

Organisational Aspects Of

THE AMBAR CHARKHA PROGRAMME

Published By :

**KHADI & VILLAGE INDUSTRIES COMMISSION
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To

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The Chairman,
Khadi and Village Industries Commission,
Post Box No. 482, Bombay.

Sir,

In the Commission's resolution No. 62 dated the 23rd May 1957, a Committee was set up, with the undersigned to examine, consider and report upon the organisation and methods of the Ambar Charkha Programme.

2. We have the pleasure to forward herewith our report. Additional notes from two of us are also appended.

Yours faithfully,

Sd/- (A. D. Bohra)

Sd/- (Jhaverbhai P. Patel)

* (Dhwaja Prasad Sahu)

Sd/- (A. Zaman)

* Has communicated his consent, subject to the observations made in a separate note.

C O N T E N T S

	Page
Preface	V
Chapter I Introductory.	1
Chapter II Present organisational set up.	4
Chapter III Operational problems of the Ambar Charkha.	12
Chapter IV Pattern of organisation recommended.	30
Chapter V Summary of recommendations.	38
Appendix I Resolution No. 62 of the Khadi and Village Industries Commission dated the 23rd May, 1957.	45
Appendix II A note by Shri Dhwanja Prasad Sahu.	46
Appendix III A note by Shri Jhaverbhai P. Patel.	48

CHAPTER I

INTRODUCTORY

The Ambar charkha programme was sanctioned by the Government of India in June 1956. The textile policy resolution of the Government adopted about that time had earmarked a part of the additional production of cloth to the handloom industry to meet the estimated extra requirement of cloth during the period of the second five year plan. Out of the allotment made to the handloom industry there was again a provision of 300 million yards of cloth to be produced in 1960-61 by using Ambar yarn. The All India Khadi and Village Industries Board at the meeting held at Delhi on the 17th March 1957 considered the question of the adequacy of organisational arrangement to effectively fulfil the target of production of Ambar yarn and cloth by the handloom industry in accordance with the allocation made in the textile policy resolution. At this meeting Shri U. N. Dhebar, President, All India Congress Committee had specifically raised the question of the expansion of the programme in course of time to innumerable villages and the necessity, therefore, of setting up an organisation which would secure, at the same time, decentralisation of production and effective implementation of the programme. It was suggested that a committee or working group should be set up to study the organisational structure for implementing the Ambar charkha programme and recommend measures which should be adopted to achieve the objective.

2. The proposal came up before the Khadi and Village Industries Board constituted under the Khadi and Village Industries Commission Act, 1956 (Act 51 of 1956) at its meeting at Kaladi

on the 8th May 1957. As recommended by the Board, the Khadi and Village Industries Commission at its meeting on the 23rd May 1957 set up a Committee consisting of the following persons to "examine, consider and report upon the organisation and methods of the Ambar Charkha Programme" :-

- (1) Shri A. Zaman, I. C. S.,
Joint Secretary,
Ministry of Commerce & Industry,
Government of India, New Delhi Chairman.
- (2) Shri A. D. Bohra,
Director, Training & Production
(Industries), Ministry of
Community Development, Government
of India, New Delhi. Member.
- (3) Shri Dhawaja Prasad Sahu,
Bihar Khadi Gramodvog Sanah
Muzaffarour (Bihar) Member.
- (4) Shri Jhaverbhai P. Patel,
Member, Khadi & Village
Industries Board, New Delhi Member and
Convenor.

Appendix I reproduces resolution No. 62 of the Khadi and Village Industries Commission dated the 23rd May 1957. Although the Committee was at first asked to report by the end of June 1957 the period was subsequently extended to the end of October 1957.

3. The Committee prepared a comprehensive questionnaire covering all the aspects of the programme. The questionnaire was issued to the more important of the 'certified' institutions, State Boards, the Zonal Directors of the Commission, and some

of the workers associated with the implementation of the programme in some aspect or other. The development commissioners in the States were also addressed. Of about 100 persons or associations addressed, replies have been received from about 60.

4. members of the Committee visited workshops (Saranjam karyalayas) at Meerut, Rajpura and Pusa Road, a training institution (vidyalaya) at Meerut, work-cum-production centres (parishramalayas) at Meerut, Rajpura, Sirhind and Payal. Trained spinners using ambar charkhas and weavers using either hand-spun yarn or mill yarn were also interviewed principally at Datiana, Muzaffarpur, Pusa Road, Rajpura, Ambala and Naraingarh. Discussions were also held with the executives of these institutions. The Committee had also an opportunity to discuss some of the problems with the members and officers of the Commission.

5. The Committee take the opportunity to record their appreciation of the assistance rendered by Shrimati P. Johari, Deputy Secretary, Ministry of Commerce and Industry, who was associated with the Committee's work throughout and accompanied the members on their visits to different institutions and centres, to Dr. J. D. Sundaram, Director, Economic Research, Khadi and Village Industries Commission, who was responsible for the preliminary drafts prepared for the consideration of the Committee and to Shri Dinkar Bhatt, Assistant Director, Ambar Charkha, Khadi and Village Industries Commission, who acted as the Secretary to the Committee. The Committee also wish to place on record their appreciation of the assistance rendered by various institutions, the Commission itself and several persons who had been interviewed in course of its work.

CHAPTER II

PRESENT ORGANISATIONAL SET UP HISTORICAL BACKGROUND

6. The All India Khadi and Village Industries Board had prepared a comprehensive programme for the introduction and development of Ambar Charkhas to supply yarn for the entire estimated additional requirement of cloth for domestic consumption during the period of the Second Five Year Plan. The Second Five Year Plan (Small Scale and Village Industries) Committee was, however, of the view that extensive field experiments would be necessary to determine the productive capacity of the Ambar charkha and its ability to fulfil the expectations. Accordingly, the Government of India authorised the Board to undertake the pilot scheme in 1955 in order to assess the productive capacity of the charkha in different regions and the acceptability of the yarn turned out on it to handloom weavers, specially those accustomed to mill yarn. Early in 1956, the Government appointed the Ambar Charkha Enquiry Committee to examine the technical and economic aspects of the Charkha and to recommend the pattern on which programme should be implemented to ensure efficiency in operation and production.

7. The Ambar Charkha Enquiry Committee generally agreed with the All India Khadi and Village Industries Board about the productive capacity of the Ambar Charkha and the quality of yarn turned out on it. It, however, cautioned both the Government and the Board about the necessity of setting up an adequate organisation before undertaking the programme. The Committee further recommended that for 1956-57, a programme for the manufacture and

distribution of 75,000 *Charkhas* might be approved. Of these, 64,500 *charkhas* should be earmarked for distribution to spinners who would undergo training in the use of the different units of the *charkha* set, and the balance would be kept for use in the training establishments (*vidyalayas* and *parishramalayas*). The Committee was of opinion that the programme recommended would yield adequate data in several aspects to enable the Government to determine its size in subsequent years.

8. When the recommendations of the Ambar Charkha Enquiry Committee were accepted by the Government, the only agency in the field which had experience in the manufacture of Ambar charkhas, its accessories and spare parts, was the Akhil Bharat Sarva Seva Sangh. However, it was not equipped to undertake the manufacture on a scale envisaged in the programme. There was also a dearth of technically qualified personnel to organise new manufacturing centres. These factors constituted basic limitations to the implementation of a programme. The Board had, in the circumstances, to entrust the work of manufacture to other agencies as well even though facilities available for supervision and inspection of their work were inadequate.

Organisational Structure

9. In its structure, composition and functions, the All India Khadi and Village Industries Board differed in some respects from other similar organisations. The Board was technically an advisory body, but, in course of time, it had developed into an executive agency entrusted with the task of formulating and implementing programmes for development of industries within its purview. The members of the Board were either members of the Akhil Bharat Sarva Seva Sangh or had been recommended by the organisation. In the beginning, the implementation of the Board's schemes did not present much difficulty as there already existed a machinery in the form of 'certified'

institutions affiliated to the All India Spinners' Association and, later, the Akhil Bharat Sarva Seva Sangh. In areas, such as Andhra, where there was no agency capable of undertaking the work, the Board implemented the programme itself with the aid of workers drawn from the Akhil Bharat Sarva Seva Sangh.

