

REPORT OF THE  
NATIONAL COMMISSION ON  
AGRICULTURE  
1976

PART XIII  
RURAL EMPLOYMENT  
AND  
SPECIAL AREA PROGRAMMES



GOVERNMENT OF INDIA  
MINISTRY OF AGRICULTURE AND IRRIGATION  
NEW DELHI

**P. Agr. 136. XIII**

**5000**

PRINTED BY THE GENERAL MANAGER, GOVERNMENT OF INDIA PRESS, MINTO ROAD,  
NEW DELHI AND PUBLISHED BY THE CONTROLLER OF PUBLICATIONS, CIVIL LINES,  
DELHI

## PREFACE

The Report of the National Commission on Agriculture comprises 69 chapters in 15 parts. A complete list of chapters and parts is given in pages (iii), (iv) and (v). The Terms of Reference of the Commission and its composition are given in Part I—Chapter I—Introduction.

This volume, entitled 'Rural Employment and Special Area Programmes', is Part XIII of the Report and is divided into the following two chapters:

58. Rural Employment

59. Special Area Development Programmes

Certain aspects of employment of agricultural labour are dealt with in Chapter 69 in Part XV.

**REPORT OF THE  
NATIONAL COMMISSION ON AGRICULTURE**

**PART I—REVIEW AND PROGRESS**

1. Introduction
2. Historical Review
3. Progress of Agricultural Development
4. Some Economic Aspects

**PART II—POLICY AND STRATEGY**

5. Agriculture in Economic Development
6. Growth with Social Justice
7. Policy and Strategy
8. Centre-State Relations in Agricultural Development
9. Nutrition

**PART III—DEMAND AND SUPPLY**

10. Demand Projections
11. Supply Possibilities
12. Export Possibilities and Import Substitution

**PART IV—CLIMATE AND AGRICULTURE**

13. Climate and Agriculture
14. Rainfall and Cropping Patterns

**PART V—RESOURCE DEVELOPMENT**

15. Irrigation
16. Command Area Development
17. Land Reclamation and Development
18. Soil and Moisture Conservation
19. Electricity in Rural Development

**PART VI—CROP PRODUCTION, SERICULTURE  
AND APICULTURE**

20. Reorientation of Cropping Systems
21. Foodgrain Crops
22. Commercial Crops
23. Horticultural Crops
24. Plantation Crops
25. Fodder Crops
26. Sericulture
27. Apiculture

## **PART VII—ANIMAL HUSBANDRY**

28. Cattle and Buffaloes
29. Dairy Development
30. Sheep and Goats
31. Poultry
32. Other Livestock
33. Mixed Farming
34. Livestock Feeding
35. Animal Health
36. Meat Production and Animal Byproducts

## **PART VIII—FISHERIES**

37. Inland Fisheries and Aquaculture
38. Marine Fisheries
39. Crustacean Fisheries and their Utilisation
40. Marketing of Fish and Fishery Products

## **PART IX—FORESTRY**

41. Forest Policy
42. Production and Social Forestry
43. Minor Forest Produce
44. Forest Ecology and Wildlife Management
45. Forest Protection and Law
46. Forest Planning, Research and Education

## **PART X—INPUTS**

47. Seeds
48. Fertilisers and Manures
49. Plant Protection Chemicals
50. Farm Power
51. Implements and Machinery

## **PART XI—RESEARCH, EDUCATION AND EXTENSION**

52. Research
53. Education
54. Extension

## **PART XII—SUPPORTING SERVICES AND INCENTIVES**

55. Credit and Incentives
56. Marketing, Transport and Storage
57. Processing and Agro-Industries

## **PART XIII—RURAL EMPLOYMENT AND SPECIAL AREA PROGRAMMES**

58. Rural Employment
59. Special Area Development Programmes

## **PART XIV—PLANNING, STATISTICS AND ADMINISTRATION**

- 60. Planning
- 61. Statistics
- 62. Administration
- 63. Farmers' Organisation
- 64. International Cooperation

## **PART XV—AGRARIAN REFORMS**

- 65. Land Reforms Policy
- 66. Land Reforms Legislation and Implementation
- 67. Agrarian Structure and Perspective
- 68. Consolidation of Holdings
- 69. Agricultural Labour

## PART XIII

### RURAL EMPLOYMENT AND SPECIAL AREA PROGRAMMES

#### CONTENTS

#### CHAPTER 58—RURAL EMPLOYMENT

SECTION	PAGE
1 INTRODUCTION . . . . .	1
2 GROWTH OF RURAL LABOUR FORCE . . . . .	3
Estimate of Rural Labour Force . . . . .	3
Employment Status . . . . .	7
3 THE UNEMPLOYMENT SITUATION . . . . .	8
Estimate of Unemployment . . . . .	8
Characteristics of Unemployment . . . . .	10
4 PROGRAMMES AND PLANNING . . . . .	12
Crop Production . . . . .	13
Agrarian Reforms . . . . .	17
Irrigation Works and Land Formation . . . . .	17
Soil Conservation and Land Development in Rainfed Areas . . . . .	20
Animal Husbandry . . . . .	20
Fisheries . . . . .	25
Forestry . . . . .	26
Special Employment Programmes . . . . .	30
Non-agricultural Programmes: . . . . .	
Development of Infrastructure and Services . . . . .	36
Rural Industry . . . . .	40
5 THE STRATEGY AND POLICIES . . . . .	44
Perspective for Future . . . . .	44
Employment and Rural Poverty . . . . .	48
Work Planning and Direction . . . . .	50
Improvement of Skills . . . . .	52
Manpower . . . . .	52
6 SUMMARY OF RECOMMENDATIONS . . . . .	53

