East).
<i>VI. Social Services</i>	
1. Inspector of Schools.	1. Inspector of Schools.
2. Inspectress of Girls Schools.	2. Dy. Inspectress of Schools.
3. District Health Office.	3. District Health Office.
4. District Ayurvedic Office.	4. District Medical & Health Office.
5. Asstt. Engineer Public Health.	5. District Family Planning Office.
6. Principal Medical & Health Office.	6. District Social Welfare Office.
7. District Family Planning Office.	
8. Distt. Social Welfare Office.	

APPENDIX 'B'
STUDY OF DEVELOPMENT STAFF
Organisational Chart of Development Staff

State—Rajasthan
Year—1967-68

Name of Deptt./ Distt. Office	Distt. level officials	No. of officials in		Block level officials			No. of officials in	
		Ajmer	Jodhpur	Ajmer	Jodhpur		Ajmer	Jodhpur
1	2	3	4	5	6	7		
<i>Agriculture and Allied Services</i>								
Agriculture	1. Distt. Agriculture Officer	..	1	1	1	1	12	10
	2. Agriculture Assistant	..	1	1	2	1	5	—
	3. Agriculture Fieldman	..	1	—	3	..	—	3
	4. Agriculture Asstt. (Horticulture)	..	2	3	..	..	..	..
	5. Horticulture Fieldman	..	4	1	1	..	..	..
	6. Agriculture Asstt. (Compost)	..	1	1	..	..	..	..
	7. Agriculture Asstt. (Cotton)	..	1	—	..	..	..	..
	8. Cotton Fieldman	..	6	—	..	..	..	..
	9. Agriculture Asstt. (Marketing)	..	1	—	1	..	..	..
	10. Plant Protection Asstt.	..	—	4	..	..	..	..
	11. Plant Protection Supervisor	..	—	8	..	..	..	..
	12. Plant Protection Fieldman	..	—	..	..	..	..	..
	Total	..	18	20	Total	..	17	13
<i>Soil Conservation</i>								
Soil Conservation	1. Distt. Soil Conservation Officer	..	1	1	1	1	10	19
	2. Soil Conservation Asstt.	..	4	3	2	..	—	1
	3. Overseers	..	1	1	..	..	..	..
	4. Drafts-man	..	1	1	..	..	..	..
	Total	..	7	6	Total	..	10	20

Plant Protection	1. Asstt. Plant Protection Officer	..	1	—	1. Plant Protection Asstt.	..	7	—
	2. Plant Protection Asstt.	..	1	—				
	Total	..	2	—	Total	..	7	—
Animal Husbandry	1. Distt. Animal Husbandry Officer	..	1	1	1. Animal Husbandry Extension Officer	..	8	9
	2. Livestock Inspector	..	1	1	2. Stockmen	..	29	—
					3. Veterinary Assistant Surgeon	..	16	—
					4. Veterinary Asstt.	..	2	—
					5. Compounders	..	15	—
	Total	..	2	2	Total	..	70	9
Mobile Veterinary	1. Veterinary Asstt. Surgeon	..	1	1				
	2. Stockmen	..	6	6				
	Total	..	7	7				
Key Village Schemes	1. I/C Semen Collection Centre	..	1	—	1. I/C Key Village Scheme	..	3	1
	2. Lab. Assistant	..	1	—	2. Stockmen	..	17	2
	3. Stockmen	..	1	2	3. Bull Attendants	..	15	—
	4. Bull Attendants	..	4	—				
	Total	..	7	2	Total	..	35	3
Sheep & Wool Development.	1. Distt. Sheep and Wool Officer	..	1	1	1. Sheep and Wool Extension Officers	..	7	10
	2. Asstt. Distt. Sheep and Wool Officer	..	1	1	2. Supervisors	..	4	—
					3. Stock Assistants	..	22	20
					4. Master Shearers	..	11	10
					5. Shepherds	..	22	20
	Total	..	2	2	Total	..	66	60
Fisheries	1. Asstt. Fisheries Development Officer	..	1	—				
	2. Fisheries Inspector	..	1	—				
	3. Fisheries Fieldman	..	1	—				
	4. Fishermen	..	3	—				
	Total	..	6	—				

APPENDIX B—*contd.*
STUDY OF DEVELOPMENT STAFF—*contd.*

1	2	3	4	5	6	7
Poultry Development Scheme.	1. Superintendent	..	1	1. Project Officer	..	1
	2. Demonstrator	..	3	2. Demonstrator	..	3
	3. Manager	..	1			
	4. Project Officer	..	—			
	Total	..	5	Total	..	4
Cooperatives	1. Asstt. Registrar	..	2	1. Cooperative Extension Officer	..	8
	2. Technical Asstt.	..	1	2. Asstt. Inspector	..	53
	3. Industrial Assistant	..	1			
	4. Inspector Farming	..	1			
	5. Inspector Marketing	..	1			
	6. Inspector (Consumer Societies)	..	1			
	7. Inspector Handloom	..	1			
	8. Inspector Executive	..	1			
	9. Inspector Industrial Societies	..	6			
	10. Land Valuation Officer	..	3			
	11. Land Record Inspector	..	2			
	12. Handloom Supervisor	..	1			
	13. Junior Supervisor	..	—			
	14. Inspector Processing	..	—			
	Total	..	27	Total	..	61
Divisional Forest Office	1. Divisional Forest Officer	..	1	1. Rangers	..	10
	2. Asstt. Conservator of Forests	..	1	2. Dy. Rangers	..	2
	3. Ranger	..	1	3. Amin	..	2
	4. Forester	..	3	4. Forester	..	16
		..		5. Assistant Foresters	..	19
		..		6. Forest Guards	..	50
	Total	..	6	Total	..	199

*Community Development*Asstt. Engineer, C.D.
Projects.

1. Asstt. Engineer C.D. Project .. 1 1

Total .. 1 1

Dy. Distt. Development Office.
1. Dy. Distt. Development Officer

.. 1 1

1. Vikas Adhikari (B.D.O.)

2. W.L. Wa.

3. Panchayat Assistant

4. Stock-man

5. Vaccinators

..

..

..

..

..

..

..

..

..

..

Total ..

1 1

Total ..

93 127

Social Services

Inspector of Schools

1. Inspector of Schools

2. Dy. Inspector of Schools

3. Sub. Dy. Inspector of Schools

4. Enforcement Officer

5. Asstt. Enforcement Officer

.. 1 1

.. 3 2

.. 3 3

.. 1 1

.. 1 1

..

..

..

..

..

Total ..

9 6

Total ..

17

Inspectresses of Girls
School.

1. Inspectress of Girls School

2. Sub-Dy. Inspectress of Girls School

3. Dy. Inspectress of Girls School

.. 1 1

.. 1 1

.. 1 1

Total ..

..

Distt. Health Office

1. Distt. Health Officer

2. Asstt. Health Officer

3. Health Educator

4. Sanitary Inspectors

5. Vaccinators

.. 1 1

.. 1 1

.. 1 2

.. 3 6

.. 18

..

..

..

..

..

Total ..

5 28

Total ..

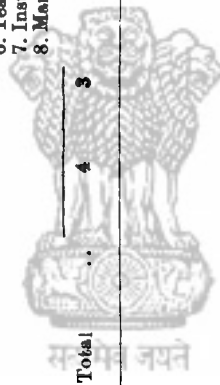
22 21

*This functionary in Ajmer District has not been reported in the return.

APPENDIX 'B'—*contd.*
STUDY OF DEVELOPMENT STAFF—*contd.*

1	2	3	4	5	6	7
Distt. Ayurvedic Office	1. Distt. Ayurvedic Officer	..	1	—	..	..
	Total	..	1	—	..	..
Asstt. Engineer (Public Health).	1. Asstt. Engineer	..	1	1. Overseers	..	4
	Total	..	1	—	..	4
Principal Medical Health Office.	1. Principal, Medical & Health Officer	..	1	1. Medical Officer incharge Primary Centres	..	8
	2. Distt. Medical and Health Officer	..	—	2. Sanitary Inspectors	..	8
	3. Health Supervisors	..	1	3. Lady Health Visitors	..	8
		..	—	4. Auxiliary Health Workers	..	31
		..	—	5. Auxiliary Nurse cum Mid-Wives	..	36
		..	—	6. Basic Health Workers	..	41
	Total	..	2	1	Total	96
Family Planning	1. Distt. Family Planning Officer	..	1	1. Civil Assistant Surgeon	..	8
	2. Administrative Officer	..	—	2. Extension Educator	..	8
	3. Civil Asstt. Surgeon	..	2	3. Lady Health Visitor	..	8
	4. A.N.M.	..	1	4. Family Planning Health Asstt.	..	36
	5. Staff Nurse	..	1	5. Auxiliary Nurse Mid-wife	..	40
	6. Mass Education & Information Officer	..	1	—	..	—
	7. Distt. Extension Educator	..	2	—	..	—
	8. Field Evaluation Worker	..	—	—	..	—
	9. Medical Educational Officer	..	1	—	..	—
	10. Projectionist	..	—	—	..	—
	Total	..	10	8	Total	100
		..	—	—	..	18

Social Welfare	1. Distt. Probation & Social Welfare Officer	1	1	1. Welfare Inspector	..	1	1
	2. Social Welfare Officer	1	—	2. Investigator Distt. Shelter	..	1	—
	3. Welfare Officer Prison	1	1	3. Welfare workers	..	6	2
	4. Asstt. Superintendent Distt. Shelter	1	1	4. Hostel Superintendent	..	6	5
				5. Instructor Tailoring Centre	..	1	—
				6. Teacher	..	2	—
				7. Instructor Agriculture	..	1	—
				8. Manager	..	—	1
	Total	4	3	Total	..	18	9



STUDY OF DEVELOPMENT STAFF—UTTAR PRADESH

1.1. *Background*—The study of Development Staff has been conducted in 5 districts of U.P. each representing different natural regions of the State. Meerut and Varanasi districts are located in the Gangetic plains, Meerut forms the northern part of Jamuna-Gangetic Doab while Varanasi is in the heart of the Gangetic plains. Rampur district forms the centre of Rohilkhand division and represents the Tarai area of the State as well. Jhansi on the other hand represents Bundelkhand region and Barabanki district is the very heart of Avadh. The particulars of the five selected districts are given as under:—

TABLE 1
Particulars of selected Districts

District	Area (Sq. Km.)	Population (1961 cen- sus)	No. and category of Blocks			
			Stage I	Stage II	Post Stage II	Total
1	2	3	4	5	6	7
1. Barabanki	4,439	14,14,547	2	5	5	12
2. Jhansi	10,062	10,87,479	1	5	7	13
3. Rampur	2,374	7,01,537	—	3	3	6
4. Meerut	6,014	27,12,960	4	12	4	20
5. Varanasi	5,276	23,62,179	3	9	4	16

1.2. Barabanki district has been divided into four tehsils or 12 C.D. Blocks. It is predominantly an agricultural district. Handloom cloth and sugar are the two important industries.

1.3. Jhansi district has been divided into six tehsils or 13 C.D. Blocks. District topography is uneven interspersed with hilly and rocky tracts. Agriculturally the district is quite backward and only 16 per cent of its cultivated area receives irrigation. There is no major industry in the district except for a few stone quarries.

1.4. Rampur district administratively, comprises of 5 tehsils and for development work it has been split up into 6 blocks. Of late big mechanised agricultural farms have sprung up in Bilaspur and Suar tehsils in the 'Tarai' areas of the district. Important industrial establishments in the district are two textile mills, three sugar factories and two edible oil mills.

1.5. Meerut district administratively is divided into six tehsils and for development purposes into 20 blocks. Three-fourth of district cultivated area is under the command of irrigation by canals, tube-wells and masonry wells. I.A.A.P. Scheme was taken up in the district in 1964-65 and by end of 1967-68 all 20 blocks in the district have been covered under this programme. The district is also covered under Intensive Cattle Development Programme started during the year 1965. Ghaziabad Tehsil of this district, adjoining Delhi, has been covered under Area Development Scheme of industries department in view of its high industrial development potentialities.

1.6. District Varanasi, administratively has been divided into four tehsils and for development purposes into 16 blocks. Fifty per cent of district cultivated area receives irrigation equally from canals and wells (including Tube-wells

and pump-sets). Paddy is the main kharif crop while wheat and barley are the two important rabi crops. I.A.A.P. Scheme was launched in the district in 1964-65 covering, to begin with, 5 blocks under Paddy. From rabi 1967-68 all the 16 blocks have been covered under I.A.A.P. Scheme for paddy as well as wheat. In the field of industry the district is known for its silk textiles and has a large number of industrial establishments providing employment to a big segment of population. It is the seat of Hindu University and has a big railway workshop.

1.7. In addition one block in each of these five districts has also been quickly surveyed. Gurasarai block of Jhansi district and Haidergarh block of Barabanki district are two Post State II blocks selected for the Study. Three more blocks all belonging to Stage II category viz. Shahabad in Rampur district, Simbhoul in Meerut district and Chiriagaon in Varanasi district have also been studied for the purpose. The last two blocks are located in I.A.A.P. districts.

