

GOVERNMENT OF INDIA
PLANNING COMMISSION

THE FIRST FIVE YEAR PLAN

1951—56

SUMMARY OF RECOMMENDATIONS

THIS SUMMARY brings together the principal recommendations contained in the final report on the Five Year Plan, which was approved by Parliament in December, 1952. The recommendations have been set out chapter by chapter, and against each recommendation the paragraph number and the number of the page on which it appears in the report have been indicated. For convenience of reference each recommendation carries its own index number. A short subject index has been provided at the end of the Summary.

A word of caution may also be added. While the Summary will assist in drawing attention to individual recommendations in the Plan, as a general rule, it is desirable to ascertain the implications of any recommendation by referring to the final report itself.

May, 1953.

TABLE OF CONTENTS

	Printed report pages	Recom- mendations: pages
INTRODUCTION	1—6	—
I. The Problem of Development	7—27	1—3
II. Objectives, Techniques and Priorities in Planning	28—45	4—6
III. Assessment of Resources	46—69	7—9
IV. The Five Year Plan in Outline	70—110	10
V. Administration and Public Co-operation	111—114	11
VI. Reform of Public Administration	115—127	12—16
VII. Administration of District Development Pro- grammes	128—143	17—20
VIII. Public Co-operation in National Development	144—152	21—22
IX. The State of Agricultural Economy	153—162	23
X. Development of the Co-operative Movement	163—172	24—26
XI. Food Policy for the Plan	173—183	27—28
XII. Land Policy	184—202	29—33
XIII. The Agricultural Worker	203—207	34—35
XIV. Programme for Agriculture	208—222	36—37
XV. Community Development and Rural Extension	223—233	38—39
XVI. Finance for Agriculture	234—241	40—41
XVII. Agricultural Marketing	242—249	42—43
XVIII. Some Problems of Agricultural Development	250—272	44—49
XIX. Animal Husbandry	273—279	50—51
XX. Dairying and Horticulture	280—284	52
XXI. Forests	285—296	53—56
XXII. Soil Conservation	297—305	57—59
XXIII. Fisheries	306—314	60—62
XXIV. Village Industries	315—324	63—64

TABLE OF CONTENTS—*contd.*

	Printed report : pages	Recommen- dations pages
XXV. Small Industries and Handicrafts	325—333	65—66
XXVI. Irrigation and Power	334—379	67—70
XXVII. Development of Mineral Resources	380—411	71—73
XXVIII. Scientific and Industrial Research	412—419	74—75
XXIX. Industrial Development and Policy	420—451	76—79
XXX. Foreign Trade and Commercial Policy	452—460	80—81
XXXI. Transport and Communications	461—487	82—84
XXXII. Health	488—524	85—93
XXXIII. Education	525—569	94—102
XXXIV. Labour	570—592	103—108
XXXV. Housing	593—612	109—113
XXXVI. Social Welfare	613—633	114—121
XXXVII. Welfare of Backward Classes	634—641	122—124
XXXVIII. Rehabilitation of Displaced Persons	642—649	125
XXXIX. Employment	650—659	126—127
SUBJECT INDEX	661—671	—

CHAPTER I

THE PROBLEM OF DEVELOPMENT

Democratic planning and public co-operation para 8 : page 10

01.01 For democratic planning to proceed with necessary momentum and continuity, the programme adopted should reflect the unity of outlook and approach among the members of the party in power and should also enlist the support and co-operation from shades of opinion outside the party.

Co-ordination of policies between the Centre and the States. para 10 : page 11

01.02 The system of consultation and formulation of policies between the Centre and the States on the basis of the over-all national requirements should be strengthened. The National Development Council, which has been recently set up, is intended to secure this result.

Establishment and co-ordination of the activities of regional and local organisations. para 11 : page 11

01.03 Appropriate local, regional, and functional organisations with defined spheres of action and responsibility should be set up and their activities co-ordinated at various levels from the village upwards.

Role of the Central Government para 11 : page 11

01.04 Functions of the Central Government in respect of planned development are to evolve a national plan, to work out a co-ordinated policy for its implementation, to watch and assess the progress of major development schemes and constantly to initiate and promote action in furtherance of the defined objectives and targets.

Capital formation and economic development paras 12-22 : pages 11-16

01.05 Basically development involves higher productivity and this is primarily a function of the rate of capital formation. The present rate of capital formation in the country viz., about 5 per cent. of the national income is sufficient only to maintain the *per capita* income more or less constant for a population growing at the rate of $1\frac{1}{2}$ per cent. per annum. For the development needs of the country the rate should be stepped up to about 20 per cent. of national income, the rise in the rate to be phased over a period of years.

Determinants of capital formation para 23 : page 16

01.06 Magnitude of investment at any time depends on two factors: (a) the rate of saving in the country, and (b) the volume of unutilised human, and material resources available for purposes of direct investment. The problem is to get the right start.

Phasing of the rise in capital formation

para 33 : page 21

01·07 Savings could be stepped up by diverting higher proportions of additions to national income towards investment. The First Five Year Plan envisages capital formation to rise by about 20 per cent. of additional income. From 1956-57 onward it shall be raised to 50 per cent. of the additional output. In this way saving as a proportion of national income will rise from 5 per cent. to 6½ per cent. in 1955-56 and 20 per cent. in 1967-68. On these assumptions *per capita* incomes would be doubled by 1977.

Pressure of population

para 38 : page 23

01·08 Pressure of population is already so high that a reduction in its rate of growth should be considered a major desideratum ; hence the need for positive measures for the propagation of family planning techniques.

Problem of unemployment

paras 40-41 : pages 23-24

01·09 There are two aspects of the problem of unemployment : (a) utilisation of idle manpower, and (b) increasing the productivity of labour. Unless productivity of labour is raised quickly and the availability of basic essentials like foodgrains increased, any scheme designed to employ all idle labour runs the risk of breaking down under excessive pressure of money incomes on available supplies. It is therefore recommended that :—

- (a) in promoting higher levels of employment it should be ensured that the newly mobilized labour is able to raise total output with the shortest time lag; and
- (b) in the initial stages of development increasing reliance should be placed on voluntary labour, money being used mainly as a device of attracting and organising such labour.

Criteria for employment policy

para 42 : page 25

01·10 Criteria to be observed in framing employment policy are :—

- (i) maximum utilisation of idle manpower for development programmes ;
- (ii) restricted expansion of money incomes ;
- (iii) capital formation to be stepped up and technical efficiency improved ;
- (iv) phasing of the replacement of equipment in established industries in a way as to avoid excessive unemployment ; and
- (v) planning of investment in new lines keeping in view the need to increase employment opportunities in the short run.

Occupational pattern

para 43 : page 25

01·11 In the initial stages change in the overall occupational pattern is likely to be slow ; for absorbing a large proportion of the annual increase in population in non-agricultural occupations reliance has to be placed mainly on small-scale and cottage industries involving comparatively small capital investment.

Small-scale and cottage industries

para 43 : page 25

01.12 There is need for improving the technical efficiency of small-scale and cottage industries and for the elimination of middlemen as far as possible.

External resources and State policy

paras 44-46 : pages 26-27

01.13 Expenditure visualised in the Plan is larger than can be financed out of internal resources ; external resources at strategic points will be of great assistance. Consistent with larger considerations of national policy, favourable conditions for the inflow of external resources should be created, the criteria to be observed being :—

- (i) priority to be given to assistance available from internationally organised institutions; assistance on inter-governmental basis or through negotiations between individuals and corporations not being excluded ;
- (ii) terms and conditions to be decided in the light of national policy and their contribution to the country's development.

CHAPTER II

OBJECTIVES, TECHNIQUES AND PRIORITIES IN PLANNING

Development and public co-operation **para 1 : page 28**

02·01 Development is a process which calls for effort and sacrifice on the part of the entire body of citizens ; psychological conditions have to be created which provide an incentive for all to give of their best.

Reduction of economic inequalities **para 8 : page 31**

02·02 While it would be wrong to condone the existence or accentuation of economic inequalities, it is no less important to ensure a continuity of development. The decision about the measures to be taken must turn primarily on an appraisal of the capacity of the community to hold together under the stress of major structural changes.

Planning and the role of the public and private sectors **paras 11-14 : pages 31-33**

02·03 The State has a crucial role to play in the transformation of the economy involving a progressive widening of the public sector and a reorientation of the private sector to the needs of a planned economy, the two sectors supplementing each other without any need for expansion of one at the expense of the other.

Planning and industrial sector **paras 15-16 : pages 33-34**

02·04 Under the broad principles laid down in the Industrial Policy statement of 1948 the public and private sectors should function side by side as parts of a single organism.

Planning and agricultural sector **para 17 : page 34**

02·05 In agriculture the State must assume responsibility for providing basic services such as irrigation, power, roads and communications and should also undertake promotional work by providing finance, marketing, technical advice, and other assistance through appropriate channels.

Institutional changes **para 19 : page 34**

02·06 The institutional changes that are now initiated have to be framed with two aims in view : first to progress as far as possible even within the period of the Plan towards the social object in view and second to relieve deficiencies in organization which will make possible faster progress in the future.

Organisational changes : agriculture **para 20 : page 35**

02·07 There is need for strengthening the co-operative form of organisation in agriculture for purposes of marketing, credit and organisation.

State trading**paras 21-22 : pages 35-36**

02·08 In view of the urgent need for investment in basic industries, diversion of investment to trade should be discouraged. In order to control prices and profitability and to gain control at strategic points, state trading at the wholesale level in respect of selected commodities like foodgrains, cloth, sugar, kerosene oil and salt would be a potent instrument for planning and a beginning should be made in this direction.

Census of distribution**para 22 : page 36**

02·09 Before a decision regarding State trading is taken a census of distribution covering the factual position regarding capital involved, profit margins, costs of operation, number of people employed and other related matters should be undertaken.

Extension of co-operative system to various spheres**para 23 : page 36**

02·10 Special emphasis is placed on the co-operative form of organisation. Its extension to the vast fields of primary production, of cottage and small-scale industries, of marketing of agricultural produce, of residential housing and of wholesale and retail trade holds out the promise of securing the best results by way of increased production, reduction of rent and profit margins and the building up of investible surpluses in the economy.

Price policy**para 26 : page 37**

02·11 Price policy, being partly a problem of allocation of resources and partly a question of ensuring equality of sacrifice among different sections of the people, requires financial as well as physical controls.

Financial control**para 27 : page 37**

02·12 Effective credit control must remain an essential instrument for regulation of investment and business activity ; credit control is essential as a restraining influence on speculation.

Organisation of credit system**para 28 : page 38**

02·13 There is need for a network of credit institutions to meet the genuine credit needs of agriculture and of industry and to mobilise savings, specially, in rural areas.

Role of the Central Bank**para 30 : page 38**

02·14 In a planned economy the role of the Central Bank can hardly be confined to regulation of credit ; it would have to play a positive role in creating the machinery needed for financing development and in ensuring that available finance flows in the intended direction. It may become necessary for it to provide special credit facilities to certain lines of high priority.

Role of the banking system and other financial institutions**para 30 : page 39**

02·15 Banking system should operate more and more in the light of the priorities indicated in the Plan and less in terms of profit. In fact the whole mechanism of finance

including insurance, stock exchanges and other institutions will have to be fitted increasingly into the development programme, for it is only thus that the process of mobilising savings and of utilising them to the best advantage becomes socially purposive.

Fiscal policy as an instrument of planning **paras 31-35 : pages 39-40**

02·16 Fiscal policy is a major device for: (1) the diversion of resources to investment channel and (2) the reduction of inequalities in income and wealth.

Inequalities of income **para 35 : page 40**

02·17 Conspicuous consumption (by a section of the population) is seriously detrimental in the conditions of an underdeveloped country. Though the resources which such consumption directly diverts away from capital formation may be small, it not only creates discontent in the community but also indirectly discourages savings in the economy as a whole by initiating a process of wasteful emulation.... In a planned economy neither large inequalities of income nor higher consumption standards for particular classes can be justified.

Death duties **para 36 : page 41**

02·18 Death duties, though a capital levy, do not have much adverse psychological effect and are an important equaliser of incomes and wealth. But their efficiency for correcting inequalities depends on their rates, the limit of exemption and the extent of evasion. With highly progressive income tax and control on prices and profits, death duties can make a significant contribution towards reduction of inequalities.

Stress on public and co-operative savings **para 37 : page 41**

02·19 The Plan lays stress on co-operative and public savings ; financing of investment through public savings ensures a pattern of development in consonance with accepted social criteria.

Physical controls **paras 41-44 : pages 42-43**

02·20 Physical controls involving controls on production and on investment and distribution to consumers are necessary to ensure the proper allocation of resources in keeping with the requirements of the development programme.

02·21 It is vital to the success of controls that their rationale is properly explained and public support enlisted in their efficient administration. Adjustments should be made in the working of controls according as the conditions of supply and demand change.

CHAPTER III

ASSESSMENT OF RESOURCES

Division of responsibility for development between public and private sector

paras 8-9 : page 49

03·01 According to the Plan about 60 per cent of the savings of the community will be channelled through the public sector. Releases of sterling balances will reduce the proportion to 50 per cent. This proportion, even though high, is considered inevitable considering the urgent need for investment in spheres like irrigation, power and transport. Moreover, enlargement of public savings through taxation and through earnings of public undertakings is one of the major means to raise significantly the level of net savings in the country.

Sources of taxation to be tapped for development

paras 10-17 : pages 49-52

03·02 As a proportion of total national income India's total tax revenue (Centre and States combined) is 7 per cent, one of the lowest in the world. Coverage of population is also very narrow. Given the existing structure of incomes it is inevitable that the coverage of direct taxation is narrow, but there is scope for introducing an element of progression in indirect taxation through higher taxes on luxuries. There is also a case for moderate upward revision of land revenue. Betterment levies should be imposed to draw a proportion of capital gains accruing as a result of development. Increasing reliance will also have to be placed on Sales Taxes through wider coverage and better administration. Introduction of higher irrigation rates and of death duties has also been suggested.

Prevention of evasion of taxation

para 13 : page 51

03·03 Actual coverage of existing taxation is much less than the legal coverage and there exists evasion over a fairly wide range. If this could be stopped, it would add considerably to public revenues.

Financial responsibilities of State Governments

para 25 : page 56

03·04 According to the financial programme drawn up in support of the State Plans, the State Governments are expected to raise about Rs. 232 crores of additional revenue over five years. Of this Rs. 165 crores will be raised as follows :—

	(Rs. Crores)
1. revenue from taxation on land (covering land revenue and agri. income-tax)	34·0
2. revenue from irrigation (irrigation rates and betterment levies)	29·5
3. revenue from other commercial ventures (forests, electricity and minerals)	4·8
4. revenue from death duties	21·3
5. revenue from sales tax	25·5
6. revenue from other sources (including taxes on luxuries)	37·5
7. economics in non-developmental expenditure	12·4
TOTAL	165·0

Proposals for other measures have yet to be finalised.

Re-appraisal of State finances

para 24 : page 55

03·05 A re-appraisal of the finances of the State Governments would be necessary in the light of the recommendations of the Finance Commission.

Small savings : suggestions to extend their scope

paras 30 & 53 : pages 58 & 67

03·06 Outlook for small savings is better now than in 1950-51. It has been agreed recently that small savings collected by States in excess of the present level of Rs. 44·5 crores will be retained by the States responsible for raising them, the amounts thus retained being treated as loans from the Centre. This arrangement is designed to promote the small savings campaign more effectively by helping the State Governments to link up small savings with schemes of local development in which the people are directly interested.

03·07 With suitable adaptation to the preferences of different sections of the community and with a system of collections which will reach the farthest parts of the country, the savings of the lower income groups could become a growing source of finance for development. The experiment in Bombay State for improving facilities provided by Post Office Savings Banks (*e.g.* cheque system, branches in larger number of post offices etc.) may provide basis on which to extend similar facilities in other States.

Working of State plans : need for close watch

paras 33-34 : page 59

03·08 A review of the working of the State Plans has shown that the task of organising their finances to the pattern outlined in the Plan has yet to begin. There is a tendency for a rise in administration expenditure and towards taking up new schemes not included in the Plan. To the extent this is permitted the implementation of

State Plans suffers. Measures contemplated for raising additional resources in the States must be regarded as an integral part of the development programme set out in the Plan.

Scope for deficit financing

paras 35-38 : pages 59-61

03·09 Budgetary resources of the Central and State Governments amount to Rs. 1,258 crores. Loans and grants received to date from abroad amount to Rs. 156 crores. If deficit financing is to be avoided further external resources amounting to Rs. 653 crores will be necessary. To the extent resources of this order are not forthcoming, deficit financing may be resorted to. The Plan puts the safe upper limit for deficit financing at Rs. 290 crores, the amount available for release from sterling balances over the five years.

Need for austerity

para 42 : page 62

03·10 Whatever austerity the country is capable of has to be exercised in any case, but to the extent that the availability of external resources falls short of the target, the strain imposed on the community will have to be correspondingly larger.

Deficit financing and controls

paras 39-40 : page 61

03·11 The scope for deficit financing is intimately bound up with policy regarding physical controls. To minimise the impact of larger money incomes generated by deficit financing, supply and distribution of foodgrains and other essential commodities should be kept under effective control.

Balance of payments and controls

paras 44-45 : pages 62-63

03·12 In assessing the impact of the Plan on balance of payments it is assumed that strict import and export controls will continue to be maintained ; also priority should be given to lines of production which will reduce imports and expand exportable surpluses.

Insurance : need for active participation by the State

para 54 : page 68

03·13 Insurance, being an important channel for private savings, should be organised to suit the development needs of the country. Precise steps for active participation of the State in this sphere should be closely examined. Two suggestions in this direction are :—

(i) Government can enter the field through Post Office Insurance.

(ii) Institution of provident funds for employees ; its recent extension to six major industries indicates the direction in which progress must be made.

CHAPTER IV

THE FIVE YEAR PLAN IN OUTLINE

No recommendations.

CHAPTER V

ADMINISTRATION AND PUBLIC CO-OPERATION

The role of public servants

para 5 : page 112

05·01 Public servants, who as a body constitute the public administration, should be encouraged, as is indeed their paramount duty, to tender advice without fear or favour.

Policy and administration

para 6 : page 112

05·02 Administration can seldom be satisfactory unless a policy which has been decided upon is pursued in a sustained manner.

Need for improvement in quality of administration

para 7 : page 113

05·03 The decline in the standard of administration which has taken place during recent years calls for immediate reform and improvement in the quality of the administration and in the service which it renders to the community.

Need for re-orientation of outlook

para 9 : page 114

05·04 There is need for an orientation in the outlook on the part of officials as well as non-officials in order to make planning a success,

CHAPTER VI

REFORM OF PUBLIC ADMINISTRATION

Cabinet Secretary as adviser on administration

para 2 : page 115

- 06·01 In the Central Government, administrative leadership in favour of reform and improvement can be promoted by placing the Secretary of the Cabinet in a position analogous to that of the Permanent Secretary to the Treasury in the United Kingdom. In the States, the Chief Secretary should fill an analogous role.

Measures to combat corruption

paras 3-11 : pages 115-118

- 06·02 To reduce opportunities for corruption, policies should be clearly prescribed and principles on which claims are to be determined should admit of no doubt.
- 06·03 Measures to ensure standards in public life and to resist unfair political influence should be devised.
- 06·04 There is lacuna in the existing legislation which does not provide for cases in which a public servant's near relations suddenly become rich. This defect should be removed and public servants should be required to submit a return each year of their movable assets (in addition to immovable assets) acquired by them or their near relations.
- 06·05 Officials who do not have reputation for honesty should not be placed in a position where there is considerable scope for discretion. Special care should be taken in appointing persons to offices which offer much scope for corruption.
- 06·06 The special police establishment of the Government of India should be equipped not only to investigate offences in which that Government are directly interested, but also to deal with the important cases in the States, when local agencies need assistance or require to be supplemented.
- 06·07 When specific allegations of corruption are made against a public servant, Government should have a preliminary and confidential enquiry made by a senior officer and decide on the basis of the report whether prosecution should be undertaken by government or the officer permitted or directed to clear his name in a court of law.
- 06·08 The machinery for departmental enquiry should be improved. The main cause of delay is pre-occupation of senior officers with other duties. Attempts should be made to check this.
- 06·09 Public servants must be very careful in their social relations and all their dealings to avoid a suspicion that some people have greater access to or influence with them.

- 06·10 Heads of department should constantly review possibilities for corruption which the execution of current policies and procedures may provide in their departments.
- 06·11 Delay in disposal of cases and applications, which is a potent source of corruption, should be examined and necessary steps should be taken to eliminate it.
- 06·12 Laxity on the part of employees of the government is often due to the fact that honest and good work are not sufficiently rewarded and inefficiency and dishonesty are not sufficiently penalized. Honest and good work in Government departments should be actively encouraged and the authorities should be vigilant in devising such measures.
- 06·13 Public opinion should be aroused to the necessity of eliminating corruption and public co-operation sought for maintaining administrative integrity.

Recruitment and training of personnel

paras 14-20 : pages 119-22

- 06·14 The Administrative Services will have to be supplemented by trained personnel for the following types of work whose importance is steadily increasing :
- (a) work on economic policy and administration;
 - (b) management of industrial enterprise belonging to the Central or State Governments ; and
 - (c) work connected with development, land reform and food administration.

It is suggested that for (a), individuals with considerable experience or high academic qualifications should be brought into administrative service upto a somewhat higher age-limit which may be fixed at 30 years. They must however undergo the usual administrative training. At the same time, junior officers already in the administrative services should be selected and given intensive training in economic fields, business houses, and if necessary, abroad. Responsible senior officials should also be obtained on deputation from universities, banks and industry.

For (b), there is a proposal to form an industrial management cadre.

For (c), the States may, according to their individual needs, have to go in for special recruitment, but primarily, officers already experienced in revenue and development works would be suitable for these appointments.

- 06·15 There is need for an objective assessment of the methods of recruitment which has been followed by the public service commissions. The experience and observation of these commissions on the quality of candidates should be analysed and communicated to universities and other educational institutions and should be linked with the programme of educational improvement. It is also necessary that greater contact and exchange of opinion should take place between these commissions and the departments of Government on whose behalf recruitments are made. It is felt that only by frequent discussions, it would be possible to minimize the number of temporary and ad hoc appointments on the one hand and the great delay that takes place in recruitment on the other.

- 06·16 The methods and procedure prescribed for selection of different posts should be continually reassessed and adapted to meet new requirements.
- 06·17 Training is considered essential both at the commencement of the service and at appropriate intervals thereafter. For the administrative services, Central and State, careful grounding in revenue and development work is necessary, preferably under an experienced collector.
- 06·18 The head of the institution for the initial training of the Indian Administrative Service officials should be a whole-time officer. The institution should be developed not only as a centre for training but also as a centre for studies in public administration generally. The Director should be a carefully selected officer who is appointed in the course of his service career and after having served his term moves on to other posts. The term of appointment should be five years. The Director should also be responsible for seeing that the States have proper training programmes for officers of their own cadres. Further it is recommended that the institution should also be developed as a staff college for the higher grade administrative service, both at the Centre and in the States and hold refresher courses for senior officers.
- 06·19 There should be a Director of Training in the Central Government, who will organise systematic training programmes and refresher courses for different grades of employees. The scope for such training should also be widened. Officers concerned with administration of economic activities should also have some training in reputed business organisations. Full advantage should be taken of the various technical assistance schemes for specialized training of selected officers abroad. Greater co-ordination is necessary between the Central and State Governments in the administration of these schemes, so that they are utilised for providing the necessary personnel for development work in different fields. Public servants should also be encouraged to take advantage of study leave concessions.

System of appraisal and incentives

paras 26-28 : pages 124-25

- 06·20 Arrangements for assessing the work of the individual officer and for encouraging him if his work is good and warning or punishing him if his work is bad or unsatisfactory and have to be placed on a sound footing.
- 06·21 In certain cadres, promotions should be more rapid and more conspicuous than normal rules provide for. . . . In each field a person who has the requisite ability should feel assured that if he does outstanding work, the system itself provides adequately for promotion to higher levels of responsibility. There should also be tests for promotions to particular grades in certain related cadres of services, so that men who start low in the public service can jump grades according to their ability.

Strengthening of administration in the States

paras 30-31 : page 126

- 06·22 For the implementation of the Plan, a well organised service is necessary in the States. The Central Government in consultation with the States, who are agreeable, should

investigate the possibility of establishing Central Development Cadres in technical subjects like agriculture, engineering, forestry, etc. These will be joint cadres for maintaining the supply of qualified personnel for the development work in the States.

- 06-23 For the personnel recruited by the Central Government from the States, the accepted principle that such service should ordinarily be a tenure appointment, whether in administration or technical services, should be adhered to. Reports on the work of the officers of the higher administrative services should be periodically reviewed by the Establishment Board of the Central Government. For technical personnel obtained on deputation from the States, selection should be made by duly constituted selection boards with some of which experienced officers from the States may also be associated.

Administration of public enterprises

para 33 : page 127

- 06-24 For the industrial enterprises of the Central or States Governments, there should be separate boards of directors for each undertaking. There should be also a Central Board to give detailed attention and advise Government on questions of general improvement for the public sector as a whole, such as personnel for industrial management, financial and accounting problems, price policies, investment programme etc.

Organisation and methods

paras 21-22 : pages 122-23

- 06-25 For the administrative machine to be equal to the problems which beset it, many changes in methods of work and organization and an outlook of innovation are called for.
- 06-26 There is need for establishing a clear line of responsibility between a secretariat and a department and secondly of enabling the departments to function with maximum effectiveness. A review of new duties assumed in recent years by the secretariat offices should be made to find if some of them cannot be delegated to subordinate offices.
- 06-27 Changes in organisation and method are necessary to relieve concentration of decisions on a small number of public servants of the top rank.
- 06-28 The Central Government should have an Organization and Methods Division to work in close co-operation with the personnel section of different Ministries. Similar units are needed in the States also. Problems of study relate to office procedure, elimination of delays, maintenance of records, movement of files, procedure for efficiency audit in organisations of different kinds, techniques connected with inter-departmental conferences, delegation of responsibilities to different grades of officers, relations between the planning units and the executive sections of different organisations, use of space, working conditions of lower grade employees etc.

- 06.29 Senior officers can do much to improve efficiency by spending a portion of their time in inspecting, preferably by surprise checks, their offices from time to time.
- 06.30 Lack of necessary human relations between different grades of public servants which tends to a certain neglect of welfare needs of the lower grade staff should be remedied.

Financial control and economy

paras 23-25 : pages 123-24

- 06.31 There should be close co-operation at each level between the financial and administrative authorities. Financial procedures should aim at securing adequate control and, at the same time, avoid too great interference in carrying out the development programmes. The Central and State Governments should review their existing arrangements of financial control in the light of these observations.
- 06.32 Financial control should concern itself not only with the minutiae of expenditure, but even more with the scheme of priority on which a project is based and with the apprisement of the stage at which the project may be regarded as having been adequately investigated to justify commencement of its execution.

Evaluation of programmes

para 29 : page 125

- 06.33 With increased investment and development, more systematic assessment and evaluation of results are called for. With every important programme there should be provision for assessing the result, which should include annual as well as intermediate periodical reports. For important projects, there should be independent inspections followed by detailed reviews in consultation with the project authorities. Systematic evaluation should become a normal administrative practice in all branches of public activity.

