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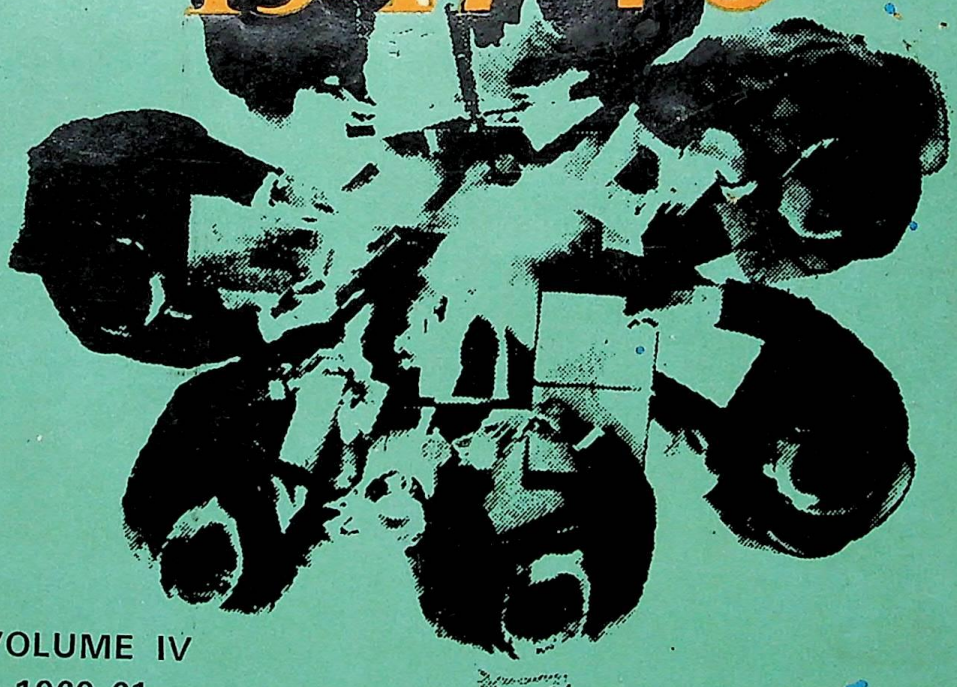

VOLUME IV
1960-61

VIRENDRA KUMAR

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Volume IV : 1960-61

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INTRODUCTION

This Fourth volume attempts to understand and analyse the activities of the various 'Committees and Commissions' during the period of 1960-1961 which have been received as far as the previous volume is concerned scant attention from even bibliophiles and documentation experts. It is known that the governments all over the world largely rely on the Committees and Commissions for their decisions on particular subjects. Governments make an extensive use of the Instrument of the Public Enquiries which ultimately help in lessening managerial tensions as wellas quietening the allegations of misrule. According to John Stuart Mill, "A man seldom judges right, even in his own concerns, still less in those of the public, when he makes habitual use of knowledge his own or that of the public, or that of some single adviser". Thus the "Committee System"
greatly helps the proper functioning of a democratic set up.

A Commission is a "Governmental Agency created to perform a particular function such as special investigations or governmental regulations of business". It is appointed mainly when it is thought that a matter involves some financial questions. There are other reasons for which a Commission is appointed, e.g. in matters pertaining to the welfare of the state and its citizen and for improving the efficiency in an administration. The status of a Committee is also the same as that of a Commission, but it does not possess as wide powers as are enjoyed by a Commission and has to limit itself in relation to specific work assigned to it under its terms of reference. While arriving at decisions in the form of recommendations, a Committee or Commission ensures that such decisions are representative of interests of various types of people and also a safeguard against abuse of power.

The Committees and Commissions always advise a Government, offering valuable suggestions and recommendations for smooth operation and efficiency in administration for the welfare of the people.

A Committees or a Commission comprises a Chairman, the Members and Member-Secretary (sometimes there is also a Vice-Chairman and an Assistant Secretary). In some cases there are even one-man commissions and enquiries conducted by such Commissions are entrusted to an Official-on-Special-Duty or a Judge of the High Court.

The Chairman of a Commission is a person well versed in legal affairs and is often a retired Judge of a High Court or the Supreme Court of India. Occasionally, a member of Parliament is also appointed to the post of Chairman of a Commission. Regarding Committees, the Chairman is usually a specialist in the subject of the Committee. He can be a Leader or a Convenor also if he heads a Panel, Study Group, Working Group or a Delegation etc.

The members of a Commission, Committee, Panel, Study Group, Working Group etc., are specialists in their respective fields and provide valuable guidance to the Commission in making recommendations.

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The Member-Secretary or Secretary is nominated from among the experienced officials who have the requisite competent knowledge of the subject on which the Commission or the Committee is appointed.

The Study of the "Committee and Commissions" is divided into two main parts :

(I) Pre-Independence :- From 1772 to August 1947 ; and

(II) Post-Independence :- From August 1947 to 1973.

The first volume in this series is devoted to the period August 1947 to 1954, and the second volume coversthe period 1955 to 1957. The third volume covers the years 1958 and 1959, and the present Volume covers the year 1960 and 1961.

The work provides information on subjects like Bibliographical Data of the Committees and Commissions ; Chairman, Leader, Convenor etc. of the Committees and Commissions ; Appointments ; Terms of Reference ; Contents and Recommendations.

Arrangements : The arrangement in the "Committees and Commissions" are Chronological and items have been arranged according to their dates of appointment and not according to their dates of publication. At the end of the book a separate Index of Chairmen and Subject Index has been appended to facilitate the utility of the book.

Suggestions made by reviewers and others have been taken into consideration in the preparation of this volume and improvements have been made as far as possible. I am indebted to my friends who have helped me a lot in the process of compilation of this volume. I am also grateful to my wife and children who have sacrificed their personnel comforts by providing me every facility to make this volume ready for publication within a reasonable short time.

NEW DELHI
Durga Ashthami
October 19, 1977

VIRENDRA KUMAR

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COMMITTEE ON EVALUATION OF THERAPEUTICAL CLAIMS OF YOGIC PRACTICES, 1960—REPORT

New Delhi, Ministry of Education, 1962. 72 p.+iip.

Convenor : Dr. B.K. Anand.
Members : Dr. S.S. Misra ; Dr. B. Narayana ; Dr. V. Narayanaswami,
Secretary : Shri R.L. Anand.

APPOINTMENT

In 1958, the Government of India had set up a Committee to make an on-the-spot study of the working of the Vishwayatan Yoga Ashram, Katra Vaishno Devi (Jammu and Kashmir State) and make recommendations to the Government of India in respect of the proposals put forward by the Yoga Ashram for the expansion and development of its activities. The Committee *inter alia* recommended as follows :

"Elaborate claims are being made regarding the therapeutical values of Yogic Practices. Government would do well to appoint a Committee of Medical Experts to study this so that benefits which may be observed can be given wider publicity and utilised in greater measures. If, on the other hand, the claims are proved not to be valid the public must be made known of the position."

The above recommendation of the Committee was accepted by the Government of India in consultation with the Ministry of Health and appointed a Committee in 1960 to assess the therapeutic claims of Yoga and to make a report to the Government on the existing conditions and suggest measures for further development of this.

TERMS OF REFERENCE

(i) To study and evaluate the therapeutical values of Yogic Practices.

(ii) To visit the institutions and recommend suitable measures for developing them on scientific lines.

CONTENTS

Preface ; Appointment of the Committee ; Impressions about the institutions visited ; Evaluation of the Therapeutic claims of Yogic Practices ; Recommendations of the Committee ; Summary of Recommendations ; Appendices I to VI.

RECOMMENDATIONS

The Committee appointed by the Government of

India for evaluation of the therapeutical claims of Yogic practices sent out a questionnaire for eliciting relevant information to 71 Yoga Institutions. Based on these replies, the Committee visited 19 Institutions.

The Committee has come to the conclusion, based on the visits to these Centres and by study of the records maintained by them, that as the records have not been maintained on proper scientific lines, it is not possible to evaluate the various therapeutical claims made for Yogic treatment of various diseases. Lack of proper records have mainly been due to want of resources and lack of knowledge of modern methods of scientific investigations, as well as lack of trained personnel. The Committee, therefore, feels that it is very essential, that conditions be created and facilities provided for, at some of the Centres for scientific evaluation and assessment of the effects of Yogic exercises, because in its view Yogic practices, if done on proper lines, may help those individual who suffer from diseases with predominant psycho-somatic disturbances.

In the light of above observations the Committee recommends to the Government of India that at 10 institutions proper facilities be provided for carrying out scientific investigations. These 10 institutions have been selected on the basis of the facilities already available with them and from the capacity and enthusiasm of the personnel of those institutions. It is very essential that the patients suffering from various diseases, who are treated by Yogic therapy, should be investigated and assessed by qualified medical personnel with the help of proper modern equipment. It, therefore, recommends to the Government of India that in all these centres investigative laboratories, having modern equipment, be set up and personnel for clinical examination provided. The Committee further recommends that at one of these Centres facilities for training disciples in Yogic techniques be also made available as mentioned in the report.

Although the Committee has mainly been concerned with the study of therapeutic uses of Yoga and has based its recommendations primarily towards that end, it is also of the opinion that Yogic exercises may play an important role in the prevention of disease and maintenance of positive health. It, therefore, recommends that the medical units created at the various Yogic centres for studying the therapeutic claims of Yoga, should also direct their attention to the study of prevention of disease by Yogic exercises. This will have to be studied on a long-range basis.

HIGH LEVEL TEAM ON TRAINING, 1960—REPORT

New Delhi, Ministry of Community Development and Cooperation (Department of Community Development), 1961. 51p.

FIRST COMMITEE

Leader : Shri S. Chakravarti.

Members : Prof. N.R. Malkani; Development Commissioner of the State Concerned; A Representative of the Ministry of Community Development and Cooperation; Director of Extension Training, Ministry of Food and Agriculture.

Secretary : Principal, Institute for Instruction on Community Development, Rajpur

APPOINTMENT

In persuance of the recommendations made by the Advisory Board of the Central Institute, Mussoorie, the High Level Team on Training was Constituted by the Government of India to visit Training Centres and provide necessary technical guidance with a view to improving the quality of training of Community Development Personnel in 1960.

TERMS OF REFERENCE

To visit Training Centres and provide necessary technical guidance with a view to improving the quality of training of Community Development personnel.

CONTENTS

Machinery for Coordination and Supervision; Inter-Institutional Relationship; Use of Training Facilities; Physical Environment, Manual Work, General Atmosphere; Common Training and Composition of Courses; Syllabus and Pattern of Courses; Job Course, Syllabus; Study Course Syllabus; Training Methods; Problems of Trainees During and After Training; Teaching Staff; Touch with Field Conditions and Development Trends; Realism in Training.

SECOND COMMITTEE

Leader : Shri S Chakravarti.

Members : Shri Radhe Lal Vyas; Shri Raghubir Sahai; Development Commissioner of the State concerned; Commissioner (Training), Ministry of Community Development and Cooperation; Director (Social Education), Ministry of Community Development and Cooperation.

Secretary : Principal, Institute for Instructions on Community Development, Rajpur.

APPOINTMENT

In pursuance of the recommendation made at the first meeting of Committees I and II of the Advisory Board on Training the High Level Team on Training was reconstituted by the Ministry of Community Development) and cooperation (Deptt. of Community Development) to visit Training Centres and provide necessary technical guidance with a view to improving the quality of training of Community Development Personnel.

TERMS OF REFERENCE

To visit Training Centres and provide necessary technical guidance with a view to improving the quality of training of Community Development Personnel.

CONTENTS

Part A;—Machinery for Coordination and Supervision; Inter-institutional Relationship; Use of Training Facilities: Quality of Trainees; Physical environment: Manual Work, General Atmosphere; Syllabus and Training Methods; Teaching Staff; Touch with Field Conditions and Development Trends: Realism in Training, Growth of Training Centre; **Part B**—Machinery for Coordination and Supervision; Inter-Institutional Relationship; Use of Training Facilities Composition of Trainees; Physical Environment: Manual Work, General Aptitude; Syllabus and Pattern of Courses; Training Methods; Teaching Staff; Touch with Field Conditions and Development Trends; Realism in Training: Growth of Training Centre; General; Annexure (Decisions on Recommendations made in the First Report of the High Level Team on Training).

RECOMMENDATIONS OF :
First High Level Team

Recommendations of Machinery for Coordination and Supervision

Whilst machinery for the coordination and supervision of the training programme exists at the State level in the shape of a State Level Coordination Committee on Training and even at Regional level as at Ranchi where there is a Coordination Committee of all the Training Centres with the Commissioner, Chhota Nagpur Division as Chairman, the interest of the Development Commissioners in the sphere of training is neither sustained nor deep. This normal relationship has been to the serious detriment of the entire training programme; basically it has chacked the line of communication from which should flow :

(a) effective interchange of personnel between training centres and the field and between training centers inter-se;

(b) Constant and continuous picture of the latest trends in the development programmes; and

(c) Realism in training stimulated by the cross check which Development Commissioners and their staff can provide in relation to their practical experience of the results and requirements of training as seen in the field.

It is, therefore, essential that the Development Commissioners should be more actively drawn into the work of the training centres. Three steps would appear to be necessary :

(a) The State Level Coordination Committee on Training has not met four months together in some States. One possible reason for this might be its weak composition and vague terms of reference. The Committee as constituated consists of the Departments Commissioner (Chairman), Head of Departments concerned as members and the Director of Training as the Secretary, and it is simply required to "review from time to time the working of the training Institutions on the basis of reports of inspection furnished by its members." It is suggested that the Committee be reorganised with the following revised composition and terms of reference :

Composition

Development Commissioner of State in which the Training Centre campus is located	...Chairman
Two or three Heads of Departments concerned	...Members
Three or four non-officials	...Members
All Principals/Directors	...Members
Director of Training	...Secretary

TERMS OF REFERENCE

(i) Plan in advance the programme for the courses in the different centres to ensure common talks, common discussions and common activities;

(ii) Ensure better inter- institutional coordination between training centres;

(iii) Arrange for inter-change of staff between train-

ing centres and the field and between training centres;

(iv) Ensure full utilisation of training centre capacity;

(v) Ensure adequate staffing;

(vi) Ensure efficient relationship between the training centres and the block attached thereto;

(vii) Bring about realism in training particularly through periodical discussion of the problems raised by the trainees at each of the courses. It is suggested that the Principal of each training centre should list out the problems raised by the trainees during each course and bring them up at a meeting of the committee at which staff members of training centres should also be associated, to the end that the staff can, as a result of the discussions, be posted with the latest thinking on the several problems and possible answers thereto. Indeed, such a discussion will be of advantage to the Development Commissioner and his staff as providing another line of communication to field problems.

(viii) Generally review the progress of courses at the several training centres and suggest measures for improving the quality of training.

It will be sufficint if the committee as reorganised above meets once three months; once in six months or once a year. It would be an advantage if the Development Commissioners of neighbouring States, whose trainees are sent for training to the particular training centre, also attend the meeting. There is precedent for this suggestion in the arrangements which already exist in respect of the Block Level Cooperative Officers Training Centre. The Local Committee in Himayatsagar, for instance, consists of the Development Commissioner, Andhra Pradesh (Chairman), Registrar of Cooperative Societies of Andhra Pradesh, Mysore and Kerela as members apart from a representative of the Reserve Bank, non-officials and the Principal of the training centre.

(b) The work of allotment of seats for the different courses in the O. & S.C.'s should be decentralised to the extent possible and the Principal made responsible for the allotment supported by a sub-committee of the above Committee to be designated as the local committee or advisory board under the Chairmanship of the Development Commissioner. (This proposal has since been accepted by the Ministry and orders also issued for forming on Advisory Board for each O. & S.C.). What is important to emphasise is that the Board should function for all practical purposes as the Local Committee referred to above. This will ensure that it is internally related to the State Coordination Committee on Training.

(c) Separate Sub-Committees may be formed to function as a local committee for each of the other Centres also.

In addition to Local Committees suggested above, it is necessary, where there is more than one training centre at a campus, that there should be a Committee of Principals, with one or two staff members drawn from each centre and, each Principal acting as a Convenor in rotation, mainly for the purpose of developing corporate life among the trainees in the compus; giving opportunities of learning and working together resulting in appreciation of the common objectives of the programme and the need for team work in the field; developing correct attitudes; coordinating training programmes in the campus and field programmes or villlage practicals and pooling common facilities and teaching skills in the total interest of all the training centres. A "Coordination meeting of the Principals of all the training centres within the campus" was recently convened at Himayatsagar, but it would appear that its attention was concentrated more on cultural activities. It is suggested that the *ad-hoc* arrangements for meetings should be institutionalised in the form of a committee and the scope and focus of its work enlarged as suggested above.

There is also need for a study circle of staff members of all training centres in a campus to provide a forum for the consideration of extra curricular professional activities of the staff and promotion of study among them. The study circle may meet once a month to discuss teaching and programme problems and arrange presentation of papers and case studies bearing on those problems with a view to improving the content and method of teaching and achieving unity of approach. The Chairmanship of the circle may rotate among the principals. In Bakshi-ka-Talab combined staff meetings have been held occasionally and in Nilokheri a Trainers' Study Circle was recently started. It is essential to systematise the position in all training centres.

It has been suggested to us that all training centres in a compus should be serviced by one common principal with a Vice-Principal for each centre both in the interests of effective coordination among training centres and development among trainees of correct attitudes in terms of team work required in the field. In the absence of an opportunity to work out the practical implications of this proposal, we do not propose to make specific recommendations in this regard. From the same angle and with a view to creating an academic atmosphere it is felt that any new centre to be opened should, as far as possible, be located in the campus of existing centres and where no such centre exists, in the campus of Univer sities.

Inter-Institutional Relationship : Himayatsagar And Ranchi.

Though there are many training centres in the campus, there is hardly any evidence of corporate and community life among the instructors and trainees. Different training centres are located in the same campus basically with a view to creating an academic atmosphere and providing the trainees even during trainining with opportunities of learning and working together and appreciating the common methods and objective of the programme. Apart from the necessary basis of factual information about the aims and methods of community development, the training courses are designed to instil proper attitudes on the part of the workers; the campus would be failing in one of its major objectives if a spirit of team work and sensitive appreciation of the villagers' problems through interchange between different levels of workers at different centres are not encouraged. It is, therefore, suggested that community life in the whole campus and composite training to the extent possible be developed in terms of canteen, library and playground facilities, *shramdan*, cultural activities, celebration of festivals, a common journal for all training centres, a common cooperative store, common lectures and discussions on certain core subjects, common seminars and symposia and even common village practical. The Committee of Principals suggested above, as providing a common forum, should help to improve the position in several of these directions.

All centres have a core of common subjects but as the institutions are independent, they employ separate staff instructors. It was found in some centres in Himayatsagar that instructors do not have sufficient work. It should be possible to combine the teaching staff in at least some of the centres.

Bakshi-Ka-Talab, Lucknow

The tradition of unified administration of three Centres—B.D.O.T.C., S.E.O.T.C. and E.T.C. under a common Principal during 1957-58 has had not a little to do with the continuance of coordinated working between these institutions even after the O, & S.C. created is November 1958 in place of the B.D.O.T.C. came under the administrative control of the Ministry Common prayer, common cultural programmes, common *Shramdan*, common programme of debate or symposia, informal consultations between Principals, combined staff meetings and talks to other centres by by Instructors of the O. & S.C. are features which training centres in other States may well emulate Some of these features require to be given institutional shape as recommended earlier. Pooling of vehicles and common village practicals have unfortunately been given up ; we feel that this requires to be reconsidered.

Use of Training Facilities

Better use of training facilities will undoubtedly be ensured by drawing in Development Commissioners more actively in the training programme as suggested earlier. Whether it will be necessary to go further and place the Orientation and Study Centres under the administrative control of the Development Commissioners as suggested by the Staff Conferences of Development Commissioners, needs detailed consideration. In the absence of the representative of the Ministry we did not have the opportunity of considering this issue in its several practical aspects. The under-use of training facilities is, however, a matter still causing concern, as the following figures for the O. & S.C. Bakshi-Ka-Talab for the six months period from August 16, 1959 to February 21, 1960 will show :

Allotted	254
Joined	186 (approx. 74 per cent)

A significant feature is that the under use is greatest in the home State *viz*.. U.P. for the same period the figures were :

Allotted	86
Joined	50 (approx. 59 per cent)

The position was no different in the O. & S.C. Ranchi, where in the words of the Principal they "have not had the full strength of trainees so far in any course" the number of trainees in the Job Course being particularly poor.