2.1. *Organisational Structure*—All the development departments operating in a district have been more or less enumerated in the five selected districts. List of offices covered in each selected district is given as Appendix 'A'. Barabanki and Rampur districts are quite small in size while Jhansi, though big in area, is backward both agriculturally and industrially. These three districts, therefore, stand out as a separate group as compared to the other two districts of Meerut and Varanasi which are bigger and also highly advanced in agriculture and industry. On an average 20 district offices are engaged in development work in the first group of districts as against 27 offices in Meerut and 28 in Varanasi. The last two districts are covered under I.A.A.P. since 1964-65 and consequently they have a much higher number of offices in the agriculture and allied services Sector. Varanasi district has 14 such offices while Jhansi has only 7. In the other sectors of Community Development, Industry and social services all the five districts have more or less the same pattern of offices. The number of district offices as well as the staff strength of these offices which varies with the size and importance of each district, will be seen from the table below:—

TABLE 2
Number of district level offices and their staff strength

Year : 1967-68

Subject/Head	Barabanki		Jhansi		Rampur		Meerut		Varanasi	
	No. of distt. level offices	Total Development staff	No. of distt. level offices	Total Development staff	No. of distt. level offices	Total Development staff	No. of distt. level offices	Total Development staff	No. of distt. level offices	Total Development staff
1	2	3	4	5	6	7	8	9	10	11
1. Agriculture and Allied Services	9	376	7	505	8	570	12	1590	14	1563
2. Community Development	3	236	3	232	3	112	3	404	3	373
3. Irrigation and Power	2	45	1	8	2	191	1	15	3	534
4. Industry	1	12	2	20	2	20	3	60	1	67
5. Transport and Communication	1	7	1	10	1	27	2	69	1	44
6. Social Services	6	387	6	511	6	245	6	837	6	643
Total	22	1063	20	1286	22	1165	27	2975	28	3224

The total strength of development staff in the five districts shows wide variations. The first group of districts have an average staff strength of roughly 1,000 as against 3,000 in the second group viz. Meerut and Varanasi. As pointed out earlier the number of offices in first group of districts is relatively less as compared to the other group. The developmental activities and the size of a district generally determine the strength of development staff in it. I.A.A.P. activities in Meerut and Varanasi districts account for larger staff in the agriculture and allied services. Further, state tube-wells in Varanasi district and cane development programme in Meerut district are being executed as special programmes and these offices employ six times more staff than in a normal district. The development programme in Jhansi district has a slightly different pattern in view of its topography and physical features. The development of forests has been stressed more in this district while consolidation programme has not been taken up. The staff strength in the departments of community development and social services in the five districts varies in direct proportion to the size and number of blocks in each district. The development staff in the departments of agriculture and allied services, C.D. and social services put together account for more than 80 per cent of the total staff strength in the district. In Meerut, Jhansi and Barabanki districts this proportion was as high as 95 per cent. In these three districts the staff strength in the departments of Irrigation and Power, Industry and Transport and Communication put together constitute only 5 per cent while this proportion in Rampur and Varanasi was roughly 20 per cent mainly due to the high number of field staff of hydel offices.

2.2. The development staff in the districts has been analysed by their pay-groups which is also indicative of their status and functional attributes. The table below gives these details.

TABLE 3

Distribution of (Sanctioned) Development Staff by pay-groups

Year : 1967-68

Pay-groups			Development staff in				
			Barabanki	Jhansi	Rampur	Meerut	Varanasi
1			2	3	4	5	6
Group I (Rs. 300—1,250)	..	No.	38	36	34	75	89
		%	3.6	2.8	2.9	2.5	2.8
Group II (Rs. 200—600)	..	No.	131	71	75	130	110
		%	12.3	5.5	6.4	4.4	3.4
Group III (Rs. 100—300)	..	No.	685	707	434	1,732	1,180
		%	64.4	55.0	37.3	58.2	36.6
Group IV (Rs. 50—175)	..	No.	209	472	622	1,038	1,845
		%	19.7	36.7	53.4	34.9	47.2
Total	..	No.	1,063	1,286	1,165	2,975	3,224
		%	100.0	100.0	100.0	100.0	100.0

Overwhelming majority of staff roughly 84 per cent to 94 per cent is found in the two lowest pay-groups (Rs. 50—300) in all the five districts. The proportion of staff in the highest pay-group (Rs. 300—1,250) which is occupied generally by the district head of the department or head of the scheme constitutes 3 per cent. The next highest group (Rs. 200—600) is manned with subject matter specialists or additional district heads and its proportion varies from 3·4 per cent in Varanasi to 12·4 per cent in Barabanki district.

2·3. The development staff working at district/tehsil/block/village level gives an idea about the dispersal of staff by jurisdiction as can be seen from the table below :—

TABLE 4
Distribution of development staff by their jurisdiction

Year : 1967-68

Jurisdiction			Barabanki	Jhansi	Rampur	Meerut	Varanasi
1			2	3	4	5	6
More than district	..	No.	1	3	—	1	13
		%	0·1	0·2	—	0·03	0·4
District	..	No.	83	45	58	70	104
		%	7·8	3·5	5·0	2·4	3·2
Headquarters Office	..	No.	21	4	13	29	18
		%	2·0	0·3	1·1	0·9	0·6
More than Tehsil	..	No.	12	7	4	58	41
		%	1·1	0·5	0·3	1·9	1·3
Tehsil	..	No.	20	20	152	73	62
		%	1·9	1·6	13·0	2·5	1·9
Block	..	No.	212	247	87	642	498
		%	19·9	19·2	7·5	21·6	15·4
Group of villages	..	No.	624	759	671	1,788	1,655
		%	58·7	59·0	57·6	60·1	51·3
Institutions	..	No.	90	201	180	314	833
		%	8·5	15·6	15·5	10·6	25·9
Total	..	No.	1,063	1,286	1,165	2,975	3,224
		%	100·0	100·0	100·0	100·0	100·0

The extension staff and the field workers normally have their jurisdiction as block or group of villages. Their proportion is roughly 70% in Rampur and Varanasi districts and 80% in the other three districts. The district heads of the departments, the subject matter specialists and persons incharge of special schemes have generally been posted at the headquarters having jurisdiction as district or more than district. They constitute roughly 5%. Some development staff is engaged for the running of institutions or projects such as state tube-wells, seed stores, seed farms, veterinary dispensaries and key village units in case of agriculture and allied departments, power sub-stations in case of hydel department and primary health centres in case of medical and health department. This category of staff constitute more or less 10% of the total development staff in the selected districts except in Varanasi district where a higher proportion (26%) in this category is because of large number of operators of state-tube-wells. The organisational chart giving placement of staff by their designation is given as Appendix—'B'.

2.4. The extent of posts which remained vacant through-out 1967-68 is not much significant in any of the departments except the family planning. District family planning office experienced some problems to fill-up the sanctioned posts due to non-availability of qualified medical and para-medical staff. However, it is reported that this did not effect the operation of the programme much during the initial years of its working. Forty five per cent of the posts of this office remained vacant in all the districts except in Varanasi where about 80% of the posts are lying vacant.

3.1. *Budget and Expenditure*--Information on budget and expenditure has been collected scheme-wise to study the working of each district office. The amount of budget allotment of an office gives an idea about the importance and scope of development under that subject and also the nature and type of work done in that office. The budget and expenditure figures have been analysed in the following table.

TABLE 5
Total Budget and Development Budget in the five selected districts
Year : 1967-68

Item	Barabanki	Jhansi	Rampur	Meerut	Varanasi
1	2	3	4	5	6
Total budget (Rs. in lakhs)	255.86	287.29	125.37	411.37	618.26
Development Budget (Rs. in lakhs)	203.28	193.32	82.72	235.38	348.07
Percentage of Development Budget to Total	79.45	67.29	65.98	57.21	56.30
No. of Schemes	85	114	94	186	165
Development funds per scheme (Rs. in lakhs)	2.39	1.70	0.88	1.27	2.11
No. of functionaries	1,063	1,286	1,030	2,960	3,224
Development funds per functionary (Rs. in lakhs)	0.19	0.15	0.08	0.08	0.11
Development funds per 1,000 population (Rs. in 000)	14.37	17.78	11.79	8.67	14.74

Varanasi district followed by Meerut operated the highest budget during the year 1967-68. Both these districts are agriculturally and industrially more advanced and are covered under J.A.A.P. Rampur district being the smallest operated the lowest budget. Minor irrigation office under the agriculture and allied department, district planning office under C.D. and Panchayati Raj, hydel office under irrigation and power and office of district inspector of schools under social services are the important district level offices which handled the highest budget allotment under the respective subject group in all the districts. District industries office in Meerut and the tube-well irrigation office in Varanasi are the other two offices which operated high budget allotment as compared to their counter-parts in the other districts. Industries programme in Meerut district has acquired a special significance under the

area development scheme of the industries department in Ghaziabad tehsil and tube-well irrigation in a special programme in Varanasi district.

3.2. The district budget has further been analysed for its two components of establishment budget and development budget. Varanasi and Meerut districts are heavily staffed and a substantial portion of their annual budget is spent on establishment. These districts are relatively advanced and their development schemes are more extension oriented. As a result both these districts earmarked only 60% of their total budget for development purposes while the proportion of development budget in the other three districts was higher varying between 66% in Rampur and 80% in Barabanki. Amongst the individual district offices, the minor irrigation and Harijan and Social Welfare Offices reported the highest component of development budget. Practically 100% funds of these offices are utilised as loans and grants to the beneficiaries.

3.3. The development budget available per functionary is the highest in Barabanki district (Rs. 19,000) followed by Jhansi district (Rs. 15,000), Varanasi district (Rs. 11,000) and the lowest in Rampur and Meerut Districts (Rs. 8,000) each. Some extension work is also required to be done by the development staff in every office except P.W.D. and other engineering departments executing capital intensive development programmes where the amount handled per functionary comes to more than Rs. 1,00,000 in all the five districts. The development funds spent in the district have also been worked out per thousand population. It is Rs. 18,000 in Jhansi district, Rs. 14,000 in Barabanki, Rs. 15,000 in Varanasi, Rs. 12,000 in Rampur and the lowest Rs. 9,000 in Meerut district.

3.4. The under-utilisation of development funds have been studied for each individual scheme in all the departments of the selected districts. The table below gives the picture regarding under-utilisation of development funds in these districts.

TABLE 6

Under-utilisation of development funds by individual schemes

Item	Barabanki	Jhansi	Rampur	Meerut	Varanasi
1	2	3	4	5	6
1. Total No. of schemes	85	114	94	186	165
2. Percentage of schemes having development funds	81.2	54.4	67.2	76.3	67.9
3. Percentage of schemes having under-utilisation	23.2	6.5	31.7	22.5	46.4
4. Percentage of under-utilised schemes with under-utilisation as :—					
Less than 10%	50.0	50.0	25.0	46.9	55.8
10%—35%	31.2	25.0	25.0	31.2	23.1
35%—70%	18.8	25.0	30.0	18.8	11.5
70% and above	—	—	20.0	3.1	9.6

Proportion of schemes which did not get any allotment of development funds varied from 46% in Jhansi district to 19% in Barabanki. Under-utilisation of funds has been reported in all the five districts but it was observed to be rather high in Varanasi and Rampur districts. In Varanasi 46% of the schemes could not fully utilise the funds, though the extent of under-utilisation reported was low. In Rampur 32% of the schemes reported under-utilisation and 20% of these reported as high as 70% of under-utilisation. Late allotment of funds has been cited by more than one office as a reason for under-utilisation. Frequent transfer of staff and incomplete contingent of staff in the Family Planning Office have been quoted as other reasons for under-utilisation of development funds. Administrative lapses and freaks like late approval for purchase of certain items and holding of training camps during the harvest season also led to under-utilisation of the funds.

4-1. *Block Picture*—One of the objectives of the development staff study at the block level was to have an idea of the staffing pattern of Post State II blocks and to ascertain as to how the staff is gainfully engaged when the C.D. funds are being reduced. Both Haidergarh block of Barabanki district and Gursarai block of Jhansi district belong to post stage II category and their staffing pattern of on their entering into post stage II has not changed except for reduction one post of peon which, however, has not affected the working of the block in any way. The field staff in the I.A.A.P. blocks of Simbhoulī in Meerut district and Chiriagaon in Varanasi district was much higher as compared to the normal block. There were 27 Extension Officers of different departments, including Assistant Development Officers, and 49 field workers in Chiriagaon I.A.A.P. block as against 16 Extension Officers and 29 field workers in the normal block Shabbad in Rampur district.

4-2. The C.D. funds allotted to a block during post stage II are meant only for pay etc. of the establishment and the development funds under the schematic budget are practically whittled down. In a normal block, in stage I and stage II, the development funds are continued to be allotted which are Rs. 1.4 lakhs in Chiriagaon block (Varanasi district) and Rs. 0.9 lakh in Simbhoulī block (Meerut district). The reduction in the development funds during post stage II is reported to have adversely affected the development activities like, communications, social education etc. The staff in Post-stage II Block is, however, fully occupied in the implementation of other special schemes and campaigns like family planning, small savings, H.Y.V. Programmes etc. The departmental financial allotments in the blocks of different category do not seem to follow any set pattern but are governed and guided by the needs and potentialities of the area.