CHAPTER VII

ADMINISTRATION OF DISTRICT DEVELOPMENT PROGRAMMES

Reorganisation of district administration

para 7 : page 130

The primary emphasis in the district administration will now shift from maintenance of law and order to implementation of development programmes in close co-operation and with the active support of the people. For this purpose, the district administration will have to be reorganised on the following lines :

- 07·01 The machinery of general administration should be strengthened and improved.
- 07·02 An agency is to be created at the village level for development work, which should derive its authority from the village community.
- 07·03 The activities of various development departments in the district should be integrated and a common extension organisation provided.
- 07·04 Development programmes of the local self governing bodies should be linked up with the administrative agencies of the State Government.
- 07·05 There should be regional co-ordination and supervision of the district development programmes.
- 07·06 There should be increasing attempts to secure the participation of recognised social service agencies in the development programme.

Improvement in the machinery of general administration in the district

paras 8-12 : pages 130-32

For strengthening the machinery of general administration, the following suggestions are made :

- 07·07 The District Officer will remain the pivot in the development work. He should be assisted by a senior officer to enable him to devote attention to this work. Care should be taken to see that too much of his time is not taken up by formal attendance on higher authorities and submission of reports. When additional work, such as famine relief or land reform, is undertaken, he must be afforded adequate assistance.
- 07·08 As most of the senior district posts are recruited from the State Civil Service, there should be liberal opportunities for the best among the personnel to enter the All-India Service. The training of the State Civil Service should receive as much attention as that of the All India Service.
- 07·09 In the permanently settled areas, where the village organisations do not exist, it is essential that personnel is recruited and trained for village revenue establishment.

- 07·10 With the abolition of the zamindari system, the State Governments should review the size of their existing districts from the point of view of efficient implementation of development programmes. Even if the size is not disturbed, the possibility of establishing more sub-divisions should be considered.
- 07·11 All revenue officials, at an early stage of their career, should receive special training in rural development work.
- 07·12 It will also be useful to give many district officers a measure of guidance and orientation through educational conferences, seminars and demonstrations.

Village panchayats as development agencies **paras 13-20 : pages 132-35**

For developing the village agency, the following measures are suggested :

- 07·13 Each State should have a programme for establishing over a period of years panchayats for villages or groups of villages.
- 07·14 Where necessary, existing legislation should be amended to vest the panchayats with the following functions :
- (a) framing programmes of production for the villages ;
 - (b) framing budgets of requirements for supplies and finance needed for carrying out programmes ;
 - (c) acting as a channel through which increasingly Government assistance should reach the villages ;
 - (d) securing minimum standards of cultivation to be observed in the village for increasing production ;
 - (e) bringing wasteland under cultivation ;
 - (f) arranging for cultivation of land lying fallow ;
 - (g) organising voluntary labour for community works ;
 - (h) arranging for co-operative management of land and other resources of the village as far as the law permits ; and
 - (i) assisting in the implementation of the land reform measure in the village.
- 07·15 In addition to the elected members of the panchayat, there should be provision for a small number of additional members, to be appointed by the State Government, so that the panchayat enlarged in this manner functions as a village development agency on the basis of consent and constructive leadership within the village.
- 07·16 Whether legislation provides for contribution of village taxes in labour or not, the panchayat should find ways of utilising the available manpower for the work in the villages or even outside by forming labour co-operatives.
- 07·17 It is necessary to give each panchayat a nucleus fund, around which it can organise further effort, and provide minimum services to the villager. It is suggested that this should take the form of a surcharge on the land revenue, which will be allocated to the panchayats.

- 07.18 The State Government should take special steps to train members and officials of panchayats, and to use panchayats as focal points in schemes of social welfare.

Integration of activities of development departments

paras 21-26 : pages 136-38

For integrating the activities of various development departments in the district, the following suggestions are made:

- 07.19 Experience in intensive work in projects in Uttar Pradesh, Madras etc., shows that village-level workers and a common extension machinery on behalf of the principal development departments of government are vital to the success of rural development programmes.
- 07.20 The suggestion of the Grow More Food Enquiry Committee that at the village level, there should be one worker for five to ten villages, who will be the joint agent of the development departments and will convey to the farmer the lessons of research and to the experts the difficulties of the farmer, and arrange supplies of services, including first-aid for animal and plant diseases, is commended.
- 07.21 A common agency for agriculture, co-operative, panchayat and animal husbandry departments for a development block should be created. There is considerable advantage in having common staff for the co-operative and panchayat work, wherever this is feasible. Development officers at the block level will work as a team with the extension officers, who may be of the rank of a sub-collector.
- 07.22 The Collector, as the head of the extension movement in the district, will have all the district officers of the development departments working with him as a team.

Role of local bodies in development programmes

paras 30-32 : pages 139-41

For linking up the local self governing bodies with the administrative agencies the following recommendations are made :

- 07.23 Programmes for local development should be conceived as joint enterprises to be carried out in close co-operation by the agencies of the State Government and representatives of the people elected to local self governing bodies. Programmes of local bodies, which are restricted for financial reasons, should be carefully integrated with the State programmes.
- 07.24 In general, the State policy should aim at encouraging local bodies and assisting them in assuming responsibility for as large a portion of the administrative or social services for their areas as possible. The State Government should preferably use the agencies of local bodies for carrying out the social service programmes.
- 07.25 Suitable arrangements should be made for linking local bodies at different levels with one another.
- 07.26 Institutions run by local bodies and services provided by them should be inspected, supervised and guided by the State Government in the same manner as their own institutions and services.

- 07.27 For carrying out development programmes in any area, the elected elements in the local bodies should be strengthened by association of other non-officials, enthusiastic workers and persons whose main interest lie in constructive work and who are not interested in seeking elections to any authority.
- 07.28 Where sub-divisions exist, the appointment of a sub-divisional local board should be considered.
- 07.29 Members of Parliament and of the State Legislatures should be closely associated with the framing and working out of local development programmes.
- 07.30 On the question of resources of local bodies, the proposals of the Local Finance Enquiry Committee should be examined by each State in the light of its local conditions and the programmes in the Five Year Plan.
- 07.31 There is need for caution on the part of the State Governments in accepting proposals for taking over from local bodies control of institutions like hospitals, schools, etc.

Co-ordination and supervision of district programmes

paras 33-35 : pages 141-42

For regional co-ordination and supervision of district programmes, the following suggestions may be considered :

- 07.32 In the process of implementing the Plan from year to year, it should be continually adapted and adjusted to local and regional needs and conditions.
- 07.33 Both for securing regional co-operation and for supervising the district work, an authority between the secretariat department and the district officer is considered necessary.
- 07.34 The role of the regional officer is conceived as one of explaining and interpreting the letter and spirit of Government policy to officials at various levels and watching implementation of schemes and helping district officials to take whatever steps are necessary to ensure that the approved programmes and targets are fully achieved.

Fuller utilization of social service agencies

para 36 : page 142

- 07.35 For fuller utilisation of social service agencies in connection with development programmes, it is suggested that their services should be utilised in specified area, and they should be given suitable financial assistance to meet the expenditure of training their workers. Advantage should be taken of their long tradition of constructive social work, particularly in developing non-official leadership in rural areas,

CHAPTER VIII

PUBLIC CO-OPERATION IN NATIONAL DEVELOPMENT

Reaching the people

paras 3-6 : page 145

- 08·01 A widespread understanding of the Plan being essential for its fulfilment, it should be carried into every home in the language and symbols of the people and expressed in terms of their common needs and problems.
- 08·02 A programme of co-operative action should be organised, in which, the press, writers and artists, universities and educational institutions down to village schools and professional associations, should work hand in hand with elected representatives of the people and public servants.
- 08·03 It is of the highest importance that the National and State Plans are broken up into local units based on the district, town and village, so that local leadership and enthusiasm can play its part in terms of local programmes.
- 08·04 By approaching the people as comrades in the same cause, disclaiming privilege and status and eager to learn and to help, those engaged in administration can make an immense contribution towards creating the conditions, in which public co-operation can grow.
- 08·05 In its approach towards the public, the administration must always have the attitude of close co-operation and a desire to take the utmost advantage of assistance of the people and provide for voluntary community action on as large a field as possible.

Public participation in programmes

paras 7-9 : pages 146-47

- 08·06 It is essential that conditions are created to enable individuals and groups to make their maximum contribution as citizens in fulfilling the targets of the Plan and in advancing these objectives. For this purpose, arrangements for public co-operation and participation in each project should be constantly reviewed.
- 08·07 The most important means for enlarging public co-operation in the rural sector is village community development achieved through panchayats and co-operatives.

Canalizing of voluntary effort

paras 10-11 : page 148

- 08·08 Voluntary services can be marshalled in rural areas for construction and repair of the sources of water supply, roads, school buildings etc., and for satisfying a variety of needs, which would otherwise remain neglected for years because the State has no financial resources to spare for the purpose.

- 08·09 The results of voluntary activity needs evaluation and the experience gained in recent years should be pooled for suggesting more effective methods for utilising voluntary efforts.
- 08·10 The assistance which Government can give for activities such as road building, minor irrigation, soil conservation etc., should be designed primarily to supplement and make possible village development through the use of village labour.
- 08·11 In addition to funds provided for the development of agriculture and irrigation, the Plan provides a further sum of Rs. 15 crores for assisting the rural population in undertaking mainly with their own labour, works which are required to meet their urgent needs. In this connection machinery will have to be set up for converting the felt-needs of the population into schemes, in terms of finance, technical aid, equipment and supplies, and for supplying the counterpart aid on behalf of Government.

Participation by professional associations

para 13 : page 149

- 08·12 The professional associations should lay down standards for their members and organise welfare programmes to enable their members to give the community something beyond their professional services.

Role of universities

para 14 : page 149

- 08·13 Universities should, strengthen their position as agencies for public co-operation by establishing extension departments and developing field work programmes as part of their courses. The Plan contemplates arrangements for co-operative research between the Government and the universities.

Voluntary organizations

para 15 : page 150

- 08·14 Voluntary organisations should, in particular, attempt to develop fields for constructive work for women, youth, teachers and students. The Plan provides Rs. 4 crores for assistance by the Central Government for voluntary organizations and Rs. 1 crore for youth camps and labour service to students.

National Advisory Committee and Bharat Sewak Samaj

paras 17-18 : pages 150-51

- 08·15 The constitution of the Bharat Sewak Samaj and the National Advisory Committee for public co-operation are important preliminary steps for securing public co-operation on a national scale.

CHAPTER IX

THE STATE OF AGRICULTURAL ECONOMY

Survey of land utilization

para 6 : page 155

- 09·01 For making the best use of all available land a rapid survey to locate cultivable areas and classify them according to the measures necessary for their reclamation appears to be the first essential step.

Extension of cultivation

para 7 : page 155

- 09·02 In areas selected for agricultural development a major State effort at reclamation will be necessary. Before a scheme is taken in hand a primary necessity is to examine it from all relevant technical and economic angles. Once the scheme is prepared, it may be put into effect through a public corporation or through a development board ; but when colonization or rehabilitation has commenced, the maximum possible scope should be given to co-operative action.
- 09·03 No measure which is calculated to bring suitable land under profitable cultivation, even within the existing village settlements should be neglected.

Random sample surveys

para 10 : page 157

- 09·04 In the interest of a planned agricultural policy, the adoption of the technique of random sample surveys for the preparation of official estimates of production in all States should get a high priority.

Change in social pattern

para 24 : page 161

- 09·05 To change the social pattern built round the ownership of land and to bring new resources and technology into everyday operations is central to the process of development.

CHAPTER X

DEVELOPMENT OF THE CO-OPERATIVE MOVEMENT

Role of co-operatives in democratic planning **para 5 : page 164**

10·01 As an instrument of democratic planning, combining initiative, mutual benefit and social purpose, co-operation must be an essential feature of the programmes for the implementation of the Five Year Plan adopted at all levels of administration.

10·02 The Planning Commission in consultation with the State Governments, the Co-operative Organisations and the Reserve Bank intends to formulate a more specific programme for the expansion of the movement in all the sectors in respect of which co-operative organisation has been considered suitable.

Development through co-operatives and panchayats **para 7 : page 165**

10·03 It is necessary that co-operative agencies in the village should have the closest possible relationship with the principal democratic body namely the panchayat. Emphasis in due proportion and in appropriate fields should be placed on both.

Multipurpose societies **para 8 : page 166**

10·04 It has been agreed that for the future an attempt should be made to have in each village a co-operative organization which will cater for the multiple needs of its members.

Savings through co-operatives **para 9 : page 166**

10·05 The co-operative society is calculated to harness the rural savings much better than almost any other organization. Even if a village co-operative is too small to open a savings account for its members, it can induce them either to open accounts with the postal savings banks or central co-operative banks. It can also function as an authorised agent for promoting savings sponsored by the State or the Central Government.

Co-operative sale and purchase societies **para 11 : page 167**

10·06 Organization of co-operative sale and purchase societies and other marketing organizations is vital both for its direct and indirect benefits as they would secure a fair deal to the producer.

Agricultural development through co-operatives **para 12 : page 167**

10·07 Major items of agricultural development, e.g., consolidation of holdings, soil conservation and provision of facilities for irrigation as well as current needs such as protection of crops from pests, disease and animals can be most effectively served through co-operative organization.

Co-operative farming**para 13 : page 167**

- 10·08 It can be suggested that in any area where a majority of holders representing at least half of the total area under cultivation desire to establish a co-operative farm, legislative means should be at their disposal to proceed with the formation of a co-operative farming society for the whole village.
- 10·09 If during the period of the first Five Year Plan in representative areas of different States a good number of societies are established as going concerns, we can proceed more confidently to expand that pattern of cultivation in the next Five Year Plan.

Co-operation and community projects**para 14 : page 169**

- 10·10 In every community project area a programme for alround co-operative development should be drawn up.

Industrial co-operatives in rural areas**para 16 : page 169**

- 10·11 It is recommended that financial aid from the provision of Rs. 15 crores for assisting small-scale and cottage industries and from State Industrial Finance Corporations should also be made available for industries co-operatively organized in rural areas.

Urban co-operatives**paras 17-19 : pages 169-70.**

- 10·12 It is to be desired on social as well as on economic grounds that artisans in urban areas should be enabled to organise themselves on co-operative basis in order to take full advantage of modern scientific methods.
- 10·13 The State should adjust its policies in such a manner that legitimate interests of consumers' co-operative societies are not ignored by those departments of the government who have to attend to their claims. It would be in the best interests of consumers to have planned distribution and towards that end attempt should be made to build up consumers co-operatives over as wide a field of distribution as possible.

Training of co-operative personnel**paras 20-22: page 171.**

- 10·14 We have provided a sum of Rs. 10 lakhs for setting up three or four colleges in various parts of the country to provide training in co-operation for higher personnel. The State Governments should arrange for the training of other staff.
- 10·15 Now that the co-operatives are being recognised and utilised as an important instrument of economic planning, the staff of co-operative departments should be able to provide an effective guidance and knowledge and not merely auditors and inspectors of the government.

Future policy**para 23 : page 172**

10·16 As the various forms of co-operative activity impinge on a number of departments, every department and every Ministry should adopt the policy of fostering co-operative methods of business. We consider that every department should follow the policy of building up co-operatives which may ultimately replace the contractor and the middle-man.

CHAPTER XI

FOOD POLICY FOR THE PLAN

Food controls under the Plan

para 3 : page 174

11·01 In a planned economy food controls are intended to safeguard the minimum consumption standards of the poorer classes, prevent excessive or ostentatious consumption, and facilitate the country's programme of direct utilisation of unemployed manpower for investment.

Aim of food policy

para 8 : page 176

11·02 The aim of food policy must be to increase domestic production of food grains, to secure an increase in the marketable surplus, to distribute it equitably and to eliminate by the end of the plan-period the need to import food grains. The problem is not only one of increasing production but also of mobilising more effectively the surpluses for the consumption of non-food producers. The need for imports is related more directly to these surpluses.

Internal procurement

paras 9 & 24 : pages 177 & 182

11·03 System of internal procurement must not only be maintained but must be steadily improved, the technique (whether monopoly procurement or levy system) to be determined in the light of local conditions.

Rationing and procurement, key to stable food controls

para 10 : page 177

11·04 Although food production will improve as a result of the working of the schemes for agricultural development, food policy should, if risks are to be avoided, be based on the assumption of continued shortage. Rationing and procurement must be regarded as the key to the maintenance of a stable system of food controls.

Recent relaxations in food control

paras 13 & 15 : pages 178-79

11·05 Recent relaxation in food control in some States must be viewed as changes in food administration in response to changes in circumstances. Basic policy must remain unchanged and the machinery of basic controls should continue to operate so as to check any undesirable developments.

Food stocks

para 14 : page 179

11·06 The year 1952 is expected to close with food stocks of the order of 1·8 million tons. The objective for 1953 should be to carry over a stock between 1·5 and 2 million tons at the end of the year. A carry over of this order might be considered necessary for the entire period of the Plan.

Control on millets**para 16 : page 179**

11·07 Recent relaxation in the internal movement of millets, subject to central regulation of inter-state movement, is regarded primarily as an experiment in food administration. A measure of experimentation subject to certain essential safeguards, is considered desirable if excessive rigidity is to be avoided.

Targets of production and food controls**para 17 : page 180**

11·08 Until domestic production of foodgrains is stepped up by 7·5 million tons, as envisaged in the Plan, the country cannot be said to have an adequate and assured food supply. If the investment targets are to be achieved, the basic structure of food controls must be kept intact during the Plan period. Relaxation should be made after the target of additional production is achieved and adequate transport facilities for expeditious internal movement of stocks provided.

Working of food controls**para 18 : page 180**

11·09 Two important considerations in the working of food controls are : (1) the administration of controls should be fair and efficient and (2) it should be ensured through direct controls, or through fiscal and other devices that the producers of foodgrains are not placed at an undue disadvantage.

Extension in State trading**para 19 : page 180**

11·10 With the bulk of trade in foodgrains already in Government hands, further extension of such trading would help greatly in (i) stabilising or reducing the cost of living and (ii) diverting to the public sector the surpluses which might accrue in those lines.

Controls in urban and other highly deficit areas**para 23 : page 182**

11·11 System of food controls should be related to the need of urban and other highly deficit areas. Cities and towns above a certain size must be statutorily rationed ; needs of highly deficit areas like Travancore-Cochin must be similarly looked after ; and a system of controlled distribution through non-statutory rationing should be adopted for other areas.

Procurement in surplus and deficit States**para 24 : page 182**

11·12 Lately procurement in surplus States has shown a tendency to fall. It is necessary to evolve a system which will increase the flow of grains from surplus States. In deficit States the aim of procurement should be to reduce demands on the central pool without reducing unduly the availability of grains in rural areas.

Procurement and issue prices—Centre's responsibility**para 25 : page 182**

11·13 The responsibility for fixing procurement and issue prices and for co-ordinating the control policies of the States must rest with the Central Government.

Change in food habits**para 27 : page 183**

11·14 There is need for a moderate shift from consumption of rice to wheat. Public awareness of the cost of making up for rice deficit and the benefits of varied diet might evoke the necessary response.

CHAPTER XII

LAND POLICY

Stage for implementation of land reforms Policy.

para 3 : page 185

- 12·01 Proposals for land reforms raise important questions of policy and finance which call for close co-operation and consultation between the Central and State Governments. Even though the pace of land reform and of economic development cannot be the same all over the country, it is desirable that as between different States there should be a broad common approach in land reform programmes, and as an essential aspect of the implementation of the Five Year Plan the stages in which land reforms are to be carried out, should be worked out by the Central Government and the States.

Convertibility of compensation bonds into shares of State projects

para 6 : page 186

- 12·02 A suggestion which has been made regarding the form in which compensation may be paid to zamindars is that the non-negotiable compensatory bonds carrying a rate of interest and repayable within a certain period might be made convertible into shares in projects undertaken by the State Governments concerned or even by the Central Government. This needs further examination with reference to conditions in the principal States in which zamindari has been or is expected to be abolished.

High priority for building up sound revenue administration

para 7 : page 186

- 12·03 States should give high priority to the solution of administrative problems which arise from the abolition of zamindari and, in particular, to the building of sound revenue administrations.

Need for good system of village records

para 8 : page 186

- 12·04 As revenue administration depends, in the last resort, upon a good system of village records, records of rights and other land records become even more important at a time when rapid changes affecting land have become a normal feature of legislative activity. It would not, in fact, be unfair to say that the implementation of reforms already enacted remains incomplete because of defective revenue records. Hence the urgent need of having a good system of village records.

Census of holdings in 1953

para 10 : page 187

- 12·05 During 1953 all States in India should co-operate in undertaking a census of land holdings and cultivation. The lines on which this census should be held and the details of information which should be secured, should be worked out by an expert group.

**Ceilings on future acquisitions and resumption
of land from tenants**

paras 13-14 : pages 188-9

- 12·06 The idea of an upper limit for land has already been given effect to in some States in two different ways, namely : (i) as a limit for future acquisition and (ii) as a limit for resumption for personal cultivation. We consider that the determination of these limits is an essential step in land reform except in such areas as contain good deal of land requiring reclamation.
- 12·07 Whether the expression ' future acquisition ' should also include within its meaning the ' right to inherit ' needs to be considered from the point of view of legislation for the imposition of estate duties which is now before Parliament.

Ceilings on holdings—absolute limit

paras 15-18 : pages 189-191

- 12·08 Where land is managed directly by substantial owners and there are no tenants in occupation, public interest requires the acceptance of two broad principles : (1) there should be an absolute limit to the amount of land which any individual may hold; this limit should be fixed by each State, having regard to its own agrarian history and its present problems ; (2) the cultivation and management of land held by an individual owner should conform to standards of efficiency to be determined by law.
- 12·09 The limit which may be appropriate has to be determined by each State in the light of its own circumstances but broadly speaking about 3 times the 'family holding' would appear to be a fair limit.
- 12·10 As a practical approach to the problem of large individual holdings it would be best to divide substantial farms which are directly managed by their owners into two groups, namely, those which are managed so efficiently that their break-up would lead to a fall in production, and those which do not meet this test. For the latter category, the land management legislation should give to the appropriate authority the right to take over for the purpose of management the entire farm or such portion of it as might be in excess of the limit for resumption of personal cultivation and, secondly, the right to arrange for cultivation of lands so taken over. For the cultivation of such lands, preference could be given to co-operative groups and to workers on the lands which pass into the control of the land management authority.

Land management legislation

para 18 : page 190

- 12·11 Each State should enact suitable land management legislation laying down standards of management and cultivation and providing specific obligations, for instance, in respect of sale of surplus produce to government, production and sale of improved seed, wages and conditions of living of agricultural workers, etc. The legislation should also provide for suitable machinery for enforcing the various obligations. In the first instance the legislation could apply to holdings exceeding a limit to be prescribed which may be equal to or larger than the limit for resumption for personal cultivation, and future acquisition depending upon the conditions in a State,

Rights for tenants of substantial owners

para 17 : page 190

12·12 Where land belonging to substantial owners is cultivated by tenants-at-will, in view of the limit on resumption for personal cultivation, we suggest that for areas in excess of this limit the general policy should be to enable the tenants to become owners. To achieve this object the following measures have to be taken simultaneously. First, tenants have to be given security of tenure which could well extend to the conferment of occupancy rights. Secondly, it would be necessary to determine the principles on which (a) the price of land should be fixed and (b) payment should be made by the tenant. The most convenient course might be to fix the price of land as a multiple of its rental value and payment might be made in instalments spread over a period. The government could also establish a direct contact with tenants, upon whom these rights are conferred and collect land revenue from them rather than through owners, the price of land being recovered along with land revenue. Payment of compensation to owners of land can be made in bonds.

Policy regarding small and middle owners

paras 20-22 : pages 191-92

12·13 The general aim of the policy regarding small and middle owners should be to encourage and to assist these owners to develop their production and to persuade them to organise their activities as far as possible on co-operative lines. In all States, programmes for the consolidation of holdings should be expanded and pursued with vigour. A minimum size of holding below which no further sub-division will be permitted, should be fixed.

Uneconomic holdings

para 21 : page 192

12·14 The solution of the problem of uneconomic holdings lies more in the direction of evolving a suitable system of co-operative management of the land of a village rather than in attempting too many little adjustments in the holdings of individual owners of small plots.

Leases by small and middle owners

para 22 : pages 192-93

12·15 Leasing of land by small and middle owners should not be dealt with along the same lines as by the substantial owners since such prohibition of leasing by small owners is likely to reduce the movement of rural people to non-agricultural occupations. At the same time steps to protect the tenants of small owners must be taken.

Period of tenancy

paras 23-24 : pages 192-93

12·16 A period may be prescribed—5 years for instance—during which an owner may resume for personal cultivation. If he fails to do so during this period, the tenant should have the right to buy the land he cultivates on terms similar to those suggested earlier for the tenants of the larger land holders.

12·17 The period of tenancy of the tenants of small and middle owners should ordinarily be five to ten years. The tenancy should be renewable, resumption being permitted if the owner himself wishes to cultivate.

Fixation of rent **para 24 : page 193**

12·18 The essential principle for determination of rent should be that, having regard to his expenses of cultivation and other risks, a fair wage remains for the cultivator. Over the greater part of the country a rate of rent exceeding one-fourth or one-fifth of the gross produce could well be regarded as requiring special justification.

Landless workers **para 26 : page 193**

12·19 It is necessary to consider the problem of landless workers in terms of institutional changes which would create conditions of equality for all sections of the rural population. The essence of these changes lies in working out a system of co-operative village management.

Co-operative farming by small and middle farmers **para 28 : page 194**

12·20 It is important that small and middle owners in particular, should be encouraged and assisted to group themselves voluntarily into co-operative farming societies which should receive special facilities from State Governments.

Co-operative village management **paras 30-34 : pages 195-97**

- 12·21 It has become imperative that at village level there should be an organisation deriving its authority from the village community and charged with the main responsibility of undertaking programmes of village development. In addition to being the agency through which leases of private lands belonging to small and middle owners take place, the village panchayat has also to be the principal body concerned with the management of lands belonging to substantial owners, which are made available for cultivation and for village waste land. It is necessary that tenants, even when they are displaced by small owners, should be able to obtain at least minimum holding for cultivation. If for sheer lack of land, it is not possible to provide a minimum holding then the obligation to provide work in some other form ensues. In short, village Panchayats should become the agency for land management and land reform in the village. The concept of village management has to be extended to include the entire land of the village as well as activities for creating non-agricultural employment and providing social services.
- 12·22 The system of co-operative reorganisation has to be evolved by the village communities while the Government should guide them, render all the requisite assistance and provide suitable legislative frame work. Land management legislation should include the provision that if a majority of owners and occupancy tenants in a village wish to enter upon co-operative management of the village lands, their decision will be binding on the village as a whole.
- 12·23 There is need for an expanding programme of training and experiments in co-operative farming and co-operative organisation. For this purpose, a sum of Rs. 50 lakhs have been provided in the Five Year Plan by the Central Government.

Land Reforms Organization

para 35 : page 197

12.24 Within each State there is need for some machinery for investigating and reporting upon the progress of measures of land reform. In the Central Government also there is need for an organisation which could pool knowledge and experience gained in the States and could suggest lines for further investigation. Equally it is important to maintain a continuous record of information concerning progress in the implementation of land reform programme by the States. To assist in the process, we recommend the establishment in the Central Government of a Land Reforms Organisation. The details of the organization which will be needed in connection with the implementation of a national programme of such vital importance as land reform will need to be worked out carefully.