10. In order to stabilise the programme on a uniform basis and to provide for its expansion, the Board recommended to the State Governments to set up statutory bodies in the States, or where the State Governments had already set up non-statutory bodies, as happened in some cases, to convert them into statutory executive organisations. Between 1954 and 1957 many State Governments acted on the advice of the All India Khadi and Village Industries Board. At present there are ten State Boards constituted under Acts of State Legislatures and entrusted with executive functions. The Government of Uttar Pradesh have not yet taken any step towards the formation of any Board. In West Bengal, the Board is still advisory and non-statutory. The Government of Madras have preferred to implement the programme departmentally, but have also set up an advisory Board.

11. The Board has given due emphasis to the introduction of the programme in the Community Development and National Extension blocks. To enable the programme to become an integral part of community development work, the Board has instructed its other agencies to assist the Development Commissioners in the various States. Similarly the Board has encouraged co-operative societies to undertake the work and has been ready always to extend financial assistance to such societies as well as to the institutions referred to.

12. It would thus be seen that the machinery at the disposal of the Board for the execution of the programme consisted

of 'certified' institutions, State Boards with executive functions the State Governments and co-operative societies. To assess the effectiveness of the machinery, it is necessary to examine their method of operation and their inter-relations.

'Certified' Institutions.

13. By far, the bulk of the programme is being implemented by these institutions. These are bodies registered under the Registration of Societies Act, 1860. They are certified by the Board if they satisfy its Certification Committee that :

- (a) they pay wages to spinners at prescribed rates;
- (b) they do not charge the consumers more than the prescribed price; and
- (c) they do not deal in mill yarn or cloth.

14. The institutions vary in their structure, composition, coverage and effectiveness from State to State and some time within the same State. There are some like the Shri Gandhi Ashram of Meerut or the Bihar Khadi Samiti of Muzaffarpur, which cover an entire State with branches in almost every district. There are others whose work is confined to one or two districts, or even to a small town or semi-urban area, as in Andhra Pradesh.

15. The constitution of these institutions falls broadly into two categories. The first category consists of societies constituted by a group of promoters to utilise funds raised by themselves or placed at their disposal by other organisations for social services. Such societies are looked after by trustees, who distribute the powers of management among themselves. The managing body in this case is nominated by the promoters who co-opt

other persons, if necessary. In its turn, the managing body delegates powers to different groups of persons for day to day work. The second type of institutions, which are almost wholly of recent origin, are comparatively small in size and coverage. The governing body in this case is elected by members of the institutions. To this category belong the Kshetra Samitis, which have been organised under the Intensive Area Scheme.

16. The institutions have certain advantages both as regards formation and operation over other agencies such as co-operatives. The organisation of a group of persons with a common aim into a body, which is registered under the Registration of Societies Act of 1860, does not present as many difficulties as formation and registration of co-operative societies. In their day to day operations, these institutions can delegate powers to different groups or individuals without much formality. Decisions can be taken and executed with greater flexibility.

17. The comparative freedom of operation of these institutions is possible mainly because of the close and intimate relations between the various persons in charge of them. The personal relationship and trust between the management of such institutions and their executives have grown up because most of them have been associated with this type of work for a considerable period of time, and share in the common approach to rural reconstruction. On the other hand, such institutions have certain inherent limitations. The extension of the area of their operation is limited by non-availability of trusted and experienced personnel capable of taking independent charge of branches, away from the main institution. As the programme involves progressive extension into villages, and as each of its aspects entails considerable organisational, financial and executive responsibility, the capacity of the institutions to expand their activity

becomes increasingly restricted. In fact some of them, such as the Bihar Khadi Samiti, have themselves expressed the need for creating new agencies for coping with the expanded programme.

18. There are 137 institutions of this kind in the field. Only 5 of them, namely, the Shri Gandhi Ashram of Meerut, the Bihar Khadi Samiti of Muzaffarpur, the Khadi Sangh of Chomu and the Punjab Khadi Sangh of Ambala, between them account for the implementation of 75% of the programme. In other words, 75% of the work is distributed to 4% of the agencies and 25% to the rest.

State Boards

19. Such Boards have either been set up under executive orders or under Acts of State Legislatures. The former are usually advisory in character. The latter have usually executive responsibilities. The experience of these Boards, their contact with workers and institutions, and the availability of personnel vary widely. The State Boards also largely operate through institutions, some of whom have representatives on the Board. Some Boards contain persons with sufficient experience of the work of rural reconstruction. Where this is the case, and particularly where Boards contain representatives of the institutions implementing the scheme, it is possible to assess the capacity of the agencies and sanction necessary funds for continuation or expansion. The reorganisation of the States has also dislocated to some extent the work of such State Boards as those of Bombay, Saurashtra, Hyderabad and Madhya Bharat, and it will take some time before these bodies are reconstituted in the new administrative set-up and can operate effectively. It may be stated here that 5 of the State Boards set up by the end of 1956-57, namely, those in Bombay, Saurashtra, Madhya Pradesh, Orissa and Rajasthan undertook management of training institutions (*vidyalayas*); and 6, namely those of Hyderabad, Bombay,

Madhya Pradesh, Orissa, West Bengal and Rajasthan, undertook manufacture of *charkha* also. However, the size of the programme of the State Boards, whether in training or manufacturing, remained small as compared to that of the institutions operating in their areas.

State Governments

20. The State Governments implement the programme through the Directors of Industries as in the Punjab and till recently in Mysore, or through a department specially constituted for the purpose such as in Madras. Except in Madras, the size of the programme which a State Government has undertaken is very small. The Government of Madras is the only State Government which has undertaken manufacture of *charkhas*. This State Government and the Government of Uttar Pradesh are the only two who have undertaken management of training institutions (*vidyalayas*). In Madras, the Ambar *charkha* programme as well as the older *charkha* programme is implemented through the Director of Khadi who is also a member of an Advisory Board constituted by the State Government. In effect, however, the programme is implemented through institutions which were originally set up by the Akhil Bharat Sarva Seva Sangh, but are no longer connected with it. Although the programme in Madras is administered departmentally, the field work in organising and running production-cum-training centres (*parishramalayas*) is still largely the responsibility of the institutions.

Co-operative Societies.

21. The Co-operative societies which were receiving financial assistance from the All India Khadi and Village Industries Board on the recommendation of the Registrars of Co-operative Societies concerned numbered 31. Four of these undertook the manufacture of *charkhas* and management of the production-cum-training centres, 11 the manufacture only and 18 the management of production-cum-training centres only. The total volume

of work undertaken by co-operative societies and areas covered by them are relatively small, although in point of number the societies rank only second to the institutions.

Direct Operation By The Board

22. As already stated, in areas where suitable institutions or other agencies have been lacking, the Board organises the implementation of the programme direct with its own officers. This happened in Andhra and Jammu & Kashmir. However compared with the work done by the institutions the sphere of direct operation of the Board was very small.

23. The Board maintains liaison with its various agencies through Directors, one in each of the nine zones into which it has divided the country. The Director is usually a person familiar with the area and the agencies operating in it. He is in fact invariably a person associated with one or more institutions. However, because of the wide variations in the size and coverage of the agencies, the Director has not been in a position to supervise their work with the same effectiveness everywhere. Further, though his association with some of the institutions is close and to that extent helpful, his relations with co-operative societies, State Boards and agencies of the State Governments are yet to be developed for securing effective co-ordination of the work done by different agencies implementing the Ambar Charkha programme. For the same reason, it would be desirable to have one Director for each State instead of for a zone comprising more than one State.

CHAPTER III

OPERATIONAL PROBLEMS OF THE AMBAR CHARKHA PROGRAMME

24. The analysis of the organisation and pattern of the different agencies implementing the programme shows that at present the major share of responsibility lies with the "certified" institutions. However as more than one agency exists, the need for co-ordinating the work to ensure uniformity of approach can be easily appreciated.