5-1. *Coordination, overlapping and rationalisation*—Since the advent of C.D. Programme in 1952 and till the introduction of Panchayati Raj in 1961, the Collector has been wholly responsible for all development programmes in the district. He acted as a planner and supervisor of all the development programmes in the district. But with the advent of Panchayati Raj his role has changed and he is now mainly required to bring about coordination amongst the Panchayati Raj institutions and planning office on the one hand and the development departments, in the district set up, on the other. He is assisted

by District Planning Officer who is the administrative and financial controller of all C.D., agriculture and allied offices known as "Pooled Departments" which cover district offices of (i) planning (ii) agriculture (iii) cooperatives (iv) livestock (v) minor irrigation (vi) panchayat raj (vii) social and harijan welfare (viii) prantiya raksha dal. All papers of Zila Parishad are also routed through the collector for onward transmission to the State Government.

5.2. The Collector acts as Chairman of all the development committees in the district which are (i) District Plan Implementation Committee (ii) District Soil Conservation Committee (iii) District Industries Committee and (iv) Zilla Harijan Vikas Samiti. District Plan Implementation Committee meets once a month and all the Sub-Divisional Magistrates also attend this meeting. The District Soil Conservation Committee meets once in a quarter and the District Industries Committee and Harijan Vikas Samiti meet occasionally and do not receive much attention of the Collector. Besides, the Collector takes direct interest in the family planning programme and the small saving schemes and tries to mobilise the government machinery in the district to achieve the targets. He keeps a close watch on these programmes personally. Sub-Divisional Magistrates are expected to be involved in all development works implemented in their jurisdiction but they seldom take active interest due to their pre-occupation with the revenue work. Moreover, the development programmes directly flow from district to block area and as such the S.D.Ms. are not much involved in these programmes.

5.3. The revenue department in general, plays an active role in the execution of most of the development programmes in the district. Loan and subsidy programme of various departments need the assistance of revenue agency for Status verification of the loanees and their guarantors. The recovery of old debts and of misutilised loans is also referred to the revenue authorities for realisation. The disbursement of taccavi and the loans under soil conservation programme is done by the revenue department. The revenue agency helps in many other ways such as in land acquisition for construction of drains and channels for the irrigation departments, for motivation works for the family planning programme and for the publicity of small saving schemes. The consolidation of holdings programmes is being executed under the aegis of the revenue authorities.

5.4. Proper coordination among various concerned agencies and departments is essential for effective implementation of development schemes. Success of agricultural programmes depends on the cooperation of other departments like Irrigation, Hydel and Revenue. The new agriculture strategy depends on assured irrigation and all intensive agricultural programmes have been linked with irrigation supplies. In the present agriculture set-up, the State tubewells and Hydel Deptts., concerned with minor irrigation schemes, do not extend willing cooperation to the agriculture Department. Inordinate delays in the energisation of tubewells and inopportune shedding of power during the sowing season are very common. Lack of coordination has permeated right from district, down to the village level. To improve the working of State Tube-wells, the tubewell operators were placed under the charge of BDOs but it has not proved effective. The cooperation of the revenue department for the successful working of agriculture credit schemes

is equally important but is not forthcoming promptly. Issue of loans wholly depends on the status verification of loanees by the revenue department and further prompt recovery of loans by the department to avoid overdues and outstandings for regular flow of cooperative credit and agricultural taccavi is imperative.

5.5. The consolidation of holdings programme is in progress in a number of districts in the State. The programme aims at land reforms and overall village development. The consolidation department tries to seek the cooperation and guidance of irrigation department for the lay-out of common drainage and field channels, of soil conservation department for contour bunding and land development and of PWD department for lay-out of roads and culverts which may subsequently not lead to further fragmentation of land holdings after the consolidation operations have been once completed. But the coordination amongst the different departments is lacking.

5.6. Besides, the district agriculture office there are a number of other independent offices of soil conservation, minor irrigation and cane development operating in the district for different fields of agricultural activity. In addition, there is a project office in the I.A.A.P. districts. The staff of these offices is working in the field independent of each other without effective collaboration or coordination amongst them.

5.7. The Heads of the district departments expressed that very often their staff is diverted to attend to other programmes like family planning, small savings drive, kharif and rabi campaigns and such like other time-bound and target oriented schemes. Though these programmes are of national importance but they draw too much on the development staff as well as on the revenue staff. Since the district Collector evinces personal interest in such programmes the staff of various development departments have also to participate actively in these programmes. Such sort of frequent digression from the prescribed duties of the development staff hampers the execution of the development programmes. Many a times this divergence has been quoted as a reason or an excuse for failure of schemes and for under-utilisation of development funds.

5.8. Divergence in duties has come to occur due to other exigencies of work also. The paucity of ministerial staff and multiplication of correspondence work has been an important reason that some development staff like cooperative Inspectors and Plant Protection Supervisors, have been diverted from field duty to office work. The Assistant Registrar Cooperatives and District Agriculture Officer, particularly in district Jhansi, reported this situation.

5.9. Similar type of schemes are being run concurrently by different departments leading to over lapping and duplication of work which has become a common feature in the execution of development programmes. The distribution of agricultural supplies and inputs is being handled by 3 departments simultaneously, causing lot of inconvenience to the beneficiaries and in mal-distribution of the supplies. Fertilisers and seeds are distributed by the agricultural department while cooperative department distributes the same inputs to its members only. The cane development office distributes seed and fertilisers in the cane reserved areas. The fertiliser and seed are scarce commodi-

ties and their demand is increasing. For their optimum use these supplies may be entrusted to one department and preferably to the cooperatives. This will spare the agriculture department for extension and educational work for the promotion of agricultural production. Distribution of agricultural credit also has the dual control of the agriculture and cooperative departments. This too can be transferred to the cooperative department, which will thus be the sole agency for distribution of agricultural supplies, credit and services.

5.10. The functioning of the present district agriculture set-up with multiple offices for each field of activity like Soil Conservation, Minor Irrigation, Cane Development etc. calls for rationalisation by bringing the various agricultural Offices under the Deputy Director, Agriculture of the status of Class I Officer who should have subject matter specialists for each of the different agricultural activities for which a separate office is presently functioning.

5.11. In the field of animal husbandry programme, Zila Parishad is running a number of veterinary dispensaries in the rural areas and the district animal husbandry office is incharge of the live-stock and cattle development programme in the district. Zila Parishad has no suitable machinery to supervise the working of these dispensaries. Similar situation has been observed in the case of public health programme as well. Zila Parishad has its own civil dispensaries and separate vaccination staff besides the regular staff of district medical and health office for the same activities. There is some scope for rationalising the working of veterinary dispensaries in the district. The dispensaries which are being run by Zila Parishad should be transferred to the District Animal Husbandry Officer with their staff and supplies in the interest of their better performance and technical supervision. Likewise the civil-dispensaries and the vaccination programme organised by the Zila Parishad can be transferred to the District Medical Officer of Health for their efficient working.

5.12. The District Industries Officer is in overall charge of the programme of village and small industries development programme in the district. Khadi and village industries Board has also recently set-up one office in each district for the promotion of selected agro-industries in the rural areas. This has led to duplication of the programme of village and small industries at the district level. In realisation of this fact the post of A.D.O. industries in the blocks was abolished towards the end of 1967. The District Industries Officer now mainly looks after the small industries in the urban areas while the khadi and village industries Board attends to rural and cottage industries alone.

5.13. Duplication of work within the department has been noticed in a number of district offices. In the district medical and health office a separate set of medical and para-medical staff for the execution of family planning programme has been provided alongwith the regular medical staff in the dispensaries and the primary health centres who have also been attending to this programme. The family planning programme in its initial stages has not made much headway and their staff is under-utilised while the regular medical staff of the hospitals and dispensaries is also available for the same programme. In the agriculture department also separate extension staff for each scheme has been provided and staff under each scheme has to do the same type of extension work in the same area.

APPENDIX 'A'

List of Offices covered in the selected districts

State : U. P.
Year : 1967-68

Barabanki District	Jhansi District	Rampur District	Meerut District	Varanasi District
1	2	3	4	5
<i>Agriculture and Allied Services</i>				
1. Distt. Agriculture Office	1. Distt. Agriculture Office	1. Distt. Agriculture Office	1. Distt. Agriculture Office	1. Distt. Agriculture Office.
2. Soil Conservation Office	2. Soil Conservation Office	2. Tube-wells Office	2. Soil Conservation Office	2. Soil Conservations Office.
3. Minor Irrigation	3. Minor Irrigation	3. Distt. Cane Development Office	3. Minor Irrigation	3. Minor Irrigation.
4. Distt. Cane Development Office	4. Distt. Live Stock Office	4. Distt. Live-Stock Office	4. Tube wells Office	4. Tube-wells Division-I
5. Distt. Livestock Office	5. Fisheries Office	5. Settlement Office (Consolidation)	5. Distt. Cane Development Office	5. Tube-wells Division-II
6. Settlement Office (Consolidation)	6. Asstt. Registrar Cooperatives	6. Fisheries Office	6. Distt. Live Stock Office	6. Emergency Lift Irrigation Div.
7. Fisheries Office	7. Forest Office	7. Asstt. Registrar Cooperatives	7. Dy. Director (I.C.D.) Office	7. Distt. Cane Development Office.
8. Asstt. Registrar Cooperatives		8. Agriculture Marketing Office	8. Settlement Office (Consolidation)	8. Project Office.
9. Forest Office			9. Fisheries Office	9. District Live-Stock Office.
			10. Asstt. Registrar Cooperatives	10. Settlement Office (Consolidation)
			11. Agricultural Marketing Office	11. Fisheries Office.
			12. Forest Office	12. Asstt. Registrar Cooperatives.
				13. Agricultural Marketing Office.
				14. Forest Office.

Community Development

- | | | |
|-------------------------------|-------------------------------|--------------------------------|
| 1. Distt. Planning Office | 1. Distt. Planning Office | 1. Distt. Planning Office. |
| 2. Distt. Panchayatraj Office | 2. Distt. Panchayatraj Office | 2. Distt. Panchayatraj Office. |
| 3. Zila Parishad | 3. Zila Parishad | 3. Zila Parishad. |

Irrigation and Power

- | | | |
|--|-------------------------------|--|
| 1. Executive Engineer (Barakanki Division) | 1. Executive Engineer (Canal) | 1. Executive Engineer (Ganga (Chandra Prabha Division) |
| 2. Executive Engineer (Hydel) | 2. Executive Engineer (Hydel) | 2. Executive Engineer (Moosa Khand) |
| | | 3. Executive Engineer (Hydel) |

Industry

- | | | |
|--|--|---|
| 1. Distt. Industries Office | 1. Distt. Industries Office | 1. Distt. Industries Office |
| 2. State Khadi & Village Industries Board Office | 2. State Khadi & Village Industries Board Office | 2. State Khadi and Village Industries Board Office. |
| | | 3. Area Development Office Ghaziabad. |

Transport and Communication

- | | | |
|--------------------------------|-------------------------------|----------------------------------|
| 1. P.W.D. Provincial Division. | 1. P.W.D. Provincial Division | 1. P.W.D. Provincial Division. |
| | | 2. P.W.D. Construction Division. |

Social Services

- | | | |
|---|---|---|
| 1. Distt. Inspector of Schools | 1. Distt. Inspector of Schools | 1. Distt. Inspector of Schools |
| 2. Dy. Inspector of Schools | 2. Dy. Inspector of Schools | 2. Dy. Inspector of Schools |
| 3. Distt. Medical Office of Health | 3. Distt. Medical Office of Health | 3. Distt. Medical Officer of Health |
| 4. Distt. Family Planning Office | 4. Distt. Family Planning Office | 4. Distt. Family Planning Office |
| 5. Distt. Harijan & Social Welfare Office | 5. Distt. Harijan & Social Welfare Office | 5. Distt. Harijan & Social Welfare Office |
| 6. Prantiya Raksha Dal Office | 6. Anti-Malaria Office | 6. Prantiya Raksha Dal Office |

APPENDIX B

Organisational Chart of Development Staff in the Selected Districts

State : U. P.
Year : 1967-68

Designation	District and Headquarter Office						Block and lower level					
	Number						Designation					
	*B	J	M	R	V		*B	J	M	R	V	
1	2	8	4	5	6	7	8	9	10	11	12	