CHAPTER XIII

THE AGRICULTURAL WORKER

Condition of migrant agricultural labourers in towns para 5 : page 204

- 13·01 Some agricultural labourers trickle into towns in search of employment and they are practically without any shelter. As the influx of such workers is likely to continue, a first step should be to provide clean camp sites equipped with water supplies and sanitary arrangements.
- 13·02 A sample survey of such persons (migrating agricultural labourers) might give valuable information about their condition.

Special programmes for rehabilitation of agricultural workers paras 8-9 : page 205

- 13·03 By selecting such areas (where agricultural labourers are concentrated) for special programmes such as community development projects it should be possible to make a distinct contribution to the problem of rehabilitating agricultural workers.
- 13·04 The State Governments have provided in their plans Rs. 23 crores and the Central Government Rs. 4 crores for the amelioration of backward classes. A fair proportion of this may be expected to be spent for improving the condition of agricultural workers. Furthermore, in the Central Government's Plan a sum of Rs. 2 crores has been set aside for resettlement schemes for landless agricultural workers.

Minimum wages for agricultural workers para 10 : page 206

- 13·05 Under the Minimum Wages Act, State Governments are required to fix minimum rates of wages for agricultural labourers by the end of 1953. The legislation permits them to fix minimum wages for such portions of the territories or for such classes of employment as they might consider feasible.....The enforcement of minimum wages for agricultural workers in low wage pockets or the larger farms and areas selected for intensive development should be regarded as an important aspect of the programme for improving the conditions of agricultural workers and should receive high priority. We suggest that progress in the implementation of the minimum wages legislation should be reviewed from time to time at Inter-State Conferences so that the experience gained in meeting common problems may be pooled and the implementation of the legislation expedited.

House sites for agricultural workers para 11 : page 206

- 13·06 Landless workers holding temporary rights over house sites in a village should be granted rights of occupancy in them. Where the house sites are the common property of a village, the village panchayat should be placed under the obligation to grant

the house sites free of charge to agricultural workers, who may be in occupation of them. Even where the sites belong to individuals, by persuasion if possible and by legislation if necessary, the sites should be transferred in occupancy rights to landless workers who may be in possession of them. In some areas the existing village site is so congested that a new village site has to be provided for further extension. The landless and particularly the Harijans should be fully represented in the allotment of sites in such extensions and effort should be made to provide small allotments for kitchen gardens.

- 13·07 In the State programmes for amelioration of backward classes, the provision of house sites and small backyards should receive special emphasis.

Support for Bhoodan movement **para 12 : page 206**

- 13·08 Full support should be given to the movement initiated by Acharya Vinoba Bhave for securing land as gift for the landless by providing means of cultivation and other assistance to landless labourers selected for the allotment of the gifted land..... The State Governments could make it (movement of land gifts to the landless) a permanent feature of the work of rural development which might continue beyond the pioneering phase.

Co-operatives of village labourers **para 13 : page 207**

- 13·09 Under the technical guidance of State Government officials, co-operatives of village labourers should be encouraged to take up contracts for specific pieces of construction work. Given suitable encouragement and assistance labour co-operatives can make an important contribution to the relief of rural unemployment.

Settlement on newly reclaimed lands **para 14 : page 207**

- 13·10 Blocks of newly reclaimed land as well as culturable waste land should be set apart wherever possible for the settlement on co-operative lines of groups of landless agricultural workers and of holders of small uneconomic plots of land.

Financial and other assistance to agricultural workers **paras 15-17 : page 207**

- 13·11 We suggest that State Governments should formulate schemes for granting financial assistance to co-operative groups of landless workers for such purposes as house-building, purchase of bullocks and implements and for ancillary industries which they wish to take up after suitable training under the auspices of the Government.
- 13·12 Special assistance by way of educational stipends and for vocational and technical training should also be afforded, as indeed is already being done in most States.
- 13·13 The extension organisation in the district should concern itself with the problem of welfare and employment of agricultural workers.

CHAPTER XIV

PROGRAMME FOR AGRICULTURE

Production targets and agricultural programme paras 3-4 : pages 208-09

14·01 The targets of additional production envisaged in the Plan are as follows :—

<i>Commodity</i>	<i>Quantity (in millions)</i>	<i>Percentage</i>
Foodgrains	7·6 tons	14
Cotton	1·26 bales	42
Jute	2·09 bales	63
Sugarcane	0·7 gur tons	12
Oilseeds	0·4 tons	8

The agricultural programme on which these targets are based, consists of two parts, *viz.*, (1) schemes of State Govts. which together account for a total net food production target of 6·0 million tons to be achieved at a total cost of Rs. 125 crores ; and (2) supplementary schemes proposed by the Planning Commission with a view to achieving additional food production of at least 1·6 million tons. During the course of implementation of the Plan the additional schemes will be further considered in consultation with State Governments and incorporated into the programme of individual States.

Financing of production programme for commercial crops para 10 : page 212

14·02 In respect of programmes for commercial crops the Central Government are guided mainly by the views of the Commodity Committees for Cotton, Jute, Sugarcane and Oilseeds. The Commodity Committees for cotton and oilseeds derive their resources through special cesses while finance for sugarcane is provided from excise funds. These Committees are expected to finance the production programmes during the period of the Plan as follows : cotton 350 lakhs ; sugarcane 130 lakhs ; oilseeds 50 lakhs. For jute there is no separate cess and the Plan provides a sum of Rs. 50 lakhs.

Minor irrigation programme para 7 : page 210

14·03 In the execution of the minor irrigation programme three considerations have to be kept in view. Firstly, the schemes should be selected after a careful survey of the potentialities. Secondly, in selecting schemes a priority should be accorded to existing works which have gone out of use for lack of repairs and can be repaired at

reasonable cost. Lastly, the benefit of minor irrigation schemes have been seen not to last for long for want of adequate arrangements for their repair and it is, therefore, necessary that the responsibility for the maintenance of the works be placed on local communities and, if necessary, a cess levied for the purpose.

Land reclamation**para 8 : page 211**

14·04 The bulk of the area which is to be reclaimed during the Plan period lies in Hyderabad and Madhya Pradesh. It is important that in their agricultural programmes these two States should make adequate administrative arrangements to ensure that the proposed reclamation programme is fulfilled.

Fertilizer programme**para 9 : page 212**

14·05 Agricultural programmes of the States assume an annual supply of 4,46,000 tons of nitrogenous fertilisers, 79,000 tons of super-phosphates and 20,000 tons of bonemeal. It is expected, however, that during the course of the Plan the quantities which would, in fact, be available, will be 6,00,000 tons of nitrogenous fertilizers and 1,76,000 tons of super-phosphate in addition to 50,000 tons of bonemeal. It, therefore, follows that additional fertilizer programme to the extent of about 3,00,000 tons can be undertaken by the end of the Plan. It is proposed to work out programmes for the utilization of additional quantities of fertilizers.

Price policy**para 11 : page 213**

14·06 Production targets for commercial crops assume the continuance of the structure of relative prices between foodgrains and other crops. It is therefore important to stress that during the period of the Plan any attempt to offer price incentives of a varying order for different crops should be avoided.

Agricultural planning**para 13 : page 213**

14·07 In each State the targets have to be broken up by district and within each district, by tehsils or taluks. Where the programmes already contemplated do not seem to promise the desired results, provided the necessary potential is available, these programmes should be suitably expanded or supplemented. Detailed agricultural planning will be possible in areas in which intensive development is undertaken, e.g., in community project areas. In these areas special stress is to be laid on building up the village agency for development and in strengthening the cooperative movement. For an area as small as a development block, on the basis of local knowledge and experience, it should be possible to frame production programmes and provide for positive measures to ensure their fulfilment.

CHAPTER XV

COMMUNITY DEVELOPMENT AND RURAL EXTENSION

Community projects

para 1 : page 223

15.01 The Plan provides for Rs. 90 crores for the extension programme of Community Projects (on the general pattern as indicated in the "Community Projects—a Draft Outline")

Size and location of units

paras 2-4 : pages 224-25

15.02 For each community project as at present planned there will be approximately 300 villages with a total area of about 450 to 500 sq. miles, a cultivated area of about 150,000 acres and a population of about 200,000. The project area is divided into 3 development blocks, each of which is divided into groups of 5 villages each, each group being the field of operation of a village level worker. The initial programme has been started with 55 projects.

Main lines of activity

paras 5-14 : pages 225-27

15.03 The main lines of activity which will be undertaken in a community project can be briefly divided as follows : agriculture and related matters ; irrigation ; communications ; education ; health ; supplementary employment ; housing ; training ; social welfare.

Training of personnel

para 13 : page 227

15.04 The training of village level workers, project supervisors and other personnel will be carried out in 30 training centres which have been set up with the help of the Ford Foundation of America. Each training centre will have facilities for about 70 trainees.

Organization

paras 15-18 : page 228

15.05 The Central Organization will consist of a Central Committee (Planning Commission) to lay down broad policies and provide general supervision and an Administrator of Community Projects under the Central Committee who will be assisted by highly qualified executive staff. At the State level, there will be a State Development Committee and a State Development Commissioner. At the district level, wherever necessary, there will be a District Development Officer. At the project level each individual project unit will be in charge of a Project Executive Officer. Each Project Officer will have approximately 125 supervisors and village level workers on his staff.

Villagers' contribution to the programme**para 21 : page 229**

15·06 A qualifying scale of voluntary contribution from the villagers either in the form of money or of labour should be laid down as a condition precedent to development schemes being undertaken. The Bharat Sewak Samaj is hoped to become the principal agency for the organisation of voluntary effort.

Finance**para 22 : pages 229-30**

15·07 The estimated expenditure on a basic type of rural community project over a period of 3 years is Rs. 65 lakhs and that on an urban unit Rs. 111 lakhs. It has now been decided that the programme should be operated on the basis of a reduced total of Rs. 45 lakhs per project for a population coverage of 2 lakhs.

Evaluation of programme**para 24 : page 230**

15·08 A systematic evaluation of the methods and results of the Community Development Programme will make a significant contribution by pointing up those methods which are proving effective and those which are not, and furnishing an insight into the impact of the community development programme upon the economy and culture of India. The evaluation work is being arranged to be conducted by the Planning Commission in close co-operation with the Ford Foundation and the T.C.A.

National extension service**paras 1-8 : pages 231-33**

15·09 The lesson to be derived from the working of the G. M. F. programmes is that all aspects of rural life are inter-related and no lasting results can be achieved if individual aspects of it are dealt with in isolation. The programme envisaged by the G.M.F. Committee, for which provision has been made in the Plan is that the Central Government should assist State Governments in establishing extension organisations so as to bring their entire area under extensive development within a period of about 10 years. Within the period of the Plan 120,000 villages are to be brought within the operation of the extension.

15·10 While framing their detailed programmes, the Central and State Governments will have to keep in view the need for providing necessary training of personnel.

15·11 Extension involves not only education of rural people in determining their problems and the methods of the solving them but also inspiring them towards positive action in doing so. It is, therefore, of the highest importance that personnel of the right type should be obtained. People of the from village surroundings with experience of practical farming are likely to prove of special value as extension workers. The conditions of service should be satisfactory and there should be considerable scope for promotion for men who start at the bottom.

15·12 Extension activities will be adversely affected if arrangements cannot be made for supplying the needs which they generate.

15·13 Special arrangements are needed to ensure the closest co-operation between extension and research.

CHAPTER XVI

FINANCE FOR AGRICULTURE

Agricultural credit through co-operative societies **paras 3-5 : pages 235-36**

16·01 It is necessary to build up and expand the system of Government or co-operative credit so that the implementation of the Plan may proceed according to schedule. The co-operatives are the most effective agency for providing finance for agricultural purposes. It would be advantageous to distribute even the State loans through the co-operatives.

16·02 It is desirable that co-operatives handle the credit business of potentially credit-worthy people also. To the extent the co-operatives incur losses on account of the additional risk they may have to be compensated by the State.

Expansion of co-operative movement **para 7 : page 236**

16·03 The Co-operative Planning Committee (1946) recommended that 50 per cent of the villages and 30 per cent of rural population should be brought within the ambit of primary societies within 10 years. Efforts should be made to reach by 1955-56 these targets.

Training of co-operative personnel **para 8 : page 237**

16·04 There is scope for starting at least three regional colleges on the line of the co-operative college at Poona for training co-operative personnel.

16·05 Training for subordinate personnel has also to be arranged simultaneously.

Apex Banks **para 11 : page 237**

16·06 The State Governments which have an interest in creating apex banks and fostering their growth should subscribe a part of their capital and should be represented on their boards of management.

16·07 To secure the benefit of the Reserve Bank's accommodation for co-operative societies, the State Governments may, if necessary, guarantee repayment of the amount advanced by the Reserve Bank to the apex bank.

Target of credit through (institutional) agencies **para 13 : page 237**

16·08 The Five Year Plan is in agreement with the recommendation of the Grow More Food Enquiry Committee that in the next three years the advances to cultivators through the institutional agencies should be steadily increased so as to reach the limit of at least Rs. 100 crores per annum by the third year.

Medium term finance**para 15 : page 239**

- 16·09 We recommend that a provision of Rs. 5 crores spread over the next three years should be made in the Plan to supplement the resources of co-operative banks or other credit agencies created as an interim arrangement for medium term finance.
- 16·10 We consider that the target for medium term finance, Government and co-operative, at the end of the present Plan might be placed at Rs. 25 crores per annum.

Long term finance**paras 16-19 : pages 239-40**

- 16·11 As the land mortgage banks providing long term loans find difficulties to raise finance, the Five Year Plan makes a provision of Rs. 5 crores spread over three years] to supplement long term resources.
- 16·12 Considering that the borrower and the security that he has to offer are generally the same for various types of loans, it is to be considered whether a single agency could dispense all types of credit.
- 16·13 The land mortgage banks should henceforward lay greater emphasis on developmental aspect and should give preference to applicants who want to increase their resources for enhanced production.

Criteria for disbursement of loans**paras 19-20 : pages 240-41**

- 16·14. In respect of Rs. 5 crores each recommended to supplement the medium term and long-term resources, criteria have been laid down which should govern the actual disbursement of the amount: These relate to : (i) the objective of increased production ; (ii) serving areas where co-operative credit system does not exist ; (iii) contribution to long term agriculture finance taking the form of Government purchasing debentures of land mortgage banks ; (vi) where possible credit to be disbursed through co-operative organization or where such organization does not exist through the development of types of organization which can be eventually fitted in with the co-operative type of organization.

For the above a detailed plan should be chalked out by the Government of India in consultation with the Reserve Bank.

Integrated policy of agricultural credit**para 20 : page 241**

- 16·15 The proposals in the Plan are a part of and a first step to a comprehensive and integrated policy of agricultural credit to be evolved as early as possible on the basis of the factual material which is expected to be furnished by the rural credit survey.

CHAPTER XVII

AGRICULTURAL MARKETING

Agricultural marketing legislation

para 4 : page 243

- 17·01 It is necessary to extend the operation of the Agricultural Produce Markets Act so as to cover all the important markets in each State by 1955-56.

Co-operative marketing

paras 1-12 : pages 243-45

- 17·02 The activities of co-operative marketing societies should extend gradually so as to manage regulated markets, own and manage processing industries.
- 17·03 In the case of commodities which do not require elaborate processing, co-operatives will have to establish direct dealings with the consumer co-operatives. By contacting its counterparts in other States, commercial marketing associations should work out an arrangement for imports and exports. Similar arrangements within the State should also be made.
- 17·04 The area of operation of a marketing society should be fairly large and separate societies for individual commodities should be restricted only to such staples of trade as have specialised wholesale market.
- 17·05 The apex agencies should obtain sufficient capital from their constituents.

Storage and warehouses

paras 13-14 : pages 245-246

- 17·06 At mandi centres storage facilities should be developed. It would be better if the co-operatives plan to have their own storage facilities. For the construction of godowns some States are rendering assistance by providing loans and subsidies. Other States should follow this practice.
- 17·07 Warehousing legislation enacted in Bombay, Madras, Madhya Pradesh, Mysore, Hyderabad and Travancore-Cochin should be undertaken by other State Governments.
- 17·08 Assistance by measures such as provision of loans etc. to organisations which are willing to undertake the construction of warehouses would be needed from the State Governments and the Reserve Bank.

Co-operatives—future pattern of development

paras 15-18 : pages 246-47

- 17·09 Co-operative marketing linked with production, finance and co-operative ownership of processing industries will be a useful instrument in increasing production, cutting costs and introducing a system of crop planning. Favourable conditions for their growth have therefore to be created without loss of time.

- 17·10 We suggest that processing plants established hereafter should be owned and managed by co-operative societies and licences and other support given to them by the States. Where such societies do not exist active and timely steps should be taken to organize and equip them.
- 17·11 As every State may not be in a position to provide the experts (in the field of co-operative production, marketing etc.) it would be an advantage to have a standing committee of four experts on processing and marketing at the Centre which should assist the State Government and co-operatives.
- 17·12 As regards long term finance required by the societies for purchasing machinery and equipment, we consider, it should be made available by the State and Central Industrial Finance Corporations.
- 17·13 Immediately, co-operatives should be given adequate representation on the managing committees of regulated markets, and these co-operatively directed market committees should be empowered to make a small charge on the produce handled by them for further expansion of these services.

Grading of agricultural produce

paras 19-20 : pages 247-49

- 17·14 To promote export trade, it is proposed to undertake grading of wool, bristles, lac, sheep and goat skins, cashew nuts, vegetable oilseeds, oils and kapok.
- 17·15 In order to encourage the sale of graded ghee, it is suggested that all departments of Government and other institutions which buy ghee on a large-scale, particularly hostels, hospitals, railway contractors, etc. should be made to purchase Agmark products.
- 17·16 In some areas experiments with compulsory grading of oil and ghee could be tried by prohibiting the movement of ungraded products by rail and road.
- 17·17 In order to maintain uniformity, specifications for grading agricultural commodities should be laid down in consultation with all the interests concerned, State Governments and Indian Standards Institution.

Weights and Measures

para 21 : page 249

- 17·18 The importance of standardisation of weights and measures must be stressed in all the States. We consider that every State should introduce and enforce the Standard Weights Act.

CHAPTER XVIII

SOME PROBLEMS OF AGRICULTURAL DEVELOPMENT

Minor irrigation

paras 4-6 : page 251

- 18·01 We endorse the recommendation of the G.M.F. Enquiry Committee that separate funds should be allotted for sinking of wells by small landholders.
- 18·02 A special provision of Rs. 30 crores has been made in the Plan for minor irrigation schemes. We recommend that every State should carry out a systematic survey of the possibilities of undertaking such schemes and formulate a programme of execution in an order of priority so that their construction can be effected in a planned manner. An administrative arrangement under which a trained corps is available to execute such projects on condition that certain contributions in labour and cash are provided by the local people would stimulate local competition for their execution.
- 18·03 The responsibility for the maintenance and repair of minor irrigation works should be unambiguously fixed and the beneficiaries should be asked to pay water rates in proportion to the advantage derived by them. The management of these works should vest in the irrigation department which should be made responsible for their maintenance and repair and should utilise village Panchayats or Co-operatives, where they exist as agencies for carrying out these repairs.

Dry farming

para 7 : page 251

- 18·04 Since so much of the cultivated area depends entirely on rainfall, problems of dry farming should receive much more attention.

Use of weather forecasts

para 9 : page 252

- 18·05 Each state might select an area where communications can be so arranged that it is possible for the weather forecast to reach the cultivator the same day it is issued. Observations could then be made how this knowledge helps the farmer in timing his agricultural operations.

Improved seeds

paras 12-18 : pages 253-54

- 18·06 Some States have adopted legislation making the use of improved seed obligatory. In the case of crops liable to cross fertilization such a course is essential but where soils are required to be planted with different varieties of the same crop, compulsion would be possible only if pure seed of each variety is available. Strong public opinion has necessarily to be built up before legislation can be made effective.

- 18·07 We consider that multiplication and distribution of pure seed should be decentralised as far as possible so that nucleus seed can be made to reach every single village or a group of villages.
- 18·08 There is need to obtain accurate information as to what exactly happens under the cultivator's field conditions which lead to deterioration of sound seed.
- 18·09 We recommend the location of an experimental-cum-seed farm in each block of a community project, that is, one for every group of about 100 villages.
- 18·10 The agriculture departments should guard against the tendency to issue new varieties for adoption by the cultivators without full and complete trials conclusively establishing their superiority over those in use.
- 18·11 Research and demonstration are needed regarding seed rates and advantages of treating seeds with fungicides before sowing.
- 18·12 We recommend the appointment by the I.C.A.R. of a Standing Committee of Plant Breeders and Extension Workers to review every year the technical and administrative aspects of multiplication and spread of improved varieties.

Manures and fertilizers—conservation of urine

para 27 : page 256

- 18·13 The utilization of urine for manure is of great importance. The installation of special urinals, such as 'Agri-San' and 'utility', would help to conserve the urine and a beginning should be made with institutions like jails, hospitals, schools, boarding houses, cinema houses and other public places.

Village latrines

para 28 : page 256

- 18·14 It is necessary to devise a suitable latrine which villagers can use and which will be sanitary, convenient and fly-proof and can be shifted. Public urinals should also be located at suitable places in village areas.

Fuelgas from cattle dung

para 29 : page 256

- 18·15 If the process for production of fuelgas from cattle dung by appropriate fermentation is developed, it will check the burning of dung as fuel and augment materially the supplies of organic manures.

Growing of leguminous crops

para 30 : page 256

- 18·16 Where conditions are favourable the State should take steps to encourage growing of leguminous crops by providing necessary facilities and inducements.

Oilcakes as fertilizers

para 31 : page 257

- 18·17 We consider the use of edible oilcakes as fertilizers undesirable socially as there is a shortage of cattle feed in the country. Non-edible oilcakes alone should be used directly as fertiliser.

Slaughterhouse byproducts

para 32 : page 257

18·18 Slaughterhouse byproducts can be a source of income to the municipalities if proper method of conserving blood and 'tankage' are adopted.

Bonemeal

para 36 : page 258

18·19 In order that export of bones should cease, steps must be taken to manufacture by-products like glue and gelatine in India.

18·20 Increased crushing capacity should also be provided particularly in areas far away from rail heads, so as to stimulate better collection of bones.

18·21 The collection of bones will increase only if crushing units or plants like the bone digester are located in areas where collection is not paying because of the long distance from rail-heads.

18·22 If any State considers it necessary to impose a provincial ban to enable it to increase the crushing capacity in the rural areas such a request from it should be favourably considered by the Centre.

Possibility of manufacturing ammonium phosphate

para 37 : page 259

18·23 It is desirable that the possibilities of manufacturing ammonium phosphate which supplies both nitrogen and phosphorous to the soil should be investigated.

Reduction in price of fertilizers

para 39 : page 259

18·24 Unless prices of fertilizers are substantially reduced so as to be within the reach of the grower of food grains, any extension of the use of fertilizers for food crops will be difficult.

Committees of I.C.A.R. for manures and fertilizers

para 40 : page 259

18·25 We recommend the appointment of a Committee by the I.C.A.R. charged with the following functions : (a) to review annually and to obtain accurate information on the potential supply of manurial resources and other quantities actually developed and utilised ; (b) to estimate the country's manurial and fertiliser requirements, and potentialities for production in different parts of the country and the optimum conditions for their utilisation ; (c) to estimate the response obtained by the use of fertilisers and their economic cost to the cultivators ; and (d) to report on the development of the utilization of manures, human and cattle wastes, and fuel gas.

Agricultural implements and machinery

paras 43-47 : pages 260-61

18·26 We recommend that every State should have in its agricultural engineering section a whole-time officer for conducting research on indigenous tools and implements.

18·27 As different types of implements are required for different crop and soil regions, regional committees consisting of technical experts, progressive farmers, manufacturers, dealers, etc., have to be set up in the I.C.A.R. I.C.A.R. might also convene an annual conference on implements and machinery.

- 18·28 A special officer should be appointed in every State who would look after research, development and extension of improved implements. He would also be responsible for testing new implements before they are recommended for general use by the cultivators.
- 18·29 The manufacture of tools and implements is to be encouraged on cooperative basis by organising local fabricators, blacksmiths and artisans.
- 18·30 The implements manufactured should be recommended to cultivators only after careful trial and test by the Implements Officer of the State who should be provided with the necessary equipment for carrying out tests.
- 18·31 Short training courses at important centres are proposed to be organised for improving the technique of local blacksmiths, carpenters and artisans.
- 18·32 The cooperative undertakings of fabricators, besides manufacturing implements, are also expected to provide servicing and repairing facilities at reasonable rates.
- 18·33 Taccavi loans or loan from cooperative societies may be provided to popularize new implements if their cost is high.

Tractors

paras 48-53 : page 261-63

- 18·34 For avoiding losses on imports of tractors it is necessary that every make of tractor received should be tested in regard to its utility under Indian conditions. The tests will be carried out at the testing station to be established by the Government of India.
- 18·35 The Government should see that adequate facilities for supply of spare parts and repairs are provided either by the dealers or at the State workshop as this would reduce breakdowns, avoid dislocation and lead to better utilization of equipment.
- 18·36 The I.C.A.R. might undertake a comparative and thorough study for various regions regarding the cost of reclamation by tractors, and of the economics of mechanised and bullock power cultivation.
- 18·37 The State machine tractor stations and workshops should also have a section for undertaking repairs of indigenous implements. Spare parts needed for such implements should also be supplied by them.
- 18·38 The tractor testing station proposed to be established by the Government of India should also carry out tests on diesel engines, pumping sets and implements both imported and manufactured in the country.
- 18·39 Research and investigation must be directed towards evolving remedies (for insect pests and plant diseases) which can be adapted to local practices of the cultivators and which will utilize local materials. Imported insecticides and pesticides should be recommended only after trials of local materials and methods have failed to achieve results.

Plant protection

paras 58-60 : page 264

- 18·40 It may be an advantage for each State to study over a period of years all outbreaks (of plant diseases) which have assumed an epidemic form and to trace the factors favourable for their growth and subsidence. It will facilitate the location of centres of attack and help in forecasting epidemics.

Insect and pest control **paras 61-68 : pages 264-66**

- 18·41 More experience regarding the use of insecticides and experimental evidence of their effect on human beings and cattle, who consume the straw and grain of the treated plant, are required before their extended use can be recommended.
- 18·42 It should be the function of the Plant Protection Organisation to conduct experiments with the different brands on sale in the market and advise the extension agencies.
- 18·43 Land frontiers and airports have to be guarded against both plants and animal pests and diseases.

Menace of stray cattle **para 69 : page 266**

- 18·44 To reduce the menace of stray cattle it is necessary that heavier penalties be imposed and exemplary punishment awarded to habitual offenders. The Cattle Tresspass Act should be amended to secure this.

Damage by wild animals **para 69 : page 266**

- 18·45 Damage by wild animals to crops and cattle is another menace in certain areas. Organized action against them is necessary as individual action only shifts the burden on to other cultivators. Destruction through gun clubs, trench pits and some other methods is the only solution.

Storage **para 70 : page 266**

- 18·46 Village storage methods should be further studied. Civil Supplies staff should actively assist in the periodical inspection and disinfecting of the godowns.