25. The success of the "certified" institutions is largely due to the personnel in charge of them. Many people believe that the work relating to Khadi cannot be successfully undertaken except by those who are imbued with the ideology, values and background of an industry which does not lend itself to conventional economic analysis. It may be readily conceded that the association of such persons has been of great value in the work of the institutions. At the same time we think that the emphasis on the personal element is likely to restrict the scope of operations of the institutions because the number of such persons available now or likely to be available in future is limited. The solution would lie in combining the advantages arising from personal contacts and influence with a reasonably stable institutional structure which would be capable of undertaking responsibility for a progressively expanding programme.

26. The Committee are of opinion that if "certified" institutions, particularly the larger ones which cover wide areas, restrict their functions to the provision of common facilities, guidance and directions to new institutions covering smaller areas, it would, besides others, ensure better utilisation of

available experienced personnel. The establishment of new institutions will extend the area of effective operation. The new institutions should concentrate mainly with organising, production and local marketing. Such a change seems necessary because most of the existing institutions have already reached the limit of their capacities to undertake further programmes of this nature. If fewer institutions do not grow up, the quality of the work would inevitably suffer.

27. The problems which arise from the operation of the programme may be grouped under :

- i) the manufacture of the *charkha* itself ;
- ii) the distribution and maintenance of *charkha* ;
- iii) the nature and duration of training of personnel
- iv) the production of yarn and cloth ; and
- v) the marketing of cloth.

Manufacture Of Charkhas

28. In the manufacturing of Charkhas the primary difficulty arises from the absence of agencies experienced in the field of production and the lack of trained personnel to assist the institutions in setting up workshops (*saranjam karyalaya*) of their own to meet their requirement. The problem of manufacture involves a consideration of the position in regard to :

- a) raw materials,
- b) specifications, process of manufacture and inspection,
and
- c) supply of spare parts.

29. In the manufacture of Ambar *Charkhas* the quality of raw materials used has remained so far an unsolved problem. It was originally contemplated that seasoned wood alone would be used. In fact it could be done only in a few cases in the initial stages. The result was that a very large proportion of *charkhas* which were manufactured tended to warp. Even now there are no satisfactory arrangements either for obtaining seasoned wood in bulk or to have wood seasoned in the workshop itself on scientific lines. The use of inferior raw materials not only affects the performance of the *charkha* but its life. We are, therefore, of the view that workshops should be instructed to use only wood duly seasoned. Where proper facilities do not exist arrangements should be made to procure such wood on a centralised basis. Alternatively, the Commission may assist in the setting up of seasoning kilns along with workshops.

30. Technical efficiency of a *charkha* depends not only on the raw materials used in its manufacture but also on the adherence to the specifications laid down in the blue-print. We find that blue-prints, which had been supplied, do not prescribe technical standards, measurements and margins of tolerance in each case. Consequently wide variations are noticed between the specifications laid down in blue-prints and the measurements of *charkhas* manufactured by most of the workshops. We are informed that the Commission is taking steps to recruit qualified personnel for supervising the manufacture. We would suggest that, to begin with, at least one qualified mechanical engineer should be appointed to each of the larger workshops.

31. Wide discrepancy is noticed in the manner in which the *charkha* and sliver making machines (*belnis*) are inspected before despatch. Generally the inspection is not very satisfactory. In some workshops it consists of merely spinning a hank of yarn on the *charkha* by a trained spinner. Only in a very few workshops inspection procedures have been prescribed. While all

charkhà are tested in one way or another, it is necessary to lay down a uniform procedure to inspect the various components and their fitting in addition to the existing practice of testing the operational capacity.

32. In the early stages, the programme of manufacture suffered due to delays as well as inadequate supply of precision rubber and wooden spare parts. These parts had to be procured from the workshops of the Akhil Bharat Sarva Seva Sangh at Ahmedabad and Bardoli. Supplies were subject to considerable delay owing to various transport difficulties. The cost when received also tended to be high.

33. The Committee note that several workshops have now made arrangements for obtaining direct supply of rings and travellers and for getting their own wooden spare parts manufactured. Arrangements have yet to be made for the supply of precision parts such as fluted rollers of standard sizes. Although the Commission has, by and large, succeeded in ensuring supplies of these parts, there is room for considerable improvement in this field.

34. In short the problems connected with the manufacture of *charkhàs* and accessories arise from the absence of an adequate number of workshops capable of undertaking production, the difficulty of setting them up sufficiently quickly and in arranging for an adequate number of trained supervisory personnel. Though the position has considerably improved of late, it is necessary to ensure uniform excellence in the quality of the *charkha* through appropriate instructions to the institutions regarding the raw materials and the manner in which they are to be used and arranging for timely distribution of precision parts in accordance with the manufacturing programme.

35. Attempts may also be made for local manufacture of rings and travellers, at least in the major workshops (*karyalayas*).

A specimen set of drawings and process schedule for rings, travellers and the fluted rollers indicating the raw materials, tolerances, operational steps and different types of gauge, etc., to be used for inspections has been prepared and forwarded to the Commission. It is felt that rings made out of mild steel and case hardened finished blue, should prove quitesatisfactory. Simily tharle travellers couldalso be made out of prano wire. These however call for trials beforethey are put in production.

Distribution and maintenance of charkhas

36. A limitation in the scope of work which an institution can undertake arises out of the hire - purchase system on which *charkhas* are distributed to spinners. The operation of the system involving several thousands of spinners distributed over a wide area requires maintenance of innumerable individual accounts and exposes the institutions to the risk of losses from failure of repayment of hire-purchase instalments by borrowers. Considerable variation is also noticed in the manner in which the hirepurchase system is being operated. While in most areas spinners expect that if at the end of one year they can produce the minimum quantity of yarn prescribed by the Commission, they would be entitled to the subsidy amounting to half the price of the Ambar *charkha*, in other areas there seems to be some doubt about it. It is also noticed that notwithstanding the fact that the Commission has itself reduced the prescribed quantity from what was recommended by the Ambar Charkha Enquiry Committee, the agencies have in some cases prescribed different standards.

37. A programme of this magnitude can only be carried out in a systematic manner if the executive agency at each level knows precisely the nature and extent of its responsibility and is properly instructed by the Commission in all aspects.

Such instructions should specify the responsibility of the agencies in distributing *charkhas* to spinners who have satisfactorily completed their course of training; the terms and conditions governing the hire-purchase of *charkhas*; and the minimum output which would entitle the spinner to the subsidies on the cost of the *charkha*.

38. The Committee found that several institutions were concerned about the risk of loss involved in operating the hire-purchase system. At present they remain responsible for realising the instalments which extend to 2½ years. The Committee are of opinion that to meet the difficulty the period over which payment is spread should be reduced, by reducing, if necessary, the prescribed minimum output and by providing funds to cover the likely losses of agencies from failure of spinners to pay the instalments. We think it should be enough to provide funds to cover 50% of the losses of the agencies provided that the loss on this account does not exceed 5% of the annual hire-purchase instalments.

Training Programme

39. To implement the pilot programme for the manufacture of Ambar *charkhas* sanctioned by Government in 1955-1956, instructors were trained over a period of less than six weeks. When the programme for 1956-57 was sanctioned, the institutions had to depend on these semi-trained instructors who could not naturally be expected to train spinners satisfactorily either in the maintenance of the *charkha* or in its economic operation. Although therefore the entire programme depended to a large extent on the instructors for its success, in very few cases they came up to the standard of efficiency required of them.

40. To meet this situation, the programme of 1956-57 provided for a training course of six months for instructors. A

number of training schools (Vidyalayas) were established for this purpose. It is, however, observed that the selection of persons to undergo training needs to be made very carefully, so that they can come up to the required standard.

41. The number of carpenters available for the training-cum-production centres was also inadequate. The services of trained carpenters, particularly in the initial stages when the spinner has to familiarise himself with the various implements are indispensable. There is again the need to train spinners to attend to minor repairs and adjustment of the *charkhas*. It is thus obvious that the programme of training instructors and carpenters should provide for the training of relatively a larger number of both categories of personnel in order to ensure effective training of spinners.