AGRICULTURE AND ALLIED SERVICES

Agriculture—

Distt. Agriculture Officer ..	1	1	1	1	1	1	1	5	1	—	—	1
Project Officer ..	—	1	1	1	—	—	—	—	—	—	—	21
Adl. Distt. Agriculture Officer ..	2	1	1	1	2	—	—	—	26	—	—	—
Distt. Horticulture Inspector ..	1	1	1	—	—	—	—	—	2	—	—	—
Subject Matter Specialist (PP) ..	—	—	1	—	—	—	15	14	88	6	73	—
Sr. Plant Protection Asslt. ..	1	—	1	1	—	—	—	—	26	—	22	—
Sr. Mechanical Asslt. ..	1	1	1	1	—	—	—	—	2	—	—	—
Sr. Horticulture Inspector ..	1	1	1	1	1	—	—	2	26	1	22	—
Godown Inspector ..	1	2	1	1	—	—	—	—	9	—	—	—
Oil Seed Inspector ..	—	—	—	—	—	—	—	—	—	1	—	—
Cotton Development Inspector ..	—	—	1	1	—	—	—	—	130	—	—	—
Godown Inspector ..	—	—	1	1	—	—	—	—	9	—	—	—
Plant Protection Asslt. ..	1	2	1	1	—	—	—	—	4	—	—	—
Plant Protection Supervisor ..	1	—	—	—	—	—	—	28	156	—	—	—
Junior Horticulture Inspector ..	1	—	—	—	—	—	—	—	—	—	2	—
Asslt. Agriculture Inspector ..	—	1	—	1	—	—	—	—	—	—	1	—
Mechanical Assltant ..	—	—	1	—	—	—	5	5	—	—	—	—
Field Mechanic ..	1	2	2	1	—	—	—	—	—	—	—	—

APPENDIX B—*contd.*

1	2	3	4	5	6	7	8	9	10	11	12
4. Tube-wells Division—											
Executive Engineer ..	—	—	1	1	2	Overseer ..	..	—	11	2	22
Assistant Engineer ..	—	—	5	1	9	Zileidar ..	..	—	5	1	7
Draftsman ..	—	—	2	—	—	Mechanic Supervisor ..	..	—	11	2	22
						Amin ..	..	—	20	4	30
						Mistry ..	..	—	39	8	18
						Tube-well operator ..	..	—	—	106	452
Total ..	—	—	8	2	11	Total ..	..	—	86	123	551
5. Emergency Lift Irrigation —											
Executive Engineer ..	—	—	—	—	1	Overseer ..	..	—	—	—	1
Assistant Engineer ..	—	—	—	—	3	Supervisor ..	..	—	—	—	9
Zileidar ..	—	—	—	—	1	Mistry ..	..	—	—	—	2
Amin ..	—	—	—	—	2	Petrol ..	..	—	—	—	6
Total ..	—	—	—	—	7	Total ..	..	—	—	—	18
6. Cane Development Office—											
Distt. Cane Development Officer ..	1	—	1*	1	1	Senior Cane Development Inspector ..	..	—	7	—	—
Sr. Cane Development Inspector ..	—	—	—	1	1	Cane Development Inspector ..	..	1	23	5	4
Cane Protection Inspector ..	1	—	—	1	—	Cane Protection Inspector ..	..	—	3	—	—
Manure Inspector ..	—	—	1	—	—	Asstt. Cane Protection Inspector ..	..	2	8	2	—
						Ganna Supervisor ..	..	1	113	28	16
						Ganna Gram Sewak ..	..	—	213	77	45
Total ..	2	—	2	3	2	Total ..	..	4	367	112	65

7. *Agriculture Marketing Office—*

Asstt. Agri. Marketing Officer	—	—	—	—	1	Agricultural Marketing Inspector	—	—	2	—
Senior Agri. Marketing Inspector	—	—	—	1	1	Asstt. Agricultural Marketing Inspector	—	—	4	—
	—	—	—	—	—	Agri. Inspector (Marketing Intelligence)	—	—	1	5
Total	—	—	—	1	1	Total	—	—	7	10

8. *Consolidation Office—*

Settlement Officer (Consolidation)	1	—	1	1	1	Consolidation Officer	—	—	5	5
Rectangulation Officer	—	—	—	—	1	Asstt. Consolidation Officer	—	—	23	25
	—	—	—	—	—	Asstt. Rectangulation Officer	—	—	—	3
	—	—	—	—	—	Draftsman	—	—	5	8
	—	—	—	—	—	Tracer	—	—	10	10
	—	—	—	—	—	Peashi Kanoongo	—	—	—	1
	—	—	—	—	—	Consolidators	—	—	48	50
	—	—	—	—	—	Rectangulators	—	—	—	18
	—	—	—	—	—	Lekhpals	—	—	180	225
	—	—	—	—	—	Tabulators	—	—	—	9
Total	1	—	1	1	2	Total	—	—	271	354

9. *Animal Husbandry—*

Distt. Livestock Officer	1	1	1	1	1	Veterinary Officer	—	—	3	5	1	2
Artificial Insemination Officer	1	—	1	1	—	Veterinary Asstt. Surgeon	—	—	4	2	36	8
Officer I/Charge S.C.S.	—	—	—	2	—	Research Assistant	—	—	—	1	—	—
Fodder Inspector	1	—	—	—	—	Enumerator	—	—	—	1	—	—
Poultry Inspector	—	1	—	—	1	Milk Recorder	—	—	3	3	—	2
Poultry Supervisor	1	—	—	—	1	Livestock Supervisor	—	—	—	1	—	1
	—	—	—	—	—	Stockman	—	—	55	56	105	42
	—	—	—	—	—	Compounder	—	—	16	11	20	9
	—	—	—	—	—	Laboratory Assistant	—	—	1	—	—	—
Total	4	4	2	4	3	Total	—	—	82	78	166	40
	—	—	—	—	—		—	—	—	—	—	49

* Designated as Range coordination Officer.

@Tehsil is the functional unit for consolidation programme and this staff is located at the Tehsil level while rest of the staff is engaged at the village level.

	1	—	—	—	6	9	6	3	Total	..	3	22	21	12	27
Coop. Officer Consumer ..	1	—	—	—	—	—	—	—	..	..	3	22	21	12	27
Statistical Assistant ..	1	—	1	—	—	—	—	—	..	..	—	—	—	—	—
Statistician ..	—	1	1	1	—	—	—	—	..	..	—	—	—	—	—
Manager Coop. store ..	—	—	—	1	—	—	—	—	..	..	—	—	—	—	—
Total ..	9	6	9	6	3	3	3	3	Total	..	3	22	21	12	27
<i>b. Forest Department—</i>															
Forest Ranger ..	1	—	1	—	—	—	—	—	..	..	—	8	2	—	5
Deputy Ranger ..	1	—	—	—	—	—	—	—	..	..	—	10	2	—	6
Deputy Conservator of Forest ..	—	1	—	—	—	—	—	—	..	..	—	—	—	—	2
Asstt. Conservator of Forest ..	—	2	—	—	—	—	—	—	..	..	6	36	10	—	23
Forest Settlement Officer ..	—	—	—	—	—	—	—	—	..	..	25	128	37	—	54
Draftsman ..	—	—	—	—	—	—	—	—	..	..	2	10	1	—	5
Tracer ..	—	—	—	—	—	—	—	—	..	..	—	14	—	—	19
Survey Amin ..	—	—	—	—	—	—	—	16	..	..	—	—	—	—	1
Total ..	2	3	1	—	—	—	—	22	Total	..	33	213	52	—	110

COMMUNITY DEVELOPMENT

[illegible]

APPENDIX B—contd.

	1	2	3	4	5	6	7	8	9	10	11	12
15. Panchayat Raj Office—												
District Panchayat Raj Officer	1	1	1	1	1	1	1	1	1	2	2	1
Total	..	1	1	1	1	1	Total	..	1	2	2	1
16. Zila Parishad Office—												
Secretary	..	1	1	1	1	1	1	..	1	..	..	2
Engineer	..	..	1	1	..	..	1	..	..	..	..	1
Draftsman	..	..	..	1	..	..	2	..	3	4	1	7
Tracer	..	..	..	..	..	1	1	..	2	..	..	3
Total	..	1	2	3	1	5	Total	..	3	6	1	13
Social Services												
17. District Inspector of Schools Office—												
Distt. Inspector of Schools	1	1	1	1	1	1	1	1	1	1	1	1
Dy. Inspector of Girls Schools	1	..	1	1	..	1	1	1	1	1	1	1
Asstt. Inspector of Girls Schools	..	5	3	10	3	6	..	..	..	..	..	..
Total	..	7	4	12	4	8	Total	..	3	6	1	13
18. Deputy Inspector of Schools Office—												
Dy. Inspector of Schools	1	1	1	1	1	1	1	17	14	27	8	22
Sub-Dy. Inspector of Schools	..	..	..	..	..	1	..	..	..	..	..	..
Total	..	1	1	1	1	2	Total	..	17	14	27	12

19. District Medical Office of Health—

District Medical Officer of Health	1	1	1	1	1	1	1	1	1	1	Medical Officer (Primary Health centre)	16	13	26	6	20
Medical Officer (Anti-Epidemiological)	1	—	—	1	—	—	—	—	—	—	Chikitsa Adhikari/Vaidas-Hakims	11	12	12	6	—
Entomological Assistant	1	—	—	—	—	—	—	—	—	—	Sanitary Inspector	16	—	26	6	22
Health Supervisor	2	—	—	2	1	—	—	—	—	—	Compounder	16	13	26	14	20
Malaria Inspector	2	—	—	—	—	—	—	—	—	—	Auxiliary Compounder	11	12	12	9	—
Para Medical Assistant	1	1	1	1	1	—	—	—	—	—	Laboratory Technician	16	—	18	—	22
Senior Laboratory Technician	1	—	—	1	3	—	—	—	—	—	Basic Health Worker	113	20	128	14	163
Compiler	1	—	—	—	—	—	—	—	—	—	Vaccinator	—	14	8	17	—
Epidemic Assistant	—	—	—	6	2	—	—	—	—	—	Compiler	—	—	—	2	—
Nursing Assistant	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—
Insect Collector	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
P. C. G. Technician	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	10	2	12	9	28	9	14	12	9	28	Total	199	84	256	74	247

20. Anti-Malaria Office—

Anti-Malaria Officer	—	1	1	1	1	1	1	1	1	1	Sanitary Inspector	—	26	—	—	—
Asstt. Unit Officer	—	—	—	—	—	—	—	—	—	—	House Visitor	—	—	104	56	—
Sr. Malaria Inspector	—	—	—	4	4	2	4	4	2	—	Superior Field Worker	—	4	—	—	—
Malaria Inspector	—	—	—	4	4	2	4	4	2	—	Inferior Field Worker	—	10	—	—	—
Laboratory Technician	—	—	—	4	4	2	4	4	2	—	Surveillance Inspector	—	—	26	14	—
Mechanic	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	—
Total	—	14	14	14	9	—	—	—	9	—	Total	—	144	130	70	—

21. Distt. Family Planning Bureau—

Distt. Family Planning Officer	1	1	1	1	1	1	1	1	1	1	Extension Educators	18	14	26	8	22
Health Education & Information Officer	1	—	—	1	1	—	—	—	—	—	Family Planning Health Assistant	48	56	104	24	66
Distt. Health Visitor	—	—	—	—	—	—	—	—	—	—	Family Welfare Worker	64	56	104	24	—
Distt. Educator (Male & Female)	—	—	—	2	—	—	—	—	—	—	Mid-wife	—	53	—	—	—
Statistical Assistant	—	—	—	1	—	—	—	—	—	—	Permanent Dai	—	49	—	—	—
Projectionist	—	—	—	1	—	—	—	—	—	—	Block Health Visitor	—	13	26	—	22
	—	—	—	—	—	—	—	—	—	—	Auxiliary Nurse Mid-wife	—	—	104	—	88

M/P(D)219PC—22(a)

APPENDIX B—concl'd.

1	2	3	4	5	6	7	8	9	10	11	12
Medical Officer I/C Mobile Vasectomy Team ..	—	—	1	1	—	Store Keeper ..	..	—	—	6	—
Compounder ..	—	—	1	—	1	Dai ..	..	—	—	—	96
Ward-boy-cum-cleaner ..	—	—	1	—	—			—	—	—	
Medical Officer I/C IUCD Team ..	—	—	1	—	1			—	—	—	
A. N. Mid-wife ..	—	—	1	—	1			—	—	—	
Attendant (Male & Female)	—	—	2	—	—			—	—	—	
Cleaner ..	—	—	1	—	—			—	—	—	
Store-keeper-cum-Accountant	—	—	—	1	—			—	—	—	
Pharmacist M.V.T. ..	—	—	—	1	1			—	—	—	
Dai ..	—	—	—	—	1			—	—	—	
Total ..	2	2	15	5	12	Total	..	130	241	364	294
22. Harijan Welfare Office—											
Distt. Harijan & Social Wel- fare Officer ..	1	1	1	1	2						
Harijan Welfare Supervisor Gr. I ..	1	2	3	1	3						
Harijan Welfare Supervisor Gr. II ..	2	2	2	1	2						
Total ..	4	5	6	3	7						
23. Prantiya Rakshak Dal Office—											
District Organiser Prantiya Rakshak Dal ..	1	—	—	—	1	Block Organiser P.R.D. ..	..	16	—	—	22
Total ..	1	—	—	—	1	Total	..	16	—	—	22

STUDY OF DEVELOPMENT STAFF, WEST BENGAL

1.1. *Background*—This report deals with the three selected districts namely Darjeeling, 24 Parganas and Burdwan of West Bengal. The three districts selected for the study differ not only in respect of area and population but also in respect of many other characteristics. Darjeeling, the smallest amongst the three districts, is located in the northern most part of the State; it has a total area of about 3218 sq. Kms. and a population of 6.2 lakhs. Scheduled tribes and scheduled castes together constitute a little more than one-fourth of the total population of the district. Out of its four sub-divisions, three cover the hill area. About half of the district is under forest and an area of about 640 sq. Kms. is under tea plantation. Apart from forest produce and tea, the district grows varieties of agricultural crops such as paddy, maize, jute, orange etc. The second district of 24 Parganas is, on the other hand, located in the southernmost part of the State. It is very fertile and thickly populated (about 63 lakhs according to 1961 Census). The district, divided into six subdivisions and as many as 51 blocks spreads over an area of 13530 sq. Kms. The Calcutta metropolitan area spreads over different parts of the district and has facilitated the development of industries and urbanisation in its different parts. The district is dotted with large number of refugees settlements. I.A.A.P. scheme for paddy covers 31 community development blocks. Paddy and jute are the predominant crops of the district. In the southern part of the district there is considerable problem of drainage and water logging. The district of Burdwan is located in the south-western part of the State; one of the subdivisions namely, Asansole falls within the coal bearing strata of Raniganj-Jharia belt. Durgapur industrial complex is also located in this district. It has an area of about 6926 sq. Km. and a population of 27.6 lakhs according to 1961 Census. Paddy is the most important crop of the district covering 86% of the gross crop area. The district is covered by IADP programme since 1962-63 and 24 C.D. blocks out of the total 33, have been covered under this programme.