Agricultural education and training **paras 71-75 : pages 267-68**

- 18·47 We commend the Manjri pattern of two year schools in the Bombay State as the best. We recommend all existing schools to be converted into this type.
- 18·48 A student passing out of such a school is not able to prosecute his studies further in an agricultural college. This handicap should be removed by extending the course by one year for those who want to prosecute their studies further.
- 18·49 If the agricultural college course after graduation is considered too long to impart additional qualifications in extension or farm management, facilities should be provided for a bias in the field of special interest in the final year.
- 18·50 Short practical courses for farmers of a general nature in different fields of agriculture, such as compost-making, pre-sowing treatment of seed, crop protection, cattle feed, etc., which have proved to be of great value, can be held on each demonstration farm at suitable intervals.

Agricultural research **para 77 : page 269**

- 18·51 It is of utmost importance that for each soil, climate and region a compendium should be prepared for the use of extension service of the various research practices which have been sufficiently established for immediate adoption by the cultivators of the region, and of those which require further proof by trials in the cultivator's fields. The I.C.A.R. should actively help the States in the preparation of these compendia by a financial grant, if necessary.

Experimental stations

para 78 : page 269

- 18-52 We consider that the establishment of experimental stations for each crop soil-region should be an important concern of the I.C.A.R. and the State Governments.

Committee to examine organisation of research

para 85 : page 271

- 18-53 We feel that the stage has now been reached when a high level committee should examine the whole question of the organisation of research in India, in particular, the changes that should be brought about in the existing Commodity Committees and Central Research Institutes and research in Universities so that they can answer the increased demands for research that will be made upon them.
- 18-54 As things stand today, the I.C.A.R. organisation has to examine a large number of schemes, and it may have to be considered whether some regional decentralisation could not be usefully introduced.

ICAR work

para 86 : pages 271-72

In the meantime we suggest that the following measures should be immediately adopted to remove some of the drawbacks which affect the Commodity Committees and the organisation of the I.C.A.R.

- 18-55 All schemes of the Commodity Committees should be subject to examination and scrutiny by the same body (Scientific Committees of the I.C.A.R.) which examines the research schemes pertaining to other crops grown in that area.
- 18-56 Wherever any research station is working under any Commodity Committee the same staff should carry out the research in respect of other crops in the area.
- 18-57 The I.C.A.R. should have authority to suggest to a Commodity Committee what coordinated research in respect of other crops grown in the region or rotational crops grown with the main commodity should be undertaken by it.
- 18-58 The I.C.A.R. should be in a position to : (a) review all research work done in the country, (b) undertake a detailed examination of all research programmes received and (c) take an overall view of research in the country as a whole.

Research programme in the States

para 87 : page 272

- 18-59 The State Governments should associate representatives of progressive cultivators, traders and processors with the drawing up of annual research programmes and their evaluation.

Conditions of employment of research workers

para 88 : page 272

- 18-60 Research services should have more permanent tenure and should be brought in line with other permanent services under the Government. The important pre-requisites of satisfactory results are stability of service, congenial conditions of work and proper guidance and direction.

CHAPTER XIX

ANIMAL HUSBANDRY

Cattle improvement —key village scheme

paras 8-13 : pages 275-76

- 19·01 A programme of cattle improvement should include arrangements for the production and use of an adequate number of superior bulls of known parentage and productivity and the elimination of inferior bulls. This work is proposed to be taken up at 600 centres under the key village scheme during the period of the Plan.
- 19·02 It would be an advantage to locate some of the key villages in the suburban areas around the important cities, where development of dairy farming has been recommended.
- 19·03 The improvement of common grazing grounds, the growing of fodder crops in suitable rotations, the preservation of the surplus monsoon grass, and the use of hitherto untapped fodder resources are matters, which would receive attention in selected villages.
- 19·04 To facilitate the castration of scrub bulls and the protection of animals against contagious diseases legislation will have to be introduced.

Unproductive cattle—Gosadan scheme

paras 14-15 : pages 276-77

- 19·05 The removal of useless cattle to areas of natural grazing where fodder supply is not being utilized has been accorded a high priority in the Plan which provides for establishing 160 Gosadans at a cost of about Rs. 97 lakhs. Surplus cattle from key villages will be sent to Gosadans in the first instance. . . .

Fodder improvement

para 16 : page 277

- 19·06 In order to improve the supply, leguminous fodders, such as lucerne, berseem, cowpeas, field peas, etc., should be introduced in crop rotations in irrigated areas. This practice will give nutritious fodder and will also help to increase soil fertility. The possibilities of growing kudzu vine and clovers should be explored. In improved pastures there must be emphasis on rotational grazing and, wherever feasible, pastures should be seeded with Napier grass. In the villages near the foot hills where surplus grass is available after the monsoon, the possibilities of hay making should be explored. To begin with action on these lines may be attempted in selected community projects and key villages.
- 19·07 There is also considerable scope for research on fodder crops and the possibility of evolving schemes for the supply of green fodder for the greater part of the year.

Eradication of rinderpest**para 17 : page 278**

19·08 The Government of India have been examining for some time past a scheme for the eradication of the rinderpest by largescale vaccination with the newly evolved lapinised vaccine. A sum of Rs. 15·7 lakhs has been provided in the Plan to enunciate this work.

Protective treatment of cattle**para 18 : page 278**

19·09 It is necessary that every State should have adequate facilities for the protective treatment of cattle. At present there are about 2,000 veterinary dispensaries in the country. The Plan provides for expansion of these facilities and the total number is likely to go up to about 2640 by the end of the plan period.

Poultry improvement**para 19 : page 278**

19·10 The Indian Veterinary Research Institute by a process of selective breeding has evolved an Indian strain which would step up the yield by 100 per cent. This strain should be tested in the field under different soil and climatic conditions.

Sheep breeding**para 20 : page 279**

19·11 Three regional centres will be established in important wool producing areas and the quality of sheep improved by selective breeding and by cross breeding with Merino breed.

Veterinary education and research**para 21 : page 279**

19·12 Existing facilities at the colleges for higher studies are adequate, but difficulties are being experienced by some colleges in obtaining qualified teachers and research workers specially in the fields of anatomy, surgery and physiology. It may be desirable for some teachers from the colleges to be sent abroad to acquire further training.

CHAPTER XX

DAIRYING AND HORTICULTURE

Milk boards in urban areas

para 10 : page 282

- 20·01 It is suggested that a Milk Board be set up for each urban area. It should be a statutory body with a paid executive consisting of representatives of producers, distributors, consumers, municipal health authorities and state government. A milk plan for the area would be drawn up by the Board after a careful survey of the local needs. All matters relating to import, handling and distribution, quality control and prices of milk and milk products should be dealt with by the Board. The Board would also be responsible for organising production in the suburban and urban areas through a co-operative. The plan would include removal of cattle from urban areas and rehabilitation of the cattle owners in villages around cities. The financial assistance needed by the Milk Board should be provided by the Government, municipal committees or cooperative banks. As the scheme would popularize mixed farming, it should qualify for assistance under the G.M.F. campaign.
- 20·02 The machinery employed for licensing, sampling and testing should be strengthened by the Board and prosecutions hastened against unsocial elements who adulterate milk.
- 20·03 The standard now in force in different urban areas in regard to the quality of milk and milk products will have to be examined and revised wherever necessary.

Horticulture

para 15 : pages 283-84

- 20·04 Fruit growers in the principal fruit regions should be assisted to organise themselves on co-operative lines for raising nursery plants, controlling pests and diseases and for marketing fruit products.
- 20·05 Suburban belts around large towns should be developed for raising fruits and vegetables and the growers organised on cooperative basis for marketing their produce. Steps have also to be taken to popularise kitchen gardening in urban areas by supplying seeds, plants and technical advice.

Fruit and vegetable preservation

paras 15-16 : page 284

- 20·06 The preservation of fruits and vegetables which is being carried on a small scale should be expanded on modern lines. Research on modern and indigenous methods of fruit preservation should receive increasing attention at the hands of Central and the State Governments.
- 20·07 Measures such as supply of sugar at world market rate, duty free import of machinery, concessional freight rates and formation of a Fruit and Vegetable Development Board in the Ministry of Food and Agriculture are worth consideration for encouraging the preservation of fruit and vegetables.
- 20·08 At a later stage it will be desirable to make available cold storage facilities at important markets and refrigerated railway wagons for transportation of horticultural produce.

CHAPTER XXI

FORESTS

Reconnaissance survey of waste lands

para 3 : page 285

21·01 An immediate reconnaissance survey should be made of waste land with a view to evolving a system of balanced and complementary land use.

Extension of area under forests

para 3 : page 286

21·02 We recommend :

(i) for each state the proportion of the area that ought to be under forests should be clearly indicated by the Central Board of Forestry, keeping in view the principle of proper land-use, the nature of the terrain and the national needs. Deforestation may be allowed for the extension of permanent agriculture only where the area under forests is above this proportion or where some equivalent area can be afforested ;

(ii) the area under forests should be steadily extended over waste land considered suitable for the purpose.

para 4 : page 286

21·03 The extension of the area under regular forests would necessarily constitute a long term plan. Considerable improvement can, however, be brought about (even within a short time) by renovating large areas which, though classified as forests, have been deforested or have not been properly managed. In most states where merger has expanded the state managed forest area, an adequate administrative organisation has to be built up. The rehabilitation and development of these forests should be given the first priority ; and generally this five year period would be best utilized in planning the rehabilitation of these areas and setting up an adequate administrative machinery.

Tree plantation

para 5 : page 286

21·04 The area under tree lands, could be immediately extended with the co-operation of the public and of local bodies. The co-operation of the public should also be sought in planting trees along canal banks, village roads and railway lands. Useful work in this direction has been initiated as a part of the Van Mahotsava programme which should be organized on a systematic basis.

Village plantations

para 6 : page 287

21·05 We accord a high priority to protecting and extending village plantation of fuel and fodder species over suitable waste lands in selected localities. Large areas of waste lands have already vested in State Governments as a result of the abolition of

Zamindari and this should make the task less difficult. The survey of waste lands would serve to locate these areas and village panchayats or their union should play an important role in the establishment of village plantations. The village plantations may, in the first instance, be set up in areas selected for Community Development Projects. Provision for the establishment of nurseries is being made in areas selected for these projects and these could be enlarged to meet the requirements of village plantations, where necessary.

Soft coke as household fuel

paras 7-8 : pages 287-88

21'06 A step towards augmenting fuel supplies and conserving cow dung for manurial purposes would be the popularisation of the use of soft coke in the rural areas, particularly in the Indo-Gangetic plains. A target of one million tons of soft coke to be sold for consumption in the rural areas has been recommended. Its sale in rural areas should be organised through recognised agencies on a no-profit-no-loss basis.

21'07 The Planning Commission is examining the suggestion of reviving the Soft Coke Cess Committee for the purpose of demonstrating in the rural areas the use of soft coke and its economies. A small cess on the sale of soft coke may be necessary to provide adequate finances for the Committee.

Production, utilization, and treatment of timber

paras 11-13 : pages 288-90

21'08 As the availability of steel is far short of total requirements, a policy of conserving steel and replacing it by timber has become imperative and should be adopted in the following cases :—

(i) Treated timber should be used for telephone, telegraph and electric power lines as is done in most countries of Europe.

(ii) The Central and State Public Works Departments should explore the possibilities of greater use of treated timber in building construction and major and minor engineering structures.

21'09 Greater production of timber would generally have to be obtained either from increased yields per acre or through development of potentially exploitable forests (about 20 million acres) which have not yet been exploited for lack of communications. It is necessary that schemes for utilizing the inaccessible forest areas should be worked out by a committee of experienced forest officers.

21'10 The availability of timber can be stepped up immediately to a considerable degree if besides the conventional species, substitutes like 'salai' and other perishable species are utilized after proper seasoning and treatment.

21'11 The establishment of seasoning kilns and treatment units should receive a high priority and it is suggested that :

(i) seasoning kilns and treatment units should be installed in every Government saw mill ;

- (ii) the Railways should increase the number of their seasoning kilns and treatment plants to cover their entire requirements of timber ; and
- (iii) the D.G.S.D. should give preference to suppliers of wood who have their own seasoning kilns and treatment units.

21·12 Most species of timber are liable to deterioration through fungal decay or insect attacks, especially when the timber is green and the weather is humid and hot. Large-scale wastage occurs on this account due to delay in transport and want of proper storage arrangements in forests and sale depots. These losses can be greatly minimized by the adoption of prophylactic measures giving temporary protection. Similarly the use of treated fence poles by the Defence and Forest Departments would lead to reduced wastage and consequent economy.

National Structural Board

para 11 : page 289

21·13 A National Structural Board should be established which should consider which results of research can be carried into practice and adopted in building construction and how structural materials can be rationalised and standardized so that there may be the greatest possible economy.

Forest industries

paras 16-19 : pages 290-92

- 21·14 Long term leases by the Orissa Government directly to the paper mills should facilitate the development of the unworked areas and the expansion of the paper industry at the mouth of the Mahanadi.
- 21·15 There is scope for the expansion of exports of lac and myrobalans and their products provided collection can be intensified and grading done.
- 21·16 Indian cane is generally considered less durable than Singapore cane. It would be worthwhile to get seed and cuttings of the varieties grown in Malaya and try them in India. We understand that the durability of the Singapore cane is due to some processing which might be tried in India.

Grazing lands

paras 20-21 : pages 291-92

- 21·17 Cultivators and other residents in the rural areas may be allowed to graze their cattle to the extent of their requirements for agricultural purposes or for domestic milk consumption free of charge and all animals maintained over and above these requirements should be treated as part of a commercial enterprise and a fee for grazing at rates bearing reasonable relation to the value of cattle produce should be levied.
- 21·18 Considerable grazing lands available in areas under ryotwari settlement have for long been neglected and are subject to continuous soil erosion. Where suitable local agencies exist or can be created to undertake their management, rotational grazing should be introduced and these agencies assisted in the erection of enclosures. Where management of these areas by local bodies is not found feasible, it may be better either to put them under village plantations or under cultivation rather than allow them to suffer further erosion and thus endanger cultivation in neighbouring cultivated areas.

Forest administration**para 22 : page 292**

21.19 Regarding forest administration some measure of centralized co-ordination of working plans of the States is necessary. We recommend :

(i) the summary of the State Governments' prescriptions of working plans should be forwarded to the Inspector-General of Forests for scrutiny and comments ; and

(ii) periodical inter-State Conferences should be organised on a regional basis to enable the forest officers of State Governments to discuss the plans and exchange ideas on technical matters.

Forest research and extension**paras 23-24 : pages 292-93**

21.20 A proper documentation office should be organised for putting the results of research in a form in which the public can understand them and a closer liaison should be established between the Forest Research Institute and the industries.

21.21 The need for a separate research centre in the south, which has special problems of its own has long been felt and should receive attention.

Training of personnel.**para 24 : page 293**

21.22 A large area of private forests has vested in State Governments and for its proper management the need for trained staff will be greater. The Inspector-General of Forests should ascertain the requirements of all states over the next few years and make arrangements for the training of the required staff at these institutions.

Forest tribes**paras 25-26 : page 293**

21.23 It should be the object of State policy throughout India to organise the forest tribes into co-operatives for the collection of forest produce. Responsibility for organising them into co-operatives should be laid on the forest departments which should have co-operative staff on their establishments.

21.24 The tribes will have to be weaned away from the practice of shifting cultivation by attracting them to a settled and more intensive form of agriculture. The improvement of communications by opening up markets for agricultural and horticultural produce will serve as strong inducement to the tribes to abandon the wasteful system of shifting cultivation.

CHAPTER XXII

SOIL CONSERVATION

Programme for soil conservation based on reconnaissance survey

para 7 : page 300

- 22·01 Programmes for soil conservation and improvement of land-use during the period of the Plan should be worked out for each State by the Land Utilisation and Soil Conservation Board which is recommended. These programmes should be based on an assessment of the erosion problem in the State. Such an assessment should involve a reconnaissance survey by which the major erosion affected areas are demarcated and the types and degree of erosion in each area broadly indicated. A sum of Rs. 2 crores has been provided by the Central Government for soil conservation work during the Plan period. This provision is in addition to the expenditure provided for in the State Plans.

Soil conservation associations

para 8 : page 300

- 22·02 As much of the soil conservation work has to be done by the farmers themselves, constitution of co-operative associations of farmers for this work would be most useful. The Central Land Utilisation and Soil Conservation Organization (the setting up of which is recommended by us) should prepare a Model Law for the constitution of such associations which can be adopted by the States with suitable modifications.

Soil conservation legislation

para 9 : page 300

- 22·03 Suitable legislation for soil conservation should be undertaken by the States providing for powers to execute specified improvements in the farmers' fields and allocating the cost of the improvements between the farmers and the State ; constitution of co-operative associations of farmers for soil conservation work and powers to restrict usage practices in certain areas.

Research and demonstration

para 10 : page 301

- 22·04 The Plan provides for the establishment of a Soil Conservation Branch at the Forest Research Institute, Dehra Dun, at which research on various problems, connected with soil conservation will be undertaken. In addition, six research and demonstration centres will be established in different parts of the country. These centres will serve as centres for demonstration of improved land-use and soil conservation practices to cultivators in their respective areas.

Survey of soils and land utilization

para 11 : page 301

- 22·05 For the execution of a long term programme of soil conservation as also for the wider objects of improving land-use and increasing crop yields an all-India survey of soils

and land utilisation should be instituted. The survey should be carried out by a Central Agency so as to ensure uniformity in the system of classification and in surveying and mapping techniques and scientific nomenclature so that results from different areas are comparable. Programmes of soil survey and testing of soils which are being carried out at present by I.A.R.I. and by other agencies should be co-ordinated with the work of the survey.

Soil conservation in community projects

para 12 : page 301

- 22·06 Instruction in soil conservation measures should be given to village level workers and to the other project staff, especially those who have to work in hilly or dry areas. Soil conservation should form part of the work in the community project areas especially in hilly or dry areas.

Soil conservation in river valley project areas

paras 13-16 : pages 302-03

- 22·07 A programme of soil conservation should be taken up in the catchment area of every river valley project. Surveys of soil erosion and land use capability should be conducted in these areas and detailed plans for soil conservation drawn up. Cultivators should be taught conservation practices and should be given technical and financial assistance for adopting them. The cultivators of each sub-catchment should be encouraged to form themselves into soil conservation associations and formulate a conservation programme with the sub-catchment as the unit. Approved programmes of such associations should receive preference in respect of technical and financial assistance from the Government.
- 22·08 The adoption of conservation measures will generally involve curtailment of the customary rights of certain classes of persons like graziers and shifting cultivators. Suitable arrangements should be made for resettling and providing alternative means of employment for the population whose privileges or rights may have been restricted.
- 22·09 One of the principal functions of the Central Organisation which we are proposing would be to secure agreement among the various States concerned, and to see that a co-ordinated programme of soil conservation is adopted for every river valley project.

Checking of Rajasthan desert

paras 17-18 : page 303

- 22·10 As a first step to tackle the problem of the Rajasthan Desert, a Desert Research Station is being set up at Jodhpur and a pilot scheme for the creation of vegetation belts and the improvement of land-use is being taken up. Research on soils, land-use and silvicultural practices would be undertaken at this station. The scope of research is proposed to be extended later to include detailed hydrological, meteorological, geological and geophysical investigations. The station would serve also as a centre for the demonstration of improved land-use techniques and the distribution of seeds and other supplies.

22·11 We recommended that a co-ordinated programme of action, indicating measures to be taken in each State to check the advance of the desert should be jointly worked out by the various States concerned, in consultation with representatives of the Central Organisation.

Organization at the Centre and the States

paras 19-21 : pages 303-05

22·12 For carrying out the scheduled programmes and for formulation and implementation of suitable policies in the fields of land utilisation and soil conservation, we recommend the constitution of—(a) a Central Land Utilisation and Soil Conservation Organisation and (b) a Land Utilisation and Soil Conservation Board in every State.

CHAPTER XXIII

FISHERIES

Fisheries statistics

para 2 : page 306

- 23·01 The technical committee on the co-ordination of fisheries statistics has examined the question of statistics in detail (1950). We hope with the implementation of its recommendations by the Central and State Governments, the position will steadily improve. A sum of Rs. 8 lakhs has been provided in the Plan for the improvement of fisheries and livestock statistics.

Inland fisheries—survey of culturable waters

para 7 : page 307

- 23·02 In order to draw up a phased programme for the development of inland fisheries the first essential step would be to conduct a rapid survey so as to determine the culturable waters and simultaneously to investigate fish seed resources for undertaking large scale stocking operations.

Research

paras 7-9 : page 308

- 23·03 Research work on reducing fish mortality during transport and cultural operations should be intensified.
- 23·04 Further research and investigation is necessary to evolve suitable mechanical devices and chemical weedicides for destruction of water hyacinth.
- 23·05 If the artificial spawning of carp could be developed or alternatively such species of fish located as would spawn in impounded waters and would be otherwise suitable for stocking, the fishing industry could be improved considerably. We recommend that a high priority should be attached to research in this direction.

Development of Fisheries

paras 7-11 : pages 308-09

- 23·06 Steps should be taken to prevent overfishing and destruction of fry and fingerlings by adopting where necessary appropriate legislative measures.
- 23·07 The inland fisheries are dispersed all over the countryside and their development requires an extension organisation on a large scale. We do not visualize a separate organisation for the purpose and suggest that fishery-extension work should generally form part of the normal duties of the agricultural extension organisation and pisciculture should form part of agricultural education in agricultural schools and colleges.

- 23·08 We would recommend the acquisition of fishery rights in waters which do not vest in the State Governments if their owners fail to carry out the suggestions made by the State Fisheries Department. The Fisheries Department should also have facilities for developing fisheries in all State waters without necessarily taking over their management in other respects.
- 23·09 For developing fishing in the multi-purpose projects and dealing with other problems arising therefrom the State Irrigation Departments should have staff for fisheries development, which should work under the technical guidance of the Fisheries Department.
- 23·10 Brackish water and backwater areas, the bulk of which vest in State Governments should be reclaimed and converted into productive fisheries to the extent possible and areas settled in suitable blocks with co-operatives of fishermen.

Marine fisheries—mechanisation**paras 12—17 : pages 309—11**

- 23·11 Mechanisation of fishing operations would enable the fishermen to reach areas outside the range of the existing craft and also to fish for longer hours. The construction of new boats should be guided and supervised so that they may lend themselves to mechanisation subsequently. The Plan provides for mechanization of 140 boats and introduction of fourteen 30—35 feet mechanized boats of multipurpose type.
- 23·12 Provision has been made in the Plan for 2 tugs with refrigeration facilities for mother-ship operations and two purse seiners and trawlers for offshore operations.
- 23·13 For trawling to be commercially successful, it is necessary that there should be a sustained catch over a long period. A close analysis of the catch landed in ports is, therefore, essential to ensure that grounds are not depleted.

para 18 : page 311**Training**

- 23·14 Immediate arrangements should be made for the training of adequate Indian personnel.
- 23·15 In the selection of the crews, preference should be given to persons belonging to the fishing community.
- 23·16 It is important that the experts obtained through the F.A.O. and Point Four Programme arrive, so far as possible, simultaneously and work as a team.

Cold storage and quick transport**paras 19-20 : pages 311-12**

- 23·17 The Plan provides for 9 ice factories and cold storage plants (Madras 3, West Bengal 1, Bombay 2, Orissa 2 and Saurashtra 1) and 9 road vans (Madras 5, West Bengal 2, Bombay 2).
- 23·18 We suggest that the Railway Board should examine the feasibility of introducing insulated wagons at the important assembling centres.

Supplies to fishermen**para 21 : page 312**

23·19 All supplies to fishermen should be distributed through Co-operative Societies as far as possible. Rs. 60 lakhs have been provided in the Plan to facilitate distribution of supplies and subsidize costly items.

Fish curing**para 24 : page 313**

23·20 There is scope for research to determine the best curing seasons and types of cure and the degree of purity and correct proportion of salt required for preserving the different varieties of fish. This research should be intensified.

23·21 Fish cured at government yards is more wholesome as it is prepared under more hygienic conditions and expert supervision. To prevent people from reverting to curing in private yards it may be necessary for some time to : (a) subsidize the supplies of salt ; (b) exercise compulsion.

Marketing**paras 25-26 : page 314**

23·22 Regulation of markets and establishment of planned marketing premises are as essential for improving the quality of the marketed fish as for reducing costs and should receive high priority. Co-operative marketing may bring about some reduction in handling charges.

23·23 As large scale fishing operations develop and large catches are landed at Bombay, Calcutta and Cochin ports, the best course in the interest of the fishermen as well as consumers would be that the supplies at these ports are marketed through co-operatives which should also operate the ice factories and refrigeration plants. We suggest that the State Governments should take early steps in this direction and arrange for the training of adequate managerial staff for these co-operatives. Meanwhile, Fish Marketing Boards consisting of representatives of fishermen, the trade, the consumers and the State Government may be established at these centres to regulate marketing.

CHAPTER XXIV

VILLAGE INDUSTRIES

Re-organisation of village industries

para 5 : page 316

24·01 The village organisation is to be rebuilt to suit changed conditions. It can hardly function now in the form of a loose organisation in which individuals work as largely distinct units ; it has instead to function as a fairly compact unit. The village industries in this context have to become the concern of the village community functioning as an organised group.

Assistance to village industries associations

para 6 : page 316

24·02 In addition to organising industrial co-operatives a useful method of developing village industries would be to give a measure of assistance to village industries association so that in turn their workers can assist village artisans.

Khadi and village industries

para 8 : page 317

24·03 A development Board for executing programmes for khadi and village industries is being constituted. The Board is intended to be organised outside the departmental machinery of the Government and would be responsible for preparing and organising programmes for the production and development of the khadi including training of personnel, manufacture and supply of equipment, supply of raw materials and marketing, research and study of economic problems of different industries.

State policy

paras 10-14 : pages 317-19

- 24·04 To formulate a common production programme for the related large scale and small scale industries, the following elements should be considered : (i) reservation of spheres of production, (ii) non-expansion of the capacity of a large scale industry ; (iii) imposition of a cess on a large scale industry ; (iv) arrangement for the supply of raw materials ; and (v) co-ordination for research, etc.
- 24·05 Unless the planning and development of village industries and many small scale industries is conceived as part of the process of formulating policies and programmes for the related large scale industries, it will be extremely difficult to promote the smaller industries.
- 24·06 There is scope for imposition of a cess (similar to the cess on mill made cloth) on other large scale industries. Imposition of a small cess on mill oil for the benefit of village oil industry may be desirable.

- 24·07 In the sphere of food processing industries a stage appears to have been reached when further expansion of large scale industries should not be permitted except under certain conditions such as for instance establishment of a unit by the Government or by a co-operative organization. In the interests of rural employment and to ensure better nutrition Government should formulate a programme for replacing the huller type of rice mills by organizing hand pounding of rice.

Supply of raw material

para 14 : page 319

- 24·08 It will be desirable to maintain control over key raw materials or to make some other arrangements to ensure the supply. Where the raw material is an agricultural commodity not subject to procurement, Government can help by supply of finance and when this course is justified, resort to requisitioning.

Research and training

paras 15-17 : pages 319-20

- 24·09 Utmost importance must be attached to arrangements for research and training in village industries. Among the problems that require to be tackled may be included improvement of tools and implements and evolving machines worked by power and suitable for small scale operations.
- 24·10 We suggest that the proposal for an institute of village technology should receive high priority in the Central Government's programme for the development of village and small scale industries.