42. The duties of the instructors and carpenters have been increased to include follow-up services. They are now entrusted not only with training of spinners but organising production of yarn. Instructors are made responsible for distribution of cotton to spinners and purchase of yarn from them in addition to assisting them in improving the quality of their work. The carpenters likewise have not only to service the *charkhas* distributed to trained spinners but also to arrange for replacement of parts whenever necessary. Thus the functions of both instructors and carpenters have tended to expand.

43. It follows therefore that both the nature and duration of training of instructors and carpenters have to be reviewed. If an instructor has not only to maintain records of spinners so as to watch their progress during the period of training but also various types of accounts as a result of the addition of their duties; if again a carpenter has to keep records of spare parts and other materials supplied to spinners and accounts of receipts etc., the educational and other qualifications of both categories of workers

will have to be of a sufficiently satisfactory standard to enable them to discharge their functions. The syllabus of their training should therefore be amended to include a course in the essentials of organising and managing production centres. Further, to enable them to keep abreast of developments and correct deficiencies in their early training, refresher courses should be organised for all of them.

14. Along with the carpenters specially selected for the programme, it would be necessary to provide for training of village carpenters and blacksmiths who should eventually undertake servicing of *charkhas*. Because of their professional background, it should be possible to train them to repair and service Ambar *charkhas* over a relatively shorter period of time. The Committee, therefore, recommended that the Commission should prepare a programme of training of village carpenters and blacksmiths so that service facilities may be readily available to spinners in their villages on as large a scale and as frequently as they require.

45. In order however to avoid a likely increase of overheads, the Committee would suggest that the possibilities of training local personnel with some education to undertake part-time work for the programme should be explored. We have in mind school teachers and other professional people in villages. Efforts should be made to induce them to give part-time service to the programme so as to reduce its costs and provide on-the-spot service to the spinners.

46. As regards spinners, the expectation of the Board that it might be possible to get them to attend training centres for 8 hours every day over a period of three months was found difficult to realise. Often a training centre of the standard size approved by the Government could not be run in distant villages owing to inadequacy of accommodation. As a result, a large number of smaller training centres consisting of five or more

charkhas and described as subsidiary work-cum-training centres came into existence. The main centres continued to supervise work of a group of smaller centres in addition to running a centre of their own with about 10 *charkhas* each.

47. Most of centres can work, at the best or times, for a period varying between 4 to 6 hours each day and normally for four hours or less. The reason is that about 80% of trainees are women with domestic responsibilities. The reason is appreciable demand for training facilities in the use of the Ambar *charkha* both in rural and urban areas but the period of work in the training centres varies from place to place according to local conditions. The shorter working day has necessarily affected the earlier assumption that training for a period of three months would be adequate for a spinner. It is also evident that the training only in the use of the various parts of the Ambar *charkha* is not enough for maintaining the prescribed productive efficiency but it is necessary to include training for the maintenance of the *charkha*, that is, training in minor repairs and adjustments.

48. Difficulty is caused by the fact that in spite of the Board having prescribed a training programme for a period of three months for each spinner, a number of institutions, particularly in Andhra Pradesh and Uttar Pradesh have varied the period because they find that several spinners attain the prescribed minimum daily output of 8 hanks ahead of the schedule. Such spinners are considered trained and fit to receive *charkhas* for independent operation. It is not realised that the attainment of a given level of productive efficiency does not necessarily imply technical mastery over the instrument or knowledge of the details of its maintenance. The Committee are of opinion that as a result of a number of factors, the training of spinners has not, by and large, come up to the standard of efficiency or completeness originally envisaged. The Committee

recommend that training of spinners all over the country should be for a minimum period to be prescribed by the Commission so that the spinners can be depended upon to work their *charkhas* with efficiency and attend to minor repairs without every time depending on the help of the carpenter.

49. When the programme was approved in 1956, there was no adequate field experience to enable the Board to determine the period during which spinners in different regions were likely to work on the *charkha*. We find that, generally spinners on the Ambar *charkha* as those on the kisan *charkha* work only a part of the day. It seems that spinners are not able to devote more than 3 to 4 hours per day on an average on the work. This finding suggests the need for a revision of the basis of estimating production of yarn during a given period of time.

50. The Committee observed that the institutions are not following a uniform policy in payment of stipend of Rs. 20 which is paid at the end of the course. In others, a part only is paid, the balance being credited to the spinner against the hire-purchase instalments of the *charkha* which is supplied to him. In yet other cases the stipend is distributed over the period of the course in graduated instalments. One State Board is paying the stipend at the rate higher than sanctioned by the Commission, the balance being met by the State Government. The irregularity of the payment and the arbitrary cuts for one reason or another discourage many spinners from undergoing the full course of training. The system of taking the whole or part of the stipend as deposits against the price of the *charkha* to be supplied causes not only hardship but unwillingness on the part of the spinner to take up the work.

51. The Committee are of opinion that the payment of Rs. 20 as stipend for a course of three months provides very little incentive to persons to undergo the full course of training. On

the other hand, if that training can be confined to the knowledge of the operation and maintenance of the spinning unit of the Ambar charkha, the period can be reduced and then the payment of a stipend of Rs. 15 per month would be adequate. It seems to us that if ready-made slivers can be distributed as will be suggested later, it should be possible to reduce the period of training to not more than two months and the payment of a stipend in that case of Rs. 30 would be sufficient.

52. Moreover, the intensity of work on the Ambar charkha varies from season to season, increasing usually in the winter months and decreasing during summer. There are however wide variations in both the occurrence and duration of seasons in different regions. Generally the work on the Ambar charkha varies in inverse proportion to the intensity of agricultural and related operations. It is true that women form the majority of workers on the Ambar charkha. Most of them do not generally undertake work in the field. Nevertheless during the agricultural season, their volume of work at home increases and leaves them fewer spare hours for spinning. The Committee are of opinion that the total number of days during which the Ambar charkha can be expected to work by spinners is less than what was estimated earlier.

Production Of Yarn And Cloth

53. The Committee are of opinion that the output of yarn by trained spinners has not, generally speaking, been upto expectations. As already stated the possibilities of increasing working hours in the near future are limited. At the same time the present level of earnings of spinners is too low to be of sufficient inducement. It is, therefore, necessary to consider steps whereby the output can be increased even though the working hours remain the same. If the output per hour can be increased, the earnings would automatically go up.

54 In the fields of production, the first difficulty lies in the procurement of raw cotton of the right varieties and in appropriate quantities. The problem of keeping the spinner supplied with cotton according to his requirement and capacity to pay is relatively simple in case of *kisan charkhas*, because the requirement is small in quantity and value causing no difficulty either to agencies distributing the cotton or the spinners who are required to pay for it. The production of yarn under the Ambar *Charkha* Programme being on a much larger scale, both the quantity of raw cotton involved and the frequency of requirement are greater. This is more so because the Ambar *Charkha* can produce higher counts of yarn. The spinner, however, lacks the capacity to pay for so much cotton in cash at such frequent intervals. The present arrangements for the distribution of cotton and yarn and purchase of yarn from them cannot be considered entirely satisfactory. We are of opinion that the Commission should set up standing committees in different regions on which the leading agencies in the field should be represented for ensuring purchase of cotton in bulk at the appropriate time. This would keep the distributing agencies supplied with the raw material and ensure in turn a regular flow of supply to the spinner. The standing committee should have on its staff persons with adequate technical knowledge of cotton, particularly in view of the fact that the yarn is to be spun of varying counts.

55. Apart from the fact that the spinner who is a part-time worker cannot devote more than 4 hours on an average per day to the work, there are other reasons why the Ambar *charkha* has not so far proved as attractive as the older *kisan charkha*. The investment, the period of training, and the amount of labour involved are alike much less in the case of the *kisan charkha*. Correspondingly the earnings are the same and in a few cases, even higher. The sliver-making machine (*belni*) of the Ambar *charkha* admittedly involves considerable physical exertion. The

preparation of slivers alone is stated to take up 70% of the time available to spinners. Obviously, so long as this position continues, the scope for any substantial increase in output will be very limited. The key to the problem lies in further technical improvements on the Ambar *Charkha* itself and other methods whereby both its price and the period to be spent on training can be reduced.