The large number of States from which trainees are drawn, alterations in the States getting allotments from time to time, and the absence of a decentralised authority to pursue with undivided attention the allotments once made might be contributory factors, apart from the lack of a Training Reserve, which it is hoped has since been made good. It is suggested that each training centre should be fed by a few States to be earmarked for the purpose. Such earmarking would enable the instructors to familiarise themselves with the rules, procedures and problems of the States concerned with added value to the entire training, that percentage allotments for a period of one year for each State so earmarked should be indicated by the Ministry to the Principal and the Advisory Board Local Committee made responsible for working out actual allotments and ensuring full utilisation. A procedure such as this will, we feel, improve the position and will certainly obviate the phenomenon of under-use in the home State itself. This procedure need not stand in the way of the Ministry making any special allotments to meet special demands.

Physical Environment, Mannual Work, General Atmosphere

The trainees come to the training centres with some

set habits of living and thinking and as attitude change is one of the set purpose of the training programme, there is need, apart from work in the class room, to demonstrate outside the desired attitudes in relation both to the daily conduct of the Instructors and the physical environment of the training centres. If it is desired to inculcate an attitude of sensitivity to rural requirements, trainees must line in that atmosphere even during the training period. There is great scope for improving the arrangements in training centres to provide models for the trainees for their work in villages. For instance, the food taken should be a model of balanced diet, *Chulhas*, both rooms and latrines could represent the types advocated for use in villages. None of the features was present at Himayatsagar, Bakshi-ka-Talab or Ranchi. At Sriniketan the sanitary arrangements were in the words of the 'Director not very satisfactory and rather primitive'. At Himayatsagar, Bakshi-ka-Talab and Ranchi there was a common Consumers' Co-operative Store which was dormant and which was in the process of being revitalised. Such stores require to be developed at all training compuses. Further as in Himayatsagar and Nilokheri an open air theatre can be constructed by the trainees themselves for providing facilities for recreation and cultural development both to the trainees and the staff. Similarly, latrines of the types advocated in the field can be constructed and used in all training centres.

Practicals should be so designed as to instil a sense of dignity in manual work, develop community life among the trainees and demonstrate during training practices to be advocated in the field. Such work was, however, confined in the O. & S. C. Himayatsagar to kitchen gardening only. In the Orientation and Study Centre, Bakshi-ka-Talab, the time was first utilised on *Shramdan* on such items as digging drains, pits, etc., and later, in the absence of projects of permanent utility, the time was spent by the trainees in learning the use of agricultural implements, digging compost and soakage pits, making smokeless *chulhas* constructing rural latrines, etc. *Shramdan*, whilst necessary for purposes of instilling a sense of dignity in manual work should, it is felt, be made purposive, if frustration freely expressed by the trainees in respect of this programme is to be avoided. This will be possible if manual labour is related to activities in the training programme and is made part of specific projects of continuing or permanent utility to the training centre ; this will also ensure better demonstrational impact. Three projects of this type immediately came to mind. Kitchen gordening can be a continuing operation covering day-to-day care in the growth of vegetables, digging of pits, collection of dried leaves and composting of manure, and can be extended to cover propagation of green manure plants and grafting etc. It was found that whereever farm facilities existed the trainees felt a sense of satisfaction in carrying out agricultural operations on the basis of improved implements, improved agricultural practices, etc. It is suggested that farm facilities should be provided in all training centres where they do not exist at present. Another possibility is paultry farming. In one of the E.T.C.'s, a Cooperative Society has been formed with the trainees as temporary share holders for the purpose of managing a paultry farm. The eggs are taken by the trainees at a concessional rate and the share capital is returned at the end of the training period, when new trainees become shareholders. A similar project in all training centres is recommended.

No less important than the physical environment is the atmosphere at the training centres. Basically, the training has to be self-training; the educational process cannot be achieved unless time is available for study and reflection. Unfortunately, except at Sriniketan and Belurmath no training centre was free from the boarding school approach of filling the time of the trainees from early morning to late night and many Principals Directors proudly displayed the daily programme from 5 or 5-30 a.m. to 10.00 p.m. or 10.30 p.m. Three correctives are possible :

(a) The daily programme should be so organised that at least one or two afternoons in the week are left free for the purpose. The Principal, O. & S. C., Bakshi-ka-Talab is already endeavouring to this end. The experiment of one or two free afternoons was tried in the IXth course at the Central Institute with good results ; on the one hand trainees had more time for pursuing their own projects, e.g., intensified study of books or preparation of individual papers on their field problems and on the other, the criticism of regimentation so frequent in the earlier courses completely disappeared.

(b) The trainees should be encouraged, though their own committees to manage their own campus affairs—mess, lodging, manual work, recreation, seminars, symposium and debates. These activities have been well organised in the Orientation and study centres Himayatsagar and Bakshi-ka-Talab.

(c) At Bakshi-ka-Talab, Sriniketan and Belurmath the staff mix freely with trainees, participate in tournaments and invite the trainees in groups to their residences for informal talks. Such informal exchanges are extremely useful.

Where the courses are for periods longer than six months, mid-vacation breaks are desirable. Block

Level Cooperative Officers Training Centres impart training of 11 months duration with a mid-vacation of one month and there is no reason why the Mukhya Sevikas whose case is entirely similar, should not enjoy a brief break of at least a fortnight.

Common Training And Composition Of Courses

Different workers in Community Development are trained in different centres with their own curriculum and atmosphere and yet they are required to work as a team in the field. Inevitable though this heterogeneity of training is, to some extent, in terms of the different levels of workers to be trained and the different techniques and special requirements of various posts it is still necessary to seek out fields or possibilities where some common training to different operators can be given in the interests of instilling team spirit. At the Xth course of the Central Institute, Mussoorie, two Block Development Officers—one from Rajasthan and one from U.P.—were called in for the first time to participate in the course for a period of four days ; their presence has been so valuable in bringing a sense of realism to the discussions about the problems connected with the role of Block Development Officers in the field that one was retained for a period of three weeks and it has also been decided to call Block Development Officers for the future courses for a period of a fortnight. Similarly, at the Orientation and Study Centres, we feel that it would be of considerable advantage if selected Village Level Workers could be associated with the training in the orientation and study courses. In all the training centres visited, this idea found ready acceptance among the trainees as well as the staff. Different methods of association may be tried out, viz., for a week, fortnight or entire course.

Apart from Block Development Officers and Extension Officers ; it is necessary to give a short Course of orientation training to overseers and block level medical officers on the one hand and supervisory officers like Deputy Collectors, District Level Officers on the other. The Block Development Officer trainees at Himayatsagar were, for instance, unanimous in the view that unless the supervisors were trained in the methods and objects of Community Development, they would not get sympathetic understanding and support from them. It is understood that the Madras State has already arranged for short training courses at Gandhigram for this purpose. In Andhra Pradesh, it was indicated during the discussions with the development Commissioner that they were considering the conduct of such courses for Deputy Collectors, District Heads and Secretaries of Zila Parishads. The Development Commissioners, U.P., stated that the training of District Level and Sub-Divisional Officers was proposed to be entrusted to Zonal Officers. We would like to emphasise the need for organising such short courses in all the States, for the categories referred to above. In addition, selected officers may be sent to the O. & S.C. for the orientation and study Courses also ; in Orientation courses different methods of association may be tried out as the case of Village Level Workers.

In the job course at the Orientation and Study Centre, Himayatsagar, it was found that Block Development Officers who had previously received Orientation training as Extension Officers had been required to go through this course again on promotion as Block Development Officers. Such cases should go direct for job training.

In the Social Education Organisers' Training Centre Bakshi-ka-Talab, Lucknow, out of 110 Social Education Organisers trained so far, 10 were post-graduates, 83 graduates, 73 intermediates and 10 matriculates ; whilst of the 79 Mukhya Sevikas trained three were post-graduates, 26 graduates, 10 intermediates, and 26 matriculates. Such a wide range of educational background may have adverse effects on the standard of training ; the problem deserves some attention.

Syllabus And Pattern Of Courses Orientation And Study Centre

Syllabus for Orientation Courses:

The conference of Principals of Orientation and Study Centres held from December 23, 1959 to December 24, 1959, suggested the following reduction in the number of talks :

	At Present	Proposed	Remarks
Preamble	5	1 or 2	
Cultural trends in Indian History	2	Nil	
Historical Growth of National Movement	2	Nil	Cover under part C of syllabus-genesis of C.D.
Postwar problems	1	Nil	
Principles and philosophy of extension	20	14	Group allied Subjects.
Team-work and administration coordination	7	4	
Evaluation	6	2 or 3	

The time thus saved was recommended to be used for covering the following topics under Panchayati Raj

in eight or 10 talks :

(i) Growth and concept of democratic decentralisation.

(ii) Functional democracy.

(iii) Comparative study of Acts and Programmes.

(iv) Role of officials and non-officials.

The following topics were also recommended to be added to the Orientation Course :

(i) Growth of Community Development in India.

(ii) Achievement and weaknesses of Community Development in India.

The following further additions are suggested :

(a) "Relationship between the three tiers." "Functions of the three tier bodies".

(b) "Farm planning" may be added as item (ix) after II-c. 7 (viii).

(c) Principles and methods of supervision.

(d) The object of Community Development is to change the traditional way of living of the people but this has been dismissed off in one talk and the syllabus spreads itself out in six talks on generalities like rural psychology and basic urges of man and cultural trends in Indian history. It is suggested that the social aspects of rural society should be more adequately covered in at least three talks and realism imported to the teaching by the use of the following case studies in teaching :

(i) Mckim Marriot—"Village India" published by the Chicago University Press.

(ii) "India's Villages" published by Government of West Bengal.

(iii) S.C. Dube : "An Indian Village" and "India's changing villages" published by Rontledge and Kegan Paul. London.

(iv) Programme Evalution Organisations :

(a) Group dynamics and Northern Indian Villages.

(b) Leader and groups in other Indian Villages, and

(c) Reports of Bench Mark Surveys of different blocks.

(v) Agro Economic Research Centre Visva-Bharati : study of Villages Shahjapur.

The stage would then be set for an exposition of the way in which the Community Development Programme seeks to change the traditional, social and economic structures.

The conference has suggested a reduction in the number of talks on extension from 20 to 14, by grouping allied subjects. We would like to go further, as a fundamental issue is involved. The syllabus contemplates 20 separate talks on extension and 22 separate talks on the programme. It is perhaps this dichotomy that partly accounts for the criticism that the Orientation Course is overladen with theory. For what could be easier for an instructor than to give a theoretical exposition on the several aspects of the programme unconnected with practical ways of extending the programme or to enumerate extension methods unrelated to their applicability to particular aspects of the programme ? We feel that once an understanding of the village situation (17 talks) has been covered, the practical aspects of the programme and the extension approaches relevant thereto should be combined to impart realism to the teaching. It is a necessary corollary that such an approach should, as far as possible, be on the basis of the experience of the working of the different programme in the various States. Case histories, *e.g.* of Result Demonstrations and other successful and unsuccessful attempts made in implementing the programme to try out the several extension methods, media and techniques should provide adequate teaching material for this purpose. The study being conducted by the Central Institute on the role of the Village Level Worker and Result Demonstration will, when completed, be extremely useful. What little material exists even now should be used molleffectively, *e.g.* Dr. Dube's book on "India's Changing Villages" which gives an account of the relevance of the several approaches in the village context. It should also be possible for the Instructors taking Refresher Courses to build up more material on the subject.

On the basis of this approach the number of talks can without difficulty be reduced from 42 to about 30; it can be reduced further as soon as the text literature suggested else where in this report. On the other hand, as stated earlier, the syllabus requires to be strengthened in terms of the requirements of Panchayati Raj.

At every centre the trainees were critical about the duplication in the Orientation and job courses. That there is some duplication cannot be gainsaid. For instance, 22 talks are scheduled on the "programme" in the Orientation Course and 57 on the same subject in the job course. This raises the fundamental overhaul of the syllabus, a question which requires very careful consideration particularly as the syllabus was brought into force only in October 1958. As a preparatory step a small study group on the syllabus may be constituted in the Institute for Instruction, Rajpur under the guidance of the Central Institute to collect the reactions of Principals and trainees from all training centres and the observations of the Development Commissioners, Rajasthan and Andhra Pradesh and consider the data in consultation with selected Principals and a few experienced Block Development Officers; it will then be possible for the team to check in the field the provisional conclusions of the study group during its second round of visits in July-August, (when it is hoped the team will be fully represented) and reach fairly firm conclusions on the subject.

As an essential preliminary to the work of the group we have already requested the Principals of the Orientation and Study Centre, Himayatsagar, Bakshi-Ka-Talab and Ranchi to prepare a short paper on the subject.

One aspect of the matter is important. Wherever it is proposed to appoint a Syllabus Committee for the Orientation and Study Centres it is essential that if should be a joint committee for all the three courses—Orientation, Job and Study. Only such a body can take an integrated view of the syllabus : it can always coopt members where special problems relating to particular courses have to be considered.

A problem still causing concern is the need for coordinated working and team spirit among all operators in the field. Though all training centres stress this aspect, and the syllabus carries it prominently, we feel that it does not go beyond the stage of intellectual understanding of the problems on the part of the trainees. It can become part of their living experience only if the different operators in the field live and work together during the training period. A common core of Orientation training is indicated for all categories of officials and non-officials from the District down to the village, but the large numbers involved and other administrative difficulties might stand in the way of the Training Centres becoming a forum for this purpose.

Already the Orientation Courses intended for Block level functionaries such as Block Development Officers, Social Education Organisers and Extension Officers have been thrown open to M.L.A.'s, Presidents of Panchayat/Block Samitis and Cooperative Unions. This process can be extended further by associating a few selected Village Level Workers in the courses just as selected Block Development Officers are now being associated at the Orientation Courses at the Central Institute ; little adjustments like this are possible and necessary but the problem will still remain. To test out the alternatives for the conduct of this training it is suggested that the Central Institute should arrange a seminar for four days or so of selected representatives from different levels—about 30 in all—from Collector, District Level Head, Deputy Collector, Block Development Officer, Extension Officer to Village Level Worker and from Pramukh to Sarpanch—to consider the problems of working together in planning and implementation of the Block Programme.

JOB COURSE, SYLLABUS

Job training must necessarily be conducted in the context of the practical job to be done on the ground and not in terms of theory of "how soils are formed" or the "contribution of different species of livestock". Yet 57 talks out of a total of 84, overladen with theory, are scheduled to cover the various facts of the programme. The theoretical and general aspects can well be taken care of by text literature and on this basis a group of allied subjects now involving two or more talks can, as suggested later, be combined and introduced by the speaker with reference to practical problems of the village situation.

The use of the overall time saved thereby must first be considered in the context of the requirements of Panchayati Raj. The Conference of Principals of Orientation and Study Centres held in December 1959 recommended that six to eight talks should be given on the following additional subjects :

"(a) Role of Civil Servants in Democracy.

(b) Relationship of the B.D.O. in the new set up with reference to Pradhan, Panchayati Samiti Member, Pramukh, Zila Parishads, Extension Staff, Village Health Staff, District Staff.

(c) Responsibilities of the B.D.O.—

(i) Administrative,

(ii) Executive including programme extension; and

(iii) Financial."

These headings are some what generalised and in addition omit important facets of work like the work programme. The following specific items are accordingly suggested :

(a) Principles of Public Administration,

(b) Role of Civil Servants in a Democracy.

(c) Organisation and Methods.

(d) Personnel Management.

(e) System of Panchayati Raj.

(f) Relationship of—

(i) B.D.O. and the three basic village institutions, B.D.O. and V.L.W.'s.

(ii) B.D.O. and E. Officers, B.D.O. and Distt. Level Officers, E.O.'s and District Level Officers. Pradhan and B.D.O. Pradhan, and other Staff, Pradhan Standing Committees and Samiti Members.

(iii) Pramukh and Pradhan, Collector and Distt. Level Officers, Collector and Zila Parishad, Collector or Dy. Collector and Panchayat Samiti.

(g) Principles and methods of supervision as distinct from inspection.

(h) Financial Rules, Local Fund Audit.

(i) Works Programme—Talks to be increased from three to six (Estimating, Measurements, Standards and specifications for the different works programme).

15 talks and discussion periods will be required to cover the specific items suggested and pending a review of the time schedule for class room work in the light of the reduced load resulting from the use of text literature, etc., it may be possible to find the time by making the following reductions in the number of talks in the existing syllabus :

Topic	Existing No. of talks	Proposed
B 2	12	9
B 3	4	3
B 6	6	4
B 7	8	6
B 9	5	0 (covered by additional subjects suggested)
B 10	5	3
	40	25

The programme of study tours for a week has not subserved the purpose. The general impression we got at all centres was that these tours have generally tended to become sight-seeing tours and that the staff are unable to resist pressure from the trainees to visit selected places of interest. The main objective of the study tours to clarify details and sharpen receptivity is more often than not overlooked.

Many Block Development Officers come with short experience in new blocks and the result is that their sensitivity to village problems is not sufficiently stimulated when they take the job course. Many tend to become passive participants and come to regard what is taught as the last word. We, therefore, feel that Block Development Officers should be attached to Blocks for at least one week before they come to the job course. Such attachment as it would be in selected Blocks outside their home States will be of considerable educational value. The study tour may then be restricted for three days to a visit to Rajasthan or Andhra Pradesh, as the case may be, till other States implement and gain experience as a glimpse of the working of Panchayati Raj as an essential part of the job course. A gap of about a week between the Orientation and the Job course will also give a little time to the staff to examine the various group reports on and reports on village practicals, seminars, etc., and prepare summaries for use during discussions in the Job and subsequent courses. In the words of the Principal, O. & S.C. Ranchi "at present the staff hardly gets any time to look at these reports and no useful purpose is served by them".

The role of the B.D.O. covers many aspects of administration, service rules, budget, accounts, office management, personnel management, etc., It is, therefore, essential that the job training should be conducted in the context of the rules and regulations prevailing in the States from which the trainees come. If, as suggested, a few States are earmarked to particular training centres, it could then be made incumbent on Instructors to familiarise themselves with the administrative and accounting procedures and practices in those States.

Study Course Syllabus

We had an opportunity of participating in the Second Study Course at the Orientation and Study Centre, Ranchi. The attendance, at the course was poor with only 15 trainees comprising of seven B.D.O.'s, five District Level Staff and three non-officials. A discussion was proceeding on the new role of Cooperatives, but it was rather general and we were doubtful about the impact of such a discussion in problem solving at the village end. A disquieting feature was that even though the Regional Cooperative Centre was located at Ranchi, no attempt was made to associate the Cooperative trainees in the Syndicate Study or discussion on Cooperatives. Though the syllabus rightly attempts "to strike a balance between discussion of the theoretical principles involved and the practical problems which arise in the implementation of the programme and the solution of such problems", the latter aspect was not much in evidence. The trainees freely stated that the course was academic and was of little "executive value". Their further criticisms were :

(a) The talks, for instance, on agriculture covered theory rather than programme aspects ;

(b) Instructors rather than executive officers in the field gave many of the talks ;

(c) There was continuing disparity between the approach as taught in the Training Centre and the actual methods of work in the field.

These difficulties are real. A concerted effort is necessary to ensure that this training is not regarded as a mere continuation of the training already given and that the course centres round the actual problems, difficulties and experience of the field workers. The following suggestions are made :

(a) The programme for the II Study Course at Ranchi contained as many as 27 talks in a course of 21 days two hours being taken up by two talks on many days. There is clearly need for cutting down the number of talks : merely because the various facets of the programme from one head among the eight heads of the syllabus, the tendency has been to cover each one of the facets by a talk with resultant overloading on the theory side. It is suggested that the talks be cut down to 10 to 12 at the most.

(b) The talks should be given by outside lecturers of

standing working in the field.

(c) Last minute cancellations which are too frequent, imposing a burden on Instructors unfamiliar with the field to give a talk for talk's sake should be avoided.