Finance for village industries

paras 18-19 : page 321

- 24·11 Finance for the development of village industries has to be viewed as a problem inseparable from finance for agriculture. Formation of industrial co-operatives is essential if the Government and the co-operative movement are to be built to render substantial assistance to village artisans. Given the necessary organization it should not only be possible to extend financial assistance but also to initiate organized development programmes. With the establishment of Finance Corporations in the different States it should be possible to render much greater assistance to village industries.

Finance for village industries

para 19 : page 321

- 24·12 There is a total provision of Rs. 12 crores for cottage and small scale industries in the State plans and a further provision of Rs. 15 crores in the plan of the Central Government.

Village industries programme

para 20 : pages 321-23

- 24·13 Khadi and Village Industries Board should take further action in regard to programmes of the following industries :

(1) Village oil industry, (2) soap making with Neem oil, (3) paddy husking, (4) palm gur industry, (5) gur and khandsari, (6) leather industry, (7) woollen blankets, (8) high grade hand made paper, (9) bee keeping, and (10) cottage match industry.

CHAPTER XXV

SMALL INDUSTRIES AND HANDICRAFTS

Close investigation of problems

para 8 : page 327

- 25·01 There are numerous problems concerning handicraft industries which need close study and investigation. Systematic enquiry is necessary if action on the part of the Government and scientific institutes is to be properly directed.

Market for handicrafts

para 9 : page 327

- 25·02 Production programmes for handicraft goods should be based on the study of the requirements of the customers in foreign markets not only of the wealthy but increasingly of the average citizen ; in other words, in addition to meeting luxury demand for artistic wares the utility possibility of handicrafts should be developed as fully as possible.

- 25·03 A direction in which useful results are likely to be secured is the linking up of consumers' co-operatives with producers' co-operatives. To the extent such a development can take place, a stable internal demand can be created for the products of small industries and handicrafts.

- 25·04 Emporia can play an important part in improving the quality of handicraft products.

Re-organisation of handicraft industry

paras 12-13 : pages 328-29

- 25·05 The two lines of advance have to be: (a) formation of co-operatives, and (b) formation of associations in each established handicraft centre with co-operatives as well as individual workers as members. The work of organising co-operatives is the responsibility of the industries department in the States with the assistance, where necessary, of the co-operative department.

Research in handicrafts

para 14 : page 329

- 25·06 It is necessary to develop in different parts of the country a number of institutions in which research in some aspect or other of handicraft production is undertaken.

Central Institute for Designs

para 14 : page 329

- 25·07 The Central Government might consider the possibility of establishing a central institute for the study and preparation of designs.

Common production programme

paras 15-24 : pages 329-31

- 25·08 Policy is to be based on the premise that there should be a common production programme for the industry as a whole including both the large as well as the small scale units.

State purchase**para 21 : page 331**

- 25·09 A machinery for the enforcement of the decisions and reviewing the work with regard to State purchase of products of small enterprises is necessary. Preference should be given to such products where possible.

Replacing imports**para 22 : page 332**

- 25·10 Study of the possibility of replacing by cottage and small scale production articles which are now imported, requires detailed examination by a panel of technicians and businessmen in different trades.

New centres of small scale production**paras 23-24 : page 332**

- 25·11 The creation of new industrial centres in river valley projects and other areas (like Nilokheri etc.) is a development of such importance for the economy that if the programmes require additional financial provision in the later stages of the plan we recommend that this should be considered.

Technical training**para 25 : page 333**

- 25·12 Technical training programmes should be so designed that they fit in with the overall plan for the development of cottage and small industries in the country. The training should be directed towards those trades in which prospects of stable employment are reasonably clear.

Research in small scale industries**para 26 : page 333**

- 25·13 Central Government should arrange in consultation with the State Governments for the opening of special research sections for small industries in research institutes associated with individual large scale industries.

Finance**para 27 : page 333**

- 25·14 The Central Government should consider the possibility of making regional arrangements for the establishment of industrial finance corporations for those States which may not be able to support independent financial institutions.

CHAPTER XXVI

IRRIGATION AND POWER

Target of irrigation for next 15 years **para 28 : page 345**

26·01 The Planning Commission has calculated that it will be necessary to double the existing area under irrigation within the next 15 to 20 years if the food problem is to be solved on a permanent footing, or in other words to provide new irrigation facilities to 40—50 million acres in this period.

Extension of electricity to rural areas **para 29 : page 345**

26·02 Electricity is assuming growing importance for agricultural pumping and dewatering. Also, cottage industries can be developed on an economic basis by the use of electrically worked appliances or small units of machinery. For this purpose, electricity needs to be extended to rural areas.

Multiple development of water resources in river valley projects **paras 33-35 : pages 346-47**

26·03 In every river valley project, all possibilities of multiple development of water resources should be investigated and integrated.

Necessity of long term plan for phasing of projects **para 39 : page 349**

26·04 For the most economic phasing of large irrigation and power projects, there should be a long-term plan, carefully framed with accurate financial estimates and with due regard to the technical resources and equipment available.

Projects included in the Plan **paras 40-44 : pages 345-51**

26·05 The first Five Year Plan aims mainly at the completion of irrigation and power projects already under construction. These are estimated to cost on completion Rs. 765 crores. An expenditure of Rs. 153 crores had been incurred on them upto March 1951. During the five year period covered by the Plan, it is proposed to spend in all a sum of Rs. 518 crores on these Projects which will irrigate an additional area of 8·5 million acres in the last year of the plan and give an installed capacity of 1·08 million k.w. of power. A provision of Rs. 40 crores has been made for expenditure during the period of the Plan on some new schemes listed in the Report.

Central organization for advice and assistance **para 52 : page 355**

26·06 A Central Organisation should be built up, by agreement, between the Centre and the States to implement a plan of the dimensions now set out, to render effective assistance to such State Governments as apply for it in the planning, design and execution of the works and also to render such other technical assistance as may be required from time to time.

Suitable machinery in the States

para 56 : page 356

26·07 In connection with every large irrigation and power project, State Governments should set up suitable machinery to secure full development as quickly and as effectively as possible.

Re-examination of water rates, etc.

paras 57-66 : pages 356-59

26·08 State Governments should re-examine the water-rates etc. which they recover from the cultivators for the supplies of irrigation waters. Where the demand for irrigation fluctuates from year to year and the available supplies are not always fully utilized, the levy of an irrigation cess is justified. Where water-rates were determined many years ago and there has since been a considerable increase in the value of the crops produced, there is justification for an increase in these rates. In fact, it would be sound practice to fix water rates on a sliding scale as a definite function of the value, from time to time, of the out-turn from irrigated crops. Another possible source of income can be agricultural income-tax.

26·09 Many of the States have already accepted the principle of levying betterment-fee on all new irrigation projects. Some of them have already enacted necessary legislation and others are taking steps to promote such legislation. Those State Governments who have not so far done this should take steps to promote necessary legislation for the levy of betterment fee on all new irrigation projects.

Co-ordination between development of generating capacity and load

paras 70-71 : pages 360-61

26·10 The development of power generating capacity should be coordinated with the development of load. If the lag between power generation and load building is long, interest charges on capital mount up and make the undertaking uneconomic. State Governments should set up suitable machinery to secure full development of the load as quickly and effectively as possible. Systematic propaganda, special campaigns for the development of load and concessions and inducements to the people to set up new industries should be a regular feature of all state electricity undertakings in regions where large blocks of power are being generated. A special fund should be set up for this purpose.

Irrigation development funds

para 72 : page 361

26·11 An Irrigation Development (Ways and Means) Fund should be created by each State Government into which a definite sum of money could be paid every year either from general revenues or from loans or saving and to which should be added loans and grants, if any, from the Central Government, and the proceeds of betterment levy, increased water rates etc. This fund should be a non-lapsable one and all expenditure on irrigation and power projects should be met from it. This would enable every project to be taken up after full investigation and executed according to a definite programme.

Better use of existing irrigation facilities paras 75-78 : pages 362-63

26·12 While efforts are being made to provide irrigation facilities, the possibilities of putting to better use the supplies already available should be examined carefully and in this connection the question of lining irrigation channels particularly water courses, introducing a system of *warabanni*, etc., should be examined by State Governments.

Basis of priorities for new projects paras 82-86 : pages 365-67

26·13 Before taking up any new irrigation or power project hereafter, priorities should be assigned to them on an all India basis keeping in view the following broad principles : (i) projects should have been completely investigated ; (ii) projects which add to the food production in the country must receive priority over projects relating to other uses of river waters ; (iii) projects which are more remunerative should be given preference and (iv) region-wise requirement must receive due consideration and also the need of backward areas. A committee has also been suggested for determining priorities on the basis mentioned above and a procedure has been proposed for the work of that committee.

Need for hydrologic investigations para 88 : page 367

26·14 The need of hydrologic investigations has been stressed and the State Governments have been requested to carry out detailed hydrologic investigations on all important river systems.

Rural electrification paras 89-90 : pages 367-68

26·15 A scheme will have to be introduced under which long term loans should be given to village cooperatives for rural electrification and development. There is special advantage in the encouragement of agricultural load. It has been estimated that utilization of 1 k.w. in industry requires an investment of about Rs. 3,000/-. On the other hand utilization of 1 k.w. of electric power in agriculture requires a much smaller capital investment of about Rs. 1,200/-.

Public co-operation paras 91-93 : pages 368-69

26·16 The role of public co-operation in connection with the construction of major irrigation projects has been enumerated and it has been stressed that the people in every area should be made to feel that the project is included in the Plan for their own improvements and they should make special sacrifices for getting it completed. A suggestion has been made that the work of excavating canals should be done on a system of co-operatives by the villagers working on the canals near their own villages and not on the basis of work being let to contractors.

Maintenance of private irrigation works para 94 : page 369

26·17 State Governments should take effective steps (including promotion of necessary legislation) in preventing deterioration of the large number of existing private irrigation works, tanks and wells etc. and stress on the owners the need for proper maintenance of such works.

Industrial power houses and public electric Supply undertakings

- 26.18 It may be possible to integrate industrial power houses, or in any case the surplus capacity of such power houses, with the nearest public electric supply undertaking to the mutual advantage of both the industry and the electricity undertaking.

CHAPTER XXVII

DEVELOPMENT OF MINERAL RESOURCES

Mineral policy—general

para 11 : pages 383

The adoption of a rational policy as regards working and utilisation of minerals with emphasis on conservation and economic working has been recommended. The essentials of this policy are as follows :—

27·01 Steps to ensure that the extent and value of the resources are determined, should be taken.

27·02 To bring about a general improvement in methods of mining as well as in the recovery of economically workable resources, mining interests will have to employ properly qualified technical personnel for conducting mining operations. The Indian Bureau of Mines should inspect every mining operation and advise the owner on proper methods of development. The Bureau of Mines should also be responsible for the collection of detailed information on the nature of mining operations carried on, the mechanical equipment in use, and of development programmes proposed by each unit.

26·03 It is necessary that particular attention should be paid to strategic minerals such as sulphur, ores of tungsten, tin, vanadium etc., and the necessary preliminary information should be obtained so that production can be organised when required with the minimum of delay.

27·04 Some changes are required in the rules framed under Mines and Minerals (Regulation and Development) Act 1948. Firstly, the Central Government's concurrence should be needed for issue of licenses and leases of additional important minerals. Secondly, the Central Government should lay down rules regarding economic units for different classes of minerals with due advertence to local conditions.

27·05 It should be the policy as far as possible, to convert minerals into finished or at least semi-finished products for purposes of export. A comprehensive assessment of all data available from the commercial standpoint, and further exploration and research into problems of minerals dressing and processing in regard to low grade ores are needed so that new development can be encouraged if and when justified.

Development programme—coal

paras 20-25 : pages 389-91

27·06 A detailed geological mapping and estimation of reserves in the more important coal fields.

- 27·07 Introduction of a scientific classification of coal based upon calorific value, ash content, moisture and coking property.
- 27·08 The Fuel Research Institute should undertake research on carbonisation and production of coke, design of coke ovens, washing and blending of coal and desulphurisation of coal.
- 27·09 There is need for legislation for enforcing conservation measures, for the consolidation of the cesses and for setting up a Coal Board.

Iron ore**para 28 : page 393**

- 27·10 A proper assessment of the quality and quantity of reserves in the more important deposits is necessary.

Manganese ore**para 37 : page 397**

- 27·11 It is necessary to institute an immediate investigation of all the deposits in the areas of Madhya Pradesh, Orissa, Bombay, Mysore and Madras.
- 27·12 The aim should be to convert the ore into ferro-manganese and manganese chemicals for purposes of export instead of exporting it in raw condition.
- 27·13 Investigations in regard to beneficiation of low grade ores should be undertaken by the Bureau of Mines in collaboration with the National Metallurgical Laboratory.

Chromite**para 40 : page 398**

- 27·14 A programme of detailed mapping (and if necessary, drilling) should be undertaken in the chromite bearing areas of Singhbhum (Bihar), Baula Hills (Orissa), Ratnagiri (Bombay) and Krishna (Madras).
- 27·15 The Bureau of Mines should undertake research on the beneficiation of low grade chromo ores.

Non-ferrous metals**para 44 : page 400**

- 27·16 Detailed survey and prospecting of the important deposits of copper, lead, zinc and tin, should be undertaken.

Bauxite**para 47 : page 401**

- 27·17 The deposits should be carefully investigated.
- 27·18 The use of bauxite for the manufacture of refractories and abrasives should be examined in the laboratory by the Bureau of Mines in collaboration with the Central Glass and Ceramic Research Institute.

Magnesite**para 48 : page 402**

- 27·19 Research should be undertaken with a view to utilising the low grade magnesite and chromite rock for refractories.

Mica**para 55 : page 405**

- 27·20 Detailed geological mapping of the mica belt in Madras, Bihar and Rajasthan should be carried out.
- 27·21 The Bureau of Mines in collaboration with the National Physical Laboratory should undertake investigations on the properties of mica and on the methods for the manufacture of micanite and for grinding mica.
- 27·22 The possibility of setting up of a Central Marketing Board for mica as recommended by the Mica Enquiry Committee (1945) should be explored.

Gypsum**para 59 : page 407**

- 27·23 Systematic exploration aided by drilling should be undertaken to assess the reserves.
- 27·24 Attention will have to be given to the possibility of recovery of gypsum from salt pans.

Sulphur**para 63 : page 408**

- 27·25 It is necessary to undertake a thorough examination of all known and possible sources.
- 27·26 Investigations on the recovery of sulphur from flue gases should be pursued.
- 27·27 Investigations on the desulphurisation of coals should be carried out.
- 27·28 Wherever possible use of native sulphur should be substituted by pyrites.

**Geological Survey of India, Bureau of Mines
and National Laboratories****paras 60-70 : pages 409-11**

- 27·29 Investigations mentioned above will have to be conducted by these organisations. In addition to the above investigations, the Bureau of Mines should undertake collection of statistics and data on the present status and requirements of the mining industry. For the discharge of these functions, the Geological Survey of India and the Indian Bureau of Mines will have to be strengthened for which provision has been made in the Plan.
- 27·30 The research investigations to be carried out by the Fuel Research Institute will have to be done on a semi-pilot-plant scale. It is suggested that the Fuel Research Institute should be financed adequately from the proposed consolidated cess on coal production.
- 27·31 In order to co-ordinate the work of these organisations connected with mineral development and research, it is recommended that a Technical Co-ordination Committee should be set up which will review the progress of work and advise the Ministry to adopt their activities towards the achievement of the objects of the plan outlined above.

CHAPTER XXVIII

SCIENTIFIC AND INDUSTRIAL RESEARCH

Establishment of scientific Institutes para 3 : pages 412-13

28·01 The Plan provides for the completion of buildings and the installation of the necessary equipment to enable the laboratories to function fully. In addition to the 11 institutes already set up, the following 3 research institutes are proposed to be established during the period of the Plan :

1. Radio and Electronics Research Institute ;
2. Mechanical Engineering Research Institute with special emphasis on the study of problems of cottage and small scale industries ; and
3. Central Salt Research Station.

Functions and programmes of the Institutes paras 4-9 : pages 413-14

28·02 The main function of all these institutes is to look for new knowledge, fundamental or applied. They will examine existing industrial processes with the object of introducing improved techniques of manufactures and the production of standard materials wherever possible, at reduced costs. At the same time, they will evolve new processes and new products, preferably from indigenous raw materials, and assist in the starting of new industries in the country.

28·03 The research institutions will bring the fruits of research within the reach of industries and will enable them to reduce costs and improve the quality of their products.

28·04 We suggest that the Council of Scientific & Industrial Research should examine the targets of industrial production laid down in the Plan in consultation with industry and arrive at a programme of research to assist in their achievement.

28·05 The work of laying down standards for various raw materials and finished products which is at present being done by the national laboratories and research institutes is of great importance.

Pilot plants paras 24-25 : page 418

28·06 In the conditions under which industrial development has taken place in this country, the duty of experimentation on pilot plants has to devolve upon the laboratories concerned.

28-07 Even when pilot plant experiments have been completed, there may in several cases still be left a gap before commercial production can be undertaken. It would be necessary in such cases to instal semi-commercial or prototype plants to demonstrate effectively the new processes and their economic possibilities. When this has been done, it will be possible to decide whether the industrial development of the research is to be taken up as a State-sponsored undertaking or it can be handed over to private industry for development on a commercial scale. For this purpose, the establishment of a National Research Development Corporation of India has been proposed and we think that this proposal should be accepted. If the Central Government decide upon such a corporation, funds could be provided.

Research and industry

para 25 : page 418

28-08 While institutions engaged in research have to develop and maintain contacts with industry so that the results obtained by them are applied in practice, it is at the same time the responsibility of managements in industry to be on the alert for new inventions and innovations in their field of work.

CHAPTER XXIX

INDUSTRIAL DEVELOPMENT AND POLICY

National planning and the private sector

para 6 : page 422

29·01 We believe, it is possible to have, within the framework of the policy stated in the Industrial Policy Resolution of April 1948, a programme of industrial development which meets the country's present needs.

Development Councils

para 10 : pages 424-25

29·02 The Industries (Development and Regulation) Act empowers the Central Government to establish Development Councils in scheduled industries. The Development Councils are to be set up immediately for seven industries and the establishment of Development Councils for other industries will have to be planned in the light of the experience gained with the Councils now being set up.

Priority in the industrial field

para 12 : pages 425-26

29·03 The following general order of priorities in the industrial field are suggested :—

- (i) fuller utilisation of existing capacity in producer goods industries like jute and plywood and consumer goods industries like cotton textiles, sugar, soap, vanaspati, paints and varnishes;
- (ii) expansion of capacity in capital and producer goods industries like iron and steel, aluminium, cement, fertilizers, heavy chemicals, machine tools, etc.;
- (iii) completion of capital units on which a part of the capital expenditure has already been incurred ;
- (iv) establishment of new plants which will lend strength to the industrial structure by rectifying lacunae and drawbacks.

Full utilisation of existing capacity

para 13 : page 426

29·04 So far as failure to utilise existing capacity fully is due to factors other than the availability of raw materials, a careful analysis will have to be made of the difficulties pertaining to each industry and the necessary steps to obviate them will have to be taken expeditiously.

New plants for supply of key materials

para 16 : page 427

29·05 Special efforts are necessary for the establishment of new plants for industries like the manufacture of sulphur from gypsum, or pulp for rayon and newsprint, or for refining ores or scrap for non-ferrous metals like zinc, copper and tin.

New capacity for consumer goods industries .**para 17 : page 427**

- 29·06 Although the setting up of a new plant and machinery for increase in the supply of consumer goods has in the period of the plan a low priority, it might be necessary in special cases, such as the need for developing a backward area, to permit new capacity in these industries. Where such permission is given, undertakings organised on co-operative lines would naturally have special preference.

Licensing procedure**para 18 : page 427**

- 29·07 The licensing procedure prescribed under the provisions of the Industries (Development and Regulation) Act should ensure an impartial consideration of all the issues involved in a substantial expansion of existing units or establishment of new ones. Decisions should be taken keeping in view the priorities set forth above.

Management of industrial undertakings under State Governments**para 24 : page 430**

- 29·08 Industrial undertakings under State Governments should also be organised as joint stock companies and operated on business lines with the internal management entirely under the control of the board of directors. The main principle to be followed is that such enterprises should not be subject to governmental control in their day to day administration but should be accountable to the public. What organisational structure and administrative procedure will answer these requirements best has to be determined in the light of experience. For the immediate present, the problem is to see that the right conventions in these matters are evolved.

Developments in the private sector**para 25 : page 430**

- 29·09 The expansion programme in the private sector is set out in Appendix II : pages 446-450 of the Report and discussed in the special volume on the subject. The programmes of development as now presented are in the nature of best judgments as to what is feasible and desirable.

Statistical data as by-product of licensing procedure**para 27 : page 432**

- 29·10 With the coming into force of the registration and licensing procedures laid down under the Industries (Development and Regulation) Act, a mass of valuable information pertaining to scheduled industries will become available and it is necessary that arrangements be made for systematic and expeditious analysis of the same.

Surveys of rated capacity**para 28 : page 432**

- 29·11 In view of the importance of a more precise assessment of the existing position and future possibilities in regard to rated capacity in industries, it is desirable to initiate surveys through competent and unbiased personnel.

Improvement in industrial statistics**para 28 : page 433**

- 29·12 The demands of a planned economy will necessitate continuous improvement in the compilation of industrial statistics, and it will be necessary to ensure that regular data are available on a comprehensive basis and with the minimum time lag.
- 29·13 Certain types of data can only be compiled accurately by associations of commerce and industry in the country. The possibility of associations of business and industry playing a useful role in this matter deserves consideration by them.

Achievement of targets**para 31 : page 435**

- 29·14 There has been no progress in the handloom sector, which emphasises the need for concentrating attention in coming years on measures which would enable this important sector of the textile industry to achieve its production target.
- 29·15 Special efforts are necessary for assisting industries manufacturing sheet glass, diesel engines etc., which have recorded a decline in production in the six months ending September 1952, on account of accumulation of stocks in the country.

Controls and incentives for development**para 32 : pages 435-36**

- 29·16 The plan provides a scheme of priorities and a set of programmes which will make it possible to operate the control over capital issue with a clearer perspective. Such control by itself might not ensure the flow of capital into more preferred lines. To secure this result, a system of specific incentives might become necessary. There are various fiscal and other incentives which can be given by Government for promoting industrial development along particular lines and these have to be used with judgment according to the requirements of each case.

Foreign capital**para 38 : pages 438-39**

- 29·17 The broad principle to be followed is that foreign investment should be permitted in spheres where new lines of production are to be developed or where special types of experience and technical skill are required or where the volume of domestic production is small in relation to demand and there is no reasonable expectation that the indigenous industry can expand at a sufficiently rapid pace.
- 29·18 The Government's policy gives the following assurances to foreign capital :—
- (a) there will be no discrimination between foreign and Indian undertakings ;
 - (b) reasonable facilities will be given for the remittance of profits and repatriation of capital, consistently with the foreign exchange position of the country ;
 - (c) in the event of nationalization, fair and equitable compensation would be paid.

Lease of sources of supply of raw materials by public authorities**para 45 : page 440**

- 29·19 As regards lease of forest reserves and mineral deposits it is necessary to have a proper procedure of negotiated rates instead of the auction system as at present.

Long range contracts for supply of power

para 45 : page 440

29·20 Similarly, industries consuming large quantities of power involve heavy financial investments for their development and unless the authorities in charge of power supply provide reasonable and firm rates and long range contracts for the supply of power, it would be difficult to facilitate the flow of investment into these industries.

Research into development of new processes

para 46 : page 441

29·21 For facilitating industrial development by an increasing utilisation of domestic raw materials and by-products, it is necessary to have investigation and research into :—

- (a) processes for the production of substitute materials which can replace products whose manufacture is based on either imported materials or materials in short supply within the country, and
- (b) processes for production of the same material by using alternative raw materials and processes.

Productivity studies

para 48 : page 441

29·22 The subject of industrial productivity has received considerable attention in industrially advanced countries and it is desirable that productivity studies are undertaken in India along similar lines.

Standardisation

para 48 : page 442

29·23 Simultaneously, efforts should be made to promote standardisation of raw materials, producer goods and finished goods, so as to secure for manufacturers as well as for consumers a guarantee of quality in terms of nationally accepted standards.

Quality control

para 48 : page 442

29·24 The techniques of quality control designed to bring about a reduction in the consumption of materials and an increase in operational efficiency should also be widely applied in the industrial field.

Location of industries

para 49 : page 442

29·25 It is desirable in order to secure a balanced regional development in the country, to give increasing preference to such areas as are industrially backward but have much possibility of development in the matter of location of new industrial undertakings.

Industrial management : Company Law

para 51 : page 443

29·26 The Central Government should set up at once an agency for ensuring a better administration of the Company Law as well as for the discharge of other related functions. The question whether this agency should be a statutory body might be considered after it has functioned for some time.

CHAPTER XXX

FOREIGN TRADE AND COMMERCIAL POLICY

Role of commercial policy in planning

paras 1-4 : pages 452-53

30·01 The guiding principles of commercial and foreign trade policy should be : (1) to fulfil production and consumption targets in the Plan ; (2) to maintain a high level of export ; (3) to keep the balance of payments deficit within the available foreign exchange resources ; (4) to see that the composition of exports and imports fits in with the fiscal and price policies and finally (5) to maintain a measure of continuity in trade policy.

Trade relations with other countries

para 16 : page 457

30·02 Recovery of Germany and Japan and development of trade relations with countries like Czechoslovakia and Sweden which can export capital goods will help to diversify trade and correct the existing imbalance with dollar area.

30·03 Also as new lines of manufacturing industries develop in the country, there should be scope for larger exports to South-East Asia.

Magnitude of exports and imports

paras 19 : page 458

30·04 The relatively smaller increase in imports is a measure of the rigorous import controls on consumer goods envisaged in the Plan.

Increase in exports

paras 20-21 : page 458

30·05 Increase in exports is expected to take place mainly in the case of the following :—

	1948-49	1955-56
1. Cotton piece goods (mil. yds.)		
2. Jute yarns and manufactures (thousand tons)	341	1000
3. Manganese ore (thousand tons)	929	1000
4. Oil (million gallons)	309	1000
5. Coal & coke (thousand tons)	15·5	41·4
6. Black pepper (thousand cwts.)	1137	3000
7. Tobacco (million lbs.)	141	300
8. Coir manufactures (thous. cwts.)	56	96
9. Woollen manufactures (mil. lbs.)	869	1700
	8·3	16·0

Rebate of import duty on raw materials

para 20 : page 458

30·06 To encourage the diversification of exports, it would be desirable to simplify and extend the system of granting rebates of import duty on raw materials used in manufactures.

External resources

para 22 : page 459

30·07 For a development programme of the order envisaged in the Plan, there is likely to be a serious shortage of foreign exchange resources if supplementary external resources are not forthcoming. In that case imports will have to be restricted to commodities with the highest priority. But if the external resources become available, they should be most effectively utilised without adversely affecting the domestic industries or the country's export prospects.

Import of raw materials

para 23 : page 459

30·08 The Plan will reduce the country's dependence on imported agricultural raw materials but imports of processed raw materials like crude petroleum, rock phosphate and rayon-grade pulp will have to be stepped up for meeting the production targets of the Plan.

Trade with dollar and non-dollar areas

para 26 : page 460

30·09 Efforts should be made to increase exports not only to dollar area but also to other countries which can supply imports required for the implementation of the Plan.