56. The Committee understand that the laboratory of the Ahmedabad Textile Industries Research Association is working on a cotton opener which will replace the separate carding unit. Experiments are also stated to be in progress to carry out the processes of making slivers and spinning on the spinning unit itself, thereby eliminating the sliver making machine (*belni*). If these experiments succeed, the physical strain of operating the Ambar *Charkha* would be much reduced. Another solution may be to supply carded cotton to spinners. It seems that in Rajasthan, the Punjab, Uttar Pradesh and Bihar this is already the practice and carding machines are not supplied in all cases with the Ambar *Charkha* set. The Committee understand that in some areas ready-made slivers are distributed to spinners on an experimental basis. One defect which has been observed in the quality and quantity of yarn is due to the inability of the spinner to turn out suitable slivers. It is considered that both quality and quantity of the output of yarn can be increased if ready-made slivers are supplied to spinners. This would also result in a considerable saving in time and, by increasing the output, increase the earning capacity and generally make the scheme more attractive than it now is. The introduction of ready made slivers would also reduce the period of training substantially perhaps to not more than two months without reducing its effectiveness. With the reduction in the period, the training can be made more effective than it now is. Finally the cost of the programme, particularly the working capital and other

requirements for the production of charkhas and loans for their distribution on hire-purchase basis would be correspondingly reduced.

57. The Committee, therefore, are of opinion that arrangements for specialisation in production and distribution of slivers to spinners should receive immediate attention. To begin with they may be introduced on an experimental basis. Slivers can either be prepared by a separate set of workers specially trained for the purpose either by hand or by using animal power. The Committee however consider that where it is possible to do so, slivers should be produced by use of mechanical power. The Committee further recommend that laboratory tests should be conducted to evolve a suitable sliver-making machine capable of being worked by mechanical power on a decentralised basis. However, as recommended at a conference at Poona in 1954, the use of mechanical power should not be resorted to if it results in unemployment and leads to the exploitation of one section of the community by another. The Committee have reason to think that production of slivers by mechanical power will, instead of increasing unemployment, actually induce more people to take to spinning. The reason is that by making cheap ready-made slivers available it will enable the spinner to devote more time to spinning and thereby increase his output and earnings.

58. It is also necessary to organise follow-up services on an adequate scale. Not in all cases are these services satisfactory in quality or frequency. Follow-up facilities should provide not only for supply of spare parts for maintenance of charkhas but guidance and instructions in improving the quality of yarn. Such facilities will help to eliminate some of the major difficulties of spinners and at the same time, provide an organisational nucleus to ensure the continuity of the programme.

59. At present Ambar yarn is woven into cloth by weavers

accustomed to use either hand-spun yarn and mill yarn. The institutions have employed both groups of weavers, though the number of the latter varies from place to place. It is generally admitted that Ambar yarn, particularly, when produced by trained spinners is superior to other varieties of hand-spun yarn. The weavers accustomed to mill yarn however experience several difficulties in the preliminary processes and their output in the initial stages is barely 4 yards per day as against about 6 yards which a weaver accustomed to hand-spun yarn can turn out. It is therefore necessary to provide some preliminary training to weavers accustomed to mill yarn.

60. Till now the weaving of Ambar yarn has not presented any serious problem. The case would however be different when the output of Ambar yarn goes up. The Committee, therefore, consider that to meet this eventuality, preparation should be made in advance for recruiting an adequate number of weavers accustomed till now to mill yarn and to complete their training in the use of Ambar yarn. The Committee recognise that to induce such weavers to take to Ambar yarn it would be necessary to ensure to them the various types of assistance which the All India Handloom Board advances to weavers organised in co-operative societies. To the extent to which such weavers are already members of co-operative societies no problem would arise. When they are not, the extension of similar benefits to them on an *ad hoc* basis till they can be formed into co-operative societies would seem to be necessary. The following are some of the measures which should provide necessary incentive to weavers who take to Ambar yarn :-

Provision of a common weaving shed in places where there are 50 to 100 weavers, so that they can work throughout the year instead of a few months during which weaving can be undertaken in the open air.

- ii) Financial assistance to improve the looms with take-up motion attachments and for obtaining shuttles and bobbins according to requirement.
- iii) Financial assistance in obtaining creel, bobbin and beams to prepare warps of 100 to 200 yards instead of 36 to 84 yards which leads to wastage of time and lowering of output.
- iv) Provision of technical demonstration parties to train weavers in the use of improved tools and equipment and in the manufacture of different varieties of cloth.

61. The rate of wages paid for weaving with Ambar yarn is at present the same as for weaving with other types of hand-spun yarn. This position too would undergo some change when the output of Ambar yarn increases. It would be difficult to induce weavers accustomed to mill yarn to use Ambar yarn if, apart from financial and technical facilities mentioned above, the wage rate is not revised. We recommend that the question be examined by the Commission at an early date.

Marketing

62. The general opinion is that cloth in which Ambar yarn has been used requires special processing to make it attractive for the market. Unlike the hitherto available hand-spun hand-woven cloth whose output constituted a fraction of the total output of textiles, the production of cloth with Ambar yarn will in all likelihood increase during the period of the Second Five Year Plan. To market this increasing volume of production, processing and finishing should be directed to meet consumer preference. Most of the major institutions have arrangements for bleaching, dyeing and printing cloth. The Committee, however, consider that there is considerable room for improvement both in regard to capacity as well as the adoption of improved designs in weaving and prin-

ting to promote sales in keeping with the increased volume of production.

63. Though cloth produced with Ambar yarn is expected to be cheaper than cloth produced with other varieties of hand-spun yarn yet in comparison with either mill cloth or hand-woven cloth in which mill yarn has been used its price will continue to be higher in the foreseeable future. Even with the subsidy of 25% available to the consumer as a rebate, the margin is unlikely to be much reduced. If, as envisaged by the Ambar Charkha Enquiry Committee, the ultimate objective is the total abolition of the subsidy, the difference would become all the greater. The most practical way of meeting the problem is to aim at the maximum local disposal of the hand-woven cloth produced by using Ambar yarn. If it is not possible to ensure local consumption of the whole or the bulk of the cloth woven in a village or a group of villages, the aim should be to arrange disposal, to the maximum extent possible, within a district. Such an arrangement will reduce transport and handling charges and thereby it may even be possible to reduce the sale price to the local consumer to some extent. Local consumption of the bulk of the production would of course entail production of cloth in varieties and shades to meet local needs which will have to be studied.

64. So far attention has been paid mostly to marketing of hand-spun hand-woven cloth in urban areas. Most of the emporia are now in the larger cities. There is a scheme to establish such emporia in every State capital and principal towns. Though the attempts to expand the urban market are not deprecated, we think that much greater emphasis should be laid, for the reasons stated above, on local consumption of such cloth. It would also be in keeping with the aim of regional self-sufficiency which is one of the main objectives of the programme. We are aware that the Commission has a scheme for increasing local

sales of such cloth. It may, however, be necessary to further expand the system of appointing sales agents on commission basis. We would also suggest that the Commission should set up a separate Directorate to organise and promote local sales. We consider this to be necessary as the volume of work is likely to increase with the output of cloth using Ambar yarn.

CHAPTER IV.

PATTERN OF ORGANISATION RECOMMENDED

65. The analysis of the existing organisation and methods discussed in Chapter II shows that there are today a number of agencies entrusted with the implementation of the Ambar Charkha Programme. The composition of these agencies differs to such an extent that the problem of co-ordinating and directing their activities assumes major importance if the targets of production of Ambar yarn during the period of the Second Five Year Plan are to be achieved. Again, apart from the necessity of some integration in the structure and methods of the organisations, it is also necessary that additional agencies are created to undertake the work. The programme is conceived as a decentralised industry. It is, therefore, necessary that the operating unit is not concentrated as it tends to be at present. The creation of many more operating units of smaller sizes should be the primary aim. The short-term problem is how best to adapt the operation of the existing agencies to the end that their work can be effectively co-ordinated and integrated into a uniform and well-knit organisation which can be expected to implement the programme approved by the Government.