1.2. This brief account of the three districts indicates that the emphasis for development of different sectors of economy varies in the three districts. The distinctive features determine the nature of Plan programmes and through these the overall staffing pattern for the fulfilment of plan objectives. The study, posed some limitations mainly in respect of coverage of development offices and their staff for the district and the block. The degree of uniformity in coverage among the three selected districts is not of high order. The number of offices covered in Darjeeling is 40, in 24 Parganas, 32 and in Burdwan, 38. The list of offices covered in the respective districts is given as Appendix—A.

2.1. *Organisational Structure*—Based on the number of offices enumerated in the selected districts, the total number of development staff (sanctioned) varies from 6064 in 24 Parganas, 1541 in Darjeeling and 2674 in Burdwan. This large variation can be partly accounted for by the variation in the size of the districts in terms of area and population. For all the staff the area of operation is not confined to the district. For instance, in Darjeeling there are a number of Forest Offices at divisional level, the jurisdiction of some of which extends beyond the district. On the other hand there are offices under similar departments in the adjoining districts whose area of operation extends to the selected district as well. The overall effect on this account on the enumerated

strength of the staff may not appear to be substantial. Secondly, not all the development staff have the area of operation in the strict sense of the term. Mention may be made in this connection of technical hands assisting district officers and those who are employed in local institutions and seed farms. By and large there is one technical hand of development staff for every 400 people in Darjeeling, 1040 people in 24 Parganas and 1030 people in Burdwan. On an average for every 2.1 sq. Kms. there is one member of development staff in Darjeeling and for every 2.2 sq. Kms. in 24 Parganas. In Burdwan, one member of development staff is for every 2.6 sq. Kms. Apart from other things, the character of developmental programme determines this variation. As stated earlier, 24 out of 51 blocks of 24 Parganas are covered by IAAP for paddy and 24 out of 31 blocks of Burdwan are covered by IADP. Even though Intensive Development Programmes have been taken up in 24 Parganas and Burdwan, the density of development staff is much more in Darjeeling than in any of the other two districts. Darjeeling being a small hilly district with scattered population, there would be more staff per sq. Km.

2.2. In order to throw light on the relationship between the pattern of development and staffing pattern the sanctioned staff and staff in position under each of the six broad plan heads are given below for the three districts.

TABLE 1
*Sanctioned posts and present strength of staff under broad
Plan Heads (in nos.).*

Subject/Head	Year 1967-68					
	Darjeeling		24 Parganas		Burdwan	
	Posts sanctioned	Present strength	Posts sanctioned	Present strength	Posts sanctioned	Present strength
1	2	3	4	5	6	7
A. Agriculture and allied services	553	526	1,176	1,143	1,180	1,116
B. Community Development	168	150	938	937	854	814
C. Irrigation & Power	72	59	1,520	1,505	—	—
D. Industries	36	34	70	65	19	17
E. Transport & Communication	131	126	301	297	47	46
F. Social Services	581	460	2,059	1,972	574	548
Total	1,541	1,355	6,064	5,919	2,674	2,541

On the whole, the divergence between the sanctioned posts and existing strength of the staff is not substantial in 24 Parganas and Burdwan. In Darjeeling district, however, the divergence is marked in as much as 12 per

cent of the sanctioned posts remained unfilled. In 24 Parganas, the proportion of unfilled posts turns out to be about 2 per cent and in Burdwan, 5 per cent. Unfilled posts are comparatively high in proportionate terms under the head 'Social Services' in Darjeeling district. Burdwan being an IADP district more than three-fourths of the total members of the staff in the district are employed in Agriculture and Community Development departments; the proportion of total strength of the staff in these departments turns out to be two-fifths in Darjeeling and one-third in 24 Parganas. In the overall staffing pattern 'social services' occupies an important position in all the three districts. Next to 'social services', 'irrigation and power' turns out to be important in the district of 24 Parganas. The divergence in the staffing pattern among the three districts is not only due to the respective pattern of emphasis in different sectors of development but also due to differences in the coverage of offices.

2.3. The staffing pattern according to grade based on pay is an important aspect in understanding the organisational structure of the technical staff under different heads of development. The total strength of the development staff has been classified into four grades according to the maximum limit in respective monthly pay scales namely (I) above Rs. 650. (II) Rs. 401—650. (III) Rs. 251—400, (IV) Rs. 250 and below. The number of pay-scales which falls under Grade I is 15, Grade II 9, Grade II 10, and Grade IV 26 in the three districts taken together. The distributive pattern of pay-scales amongst the three districts varies widely, as can be seen from table 2.

TABLE 2

Distribution of number of pay-scales by grades

District	No. of different pay-scale in				Total
	Grade I (Above Rs. 650)	Grade II (Rs. 401- 650)	Grade III (Rs. 251- 400)	Grade IV (Rs. 250 and below)	
1	2	3	4	5	6
Darjeeling	8	4	5	11	28
24 Parganas	9	8	9	19	45
Burdwan	10	5	4	13	32

2.4. The relative strength of the development staff in each of the aforementioned four grades provides a broad idea of the shape of the hierarchical pyramid of the technical departments upto the district level. The staffing pattern according to the grades is presented in table 3 separately for each of the three districts.

TABLE 3

Staffing pattern according to grades, for the sanctioned posts

Year: 1967-68

District	Percentage of sanctioned posts in different grades				Total no. of sanctioned posts
	Grade I (above Rs. 650)	Grade II (Rs. 401-650)	Grade III (Rs. 251-400)	Grade IV (Rs. 250 and below)	
1	2	3	4	5	6
Darjeeling	6.6	5.1	20.2	68.1	1,541
24 Parganas	3.8	4.1	17.1	75.0	6,064
Burdwan	3.3	7.3	19.5	69.9	2,674

In all the three districts, the large majority of sanctioned posts are in Grade IV that is with maximum pay in the respective scales of pay as Rs. 250 or below. Taking all the departments together, though the distributive pattern of the sanctioned posts in the three districts are by and large similar, there are some noticeable divergences posts in the proportion of sanctioned posts in Grades I and II. In 24 Parganas, 3.8 per cent and 4.1 per cent of the sanctioned posts respectively pertain to Grade I and Grade II; in Darjeeling the corresponding proportions are 6.6 and 5.1 per cent. This is due to that Darjeeling is a much smaller district than 24 parganas and so the proportion of district level officers to total strength of the staff in the district is higher in the former than in the latter.

2.5. The relative concentration of development personnel at the various levels, district, sub-division, community development block etc. is one of the aspects covered in the study. The term concentration here relates to 'area of operation' and not 'posting.' Over the plan period the extent of governmental activity has continued to expand both in terms of content and coverage. The growth of technical departments and the various wings rendering specialised services to the people by providing technical knowledge and training through their own agencies in the various sectors such as agriculture, animal husbandry, health and family planning has resulted in the concentration of the members of staff of various departments in the same area. This has changed the general structure of the jurisdiction of development staff belonging to different departments within the districts. Between the departments there is generally no uniformity in the jurisdictional pattern of development staff. Some of the departments such as PWD, Construction Board, Agricultural and Waterways, Agri-Irrigation, Electricity Board, Public Health, Engineering etc. have no civil district, civil sub division, community development block of revenue village level officers. These departments, however, have their own 'divisions' and 'subdivisions'. Often, a division comprises of more than one district and sub-division one or more civil subdivision depending on the nature and extent and location of scheme under execution and the size of the formation

for operation and maintenance. Some of the members of the staff of these departments are posted in the work site.

2.6. In the case of Health Department, the administrative head of the district is the Chief Medical Officer of health but below him there are District officers namely, District Health Officer, District Family Planning Officer and District Medical Officer. Forest regions are divided into divisions each of which sometimes covers roughly one civil subdivision and sometimes more than a civil subdivision depending on the concentration of forest area. Some of the divisional forest offices having special assignment have jurisdiction extending over a number of districts. Some of the other departments such as Live Stock Veterinary, Fisheries etc. have range offices extending jurisdiction over more than one district also. On the other hand, a part of the selected district is sometimes covered by an officer posted in another adjoining district. The departments like Cooperative, Veterinary, Social Education, Industries etc. have no subdivision level staff. Against this background of the organisational pattern in respect of area of operation of development staff in the three districts namely, Darjeeling, 24 Parganas and Burdwan is presented in table 4. The different levels of jurisdiction considered are (i) more than a district (ii) district (iii) more than a civil sub-division (iv) civil sub-division (v) block (vi) cluster of villages (vii) institution/centre/farm (viii) office (ix) others.

TABLE 4*

Staffing pattern according to jurisdiction, for the sanctioned posts

Year : 1967-68

District	Percentage to sanctioned posts in different levels of jurisdiction									Total No. of sanctioned posts	
	More than a distt.	District	More than a civil sub-division	Civil sub-division	Block	Cluster of villages	Institution/centre/farm	Office	Others		
1	2	3	4	5	6	7	8	9	10	11	
Darjeeling	1.3	4.4	3.6	6.7	16.2	42.0	19.8	2.3	3.7	1,230
24 Parganas	—	2.9	6.4	—	20.2	21.3	33.2	0.5	15.5	3,566
Burdwan	0.1	4.9	2.2	3.6	33.2	37.2	3.0	2.7	13.1	2,573

(*Excludes offices under 'irrigation & power' head and 'public health').

In the 'others' category, most of the levels are either specified area or specified size of population or length of embankment etc. Broadly, these can be regarded jurisdictionally as below block level. Taking into account, the 'others' category, it can be stated that the majority of the members of the development staff in the three districts have jurisdiction as block or below. Whereas 5 per cent or more of the development staff in Darjeeling and Burdwan have jurisdiction district or above, in 24 Parganas about 3 per cent have the same. The detailed organisational chart in tabular form for different offices

under each of the three broad plan heads namely, agriculture and allied services, community development and social services is provided in Appendix B.

3.1. *Development Budget and its Utilisation*—The budgeting pattern, of the development content in the budget etc. for the different development heads and the relative size of the schemes under these heads are covered in this section. In view of the fact that all the reported offices have not their areas of operation confined to the districts under study, the schemes covered may not be the total number of schemes executed in the districts. The information on development budget and its utilisation is given for the two districts namely, Darjeeling and 24 Parganas for 1967-68 in table 5. The coverage of data for the third district of Burdwan was incomplete and as such has not been utilised for analysis in this section. The general shortage of funds was more evident in 1967-68 than in the earlier year. In 1967-68, quite a high proportion of budget goes to meet the establishment charges of several departments.

TABLE 5

Total budget, its pattern, share of development funds in total budget and development funds per scheme and per functionary.