Trade agreements

paras 26-27 : page 460

30·10 As long as conditions are not favourable for multi-lateral trading, the objective of maximising world trade should be pursued by entering into bilateral or zonal agreements, subject to a close scrutiny of both imports and exports.

Trade controls

para 27 : page 460

30·11 Controls are essential in a vital section like foreign trade for the utilisation of available resources to the maximum advantage for purposes of development.

CHAPTER XXXI

TRANSPORT AND COMMUNICATIONS

Impact of development programmes on transport economy para 24 : page 466

- 31·01 The assessment of what the impact of development programme would be on the transport economy of the country in general and the railways in particular is a continuous one and this aspect should receive close attention.

Development programme of the Railways para 26 : page 467

- 31·02 The policy of the Railways during the period of the Plan should be to keep down the working expenses to the lowest level compatible with efficiency and reasonable standard of service in order that necessary surplus for financing the development programme becomes available. The programme in hand represents, in the judgment of the Ministry of Railways, the minimum that must be seen through, so that if there is any unavoidable shortfall in the resources, it may become necessary to draw further on the reserve funds.

Financial assistance to shipping companies paras 34-39 : pages 469-70

- 31·03 The rate of interest on loans to shipping companies for the acquisition of ships for over seas trade should be low, involving an element of subsidy. In this connection it may be necessary to have the standard costs of shipping operations examined.
- 31·04 Suggestion that profits on sale of old ships be exempted from taxes provided the entire sale proceeds are utilised towards replacing the vessels may be examined.
- 31·05 Since Central Government is intending assistance to shipping companies to expand tonnage, continuous watch has to be maintained over coastal freight rates, passenger fares, provision for replacements, renovations, efficiency of management etc.

Sailing vessels para 42 : page 471

- 31·06 Uniform rules and regulations should be prescribed for the registration of sailing vessels, and for tonnage measurement. Steps should be taken for the assignment of free board for sailing vessels according to some simple formula.
- 31·07 Life saving appliances and safety standards should be improved.
- 31·08 Coastal traffic under sail should be reserved for vessels of Indian registry.
- 31·09 Procedure for lodging protests involving loss of life or cargo or damage to cargo should be tightened up and effective methods of investigating such cases should be introduced. Encouragement should be given to the fitting of sailing vessels with auxiliary engines. Minimum standard of proficiency for personnel should be ensured through suitable tests.
- 31·10 Port and repair facilities for sailing vessels should be improved.

Amendment of Indian Light House Act, 1927

para 48 : page 472

- 31·11 Amendment of Indian Light House Act, 1927 should be undertaken for enabling the Light House Department to increase the rate of light dues from two annas per ton which is the maximum permissible at present.

Loans to port authorities

para 55 : page 475

- 31·12 The Plan provides for an advance of Rs. 12 crores by the Central Government to the port authorities. In addition, the Central Government will also accept the liability for creation of port facilities connected with the oil refinery project at a total cost of Rs. 8 crores.
- 31·13 The port authorities have suggested that the loans given to them by the Central Government should be interest free for a period of 12 years at the end of which they should be repayable in instalments together with interest at a reasonable rate. The question of terms which can be applied to such loans should be carefully examined by the Ministry of Transport at an early date.

Re-organisation of civil aviation

para 62 : page 477

- 31·14 Existing companies should be merged into a single unit in a statutory corporation in which the share holders of the existing companies may be allowed to participate *pro-rata* if they wish to do so in exchange for their present holdings, the value of which should be determined on an equitable basis. The Central Government's share in the corporation should be large enough to ensure control over the industry.

Priorities for road development

paras 69-77 : pages 479-81

- 31·15 Roads which assist production, and especially agricultural production, should have a high priority in existing conditions. Priorities within the State have to be determined by the State itself and obviously such priorities would tend to differ in different States.
- 31·16 The priorities for the national highways five year development programme have been fixed on the following basis :—
- (i) completion of all capital works already sanctioned and in progress ;
 - (ii) provision of new bridges and missing road links, as far as possible, along the arterial national highway ;
 - (iii) urgent replacement or strengthening of existing dangerous bridges and improving sections of existing roads that are uneconomical to maintain or dangerous to traffic.
- 31·17 As regards village roads, the broad aim should be to connect the more important villages with marketing centres and district headquarters.

Road transport services

paras 83 & 87 : pages 483-84

- 31-18. It is desirable for the existing private operators' units to amalgamate, wherever possible, into big viable units to enable them to achieve better returns and maintain better standards of operation.
- 31-19. The State transport services should reorient their programmes in accordance with such recommendations as may be made by the Tariff Commission particularly on the question of standardisation of vehicles, coordination of purchase programme with the development of indigenous automobile industry and the use of diesel engines.

CHAPTER XXXII

HEALTH

Priorities

para 8 : page 491

32·01 A Programme with the following priorities may form the basis of the Plan :--

- (a) Provision of water-supply and sanitation ;
- (b) Control of malaria ;
- (c) Preventive health care of the rural population through health units and mobile units;
- (d) Health services for mothers and children;
- (e) Education and training, and health education;
- (f) Self-sufficiency in drugs and equipment;
- (g) Family planning and population control.

Organisation and administration

paras 9-10 : pages 491-92

32·02 The development of primary and secondary health units is of the greatest importance in providing broad-based health services to the community. A progressive spread of these institutions on a country-wide scale in a given number of years would go a long way in meeting the health needs of the rural population.

32·03 It is necessary to convert some of the existing dispensaries into primary health units by the addition of necessary bed accommodation and preventive health staff. A definite number of such dispensaries may be converted each year according to a well-laid programme.

32·04 Mobile dispensaries will have to be associated with the rural health units in order to take medical care and specialist services to the rural population.

32·05 Measures have to be devised to meet the needs of certain States for trained and experienced personnel for teaching, research and administration.

Rural water supply and sanitation

paras 19-22 : page 497

32·06 In the Five Year Plan of the Central Government, there is a provision of Rs. 30 crores for local development loans for assisting local authorities. About Rs. 10 crores out of this may be assumed to be available for water supplies.

32·07 Rural sanitation requires a special emphasis. The State Government can offer technical service and some inducement like supply of waterseal squatting slabs on a subsidised basis.

- 32·08 A large part of the investment in water supplies and sewage systems will go towards the provision of pipes and the stepping up of production of materials required is one of the important considerations to be kept in mind.

82

- 32·09 It is essential to reorganise public health engineering services on a strong and sound basis in order to design, execute and maintain water-supply and drainage works.

Nutrition**paras 29-30 : page 500**

- 32·10 The creation of a Nutritional Section in the State Public Health Departments is an essential first step in organising work.
- 32·11 The development on a wide scale of feeding schemes for mothers and infants through maternity and child welfare centres and of school feeding schemes is strongly recommended.
- 32·12 In all institutions where large-scale catering is done, the appointment of dietitians would be an important step.
- 32·13 The manufacture of synthetic vitamins in India, the improvement of shark liver oil industry, the manufacture of carotene preparations from vegetable resources, the production of food yeast and the processing of milk and fruits are recommended.

Checking of adulteration of food articles**para 31 : page 500**

- 32·14 The growing evil of food adulteration must be tackled on the footing of a principal priority both by the administration armed with adequate powers and the organised forces of public opinion and social action.

Malaria**paras 32-34 : pages 500-01**

- 32·15 Malaria is the most important public health problem in India and its control should be assigned topmost priority in any national planning.
- 32·16 The plan now proposed for nationwide malaria control would involve a commitment of Rs. 15 crores over a period of 3½ years—the local expenditure of States will be Rs. 5 crores and the rest will be met by the Central government including aid from T.C.A. The operational programme is based on the use of insecticidal residual spraying measures applied in rural areas, protecting 200 million people, and treatment with antimalaria drugs. These operations are to be carried out by 125 field malaria control teams organized and directed by State directorates of health services. The plan will be followed by a maintenance programme, the cost of which would be on a much lower level.

Filariasis**para 35 : page 502**

- 32·17 Measures for the control of filariasis should be carried out by the same organisation which is meant to tackle the malaria problem on a nationwide scale.

Tuberculosis

paras 36-42 : pages 502-03

- 32·18 A minimum programme in the order of priorities would be :—
- (a) B.C.G. vaccination;
 - (b) clinics and domiciliary services;
 - (c) training and demonstration centres;
 - (d) beds for isolation and treatment;
 - (e) after-care.
- 32·19 The States should make the B.C.G. programme a part of their public health services.
- 32·20 The effort in the next five years may be directed to the establishment of T.B. clinics as special departments of teaching hospitals, district hospitals and other general hospitals where X-Ray and laboratory facilities exist.
- 32·21 The establishment of a certain number of model T.B. centres which will serve the purpose of teaching and demonstration is regarded as important because of shortage of personnel for manning T.B. services. It is advisable to locate these centres in association with medical college hospitals. In addition to the three centres now being established at Delhi, Trivandrum and Patna, similar centres may be established in other important cities.
- 32·22 Non-official organisations should be encouraged to establish and run T.B. institutions and after-care colonies, and Government should give them building and maintenance grants provided these institutions are run on non-profit basis.
- 32·23 For the proper development of T.B. control programmes a special T.B. Adviser should be employed in each State.

Venereal diseases

paras 45-49 : pages 504-05

- 32·24 The creation of the post of a provincial V.D. control officer with suitable assistance on the establishment of each Directorate of Health Services is necessary to plan the campaign against these diseases as part of the health administration.
- 32·25 For the period of the Plan it is proposed that each State should provide V.D. clinics in the district hospitals.
- 32·26 For the purpose of case-finding and followup, it is essential to employ nurses, health visitors and social workers in connection with the V.D. clinics.
- 32·27 For the treatment of patients necessary provision should be made for the purchase of anti-biotics in adequate quantity.
- 32·28 Diagnostic facilities should be provided at the public health laboratories at the State headquarters and the regional and district laboratories. Such facilities should be made available free of charge not only to institutions but to all private practitioners also.

- 32·29 It is also essential to provide standard antigen to State institutions as well as to private laboratories to maintain a high standard of technical performance.
- 32·30 Sufficient number of doctors and other personnel should have the necessary special training. Such training should also be made available to private practitioners. Training facilities should be made available at Madras, Bombay, Delhi and Calcutta. These training centres will train V.D. control officers who will take charge of the State V.D. programmes.

Leprosy**para 54 : pages 506-07**

- 32·31 As a preliminary step towards organising anti-leprosy work on sound lines, a leprosy organisation should be created at the head-quarters of each State in which the disease is a definite public health problem.
- 32·32 It is necessary to carry out investigation of leprosy as a public health problem in local areas.
- 32·33 Efforts should be directed towards the provision of reasonable bed accommodation in institutions in heavily endemic areas for leprosy and clinics should be established in hospitals in areas in which the incidence of the disease is high.
- 32·34 Attempts at group isolation of the rural colony type by voluntary efforts may be encouraged and voluntary efforts should be supported by definite provision of grants-in-aid.

Cancer**paras 57-59 : pages 507-08**

- 32·35 Cancer education for the lay public may be organised jointly by the Indian Cancer Society, Indian Cancer Research Centre and cancer hospitals in the country.
- 32·36 An efficient social service should be established where a group of trained social workers would work under the direction of an experienced research worker.
- 32·37 Better attention should be paid to cancer education to undergraduate medical students.
- 32·38 Refresher courses should be given to the members of the medical profession of some standing and for well-established scientists interested in cancer research.
- 32·39 Training should be provided for fresh graduates who like to devote time to training in some phase of cancer work. A few traineeships should be made available for this purpose.
- 32·40 The annual recurring grant to the Indian Cancer Research Centre would require to be increased by about Rs. 1·5 lakhs. The Institute would also require a non-recurring grant for purchasing essential apparatus and equipment. This equipment may cost about rupees two lakhs.

- 32·41 The different States should organise their activities in association with their health services.
- 32·42 The Women's Indian Association at Madras may be given an assistance of Rs. 1 lakh to start a cancer hospital.
- 32·43 The All India Cancer Association would also need some assistance (Rs. 50,000) to carry out its publicity work.

Mental diseases

para 60 : pages 508-09

- 32·44 Each state health administration, through its mental health organisation, should attempt collection of information on the incidence of mental ill-health and on the necessary provision for medical care.
- 32·45 Radical improvements are required in the existing mental hospitals in order to make them conform to modern standards.
- 32·46 The establishment of an All India Institute of Mental Health in association with the Bangalore Mental Hospital will involve an expenditure, during the Five-Year period, of Rs. 9·7 lakhs non-recurring and Rs. 3·4 lakhs recurring. This expenditure is to be shared between the Central Government and the State Government of Mysore.
- 32·47 There are hardly any psychiatric clinics. A beginning should be made in special and teaching hospitals and later extended to district hospitals.
- 32·48 It is necessary that a certain number of selected medical men with some experience of work in mental hospitals in India should be sent abroad for training.

Maternity and child welfare

paras 62-67 : pages 509-11

- 32·49 It is essential to have on the staff of each Director of Health Services a specially trained woman medical officer.
- 32·50 An adequate number of maternity and child health centres properly equipped and staffed should be provided in all the urban health organisations. One centre with a minimum staff of 1 health visitor, 2 midwives, 1 peon and a part-time sweeper to serve a population of 10,000 is recommended. A woman doctor preferably with post-graduate training in maternity and child health should be incharge of these centres.
- 32·51 Private nursing homes established by doctors should be licensed.
- 32·52 In rural areas there should be one integrated curative and preventive health centre for 10,000 to 12,000 population with two midwives in the maternity and child health staff.
- 32·53 Activities of voluntary organisations should receive the fullest support of the Government.

Health education**paras 70-71 : page 512**

- 32·54 The provision of health museums in the Centre and in the States is an extremely important measure.
- 32·55 To organise the work of health education it is essential to have health publicity bureaus in the Centre as well as the States.

Medical education**paras 73-80 : pages 512-15**

- 32·56 Only one uniform minimum standard of training and qualifications prescribed by the Indian Medical Council should be adopted by medical schools and colleges throughout the country.
- 32·57 It is suggested that the training facilities should be extended so that at the end of five years there may be provision for 4,000 admissions in the medical colleges (as against 2500 in 1952).
- 32·58 There is considerable dearth of teaching personnel, particularly in non-clinical subjects. These posts should be made more attractive.
- 32·59 It is recommended that certain selected hospitals in the States may be upgraded so that they can be utilised for internship.
- 32·60 It is necessary that emphasis should be laid on the importance of preventive and social aspects of medicine. For this purpose it would be necessary to strengthen the preventive and social medicine departments in the medical colleges ; provide urban and rural health units to give the students experience of these aspects of medicine ; and prescribe a definite period of internship in the health units.
- 32·61 A large number of probationer nurses should be admitted to the training schools attached to the teaching hospitals. The number should at least be doubled. The facilities for the training of auxiliary nurses should also be greatly increased. Short-term courses are also recommended.
- 32·62 Non-governmental agencies may be invited to take up the work of training nurses and adequate assistance given to them for running the short-term courses.
- 32·63 The training facilities for midwives and auxiliary midwives have to be considerably expanded. The training of indigenous dais should also be attempted.
- 32·64 Facilities should be provided for the training of medico -socialworkers.
- 32·65 Facilities should be provided for the training of public health engineers.
- 32·66 There is an obvious need for the training of a larger number of sanitary inspectors.

- 32·67 A well considered plan is necessary in order to take the fullest advantage of the scheme of fellowships offered by various agencies. It should consider the requirements of : (i) teaching institutions, (ii) the research institutions maintained by the Centre and State governments; (iii) research units and the research schemes of the Indian Council of Medical Research. The fellows should be ultimately assured of absorption in the health services. There should be a survey of such needs and a tabulation of the programme of fellowships for a definite period. There should also be a follow-up to ensure that the fellows are employed for the purpose for which they are trained.

Medical research

paras 81-82 : page 515

- 32·68 There should be a specific allocation of funds both from the Central Revenues and the State Revenues for medical research in the country.
- 32·69 We suggest the provision of improved laboratory services in the different States through the creation of regional laboratories linked with the Central Laboratory at the headquarters of the State for technical direction.

Indigenous system of medicine—Ayurvedic

paras 85-87 : pages 515-17

- 32·70 Steps should be taken to strengthen and expand the institution which now exists in Bombay for comparative clinical study of different techniques.
- 32·71 Research into all aspects of indigenous systems including drugs, principles and practices should be fostered not only in institutions devoted to the study of indigenous systems but also in modern medical institutions.
- 32·72 It is essential to make adequate arrangements for a systematic investigation into Indian medical herbs. Following this study, museums should be established centrally and regionally which will provide access to students and practitioners of Ayurved, Homoeopathy etc. to all the information regarding these herbs.
- 32·73 Early action is also needed regarding the collection, standardisation, storage and distribution of Indian medical herbs.
- 32·74 Early steps will have to be taken for upgrading of selected institutions. At least one of them should be fully equipped for high level research as well as education of the requisite standard. A full course extending over a period of five years is recommended.

Homoeopathy

para 87 : page 517

- 32·75 Suitable colleges among the existing ones may be upgraded and standardised.
- 32·76 Facilities for homoeopathic research may be provided.
- 32·77 A central homoeopathic drug manufactory and laboratory may be opened at Lucknow.

Nature cure**para 88 : page 518**

32·78 Immediate action in respect of nature cure may take the following lines :

- (i) Nature cure should be included in the scope of research and steps should be taken to standardise the knowledge on the subject.
- (ii) The possibility of including the teaching of physical medicine in the All-India Medical Institute should be explored.
- (iii) Facilities should be provided for the wide dissemination of the principles of nature cure as confirmed by research and experience.

Drugs and medical requisites**paras 90-100 : pages 518-21**

- 32·79 All the States should effectively implement the provisions of the Drugs Act by the employment of an adequate number of qualified Drug Inspectors and the establishment of well-equipped laboratories staffed by qualified analysts.
- 32·80 The Pharmacy Act should be effectively implemented in all States.
- 32·81 The production of quinine should be expanded to 1,50,000 lbs. to make up the gap between production and consumption.
- 32·82 The production of synthetic anti-malarial drugs in the country should be given all facilities.
- 32·83 The production of D.D.T. at rates comparable to foreign prices to the extent of about 5 or 6 thousand tons should be the target for the Plan period. The setting up of two D.D.T. factories is essential to meet the requirements of the national malaria control programme and the targets of production indicated.
- 32·84 Production of hospital equipment, surgical instruments and dressings and glass containers should receive attention and necessary aid.

Vital statistics**paras 102-04 : pages 521-22**

- 32·85 The collection and compilation of vital statistics is now to be a function of the Registrar General and Census Commissioner. The Registrar General has proposed a scheme which consists of an annual review of population records and annual census of sample households. The data are to be centrally compiled, tabulated and studied. The expenditure is to be shared equally between the Centre and the States. The total cost of the scheme can be limited to Rs. 30 lakhs per annum.
- 32·86 The satisfactory fulfilment of the functions of the Bureau of Health Statistics in the Directorate of Health Services would need modern mechanical aids for which Rs. 9·25 lakhs have been provided in the plan.

Family planning

paras 106-08 : pages 522-24

- 32·87 The programme of family planning, for which Rs. 65 lakhs has been allocated by the Central Government in the Plan, includes :
- (i) The provision, in Government hospitals and health centres, of advice on methods of family planning for married persons who require such advice.
 - (ii) Field experiments on different methods of family planning for the purpose of determining their suitability, acceptability and effectiveness in different sections of the population.
 - (iii) Development of suitable procedures to educate the people on family planning methods.
 - (iv) Collection, from representative sections of the population, of information on reproductive patterns and on attitudes and motivations affecting the size of the family.
 - (v) Study of the inter-relationships between economic, social and population changes.
 - (vi) Collecting and studying information about different methods of family planning (based on scientifically tested experience in India and abroad) and making such information available to professional workers.
 - (vii) Research into the physiological and medical aspects of human fertility and its control.
- 32·88 It is considered that problems of population and family planning may be divided into those relating to : (a) policy and approach and (b) research and programme. Two committees have accordingly been constituted. It would also appear desirable to set up at a later date a population commission to assess the population problem, appraise the results of experimental studies and recommend measures in the field of family planning.

CHAPTER XXXIII

EDUCATION

Need for self-reliance

para 8 : page 530

33·01 In view of the inadequacy of resources, a large share of responsibility for social services will have to be borne by the people themselves. In the case of education there is evidence that the people are keen to contribute in cash, kind, labour or land for creating the necessary facilities. It should be a major aim of the Central and State Governments and non-official organisations to explore this avenue and harness this urge in the people by using their influence, judiciously providing technical aid and grants, stimulating and spreading emulation among local communities.

Priorities

paras 9-11 : pages 530-31

33·02 While it is impossible to lay down a strict order of priorities, in view of the closely interlinked character of the various stages of education, as well as the widely varying conditions in different parts of the country, it may broadly be recommended that the highest priority should go to the improvement and remodelling of existing institutions on right lines. To an extent this will necessitate giving high priority to experiments and research in improved educational methods, the training of teachers and the preparation of literature. The special needs of the Plan and the great dearth of existing facilities will require high priority for basic and social education, technical and vocational education at lower level and the development of facilities for training high-grade technicians in certain selected fields. High priority to improvement of standards and the development of post-graduate work and research should be given in university education.

Broad targets

para 12 : page 532

33·03 The quantitative targets that should be aimed at during the period of the Plan should be the provision of educational facilities for 60 per cent. of the age-group 6-11, to be developed as early as possible to bring children up to the age of 14 into schools, and for 15 per cent. of the age-group relevant to secondary education. In the field of social education, we should attempt to bring 30 per cent of the people of the age-group 14-40 within the purview of social education in the wider sense of the term. In the case of girls the respective targets should be 40 per cent. 10 per cent. and 10 per cent.

Role of Central Government

para 13 : page 532

33·04 In view of the present limited resources, the Centre in the field of pre-university education, should confine itself to helping such of the States as are willing to conduct

such activities like research in educational methods, training of especially selected personnel, etc., which have national significance and which would lay sound foundations for a subsequent stage of expansion when more funds become available. To watch, guide and co-ordinate these activities, the Centre should have a standing expert committee to advise it.

Promotion of federal language

para 13 : page 533

33*05 Another very important activity which the Centre has to engage in is the promotion of the federal language.

Role of local bodies

para 14 : page 533

33*06 There should be progressive decentralisation in the administration of education at lower levels, consistent with a broad uniformity of educational policy, and efficient and impartial administration.

Role of private bodies

para 15 : page 533

33*07 It should be a major aim of State policy to help private agencies to develop their capacity fully and function effectively in view of their experience of social work (including education), their capacity to manage affairs cheaply, and their comparative freedom from red-tape.

Pre-school education

paras 16-17 : page 533

33*08 Government can accept only limited responsibility in the field of pre-school education, confined to research in evolving methods suited to Indian conditions, training of teachers, helping private agencies who take up this work in the rural areas, by grants-in-aid and running a few model 'Balwadis' in each State.

Basic education

paras 19-33 : pages 534-37

33*09 To improve the technique of basic education, and to develop methods of training teachers of average ability and ordinary educational qualifications, at least one group of model basic institutions, should be opened in each of the Part 'A' and 'B' States and in Delhi among Part 'C' States. Each group should consist of a number of pre-basic and basic schools, a post-basic school (wherever possible), a Teachers' Training School and a Teachers' Training College. One of their important tasks should be to develop a spirit of self-help and co-operation in the school community as well as to attempt an all-round reconstruction of the community around. In addition, a few experimental basic schools should also be opened in urban areas as well to discover modifications necessary in the rural pattern to make it suitable for urban conditions.

33*10 Thorough investigation should be made of the obstacles in the way of the full development of the productive capacity of basic education as far as that can be done without sacrificing educational interests.

33*11 All States should run, wherever conditions permit, 8 year full fledged basic schools instead of 5 years schools.

- 33*12 Very little experience exists as to the problems of agriculture-centred basic schools. It is very necessary therefore to take up forthwith a few agriculture-centred schools as an object of special study by qualified people so that they can provide guidance for the rest.
- 33*13 Articles produced by basic schools should be generally for consumption by the local community and if there is proper adjustment there should not be any unsold balance. The services of the general machinery that may be set up for the disposal of cottage industries products should be available to these schools.
- 33*14 Schemes of training of basic education teachers should be drawn up and worked by the Central Government, the State Governments and non-official bodies, working in close collaboration. The co-operation of allied departments of Government like agriculture, animal husbandry, co-operation, etc., should also be ensured.
- 33*15 Basic education being a new experiment, it is essential in the initial stages to create a strong nucleus by having a separate unit for it within the Education Department of each State.
- 33*16 The procedure for giving building grants for schools should be so simplified that grants which are meant to stimulate public effort are not so long delayed as to damp it.
- 33*17 In view of the poor return from primary education, the tendency to open new primary schools should not be encouraged, and as far as possible, resources should be concentrated on basic education and the improvement and remodelling of existing primary schools, on basic lines, as far as this is possible with the personnel available. Where new primary schools have to be opened for any special reasons, the curricular content should generally be the same as for basic schools and the earliest opportunity should be taken to convert these schools into full-fledged basic schools. As an immediate step, craft teachers should be trained on a large scale and crafts introduced in as many schools as possible.

Secondary education

paras 37-38 : page 539

- 33*18 Economic activities like agriculture, cottage industries, small-scale industries, etc., should be encouraged in secondary schools as a sound educational measure, and incidentally, to help to recover at least a part of the recurring expenditure.
- 33*19 The same credit should be given to the products of post-basic and secondary schools for equal years of schooling for purposes of inter-school transfers and of going up for higher education. For employment and adjudging capacity for social service, however, the attainment of the different pupils should provide the data for assessing their comparative worth. Maintenance of detailed index cards should considerably help in this direction.

University Grants Commission**para 43 : page 540**

33·20 A University Grants Commission should be instituted as recommended by the University Education Commission. Its functions should include the ensuring of minimum standards of teaching and internal administration in the various universities, the co-ordination of post-graduate and research work in different universities, and seeing that the tendency to open new universities without adequate finances is resisted.

Overcrowding in colleges**paras. 44-46 : pages 540-41**

- 33·21 We must develop and apply selective tests on a large scale so that nobody is allowed to go up for higher education who is not fit to profit by it. In order to be able to enforce this selection, opportunity should be provided to the large majority of students to find gainful employment by making pre-university education purposeful and complete in itself.
- 33·22 To relieve congestion in colleges and to provide opportunities for those, who for various reasons cannot join regular institutions, facilities should be provided for private study through correspondence courses and radio lectures and students, especially women, should be allowed to take the various examinations privately.
- 33·23 The present practice which requires a degree as the minimum qualification for a large number of even routine and clerical posts should be discontinued. Recruitment to the services should be by competitive tests, calculated to assess both aptitude and acquired knowledge and, in most cases, non-possession of a degree should be no bar to appearing at the competitive examination. In certain services, it may be advisable not to pitch the standards of academic qualifications high, so that candidates with requisite aptitudes can be selected at an early age, and further training, if necessary, given to them in institutions maintained by the departments themselves.

University education**para 47 : page 541**

- 33·24 Steps should be taken to correct the one-sidedness of present university education so that arts students have basic scientific knowledge and science students the essential knowledge of the humanities.
- 33·25 The number of working days in the educational institutions should be increased to at least 180 exclusive of examination days. A continuous period of study followed by a continuous period of holidays is desirable.
- 33·26 Another urgently needed reform which should be considered in all its bearings is the raising of the age limit of admission to universities.