Co-operation

66. The Ambar Charkha Enquiry Committee as well as others who have been associated with the Ambar Charkha Programme have been unanimous in their view that the future of the industry and the continuity of the programme can be ensured fully through co-operative agencies. The Khadi and Village

Industries Commission is also of this view. It has set up a committee to advise it on co-operation in this field. At the same time it is recognised that there are difficulties in organising and managing co-operative societies, such as :

- (a) delays in registering co-operative societies and in obtaining loans etc., arising from the inability of most of the village industries to satisfy the Registrars regarding their economic viability and credit-worthiness ;
- (b) the problem of obtaining credits, from banks, of the size would be required for the Ambar Charkha Programme in view of the assets which such societies are likely to have ; and
- (c) the problem of managerial and supervisory staff.

67. The Committee understand that the Government of India have recently set up a working group to examine the problems which stand in the way of rapid formation of industrial co-operatives, particularly for cottage industries including hand-spinning. The Committee have no doubt that the difficulties outlined above, which are not peculiar to the Ambar Charkha Programme but to cottage and small-scale industries as a whole, would receive the consideration of the working group which may be able to suggest some solution, if necessary, by changes in the existing laws governing co-operatives. The Committee are generally of opinion that as the Second Five Year Plan itself has laid down, financing of such co-operatives would have to be undertaken by the Government till institutional credit develops. As the Central Government are now financing the Ambar Charkha Programme in the shape of both grants-in-aid and loans the Committee see no difficulty in similar facilities being extended to co-operative societies implementing the programme. The Committee recognise the difficulties of such societies in the mat-

ter of securing suitable managerial and supervisory personnel. We would suggest that along with the scheme of assisting the State Government in expanding their staff for registration and supervision of co-operative societies, the Khadi and Village Industries Commission should consider the possibility of subsidising the managerial and supervisory staff of co-operative societies for a certain period of time to enable them to organise themselves in the formative years.

68. The Committee have noted that in the current year's budget of the Commission, certain funds have been earmarked to assist the formation of co-operatives by providing loans to artisans for purchase of shares. The Commission has also set up a small unit at its head office to study the problems of co-operation and to advise field workers. The Committee would recommend that a systematic attempt should be made by drawing up a programme for the formation of co-operatives extending over several years with definite targets for setting up such societies in each State in each year of the programme. Constant watch should be kept on the progress of the formation of co-operatives as in this way alone the eventual solution would lie.

Decentralisation Of Agencies

69. The Committee, however, recognise that the formation of co-operatives would, in the best of circumstances, take time. While, therefore, they would emphasise that every step should be taken in that direction and that at no time should progress of formation of co-operative societies be considered anything but the major objective, the Committee would suggest certain measures of a short-term nature to meet the immediate organisational problem pending the formation of an adequate number of co-operative societies.

70. The Committee are of opinion that the intensive follow-up and provision of essential services for organising the

production under an ever-expanding programme through well-trained and capable instructors and managers should be possible only if the organisation is decentralised down to the tehsil level. As stated in Chapter II, this is not the case at present. The bulk of the work is still performed by 5 institutions. The remaining 132 institutions and a few co-operative societies make an insignificant contribution. This creates a number of problems. Apart from the difficulties of such institutions undertaking an expanded programme, already noticed in paragraph 17, their borrowing capacity itself tends to be limited. Concentration of the programme in a few institutions involves addition to their current liabilities which many of them find burdensome and which, in any event, is undesirable. The Committee would, therefore, recommend the formation of smaller units which should be able to accept loans on their own, and which should, at the same time, be so organised as to ensure the proper utilisation of the funds. To this end, it is suggested that the composition of the management of the new units should be broadbased ensuring representation of the local staff of the State Government along with those of the institutions already in the field and representatives of spinners. The new institutions which should be registered under the Act of 1860 may provide for such a composition in their constitution.

71. In the initial stages, the district branches of the existing major institutions may undertake the formation of the smaller units proposed above by providing them with essential guidance and services. The primary units we envisage should be at the tehsil level. The district unit should be a federation of the primary units for providing common services, such as, supply of implements and spare parts, and arrangements for weaving yarn, which the primary units would purchase from spinners. In due course, the district units should also undertake formation

of new primary units.

72. We further envisage the grouping of district associations into a regional organisation which in some cases may be the apex body of the State or in some cases may federate to form such an apex body. The task of this regional and apex organisation would be primarily to ensure co-ordination in the different units and adequate supervision of the implementation of the programme.

73. The organisational structure which we recommend above has several advantages. The capacity of work of the units at each level of that structure can be precisely assessed. Common services can be provided to each of them irrespective of their size. The promotion of such units at different levels by the existing major institutions would enable the continuity of personal contacts with such institutions and hence the continuity of the greater part of the programme. The most important advantage; in our view, however, is that this structure would provide the nucleus of the speedier formation of co-operatives not only by creating an organisation at different levels but also imparting the necessary training in the management of such institutions to those most concerned with them.

Role Of The State Boards

74. We have already noticed in Chapter II that though the majority of the States have accepted the advice of the All India Khadi and Village Industries Board to set up statutory State Boards, the work of the latter so far has been of a limited character, for various reasons. The original purpose of setting up the State Boards was to enable the Central Board to share its responsibilities with them. One reason why it has not always succeeded is that the State Boards are not mainly composed of representatives of institutions which have developed tradition in this type of work. This leads to lack of direct contact with

the primary agencies implementing the programme. We recommend that the State Governments should give very early and careful consideration to the composition of these Boards to make them more representative. Where such is not the case yet, it should be considered whether representation should not be given on the State Boards to institutions implementing the Khadi and village industries programme in the areas concerned. We are also of the view that the State Board should contain representatives of the co-operative societies and development departments of the State Government, as these are also the agencies for executing the various development programmes in relation to Khadi and village industries in the States.

75. When fully representative, a State Board should be able to effectively supervise the implementation of the programme by the agencies in the field and to provide the necessary co-ordination between the different elements. It should be capable of providing common facilities, such as training, supply of raw materials, etc., of a size which cannot be entrusted to district or regional federations. If the State Boards are suitably composed, it may not be necessary to form regional associations as envisaged above. The State Boards so organised should act as promotional authority for primary and district units, whether as co-operatives or as organisations outlined in paragraph 70. Finally, the State Board should act as adviser to the Khadi and Village Industries Commission in regard to the problems which arise in the State concerned.

76. The changes suggested above may require amendment of the existing State Acts which have already set up such Boards. We do not think this would create any difficulty. In States where no such Act has yet been passed, the problem would be simpler. We, therefore, suggest that the Khadi and Village Industries Commission should take up immediately with the State Governments the question of re-organising the State Boards to

make them more functional in character and fully representative of the executive agencies in charge of the programme.

Role Of The Departments Of The State Government

77. The Ambar Charkha Enquiry Committee had recommended that the programme should be integrated with that of the Community Project Areas and National Extension Service Blocks and should be run by the Administration wherever an organisation has been built up. Our recommendations in regard to changes in the organisation should facilitate the implementation of this proposal. The Development Commissioner will be a member of the State Board. This will provide him with sufficient contacts both with the institutions as well as other agencies entrusted with the work, who have already acquired sufficient experience in it. It will, however, be necessary, if the programme is to be effectively implemented in the Community Development and National Extension Service blocks, to appoint officials who have had sufficient experience and background of the work relating to *Khadi* and village industries. We commend the example of the Government of Madras in setting up a separate Directorate of *Khadi* consisting of personnel with sufficient knowledge and background of *Khadi* and village industries. We consider that because of the historical background of these industries, the special economic consideration which applies to them, and the need of personnel with expert knowledge, the work relating to these industries should be dealt with in a separate directorate and not in the directorate of industries. Whether the special directorate we suggest should utilise the existing institutions as agencies or set up separate agencies is a matter which may be left to the decision of the State Governments. We are also of opinion that the creation of a special directorate would help in the integration of the Ambar Charkha Programme with that of the community development which was one of the recommendations of the Ambar

Charkha Enquiry Committee. We also envisage that the task of forming primary and district units described in para 71 should be undertaken not only by the major institutions but also, in so far as the Community Development Projects and National Extension Service Blocks are concerned by the block staff as well.