(d) To enable the trainees to face up to the realities of the field situations and to discuss their problem in terms of actual village conditions, the problems raised by them should be grouped under appropriate headings and experienced and successful field workers of similar or slightly higher status invited, not to deliver a talk, but to listen and to discuss.

(e) The course should not start straightaway with talks by outside speakers but with an exposition by each of the trainees of his problems for two days. From these problems should flow subjects of common interest for syndicate study. In these studies field workers may also be associated.

(f) The talk of the Development Commissioner should not centre round a general subject, but round a resume of points drawn from the first two days session on problems and from the syndicate studies.

As the study programme at the Training Centres under the guidance of the Central Institute makes head way, it will become relatively easy for the elucidation of the problems and proposed solutions to be kept very close to real village situations.

Supplementary Specialised Course, S.E.O.T.C. Ranchi ; Syllabus And Other Special Problems.

The syllabus has been changed thrice and it would appear that even the final syllabus is so elaborate, that the principal very correctly had to prune it down to actual field requirements, after making some additions to cover the several aspects of Panchayati Raj.

Against the capacity of 40, there were only 21 trainees in the XIIth Course of whom four were tribals ; six were working in tribal areas and six were living with families in tribal areas. In spite of the attraction for the plains, it is essential that Social Education Organisers should be kept for sufficiently long period in tribal areas so that, among others, they can learn the tribal languages. We found one curious instance of a trainee from Orissa State after specialised tribal training in the Centre was proposed to be transferred to a non-tribal area. This is wasteful in every sense. We suggest that State Governments should be requested to post the Social Education Organisers after training at Ranchi invariably to tribal areas. The tribal posts should be made sufficiently attractive either by way of special allowances or special promotion for good work. The scale of allowances if any at present given in the different States requires consideration.

It was stated by trainees that progress criteria were in many cases the same for both tribal and non-tribal areas. At our instance the Social Education Organisers' Training Centre has undertaken to work out reasonable targets or norms for tribal areas which will be further considered at a syndicate study in the Central Institute.

The similarity in progress criteria is perhaps also due to the fact that the Block Development Officer is not trained in tribal work and his approach is based on non-tribal experience. It is suggested that State Governments should be requested to prepare panels of names of Block Development Officers likely to be posted to tribal areas over the next year or so and such Block Development Officers should receive a short course of training along with Social Education Organisers in the Ranchi Centre. In the meantime, it should be possible to hold common seminars between the Orientation and Study Centre and the Social Education Organisers Training Centre so that understanding of tribal problems can be ensured on the part of Block Development Officer trainees.

Except in Assam where village level workers are generally tribals, tribal areas in other States are serviced by village level workers drawn from the plains. It is important that the latter should also get a short spell of specialised training at Ranchi, if the programme is to succeed with the tribals.

Training Methods
Orientation And Study Centre, Himayatsagar

The main emphasis is on talks—there were as many as four to five each day—followed, as the Principal says "by discussion wherever possible." The trainees are also "divided into convenient groups and they are allotted a subject for group discussion and for writing their report". There is also a library hour every day for enabling the trainees to study for themselves with the guidance of an instructor whenever necessary." "During the course of training, symposia seminars and discussions are held for ascertaining the opinions of the trainees and the members of the staff and for eliciting their suggestions for the improvement of the training programme." There is also an associate Instructor, a senior and experienced Block Development Officer deputed by the State Government to assist the staff and the trainees with his field experience in group discussions and in talks as well as village practicals."

Orientation And Study Centre, Bakshi-Ka-Talab Lucknow

The lecture hours cover daily six periods of 45 minutes each and the talks are followed by "questions and answers or group discussions". The Principal was aware, in his own words, that the "method of giving lectures contend more towards group discussion" and

pointed out that this method was followed successfully in the study courses. There is also a programme of syndicate and guided studies at this centre, beside seminars and symposia. In a recent symposium the trainees of all the three training centres participated. Evaluation of training during each course is a regular feature.

Orientation And Study Centre, Ranchi

"...besides class room work, which consists and discussions, the training programme includes village practical work, study tours, seminars and symposia, group discussions and library work". According to the Orientation course syllabus, four talks are expected to be delivered each day for 27 days, and only one period is available for discussion each day.

Orientation And Study Centre, Nilokheri

The training programme covers three or four talks per day mostly by the staff and partly by visiting lecturers syndicate studies, symposia and seminars in Orientation courses and assignment discussion in job courses and problem discussions.

Social Education Organisers' Training Centre, Bakshi-Ka-Talab, Lucknow

Talks are covered by guest lecturers and staff members and "there is hardly any deviation from the prescribed syllabus." The system of preparing lesson plans for teaching a given topic has been adopted and where this is not possible the staff maintain their own synoptic notes and bibliography. The Director stated that "discussions to involve the trainees for effective learning experience was being increasingly adopted." However, our observation of the discussion of the problem of organisation of an educational exhibition has not very encouraging: it was more a process of arguing back and forth rather than a group discussion. "Group studies are generally conducted during village camps...No other type of syndicate studies have been conducted so far." The trainees take part in seminars organised by other agencies and also participate in a weekly symposium. An evaluation of the training by the trainees is done at the close of each course.

Social Education Organisers' Training Centre, Ranchi

The programme consists of theory lectures by the staff on social Anthropology, Tribal Cultures of India, Applied Anthropology and Tribal Welfare Social Psychology; extension talks by outside experts; discussion classes and study circles twice a week at which trainees meet their Instructors in small groups and discuss various problems and difficulties arising from their study or class lectures; supervised study four times a week; MCD publication class once a week and field work. There is no course evaluation at the end of each course.

Social Education Organisers' Training Centre Sriniketan.

The training methods consist of "straight talks followed by questions and answers," "discussion on case studies," seminars, panel discussions, reference study, library work, etc. Synoptic notes are not given to the trainees, but instead monographs prepared by the staff on selected subjects have been placed in the library. The system of lesson plans has not been adopted, as it tends to make the instructions rigid. "Informal discussions between the trainees and staff are held towards the end of the course to collect their reactions on the training programme." "A winding up staff meeting is held after the trainees have left when the outgoing course is discussed threadbare."

Social Education Organisers' Training Centre, Belurmath.

Apart from talks and group discussions, there are tutorial classes, seminars, supply of selected bibliography, and reading from core books, followed by discussion. An evaluation of the course is done both during midterm and at the end.

By and large most of the centres are following the straight lecture method and we hardly noticed any lively interchange between the lecture and the class. At many centres trainees themselves complained of too many talks, lack of time for discussion, theory laden classes over comprehensive job syllabus somewhat unrelated to their field requirements and a great deal of regimentation allowing them little time for study or reflection.

There are several directions in which improvements are possible :

(a) The core of the syllabus does not vary in coverage from course to course. The problem of too many talks per day, sometimes four to five can be mitigated if on such core subjects, text literature is prepared by various specialists. The Institute for Instruction, Rajpur can prepare synopsis for various subjects and send them to the Central Institute for getting standard texts prepared by different authorities on the subject. The text literature can then be tested out at selected centres with reference to the receptivity of the trainees and thereafter the material can be arranged to be edited by the Central Institute. It is a matter of satisfaction that already both the Social Education Organisers' Training Centre, Sriniketan and Belurmath were using either monographs or core books with good results. Standard text literature prepared on these lines will ensure :

(i) Uniformity in all Training Centres, in the imparting of basic knowledge relating to Community Development.

(ii) Large reduction in the number of talks and increased time for real discussion. A group of allied subjects now involving two or more talks could then be introduced by the speaker in 15 to 20 minutes with particular reference to the problems posed by the subject in the village context, and the next half hour or so can be taken up for discussion. The experience of the Central Institute in respect of the new feature on individual papers introduced in the IXth course shows how lively the interchange between the class and the speaker can be on this basis.

(b) Nowhere was the Syndicate method of study properly developed and there was lack of understanding of its essential components—mode of selecting subjects, formulation of outlines, preparation of draft reports, consideration by groups, etc. It is suggested that the Central Institute should circulate to all Training Centres a paper on the subject.

(c) Assignment and problem discussion was an interesting innovation at Nilokheri, worthy of adoption elsewhere. The basic problem is of course how to keep the discussion close to the real village situations. Suggestions to this end have been made elsewhere in the report.

(d) One experienced B.D.O. from Andhra Pradesh and one from Rajasthan may be invited for short periods to participate in the different courses to give a realistic insight into the problems of Panchayati Raj. The Principal, Orientation and Study Centre, Ranchi has rightly pointed out that through "the change in the administrative set up as a result of the introduction of democratic decentralisation is now thrown open for discussion, the discussion remains confined only to the broad general aspects of the system" for lack of participants from Rajasthan or Andhra Pradesh.

(e) There is no evaluation of the course in some centres whilst in others, it is only held at the end of the course. It is suggested that there should be two evaluations—one during mid-term and one at the end of the course.

(f) A winding up staff meeting after the trainees have left such as is held at Sriniketan is worthy of adoption in all Training Centres.

(g) These suggestions together with the local committees and study circle of staff members recommended earlier will, it is hoped, help to tone up the present programme; the institutional arrangements suggested will provide continuing raw material for the State Level Coordination Committee for making further improvements to the quality of training.

Problems Of Trainees During And After Training

Though there is a great deal of contact between trainees and instructors in the daily routine of the training centre, the trainees at the several centres correctly desire to have more opportunities for informal contacts with the staff. Such contacts assist in the building up of right attitudes. The Principal of the Orientation and Study Centre, Bakshi-Ka-Talab has gone some way to meet this need by allowing maximum freedom to the trainees to manage their own affairs, holding tournaments and sports competitions in which members of the staff participate and occasionally inviting the trainees in groups to his residence for tea and informal conversation. At Sriniketan trainees are divided into groups and each group allotted to a staff member who meet the groups at regular intervals. It has been the experience that these contacts outside the class room encourage trainees to come out more frankly with their problems than they normally do even in group discussions. It is understood that in the Administrative Training School, Ranchi, an allowance has been granted to the Principal to meet the expenditure involved in such informal contacts. It is suggested that a sum of Rs. 50 p.m. or a lump sum Rs 600 per year be kept at the disposal of the Principal as sumptuary allowance to meet such expenditure.

The trainees of the Mukhya Sevikas' Training Centre, Sriniketan complained about the uneven pay and training allowance given to them during the period of training. The picture as presented by the trainees was as shown on page 14.

The standard of expenditure at the training centres being the same, uneven training allowances, in particular, create hardship and a sense of unequal treatment and thereby affect the receptivity of the trainees.

We also observed considerable delays in the payment of salaries and training allowances to the trainees during the period of their training. It is suggested that the Directors/Principals should be made responsible for disbursing the amount from a special fund, recoveries from the State Government being credited to it from time to time.

The morale of the trainees requires to be maintained at a high level during the training period and these disparities and delays deserve urgent consideration.

At the S.E.O.T.C., Sriniketan and Belurmath we noticed the absence of any proper relationship between the centre and the State Directorate of Education. As the S.E.O. is on the Education Cadre in West Bengal, the need for contact between the Directorate and the Training Centre is obvious.

Post training problems in S.E.O.T.C., Ranchi.

Teaching Staff

The absence of educational facilities in the Himayat-

nagar and Bakshi-Ka-Talab and other campuses is causing great concern to the staff members. It is understood that transport facilities have been provided free for school going children of staff members at the E.T.C., Himayatsagar. A similar concession should be extended to all training centres.

The academic qualifications of the staff at the S.E.O.T.C., Bakshi-Ka-Talab leave much to be desired. We observed that there was not a single member of the staff who had academic training in Sociology and social Welfare. The need for these qualifications in filling up existing vacancies requires to be kept in view.

Staff members should have sufficient time for extra curricular professional activities for the purpose of improving the content of teaching and teaching methods, and attending to the study programme. This has been dealt with more fully elsewhere in the report.

Systematic arrangements are necessary for interchange of staff between the training centre and the field.

In the study courses Principals of Orientation and Study Centres have been charged with the responsibility of training District Level Officers. The Centres have also been thrown open to M.L.A.'s. In this context, the junior status of many of the Principals is becoming a handicap. It is suggested that the status be raised and a line of promotion established between Principals and prospective Deputy Development Commissioners to be placed incharge of training. We came across an instance of this kind in Andhra Pradesh. The procedure requires to be systematised in all the States.

The staff of the Regional Cooperative Training Centres and Health Training Centres do not come for training to the Institute for Instruction, Rajpur. It is desirable that these categories are also drawn into

State	Deptt. from which the trainees were deputed	Qualifications	Basic Pay	Training allowance
Bihar	1. Development Deptt. 2. C.S.W.B.	All qualifications covered	100	20 per cent of the basic pay No pay 75 lump sum.
West Bengal	1. Development Deptt. 2. C.S.W.B.	Matriculate Graduate	80 100	50 50 Only Rs. 75 lump sum as stipend.
Assam	1. Development Deptt. 2. C.S.W.B.	Matriculate Graduate	80 125 115	50 50 Nil
Madhya Pradesh	(If they were not in the job in advance only Rs. 75 paid as training allowance). 1. Development Deptt. 2. C.S.W.B.	Matriculate Graduate	75 110 75	Nil 50 —

It was also reported that some of those deputed by the CSWB had to forego their salaries during the training, if they were in position earlier and got only Rs. 75 as training allowance.

The position of S.E.O. trainees in the SEOTC, Belurmath was similar as the following table will show :

State	Qualifications	Basic Salary	Training allowance
		Rs.	
Orissa	Under-graduate	82 to 140	Nil
West Bengal	Graduate	120 to 250	Nil
	Under-graduate	82 to 180	50
Bombay	Graduate	100 to 225	50
	Irrespective of qualifications	70 to 200	50
Bihar	Do	160 to 190	20 per cent of basic pay.
Manipur	Do	100 to 150	No training allowance.

the training programme for Instructors.

It is desirable that Principals/Directors, Orientation and Study Centres and S.E.O.T.C.'s should attend the Orientation Courses at the Central Institute. A systematic programme for this purpose may be drawn up. It is particularly important that officers without field experience who have been appointed as Principals should participate in the course as a matter of urgency.

Follow-up tours important as they are, for contact with post trainees and for assessing the value of the training, are no less important for giving an opportunity to the staff to keep in touch with the field, draw materials for case illustrations and thereby improve the quality of training. Such tours are not planned properly but only sporadically undertaken as a roving mission in many centres : the arrangement for study tours would appear to be completely absent in the Regional Cooperative Training Centre and Extension Training Centres. It is hoped that the proposed Advisory Boards/Local Committees will coordinate and assist in the drawing up of an annual programme for the purpose. It is recommended, only a few States feed a Training Centre; there can be no objection to the staff undertaking follow-up tours in all these States.

It was particularly observed in Sriniketan that the Centre had undertaken additional courses of short duration during the last six months on behalf of the Ministry of Food and Agriculture, Ministry of Community Development and the State Government. Already the programme of training for S.E.O.'s and Mukhya Sevikas is run in quick succession and it must be ensured that by undertaking additional courses, the burden on the staff does not result in lowering the standard of training for the main categories. Uncoordinated framing out of courses by different authorities should therefore be avoided and one Central authority whether the Ministry or the State Government (State Level Training Committee) made responsible for this work.

Touch With Field Conditions and Development Trends Realism in Training

Except at Bakshi-ka-Talab and Sriniketan, there was no established relationship between the Training Centre and the adjoining block. At our instance the subject was included in the agenda of the conference of Principals of Orientation and Study Centres held from December 23 to 24, 1959, and the following conclusions were reached :

(i) "The Ministry of Community Development may address the State Governments to attach a block to each S.E.O.T.C. This Block will be selected by the Principals and the State Development Authorities in mutual consulation.

(ii) The Block Development Officer of the attached Block should work as a part-time staff-member in the O. & S.C. His responsibility will be to give talks off and on to the trainees and also to assist the O. & S.C. staff in the conduct of the field programme. Taking all factors into consideration, an honorarium of Rs. 75 per month is recommended for the B.D.O. for these additional duties.

(iii) Some funds should be placed at the disposal of the Principal to enable him to carry out certain projects in the Block area in consultation with the Block Authorities.

(iv) The Principal should be a member of the Block Development Samiti/Panchayati Samiti. This will enable him to have an intimate knowledge of the development programmes being chalked out for the Block."

It is suggested that these recommendations should be given high priority and implemented without undue delay. At Sriniketan the Director is already a member of the Advisory Committee of the local Block.

At Bakshi-ka-Talab the Officer-in-charge of the Extension Training Centre is in "superior charge" of the attached Block and, as institutional relationship between this centre and the other training centres is already on a fairly sound basis, all the training centres have had freedom to carry out ideas, experiments and studies in the villages with the help of the Extension staff. The women's programme constituted the main-field in this regard, but it is considered that in the villages around the training centres at least one model service cooperative should be organised. Some of these experimental activities require support to be followed through and some financial provision is required for the purpose, whether from the Block budget or otherwise.

The S.E.O.T.C. Sriniketan has gone a step further and is following a system of deputing its staff members to the Block for a period of three months by rotation to work as additional S.E.O. incharge of one V.L.W. circle. The staffs member in placed under the administrative control of the B.D.O. during this period and is given an additional allowance of Rs. 100 per month. The system is a commendable one and it is suggested that all staff members of training centres who have had no field experience whatever or those working continuously as Instructors for more than three years should be deputed to Blocks to work in their respective fields on lines similar to those now in force at Sriniketan.

A number of other staff managements are also possible for ensuring touch with field conditions :

(a) As far as possible departmental officers may be recruited as Instructors, direct recruitment being

resorted to wherever necessary only for such specialised fields as rural sociology, research methodology, etc.

(b) Generally, no Instructor should remain in a Training Centre for more than five years, after this he should ordinarily go back to the field. In exceptional cases Block attachment for a period of three months, may be ensured before he returns to teaching.

(c) Even during his tenure as Instructor for three to five years, a Instructor should be attached to a Block every year for a fortnight subject to a three months attachment whenever necessary as suggested above.

Staff members particularly of the Orientation and Study Centres even though borne on the cadres of the State in which the Training Centre is located do not have any connection with their own departments. It is essential that they should be treated as and integral part of their parent department and supplied with copies of all circulars, etc., issued by them. In particular, they should be invited to attend important departmental meetings connected with the programme.

A live relationship with the office of the Development Commissioner is fundamental, but this was nowhere the case. The position will be remedied to some extent when the proposed Advisory Boards/Local Committees are set up. It is however, necessary to go further. Touch with development trends will not be possible through sporadic receipt of circulars from the Development Commissioner's Office : it can be achieved only if the Principals are regularly invited to attend the Coordination Meetings held by the Developments Commissioner with the Heads of Departments and Secretaries to Government. Mere membership on the State Committee on Training will not also serve the purpose.

The study programme for Training Centres has already been generally approved. It will not, however be possible to make any headway with the programme unless the following consequential requirements are ensured :

(a) At our instance it has already been agreed that the number of courses at Orientation and Study Centres should be reduced and that an instructor should have at least two days in a week completely free for field work and two free months in the year for analysis and processing of data. It is hoped that the Ministry have issued orders on the adjustment and reduction of workload to give the study programme a fair start.

(b) The establishment of study wings at the Orientation and Study Centres and selected Social Education Organisers' Training Centres for which complete proposals have been sent by the Central Institute together with the early recruitment of staff is another *sine qua non*.

(c) The importance of the study programme is so obvious from the point of view to building up a body of knowledge for improving the training programme and creating research attitudes and experience among the staff and the trainees that the highest priority has to be given to all aspects of this work. Only thus can case studies be built up to provide "the kind of village material round which teaching and discussion should be planned to give it a realistic and not an idealistic lant".

RECOMMENDATIONS OF:

Second High Level Team

Decisions On Recommendations Made In The First Report Of The High Level Team on Trainings.

Reorganisation of State Local Coordination Committee On Training And Formation Of Level Committee Or Advisory Boad For Each O. and S.C.

Managing Boards have been chnstituted for each centre.

Allotment Of Seats.

Managings Board have been assigned this work.

Separate Committee For Other Training Centres

Accepted for S.E.O.T.C's.

Coordination Committee Of Principals/Directors For Centres In A Campus

Accepted and being implemented.

Study Circle of Staff Members

Accepted and being implemented.

One Principal For All Centres In A Campus

Not considered practicable.

Community Life In A Campus And Combining Teaching Staff For Common Core Of Subjects.