Year : 1967-68

Head of Development	Darjeeling						24 Parganas				
	Total budget to (Rs. in lakhs)	Page total	Development fund			Total budget to (Rs. lakhs)	%age to total	Development fund			
			%age total	Per scheme budget (Rs. in thous- ands)	Per func- tionary (Rs. in hund- red)			Page to total budget	Per to scheme total (Rs. in thous- ands)	Per func- tionary (Rs. in hund- red)	
1	2	3	4	5	6	7	8	9	10	11	
A. Agriculture & allied ser- vices	87.8	33.7	54.4	52.5	86.4	107.2	11.0	49.3	61.4	44.9	
B. Community Develop- ment	8.6	3.3	72.4	20.8	37.1	76.5	7.9	72.4	307.6	352.6	
C. Irrigation & Power	53.8	20.7	53.9	193.1	402.2	272.6	28.0	71.7	977.0	128.5	
D. Industry	6.4	2.5	2.3	1.2	4.2	8.5	0.9	76.7	38.3	93.1	
E. Transport & Communi- cation	41.7	16.0	75.1	522.4	239.3	189.8	19.5	91.3	1576.2	576.0	
F. Social services	82.0	23.8	60.8	198.6	65.0	319.1	32.7	34.2	331.1	53.1	
Total	260.3	100.0	58.5	88.0	98.8	973.7	100.0	60.9	320.4	112.2	

Between the two districts, the merging budgeting pattern differs partly on account of differences in the average of subordinate offices and partly due to divergence in the developmental needs as looked upon by the respective departments at the State level. The budget on 'social services' for 24 Parganas is about four times of that for Darjeeling. The population of Darjeeling district is one-tenth of that of 24 Parganas district. The population of Darjeeling is,

however, more varied in social characteristics than that of 24 Parganas. Apart from this, the coverage of schemes under 'social services' head between these two districts is not uniform. In Darjeeling, less than two-fifths of the total budget are shared by 'agriculture and allied services' and 'community development' together and about one-fifth and one-sixth respectively are budgetted for 'irrigation and power' and 'transport and communication'. The reported data show that in 24 Parganas, 'social services' turns out to be the most important sector from the budgetting angle followed by 'irrigation and power'. Since 'agriculture and allied services' and 'community development' together do not get a share of even one-fifth of the total budget it is apprehended that the data of the budget for the district of 24 Parganas is inadequate to a substantial extent. This limitation, however, is not likely to affect much the proportionate content of development fund and development funds per scheme.

3.2. On the whole, development fund constitutes about two-fifths of the total budget. Leaving apart the development head 'industry' in Darjeeling the percentage of development fund to total budget ranges from 54 to 75 in Darjeeling and 34 to 91 in 24 Parganas. It is significant that in 24 Parganas a little more than one-third only of the total budget under 'social service', are on development. The industrial sector in Darjeeling and in 24 Parganas has very little fund for development work. The average size of the schemes expressed in terms of development fund per scheme varies widely between the different plan heads of development. In general, the schemes under the development heads 'irrigation and power' and 'transport and communication' are large-sized schemes. In Darjeeling, the development fund per scheme under 'transport & communication' is Rs. 5.2 lakhs, and in 24 Parganas it is Rs. 15.7 lakhs i.e. more than three times of that in Darjeeling. The development funds per scheme under 'community development' and 'irrigation & power' in Darjeeling are respectively one-fifteenth and one-fifth of those in 24 Parganas.

3.3. Except for 'social services' the divergence in development fund per functionary between the two districts is widely marked. At the overall level these divergencies get merged and the development fund per functionary turns out to be nearly Rs. 9,900 in Darjeeling and Rs. 11,200 in 24 Parganas. It is interesting that under 'irrigation and power' the development fund per scheme is lower than that per functionary in Darjeeling but much higher (more than seven and a half times) in 24 Parganas. It may be due to that on an average, the schemes of 'Irrigation & Power' are comparatively large sized in 24 Parganas. Similar nature of trend is also noticeable for the head 'agriculture and allied services'. For the heads 'transport & communication' and 'social services', the per scheme development fund is at least more than two times of the per functionary development fund in both the districts. On the other hand, 'community development' and 'industry' show the reverse trend. Under these two heads, the per scheme development fund is much lower than the per functionary development fund. This indicates that the schemes under 'community development and industry' are generally staff-oriented whereas those under 'transport & communication' and 'social services' are relatively less staff oriented. 'Irrigation & Power' and 'agriculture and allied services' show diverse pattern between the two districts in this respect.

3.4. The total number of schemes covered in Darjeeling is 173 and in 24 Parganas, 185; 60 and 66 per cent of schemes respectively in Darjeeling and 24 Parganas are reported to have development fund (vide table 6).

TABLE 6
Under-utilisation of Development funds by individual schemes in 1967-68

Items		Darjeeling	24 Parganas
1		2	3
1. Total no. of schemes	.. .. .	173	185
2. %age of schemes having development funds	.. .. .	60.1	66.5
3. %age schemes having under-utilisation	.. .. .	31.7	35.0
4. %age of under-utilised schemes with under-utilisation as less than 5%	.. .. .	3.0	16.3
	as 5-15% 5-15%	27.3	18.6
	as 15-25% ..	15.2	18.6
	as 25% and above	54.5	46.5

Except for the development head 'industry' in Darjeeling, the majority of schemes under other development heads have development fund. Amongst the schemes having development fund, the development fund of 32 per cent of the schemes in Darjeeling and 35 per cent in 24 Parganas are not fully utilised. It is significant that the development funds of nearly half the under-utilised schemes are not utilised to the extent of 25 per cent or more. The reasons for under utilisation of funds are varied depending on the various local factors. Certain instances have come to notice where lack of coordination and/or clear-cut directive regarding the responsibility of different agencies involved in the operation of a scheme appear to be the reason for under-utilisation of development funds. The loan funds available to agriculture are under-utilised in Darjeeling. Since the funds are given to the B.D.O., the District Agriculture Officer does not even know the quantum of allotment and the extent of distribution of loans. There was also under-utilisation of funds given to Zilla Parishad under pilot project schemes for adult literacy, rural water supply and village sanitation. These schemes were executed through Anchalik Parishad which had to depend on block staff for execution of the schemes. But since the block staff are not placed under the control of Zilla Parishad, there is difficulty in executing the schemes through Anchalik Parishad. Fisheries department had reported shortage of staff to scrutinise the loan application with the result that there has been underutilisation of development fund.

3.5. Delayed sanction of the allotment of fund and non-availability of suitable applicants for loans and subsidies are also the reasons for under-utilisation of development fund. In 24 Parganas, the frequent shifting of responsibility for execution of tank improvement scheme between the Tank Improvement Department and the Zilla Parishad has also resulted in the scheme being not executed at all in 1967-68. One redeeming feature is that the

saving to the extent of 14 per cent of the development fund on medical, public health and family planning services in 24 Parganas has been made in 1967-68 due to economy drive.

4.1. *Block Picture*—The three blocks covered in the selected districts of West Bengal are Rangli-Rangliot in Darjeeling Magrahat II, in 24 Parganas and Katwa II in Burdwan. Rangli-Rangliot is a Post stage II block with an area of about 305 sq. Kms. and a population of 38 thousands. Magrahat II is an IAAP block for paddy covering an area of 174 sq. Kms. and has a population of 63 thousands, whereas Katwa II is an IADP block covering 68 villages with a population of about 73 thousands and area of about 179 sq. Kms. The three blocks differ not only in respect of area and population but also with regard to the coverage of development activities.

4.2. There are 4 agricultural extension officers in Katwa II, 3 in Magrahat II as against 2 in the Post Stage II block of Rangli-Rangliot. The reported strength of the staff is, however, 88 in Rangli-Rangliot, 82 in Katwa II and 64 in Magrahat II. The comparatively large strength of the staff in Rangli-Rangliot is mainly accounted for by the staff of the Health Department, the strength of which is 51. More than one-third of the total staff-strength of 82 in Katwa II block are personnel belonging to irrigation department. The pay-scales of the staff vary widely; there are as many as 17 different scales of pay of the development staff in the three blocks taken together.

4.3. The total budget amongst the three blocks varies widely, as the blocks differ in respect of development activities covered. In Rangli-Rangliot block, the Community Development budget for the year 1967-68 is only Rs. 0.91 lakhs. The Community Development budget for Katwa II is 1.31 lakhs and for Magrahat II it is 1.32 lakhs. The development content of the total budget varies from 13 per cent in Rangli-Rangliot to 46 per cent in Katwa II and 43 per cent in Magrahat II. The percentage of non-utilisation of development budget is lowest (6%) in Magrahat II and highest (31%) in Katwa II. There is wide variation in the development content of the total budget among the various departments. The development content of the budget is generally very low for the departments like community development, agriculture and education in Rangli-Rangliot. The proportion of development budget to total budget of the Agriculture department is 25 per cent in Magrahat II and 85 per cent in Katwa II. Nearly 34 per cent of the total budget under agriculture (IADP) has been spent on development in Katwa II block.

4.4. The proportion of underutilisation of development budget is highest (80%) for industry and next highest (57%) for revenue in Rangli-Rangliot. These are reported to be due to the number of applications for loan being up to the expectation. In general, late receipt of the sanction of allotment funds turns out to be the most important reasons for under-utilisation of development budget of most of the departments covered in the three blocks. The budget of the social welfare department of Magrahat II block was reported to be over estimated; it was also based on anticipated local contribution which was not realised in full. The grants given to Anchalik Parishad could not be utilised to the extent of about 23 per cent as the adult literacy centres were not organised

in sufficient number and the funds for execution of schemes such as water supply etc. were not received in time.

4.5. After the conversion of Post stage II the block Rangli-Rangliot is solely dependent on the various departments for fund to carry out its normal development activities. No special consideration is made to Post stage II blocks in the matter of allocation of funds by various departments. In Rangli-Rangliot block the Agriculture department utilises the block for execution of most of its schemes and makes available to the block the funds required for maintenance of staff and development work. Most of the departments and their district officers are reluctant to part control over funds; they prefer to utilise the funds under their direct control and supervision. As a result of financial scarcity the development activities of the block have been drastically cut. Even the agricultural department has reduced its fund allotment from Rs. 63000 in 1966-67 to Rs. 22000 in 1967-68 and this has affected the development of agriculture severely. The most hard hit programme due to paucity of funds are Social Education, Communication, Rural Arts, Crafts and Industries. The condition of community works like irrigation works, rural water supply works, village roads etc. is not satisfactory. The problem is not only due to lack of funds but also due to lack of efficiency of the block organisation. The nursery plants of the demonstration plot in the village had not shown the desired growth. This could not have happened if proper care was taken by the block staff. The level of application of fertilisers was much below the normal requirements. Because of the high cost of transport from the only depot of fertiliser at block headquarters the cultivators are reluctant to make additional investment on this account. This may, also, perhaps be due to the fact that fertilisers are finding their way to the tea gardens. Apart from improvement in their functioning, certain important work like identification of numerous pests and diseases in orange, cardamom, potato and other crops could be taken up for remedial measures by the block staff without much involvement of expenditure. So also certain organisation work for strengthening of cooperative structure and for building up rural welfare organisation could also be undertaken with the existing resources available in the blocks.

5.1. *Coordination, Overlapping and Scope of Rationalisation*—This section deals mainly with the various aspects of coordination and overlapping and the scope for rationalisation arising out of them. Planning being a multi-object approach for economic and social development, the classification of subjects is not based on a single criterion. On the one hand there are classifications such as agriculture, industry, health, education etc. on the other, tribal welfare, development of backward areas etc. The departments in charge of the development in the latter category of subjects also tend to deal with subjects like education, health etc. Apart from other things, this also sometimes leads to overlapping unless appropriate steps are taken to coordinate the activities at different levels of plans formulation and implementation. The problems of coordination may be inter-departmental as well as intradepartmental.

5.2. The problem of coordination arises in the absence of clear cut directives about the powers and functions of concerned departments. According to Zilla Parishad Act, the Zilla Parishad and Anchalik Parishad at the respective

levels are entrusted with powers and functions relating to development of agriculture, livestock, cottage industries, cooperative movement, rural credit, rural water supply, irrigation, public health and sanitation, establishment of hospitals and dispensaries, communication, primary and adult education and to coordinate and integrate schemes prepared by Anchalik Parishad. But the Government directives are not clear about the role of Zilla Parishad in formulation and execution of various departmental schemes within its jurisdiction. Although the district level officers are members of various Standing Committees of Zilla Parishad, the departmental schemes are referred to the Zilla Parishad or its Standing Committees only for information. The Zilla Parishad is mainly concerned now with its own schemes as well as those specifically given to it for execution. The integration of Zilla Parishad with Government departments is possible if the Parishad is vested with adequate power of supervision and control over various district offices.

5.3. Inter-departmental lack of coordination at the programming stage sometimes leads to delay in the completion of schemes but also non-utilisation of assets created. For instance, in the district of 24 Parganas, the Agriculture Department, with a view to augment the irrigation facilities; established a number of deep tubewells in different parts of the district ready for energisation but the State Electricity Board charged with rural electrification schemes, could not chalk out its programme accordingly, leading to a number of such tubewells lying idle for lack of supply of power.

5.4. The absence of knowledge of the activities relating to schemes of similar character within the district, of one department by another concerned department in their respective district or even lower level offices is reported to be much in evidence. The soil conservation work is carried out by Agriculture, Forest and Irrigation departments and one department does not know what the other is doing. As a result sometimes work is done by more than one department in the same catchment area in an uncoordinated manner. It has been noticed that financial grants are given directly to cooperatives by various departments often without the knowledge of Assistant Registrar of Cooperatives who is a district level officer with the result that sometimes the needy cooperative societies actually do not get assistance while the other cooperative societies manage to obtain it.

