THE STATE AND THE INDIAN SUGAR INDUSTRY 1956-70

A THESIS SUBMITTED
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PREFACE

The agro-based sugar industry in India is the second largest organised industry in the country and is important from the points of view of investment and employment. Apart from providing an essential commodity it is a good source of revenue for the State. Promotion of its development has occupied the attention of policy makers, first when protection was granted in 1932 and then when the Industrial Policy Resolution was enacted in 1954. The industry made rapid progress after 1956 when further growth of the industry took place mainly in the co-operative sector, in the tropical States. The industry has shown itself to be sensitive to Government policy and the various controls and regulations. From time to time the Government have appointed committees to study the problems of the industry and suggest a suitable policy framework. Currently the Sugar Industry Enquiry Commission is deliberating on a suitable policy for the future growth of the industry; the report of the Commission is expected by the end of the year.

The present work studies the Central Government policies and regulations which have had an impact on the growth of the industry for the period 1956-1970. The study reveals that the State Policy has succeeded in creating new units in new locations and sugar production has recorded significant increase; but the policy has failed to provide

the necessary stability and motivations for steady growth. A major lacune in the policy is a lack of long term perspective. An attempt, therefore, is made here to fill up this lacuna, on the basis of the findings of this work. After an introduction in Chapter I, Chapters II, III and IV deal with the necessary pre-conditions for the starting of a sugar producing unit. The controls and regulations affecting the functioning of the sugar unit after it has commenced its operations are discussed in Chapter V and the emerging policy pattern is brought out. A plausible set of supply and demand projections for the years 1980-81 and 1985-86 under existing conditions has been attempted in Chapter VI. Eleven factories. six in the co-operative sector and five in the joint stock (private) sector were selected for case studies, to acquire firsthand knowledge of the local environment and a feel of policy problems as seen by the participants. The case studies are presented in Chapter VII. Chapter VIII gives a summary and conclusions.

The data for the study have been obtained from published sources, from the Directorate of Sugar and Vanaspati, Ministry of Agriculture, Government of India, from the Indian Sugar Mills Association, New Delhi, from the National Federation of Co-operative Sugar Factories Ltd., New Delhi and from individuals. The case studies were undertaken with the help of a questionnaire. Although full effort has been made to give data in every instance for the period 1956-1970, it has not

always been possible due to the difficulties of obtaining data. In some cases, the data are not available for the earlier years and in certain other instance, the latest year for which data are available, is 1965. The study thus suffers from this inadequacy of data and therefore, even with the best use of the available statistical techniques the conclusions are more indicative than definitive.

The major portion of the work was done at the Gokhale Institute of Politics and Economics, Poona, Maharashtra, during the years 1970-72. Data collection was done at Poona as well as at New Delhi where all the three authorities dealing with the industry are located viz., the Directorate of Sugar and Vanaspati, Ministry of Agriculture, Government of India, Indian Sugar Mills Association and the National Federation of Co-operative Sugar Factories Limited.

The study was done under the guidance of Dr. M. V. Namjoshi, Professor (Research), Vaikunth Mehta National Institute of Co-operative Management, Poona. I am extremely grateful to him for the numerous discussions he has had with me, the academic freedom he has allowed in the work and in drawing one's own conclusions from the study. I must express my gratitude to his family members too, who have always extended to me a friendly welcome and warm hospitality.

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I am grateful to the authorities of the Institute and to Mr. D. P. Apte, the Registrar, for the allotment of residential accommodation which enabled me to keep my two children with me. I am grateful to them again and to the Library Staff, particularly Mr. D. R. Joshi and Dr. V. D. Divekar, for the excellent library facilities and their helpfulness.

I could not have started my research work without the study leave of two years, granted to me by the authorities of Miranda House, University College for Women, Delhi University, where I am a staff member in the Department of Economics. I am particularly grateful to Dr. (Miss) A. C. Janaki Amma, then the Head of the Department of Economic and now the Principal, for the encouragement she had extended to me in this project.

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Last, but not least, my son, Sunderkrishnan, then aged 12 1/2 years and my daughter Ranjana, then aged 8, by their enthusiastic approval of all I did, by sharing cheerfully in all the discomforts of life in a new city and by their high expectations, provided me the motivation to complete my task. Their presence with me in Poona provided me a home away from home and gave me the necessary tranquility to pursue my research.

Vimela Raghavachari.

Poona.

June 1973.

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LIST OF ABBREVIATIONS USED IN THE THESIS

A.P.	Andhra Pradesh
A.S.I.	Annual Survey of Industries
C.I.M.	Census of Indian Manufactures
C.S.A.	Commonwealth Sugar Agreement
c.s.o.	Central Statistical Organisation
I.D.B.I.	Industrial Development Bank of India
I.F.C.	Industrial Finance Corporation
I.R.C.I.	Industrial Refinance Corporation of India
I.S.A.	International Sugar Agreement
I.S.C.	International Sugar Council
I.S.M.A.	Indian Sugar Mills Association
L.I.C.	Life Insurance Corporation
N.C.D.C.	National Co-operative Decelopment Corporation
N.F.C.S.F.Ltd.	National Federation of Co-operative Sugar Factories Ltd.
N.S.S.	National Sample Survey
R.B.I.	Reserve Bank of India
S.F.C.	State Finance Corporation
S.I.D.C.	State Industrial Development Corporation
U.P.	Uttar Pradesh
U.T.U	Unit Trust of India

NOTE

The expressions 'lakh' and'crore' signify 100,000 and 10,000,000 respectively.

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