Campus coordination committees will be asked to examine how for these can be implemented.

Under Use Of Training Capacity

Managing Boards have been asked to look into this.

Specific States To Be Attached To Each Training Centre

Accepted and being implemented.

Allotment Of Seats To Participating States And Utilisation

Managing Boards have been made responsible for this.

Creating And Environment An Atmosphere In Keeping With The Training

Accepted and being implemented.

Purport Of Practicals

Accepted and being implemented.

Arrangement Of Daily Programme

Accepted.

Trainees Should Manage Their Own Affairs

Panchayats at Centre will take care of this.

Staff And Trainees To Mix Freely

Accepted and being implemented.

Mid-Vacation Breaks In Courses Longer Than Six Months

Accepted and being implemented.

Association Of Selected VLW's In Orientation And Study Centres

Accepted and being implemented.

Short Course Of Orientation Training To Overseas, Block Level Medical Officers, Deputy Collectors, District Level Officers

State Governments may arrange short courses for these personnel.

B.D.O.'s Who Have Received Orientation Training Not Required To Undergo Further Orientation Training On Promotion As B.D.O.'s

State Governments informed accordingly.

Wide range Of Educational Background Of Trainees

A Committee has been appointed to look into this.

Syllabus For Orientation Course

Study Group was appointed as recommended. A revised syllabus has been drawn up.

Syllabus Committees

This will be kept in view.

Coordinated Work And Team Spirit Among All Operators In The Field

This has been recommended to State Governments.

Syllabus For Job Training For B.D.O.'s

Revised syllabus has been drawn up.

Additional Talks On Panchayati Raj

Included in the revised syllabus.

Study Tours

Accepted. Instructions issues to centres.

Attachment Of B.D.O.'s To Blocks Prior To Job Course

10 days' Block attachment agreed.

Study Tour To Rajasthan And Andhra Pradesh

Not accepted.

Block Placement Prior To Job Training Course

Accepted and will be followed.

Job Training Should Be Conducted In The Context Of Rules And Regulations Prevailing In The States

Only a comparative picture of rules and regulations can be attempted and not detailed instructions.

Study Courses

Accepted and being implemented.

S.E.O.'s In Tribal Areas

The State Governments have been addressed.

B.D.O.'s should Receive Short Courses Training Along With S.E.O.'s In Ranchi

Accepted and details will be worked out.

Reduction In The Number of Talks One Third For Talks And Two Thirds For Discussions, Preparations Of Core Literature

Accepted. Institute for instruction on Community Development working on it.

Syndicate Method Of Study

Central Institute has circulated a note to Orientation and Study Centres.

Assignment of Problem Discussion

Being done.

Experienced B.D.O.'s From Rajasthan And Andhra Pradesh To Participate In Courses

Not necessary as problems differ from State to State.

Evaluation of Course

Accepted and being implemented.

Staff Meeting At The End Of The Course

Being implemented.

Sumptuary Allowance To Principal

Not accepted by Finance.

Delays In Payment Of Salaries And Allowances To Trainees

Being processed.

Need For Contacts With The State Directorate Of Education

Managing Boards will help achieve this.

Transport Facilities

Being examined.

Academic Qualifications Of Staff Of SEOTC, Bakshi-ka-Talab

Being examined.

Time For Extra Curricular Activity Of Staff Members

Accepted.

Interchange Of Staff Between The Training Centre And Field

Being implemented.

Raising The Status Of Principal

Not accepted.

Training of Staff of Regional Cooperative Training Centres And Health Training Centres At The Institute For Instruction On C.D., Rajpur

This has been taken up with concerned Ministries.

Participation Of Principals/Directors In Orientation Course at the Central Institute, Mussoorie

Accepted and being implemented.

Follows-up Tours

Managing Boards are looking into this.

Forming Of Courses

Managing Boards attend to this.

Relationship of Training Centre With Adjoining Block

Accepted and instructions issued.

Field Experienced For Staff; Attachment To Blocks For Three Months

Accepted and being implemented.

Staffing Of Training Centres

(a) As far as possible departmental officers should be recruited as instructors; (b) Generally no instructor should remain in a training centre for more than five years; (c) Even during his tenure as instructor for three to fieve years he should be attached to a Block elsewhere for a fortnight subject to three months attachment

whenever necessary.

Accepted and being implemented.

Staff Members Should Be Invited To Attend Important Departmental Meetings Of the State

Development Commissioners have been requested accordingly.

Alive Relationship With The Office Of The Development Commissioner

Development Commissioner is the Chairman of Managing Board.

Study Programme

Accepted. Three months break provided in annual programme, weekly break is a local adjustment by Principal.

Recruitment Of Staff For Study Wings

Being recruited.

PANEL ON DELHI SCHOOL BUILDINGS, 1960—REPORT

New Delhi, Committee on Plan Projects, Planning Commission, 1969
19p., Maps & Charts.

Chairman : Shri V.R. Vaish.
Members : Shri J.P.J. Billimoria; Shri B.D. Bhatt; Shri B.L. Chadha; Shri T.S. Vedagiri.
Secretary : Shri Jagdish Singh.

APPOINTMENT

The Committee on Plan Projects, Panel on Delhi School Buildings was constituted under the Planning Commission in 1960.

TERMS OF REFERENCE

(i) Rationalising the area requirements per place so as to bring about economies without sacrificing functional efficiency.

(ii) Planning of requirements in such a way so as to get a high degree of design efficiency by restricting to the minimum the ancillary and circulation space.

(iii) Laying down norms for structural designs and specifications so as to bring about an effective balance between the structure and its functions.

CONTENTS

The Problem; Requirements of Space; Planning and Layout; Design and Specifications; Effect of Recommendations; Appendices I to IV.

RECOMMENDATIONS

Requirements of Space

The Changing Pattern Of Education

Rapid changes have taken place in designs and fashions in various sectors of ourlives and we have adopted ourselves to these. Few people, however, realise that there has been a revolution in the ideas and practice of education since after the First War and more so after the Second War. In India the post-Independence era is marked by two significant changes—acceptance of Basic education as a national pattern of primary education and the new structure of higher secondary education. Basic education is a departure from the traditional approach to class room teaching. Similarly, the emphasis in secondary education is on diversified courses and progressive methods of teaching. Those concerned with the designing of school buildings have, therefore, to take note of the changing needs of children for whom the schools are built. The Secondary Education Commission have stated, for example :

"Any design must, therefore, take note of this possibility of expansion as well as of the variety of courses that may be provided. It should be necessary to provide for workshops, for certain laboratories, certain special rooms for drawing, painting or music, etc., and it is desirable that any design for a school building should take these into consideration and so adjust the design that, in course of time, without much change of the original building, such additional accommodation may be provided."

The educational administrators usually ask for additional accommodation when new activities or subjects are added to the existing curriculum. A multi-purpose use of the existing space is seldom thought of which, however, is closely linked with the type of school furniture being used. The traditional two-seated or multiple-seated desk has been discarded elsewhere since it is not conducive to the development of correct posture besides being cumbersome. There is an urgent need for evolving suitable designs of easily portable and stackable class room furniture. Investigations are already in progress in this field and will be dealt with in a subsequent report. The present report deals mainly with the building of a typical higher secondary school including furniture and other major fittings in science laboratories.

The Higher Secondary School

A Higher Secondary School in Delhi normally has six classes, three in the middle department (sixth, seventh and eighth) and three in the higher secondary department (9th, 10th and 11th). Each class has two or three sections. Usually, each section has a maximum strength of about 40 students. An average school has on roll approximately 650 students, in 16 sections, distributed as follows :

Three sections each in classes VI, VII, VIII and IX.	... 12
Two sections each in classes X and XI	... 4
	16

In a bigger school with an enrolment of 1000, the distribution of sections will be :

Five sections each in classes VI, VII and VIII	... 15
Four sections in class IX	... 4
Three Sections each in classes X and XI	... 6
	25

Class Rooms

A class room should, therefore, be adequate to accommodate 40 students seated on dual desks of size two ft. nine in. × three ft. six in. (being supplied by the Education Department at present). It was estimated that an area of 400 sq. ft. (37.2 sq. m.) would be sufficient for the purpose. However, the sanctioned strength of 40 is sometimes exceeded by a couple of students under pressure of heavy enrolment. Besides according to the standing regulations of the Board of Higher Secondary Education, Delhi, a minimum area of 480 sq. ft. (44.6 sq. in) is prescribed for a class room to accommodate 40 students. The Panel has, therefore, accepted this area for a class room for the present.

In addition to class rooms, a few other rooms are required for elective subjects. The size of these rooms will not be as big as the main class rooms since the number of students occupying these rooms at a time is not expected to be more than 20 or 25. The possibility of utilising the class rooms themselves for some of the elective subjects was also considered. On these considerations the Panel has come to certain conclusions regarding the number and size of class rooms to be provided in different types of schools, which are scheduled below.

(i) For 650-Pupil School

Total number of class rooms	... 22 (19 measuring 24′×20′ each, one measuring 2′0×20′ and two measuring 16′×20′ each).
These may be distributed as follows :	
Class Rooms	... 16 (one for each section).
Art Room	... 1
Science Theory Room	... 1
History and Geography Room	... 1
Commerce Room	... 1
Craft Room	... 1
Activities Room	... 1

(ii) For 1000-Pupil School

Total number of class rooms	... 32 (29 measuring 24′×20′ each, one measuring 02′×20′ and two measuring 16′×20′ each).
The distribution may be :	
Class Rooms	... 25 (one for each section)
Art Room	... 1
Science Theory Room	... 1
History & Geography Room	... 1
Commerce Room	... 1
Other Optional subjects	... 1
Craft Room	... 1
Activities Room	... 1

Laboratories

Normally not more than 24 students use the Physics and Chemistry laboratories for practicals. In Biology the enrolment is much less in a boys' school but in a girls' school the number of students taking this subject may exceed the number of those taking Physics and Chemistry. For Domestic Science, however, the position is different. All the girls in a section may have taken up this subject and may be expected to do practical work at one and the same time. These factors have, therefore, to be taken into account in determining the lay-out and specifications of each laboratory.

Studies conducted in a few representative schools revealed variations in the dimensions of laboratories as well as in the arrangement of furniture and fittings. It is thus clear that sufficient thought was not given to the planning of laboratories. In many cases provision was not made for the satisfactory conveyance of the service lines that are necessary in a laboratory. No

provision was made for special facilities such as fuming cup-boards. On the whole a laboratory, even in the case of newly completed schools, had a number of improvisations which are not conducive to smooth and efficient working.

The planning of facilities within the laboratory naturally depends upon the type of work that is to be done in it. A satisfactory lay-out cannot, therefore be prepared unless a detailed study of the work within the laboratories is carried out. The Panel gave a lot of attention to this point and evolved a number of lay-out plans for the different laboratories in a school. These were discussed in detail in the Panel meetings as well as with school teachers and other educationalists.

The Panel considers that an area of 30 sq. ft. (2.8 sq. m.) per student would be adequate to meet the normal requirements of Physics and Chemistry laboratories. An area of 30 ft.×24 ft.=720 sq. ft. (66.9 sq. m.) should be more than adequate for these laboratories. The dimensions of these two laboratories in the proposed lay-out have been kept at 36 ft.×20 ft.=720 sq. ft. (66.9 sq. m.) to secure proper arrangement of laboratory tables and other fittings. In addition to this a store of 16 ft.×10 ft.=160 sq. ft. (14.9 sq. m.) has also been provided. The Biology laboratory measuring 32 ft.×20 ft.=640 sq. ft. (59.5 sq. m.) however, is slightly smaller as the number of students who take up Biology is less. The attached store of 16 ft.×10 ft.=160 sq. ft. (14.9 sq. m.) may be divided into two portions, one of which may be earmarked for installation of the gas plant with a niche provided for a fire extinguisher on the verandah side wall. In case a larger number of girl students take Biology, it is possible to interchange Biology with Physics Chemistry laboratories. Regarding Domestic Science the Panel considered that room measuring 32ft.×22.5ft.=720 sq. ft. (66.9 sq. m.) with an attached store of 160 sq. ft. (14.9 sq. m.), should be sufficient. If considered necessary, one of the rooms earmarked for elective subjects may be utilised as an additional room for Domestic Science.

Hall, Library And Staff Room

In most of the schools studied by the Panel, a hall having an area of 3,000 to 3,500 sq. ft. (279 to 325 sq. m. had been provided. It is mainly used for morning prayers and for some other occasional gatherings. The use co-efficient of this hall varies from 15 to 35 minutes per day. This does not warrant an expenditure of Rs. 30,000 to Rs, 35,000. The Panel, therefore, considered that it would be better to plan for a multi-purpose hall which can be put to other uses also.

Considering the other requirements of Higher Secondary Schools, such as library, staff room, etc. the Panel thought it would be ideal to utilise a portion of the hall as library and another portion as staff room with adjustable partitions in between. However, in a school with a capacity of 1,000 students an additional staff room measuring 16 ft.×20 ft =320 sq. ft. (29.7 sq. m) may be provided on the second floor. Further, the educational authorities desired that provision should be made for audio-visual education. The stage portion of the hall can be profitably utilised for this purpose. The Panel decided that the hall should be so planned that there should be some class rooms adjacent to it which can be used as green rooms whenever necessary.

The dimensions of the hall for different types of schools are listed below :

Approximate Enrolment of Students	*Dimensions*	*Area (sq. ft.)*	*Remarks*
650	60′×30′ or 64′×30′	1800 or 1920 (167 or 178 sq. m.)	This includes the stage portion measuring 32′×20′=640 sq. ft. to be used for audio-visual purposes. The remaining portion of the hall will be divided into two sections are to be used as library measuring 32′ × 22-1/2′ = 720 sq. ft and the other as staff room measuring 32′×16-1/2′ 560 sq. ft. (52 sq m.)
1000	64′×30′ +32′× 22-1/2′ Balcony	1920+720 =2640 (245 sq. m.)	—Do—

Principal's And Clerk's Office

A Principal's office in a school is used by the Head of the institution for administrative purposes, for meeting the parents and for holding meetings. A room measuring over 300 sq. ft. (27.9 sq. m.) is usually provided as the Principal's Office with a separate Clerk's office of an area of about 500 sq ft. (46 4 sq. m.). The dimensions appear to be very much on the high side. It may be of interest to note that an area of 150 sq. ft. (13.9 sq. m.) is laid down in the V.K. for such an office. It has, therefore, been agreed that a single room measuring 20 ft.×16 ft.=320 sq. ft. (29.7 sq. m.), partitioned into two sections, may be provided, one portion of which may serve as the office of the Principal and the other as the Clerk's office and record room. Staff meetings may more conveniently be held in the staff room, which will further result in administrative convenience and saving on furniture.

Additional Accommodation

Keeping in view the expanding activities of a higher secondary school two additional rooms for various types of activities like Scouting (Girl Guiding), NCC, Red Cross, Crafts, etc., have been provided as per dimentions given below :

(i) Activities Room ... 20ft.×20ft.=400 sq. ft. (37.2 sq. m)

(ii) Craft Room ... 24ft.×20ft.=480 sq. ft. (44.6 sq. m)

Ancillary Accommodation

The following provisions have been suggested :

(i) **Genreal Stores :** Two (one on each floor in a =650 pupil school and three (one on each floor) in a 1,000 pupil school, each measuring 20 ft.×8 ft.=160 sq. ft. (14.9 sq. m.)

(ii) **Tuck Shop :** Wherever possible a tuck shop of size 16 ft.×12 ft may be provided near the main building and away from the compound wall so as to prevent its access to public.

(iii) **Water Rooms :** Located centrally on each flour, four water rooms in a school of two-storeyed building and six water rooms in a school of three storeyed building.

(iv) **Class IV Quarters :** The quarters, one for the sweeper and the other for chawkidar may be provided within the school compound at the back side. The areas of these quarters shall be according to the scale prescribed for class IV staff.

(v) **Sanitary Block :** WC's may be of squatting type. The floor of lavatory block on the first floor may be depressed by two ft. The roof of WC's. also may be similarly depressed so that storage tanks can be screened off from view. The urinals should be of the lipped type and, as an experimental measure, a stall type urinal with terrazo finish may be tried. It is preferable to have automatic flushing arrangements for urinals. The number of WC's and urinals may be as follows :

Enrolment	*No. of WC's*	*No. of Urinals*
(Boy's School)		
650	16	32
1000	24	48
(Girls' School)		
650	24	...
1000	40	...

A separate sanitory blocks may be provided for the staff.

Planning And Lay-Out

General Lay-Out

In the preceding chapter the Panel has considered the requirements of space and has laid down certain standards regarding the same. This would lead to sufficient reduction in expenditure, but for achieving efficiency in performance, it is necessary to consider in detail the planning and lay-out of various facilities. The efficiency of performance depends, to a large extent, on the proper juxtaposition of the various facilities and the correct sequence of their arrangements.

It is also a moot point to consider whether schools should be based on corridor or verandah pattern. The former would be economical from the point of view of space utilisation as circulation space in that case would be much less than in the latter. But from the point of view of lighting and ventilation, the verandah pattern would be more advantageous. The Panel would, therefore, recommend mainly this pattern for school building but with a view to achieving economy in space, short lengths of corridor can be interposed.

A number of lay-out diagrams based on the requirements as decided by the Panel were prepared and discussed. Two of the typical lay-outs are given in Appendix II. It is not the intention of the Panel to standardise the lay-out diagrams. The plans given in the Appendix represent only two of the solutions to the problem. Many more solutions are possible depending upon the individuality of the architect. The plans, therefore, should be taken as broadly indicative of the suggested arrangements of the various facilities in a school. The two plans have been conceived in such a way that they should be capable of adoption either for a girls' school or for a boys' school with a capacity of 650 or 1,000 students.

Both the plans envisage 2-storeyed construction for a strength of 6.0 and 3-storeyed construction for a strength of 1,000 students. This is inevitable due to pressure on land in a rapidly developing metropolis. In rural areas, however, where the pressure on land is not much, it is not necessary to go in for 2 or 3-storeyed construction. A single-storey lay-out in that case is desirable.

Design Efficiency

The total built up area of any school can be broken into following four categories :

(a) Area of teaching accommodation.

(b) Administration area which will include Principal's room, office, general store and staff room.

(c) Circulation and ancillary area which will include both horizontal and vertical area, toilet block, etc.

(d) Thickness of walls, columns, etc.

Leaving item (d) the rest constitute the floor area of the building which can be broadly divided into teaching and non-teaching accommodation. The break-up of teaching and non-teaching accommodation for the two lay-outs suggested by the Panel is given below :

Accommodation In Percentages

	Plate I		Plate II (Alternative lay-out)	
	Girls' School	Boys' School	Girls' School	Boys' School
Instructional	57.7%	56.1%	60.90%	59.5%
Administrative	6.2%	6.5%	6 0 %	6.2%
Circulation and Ancillary	36.1%	37.4%	33.1 %	34.3%

Area Per Student (In. Sq. Ft.)

	Plate I		Plate II	
	Girls' School	Boys' School	Girls' School	Boys' School
Instructional	22.6	22.3	23.6	22.3
Administrative	2.5	2.5	2.3	2.3
Ancillary and Circulation	14.2	14.2	12.8	12.8

It may be seen that teaching accommodation accounts for more than 55 per cent of the total floor space. This figure compares favourably with that achieved in the planning of school buildings in the U.K. and U.S.A. A range of 55-60 can, therefore, be legitimately fixed as a factor for design efficiency for school buildings. It must be the endeavour of architects and planners to achieve a design efficiency figure not less than this in the planning of schools.

Flexibility In Lay-Out

The lay-out suggested by the Panel has inherent flexibility for expanding the school in stages, if necessary. If the school is to be ultimately for a strength of 650 students, it need be only two-storeyed, Some portions shown as terrace in the first floor should be capable of being constructed later on to meet additional requirements. If, on the other hand, the ultimate strength of the school is to be one thousand, the foundation and the structure should be designed as for a three-storeyed construction though initially the construction may be restricted to two storeys. It can be further built up in stages as and when need arises.