5.5. No remarkable divergence has been found in the prescribed duties and actual functions of the staff of various departments. In the District Agriculture Office there are several members of technical staff who are spending much time in paper work. In this office three Union Agricultural Assistants have been assigned office and file work. It has been observed that the field visits of some of the subjects matter specialists are far from adequate. Public Health Staff posted to primary health centre and at lower level are involved in family planning work in addition to their normal duties. Similarly, as there is not much work for Lady Social Education Officer and Mukhya Sevika they are also engaged in family planning work in addition to their normal duties. In most of the Divisional Forest Offices one forest ranger has been assigned the task of disbursement of pay, wages etc. and other miscellaneous office duties. The block

staff in the plain areas of Darjeeling district were involved in foodgrains procurement work during the last three years. The block staff are also asked to do miscellaneous work e.g. levy, rationing and relief and various types of enquiries in addition to their normal duties. This causes difficulties to extension staff in conducting their normal work of extension and makes them sometimes unpopular with farmers. With a view to expediting the work, if some work has to be allotted to the extension staff of the block, the work should be of such a character that it does not hamper their normal work of extension.

5.6. In the strict sense, overlapping occurs if there is some common area of operation of more than one scheme of the same type operated by different agencies. Overlapping of schemes in this sense of the term is not, generally, in evidence. However, in Burdwan district the Agricultural Information Officer under the Project Execution Officer (IADP), Burdwan is in charge of the Agricultural Information Service. The District Information and Public Relations Officer also imparts information on agriculture among other information and publicity work.

5.7. Though a number of schemes of similar nature are reported to be executed by more than one office it has not been evidently established that there are overlapping of schemes from the notes of the field officers. In Darjeeling, the road construction schemes are undertaken by P.W.D., Forest Department, Zilla Parishad and Community Development Block and Tribal Welfare Department. Educational stipendary scheme for pre-matric and post-matric classes is handled by the Office of Scheduled Castes and Tribal Welfare, Asansole in Burdwan district; similar schemes are also handled by the Education Department and Block Development Office. The majority of the schemes operated by the Office of the Scheduled Castes and Tribal Welfare Asansole are also reported to be handled by the respective subject matter departments. In general, overlapping seems to occur in those types of schemes which are intended to cover in addition to general population, the special sections of it as well.

APPENDIX 'A'

List of offices covered in the selected districts

State : West Bengal
Year : 1967-68

Darjeeling District	24 Parganas District	Burdwan District
I	2	3
<ol style="list-style-type: none"> 1. Distt. Agriculture Office. 2. Soil Conservation Office, Siliguri. 3. Asstt. Engineer, Agri.-Irrigation. 4. Asstt. Agri. Marketing Office. 5. Distt. Livestock Office, Darjeeling. 6. Supd. of Livestock. 7. Distt. Veterinary Office. 8. Distt. Fisheries Office. 9. Asstt. Registrar of Cooperative Societies. 10. Divisional Forest Officer (Cultural Operation). 11. Divn. Forest Office, Minor Forest Produce Siliguri. 12. Divn. Forest Office, Plan & Work Div. (North). 13. Divn. Forest Office (Silviculture), North. 14. Divn. Forest Office, Soil Conservation. 15. Divn. Forest Office, Soil Conservation, Kurseong 16. Divn. Forest Office, Baikunathapur Divn., Siliguri 17. Divn. Forest Office, Kalimpong Div. 18. Divn. Forest Office, Kurseong Divn. 	<p><i>Agriculture and Allied Services</i></p> <ol style="list-style-type: none"> 1. Distt. Agriculture Office. 2. Agri. & C. D. Deptt. 3. Agriculture (Irrigation). 4. Agriculture (Mechanical). 5. Tank Improvement Deptt. 6. Distt. Livestock Office. 7. Distt. Veterinary Office. 8. Distt. Fisheries Office. 9. Asstt. Registrar of Cooperative Societies. 10. Divisional Forest Office. 	<ol style="list-style-type: none"> 1. Distt. Agriculture, Office. 2. Agri. & C. D. Deptt. 3. Agriculture Deptt. (Marketing). 4. Distt. Seed Farm. 5. Agriculture (Engineering). 6. Executive Engineer (Agri. Irrigation). 7. Food & Supplies, Burdwan Sadar Sub-division. 8. Controller of Food & Supplies, Asansole. 9. Distt. Controller of Food & Supplies, Burdwan. 10. Distt. Agricul. Information Office, IADP. 11. Project Executive Officer IADP. 12. Evaluation Office, IADP. 13. Asstt. Engineer, Agri. Irrigation. 14. Distt. Veterinary Office, Burdwan. 15. Distt. Fisheries, Pairakhana, Burdwan. 16. State Poultry Farm, Durgapur-2. 17. Project Office (Poultry), Durgapur. 18. Asstt. Registrar of Cooperative Societies, Burdwan-I.

APPENDIX A—*contd.*

1	2	3
19. Divn. Forest Office, Darjeeling, Divn.		19. Asstt. Registrar of Coop. Societies, Burdwan II. 20. Forest Deptt.
1. Special Office, Planning & Development. 2. Zila Parishad. 3. Distt. Panchayat Office.	<i>Community Development</i>	1. Planning & Development Deptt. 2. Zila Parishad. 3. Distt. Panchayat Office.
1. Executive Engineer, I & W.D., Siliguri, Irr. and Waterways. 2. State Electricity Board (Maintenance).	<i>Irrigation and Power</i>	
1. Supdt. of Sericulture, Kalimpong. 2. Distt. Industrial Office, Siliguri. 3. Supdt. of Sericulture, Siliguri.	<i>Industry</i>	1. Distt. Industries (Cottage and Small Scale).
1. Asstt. Engineer, PWD (Electrical), Darjeeling. 2. Executive Engineer PWD (Roads) Siliguri. 3. Executive Engineer PWD (Maintenance) Darjeeling Divn. 4. Construction Board, PWD.	<i>Transport and Communication</i>	1. Executive Engineer (Roads). 2. P.W.D.

Social Services

- | | |
|---|--|
| <p>1. Public Health Engineering</p> <p>2. Distt. Health Office, Darjeeling</p> <p>3. Chief Medical Officer of Health</p> <p>4. National Malaria Eradication Programme</p> <p>5. Distt. Family Planning Bureau</p> <p>6. Distt. Inspector of Schools</p> <p>7. Distt. Officer for Physical Educn.</p> <p>8. Distt. Social Education Office</p> <p>9. Special Officer, Tribal Welfare</p> | <p>1. Distt. Inspector of Schools</p> <p>2. Distt. Inspector of Schools</p> <p>3. Distt. Officer for Physical Education</p> <p>4. Distt. Social Education Office</p> <p>5. Chief Medical Officer of Health</p> <p>6. Public Health Engineering (Rural water supply).</p> <p>7. National Malaria Eradication Programme</p> <p>8. West Bengal Social Welfare Ad. Board</p> <p>9. Distt. Tribal Welfare Office</p> <p>10. Distt. Information Office</p> |
| <p>1. Distt. Inspector of Schools, Burdwan.</p> <p>2. Distt. Inspector of Schools—Hooghly, Burdwan, Birbhum.</p> <p>3. Distt. Social Education Office.</p> <p>4. Distt. Physical Education and Youth Welfare.</p> <p>5. District Health Office.</p> <p>6. Chief Medical Officer of Health.</p> <p>7. Public Health Engineering.</p> <p>8. Public Health (Family Planning.)</p> <p>9. Scheduled Castes and Tribal Welfare Deptt., Burdwan.</p> <p>10. Scheduled Castes and Tribal Welfare Deptt., Burdwan.</p> <p>11. Scheduled Castes and Tribal Welfare Deptt., Asansol.</p> <p>12. Information and Public Relations Department.</p> | |

APPENDIX 'B'

Organisational Chart of Development Staff in the selected Districts

State : West Bengal
Year : 1967-68

District and Headquarter office			Block and lower level				
Designation	Number		Designation	Number			
	Darjeeling	24 Parganas Burdwan		Darjeeling	24 Parganas Burdwan		
1	2	3	4	5	6	7	8
Agriculture and Allied Services							
Distt. Agri. Officer	1	—	1	Agri. Inspector	..	1	1
D.Addl. Distt. Agri. Officer	1	—	—	Agri. Demonstrator	..	11	33
Principal Agri. Officer	—	2	—	Agri. Extens. on Officer	..	10	51
Asstt. Soil Conservation Officer	2	—	—	Union Agri. Assistant	..	8	15
D.Addl. Agronomist	—	4	—	Asstt. Agri. Extens. on Officer	..	10	92
Sub divisional Agri. Officer	1	2	1	Field Assistant	..	—	36
Manure Dev. Officer	1	2	1	Fitter/Mechanic	..	10	51
Fruit Dev. Officer	1	2	1	Food Production Assistant	..	—	6
Jute Development Officer	—	2	1	Fieldman	..	1	3
Asstt. Cane Dev. Officer	—	2	1	Asstt. Farm Manager	..	5	22
D.Addl. Plant Protection Officer	—	4	—	Tractor cum Pump Driver	..	—	2
Sub-Asstt. Engineer	1	4	1	Town Compost Demonstrator	..	—	4
Asstt. Engineer	2	—	4	Chainman	..	—	2
Surveyor	8	3	6	Work Assistant	..	—	6
Overseer	1	6	4	Gardener	..	—	4
Agri. Demonstrator	1	2	1		..	—	—
Farm Manager	1	2	1		..	—	—
Field Asstt.	—	6	10		..	—	—
Sub-Overseer	—	—	1		..	—	—

Agriculture and Allied Services

Field man	..	2	2	3
Adm. Officer	..	—	1	—
Mechanic	..	—	—	2
Campost Supervisor	..	1	2	—
Food Production Asstt.	..	—	2	—
Asstt. Operator	..	—	—	1
L.R.O.	..	—	—	1

23	44	44
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56	310	78
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2. Soil Conservation

Soil Conservation Officer	..	1	—	—	Surveyor
Asstt. Soil Conservation Officer	..	3	—	—	—
Agri. Supervisor	..	2	—	—	—
Analytical Chemical Assistant	..	1	—	—	—
Tracer	..	1	—	—	—
Cartographer	..	1	—	—	—
Draftsman	..	1	—	—	—

10	—	—
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4	—	—
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3. Agriculture (Irrigation) Asstt. Engr. Office.

Asstt. Engineer	..	1	3	—	Sub. Asstt. Engineer	..	10	—
Sub. Asstt. Engineer	..	2	7	—	Work Assistant	..	—	8
Surveyor	..	2	7	—	Tube well operator	..	—	165
Elec. Supervisor	..	—	3	—	Water Transmission Asstt.	..	—	152
Section Officer	..	—	1	—	Mate (C.D.P.)	..	—	16
Electrician	..	—	1	—	Driver Cum Mechanic	..	—	2
					Chainman	..	—	5
					Mechanic	..	—	7
					Asstt. Mechanic	..	—	2

15	22	—
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10	357	273
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1	2	3	4	5	6	7	8
4. Agri. (Irrigation) Executive Engr. Office							
Executive Engineer	1	Deep T. Well Operator	—	7
Machine Mechanic	1				
Electrician	2				
Draftsman	2				
Tracer	1				
Blue Printer	1				
L.R.O.	2				
	—	—	10		—	—	7
5. Task Improvement Dept.							
Distt. Task Improvement Officer	1	—				
Sub. Asst. Engineer	1	—				
Task Improvement Inspector	1	—				
Asstt. Task Improvement Inspector	1	—				
Atmln	1	—				
	—	5	—				
6. District Seed Farm							
Farm Manager	—	1				
Agri. Overseer	—	2				
Agri. Demonstrator	—	2				
Pump Mechanic	—	2				
Tractor Chim Pump Driver	—	2				
	—	—	9				

7. Agriculture (Marketing)

Distt. Agr. Marketing Officer	1	1	1	1	Market Reporter	7	8	—
Jute Grading Assessor	—	1	1	—	Supervisor	1	—	—
Sub-divl. Agr. Marketing Officer	4	5	—	—	Egg. Testers	—	—	5
Laboratory Assistant	1	1	—	—	Packer Asstt.	3	—	—
Packing Demonstrator on Officer	1	1	—	—				
Inspection Cum Production Officer	1	1	—	—				
Egg Grading Recorder	1	—	—	1				
	9	9	2					
	—	—	—	—		11	8	5

8. Agriculture (Engineering)

Asstt. Engineer	—	2	1	Sub. Asstt. Engineer	—	4	2
Supervisor	—	2	—	Surveyor	—	1	—
Storekeeper	—	—	1	Mechanic	—	7	—
Mechanic	—	3	4	Asstt. Operator	—	6	—
Excavator Driver	—	1	—	Chainman	—	1	—
Excavator mate	—	1	—	Tractor Driver	—	3	—
	—	—	—	Water transmission Asstt.	—	—	3
	—	—	—	Work Assistant	—	—	5
	—	—	—	Surveyor	—	—	3
	—	9	6			22	13

9. Agriculture Information (IADP)

Distt. Agr. Information Officer	—	—	1
Asstt. Distt. Agr. Information Officer	—	—	1
Artist	—	—	1
Photographer	—	—	1
Press Operator	—	—	1
Film Projector operator	—	—	2
Compositor	—	—	1
Blinder	—	—	1
Asstt. Press Operator	—	—	1
	—	—	10

1	2	3	4	5	6	7	8
10. Project Executive Office (LADP):							
Project Executive Officer ..	—	—	1	Cooperative Inspector	..	—	24
Dy. Project Executive Officer ..	—	—	1	Agri. Extn. Officer	..	—	48
Adm. Officer ..	—	—	1	Cooperative Auditor	..	—	48
Seed Dev. Officer ..	—	—	1				
Soil Analytical Officer ..	—	—	1				
Dy. Agri. Inf. Officer ..	—	—	1				
Asst. Engineer ..	—	—	1				
Water Use Specialist ..	—	—	1				
Asst. Seed Dev. Officer ..	—	—	4				
Addl. D.A.I.O. ..	—	—	1				
Research Assistant ..	—	—	2				
Plant Projection Asstt. ..	—	—	1				
Subject matter Specialist ..	—	—	3				
	—	—	19				120
11. Evaluation Officer (LADP)							
Evaluation Officer ..	—	—	1				
Field Inspector ..	—	—	2				
Field Investigator ..	—	—	11				
Statistical Assistant ..	—	—	1				
Computer ..	—	—	1				
	—	—	16				
12. Food and Supplies Sadar Sub-Division							
Sub-divisional Controller ..	—	—	1	Inspector	..	—	9
Chief Inspector ..	—	—	3	Sub-Inspector	..	—	43
	—	—	4				52

13. Sub-divisional Controller of F. & S.,
Assam

Sub-divisional Controller	..	..	..	1	Inspector	..	..	13
Chief Inspector	..	..	..	3	Sub-Inspector	..	..	31
	..	..	..	4		..	..	44

14. Distt. Controller of F. & S.

Distt. Controller	1	Inspector	98
Asstt. District Controller	..	..	..	1	Sub-Inspector	..	..	30
Chief Inspector	..	..	..	15		..	..