#### APPENDIX

58.1 Distribution of Workers by Industrial Categories, 1901—1971 : All India . . . . .	57
58.2 Distribution of Workers by Industrial Categories with and without Child Workers, 1971: All India . . . . .	58
58.3 Percentage of Small Cultivator and non-Cultivating Wage-earner Households willing to take up Full-time Jobs within and outside Village, 1970-71 . . . . .	59
58.4 Employment (number of days in a year) of Agricultural Labourers . . . . .	60
58.5 A Note on Methodology adopted for Projection of Rural Labour Force by 2001 A.D. . . . .	61

## CHAPTER 59—SPECIAL AREA DEVELOPMENT PROGRAMMES

SECTION	PAGE
1 INTRODUCTION . . . . .	64
2 HILL AREAS . . . . .	65
General Description . . . . .	65
Past Efforts at Development . . . . .	66
Himalayan Hills . . . . .	68
Strategy of Development . . . . .	69
Land Use . . . . .	71
Soil Erosion . . . . .	71
Reclamation of Land . . . . .	72
Shifting Cultivation . . . . .	72
Water Utilisation . . . . .	73
Power Development . . . . .	75
Crop Development . . . . .	75
Food Crops . . . . .	
Horticultural Crops . . . . .	
Livestock Development . . . . .	81
Fisheries . . . . .	87
Forest Development . . . . .	88
Sericulture . . . . .	89
Apiculture . . . . .	89
Storage, Marketing, Processing and Transportation . . . . .	90
Research, Extension, Education and Organisation . . . . .	93
Southern Hills . . . . .	94
Land Use Pattern . . . . .	95
Soil Erosion . . . . .	96
Development Strategy . . . . .	97
Forest Development . . . . .	97
Plantation Crops . . . . .	98
Livestock Development . . . . .	99
Fisheries . . . . .	100
Apiculture . . . . .	101
3 TRIBAL AREAS . . . . .	101
Problems of Tribal Areas . . . . .	101
Planning Efforts in the Past . . . . .	104
Approach to Tribal Development . . . . .	110
Preparation of Land Records . . . . .	111
4 ARID AND SEMIARID AREAS . . . . .	121
Drought Prone Areas . . . . .	121
Problems of Development . . . . .	121
Past Efforts at Development . . . . .	122
Identification of Drought Prone Areas . . . . .	127
Strategy of Development . . . . .	130
Hot Desert . . . . .	130
Drought Prone Areas Outside the Desert . . . . .	132
Development and Management of Irrigation . . . . .	133
Soil and Moisture Conservation . . . . .	136
Social Forestry . . . . .	137
Pasture Development . . . . .	137
Cropping Pattern and Agronomic Practices . . . . .	138
Animal Husbandry . . . . .	139
Processing and Marketing . . . . .	140
Drinking Water Supply and Rural Communications . . . . .	140
Cold Arid and Semiarid Areas . . . . .	141
5 KUTCH AND SUNDARBAN . . . . .	142
Rann of Kutch . . . . .	142
Sundarban . . . . .	143
Approach to Development . . . . .	145
Fisheries . . . . .	147
Forestry . . . . .	149



SECTION	PAGE
Animal Husbandry . . . . .	150
Communications and Transport . . . . .	150
Electrification . . . . .	151
6 SMALL AND MARGINAL FARMERS AND AGRICULTURAL LABOURERS	151
7 SUMMARY OF RECOMMENDATIONS . . . . .	154
APPENDIX	
59.1 Percentage Distribution of Reporting Area according to Land Use Classification in the Himalayan Region, 1970-71 . . . . .	167
59.2 Percentage Distribution of Area under Crops in the Himalayan Region, 1970-71 . . . . .	169
59.3 Livestock Population in the Himalayan Region, 1972 . . . . .	170
59.4 Districts in the Himalayan Region recommended for Milk, Sheep, Poultry and Pig Development . . . . .	171
59.5 Western Ghat Areas in the Southern States identified on the basis of Elevation and Rainfall . . . . .	173
59.6 Percentage Distribution of Reporting Area according to Land Use Classification in the Western Ghat Hill Areas, 1969-70 . . . . .	175
59.7 Percentage Distribution of Area under Crops in the Western Ghat Hill Region, 1969-70 . . . . .	176
59.8 Livestock Population in the Western Ghat Hill Region, 1966 . . . . .	177
59.9 Districts in the Western Ghat Hill Region recommended for Milk, Sheep, Poultry and Pig Development . . . . .	178
59.10 Tribal Population in India, 1971 . . . . .	179
59.11 Drought Prone Districts as Identified by the Irrigation Commission and those covered under DPAP . . . . .	181
59.12 Average Annual Rainfall, Geographical Area, Population, Gross Cropped Area and Gross Irrigated Area in selected States (abridged title) . . . . .	183
59.13 A Note on Increasing Irrigation Facilities in the Drought Prone Districts of Madhya Pradesh, Maharashtra and Gujarat . . . . .	185
59.14 DPAP Districts in which programmes for Milk, Poultry, Sheep and Pig Production through Small and Marginal Farmers and Agricultural Labourers are recommended . . . . .	189