The Chemistry and Biology laboratories have been located on the ground floor and Physics and Domestic Science laboratories on the first floor. In a school with a capacity of 1,000 boys, the Domestic Science Laboratory will be converted into a balcony over the hall and the attached store will be converted into a WC. In a girl's school for 1,000 students, the Domestic Science laboratory and the store will be located on the second floor over the portion of balcony and the attachcd store over the WC, on the first floor. In case there is difficulty in supplying water to the Domestic Science laboratory on the second floor in certain areas, a separate tank on the roof may be provided for this purpose in addition to those normally provided to feed the water closets.

Furniture And Fittings In Laboratories

The size and shape of various laboratories has been arrived at after carefully fixing up the numbers and size of furniture and fittings that are to go into each. The main item of furniture in laboratories is the laboratory table. These tables are normally designed for four to twelve students. The Panel feels that a table for six students or more would be unwieldy for small laboratories. In arriving at the size of tables, the Panel has taken care to see that the dimension of the table top, (6 ft. × 3-1/2 ft.) is kept the same for Physics, Chemistry, Biology and Domestic Science laboratories. The Chemistry table however, though of the same size, will have sinks and shelves mounted on it.

The height of the Chemistry table is two ft. nine in. and that of Biology and Physics laboratory table three feet. The Domestic Science table will be only 2 ft. six in. high. No drawers or cup boards have been provided for any of these tables as it is felt that, while adding to the cost and making the furniture bulky, they do not serve any useful purpose. As a matter of fact, they hamper free working It is better to provide for shelves and cup-boards along the walls for storage. Such cup-boards have been shown in all the laboratories. In the Biology laboratory, some extra ledges have been provided for keeping exhibits. In the Domestic Science laboratory, ledges and sinks have been provided for cooking, laundering, etc. A few shelves have been provided below the ledges for storage.

The provision for balances is another item that requires careful planning. In the Physics laboratory separate ledges have been provided for balances. The location of fume cup-boards, gas generation plant also have been shown in the lay-out of the Chemistry laboratory.

The plan at Appendix I (b) gives also the lay-out of services in the Chemistry laboratory which requires careful pre-planning.

In the Physics laboratory a small dark room is provided, the access to which is from the laboratory itself. Exhaust fams may be provided above the door of the dark room to secure adequate ventilation.

The stores attached to laboratories will have seven ft. (2·1 m.) high dwarf walls. The gas plant portion, however, would have wall right upto the ceiling.

Lay-Out of Class-Rooms

In the case of class rooms provision has been made for a built in cup-board in each room, partitioned horizontally into two portions with two separate shutters, one for the use of the teacher and the other for students. Wooden picture rails may also be provided on the carridor side between the louvered windows and also at available spaces in the front wall. Though these may add to the initial cost, this will ultimately result in savings on wooden cup-boards and other fittings and will add to utility and convenience.

With regard to black-boards in class rooms it is suggested that they may be in cement mortar with an admixture of black pigment. They should be three feet above the floor level and may be three ft. nine inches (1·1 m.) high.

A suggested lay out for a class room is given in Appendix IV. Only one door has been provided for each class room. A suggestion was made that every class room should be provided with two doors to ficilitate movement of students and for supervision. This however, would add substantially to the cost and also adversely affect the efficient utilisation of space within. Considering these the Panel thought that the disadvantages of providing an additional door would far out weigh the advantages that can be claimed for it.

Design And Specification

The cost of construction, to a large extent, depends upon the structural design and specifications adopted for a building. It seems worth while to lay down norms regarding structural designs and specifications to be adopted for school buildings with a view to achieving a certain measure of uniformity consistent with economy and functional efficiency. These are given below.

Structural Designs

As mentioned earlier, it is necessary for a developing city to go in for two or three-storeyed construction. The structure may be of the load-bearing type. The height of plinth should be two feet above the crest of the road. The floor to floor height need not be more than 12ft.

The walls on the ground and first floors may be 13-1/2 in. thick in portions other than the multipurpose hall. For the second floor outer walls may not be more than nine inches thick. Columns in verandah may be 9 in. × 13 1/2 in. in R.C.C. on the ground floor and of the same size in brick work on the first and second floors.

Specifications

Foundations : The design of foundations depend upon whether the school will ultimately be double-storeyed or three storeyed. In either case the foundation may be so designed as to facilitate building up of all portions except the hall shown as terrace in the plan.

Doors and Wind ows : The percentage of window area to floor area may be 20. The height of windowsill may be kept at three ft. Fan lights to windows may be eliminated. The doors may be of commercial flush type. On the corridor side no glass panes may be provided within the reach of students. However, for securing effective cross ventilation, glass louvers may be fixed at a suitable height. In places where electricity is not likly to be available in the foreseeable future, windows may also be provided on the verandah side to facilitate better ventilation. The doors and windows of Domestic Science laboratory should have fly proof shutters. The windows and ventilators in the stores attached to all laboratories should be provided with fixed wire gauze frames. The windows of laboratories on the ground floor and the Principal's Office may be provided with B.R.C. fabric or grill of suitable design.

Flooring : The flooring may be of 1-1/2 in. thick cement concrete over a base of lean cement concrete in all the rooms except for WC's, entrance hall and staircases where terrazo flooring is essential. In verandahs also this type of flooring is desirable in view of its durability and longer life. In W.C. blocks a dado of terrazo may be provided upto window sill level. In upper floors a screed 1-1/2 in. thick can be laid directly over the R.C.C. slabs.

Effect Of Recommendations

The original space requirements of Delhi Administration for administrative and teaching accommodation

were 02, 020 sq. ft. (1952.82 sq. metres). To give this amount of floor space the built up area which will include circulation and ancillary area, thickness of walls pillars, etc. would be of the order of 37,000 sq. ft. (3437.41 sq. metres). According to the revised requirements laid down by the Panel, the area of teaching and administrative accommodation would be 16,320 sq. ft. (1516.38 sq. metres) which means a reduction of 22.3 per cent over the original requirements. By proper planning of space it should be possible to give this amount of accommodation together with necessary ancillaries and circulation space, within a built up area of 29,700 sq. ft. (2759.22 sq. metres). The difference in built up area would be of the order of 7,300 sq. ft. (678.20 sq. metres), which on the basis of the prevailing rates of construction, would mean a reduction of Rs. 73,000 in the capital outlay for each school. The effect of this reduction on the outlay on new Higher Secondary School buildings proposed to be taken up in the Third Plan will be of the order of Rs. 40 lakhs.

Apart from reduction in capital outlay, the norms given in the report would be of help in standardising the plans and estimates of school buildings. Such standardisation is absolutely essential to avoid frequent changes during execution which, in addition to causing delays add to the cost.

NATIONAL BUILDINGS ORGANISATIONS, PANEL ON HEALTH BUILDINGS, 1960—REPORT ON URBAN HEALTH CENTRE BUILDINGS.

New Delhi, National Buildings Organisation, 1963. 38p.

Chairman : Dr. T.P. Tiwari.
Members : Shri J.D. Shastri; Dr. Raghunath Sahai Chawla; Shri M.K. Jadav; Shri N.G. Joshi; Dr. B.V. Mulay; Shri C.B. Patel; Shri M.A. Hafeez.
Secretary Shri J.L. Sehgal

APPOINTMENT

To lay norms and standards to guide the designs of Dispensary and Health Centre Buildings an functional and economical lines, Government of India, Ministry of Works, Housing and Rehabilitation constituted a Panel on Health Buildings in 1960.

TERMS OF REFERENCE

To lay norms and standards to guide the designs of Dispensary and Health Centre Buildings on functional and economical lines.

CONTENTS

General; Functions; Location; Size; Land Requirements; Selection of Site; Building Requirements; out-Patient Unit; Personal Services; Routine Office Administration and vital statistics; Indoor Patients Units; Ancillary Accommodation; Residential Accommodation; Traffic; Physical Environments; General Design considerations; Building Economy; List of Illustrations.

RECOMMENDATIONS

Location : Health Centre shall be located in areas having municipal status and population not less than 20,000 persons.

Size : The size of the reception area shall be so delimited that the population served is not more than 40,000 persons.

Maximum distance between the Health Centre and home is not more than three kilometres.

Average daily attendance rate does not exceed 600 patients.

Land Requirements : Four hectares.

The width of the plot at all places shall not be less than 31 metres.

Waiting Space : Aggragate waiting space for 100 persons should be provided as minimum.

A good spacing of benches from back to back is .9 m. and a bench length of .5 m. per person is adequate.

Allow .6 sq. m. per waiting seat provided exclusive of gangways.

Consultation Rooms : 15 sq. m. for general medical practitioners.

13 sq. m. for dental Surgeon.

15 sq. m. for Specialists.

Dark room of eight sq. m. should be attached to consultation room for specialist.

Clinical Laboratory : 15 sq. m.

Dispensary : 13 sq. m.

Dressing and Minor Operation : 19 sq. m.

Injection Room : Nine sq. m.

X-Ray (Future) : 19 sq. m. Radiographic room.
Six sq. m. Processing room.
11 sq. m. Radiologist Room.

Maternal and Child Health Waiting Space : 11 sq. m. inclusive of passages should be provided as minimum.

History Taking and Registration : 17 sq. m.

Consultation, Examination and Treatment : 15 sq. m.

Family Planning : 13 sq. m.

Immunisation and Prophylactics : 15 sq. m.

Routine Office Administration and Vital Statistics: 15 sq. m.

Wards : Eight Bedded maternity Ward.
Two Bedded Female Ward.
Two Bedded General Ward (three numbers).
One Isolation Ward,
5.6 sq. m. per bed.

Duty Room : 11 sq. m.

Linen and Equipment Store : .9 sq. m. per bed subject to a minimum of nine sq. m.

Labour Room : 13 sq. m.

Clean up and Waste Room : 5.6 sq. m.

Sterilization Room : 5.6 sq. m.

Ward Pantry : 11 sq. m. inclusive of provision store which may be four sq. m.

Storage : Nine sq. m. for medical store.
Eight sq. m. for Lumber room.
Eight sq. m. for disinfectants, chemicals, etc.

Public and Staff Convenience :

(i) Water closet with Ablution Tap :	One for every 100 males or part thereof and two for every 100 females or part thereof.
(ii) Wash Basin :	One for every 100 persons or part thereof.
(iii) Urinals :	One for every 50 males or part thereof.

Garages, Cycle Stands, etc. : Requirement and distribution of parking space would be guided by the mode of conveyance used in the locality.

One garage for ambulance of size 3 m. × 7 m.

Three garages or sheds for doctors' cars of size 2·8 m. × 5.5 m.

Residential Accommodation : Minimum requirement would normally be for two doctors, one pharmacist, two nurses, one health visitor, one mid-wife and four Class IV staff.

Traffic Interior : Corridors 2.1 metre wide.
Stairs 1.1 metre wide.
Ramp slope...less—than 5 (per cent),

PANEL ON UNIVERSITY BUILDINGS—HOSTELS, 1960—REPORT

New Delhi, University Grants Commission, 1960. 31p.+Charts

Chairman : Shri Bhailal Bhai Patel
Members : Shri H. Rahman; Shri T.S. Vedagiri.
Secretary : Shri R.K. Chhalra.

APPOINTMENT

During recent years, there has been rapid increase in the number of students entering our universities. The number of students in the universities and colleges at the beginning of the Second Five-Year Plan was 7,12,697 and it is estimated to be 9,00,000 at the end of the plan period. This naturally has had its effects on the standards of education. For improving the quality of college and university education, a number of measures have been taken by the University Grants Commission which include among others, improvement of buildings, libraries and laboratories, provision of more hostel facilities, etc. It was estimated that hostel facilities existed for about 15 per cent of the university and college students at the beginning of the Second Plan. It has been the endeavour of the University Grants Commission to raise this figure at least to 20 per cent during the plan period. This means that about 14.3 lakh sq. ft. of hostel accommodation has to be constructed during the course of the Second Five-Year Plan if the target mentioned above has to be attained. The financial implication of this can be placed at about Rs. 17.16 crores which covers only the buildings and internal services. It is expected that during the Third Plan period there will be an addition of four lakhs of students in the universities, and for providing hostel accommodation for 20 per cent of this student strength about 212 lakh sq. ft. of hostel accommodation has to be constructed during the Third Plan period involving an expenditure of about Rs. 27.5 crores.

The provision, however, for this in the Second Plan is about Rs. five crores which does not touch even the fringe of the problem. It may not be possible to allocate more funds for the construction of hostels without detriment to other essential items of development. This position makes it imperative for the authorities concerned to economise as much as possible on the actual cost of construction and see how far funds allotted for the purpose can be made to yield maximum results.

It is felt that there is a great scope for economy on buildings by improving space utilisation, rationalising design standards and specifications and by introducing, wherever possible, techniques of construction other than the conventional ones. This is more than amply illustrated by the work done in England and by the recent work of the Buildings Projects Team in India on different types of buildings. The study conducted by the Ministry of Education in the U. K. on training college hostels is quite revealing in the sense that an organised attempt has been made to reduce cost by improved space utilisation. The proportion of the living space to the total floor area which was as low as 50 per cent in some of the early post-war hostels has been increased to as much as 81 per cent by intelligent space planning. The Buildings Projects Team of the Committee on Plan Projects has similarly demonstrated how by improved planning of space, economy can be achieved in multi-storeyed buildings and in industrial estates. The Chairman of the University Grants Commission considered that it was quite worthwhile to initiate this sort of study with respect to buildings in universities, such as hostels, libraries, laboratories and college buildings and set up this Panel for this purpose in 1960.

TERMS OF REFERENCE

(i) To consider the question of hostel accommodation; and

(ii) To submit a report giving norms and standards for future adoption.

CONTENTS

Forword; Introduction; Observations; Planning of Hostel Buildings; Size of Hostels; Service Space; Drinking Water Facilities; Common Facilities (Lounge and Recreation); Provision for Hostel Staff; Provision for Utility Shops; Circulation Space; Efficiency of Planning; Design and Structural Considerations; Structural Arrangement; Design Considerations; Expansion Joints; Foundations; Specifications and Costs; Joinery; Flooring; Terracing; Finishing; Services; Furniture; Execution of Work; Ceiling on Cost; Financial Effects of the Recommendations; Summary of Important Recommendations; Appendices I and II.

RECOMMENDATIONS

Living rooms are to be arranged in such a way that they get the maximum benefit of the prevailing breeze and avoid as much as possible of western exposure.

An area of 85-90 sq. ft. (7.9 to 8.4 sq. m) for single seater room, 75-80 sq. ft. (7.0 to 7.4 sq. m.) per student for two seater and 70-75 sq. ft. (6.5 to 7.0 sq. m.) per student for a three seater room would be adequate for an undergraduate hostel. For post-graduate and research students the room area should not exceed 100 sq. ft. per student.

Dining area should be designed to accommodate not more than two-thirds strength of the hostel at the rate of 10-12 sq. ft. (1.0 to 1.1. sq. m.) per person and kitchen-pantry area at the rate of five to seven sq. ft. (0.5 to 0.7 sq. m.) per student.

The following provisions for toilet facilities are recommended:

(i) W.C.: One per 10 men students eight women students.

(ii) Urinals: One per eight students.

(iii) Wash basins: One per eight students.

(iv) Bath with a shower: One per eight men students/six women students.

Area for common room may be 500-650 sq. ft. (46.5 to 60.4 sq. m.)

It should be the endeavour of architects and planners to plan the hostel in such a way that the built up area per student is generally not more than 2.3 to 2.5 times the floor area per student within the room.

Increase in the working stress of concrete alone cannot lead to economy unless the working stress in steel is also correspondingly increased.

Economy in R.C.C. frame work depends to some extent on the judicious choice of the concrete mix for the various components. It is advantageous to use a mix of 1: 1-1/2: 3 or even 1:1:2 for members which are predominantly in compression. The normal 1:2:4 mix can be adopted for members subject to flexural stresses. It is, however, better to design the mix and use quality controlled concrete.

Where foundation exploration shows special features and where the structure is heavy, needing special foundation study, qualified foundation experts should be consulted. The data should be properly analysed and alternative foundation designs prepared in order to arrive at the most economical solution.

The area of windows may vary between 12 to 25 per cent of the room area.

The cost of normal internal water supply and sanitation should be about 7-1/2 per cent of building cost.

The cost of internal electrification should be about 7-1/2 to 10 per cent building cost. This will not include the cost of fan.

Ceiling cost of movable furniture may be Rs. 150 per student.

Ceiling cost for hostels may be worked out at any place on the basis of norms for space utilisation and specifications outlined in the report and the prevailing cost of construction.

REVIEW COMMITTEE ON EDUCATION, 1960—REPORT

New Delhi, University Grants Commission, 1966. 94.+pviiip.

Chairman : Prof. N.K. Sidhanta (Died) and Prof. K.G. Saiyidain took over as Chairman).

Members : Dr. E.A. Pires (Left Delhi); Prof. T.K.N. Menon; Dr. Salamatullah; Dr. A. Mujib; Shri K.L. Joshi.

Secretary : Dr. P.J. Philip.

APPOINTMENT

One of the statutory functions of the University Grants Commission is "to take, in consultation with the universities or other bodies concerned, all such steps as it may think fit for the promotion and coordination of university education and for the determination and maintenance of the standards of teaching, examination and research in the universities."

While considering the report of the visiting committee appointed by the University Grants Commission to examine the development of post-graduate studies in the University College of Education of the Osmania University, the Commission resolved that the whole question of the duration, contents, staff, admission qualifications, etc., of the post-graduate courses in Education be further examined.

This led to the appointment by the University Grants Commission of a Committee to examine the standards of teaching and research in the departments of Education in Indian universities and to make recommendations in regard to the manner in which adequate standards may be maintained in 1960.

TERMS OF REFERENCE

The Committee had wide terms of reference and was free to determine its programme and rules of procedure. The Committee was specially asked to go into all the details:

(1) Determine different types of courses which should be offered by the universities.

(2) Work out objectives of different types of courses, especially of studies at the Master's degree level.

(3) Recommend to the universities schemes of papers for each type of course with a view to providing specialisation.

(4) Recommend teaching methods suitable for teaching various parts of the syllabus and to lay down guiding principles for the conduct of examinations.

(5) Lay down the entrance qualifications of students for the various courses.

(6) Recommend duration of the course.

(7) Lay down minimum standards for passing the examinations and grouping of question papers for the purposes of examination.

(8) Indicate any other steps that may be necessary to achieve uniform and high standards, such as qualifications of teachers, etc.

CONTENTS

Foreword; Introduction; Post-Graduate Courses in Education in Indian and in Some Selected Foreign Universities; Post-Graduate Teaching in Education; Research in Education; Staff and Facilities; Summary of Observations and Recommendations; Appendices I to XIV.

RECOMMENDATIONS

Introduction

There has been a considerable expansion of facilities for teacher training in the country after Independence. The number of training colleges as well as their intake capacity has increased considerably. The number of training colleges stood at 36 in 1950-51, 75 in 1955-56 and 108 in 1958-59. Their total intake capacity increased from 3,490 in 1950-51 to 13,779 in 1958-59.

There is at present a certain lack of agreement in regard to the principles and practices, incorporated in the programme of study offered by various institutions in Education. The courses prescribed reveal considerable variations in regard to goals as well as the means for achieving them. Practices relating to admission, choice of the curriculum and type of research required of the students lack proper coordination. Such conditions make it difficult for various training institutions

and departments of Education to make a real contribution to educational thinking and planning in the country.

Post Graduate Studies in Education

The M. Ed. course should have the following broad objectives:

(a) To produce competent teachers for the training colleges;

(b) To train personnel for undertaking higher studies and research in problems of education;

(c) To train educational administrators;

(d) To train persons for educational and vocational guidance of youth; and

(e) To produce competent educational workers with a thorough understanding of the role of planning and education is national development.

The content of the M.Ed. course should lead to at least one specialization and to a fair acquaintance with the methodology of educational research, besides promoting a desirable intellectual discipline. The curriculum suggested is given in the body of the report.

For admission to M.Ed. course, the candidate should generally have a good second class B.A./B.Sc. degree, preferably a good second class M.A./M.Sc. degree and a first or second class B.Ed. degree in both theory and practice. Direct admission to a two-year integrated course leading to the M.Ed. degree after at least a second class Bachelor's or Master's degree would be another way of attracting better and more promising candidates for the profession.

It would also be helpful if the M. Ed. degree is prescribed as a necessary qualification for certain posts like those of headmasters, district education officers and other supervisory personnel.