15. District Livestock Office

Distt. Livestock Officer	..	..	1	1	Extension Officer	..	2	1
Asstt. District Livestock Officer	..	..	4	5	Stockman	..	10	—
	..	..	..	..	Field Assistant	..	1	9
	..	..	5	6		..	3	26

16. Superintendent of Livestock

Supdt. of L.S.	..	..	1	—	Field Assistant	..	25	—
Artificial Insemination Officer	..	..	2	—		..	..	—
Officer-in-charge	..	..	1	—		..	..	—
Asst. Farm Manager	..	..	1	—		..	..	—
	..	..	5	—		..	25	—

17. District Fishery Office

Distt. Fishery Officer	..	..	1	2	1	Extension Officer	..	10	22
Asstt. Distt. Fishery Officer	..	..	1	6	3	Fisherman Attendant	..	..	46
Inspector (Survey)	..	..	1	—	..		..	..	..
Investigator	..	..	4	—	—		..	..	..
Expert Fisherman	..	..	—	4	—		..	..	..
Fishery Overseer	..	..	—	4	3		..	..	..
	..	..	7	16	7		..	10	68

1	2	3	4	5	6	7	8
18. State Poultry Farm, Durgapur							
Supdt.	..	—	1				
Livestock Officer	..	—	1				
Poultry Overseer	..	—	1				
Handyman	..	—	1				
Storekeeper	..	—	1				
Electrician	..	—	1				
	—	—	6				
19. Project Officer (Poultry), Durgapur							
Project Officer	..	—	1	Field Assistant	..	—	3
Asstt. Project Officer	..	—	1		..	—	
Collecting Sarcar	..	—	1				
Stock Assistant	..	—	1				
	—	—	4				3
20. District Veterinary Office							
Distt. Veterinary Officer	..	1	2	Itinerant Veterinary Asstt. Surgeon	..	1	1
Glander Inspector	..	1	—	Veterinary Asstt. Surgeon	..	12	52
Distt. Veterinary Pathologist	..	1	1	Veterinary field Assistant	..	37	120
Veterinary Inspector	..	2	2	Compounder	..	7	9
Stry. Veterinary Asstt. Surgeon	..	—	6				7
Research Assistant	..	1	—				
Quarantine Station-in-charge	..	3	—				
	9	11	8		57	182	146
21. Asstt. Registrar of Cooperative Societies							
Asstt. Registrar of Coop. Societies	..	1	4	Auditor	..	7	—
Cooperative Inspector	..	—	4	Cooperative Inspector	..	13	81
							38

District Auditor	..	3	2	..	Asstt. Fishery Officer	..	..	2	..
Coop. Development Officer	..	1	2	1					
Executive Officer	..	..	6	..					
		5	18	5			20	83	38
22. Forest Department									
Divisional Forest Officer	..	8	1	1	Forest Ranger	..	..	59	7
Asstt. Divisional Forest Officer	..	4	1	..	Dy. Ranger/Forester	..	..	208	28
Distt. Forest Officer	..	1	..	..			
Addl. Divisional Forest Officer	..	2	..	..			
Asstt. Conservation of Forests	..	4	..	..			
Asstt. Forest Officer	..	..	1	1					
Draftsman	..	2	..	..			
Assistant Engineer	..	1	..	..			
		22	3	2			267	35	32
23. Distt. Panchayat									
Distt. Panchayat Officer	..	1	1	1	Extension Panchayat Officer	..	..	10	51
					Panchayat Secretary	..	..	45	..
					Panchayat Assistant	..	..	..	3
		1	1	1				55	51
									34
24. Planning & Development									
Special Officer	..	1	1	1	Block Development Officer	..	..	10	51
	..				Jt. B.D.O.	..	..	6	16
	..				Sub Asstt. Engineer	..	..	..	6
	..				Progress Assistant	..	..	..	33
	..				Instructor	..	..	..	7
	..				Demonstrator	..	..	..	7
	..				Agri. Extension Officer	..	..	..	33
	..				Asstt. Agri. Extension Officer	..	..	..	33
	..				Fitter/Mechanic	..	..	..	33
	..				V.L.W.	..	..	88	714
	..				Chairman	..	..	..	6
		1	1	1			104	792	773

1	2	3	4	5	6	7	8
25. Zilla Parishad							
Executive Officer	..	1	—	Sub Overseer	..	3	9
District Engineer	..	1	1	Tube-Well Mechanic	..	—	20
Section Officer	..	1	7	Road Sarkar	..	—	8
Surveyor	..	—	1	Roller Machinery	..	—	1
Asstt. Engineer	..	—	1	Medical Officer	..	39	—
Medical Supdt.	..	—	—	Compounder	..	36	—
Electrician	..	—	1	..	..	—	—
Draftsman	..	—	1	..	..	—	—
Tracer	..	—	1	..	..	—	—
Estimator	..	1	2	..	..	—	—
Asstt. Estimator	..	—	1	..	..	—	—
Road Sarkar	..	—	1	..	..	—	—
		4	15	7	3	78	38
26. Distt. Inspector of Schools							
District Inspector of Schools	..	1	1	Dy. Asstt. Inspector	..	5	13
Asstt. Distt. Inspector of Schools	..	1	2	Sub-Inspector	..	1	28
Asstt. Distt. Inspector of Schools	..	—	4	..	..	—	—
Asstt. Inspector of Schools	..	1	1	..	..	—	—
Sr. Technical Assistant	..	2	—	..	..	—	—
Dy. Assistant Inspector	..	—	—	—	—
		6	8	7	6	49	41

Social Services

27. *Distt. Inspectress of School*

Distr. of Inspectress of School ..	—	1	1
Addl. Distt. Inspectress of School ..	—	1	—
Asstt. Inspectress ..	—	1	—
Deputy Assistant Inspectress ..	—	1	1
	—	4	2

28. *Physical Education Deptt.*

Distt. Officer for Physical Ed. ..	1	3	1
Distt. Organiser ..	1	—	1
	2	3	2

29. *Chief Medical Officer of Health*

Chief Medical Officer ..	1	1	1	1	8	—	—
Asstt. Chief Medical Officer ..	1	1	1	1	8	40	—
Distt. Health Officer ..	—	1	1	1	30	300	—
Distt. Family Planning Officer ..	—	—	1	—	21	—	—
Medical Officer ..	—	—	2	—	33	261	—
Sub-divisional Medical Officer ..	—	—	3	—	83	—	—
Sub-divisional Health Officer ..	—	—	5	—	3	—	—
Intelligence (Vital Stat.) ..	1	—	—	—	—	63	—
Asstt. Computer ..	1	—	—	—	—	114	—
Technician/Mechanic ..	—	—	—	—	—	—	—
Electrician/Fitter ..	—	—	—	—	—	—	—
Adm. Officer ..	—	—	—	—	—	—	—
L.R. Pharmacist ..	—	—	—	—	—	—	—
L.R. Health Assistant ..	—	—	—	—	—	—	—
L.R. Storekeeper ..	—	—	—	—	—	—	—
Home Visitor ..	—	—	—	—	—	—	—
Inspector ..	—	—	—	—	—	—	—
	4	16	31		186	778	—

	1	2	3	4	5	6	7	8
30. National Malaria Eradication Programme								
Asstt. Distt. Health Officer	1	1	—	..	8	19	—
Asstt. to Asstt. Distt. Health Officer	1	—	—	..	—	9	—
Sr. Malaria Inspector	1	—	—	..	29	38	—
Medical Officer	—	2	—	..	110	154	—
Sub-divisional Health Officer	—	2	—	..	—	474	—
Health Supervisor	—	8	—	..	—	—	—
Asstt. to Unit Officer	—	2	—	..	—	—	—
Mistry Mate	1	—	—	..	—	—	—
Laboratory Assistant	8	46	—	..	—	—	—
Store keeper	1	—	—	..	—	—	—
		13	61	—		147	694	—
31. District Health Office								
Distt. Health Officer	1	—	1	..	39	—	50
Sub-divisional Health Officer	3	—	—	..	1	—	—
					..	12	—	19
					..	—	—	16
					..	7	—	—
					..	—	—	2
					..	1	—	—
		4	—	1		60	—	87
32. Family Planning								
Distt. Family Planning Officer	1	—	1	..	18	—	23
Asstt. Surgeon	2	—	—	..	10	—	23
Distt. Extension Educator	2	—	2	..	—	—	70

Dist. Investigator	..	1	1	Nurse/LHV	..	18
Nurse	..	2	—	Nurse/Chm.-mid-wife	..	47
F.P. field worker	..	2	—	F.P. field & Evaluation Assistant	..	46
Projectionist	..	1	—	F.P. field worker	..	23
Artist/Photographer	..	1	—	Mid-wife	..	23
Medical Officer	..	—	—			
D.M.O. mobile	..	—	—			
ANM (OT)	..	—	—			
	..	13	—			
					96	273

33. Scheduled Castes & Tribes Welfare (Assam)

Publicity Officer	..	—	—	1	
Gazetted Officer	..	—	—	1	
		—	—	2	

34. District Tribal Welfare Office

Welfare Officer	..	1	—	Social worker	..	3
Special Officer	..	2	1	Stockman	..	2
Inspector/Organiser	..	1	—	Chainman	..	2
Sub-Assistant Engineer	..	2	—			
Keonungo	..	1	—			
Publicity Officer	..	—	—			
Supdt. Training Centre	..	—	—			
Instructor	..	—	—			
		7	1			
					2	7

35. W.B. Social Welfare Ad. Board

Mukhya Sevika	..	—	6	—
Grani Sevika	..	—	24	—
Dais	..	—	23	—
Craft teacher	..	—	12	—
Balwadi teacher	..	—	25	—
		—	92	—

1	2	3	4	5	6	7	8
36. Social Education							
Distt. Social Ed. Officer	1	1	1	Social Ed. Organisor	10	51	33
Circle Asstt.	1	1	1	Mukhya Sevika	10	51	33
Tech. Asstt.	1	1	1	..	..	..	..
Adtl. Distt. Social Edn. Officer	—	1	1	..	..	..	..
	3	4	4		20	102	66
37. Information & Public Relation Deptt.							
Information Officer	—	1	2	..	..	..	..
Asstt. Information Officer	—	1	—	..	..	..	..
Sub-divl. Information Officer	—	6	4	..	..	..	..
Field Information Officer	—	1	1	..	..	..	..
Tech. Supervisor	—	1	1	..	..	..	..
Laboratory Asstt.	—	3	3	..	..	..	..
Operator	—	6	1	..	..	..	..
Asstt. Operator	—	4	1	..	..	..	..
Compounder	—	—	2	..	..	..	..
Zonal Artist	—	—	1	..	..	..	..
Electric Mistry	—	—	1	..	..	..	..
	—	22	16		4	207	—
38. Public Health Engineering							
Executive Engineer	—	—	1	Machanic	—	56	—
Asstt. Engineer	3	2	2	Work Asstt.	4	10	—
Sub-Asstt. Engineer	8	6	—	Asstt. Filter	—	44	—
Overseer	—	2	4	Helper	—	88	—
Sub-overseer	—	6	3	Mate	—	4	—
Estimator	—	—	2	Khalasi	—	5	—
Draftsman	—	—	1
	11	16	13		4	207	—

PROGRAMME EVALUATION ORGANISATION

(Planning Commission)

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1. Group Dynamics in a North Indian Village (1954).
2. *Evaluation Report on First Years' Working of Community Projects (May, 1954).
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17. *Bench Mark Survey Report—Morai (Madhya Pradesh) (Nov. 1956).
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