Rural university**paras 49-50 : page 542**

- 33·27 The Central Government should help to establish during the period of the Plan at least one rural university as recommended by the University Education Commission.

- 33·28 The degree of a rural university should have the same validity in the matter of public appointments as a degree from other universities.

Social education

paras 53-63 : pages 542-47

- 33·29 Social education should be woven round the over-all national priorities like the organisation of cooperatives, agricultural extension work, cooperative farming, etc. Guiding literature should be prepared for the purpose and re-orientation courses arranged for the personnel engaged in these activities.
- 33·30 There should be the closest integration of the various activities (including social education) in a locality so that the forces of friendship and goodwill, released by one activity, immediately recognised by the villagers as good or pleasant, can be utilised for winning their cooperation for activities which require more strenuous effort and whose usefulness is not so immediately apparent to them.
- 33·31 The programme of social education in a locality should be so conceived that as far as possible the very first item not only meets some felt needs of the people but also creates resources for the next step. An economic activity, cooperatively conducted, will generally, form the best starting point. This activity should become the rallying point for the community and mark the beginnings of a community centre organised by a trained community organiser.
- 33·32 If we have provided the four programmes (cooperation, health, recreation and literacy), correlating relevant knowledge at every step, we will not only have met the primary needs of the masses but also taught them, through living, most of the things that are required for the citizen of a modern democratic state.
- 33·33 The training of community organisers should be thorough and comprehend, apart from their specialist training, a fair acquaintance with the various activities in which the villagers are engaged.

Experimentation in social education

paras 64-65 : page 547

- 33·34 Teachers' training colleges should take up research in methods of imparting literacy. The centre should provide model guide books for workers and prepare pamphlets on certain standard subjects such as health, democratic citizenship, cooperatives etc.
- 33·35 A common committee of experts should advise the centre in the matter of initiating and aiding financially experimental work both in the field of basic and social education in the States, guide it, assess the results and make them available to other States.
- 33·36 Educational institutions should become examples of self-help, democratic community living, cooperative labour and intelligent handling of economic activity. Education should centre round agriculture and cottage industries and educational institutions should be well equipped with agricultural farms, craft workshops, etc. Educational institutions would thereby become centres for propagating progressive ideas on social

and economic matters. Basic schools which are already conceived on the above lines have special significance in this regard. All facilities should, therefore, be provided at the basic training centres so that the teachers are trained as first class social education workers.

Engineering and technological education

paras 71-85 : pages 549-52

- 33·37 Until the Technical Manpower Committee of the All India Council for Technical Education has assessed the country's requirements, it would be advisable to consolidate the work in the existing institutions (by improvement of physical facilities and reorientation of training) and not to embark upon new ventures except in certain specialized fields.
- 33·38 Facilities should be provided at all levels for young people entering industry to continue their education, concurrently with the discipline and experience of work, by part-time study during day time or in the evenings.
- 33·39 Appropriate steps should be taken to bring about the establishment of what are known in U. K. as Technical Colleges preferably by reorienting the activities of some of the existing institutions. Such colleges would adopt a less academic approach to scientific principles than is customary in colleges.
- 33·40 For the training of engineering supervisory personnel we would commend the universal adoption of the National Certificate Courses in engineering framed by the All India Council for Technical Education.
- 33·41 A large number of rural training centres should be opened each at the centre of a group of villages to improve the techniques and skills of the villagers.
- 33·42 In the interest of balanced development of technical education, especially in view of its expensiveness, a healthy convention should be established that, whenever a new project is intended to be launched or substantial development in existing institutions contemplated, the views of the All-India Council for Technical Education should be sought and accepted by the authorities concerned.
- 33·43 There should be the closest cooperation between industry and commerce on the one hand and technical institutions which train the technical personnel for them, on the other. (The various forms of this cooperation are indicated in the Report).
- 33·44 The following lines of development should be specially attended to :
- (1) the setting up of a machinery for correctly gauging the demand for the different categories of trained personnel.
 - (2) the development of facilities for research and post-graduate work.
 - (3) the provision of courses at the under-graduate level in special subjects such as printing technology, woollen textile technology, silk textile technology etc. and the expansion of facilities in architecture and town planning.
 - (4) the reorientation of some of the existing institutions so as

to train students for the national certificate courses of the All-India Council for Technical Education, mostly on a part time basis. (5) expansion of training facilities at the level of artisans and craftsmen on an extensive scale. (6) the provision of apprenticeship training schemes in industry on an extensive scale. (7) organisation of refresher courses, especially in areas where there is concentration of industries and other technical activities. (8) the training of technical teachers.

Education for commerce and management

paras 98-102 : pages 555-57

- 33·45 A comprehensive survey should be made of the state of commercial education in the country and the standards of the various courses provided.
- 33·46 In the interest of the coordination and standardisation of commercial education in the country, the national diploma and certificate courses of the All-India Council for Technical Education should be universally introduced.

Women's education

paras 104-15 : pages 557-59

- 33·47 While women should have equal opportunities with men in all fields of education, special facilities should be provided for them in fields for which they have special aptitudes.
- 33·48 Short-term courses for general education and training in crafts should be organised for adult women.
- 33·49 At the secondary and even at the university stage women's education should have a vocational or occupational basis as far as possible. There should be coordination between planning for women's education and planning for cottage industries.
- 33·50 The girl guide movement should bring in its fold all the girls in the urban areas and it should extend the scope of its operations into rural areas also.
- 33·51 It may be urged upon co-educational universities to raise girls' divisions in their N.C.C. units.

Labour service by students

paras 114-17 : page 559

- 33·52 A certain amount of manual work as a part of the daily routine and a short-term stay in a labour camp once a year should be features of the curriculum throughout the educational period. At some stage during this period, for a considerable length of time, manual activity should figure as the major item in the day's routine of the student. This should not be less than six months but may extend to a year. Rs. one crore has been provided for implementing the above scheme for the remaining three years of the Plan.

- 33·53 The intention is that every student before he enters life goes through the period of training. In the absence however, of sufficient experience of handling large bodies of students with economy and efficiency, it is desirable to begin with a small manageable group, say the students passing out of the M.A. (or equivalent) examination for a period of six months ; and as experience is gained and more funds become available, to shift the incidence of the scheme to an earlier stage and extend the period of its operation.

Teachers' salary and conditions of service

paras 118-19 : pages 560-61

- 33·54 State Governments should examine the position of teachers' salaries and, within the limits of their resources, try to raise their scales of pay.
- 33·55 Teachers should be given additional facilities in the form of free accommodation, fee concessions for their childrens' education etc. In village schools every teacher should be given a plot of land where he and his family can grow their own vegetables. Other supplementary sources of incomes should also be thought of.

Physical health

paras 120-21 : page 561

- 33·56 Proper provision should be made in educational institutions for maintaining the physical and mental health of students. A National College of Physical Education for training higher personnel for physical education and community recreation and leadership should be set up. We would recommend the upgrading of the existing Central Institute for Physical Education in Bombay for the purpose.
- 33·57 Norms of physical fitness—comprehending agility, strength and endurance—should be laid down for boys and girls at every stage of education. These norms should be worked out by experts and applied to different groups of people with due regard to variations in economic, climatic and other conditions. The course of the physical exercises calculated to help students to attain these norms should, however, be regulated by medical advice in each case. The attainment of these norms should be certified by a diploma which should be given some consideration in matters of public appointments and the like.
- 33·58 Suitable courses for physical education should be prepared and introduced in schools and colleges. These should provide for games and sports as well as suitable *yogic* exercises.
- 33·59 Adequate facilities for training of physical instructors should be provided. In teachers' training institutions, physical education should be an essential subject. Short-term courses in physical education should also be organised for teachers.

33·60 Research in physical education should be conducted especially in regard to the following problems :

- (a) the relative value of different sports, games, and exercises from the physiological, social and educational points of view ; (b) the value of the *Yogic* system of exercises ; and (c) appropriate syllabuses of physical education for different age and vocational groups.

Mental health

para 122 : page 562

33·61 As regards mental health, the need for emotional stability should be recognised and the stabilising, ennobling and unifying influence of religion should be utilised for the purpose. In the earlier stages the moral truths common to all religions should be taught and emphasis laid on their practice. The University Education Commission has already made recommendations in regard to the study of religion at the University stage.

CHAPTER XXXIV.

LABOUR

Industrial relations

para 8 : page 572

34·01 Industrial relationship in the private sector should be in accordance with the agreed conclusions reached in the Industries Development Committee composed of representatives of employers and leaders of the principal workers' organisations in the country.

Employer-employee collaboration

para 12 : page 573

34·02 There should be close collaboration through Consultative Committees at all levels between the employers and employees for purpose of increasing production, improving quality, reducing costs and eliminating wastes.

Right of association of workers

para 13 : page 573

34·03 The workers' right of association, organisation and collective bargaining is to be accepted without reservation as the fundamental basis of the mutual relationship.

Arbitration of disputes

paras 14-22, 32-34 : pages 574-78

34·04 If any differences arise between the parties, they should be examined and settled in a spirit of reasonable adjustment. In the last resort differences may be resolved by impartial investigation and arbitration. Intervention of the State and imposed settlement may become necessary at times.

34·05 Legal technicalities and formalities of procedure in labour relations should be reduced to the minimum and there should be no appeal from decisions of an Industrial Court or Tribunal, barring the very exceptional case of a decision which may be found to be perverse or against the principle of natural justice.

34·06 The State should make available the conciliation machinery for settling disputes where the parties fail to reach an agreement and the disputes continue except when there is a voluntary submission for arbitration, or a direct approach to a tribunal or a court is permitted or prescribed.

34·07 There should be Labour Courts to deal with minor disputes and Labour Tribunals for major disputes and a Central Tribunal to deal with disputes of national importance. The State should be empowered to refer disputes to arbitration in the absence of voluntary submission.

34·08 Norms and standards which may govern mutual relations and dealings between employers and workers and for settlement of industrial disputes should be laid down by a tripartite machinery.

34·09 A manual setting out the precise range of duties of operatives should be adopted in each undertaking. The standing orders should also be framed to embrace all matters of routine industrial administration and any differences between the parties regarding the terms of standing orders should be resolved by arbitration.

34·10 The workers should be apprised in advance, in all feasible cases, of any contemplated change which may alter the *status quo* relating to their conditions and interests. They, in turn, must similarly indicate their desire for any change in the existing conditions.

Works Committees

para 25 : page 576

34·11 Works committees should be set up for the settlement of difference on the spot between the workers and the management. Joint committees should also be set up for a centre and for the industry as a whole to tackle questions of wider import.

Collective bargaining

para 29 : pages 577-78

34·12 There should be a single bargaining agent over as large an area of industry as possible. Where no trade union has built up the requisite strength to obtain a representative character, the largest union should have the right to function in respect of all establishments in which it has a certain minimum membership. Provision should be made for the direct election of representatives of workers where no trade union exists or is able to secure the right to represent them.

Stoppage of work

para 38 : page 579

34·13 A strike or lock-out without due notice during the pendency of any proceedings or in violation of the terms of settlement, agreement, award or order should be banned and attended by suitable penalties and loss of privileges.

Rights of workers in public undertakings

para 42 : pages 580-81

34·14 The benefits of all labour laws which are applicable to similar private undertakings, should be made available to workers in public undertakings ; works committees in public undertakings should be set up, collective bargaining should be encouraged therein. Workers should be given full trade union rights.

Restriction on profits

paras 46 : page 583

34·15 Restrictions should be placed on the remuneration of management, distribution of profits and the issue of bonus shares.

Wages

paras 42-50 : pages 580-85

34·16 Wages in public undertakings should not be less favourable than those prevailing in the neighbouring private enterprises. In so far as working conditions and welfare amenities are concerned, undertakings in the public sector should set the pace and serve as models.

34·17 Any step to restrict wage increase should be preceded by similar restriction on the distribution of profits. Subject to this, wage increase should be granted under the following circumstances :

(i) to remove anomaly or where the existing rates are abnormally low ; (ii) to restore the pre-war real wage, as a first step towards living wage, through increased productivity resulting from rationalisation and the renewal or modernisation of plants.

34·18 Standardization of wages should be accelerated and extended to as large a field as possible.

34·19 A scientific assessment of the relative work load in different occupations and industries should be taken up.

34·20 The recommendations made by the Dearness Allowance Committee should be accepted and extended to workers in the private sector also.

34·21 Full and effective implementation of the minimum wage legislation should be secured during this period. A limited beginning should be made with regard to the fixation of minimum wages for agricultural workers.

34·22 Efforts should be made to find out suitable experts within the country as also from foreign countries who should go into the question of wages, profits, terms and conditions of payment etc.

34·23 Although the quantum of bonus to be paid would be determined by the formula to be laid down, to prevent the diversion of resources into consumption, payment in cash should be restricted, the balance to constitute the savings of workers. This would of course have to accompany similar restrictions on consumption in respect of other sections of the community.

34·24 Permanent Wage Boards with a tripartite composition should be set up.

Social security

paras 53-56 : page 586

34·25 The programme for implementation of the Employees State Insurance Act prepared by the Labour Ministry should be adhered to.

34·26 The provident fund schemes should gradually be extended to all industries employing 50 or more persons.

Working condition in factories

para 57 : pages 586-88

34·27 The collection of objective information on occupational diseases and other health problems and teams for carrying out surveys and investigations should be organised as a part of the activity of the factory inspection services.

- 34·28 Factory inspection services should be strengthened and reorganised so as to include persons not only representing various branches of engineering but also men drawn from other technical professions including medical profession.
- 34·29 Priorities should be fixed to ensure better attention to areas and industries in which sub-standard conditions still prevail.
- 34·30 In organised industries tripartite agreements should be drawn up on the standard of compliance with the provisions of the Factories Act. Effective machinery should be set up to review the working of the agreements in each group of industries.
- 34·31 The fees recovered for licensing and registration of factories should be utilised primarily for strengthening Factory Inspectorates.
- 34·32 Steps should be taken to organise an industrial health service.
- 34·33 A national museum of industrial safety, health and welfare should be established.

Working conditions in plantations

para 58 : pages 588-89

- 34·34 The activities of the Controller of Emigrant Labour should be co-ordinated with the proposed organisation to be set up for the supervision of the administration of the Plantation Labour Act.
- 34·35 To avoid duplication of recruiting staff for plantations, the possibilities of effecting co-ordination in the agencies of recruitment (*i.e.*, Employers' Tea District Labour Association and the State Agencies of Employment Exchanges) should be investigated.
- 34·36 The 'Kangani' system of recruitment of labour in South India should be abolished as soon as possible.
- 34·37 To supplement the earnings of plantation workers, cottage industries for the manufacture of implements required for plantation should be established. A portion of the grant given by the Central Tea Board can be utilised for the purpose.
- 34·38 Employers should be persuaded to provide houses as agreed in the tripartite conference and the Government should extend to them the necessary help in procuring building materials etc.
- 34·39 Minimum qualifications for doctors serving in tea plantations of a certain size should be prescribed under the Central Rules to the Plantation Labour Act.
- 34·40 The experimental research station at Toklai should be strengthened for undertaking studies in the human relations aspect of industry.
- 34·41 The priorities as to welfare work on plantations expected of employers should be decided on a regional basis.

Man-power survey

para 59 : page 589

- 34·42 Very little work has been done by way of man power survey for the country. A beginning should be made by undertaking a pilot study where major schemes are likely to be undertaken. The Director General of Resettlement and Employment should select suitable regions for such study and conduct an informative and statistical survey assessing the labour requirements and employment opportunities.

Employment and training

para 59 : pages 589-91

- 34·43 The possibility of extending the schemes of decasualisation of dock-workers and of textile workers in some of the States to other industries and centres should be investigated,
- 34·44 An enquiry should urgently be made to examine what changes in character, methods and organisation of the employment service would help to put the system on a sound footing,
- 34·45 Co-ordination should be effected in the training facilities provided in the various agencies. Proper tests and standards should also be laid down.

Rationalisation

para 60 : page 590

- 34·46 Rationalisation in industries should be carried out on the basis of certain safeguards in the interest of workers such as the following : (a) stoppage of fresh recruitment where rationalisation is contemplated ; (b) surplus workers to be offered work in other departments wherever possible without causing a break in service and without lowering their emoluments ; (c) workers thrown out of employment should be offered facilities for retraining for alternative occupation. A training scheme should be jointly worked out by Government, workers and employers. The maintenance of workers during the training period should be the responsibility of the management whereas the cost of training should be borne by the Government ; (d) full use should be made of the possibility of utilising surplus labour in various projects undertaken by Government.
- 34·47 Incentives for sharing the gains of rationalisation through higher wages and a better standard of living should be provided.

Productivity

para 62 : pages 591-92

- 34·48 Experts on training-within-industry should be invited under the Technical Assistance Programme to impart training in these methods.
- 34·49 A sufficient number of officers from the Labour Ministry, Employers' Organisations and trade unions should be trained in the methods of productivity, payment by results and training-within-industry.

Productivity**para 62 : pages 591-92**

- 34·50 An advisory committee consisting of representatives of employers' organisations and trade unions should be set up to advise the Labour Ministry on all matters pertaining to this subject.
- 34·51 The work should be carried out in close co-operation and with the help of institutes and firms of industrial consultants engaged in similar studies.
- 34·52 Regular conference of managers, technicians, and trade union officers for discussion of all the aspects of these methods should be organised.
- 34·53 A regular programme of extension of productivity and training-within-industry methods for the next few years should be drawn up.

CHAPTER XXXV

HOUSING

Housing policy

para 13 : page 598

35·01 Private enterprise is not in a position to do the job so far as construction of houses for low income groups is concerned. The State has therefore to fill the gap and take up the supply of houses as a part of its own functions... The Central Government have to accept a large measure of responsibility for financing housing programmes in the industrial centres where congestion and shortage have become very acute in recent years.

Subsidies and loans

paras 15-16 : page 599

- 35·02 We recommend that subsidies should be paid to the State Governments upto 50 per cent of the total cost of construction including the cost of land. The State Governments in their turn will allocate the grant to the statutory housing boards and co-operative societies of industrial workers.
- 35·03 The subsidy admissible to employers of labour and Co-operative Societies of Industrial Workers should be limited to 25 per cent of the total cost of construction. As far as possible the subsidy in the case of Co-operative Societies should take the form of grant of developed lands of equivalent value.
- 35·04 In addition to the subsidies, loans should be made available to the State Government upto 50 per cent of the cost of construction including cost of land, repayable by instalments in 25 years at the government rate of borrowing plus servicing charges.
- 35·05 Loans will also be admissible to the co-operative housing societies of industrial workers and to private employers up to 37½ per cent of the actual cost of construction including the cost of land, repayable in 15 years at a reasonable rate of interest.
- 35·06 Where co-operative building societies of industrial workers are not in existence, developed building sites should be made available to individual workers who are willing to construct houses of their own under the scheme on the same terms as are admissible to industrial co-operatives.
- 35·07 Provision should be made for loans to co-operative building societies of middle-class and other low income groups other than industrial workers. The Central Government should provide for funds for issue of loans to such building societies through State Governments who will make the money available to such societies through the State co-operative organisations.

Encouragement to private builders**para 17 : page 600**

35·08 Encouragement should also be given to private builders by: (a) providing suitable sites at reasonable cost, (b) empowering statutory housing boards to guarantee loans which a private builder may obtain from a bank or an insurance company to finance construction of buildings, (c) re-organising the present system of distribution of essential building materials, such as steel, cement, coal, etc., and taking steps to reduce the high prices of these materials, and (d) providing for exemption of premises constructed between certain periods from the operation of rent fixation law.

Checking speculation in land**para 17 : page 600**

35·09 Steps should be taken to eliminate speculative element in land and discouraging land hoarding in urban areas for which purpose the taxation structure of vacant lands should be so designed as to make all land hoarding unprofitable. Building costs can be reduced by adopting improved techniques, and the attention of the building trade is drawn to the possibility of using various types of improved machinery and tools for construction purposes.

Housing standards and cost**paras 19-23 : pages 600-02**

35·10 Taking into consideration the present demand and the cost of housing the following minimum standard of accommodation for factory workers is recommended : (i) in smaller towns single storeyed tenements with a carpet area of 220 sq. ft. and an enclosed space of about 250 sq. ft. consisting of a living room, a kitchen, a yarandah, a bathing place and a water flushed latrine at rent not exceeding Rs. 10-8 per mensem and at a cost of not exceeding Rs. 2700/- including cost of land : and (ii) in larger cities where land values are high, multi-storeyed tenements each with a carpet area of 240 sq. ft. comprising a living room, a kitchen with sink, sanitary latrine, bathroom and washing places to be shared by groups of eight tenements. Electricity should be provided for lighting wherever possible. Monthly rent should not exceed Rs. 17/8 and the cost Rs. 4500/- inclusive of the cost of land.

35·11 We do not favour temporary construction for relieving housing shortage because in the long run the recurring liability proves heavier.

Management of houses built by employers with subsidies from Government**para 24 : page 602**

35·12 Although the employer will own the building in the sense that this own employees and not others are housed therein, the ownership will be of a limited character. The management of the house should vest in a committee consisting of the representatives of the employer and the employees together with a Chairman nominated by the State Government. This provision should be laid down in the agreement to be entered into by the employers when obtaining subsidy and loan from the Central Government.

Housing finance**para 25 : page 603**

- 35·13 A provision of Rs. 38·5 crores is suggested for grant and loans by the Central Government for housing schemes during the period of the Plan. Most of it will be raised by utilising money in the provident fund accounts credit under the Employees Provident Fund Act.

Town and Country Planning Act**para 27 : page 603**

- 35·14 There should be a uniform policy in the matter of town planning and we recommend that there should be a National Town and Country Planning Act which would provide for zoning and use of land, control of ravine flood, location of industries in areas considered suitable, clearance of slums, carrying out civic and diagnostic service and preparation of master plans.

Regional planning**para 28 : pages 603-04**

- 35·15 In view of the implementation of several river valley schemes, regional planning has become very important and should be taken in hand keeping in view the necessity of securing a balance of population between villages, market towns and industrial centres in the particular area.

Slum clearance**paras 29—32: pages 604-05**

- 35·16 We consider the clearance of slums to be an essential part of a housing policy because the housing we propose is meant for the class of people who are now generally dwellers of slums. In our view the schemes of housing should proceed *par i passu* with the schemes of slum clearance at least in the major industrial cities.
- 35·17 Compensation in respect of acquisition of slum areas will be assessed on the basis of the use to which the land was put on the date of issue of the clearance order. We suggest that no additional compensation on account of the compulsory nature of the acquisition should be allowed. The procedure to be adopted for slum clearance and acquisition of slum property should be simple and of a summary nature.
- 35·18 We suggest that within the provision of Rs. 38·5 crores for housing schemes in the period of the Plan, a certain amount should be set apart every year for issue as loans by the Central Government to improvement trusts and other local authorities through the State Government concerned for providing an initial capital for requisition and demolition of slums.

Rural housing**paras 33-34 : pages 605-06**

- 35·19 Improvement in the standard of rural housing should be promoted through aided self-help housing by utilising labour and materials locally available with some technical assistance made available through the community projects administration.

- 35·20 Pilot projects in selected villages can be taken up to teach the use of local materials.
- 35·21 The State Governments may provide funds for house building in rural areas by issuing interest free loans or long term loans.
- 35·22 The State Governments may also perform a useful function by disseminating information regarding experiments in cheap housing which are taking place in other parts of India.

Research

para 37 : page 607

- 35·23 Special stress should be laid on research in the following subjects:

(a) basic building materials such as bricks, tiles, high tension steel, laminated timber, etc., (b) possibilities of use of substitutes such as timber, bamboo, etc. for steel and other traditional building materials, (c) revision of building codes, specifications and factors of safety and (d) standardization of mass production methods of building components and materials.

Organization of building trade

para 39 : page 608

- 35·24 It is desirable to organize the building trade in all its aspects including training of labour and technical personnel of all grades.

National building organization

para 40 : page 608

- 35·25 A national building organization should be set up to co-ordinate the results of all researches in building materials and techniques, to suggest subjects for further research and experimentation, to incorporate the results of building research in actual building practice and to lay down building codes and to provide for training in building work and improved techniques. Such a body should consist of persons who are eminent in their professions and whose decisions would carry weight. (Details of its composition and functions are described)

Permanent building Museum

para 42 : page 608

- 35·26 We recommend the establishment of a permanent museum or preferably several regional museums where exhibits of cheap housing can be displayed and the comparative costs, building techniques and methods, use of substitutes for traditional building materials can be studied with profit by engineers, industry and the general public.

Housing boards

paras 43—47 : pages 608—11

- 35·27 We recommend the setting up of housing boards which would be statutory, autonomous bodies appointed by Government and responsible for implementing the housing programme. Such boards should be both central and regional and should have an executive body with a president, a wholetime secretary and not more than five other members. The boards may have associated with them advisory bodies consisting of employers, tenants, building trade and the general public (The detailed composition and functions and the source of income of the boards are described).

Housing legislation

para 49 : page 612

- 35·28 We suggest that the various state legislations on the control of rent should be made uniform and newly constructed houses should be exempt from such legislation for an initial period of four years. The civil courts should, however, have jurisdiction on the application of parties to fixing fair rents on the basis of a reasonable return.
- 35·29 The practice of requisitioning of premises for public purposes should be resorted to only in exceptional circumstances.

CHAPTER XXXVI

SOCIAL WELFARE

Administrative machinery for social services

paras 13-14 : page 616

36·01 The Central Government, the various State Governments and local self-governing bodies, each in its own sphere, have to ensure that they have atleast the minimum administrative machinery for dealing with social welfare problems. The functions of the social welfare machinery of the Central and State Governments may include the following : (i) to study the need for and efficacy of social legislation, (ii) to execute programmes of social welfare, (iii) to promote directly and through other agencies the development of social services, the study of social problems and the creation of trained personnel for social administration, (iv) to assist specialist and private agencies through guidance and financially and to exercise a measure of regulation and control over their activities, (v) to initiate pilot projects to demonstrate the efficacy of programmes and methods, (vi) to promote initiative in and improvement of social services by supplying information, materials, etc., and (vii) to take over social services of vital importance from private agencies when these develop beyond the ability of such agencies to manage.

Role of social service agencies

para 15 : pages 616-17

36·02 Local committees or councils of social service agencies could undertake activities such as providing emergency relief, organizing and assisting community centres, slum clearance, promotion of labour welfare activities, supporting private social service agencies and creating public opinion for control of social vice.

Uniform social legislation

para 16 : page 617

36·03 Inter-relationship between various activities has to be emphasised and necessary co-ordination assured both in the Central Government and in the States. One aspect of this co-ordination would be to secure that legislation relating to social problems follows broadly similar principles.

Conditions for grants in aid to private agencies

para 16 : page 617

36·04 In cases where grants-in-aid are being given by State authorities to private agencies, it is desirable to lay down general directions for improving the contents of the programmes and their administration. A measure of supervision and inspection should also be provided in order to maintain standards of efficiency.

Survey of services rendered by voluntary agencies

para 17 : page 617

36·05 One of the most important tasks of the State is to conduct a survey of the nature, quality and extent of service rendered by voluntary agencies in different parts of the country and to assess the extent of financial and other aid that they are in need of in order to enlarge their scope of work and to coordinate their activities.