Incentives in the form of loans and scholarships should be available to meritorious students.

Under our present set-up, it is neither possible nor feasible to have an entirely independent staff for the B. Ed. and M. Ed. classes in the same college or university department. It is, therefore, desirable to ensure that teachers who teach M.Ed. classes are not normally over-burdened with supervision of the practice teaching of B.Ed. students.

Teaching at the M.Ed. level should be supplemented by tutorials seminars.

In most universities the M.Ed. course is at present a whole-time course of one year's duration. An extension of the course would not be immediately feasible in view of financial and other difficulties. One solution of great promise is the introduction of integrated B.Ed. and M.Ed. courses. The details and *modus operandi* of such a course will have to be worked out.

Dissertation as part of the M.Ed. programme serves a useful purpose but at present it usually does not come up to a desirable standard. It would be worthwhile to consider the possibility of undertaking group projects in which individuals contribute their part of study and research. Another possible alternative to dissertation could be the writing of good text-books. Preparation of measuring tools and tests in school subjects would also be a good substitute.

The practice of placing successful candidates in three classes may be abolished for the M.Ed. examination. Instead, the universities may give pass and distinction marks, pass marks at 45 per cent and distinction at 65 per cent. At least 20 per cent of the total marks for M.Ed. course should be earmarked for sessional work which should be assessed by committees consisting of faculty members. It should be possible to find ways and means of checking the objectivity, reliability and validity of internal marks. The *viva voce* should be a necessary part of the post graduate examinations. Besides gauging the depth of knowledge and mental alertness of the candidate, the *viva voce* examination could also serve as a useful check on the reliability of internal assessment.

Research In Education

No candidate should be admitted to a research course in Education unless he has shown sufficient evidence of his capacity for independent thinking and critical examination of theories and facts. A doctoral committee consisting of reputed scholars in the field of the candidate's research specialization should examine the candidate with regard to his general ability to pursue research on the topic selected by him. It would also be desirable to insist on one or two years' professional experience on the part of candidates before they are enrolled for research. The candidate should be allowed to supplicate for a research degree only in a department or place where adequate library facilities and qualified supervisors are available.

No person should be appointed as a supervisor unless he himself possesses a doctoral degree or has published recognised research work to his credit or is an eminent scholar in his field.

While fundamental research in Education should be encouraged far as possible, it would be advisable for a large majority of candidates to take up practical problems facing the country that need urgent solution.

Sufficient attention will have to be given to the preparation of suitable instruments of research.

Suitable incentives in the form of fellowships and scholarships should be available to departments of Education in order to attract talented students to careers of research and fellowship.

It will be necessary to build up sound traditions of research in Education and also to educate the consumers

of research, viz., school teachers, principles, educational administrators, etc. They should be guided by the findings of research in their day-to-day work.

In general, there should be three examiners to evaluate a doctrol dissertation. The examiners should be scholars of repute. If qualified persons are not available in the country, specialists could be invited from abroad to act as examiners. Every candidate must be examined by means of a *viva voce* test. The candidate should be considered for the award of a doctoral degree only when the examiners recommend him unanimously.

It would be desirable to work out some criteria for the general guidance of examiners to achieve a high degree of objectivity in the evaluation of performance of candidates.

Staff and Facilities

Teachers of postgraduate departments of Education should have a sound academic background, some professional experience and adequate competence to guide and carry on research. The minimum qualifications for a postgraduate teacher in Education should be as under :

(a) **Lecturer** : (i) At least a second class Masters's degree in Education besides at least a second class Master's degree in any other subject.

(ii) Three year's experience of teaching and/or administration and/or research.

(b) **Reader** : (i) Same as for lecturer.

(ii) Five years' experience of teaching and/or administration and research (Research would connote a research degree in Education or published work of recognised merit).

(c) **Professor** : (i) Same as for lecturer plus a research degree.

(ii) Ten years' experience of teaching research and/or administration. The condition regarding experience may be relaxed in the case of a first class candidate who has published research work to his credit.

The teaching workload of a postgraduate lecturer in Education should not exceed 15 periods a week. The work of professors and readers should be distributed judiciously over teaching, research and guidance of research.

The number of senior posts in a department of Education should be about one-third of the total strength of the teaching staff.

The training colleges should endeavour to enrich the secondary schools by offering them help and guidance in their work and also, if possible, by associating their teachers in some of the college activities. Well qualified teachers of B.Ed. classes should also be encouraged to take up one or two papers in their fields of specialisation at the M.Ed. level.

That in all postgraduate institutions research colloquium should be arranged at suitable intervels in which the M.Ed. and Ph.D. students may be required to present their research problems with design and methods of study. It would be desirable to invite specialists from outside and from other departments to participate in discussions.

Regional seminars and workshops may be organised by teacher training colleges or departments of Education on current problems of education and other professional problems. It may be possible for the U.G.C. to provide the necessary financial assistance for the purpose.

An attempt may be made by the unitary universities to institute a system of inter-departmental teaching in some subjects.

Students should be exposed to the influence of books and guided to cultivate sound reading habits. A college/department which offers postgraduate course in Education should provide for its library at least Rs. 50,000 phased suitably over a period of 5 years, and Rs. 5,000 annually.

The standard of accommodation of 5,000 to 7,000 sq. ft. laid down by the U.G.C. for a postgraduate department should be adopted by postgraduate teachers colleges/departments of Education also.

Part-time evening courses leading to the M.Ed. degree may be arranged wherever possible, especially for in-service teachers, to enable them to improve their professional qualifications. It, is, however, necessary to ensure that this provision does not result in further deterioration of standards.

In order to attract better students to postgraduate studies in Education, the Ministry of Education and the Planning Commission may consider providing suitable loans and scholarships to deserving candidates for studies at the M.Ed. level.

STUDY TEAM ON RURAL-CUM-URBAN TOWNSHIP AT THE HEADQUARTERS OF C.D. BLOCKS, 1960—REPORT

New Delhi, Ministry of Community Development and Cooperation, Department of Community Development, 1961. 48p.

Chairman : Shri B. Mukerjee (replaced by Shri B.D. Pande).

Members : Dr. D.K. Malhotra; Shri M.S. Bhatia (replaced by Shri H.D. Nargolwala); Prof. V.L. D'Souza; Shri J.N. Tewari; Shri R.V. Ramiah.

Secretary : Shri Athar Husain (replaced by Shri C. Srinivasa Sastry).

APPOINTMENT

The Study Team on Rural-cum-Urban Townships at the Headquarters of C.D. Blocks was constituted under the Ministry of Community Development and Cooperation (Department of Community Development) vide their Resolution No. 8(VI)/BD/ 9, dated January 18, 1960.

TERMS OF REFERENCE

(i) To examine the trend of growth of population in a few selected Block Headquarters;

(ii) To examine the precise nature of the requirements in terms of the objective developments which have taken place and the different ways in which these might be approached;

(iii) To frame a type scheme to be taken up in the proposed urban-cum-rural units for generating additional employment opportunities on an agro-industrial base.

CONTENTS

Introduction; Terms of Reference; Method of Study Classification of Block Headquarters According to Population Changes; The Relation Between Initial Population and Rate of Increase in Population; Cases of Decrease in Population and the Influencing Factors; The Influence of the Location of the Block Headquarters on its Development; Factors that Govern the Growth of the Block Headquarters; Potentialities for Industrialisation; The role of Governmental Assistance; Categorisation of Block Headquarters Based on Potentialities of Population Growth; Funds for the Development of the Townships; Coordination at the State Level; Suggested Lines for Planning the Physical Growth of Townships; Block Headquarters in the Hilly and Tribal Areas and Under-Developed Areas; Summary of Conclusions; Appendices.

RECOMMENDATIONS

In a majority of the Block Headquarters, there is said to be scope for the promotion of industries based on agricultural produce and of village and cottage industries. In about half the Block Headquarters industries based on various local products like hides and skins, and miscellaneous manufacturing, processing and consumers good industries, could be established.

Governmental assistance has an important bearing on the growth of industries and consequently on the growth of population. A definite policy regarding the extension of electrification to the Block Headquarters and rural areas and the giving of connections to small scale industries in rural areas on a priority basis, would have to be adopted. The policy of Government in granting assistance for establishment of industries should be such that it would facilitate the geographical dispersal and structural decentralisation of industry. The exact types of industries that should be located in any particular Block Headquarters would have to be decided after a careful and detailed study. However, several of these industries could have an agro-industrial base, namely, that the industries could utilise or process local agricultural produce and other raw materials, and/or produce implements, improved tools, consumer goods, etc., which would be required by the agriculturists and the village artisans. In these ways a mutual relationship can be built up between the agricultural and the industrial sectors, between the surrounding rural areas and the township, each being supplementary and complementary to the other.

In the Block Headquarters which are situated in the orbit of influence of a big industrial centre or metropolis, medium and small scale industries should be established as ancillaries and feeders to the large scale and medium industries in the metropolitan centres. The new industrial units should be so located that the established industrial centres and the metropolices would actually aid them in their growth and not dwarf them. Such Elock Headquarters, in turn, would prevent the unhealthy growth of metropolitan and industrial centres, and would also retard the drift of population from rural areas.

The exact types of industries to be established in a particular Block Headquarters, and the formulation of a comprehensive scheme for its development, need a careful study of the conditions prevailing in the local area.

Definite steps by Government need to taken in guiding the development, at present, of only those Block Headquarters where conditions conducive to rapid growth exist. In these cases Government have to play a vital role in (a) directing the physical growth of the township, (b) assisting the process of industrialisation and (c) providing essential amenities. Funds for the development of such rural-cum-urban townships can be drawn from various schemes which have been included in the Third Plan, like the Rural and Urban Water Supply and Sanitation Schemes, Housing Schemes, Rural Electrification Schemes, Village and Small Scale Industries, etc., are pooled together.

To ensure that there is a sufficient coordination, there should be a committee at the State level consisting, among others, of the Development Commissioner, Director of Industries, Chief Engineer for Roads and Buildings, Chairman of the State Electricity Board, Head of the Housing Department, Chief Town Planner, Registrar of Cooperative Societies. This Committee should select the Block Headquarters which are likely to grow and whose development has to be guided on proper lines, and the Committee should indicate the types of industries to be established and ensure that funds are channelised to the selected Block Headquarters according to their requirements. At the district and the Block levels, the Zila Parishad/District Development Committee and the Panchayat Samiti/Block Development Committee should be the coordinating authority for implementation.

For the proper growth of townships, and existing land use map, and a development plan should be prepared and the uses of land within the area of each township prescribed. This envisages the preparation of plans similar to "Master Plans" for which some provision is to be made in the Third Plan. The provision, for the present scheme, however, is meant for only the larger cities and industrial centres. The scope of this scheme should be enlarged to include the rapidly growing semi-urban and rural areas like many of the Block Headquarters. All the States may enact suitable legislation on the lines of the Model Town and Country Planning Act recently circulated by the Ministry of Health and the selected Block Headquarters may be declared as "Local Planning Areas", and the Block or Panchayat Samitis designated as the "Local Planning Authorities".

For the planned growth of townships, availability of land that could be put to non-agricultural use, is essential. Where Government land is already available, it may be reserved for this purpose. Definite steps for demarcating such land, if necessary, by acquisition, and its development into building sites and industrial sites have to be taken. For this purpose the scope of the scheme for the acquisition and the development of land already envisaged in the Third Plan should be enlarged so that the relatively smaller towns, like many of the Block Headquarters, could derive benefit from the scheme.

In the hilly, tribal and backward areas, left to themselves, the Block Headquarters may not have the necessary dynamism for development, but because of the importance of these areas in the scheme of national planning, definite steps would have to be taken for aiding and guiding their development. The industries that could be set up in these areas may be based on the produce of the area or the locally available raw materials, and the development of the Block Headquarters should be in keeping with the surroundings.

COMMITTEE FOR THE REVISION OF RULES REGARDING ALLOTMENT OF GOVERNMENT RESIDENCES IN DELHI/ NEW DELHI, CALCUTTA AND BOMBAY, 1960—REPORT

New Delhi, Ministry of Works, Housing and Supply, 1962. 53p.

Chairman : Shri Anil K. Chanda.

Members : Shri M. Gopal Menon; Shri A.S. Naik; Shri S. Vohra; Shri R.S. Gae; Shri M.G. Kaul; Shri C. Balasubramaniam.

Secretary : Shri S.P. Saksena.

APPOINTMENT

The Committee for the Revision of Rules Regarding Allotment of Government Residences in Delhi/New Delhi,Calcutta and Bombay was constituted under the Ministry of Works, Housing and Supply vide letter No. 3/22/59-Acc, dated January 28, 1960.

TERMS OF REFERENCE

(a) Rules regarding allotment of regular residences in Delhi and New Delhi;

(b) Special Accommodation Rules, 1950;

(c) Rules regarding attotment of residences to Class IV officers;

(d) Rules regarding allotment of hostel accommodation;

(e) Principles for allotment of accommodation on out-of-turn basis and according to over-riding priority;

(f) The present classification of residences with a view to reducing their categories to a few broad ones;

(g) Procedure for granting allottees permission to share Government accommodation and procedure for conduct of enquiries and imposition of penalties in cases of unauthorised subletting of Government residences ;

(h) Procedure for retention of Government accommdation and counting of service rendered by officers in one pool on transfer to an office having a separate pool of accommodation ;

(i) Other allied questions.

CONTENTS

Constitution of the Committee and Terms of Reference ; Definition of 'family' Liberalisation of ; 'Date of priority' Liberalisation of ; Reduction in Number of Classes of Residences—Not Possible ; Compulsory Move of Officers to Residences of their Entitled Class due to Change on their Emoluments—not to be Enforced and Rate of Rent to be Charged ; (a) Concessional periods for which one can Retain Government Residences on the Occurrence of Certain Events ; (b) Concessions to be Granted to Officers going on Training to States or Abroad ; Period for which the Director of Estates may Grant Extension of Stay and Rate of Rent to be Charged ; Transfers in the Same Station from an Eligible Office to an Ineligible Office or to State Governments—Concessional Periods Admissible; Concessional period for Retention of Accommodation when Transfer is Proceeded by Leave; Period of Notice for Vacation of Residences—Reduction of ; Change of Residence in the Event of Death of the Allottee's Wife and/or Husband, Children, etc.—Change to be allowed even when Death does not take Place in the Residence Mutual Exchange of Flats in Buildings having more than one Floor—Permissible even if the Flats are in different Classes; Retention of Accommodation by Officers who after Retirement, Resignation or Termination of Services are employed without any Break or during the Concessional Period permissible for Retention of Residences; Allotment of Vacant Accommodation in Higher Classes—Conditions of; Period for which the Allottee may be Permitted to Sublet the Residences Allotted to him and the persons to whom the same can be Sublet; Bungalows having Garages, Stables and Servant Quarters attached to Flats—Prevention of Subletting; Servant Quarters attached to Orthodox and Unorthodox Chummeries—(a) Prevention of Subletting and (b) Conditions for Allotment; Submission of Annual Certificates by Allottees regarding Use of Stables, Garages, and Servant Quarters; Categories of Persons who can be Accommodated in the Servant Quarters; Penalties for Subletting—Enhancement of; Weightage to Officers, who are Debarred on account of Unauthorised Subletting after the Expiry of the period of Deparment—no Special Treatment to be Accorded; Persons Eligible to Share Accommodation with Allottee Officers; Permission to Share Accommodation—Procedure for and Action to be taken where the Allottee and Sharer fall out; Procedure for making Enquiries into cases of Subletting—Powers to enter upon Premises; Submission of Application for 'next below' Class by Officers Occupying Residences in Classes Lower than their 'Next Below' Class—not to be Compulsory except in case of Officers not Occupying any Government Residence; Upgrading of Residences—Compulsory Move of Officers not to be insisted—and Rate of Rent to be Charged; Special Accommodation Rules, 1950—discontinuance of and Special Provisions to be made in Regular Allotment Rules; Treatment of Delhi and New Delhi as one station for Allotment of Residences; Grounds on which Out-of-Turn Allotments may be Sanctioned; Procedure for Grant of Over-riding Priorities; Reconstitution of Special Accommodation Committees to include Representatives from other Ministries; Tenure Officers'. Pool—Officers Eligible for; Senior Officers' Pool—Creation of; Procedure for retention of Government Accommodation and Counting of Service Renderd by Officers in One Pool on Transfer to an Office having a Separate Pool of Accommodation; Retention of Accommodation by Officers who are Transferred to Non-Family Stations—Procedure for; Allotment of Accommodation to Single Officers—Procedure for; Allotment of Accommodation to Officers—Owning Houses Change in the Procedure; Representations of the Ministry of External Affairs for Special Treatment; National Pay to be Taken into Account for Purposes of Priority Date in the Case of Certain Categories of Officers of the Ministry of External Affairs; Representation of Certain Associations; Allotment to be Made to Officers having Large Family Members—Procedure for Determining Priority among Officers; Procedure for Allotment of Hostel Accommodation; Rules for Allotment of Class IV Residences and Procedure for Out-of-Turn Allotments; Note of Dissent; Appendices I to V.

RECOMMENDATIONS

The present definition of the family needs a change both from the point of view of the object to be served and in the context of joint family system prevalent in India. The Committee therefore recommends that the word 'wholly dependent' be replaced by the word 'dependent' only and the definition of 'family' be revised as below :

'Family' includes only the wife, or husband, as the case may be, children, step-children, legally adopted children, parents, brothers and sisters ordinarily residing with and dependent on an officer.

The Committee further recommends that where both husband and wife are in Government service and are entitled to allotment of accommodation under these rules, either of them should be allotted family accommodation and the condition regarding dependence on the officer should not apply.

The Committee recommends that the 'priority date of an officer in relation to a class of residence to which he is entitled under the Provisions of S. R. 317-B-3 (1), should mean the earliest date from which he has been continuously drawing emoluments of a particular class or a higher class irrespective of the place of his service under the Central Government anywhere in India or abroad.

The Committee further recommends as below :

That in the case of officers who are posted from an 'eligible' office to an 'ineligible' office and are retransferred to an 'eligible' office the service of the officers in the'ineligible' officers should be counted towards their priority date;

That in the case of Central Government officers who are sent on deputation to foreign service the periods spent on deputation should be taken into account towards their date of priority for allotrment of accommodation in Delhi/New Delhi;

That in the case of officers who are either permanent or hold administrative lien on posts under the Central Government and who are transferred to semi-Government autonomous bodies in Delhi/New Delhi/Simla, or outside these places, the entire period should count towards their priority date on their being th concession whereby officers who resign their posts can retain the accommodation allotted to them on payment of normal rent for a period of one month from the date re-transferred to an eligible post under the Central Government in these Stations;

That in the case of officers who are either permanent or temporary under the Central Government and who are transferred to semi-Government/autonomous bodies in Delhi/New Delhi/Simla who have their own pool of residences, should on their retransfer to posts under the Central Government be allowed to count the service rendered by them in those organisationss towards their 'date of priority';

That officers who are initially appointed in semi-Government/autonomous organisations and who are subsequently transferred to eligible offices in Delhi/New Delhi/Simla, should be allowed to count the Service rendered by them in these organisation towards their 'priority date' ; and

That in the case of the staff of the semi-Government bodies who have been declared eligible for residential accommodation, their priority date should be reckoned from the date they are declared eligible.

These liberalisations may also apply in determining the 'priority date' in the case of officers stationed at Bombay and Calcutta for allotment of accommodation under the administrative control of the Ministry of Works, Housing and Supply at these stations.

The Committee recommends that in cases where the transfer of the officer is ordered after the expiry of the leave granted to him, he may be allowed to retain the accommodation for the period of leave plus two months which are usually allowed in the case of transfer, provided that the total period including the concessional period of two months does not exceed the total period of 8 months on payment of normal rent. Accordingly, the Committee recommends that the period of notice may be reduced from 10 days to five days.

After taking into account the peculiar difficulties obtaining in the case of Bombay and Calcutta, the Committee recommends that in the case of flats in the same buildings—Government owned—which are in different classes having the same accommodation and carrying the same standard rents, mutual exchange of flats in different classes may be permitted subject to the condition that in such cases the allotments of the officers may not be changed and that if any of the officers who was a party to the mutual exchange vacates his residence for any reason ; the other officer would be required to move back to the flat actually allotted to him unless he can arrange fresh mutual exchange with the subsequent allottee.