Conclusion

78. Our task in this chapter has been mainly to suggest the transitional arrangement. We cannot emphasize too much the necessity of keeping in view the only solution, in our opinion, in the field of organisation for the Ambar Charkha Programme, that is the formation of co-operative societies. We consider that for a decentralised industry there is no other method by which administrative viability can be ensured. We also consider that the formation of co-operatives has a great educative value in training people in democratic methods of conducting their affairs. However, valuable may have been the work of other agencies, we have no doubt that no other institution can be an adequate substitute for organising decentralised production than co-operatives which would be managed by the persons most vitally concerned in the industry.

CHAPTER V

SUMMARY OF RECOMMENDATIONS

1. In the manufacture of Ambar Charkhas, it is necessary to use only seasoned wood to ensure both its performance and life. If seasoned wood is not locally available, centralised purchase and supply should be resorted to. Financial assistance may be provided for setting up seasoning kilns (Paragraph 29).
2. Trained technical personnel for manufacture and supervision should be appointed for workshops. To begin with, at least one qualified mechanical engineer should be appointed to each of the larger workshops (Paragraph 30).
3. Before despatch, the *charkha* should be inspected. A uniform procedure should be laid down for inspection of the various components and their fitting (Paragraph 31).
4. Arrangements for timely and regular supply of precision parts to workshops should be made (Paragraph 34).
5. Trial should be conducted for manufacturing rings out of mild steel, case hardened and travellers out of piano wire (Paragraph 35).
6. Clear instructions should be issued to the agencies specifying their responsibility in distributing charkhas to trained spinners; the terms and conditions governing the hire-purchase of Charkhas; and the minimum output within a given period which would entitle the spinner to obtain the subsidy allowed on the price of charkhas (Paragraph 37).
7. It would be desirable to reduce the period over which instalments have to be paid before the *charkha* becomes the

property of the spinners. For this purpose the prescribed minimum qualifying out-turn on the *charkha* may be reduced. The agency should be helped to cover the likely losses from failure of spinners to pay the instalment to the extent of 50% of the losses provided that the loss on this account does not exceed 5% of the annual amount of the hire-purchase instalments (Paragraph 38).

8. The selection of persons to undergo training as instructors needs to be done more carefully (Paragraph 40).

9. Proper training of spinners is the key to the success of the scheme. To this end, a relatively larger number of instructors and carpenters will have to be trained (Paragraph 41).

10. As several follow-up services are being entrusted to instructors and carpenters, it will be necessary to review their educational and other qualifications, as also the syllabus of their training which should include the essentials of organising and managing production centres. For those already trained, refresher courses should be organised (Paragraph 43).

11. In addition to the regular course for training carpenters, village carpenters and blacksmiths should also be given some training to provide service facilities in the village itself (Paragraph 44).

12. To reduce overheads and secure further decentralisation, local personnel with some education, such as teachers, should be trained and encouraged to undertake part-time work for the Ambar Charkha Programme (Paragraph 45).

13. The training for spinners should include not only use of the various parts of the *charkha*, but its maintenance, i. e. training in minor repairs and adjustments (Paragraph 47).

14. There should be a uniform period for training spinners all over the country. The minimum period should not be reduced merely because a spinner reaches the scheduled daily output before the prescribed time. The course should be wholly undergone before a spinner is considered fully trained (Paragraph 48).

15. Experience shows that work on the *Ambar Charkha* is generally part-time extending to not more than 3 to 4 hours per day on an average. A sufficient allowance should, further, be made for the agricultural season. Hence, it would be necessary to revise the basis of estimating production of yarn during a given period of time (Paragraphs 49 and 52).

16. The present rate of payment of stipends to spinners at Rs. 20 for a course of 3 months is inadequate. The period of training can be reduced by confining the course to the knowledge of operation and maintenance of the *Charkha*. If ready-made slivers are supplied, this period need not be more than 2 months in which case a stipend of Rs. 30 would be sufficient (Paragraph 51).

17. The procurement and distribution of raw cotton at the right time for production on the scale envisaged, requires greater co-ordination of the work of different agencies than is now evident. The Commission should set up regional standing committees on which the agencies in the field should be represented for ensuring purchase of cotton in bulk at the right time and keeping the agencies supplied with it so that there is a regular flow of supply to the spinners. The standing committees should be served by persons with adequate technical knowledge of cotton (Paragraph 54).

18. It would be necessary to consider improvements of the *Charkha* set, such as the opener to replace the carding machine, or the integration of the sliver making machine with the spinning

unit, or the supply of carded cotton to spinners, or the supply of ready-made slivers to spinners. The last is specially commended as it would mean much saving in time and thereby increasing the output and the earning capacity (Paragraph 56).

19. For ensuring supply of ready-made slivers, experiments of different types should be undertaken. A different set of workers can be entrusted with the work either by manual labour or by animal power. Where no appreciable unemployment or exploitation of one section of the community by another is likely to result, mechanical power should also be used for the purchase (Paragraph 57).

20. Adequate follow-up facilities should be provided both for supplying spare parts for the maintenance of the charkha and for guidance and instructions in improving the quality of yarn. (Paragraph 58).

21. To weaver accustomed to the used of mill yarn, preliminary training is considered necessary before they can use hand-spun yarn with facility. (Paragraph 59)

22. Weavers, who are not yet members of co-operative societies, should be given the same assistance as is now being provided by the All India Handloom Board to those who are members of co-operative societies in such matters as provision of a common weaving shed, assistance in improving looms and obtaining equipment and accessories, and in providing technical demonstration parties both in use of improved tools and in providing technical demonstration parties both in use of improved tools and in manufacturing different varieties of cloth (Paragraph 60).

23. The rate of wages paid for weaving is now the same for Ambar yarn as for other varieties of hand-spun yarn. This is not attractive to the bulk of the weavers and requires a review (Paragraph 61).

24. Emphasis should be laid on local consumption of bulk of the production of cloth with Ambar yarn. This is necessary to reduce the cost of handling and transport as well as the margin between the mill product and the handloom product based on yarn (Paragraph 62.)

25. If arrangements for consumption of most of such cloth in a village or group of villages is not possible, the distribution should be aimed at on the district basis. The processing and finishing should be directed to meet the consumer preference (Paragraph 63).

26. For increasing local sales, the system of appointing sales agents on commission basis should be further expanded. The Commission should also set up a directorate to organise and promote local sales, which would be necessary with the increase in the output of cloth using Ambar yarn. (Paragraph 64).

27. Creation of a number of small operating units should be the aim consistent with the character of the industry. (Paragraph 65).

28. From a long-term point of view, the future of the industry and the continuity of its programme can be ensured only through co-operative agencies. (Paragraph 66).

29. Facilities which are now being provided by way of grants-in-aid and loans for the implementation of the programme should be available to co-operative societies undertaking the work. Such societies may be assisted by way of subsidising their managerial and supervisory staff for a certain period of time to enable them to organise themselves in the formative year. (Paragraph 67).

30. The Commission should draw up a programme for the formation of co-operatives extending over several years with definite targets for setting up such societies in each State in each

year of the programme. Constant watch should be kept on the progress of the work. (Paragraph 68).

31. Pending the formation of a sufficient number of co-operatives in this field, the organisation implementing the programme should be decentralised down to the *tehsil* level. Smaller institutions, which would be able to accept loans on their own and organised in such a way as to ensure proper utilisation of funds, should be set up. The management of these units should consist of representatives of the local staff of the development departments of the State Governments, the existing institutions and spinners. Such institutions may be registered under the Registration of Societies Act, 1860. (Paragraph 70).

32. In the initial stages, the district branches of the existing major institutions should undertake the formation of the primary units at *tehsil* level. In due course, there should be a district unit federating the primary units for the purpose of providing common services and also undertaking formation of new primary units (Paragraph 71).