Central Board**para 17 : page 617**

- 36·06 A Central Board should be set up by the Central Government to which a great deal of administrative authority will devolve to administer the Rs. 4 crores provision made in the Plan to give aid to voluntary agencies. The Board should be predominantly composed of non-officials who have actual experience of field work in promoting welfare activities on voluntary level.

Training for social work**paras 19-22 : pages 618-19**

- 36·07 Existing schools of social work should enroll students from rural areas and arrange for training in the field in selected centres organised by rural welfare agencies.
- 36·08 Agricultural colleges could introduce intensive social welfare courses and field-work programmes as part of their curriculum.
- 36·09 Similar institutions with greater emphasis on social anthropology could be created in the tribal areas.
- 36·10 It is necessary to arrange training at the community level for field workers, instructors, and supervisors.
- 36·11 Arrangements for "in-service" training should be made by the larger voluntary organisations.
- 36·12 Arrangements should be made for training of voluntary workers.
- 36·13 There is need in selected cases for training and study abroad in specialised fields. It is necessary that persons who go abroad should first have sufficient knowledge and experience of Indian conditions and problems.

Social research**para 23 : page 619**

- 36·14 Appropriate machinery for guiding research into social problems is at present under consideration. In the field of social research it will be necessary to give a broad direction concerning the subjects on which research should be undertaken, carry out some important research projects directly, and bring the results of research to the attention of the public.

Enquiry into funds with trusts, etc.**para 25 : page 620**

- 36·15 An enquiry is necessary in regard to the funds available with endowments and trusts which may offer a basis for legislation concerning use of these funds for appropriate purposes.

Social legislation**paras 26-28 : pages 620-21**

- 36·16 Some machinery is needed to review existing legislation and suggest possible modifications, amendments and, if necessary, repeal of all obsolete laws in order that existing legislation may be brought into conformity with the requirements of the Constitution. The proposed Social Welfare Board may initiate such studies.

- 36.17 Social legislation can be better enforced by associating social service agencies with the formal state administration.
- 36.18 The registration of social service agencies leading to the control, inspection and watching of grants-in-aid is one of the primary needs.

Womens' welfare**paras 29-30 : pages 621-22**

- 36.19 When Department of Social Services are organised in the various States it will be possible to carry out more comprehensive programmes of women and child welfare and achieve better co-ordination between efforts of the State and private agencies.
- 36.20 Organised efforts are needed to stimulate activities at the community level both in rural and urban areas. This should be done by Community Centres, social education agencies, agencies for the welfare of under-employed groups, mothers' clubs or unions, ante-natal and post-natal clinics, milk centres, co-operatives and as part of trade union activities. These groups should specially be organised in slum areas, and tribal areas and amongst working women and women of backward classes in general.

Prostitution**para 32 : pages 622-23**

- 36.21 An Advisory committee should be set up by the Central Government to make proposals and review progress in respect of the law and policy in different states regarding the prevention and treatment of social vice.
- 36.22 The enforcement of the law should be more effectively carried out. Measures to enforce the law may include, wherever necessary, the creation of a separate vigilance branch within the police force.
- 36.23 Whenever it is found difficult to eradicate the tolerated areas, arrangements should be made for adequate methods of assistance and facilities for the treatment of venereal diseases.
- 36.24 Wherever it is found that clandestine prostitution is in existence efforts should be made to eradicate soliciting.
- 36.25 Institutions for protection, care and shelter and rehabilitation of fallen women are not adequate in the country and cases of neglect are frequent. There is need for more institutions organised by local self-governing bodies and private social service agencies, and provision for regulation, inspection and control of womens homes, which should be under the management of trained persons. Such homes should provide shelter, material aid and assistance for marriage.
- 36.26 There is need to strengthen existing specialised and private agencies like vigilance association and societies for the prevention of traffic in women.

Child welfare

para 34 : page 623

- 36·27 Effective means have to be devised by the State and private agencies to see that imperative nourishment is received atleast by under-nourished children in schools and institutions.
- 36·28 It is desirable that state organisations, the Red Cross, the Indian Council of Child Welfare and other important national and state organisations for child welfare should co-ordinate their activities for the collection and distribution of supplementary food for children.

Feeble-mindedness

para 35 : page 624

- 36·29 A few pilot projects could be developed by special agencies for child welfare to deal with feeble-minded children in selected areas.
- 36·30 Provision should be made for training of psychologists, psychiatrists and specially teachers to deal with mentally backward children as early as possible.

Child guidance clinics

para 36 : page 624

- 36·31 It is desirable that atleast one child guidance clinic should be brought into existence in every state ; wherever possible such clinics should be organised by municipalities.
- 36·32 It is desirable also to train a number of psychologists and trained case workers in the schools of social work in order to provide trained personnel to deal with cases of problem children.

Play activities

para 39 : page 624

- 36·33 Local self-governing bodies as well as the community should provide play space for children either as a reserved part of playgrounds or as separate playgrounds equipped with suitable accessories for play.

Handicapped children

para 40 : page 625

- 36·34 It is desirable to develop special institutions for deserted and destitute children, e.g., children's villages, boys' towns, and similar organisations where a larger number of children could be given protection, care, education and training till they can be rehabilitated.
- 36·35 It is desirable to initiate a number of pilot projects where a larger number of children could be brought together under the care of specialised social welfare agencies in the various States.

Juvenile delinquency

paras 43-44 : page 625

- 36·36 Legislation for child welfare in the States should lay down a new approach ; all existing legislation and treatment should be reviewed from the stand-point of a comprehensive philosophy for the treatment of the problem.

- 36·37 A suitable agency for the enforcement of the Act, adequate police force, court facilities, children's institutions, and juvenile aid committees in cities should be set up.

National centre for child welfare

para 45 : page 626

- 36·38 It is recommended a national centre of child welfare in a central place with similar organisations in some of the states should be set up. The national child welfare centre will become an experimental station, a training centre, seat of pilot projects, and clearing house for information and material on child welfare.

Family welfare

paras 47-48 : page 627

- 36·39 Central as well as State Governments should assist private agencies to raise funds to create and run institutions or centres for the development of small scale industries, crafts and handicrafts. Such institutions should assist families to avoid destitution or supplement small family incomes.

Youth welfare

paras 49-55 : pages 627-29

- 36·40 There is need to coordinate the work of all youth organisations into a single powerful youth movement functioning through a National Council of Affiliated Youth Organisations.
- 36·41 Special measures are needed to strengthen the scout movement and extend it to serve the villages and improve the quality of its services.
- 36·42 The National Cadet Corps movement also needs encouragement, and membership of the National Cadet Corps should be considered an added qualification for the purposes of employment.
- 36·43 "Youth counselling" should be introduced as part of the function of community centres in urban and rural areas and of educational institutions, youth organisations and trade unions.
- 36·44 Organising programmes of local boys and girls clubs ; inventors' clubs, young farmers' clubs, hobby clubs should be encouraged.
- 36·45 Youth hostels movement needs to be encouraged and strengthened so that minimum equipment, boarding and lodging facilities at lowest cost can be made available to young travellers. Government can help the youth movement by allowing special reduced rates on railways, steamships, and motor buses to members of approved youth organisations. Whenever merit awards are given it should be possible to give travel prizes and journey scholarships.
- 36·46 A comprehensive programme of youth camps, labour service for students, youth participation in constructive activities and in institutions organised for service to the needy handicapped and maladjusted members of society has to be drawn up for which an allotment of rupees one crore is made in the Plan.

National physical fitness**paras 56-61 : pages 629-31**

- 36·47 In the absence of legislation in the form of a National Fitness Act, it is necessary that physical fitness programmes are promoted by the States as well as by the community. There should be a physical fitness standard for the individual to include the three factors of agility, strength and endurance, which are the basis of all physical fitness and skills.
- 36·48 National standard of physical achievement for all adults should be laid down with the aid of a committee of education and health experts and other social scientists after full consultation with the different parts of the country.
- 36·49 The State educational authorities, private social welfare and physical welfare agencies must attempt to provide facilities and opportunities to assist individuals to attain these standards.
- 36·50 Regional coordination of all agencies and activities is necessary to promote the growth of leadership, training of personnel and development as well as economic use of resources.
- 36·51 National Association for Physical Education and Recreation should be strengthened. It should organise branches in all the States.
- 36·52 The conversion of one of the existing training institutes of physical education into a national institute is recommended.
- 36·53 Facilities in respect of equipment and playground must be made available for the use of every community centre and rural and youth organisation.
- 36·54 Playground programmes must be developed bearing in mind the four important objectives of recreation, education, leadership training and social participation.
- 36·55 There is need to survey play activities in every district, prepare a manual of instructions for specially selected games and enrich the gamelore of the whole country by organising publicity through documentary films demonstrating such games.

Crime and correctional administration**paras 62-65 : pages 631-32**

- 36·56 The immediate task is to change or modify existing policies and programmes in order to adjust them to the new objectives which seek to protect the interests of society and achieve total rehabilitation of the offenders.
- 36·57 Intensive surveys to study causes, nature and the extent of crime should be undertaken by research organisations, universities and other private agencies.
- 36·58 The administration of police lock-ups and jails needs to be reviewed. Jail manuals and the Prisons and Prisoners' Act need to be modified to meet the changes in correctional administration.

- 36-59 Modern principles of penology require that each prisoner should be dealt with as an individual and corrective handling should be devised so as to be in consonance with his background, abilities and aptitudes.
- 36-60 The possibility of utilising the man-power resources of men in prisons on projects of a special constructive character should be explored.
- 36-61 Central prisons and district jails should receive assistance of departments such as those concerned with industries, agriculture and irrigation, so that the maximum advantage can be taken of the labour available in correctional institutions.
- 36-62 A probation and after-care service is likely to minimise the cost of maintenance, as prisoners will not be called upon to serve long sentences during which they will be maintained by State Governments.
- 36-63 As life in prison has to be organised so that the inmates live as a community and as the method of case work is to be increasingly used to deal with individual cases in correctional institutions, welfare officers should be progressively employed in central prisons and first grade district jails.
- 36-64 Officials of correctional institutions should be given special training before employment and during service.
- 36-65 Prisons and jails may require to be reconditioned so as to provide arrangements to suit different classes of prisoners.
- 36-66 Separate correctional institutions may be provided for female convicts.
- 36-67 It should be possible to develop open and closed farm workshops in prisons, agricultural colonies and work camps at important work projects. The provision for Borstals, both open and closed, will also need to be expanded.
- 36-68 It will be necessary to bring about greater uniformity in the legislation applicable to first offenders and others charged more than once for minor offences.
- 36-69 The appointment of probation officers and the release of prisoners on parole is recommended.
- 36-70 The work of private agencies like Prisoners' Aid Societies and District Probation and After-Care Associations need to be encouraged.
- 36-71 New developments in administration and programmes of correctional institutions require the guidance and advice of experienced persons working together in a central organisation. A National Bureau of Correctional Institutions may be set up, which will serve as a central organisation for these purposes.

Physically handicapped**para 66 : page 633**

- 36·72 To obtain better estimates of affected persons, sample surveys of persons affected, in selected urban and rural areas, are needed.
- 36·73 Voluntary associations which are already working on welfare programmes for handicapped persons, need to be encouraged and assisted.

Community approach in social welfare**para 69 : page 633**

- 36·74 Since community programmes hold high promise in urban areas as well, cities and towns have to be divided into manageable units, and the more backward areas and in particular slum areas, selected for intensive social work. There is considerable need to establish community centres in towns and villages which will foster a sense of community responsibility, civic pride and a feeling that the interests and welfare of the individual are realised best through community action.

CHAPTER XXXVII

WELFARE OF BACKWARD CLASSES

Eradication of untouchability

para 4 : pages 634-35

37·01 A four-fold programme is necessary to ensure eradication of untouchability, *i.e.*, (i) removal of untouchability by law, (ii) removal by persuasive and educative process through social education, (iii) the practice of democratic behaviour in social life and (iv) opportunities afforded by State and private agencies for self-development and expression for the betterment of health, education, economic life and living conditions.

Programme for scheduled castes and other backward classes

para 8 : page 635

37·02 The general aim is to follow intensive programmes rather than dissipate the limited resources (Centre Rs. 4 crores, States Rs. 10 crores) on loosely conducted activities. Since most of the Harijans live in isolated colonies, they afford good scope for organising community centres.

Scheduled tribes—financial provision

para 14 : page 637

37·03 With reference to article 275 of the Constitution, the Central Government have made a provision of Rs. 12 crores for the period of the Plan but detailed schemes have not yet been fully worked out. The various States have provided another Rs. 11 crores for the development of tribal areas.

Improvement of communications

para 16 : page 637

37·04 Recognising the importance of communications, a sum of Rs. 2 crores is provided in the State Plans for development of roads in the tribal areas. Great care has to be taken, to see that communications are not prematurely developed so as to permit economic exploitation by outside and more advanced communities.

Development of forests by tribal communities

para 18 : page 637

37·05 It is desirable that tribal community should be made the primary agencies for the care and development of forests and exploitation of forest resources.

37·06 Forest schools should be started to bring the tribal people to love, care for and work systematically for the enrichment of the forests, which will mean in turn, the betterment of their own lives.

Co-operatives

paras 21-23 : pages 638-39

37·07 Co-operative activities should be developed in a planned manner throughout the tribal areas.

- 37·08 Tribal communities require to be helped to exploit commercially the clay, stone, animal, bird, insect and plant life of the forest and skills in organising co-operatives and exporting their products to the markets of the land.

Sociological and health surveys

para 27 : page 639

- 37·09 There is need for comprehensive health surveys in selected areas, covering diet, belief and health practices, etiology, prognosis and incidence of various diseases, herbal medicines and other tribal ways of healing.

Education of tribal children

paras 28-29 : pages 639-40

- 37·10 It is desirable that the Commissioner of Scheduled Castes and Scheduled Tribes at the Centre, or the Scheduled Castes and Tribes Commissioner in the various States, should deal with the education of tribal children for some time, before the Education Department takes over these institutions in the tribal areas.
- 37·11 The programme of basic schools will have to be adjusted to the needs of the forest, pastoral and agricultural communities of a very simple type.
- 37·12 The medium of instruction in the pre-school should be the mother tongue of the child and the regional language should be introduced at the basic and the upper primary classes. This will be the State language.

Special courses on tribal welfare

para 31 : page 640

- 37·13 There should be provision for special courses for tribal welfare, including field work, in training institutions of the Indian Administrative Service as well as in such schools of social work as can afford it.
- 37·14 There is also need to train community organisers and other types of social workers from among the educated youth of the tribal communities.

Criminal tribes

paras 35-37 : pages 640-41

- 37·15 The new policy is to treat all such communities (previously called 'criminal tribes') as backward classes. Special efforts will have to be made by the State to rehabilitate the community economically.
- 37·16 There are two major solutions to the problem of such group. The first is to achieve their economic rehabilitation, and the second is to apply to the children of these communities a scheme of education that will help to gradually wean them from their present practices.

- 37·17 Experiments should be made for settling these communities in new areas which need to be developed and where they will be under leadership which is able to understand their temperament.**
- 37·18 Suitable methods of dealing with criminal tribes settlements wherever they exist would be to convert them into community centres under a trained community director.**
- 37·19 Probation of Habitual Offenders Act should be applied in selected areas to uncontrollable members.**

CHAPTER XXXVIII

REHABILITATION OF DISPLACED PERSONS

Rehabilitation of displaced persons from East Pakistan para 9 : page 644

38·01 It is proposed to settle 50,000 families of displaced persons from East Pakistan during 1952-53 and 25,000 during 1953-54 in rural areas at a further expenditure of 10·1 crores.

Houses for displaced persons from West Pakistan para 13 : page 645

38·02 It is expected that no additional construction will be necessary for displaced persons from West Pakistan after 1953-54, but a sum of Rs. 4 crores will be required for completing the development schemes in hand.

Construction of houses for displaced persons from East Pakistan para 14 : page 645

38·03 It is proposed to build 95,000 houses units for displaced persons from East Pakistan in the next two years, 25 per cent of which will be built directly by the Government and the rest by displaced persons with assistance from the Government.

Uncertainty regarding problem of displaced persons from East Pakistan para 24 : page 648

38·04 The situation in the Eastern States fluctuates fitfully and it is not possible to forecast the likely expenditure on displaced persons from East Pakistan beyond 1953-54. If conditions remain normal the present scale of annual expenditure (which is of the order of Rs. 11 crores) will have to be maintained. If conditions in East Pakistan worsen, the magnitude of the problem and therefore of the effort will be correspondingly greater.

Compensation to displaced persons para 25 : page 649

38·05 Tentative proposals for the disposal of evacuee property and grant of compensation have been recently worked out but final decisions have not yet been taken.

CHAPTER XXXIX

EMPLOYMENT

Unemployment among the educated

para 12 : page 656

39·01 It is only when a more rapid expansion than is envisaged in the present Plan takes place that there will be a possibility of increasing avenues of employment for the educated class.

Immediate steps to relieve unemployment • paras 12-13 : pages 654-58

39·02 We recommend that the suggestions made by the Scientific Man Power Committee for overcoming shortages in certain technical lines should be given effect to, if necessary by reassessing our requirements in the light of changes that have taken place since 1947.

39·03 The pay offered to technical personnel, *e.g.*, engineers and doctors should be consistent with the cost of training. Inducements, such as subsidizing of private dispensaries in villages, should be offered.

39·04 Utility to employers of certain degree, *e.g.*, in commerce, can be increased if the present theoretical knowledge imparted in colleges is supplemented by practical training.

39·05 Educated persons should be persuaded to rid themselves of prejudice against manual employment and should be encouraged to receive sufficient training for manual jobs.

39·06 Young persons without experience may be enabled to receive apprenticeship training. On the other hand, older people may find it difficult to get employment both in public and private service. Some reservation for such persons should be made in public service, while persuasion should be used with private employers to engage such people, especially those with family responsibilities.

39·07 Vocational counselling and guidance services should be developed to advise young persons to choose vocations according to employment possibilities.

Measures for reduction of job seekers—small loans

para 14 : page 658

39·08 In the educated families there may be a desire for starting an independent establishment requiring small capital. A list will be made of small scale industries which could be started with different amounts of capital ranging from Rs. 500 to Rs. 5,000. Government should help them by advancing loans for initial capital, providing vocational training facilities, in processing raw materials and for disposal of the finished goods. Care should however be taken that such funds will not go for investment in distributive trades.

Trading estates**para 14 : page 658**

39·09 The idea of trading estates which provide factory sites or built up factory premises with facilities of transport, electricity, fuel, water, etc., to small amateur manufacturers on a rental basis should be pursued by government in co-operation with the Industrial Finance Corporations.

SUBJECT INDEX

- Administration : 05·01-05·04, 06·01-06·33, 07·19-07·22, 07·32-07·35 ; District, 07·01-07·12 ; Local bodies, 07·23-07·31 ; Village Panchayats, 07·13-07·18, 14·04.
- Agriculture : 02·05, 02·07, 02·10, 09·01-09·05, 10·06-10·08, 14·01-14·07, 15·09-15·13, 16·01-16·15, 17·01-17·18, 18·01-18·56.
- Agricultural worker : 12·19, 13·01-13·13.
- Animal husbandry : 19·01-19·12.
- Capital formation : 01·05-01·07.
- Committees, Boards, etc : Agricultural implements, 18·27 ; Agricultural research, 18·53-18·58 ; Building, 35·25, 35·27 ; Cottage, village and small-scale industries, 24·03, 24·13, 25·10 ; Criminals, correction of, 36·71 ; Education, 33·04, 33·20, 33·35 ; Fertilizers, 18·25 ; Forests, 21·09, 21·13 ; Fruit and vegetables, 20·07 ; Housing, 35·27 ; Industry, 29·02, 29·26 ; Irrigation Power projects, 26·13 ; Labour, 34·11, 34·24, 34·50 ; Land reform, 12·24 ; Land utilisation, 22·01, 22·12 ; Marketing, 17·11 ; Milk, 20·01-20·03 ; Mineral development, 27·31 ; Plant breeding, 18·12 ; Population, 32·88 ; Social welfare, 36·06, 36·21, 36·40, 36·48 ; Soft coke, 21·07 ; Technical education, 33·35.
- Communications : 31·01-31·19, 37·04.
- Community development : 13·03, 15·01-15·13, 33·33, 36·74, 37·17, 37·18.
- Community projects : 15·01-15·13, 18·09, 21·05, 22·06, 35·19, 36·10.
- Controls : Financial, 02·11, 02·12, 03·11, 03·12, 06·31, 06·32, 29·16 ; Physical, 02·20, 02·21, 11·01-11·14, 24·08, 30·11.
- Co-operatives and co-operation : 02·10, 02·19, 10·01-10·14, 12·21-12·23, 13·09-13·11, 16·01-16·15, 17·02-17·06, 17·09-17·13, 18·29, 20·04-20·05, 22·02, 23·19, 23·22, 23·23, 24·11, 25·03, 25·05, 33·29, 37·07-37·08.
- Cottage, village or small-scale industries : 01·11-01·12, 02·10, 10·11, 24·01-24·13, 25·01-25·14, 29·14, 34·37, 36·39, 39·08, 39·09.
- Credit : 02·13, 10·04, 10·11, 02·14, 02·15, 16·06-16·13.
- Dairying : 20·01-20·03.
- District development programme : 07·01-07·35.
- Education : 08·13, 13·12, 18·47-18·50, 19·12, 21·21-21·22, 23·14-23·16, 24·09, 24·10, 25·12-33·01-33·61, 37·10-37·14, 39·05.
- Electricity : 26·02-26·05, 26·10, 26·13, 26·15, 26·18, 29·20.

- Employment : 01·09-01·11, 13·13, 34·43-34·45, 39·01, 39·09.
- Evaluation and assessment : 06·33, 15·08.
- External assistance : 01·13, 29·17-29·18, 30·07.
- Fertilizers : 18·13-18·25.
- Financial and fiscal policy : 02·11-02·21, 03·01-03·13, 24·06, 25·14.
- Fishery : 23·01-23·23.
- Food policy : 11·01-11·14.
- Forests : 21·01-21·24, 37·05-37·06.
- Health : 32·01-32·88, 33·56-33·60, 34·27, 34·32, 34·33, 34·39, 36·47-36·55, 37·09.
- Horticulture : 20·04-20·08.
- Housing : 02·10, 35·01-35·29 ; Displaced persons, 38·02-38·03 ; Finance for, 35·13 ; Industrial, 35·12 ; Plantation labourers, 34·38 ; Rural, 13·06, 13·07, 35·19-35·22 ; Slum clearance, 35·16-35·18.
- Industry : 02·03-02·04, 28·01-28·08, 29·01-29·26, 33·43, 33·44, 34·42-34·53, 35·24.
- Inequalities : 02·02, 02·17.
- Insurance : 03·13.
- Irrigation : 14·03, 18·01-18·03, 26·01, 26·03, 26·09, 26·11-26·14, 26·16-26·17.
- Labour : 33·52-33·53, 34·01-34·53, 36·60-36·61.
- Land : 09·01-09·03, 09·05, 12·01-12·24, 21·01.
- Legislation : Land management, 12·11, 12·23 ; Warehousing, 17·07 ; Weights and measures, 17·18 ; Stray cattle, 18·44 ; Cattle improvement, 19·04, Soil conservation, 22·02, 22·03 ; Indian Light House Act, 31·11 ; Food adulteration, 32·14 ; Town planning, 35·14 ; Housing, 35·28 ; Social legislation, 36·03, 36·16-36·18 ; Prison, 36·58, 36·66.
- Marketing : 02·10, 17·01-17·18, 20·05, 23·22, 23·23, 25·02-25·04, 25·09, 27·22.
- General development : 27·01-27·31.
- Organisational and institutional changes : 02·06-02·08, 06·27-06·28, 09·05.
- Planning : 01·01-01·04, 02·01-02·21, 03·08, 10·01, 14·06, 35·15.
- Plantations : 34·34-34·41.
- Population : 01·08, 32·87-32·88.
- Ports and harbours : 31·12-31·13.
- Price policy : 02·11, 14·05.
- Private sector : 02·03, 03·01, 29·01, 29·09.
- Public co-operation : 02·01, 07·35, 08·01-08·15, 21·04, 26·16.

- Rehabilitation of displaced persons : 38·01-38·05.
- Research : Agriculture, Experimental stations, 18·52 ; Agriculture, Extension work, 18·51 ; Agricultural Implements, 18·26, Agricultural organisation of research, 18·53-18·60 ; Building materials, 35·23 ; Child welfare, 36·38 ; Cottage, village and small-scale industries, 24·09-24·10, 25·06, 25·07, 25·13 ; Desert, 22·10 ; Education, social, 33·34 ; Fishery, 23·03-23·05 ; Forest, 21·20-21·21 ; Fruit and vegetable preservation, 20·06 ; Industry, human relations, 34·40 ; Medical, 32·68-32·69, 32·71, 32·76, 32·87-32·88 ; Plant protection, 18·39-18·42 ; Poultry, 19·10 ; Radio and electronics, 28·01 ; Salt, 28·01 ; Scientific and industrial, 28·01-28·08, 29·21 ; Seeds, 18·04, 18·08-18·11 ; Social welfare, 36·14 ; Soil conservation, 22·04 ; Veterinary, 19·10.
- Savings : 02·13, 02·19, 03·01, 03·06-03·07.
- Scheduled castes : 37·01-37·02.
- Social welfare : 07·35, 08·14-08·15, 34·41, 36·01-36·74.
- Soil conservation : 21·18, 22·01-22·12.
- Special studies : Crime, 36·57 ; Education, pre-school, 33·08, basic, 33·09-33·12 ; Employment Service, 34·44 ; Fishcatch, 23·13 ; Hydrological investigation, 26·14, ; Industrial capacity, 29·04 ; Industry, 34·19, Leprosy, 32·32 ; Medical herbs, 32·72 ; Mineral development, 27·01-27·31, Plays and Games, 36·55 ; Productivity, 29·22 ; Tractors, 18·36 ; Transport economy, 31·01 ; Trust funds, 36·15 ; Wages standardisation, 34·18 ; Weather forecasts, 18·05 ; Workload, 34·19.
- Statistics and survey : Agricultural sample survey, 09·04 ; Agricultural labour, sample survey, 13·02 ; Crime survey, 36·57 ; Distribution census, 02·09 ; Evaluation and assessment, 06·33, 15·08 ; Fisheries—co-ordination of statistics, 23·01 ; Fisheries—cultivable water survey, 23·02 ; Industry statistics, 29·10-29·13 ; Irrigation, small and medium survey, 18·02 ; Land, cultivable-survey, 09·01 ; Land holdings, census of, 12·05 ; Land, waste survey, 21·01 ; Manpower survey, 34·42, Occupational diseases survey, 34·27 ; Population, vital statistics, 32·85, 32·87 ; Social welfare survey, 36·05 ; Sociological survey, 37·09 ; Soils survey, 22·01, 22·05, 22·07 ; Technicians, shortage of survey, 39·02 ; Tribes health survey, 37·09.
- Trade and commerce : 02·08-02·12, 03·12, 17·14-17·18, 30·01-30·11.
- Transport and communications : 20·08, 23·18, 31·01-31·19.
- Tribes : 21·23-21·24, 36·09, 37·03-37·19.
- Village panchayats : 07·13-07·18, 10·03, 21·05.
- Wages and salaries : 18·60, 33·54-33·55, 34·16-34·24,