The Committee has recommended the continuance of of resignation. There may be occasions on which such officers may be re-employed in eligible offices either with out any break in service or during the concessional period of one month during which they can retain the

residence allotted to them.

The Committee accordingly recommends that in both the types of cases referred to above, the officers concerned may be allowed to retain the residences allotted to them, as also their entitlement for allotment of accommodation under these rules.

The Committee further recommends that similar procedure may be followed in cases where officers occupying residences under these rules retire from Government service or whose services are terminated and who are subsequently appointed in eligible offices either without a break or during the concessional periods for which they can retain Government accommodation.

The Committee recommends that surplus accommodation in a higher class may be allotted in the following manner:

(i) To the applicant in that class who submitted his application late, and if there is no such applicant ;

(ii) To the applicant drawing the highest emoluments who is in occupation of accommodation in the class lower than the class to which the surplus residence belongs and if such an officer is not willing to accept the allotment/offer then ;

(iii) To the applicant, drawing the highest emoluments, who is not occupying any accommodation in the class next lower to the class to which the surplus residence belongs.

In one of the cases mentioned at items (ii) and (iii) should officers refusing the allotment of higher class accommodation be penalised.

The Committee further recommends that in order to avoid delay in the allotment of such vacant residences, if any, offers/allotments should be sent to at least 10 officers simultaneously in each category.

The Committee recommends that an officer may ordinarily be permitted to sublet the residence upto a period of six months during the allotment year, depending on the merits of each case.

On the question as to the persons to whom subletting may be permitted, the Committee recommends that subletting may be confined to Government officers entitled to accommodation under the rules, or to officers who are eligible to share accommodation with the allottee. Further, as far as possible, 'family' accommodation may be sublet to persons having families.

No garage may be allowed to an officer who does not possess his own car. An officer who initially secures an allotment of a garage may be required to surrender the same or his subsequently disposing of his car. If, however the interval between the selling of the car and the acquisition of the new car is within three months, the officer may be allowed to retain the garage but not otherwise.

The Committee further recommends that it would be desirable to obtain a certificate from the officers to the effect that they have not sublet the stables, garages and/or the servant quarters on rent for gain or profit. The Directorate of Estates may devise means by which yearly certificates are obtained from the allottees. The Committee also recommends that if subsequently any complaint is received and it is found that the officer had given a false certificate, the Directorate of Estates should take suitable action against such an officer for unauthorised subletting of the same.

The Committee recommends that the present orders regarding use of servant quarters contained in the Ministry of Works, Housing and Supply Office Memorandum No./26/4/58-Acc., dated September 28, 1959 (Appendix III) may continue.

The officers found guilty of subletting may be charged standard rent under F.R. 45-B, or twice the standard rent under F.R. 45-A, or twice the pool standard rent under F.R. 45-A, where the rents have been pooled or 15 per cent of the emoluments, whichever is the highest.

The Committee recommends that the present procedure for investigating cases of subletting may continue and in the allotment rules a specific provision may be made to enable the Director of Estates or a gazetted officer under him to enter the premises on his behalf to make enquiries with regard to the allegations of unauthorised sharing and/or subletting and recording the statements of the neighbours and if necessary to call such persons to his office for purposes of investigation.

The Committee recommends that the Special Accommodation Rules, 1950, may be discontinued and the following additional provisions may be made in the Regular Allotment Rules, Supplementary Rules :

(i) All the accommodation available in general pool may be divided into two parts, viz., Part I and Part II of the Schedule.

Part I may contain all the buildings now known as 'regular' and also the Government owned units of accommodation (excluding hutments) now classified as 'special'.

Part II may contain all the other units of accommodation, at present included in the special accommodation, viz., the leased and requisitioned houses and only other sub-standard accommodation which is not included in Part I.

(ii) The buildings in Part I may be allotted to officers according to their position on the waiting list; and the refusal of the same may attract the penal provisions contained in the Allotment Rules.

(iii) Future vacancies of residences in Part II may be allotted to officers who are sanctioned out-of-turn allotment.

(iv) Officers in occupation of residences which are included in Part II may be shifted to residences in Schedule I in accordance with their position on the waiting list.

However, such officers as are in occupation of residences of their entitled class in Part II may have the option to retain the same, without any penalty, and be not compelled to move to residences in Part I.

(v) When an officer is required to vacate a leased/requisitioned house due to Government's decision to release the same, he may be provided with a residence, with over-riding priority either in Part I or II. The alternative accommodation may either be of the same class to which the residence to be released belonges, or in the 'next below' class of the officer or in the class to which the officer is entitled by virtue of his emoluments drawn on the first day of the relevant allotment year; and may as far as possible, be in the same locality.

The Committee further recommends that the Revised Regular Allotment Rules may also be extended to Bombay and Calcutta, and separate orders may be issued that officers drawing Rs. 2,250 or more per month will be entitled out-of-turn allotments at Bombay and Calcutta, as no special pools exist in the case of these two cities.

The Committee recommends that Delhi and New Delhi may be treated as one station with the following safeguards :

(i) That for purposes of allotment of residences, Old Delhi and New Delhi may be treated as one Station and officers be considered for allotment in any part of the capital —Delhi/New Delhi, the only option given to them being that they may be asked to express clearly in their application forms (1) Whether they would like to be considered for allotment in any of these Stations or only in one particular station and (2) whether they would be prepared to take an allotment beyond six miles from their places of duty. Allotment will be made in accordance with the options given and adhering as far as possible to the preferences given by the applicants to particular localities. This will not, however, apply to change of allotments which will be given from one zone to another zone and not in the same locality or the same zone.

(ii) That the residences in Old Delhi may be included in Parts I or II of the Schedule as the case may be.

In future applications for out-of-turn allotments may be considered only in the following three types of cases.

(i) For reasons of health of the officer himself or any other member of the family. (All such requests should be supported by a medical certificate and routed through the Ministry of Health in case of officers entitled to Contributory Health Service Scheme and in all other cases the application may be accompanied by certificate from the authorised medical attendants. In cases where the officers family is staying outside Delhi/New Delhi, medical certificate from a Civil Surgeon/Assistant Surgeon may be accepted.)

(ii) In the interest of 'public duty', if so certified by the Joint Secretary or the Head of Department, as the case may be, and

(iii) In any other case of grave hardship such as calamities caused by acts of God or the accommodation occupied by the officer becoming unsafe and uninhabitable.

The Committee recommends that a provision may be made in the allotment rules that where an officer is transferred to a non-family station, he may be permitted by the Director of Estates to retain the accommodation on payment of normal rent provided that the same is required for the bona fide use of the family.

Where the Special Accommodation Rules, 1950, should be discontinued the Committee recommends as below :

(i) That the accommodation intended for single officers drawing less than Rs. 500 p.m. may be included in Part III of the Schedule; and

(ii) That the same may be allotted to 'single officers' and to such 'family officers' as are not residing with their families and desired to be considered for the same.

It is not necessary to create a separate pool or set apart any separate residences for the I.F.S. officers or for other officers of the Ministry of External Affairs drawing less than Rs. 500 p.m.

The Regular Accommodation Rules may be extended to the allotment of Hostel accommodation in Delhi/New Delhi, Bombay and Calcutta with suitable modifications.

ENGLISH REVIEW COMMITTEE, 1960—REPORT

New Delhi, University Grants Commission, 1965. 56p.

Chairman : Prof. G. C. Bannerji
Members : Prof. K. R. Srinivasa Iyengar; Prof. V. K. Gokak; Prof. C. D. Narasimhaiah; Shri S. Mathai; Prof. A. G. Stock.
Member-Secretary : Dr. P. J. Philip

APPOINTMENT

The problem of strengthening the teaching of English in Indain universities and colleges has been engaging the attention of the University Grants Commission for some time. In 1955, the Commission appointed a Committee consisting of Pandit H. N. Kunzru, Prof. N. K. Sidhanta, Prof. V. K. Ayappan Pillai and Shri Samuel Mathai to examine the problems connected with the question of the medium of instruction and to recommend measures to ensure adequate proficiency in English at the university stage. The Kunzru Committee submitted its report in December 1957. The Committee stressed that in the interest of academic standards the change from English to an Indian language as the medium of instruction should not be hastened. Even when a change is effected, English should continue to be studied by all university students as a second language. It underlined the importance of a proper foundation in English being laid at the secondary school stage so that a student entering the university would be able to follow lectures in the English language and read books pertaining to his subject. Among the measures to be undertaken for strengthening the teaching of English in the Universities the Committee recommend that special attention should be given to English in the pre-university class and in the General Education Courses; also to the study of Linguistic both in the universities and in Teacher Training Colleges.

In 1958, the Commission convened a Conference of English teachers to consider the recommendations made by the Kunzru Committee. The Conference devoted itself to a consideration of the teaching of English at both the pre-university and the university level. It made recommendations in regards to the time to be set apart for the purpose, to teaching methods, the size of lectures and tutorial classes and to text books, examinations etc., in the compulsory English course. It also recommended that at each University there should be provision for the study of English language and literature as an optional subject both for the B.A. and M.A. degrees.

The Commission forwarded the reports of the Kunzru Committee and the English Teacher's conference to the Universities and to the State Governments for information and necessary action. These reports were also referred to the Central Institute of English, Hyderabad, for prepairng a plan of action for implementation of the recommendations. The programme drawn up by the Institute was circulated to the Universities for their consideration.

It is an undeniable fact that after Independence, insufficient attention was paid to the teaching of English in our universities and colleges. This was largely due to controversies of a non-academic kind about the future status of the English language in the country and also to a narrow view being taken regarding the role of English in relation to the development of the regional languages. A sharp decline in communication skills, as also in the working knowledge of English, among the students, was the result. The deterioration of standards in English adversely affected the standards in other subjects also. A situation threatened to develop in which students in our universities would be in danger of acquiring out dated knowledge isolated from current trends of thought in different areas of study.

The present position in all the States is that the regional language is the medium of instruction up to the secondary stage. At the undergraduate stage, the medium is either English or an Indian language, and an option is given to the students to write their answers at examinations in either English or the regional language. The medium of instruction at the post-graduate level in almost all universities is English though a few universities permit students to answer questions in Hindi or regional language.

These changes have created a number of complex problems for our universities and colleges. Firstly, we do not have competent teachers in sufficient numbers for teaching the different subjects through the medium of the regional language. We are also unable to provide a sufficient number of good text books, reference books in journals in these languages. Consequently the students have to rely mainly on cheap 'Notes', guide books, etc. Secondly, the abrupt change in the medium of instruction from the school to the university or from the under-graduate to the post-graduate stage overlooks the fact that with inadequate knowlege of English students will not be able to follow lectures delivered in English. Students also find it difficult to read books in English which reduces very considerably the usefulness of libraries in the university and colleges. It has further to be noted that the percentage of failures in English at all public examinations is much higher than that in other subjects. It would, therefore appear that it may not be possible to reduce the present student 'wastage' in the country without sufficiently strengthening the teaching of English weather it is used as the medium of instruction or studied as a second language.

In view of these developments, the university Grants Commission felt that a Committee of experts should examine the issues involved. The Commission accordingly appointed the Committee in February, 1960.

TERMS OF REFERENCE

(a) To define the objectives of teaching and learning English at the various levels of university education.

(b) To examine the standards of teaching in English language and literature both at the under-graduate and post-graduate levels.

(c) To examine the methods of teaching English used in our universities and colleges to equip students with the minimum competence required in this regard in the shortest possible time.

(d) To consider measures for re-organising the M.A. course in English to provide for an intensive study of the language as a tool of knowledge rather than as literature.

(e) To recommend the steps that may be taken to strengthen the teaching of English in the context of the medium of instruction in the Universities.

CONTENTS

Foreword ; Appointment of the Committee; Introduction; The Present Position; English in the School; English in the University; Summary of Recommendations; Appendices; I. Summary of recommendations of the Kunzru Committee Report; II. Summary of Recommendations of the English Teacher's Conference held at Hyderabad; III. Plan of Action Based on the Two University Grants Commission Reports on Teaching of English; IV. Suggestions for Syllabuses and examination in English Language at the B.A. (Hons.) and M.A. Courses in Indian Universities.

RECOMMENDATION

1. Introduction

There are two aspects of the teaching of English which are quite distinct in their aims. One is to teach the language and the other is to teach the literature. Although there is no inherent conflict in the claims of one over the other, greater attention should be paid to the language aspect.

The regional languages have not yet developed to a point where they can replace English as a tool of knowledge and as a medium of communication. Even when the regional languages become sufficiently developed, English will remain our window to world knowledge. It has, therefore, to be ensured that the student is able to read books, journals reports, etc., in English in his subject of study.

Generally speaking, it is the responsibility of schools to train students in the effective use of language, so that they can follow instruction in the university without difficulty. For a variety of reasons, many schools in our country are not able to discharge this responsibility. Consequently, most students enter the university without even the basic skills of language. The universities have, therefore, to remedy the defects by making special efforts to teach the language in the pre-university course or in the first year of the Degree course.

In the universities where English is not the medium of instruction the aim should be to develop the reading comprehension, whereas the universities which have English as the medium of instruction the aim should be to develop also the skills of writing and speaking. In both types of universities, it would be necessary to teach English as a compulsory subject upto the final year of the degree course. Universities should start the teaching of English at the point at which it was left off by the schools. The effort should continue throughout the degree course.

2. English In The School

In order to raise standards at the university and college level, adequate attention has to be given to raising of standards obtaining in the high school. There is a widespread consciousness of the need for strengthening the teaching of English in schools but the number of years for which English has to be studied in schools varies from one State to another, English should be studied in schools for at least six years.

A possible line of action for training of English teachers could be the adoption of the Madras Governments 'snow ball' programme, under which groups of teachers were put through a training programme, who in turn trained others and so on. A more effective way would be to organise summer schools of a month's duration at which the syllabus and the reading materials for one year could be covered. In service

training programme such as week-end classes, evening classes could be tired. It will also be necessary to set up a large number of institutions providing courses in the language and in the new method.

The aim of teaching English at the school should be that the student actually learns a select vocabulary of 2,500 to 3,000 words. The reading material in the school final year should consist of specially written passages intended to revise the more difficult structure and of simplified passages from good modern English literature. These should be accompained by suitable exercises. The schools should provide a minimum of eight periods per week for the teaching of English.

The question paper should keep in view the level of students' competence at the end of their school programme. The paper should contain questions on text as well as questions designed to test the skills in language vocabulary and grammar. It should also have questions on basic skills, which have been enumerated in the Report.

3. English In The University

As a positive step towards improving the knowledge of English of students who enter the university with inadequate knowledge of English, universities should organise special courses of three to four weeks' duration during the summer vacation or during the vacation between the first and second term or arrange special classes in English during the first term by cutting down laboratory work for science students and tutorials for arts students. Alternatively, English classes could be held outside the normal working hours of the university or college. These special courses should be planned as an intensive preparation of university work.

3.2 English In The First Year Of Pre-University Class

The teaching of English at the pre-university stage needs to be strengthened. The course should include two text-books, one of modern English prose and the other of short stories or plays or a short novel for rapid non-detailed reading. There should be a second course designed to improve language skills. The aim of this course should be to expand vocabulary, to establish control over structures and to improve the students' reading comprehension. One way of doing this is to encourage the student to speak in English on familiar themes and also in the course of conversation.

The pre-university course should provide eight periods per week for English, comprising three lecture periods and the rest tutorials. One lecture period can be used for teaching of prose text, another for the book of poems and the non-detailed text and the third period for reading comprehension, the fourth for vocabulary and spoken English and the fifth for work on the prose text and the poems. Lecturers should be used mainly for imparting fresh information and tutorials for discussion, questions and answers, and for practice in writing.

Tutorial work should in no case be left to the care of junior teachers only. Substitution tables may be used to reduce the quantum of correction work, which a scheme of intensive tutorial work involves. Ideally speaking, each group should consist of not more than 10-12 students; in no case should the number exceed 25.

The examination in the course has to be related to the objectives of teaching and made more reliable and valid. It has also to be ensured that students attend the required number of tutorial classes and take periodical tests regularly. The question of giving credit for the essential work done by students may also be considered by universities.

It is desireable that all teachers of English should receive some training in the Central Institute of English, Hyderabad, and when this is not possible to attend special summer courses organised by the university. After they have been trained, they should have the freedom to select their teaching materials, organise their courses of study and use the new teaching techniques to the best possible advantage.

The language section of the library should be strengthened sufficiently. The library should also build up a good collection of interesting reading material. Physical facilities like tutorial rooms, facilities for cyclostyling material, recorded speeches on tapes or discs, recorded verse, dialogues, etc., should be provided to add interest to the study of English.

It is necessary to ensure that taxtbooks in other subjects are written in simple English so that students can read them without difficulty. Teachers of these subjects should also present their lectures in the simplest possible language, speak slowly and clearly, use the blackboard and distribute cyclostyled sheets of their lectures to facilitiate understanding.

In universities where a course in the regional language is a requirement, additional English or Hindi should be permitted as an alternative for those who have not studied the reginal language earlier. The texts for this course should be at a higher level.

3.3 Compulsory English In The Intermediate And Degree Course

There should be two courses in English which every student studying for a degree in arts or science or commerce should be required to offer. The first course should consist of two or three texts including short stories, essays, short plays, a certain amount of prose and verse and perhaps a novel. The second course should be concerned with the enlargement of the student's vocabulary and his command of structure.

There should be a provision of three periods a week for the first two years of the degree course in the first paper. The final examination in this paper should be held at the end of the second year. The second paper should be taught mainly through tutorials. The course should be spread over all the three years with the final examination at the end. Pass marks in the second paper should be much higher than in the first.

3.4. Optional And Honours English Courses For The B.A. And M.A. Degree

The optional and Honours courses at the B.A. level in the M.A. Course in English ought to form one integrated programme. Every student should have taken a paper on the English language at some stage before he obtains the M.A. degree in English.

Although the syllabus for the B.A. and M.A. courses in English would be decided by every university in the context of its resources, library facilities and specialisation of the teaching staff, it might be indicated that the optional papers for the B.A. (Pass) course should have a broad cultural value and for this reason texts written in obsolete language, however good their literary value, should be avoided. History of literature should emphasise the study of representative works of a period rather than a broad survey of various literary movements. It should be taught in the context of the social and political background of English literature. The study of criticism and prosody is also important. The study of literary forms should be prescribed only when enough examples of the form are to be found in English as well as European literature.

The M.A. course in English should have the following objectives :

(a) A thorough acquaintance with the major classics and the main movements in literary history;

(b) The ability to think independently and form sound critical judgments on works of English literature;

(c) An emphasis on the study of language, its evalution, structure and behaviour.

In order to raise the standards of post graduate studies in English, admissions to the course have to be more selective. In universities where there is an honours course only such students as have done the honours course should be admitted to the M.A. course In other universities candidates must have offered English as an optional subject and must have obtained at least a second class in the B.A. examination. In exceptional cases students who have done B.A. in the first or high second class without the optional papers in English may be admitted for an interview. It would further improve matters if students are admitted upon the result of special entrance tests in composition and comprehension. External students should not b epermitted to take the M.A. examination without attending lectures.

M.A. teaching in English should be permitted, on a co-operative basis, only at centres where there are two or more degree colleges, after the university is satisfied about library facilities, requisite staff, etc. The university should encourage participation by teachers from affiliated colleges in its post-graduate teaching work.

The M.A. course should comprise a paper on the English language, there are four papers covering major classics in prose, poetry and drama, a paper on the principles and practice of criticism, one or two literary forms and two optional papers, e.g., Shakespeare, American Literature, Indian writing in English, etc.

It is not desirable to divide the M.A. examination into parts. The practice of offering 'dissertation' in lieu of one or two optional papers should be discouraged as it limits the study of English literature, particularly in universities where students come to the M.A. course without an honours degree in English. The testing of students by means of a *viva voce* is to be commended. The *viva voce* should be conducted by the entire board of paper setters and examiners, wherever practicable. In any case, an external examiner should always be associated with the *viva voce* examination.