33. The district associations should be grouped into a regional organisation which may be the apex body in the State. The task of the apex organisation should be to ensure co-ordination in the different units and supervision of their work. (Paragraph 72).

34. The composition of the State Boards should be reviewed. It is desirable that such Boards should be composed of representatives of the institutions implementing the *khadi* and village industries programme, the co-operative societies and the development departments of the State Governments. (Paragraph 74).

35. It should be the duty of the State Boards to effect necessary co-ordination between the different agencies and provide common facilities such as training, supply of raw materials,

etc., of a size which cannot be undertaken by the district or the regional units. A regional association may not even be necessary if a properly representative State Board can be formed. Other functions of the State Board should be promotion of primary and district units and advising the Commission in matters relating to the development of these industries in the State concerned. (Paragraph 75).

36. For effective implementation of the programme in the Community Development and National Extension Service Blocks, officials with sufficient experience and background of the work relating to Khadi and village industries should be appointed. (Paragraph 77).

37. The example of the Government of Madras who have created a separate directorate to look after the work relating to khadi and village industries is commended for adoption in other States (Paragraph 77).

38. Along with the district branches of major institutions, the block staff should also be entrusted with the formation of primary and district units in the Community Development Projects and National Extension Service Blocks. (Paragraph 79).

A P P E N D I X I

Khadi and Village Industries Commission Resolution No. 62, dated the 23rd May, 1957.

The following resolution was adopted :-

Resolution No. (62) : "Resolved that the following recommendations of the Khadi and Village Industries Board made in its meeting on 8th May, 1957 at Kaladi for the appointment of the following committee to examine the organisational aspects etc., of the Ambar Charkha Programme be and are hereby accepted :-

(a) The Committee will consist of :-

- (1) Shri A. Zaman, I. C. S.,
Ministry of Commerce & Industries,
Government of India,
New Delhi. Chairman.
- (2) Shri A. D. Bohra,
Ministry of Community Development,
Government of India,
New Delhi. Member.
- (3) Shri Dhwaja Prasad Sahu,
Bihar Khadi Gramodyog Sangh,
Muzaffarpur (Bihar). Member.
- (4) Shri Jhaverbhai P. Patel,
Khadi & Village Industries Board,
M-87, Connaught Circus,
New Delhi. Member and
Convenor.

- (b) The terms of reference of the Committee will be "To examine, consider and report upon the organisation and methods of the Ambar Charkha Programme".
- (c) The Committee will work in Delhi and complete its investigations before the end of June, 1957. It may visit Ambar Charkha Centres or invite prominent workers to meet it in Delhi.
- (d) For its secretarial work, the Committee will have at its disposal the services of officers from the Commission's office who are conversant with the present working of the machinery for the Ambar Charkha Programme".

A P P E N D I X II

A NOTE BY SHRI DHWAIA PRASAD SAHU

A suggestion has been made for ascertaining the propriety and feasibility of utilising animal and electrical power for working the Ambar Belni. This question appears to have arisen partly because some spinners are said to be experiencing difficulty in working the Belni and partly because of the time taken up for work upon the Belni. Both these points require careful consideration.

It is true that the Belni does not turn as easily as the Charkha and requires greater physical exertion as compared with the Charkha. Even then sometimes it is found that the Belni is not satisfactorily made and very often the Mal and the springs are not properly adjusted with the result that it causes much greater strain than it otherwise would. If, on the other hand, the unit is satisfactorily made and the Mal and springs are properly adjusted, no particular difficulty is experienced in working the Belni. The proper course, therefore, would be to see that the Belnis are satisfactorily made and given necessary service so that there is no undue strain in working. Besides, devices have now been introduced in the Charkha unit at the Sabarmati Ashram for utilising this unit itself for the processes that are done through the Belni and it is found that with the help of these devices introduced in that unit, this work of the Belni processes is rendered as easy as the final process. The difficulty, therefore, of excessive physical exertion can now be greatly minimised, if not eliminated. The question of relative time is no doubt important. Roughly speaking, it is stated that 70% of the time required to produce a particular quantity of

yarn is taken up by the Belni leaving only 30% for the Charkha but this, however, will be found to be only natural considering that starting from the opened cotton all the processes of drawing, interslubbing upto roving are done on the Belni while the Charkha has only to do a single process, viz. of turning the rovings into yarn. Even in the Mills the proportion is estimated as 4 to 1, that is, the time required for converting opened cotton into roving will be about 4 times as much as will be required for converting this quantity of roving into yarn. It will, therefore, be seen that the time that is taken up in converting opened cotton into rovings on the Belni in relation to the time taken for converting the rovings into yarn is in no way excessive, if it is compared with the relative proportion of time taken in the textile mills.

In view of what has been stated above, it is advisable to keep to the present arrangement, In the meantime ATIRA is making experiments in foot Belni. A similar experiment with animal or electrical power may be undertaken by the research institute at Wardha.

APPENDIX III

A NOTE BY SHRI JHAVERBHAI PATEL

The purpose of recording this separate note is to cover an additional point which has occurred to me after the draft proposals were considered by the Committee as a whole. I thought it was useful to discuss the point here as it has a vital bearing on the whole Ambar Charkha programme.

2. The responsibility cast on the producing institutions to dispose of Khadi that they produce is one of the many factors working as a deterrent to the raising of production of Ambar Khadi. Although no instructions to this effect have been issued from the Board or the Commission, this appears to be the working understanding, and therefore all existing Khadi institutions are working on the basis of this understanding. This basis also applies to new institutions proposing to take up the programme. During the course of the enquiry, it has been observed that this responsibility has set a limit to the production in the case of existing institutions, and also works as a deterrent to undertaking of the production by the new units who are unaware of the commitments involved. For instance, the representatives of the Bihar Khadi Samiti stated that the Samiti had to curtail their production programme in the absence of adequate arrangements for lifting khadi. They pointed out that production of khadi could be raised if the surplus stocks with them could be lifted. Some of the replies received from the Development Commissioners also revealed concern over the marketing of khadi. There are factors that can limit production and employment : (1) Inability to organise productive capacity; (2) Inability to organise demand ; and (3) Insistence on complete self-suffi-

clency. It is well to understand as to how far each of the three factors is responsible for restricting production.

3. Self-sufficiency is a good objective and the Committee have already emphasised its importance. But the main purpose of the Textile Policy of the Government in developing Ambar Spinning is to provide employment to those who need it. If this main purpose is to be fulfilled, self-sufficiency should be looked upon as an instrument of furthering it, rather than as a restrictive factor. By widening local markets self-sufficiency can help expand production to a certain extent. But in the present context of low purchasing power of people in the rural areas insistence on complete local self-sufficiency is likely to turn it into a restrictive factor. This position can change only gradually and self-sufficiency of rural areas can be attained by stages as the purchasing power is raised through provision of employment. If, however, self sufficiency is to be adopted as an independent objective, even if it acts as a restrictive factor for production and employment, it should be deliberately chosen, so that the limitations of the Ambar Programme become clear.

4. If marketing is organised, assuming on the one hand the demand equal to the quota allotted to Ambar Khadi by the Textile Policy and the limited scope under the present circumstances for complete self sufficiency in the rural areas on the other, it may not be necessary to cast the responsibility of disposing of the entire stocks of Khadi that they produce and the Commission should create adequate marketing machinery to organise demand to the full extent so as to be able to lift all surplus stocks offered by the producing units.

5. One difficulty for lifting surplus stocks arises in connection with Khadi produced by newly trained spinners and weavers. As the quality of such khadi is low, its disposal becomes a special problem. This khadi neither appeals to new

customers in the rural areas nor is acceptable to sales emporia in the towns. This has a damping effect on the raising of production of khadi. The Commission should give consideration to this problem of the disposal of initial stocks of khadi. The Committee have taken note of the marketing arrangements made or contemplated to be made by the Commission. These arrangements may be further augmented, by creating apex sales bodies, if necessary, to organise demand to the full extent.

6. I have thought fit to emphasise this aspect of the question to bring out the fact that production has suffered and is likely to suffer considerably during the course of the Second Five Year Plan if the main purpose of the Textile Policy of Government is not kept in view.