3.5. Research

Research in English will mostly have to be confined to university teaching departments. If a college have the facilities for andertaking research and if there is an outstanding man on its staff, such a person should be recognised as a research guide. A research student has to be near his guide but in the case of bright young teachers an exception might be made and they could be allowed to supplicate for a research degree provided they meet the guides during summer vacations. The selection of topic for research can best be done by ascertaining the library facilities and the nature of available guidence. There could be no objection to the award of a Ph.D. degree on the translation of well-known Indian classics with suitable editing and biographical details. All research students should be given a course in the methodology of research. They should also be required to study the subject of research against its wider background.

3.6. Qualifications of Teachers

Lecturers and professors in colleges and lecturers in universities should have good degrees especially good M.A. degrees and some training at an Institute of English. Readers and Professors at the university should preferably have a good degree from a good

British or American university addition to a first or second class degree from an Indian University. They may also have a Ph.D. But the Ph.D. degree should not be insisted upon in all cases, for the essential qualification in the university professor is that he should be a 'scholar of repute'.

SCHOOL HEALTH COMMITTEE, 1960—REPORT

New Delhi, Ministry of Health, 1963 2 Vols.

Chairman : Smt. Renuka Ray.
Members : Smt. Tara Cherian; Dr. N. B. Kabbur; Shri K. R. Ramachandran Dr. M. Swaminathan; Dr. R. P. Devadas; Dr. C. Gopalan.
Co-opted Member : Smt. Pushpa Mehta.
Secretary : Dr. V. Ramakrishna.

APPOINTMENT

The School Health Committee was appointed by the Government of India vide Order No. F2/202/58PW (Pt), dated February 16, 1960, to assess the present standard of health and nutrition of school children and suggest ways and means of improving them.

TERMS OF REFERENCE

(i) To examine the present position of school health programme in the country in all its aspects (excluding physical education, games and sports), e.g., prevention of diseases, medical care and follow-up service, nutrition, health education, healthy environment, etc., of the students at all stages of education and to suggest:—

(a) Further survey of studies if required ; and

(b) How the work of various agencies such as medical, social and welfare associations can be co-ordinated to assist in the promotion of health of school children.

(ii) To examine studies and surveys so far made to assess the nutritional standard of school children and to indicate—

(a) Further survey or studies needed in any specific areas; and

(b) To give concerte suggestions to institute appropriate measures to improve standards of nutrition among school children recommending, inter alia, way and means for financing and organising such programme.

(iii) To examine and recommend the possibility of entrusting Primary Health Centres and other Organisations for conducting a comprehensive and realistic school health programme in association with the local education administration. The recommendations should include measures to develop an effective school medical service suitable to the country.

(iv) To examine the present facilities available for promoting nutritional standards of pre-school children and to suggest practical measures to improve the present position.

CONTENTS

Part: I—Introduction; School Health Services—Appraisal of Existing Situation; School Health Services—Functions of a School Health Service; School Meal Programme—Appraisal of Existing Situation—Purpose and Scope; School Meal Programme—Recommendations; Pre-School Child; School Health Education; Training, Studies and Research; School environment; School Health Administration; Summary of Important Recommendations; **Part II**—Appendices A to G.

RECOMMENDATIONS

School Health Services

School Health Services should form part and parcel of the general health services of the community.

All children should be provided with school health services for the proper development of their personalities and for their well-being. However, with the limited resources at our disposal, it is not possible to bring all children under the scheme at once. For the present, school health services may be made available to primary school children, i.e., children between six to eleven years.

It would be a mere waste of time and money to continue the present system of medical inspection of children. The unsatisfactory results of the present school health services are attributable to : (a) carrying out of the medical inspection in a perfunctory manner; (b) the non-availability of remedial facilities; and (c) lack of follow-up even in the cases of those declared as defective.

The functons of the school health services should be the provision of health measures both preventive and curative. These should include the detection and treatment of defects and the creation and maintenance of a hygienic environment in and around the school. It should also provide measures for promoting positive health including the provision of supplementary food to improve the nutritional status of children, and health education. The school health services should also provide for the care of eyes, ear, nose and throat and of teeth.

All newly admitted childern should have medical examination first and then again after four years. The limited facilities available today do not permit medical examination at frequent intervals. Children who show serious conditions at entrance and those who show signs of defects and illness later, should have frequent examinations and follow-up.

The medical examination of each pupil should be thorough. Parents should be persuaded to be present during the medical examination of their children.

Adequate space should be made available for the medical inspection of school children.

Securing facilities for prompt treatment is one of the main functions of the school health service. Defects which can be treated at primary health units should be treated there and school health clinics should be held once a week.

Those which call for specialised treatment should be referred to nearest hospitals and transport provided for this purpose. Additional wards for children should be set up with the existing or new hospitals. The medical specialists should visit the primary health units periodically.

Prevention and control of communicable diseases in schools should be the responsibility of public health authorities. Care should be taken to promptly detect and isolate cases of communicable diseases. The class teacher, if properly trained, can spot out common communicable disease in his class.

Emphasis should be laid on compulsory primary and revaccination against smallpox immediately. Immunisation against diphtheria, whooping cough and tetanus should be made compulsory in the immediate future. Steps should be taken to manufacture the vaccine in India so that it may be supplied free. Steps should also be taken to immunise against polio in certain areas of the country where its incidence is reported. In areas where epidemics have known to occur with regular periodicity, it would be necessary to undertake such preventive measures as a routine.

In order to carry out the comprehensive school health service, it will be necessary to increase the staff of the primary health centre by at least one additional medical officer and four auxiliary nurse-midwives. But under the present circumstances, it will not be possible to achieve this ideal in the immediate future. Until such time as doctors become available in required numbers, one additional auxiliary nurse-midwife should be added to each centre to carry on the programme.

To attract the medical and health personnel to work in rural areas, certain incentives, such as better salary scales, facilities for housing, arrangement for schooling of their childern, attractive leave and travel facilities, periodical refresher courses in teaching institution and the grant of advance increments to those who work in rural areas should be given.

With adequate training in health education and school health services, it should be possible for the teacher to undertake certain functions connected with school health services such as : (a) observation of children with a view to spot out any deviations from normal health; (b) recording of height and weight and simple testing of vision and hearing; (c) maintaining of health records of children; and (d) giving First-aid.

The medical history and records of all students should be kept on cards filed in the schools. For the purpose of comparison, it will be necessary to develop uniform types of recording system containing relevant basic data.

Child counselling units in schools and child guidance clinics in the local health department should be established to start with in metropolitan cities where technical personnel and resources may be easily available for providing such services.

Till such time as the doctors and other trained personnel are available in adequate number for services in rural areas, school health services, as an interim measure, may be carried out in only a part of the area covered by the primary health unit. It should be possible for one medical officer to look after school health programme in a limited area covering about 2,000 children as against 6,000 children in the entire area.

In addition, four districts in each State may be selected during the Third Plan and school health services provided to all the children in the age group six to 11.

School health services may be provided in all the schools in corporations and municipalities. In any case, all the children studying in schools located in slum areas of cities and towns must be covered.

During the Fourth Plan period, school health services should be provided to : (a) all children in the age-group six to 11 in rural and urban areas; and (b) the children of middle and high schools in areas where facilities exist.

School Meal

The primary aim of the school meal programme should be to improve health and encourage sound dietary habits among children.

The school meal should provide approximately one-third of the dietary and nutritional requirements of children.

The school meal should be based on cheap nutrition and locally available foods. A sample menu may comprise a minimum of : cereals and millet—2.5 oz. ; pulses one oz. (or pulses 0.5 oz. and protein rich supplement 0.5 oz.); leafy vegetables—one oz.; non-leafy vegetables —one oz.; oil—1/4 oz.; and condiments and salt. This menu would cost roughly 10 nP. The cost of providing such a meal to each child would be roughly 12 nP per day including the cost of preparation of meals and other incidental charges of two nP.

As there is shortage of milk supply, at present, in our country, it should first be given to the infants, expectant and nursing mothers and pre-school children. There is, however, likelihood of some surplus milk which will be available to school children because for the next few years the majority of pre-school children cannot be reached as the number of institutions through which they can be reached is limited. It will thus be possible to provide milk to the lower age-group of six to seven years and possibly to others in the primary school age-group.

School meal for children should include the multi-purpose food or other locally available protein rich foods as a supplement. Plants for the manufacture of multi-purpose food produced at the Central Food Technological Research Institute, Mysore, should be set up in various parts of the country.

The catering colleges and catering centres planned to be set up by the Food and Agriculture Ministry to train personnel for catering establishments and prepare different types of delicious and nutritions foods should also undertake to prepare meals for being distributed in the schools located in the surrounding areas. They should also serve as modern central kitchens for the school meal programme and to popularise the use of inexpensive and nutritions food articles.

The potentialities in respect of production of fish and fish-meal which can constitute a part of school meal, should be explored. Facilities for improved haulage, quick refrigerated transport and cold storage of fish should be provided.

In every junior or senior basic school, wherever land is available, vegetables should be grown. Such fresh vegetables should constitute a part of school meal. Such facilities should also be provided at least in a few other schools in each of the community development blocks. Extension Division of the Agricultural Development should help the schools by giving seeds, implements, fencing material and technical guidance.

Expanded nutrition programmes similar to the one recently started in Orissa, should be taken up in other States. These projects should include the production and distribution of nutritionally valuable foods to vulnerable segments of population. They should also include nutrition education of people and training of personnel.

Every school should be provided with protected water supply and facilities for drainage; sanitary environment; facilities for storage; preparation and distribution of food; adequate space for feeding of children; and sanitary disposal of garbage.

It is necessary that the Government should support the school meal programme besides the contribution of the community at the rate of 50 per cent of the total cost.

For psychological and social reasons, there should be no discrimination between children from rich families and poor families in regard to serving of school meals. The parents from well-to-do families will naturally contribute more towards the community's share of the programme.

All children in the age-group six to 11 should be provided school meal during the Third Plan period. It is estimated that about 50 million children would be in Primary School by 1965-66. The number of children who may actually attend school, on most of the days, however, would be 40 million. It should not be difficult to provide meal to these 40 million children during Third Plan period if both internal resources and external assistance are utilised.

Any proposal about the external assistance towards this important programme, in the shape of food articles, should be favourably considered. The acceptance of external aid is suggested as an interim measure only. It should be possible to finance school meal programme through our own resources, as and when there is increased community participation, improvement in the internal resources, and in the food production in the country.

In case external assistance and community participation on a higher scale are not forthcoming in the early stages, school meal should be provided to roughly 14 million children during the Third Plan period. Apart from the community contribution in cash or kind, which is reckoned at 50 per cent of the total expenditure, the Government share on this programme would be roughly Rs. 42 crores. The remaining spillover will have to be carried over to the Fourth Plan period.

During the Fourth Plain period, the scheme of providing school meal should be extended to cover children of the middle schools also along with all the children of primary schools, who would have been covered by the end of the Third Plan period. Wherever possible, the students of high schools and colleges should also be covered.

Pre-School Child

A comprehensive health and welfare service for pre-school children should be introduced.

In order to provide such service, the existing institutions should be strengthened, and a machinery through which the activities of different social welfare organisations could be coordinated for undertaking programmes for improving nutritional status of pre-school children should be evolved.

The fist priority in regard to milk supply should be given to expectant and nursing mothers, infants and pre-school children.

In the past, large quantities of milk powder made available by UNICEF, have been left unused. The pre-school children in particular and even school children in many parts of the country did not receive milk due to unsatisfactory storage and distribution of milk powder. Immediate steps should be taken to remedy this situation.

Services of 'Balwadis', 'Mahila Samiti's', maternity and child welfare centres, health centres, clinics, and nursery schools, the pre-primary schools, pediatric centres of hospitals and social welfare and similar organisations should be utilised for the distribution of milk to pre-school children.

There is need to evolve suitable diets for pre-school children. This can be achieved by the judicious combination of the available food-stuffs which are rich in protein and others protective nutrients. It is necessary to produce such products on a regional basis.

It is estimated that, at present, it is possible to reach only 15 lakhs of pre-school children. They would require about 51 million lbs. of powder milk in a year if every child is given one-and-a-half oz. of milk powder per day. It is hoped that milk powder and vitamin supplements needed for distribution to these children would be made available by UNICEF and other agencies. The total cost of distributing 51 million lbs. of milk powder to 15 lakhs of children would be roughly Rs. 3.4 crores per year.

School Health Education

Health education should be included as a part of general education in the primary, middle and secondary schools. The Basic Education system, as expounded by Mahatma Gandhi, contains the essential ingredients of a school health education programme.

Steps should be taken to keep the school environment in a sanitary condition. The school administration should provide the right environment to promote health, prevent disease and furnish opportunities to children to practise food health habits.

School authorities should employ teachers who are in sound health and should take steps to see that conditions under which they are working are conductive to healthy living.

The health personnel should assist the teacher in carrying out his health education responsibilities. They should also help parents to provide facilities for the child to practise at home the health habits learnt at school.

The State Administration should play a vital role in the effective implementation of the school health education programme and in setting up standards in the State in accordance with the national policies.

The State Administration should take immediate steps to publish text-books on health education and to have health lessons included in other appropriate text-books. Books and teaching aids should be kept up-to-date with scientific health information and adopted to the developmental level of pupils for whom they are intended.

The Central Health Education Bureau, and the National Institute of Audio-visual Education in cooperation with appropriate advisers in various fields of education should develop "type" instructional material and teaching aids for use in school health education programme. These material should serve as guides for the States to develop their own aids and material.

In primary grades, the emphasis should be placed on practising healthful living. The teaching should be practical and related to the pupil's past experience, his home conditions and his present needs.

The learning experiences in middle classes should be 'life-centred' rather than 'book-centred'. In school where there are special subject teachers, the health content of the curriculum may be correlated with the specific subjects taught. Where the class teacher is responsible for all teaching in the class, he should be responsible for the health teaching as well.

The health curriculum for secondary schools should be carefully planned so as to avoid unnecessary duplications and serious omissions with appropriate health topics being incorporated with in the respective special subjects. Wherever facilities exist, health should be included in the list of optional subjects offered.

The draft syllabion health education for the children of the age-groups six to 11 11 to 14 and 14 to 17 prepared by the Committee on Health and Nutrition Education constituted by the Ministry of Education

should be adopted for health teaching in schools with slight modifications to suit local needs.

The School Health Education Section in the Central Health Education Bureau and the Student Health Education Units in State Health Education Bureau should be developed to provide leadership in different aspects of School Health Education.

Training Studies, and Research

The training programmes of the existing orientation and other training centres for doctors should be critically evaluated and re-organised to equip the trainees passing through them to play their role providing health care with understanding and faith in the preventive services.

The existing departments of hygiene run by part-time teachers in many medical colleges should be upgraded to the departments of social and preventive medicine Medical students should have sound background in the social and preventive medicine in their under-graduate curriculum.

The Indian Medical Council and Universities should examine the curriculum of social and preventive medicine with a view to provide sufficient emphasis on the health of the school child.

The field practising centres attached to the medical colleges should be provided with the required staff and equipment to facilitate provision of experience in the organisation and implementation of school health services.

Steps should be taken to arrange short-term cources and seminar with a view to provide adequate training to doctors in applied nutrition. Nutrition education should recieve special attention in the teaching of different subjects in medical colleges.

A short specialised course in school health service should be provided by the All-India Institute of Hygiene and Public Health for those who will be in-charge of administration of school health. Similar courses should be organised either at the field training centres attached to the medical colleges or at the proposed health demonstration districts.

The syllabus for the training of auxiliary nurse-midwives should be re-examined by the Indian Nursing Council with a view to include the subject of school health in the curriculum besides fundamentals of healthful school environment, principles of nutrition and treatment of minor ailments. The present curriculum of training of health visitors should also be reviewed with a view to see that sufficient emphasis is placed on the practical aspects of school health services.

For the training of sanitary inspectors, The curriculum formulated by the Director General of Health Services should be followed in all the sanitary inspectors' training courses.

In teacher training programmes, health education and school health should be a required part of training. The teacher should have the knowledge of the growth and development of children, personal health, community health, school health practices and methods of health education.

One teacher in each teacher training college or institution should be made responsible for coordination of courses and activities in health education. All such teachers should receive special training in health education and in principles and practices in school and community health. Health education at the post-graduate level should be provided at the National Institute of Education and in the zonal institutes being set up by the Ministry of Education and at the post-graduate centre for health education to be developed by the Ministry of health.

For the teachers who are already in service, special short-term courses should be organised in the local school organisations with the technical assistance from the health personnel. The Central and State Health Education Bureaux should guide and assist in the training of teachers health education.

Short-term orientation courses should be organised by training colleges or by local administrations to provide in-service training on health education to administrators and education officers.

Future school health and school meal policies and programmes should be developed from the results obtained through scientific surveys and studies. Studies and research are quite essential for making school health programme efficient, effective and economical.

School Environment

School buildings should be simple, safe, attractive and sanitary. In selecting the location of a school, consideration should be given to sufficiency of space for buildings and playgrounds, availability of safe water supply, possibility of drainage and sanitation. The surroundings should be attractive and protected from traffic hazards. The construction and maintenance of school buildings should be in accordance with the rules formulated by the States.

Every school building in urban areas where public water supply is available should have water supply connection and adequate number of taps. In rural areas an independent water supply system is desirable for each school. If that is not possible, earthen pitchers properly covered and with taps fixed to them should be provided.

In urban areas whatever drainage facilities exist, these should be extended to all schools. In rural areas, drains should be constructed for the removal of waste water.

Wherever drainage facilities exist, there should be hand-flushing laterines connected to sewers, if feasible or to septic tank disposal systems. In other cases, hand-flushing latrines as per the type design approved by the Central Public Health Engineering Organisation of the Ministry of Health should be adopted. Where water is scarce, a bore-hole latrine should be used with a simple squat plate having an aperture which should be covered after use.

The garbage should be disposed of according to the methods approved by the health authority.

The scale of food by hawkers in and around the school should be prohibited.

School Health Administration

The success and efficiency of school health and school meal programme depends largely on sound coordinated and effective administration. There should be greater understanding and cooperation between the health, education, agriculture and community development authorities at all levels. They should jointly assume responsibilities for policies and procedures for rendering these services.

As this should be one of the important projects for public participation under the Third Five-Year Plan, thle non-officials and the community should be closey associated in shouldering the responsibility for the programme.

The medical officer or the health officer of a particular area should have responsibility in carrying out school health services of that area. The local health authority should supervise and assist the school administration in maintaining healthy environment of the school.

The school meal programme should be the responsibility of the local administration and the education authorities. The Headmaster or the Principal of a particular school will be responsible for the implementation of school meal service with the assistance of the local committee. The latter should be responsible for raising the community share of resources.

Any organisational set up at the national, State or other levels should recognise and mobilise voluntary efforts of the community and agencies concerned in the health and well-being of the children. It should also facilitate maximum utilisation of limited resources of every department.

At the Centre, there should be a National School Health Council. Such a Council will facilitate co-operation and coordination of many individuals and groops that are concerned with the health of the children. It should provide a simple and orderly way of bringing together representatives of the community, professional and voluntary organisations and official agencies both at the Centre and States so that they may share in planning and implementing school health services.

The National Council comprising 40 members including a non-official as Chairman should be the Chief Advisory Coordinating and Supporting Body appointed by the Government of India, Ministry of Education. Its tenure should be three years.

The Council should have a permanent full-time Secretary who will be assisted by three part-time technical Joint Secretaries drawn from the Ministries of Health, Education and Food and Agriculture.

There should be new divisions in the Ministry of Education, Health and Food and Agriculture for giving effect to the School Health Programme, formulated on the recommendations of the National Council.

Each State should have a State Council of School Health comprising 25 members with a non-official as Chairman. The Director of Education and the Director of Health Services should alternatively be Secretary and Joint Secretary of the Council.

There should be a 'school health bureau or section' in the Health Department and school meal and health education bureau or section, in the Education Department in each State to implement the programme.

At district level, School health and School Meal Committees should be set up as sub-committees of the District Development Councils. The District Health Officer and District Education Officer should alternatively be the Secretary and Joint Secretary of the Committee. The District Health Officer should be responsible for organising and conducting school health services and the District Education Officer for school meal and health education programmes. The District Food and Agriculture Officer should look after the storage and distribution of food.

The district health and education organisations should be strengthened appropriately to plan, implement and supervise this additional work.

There should be School Health Committees at the block level. These committees could be sub-committees of the Block Development Council. The medical officer of the primary health unit and the inspector of schools should be the Secretary and Joint Secretary of these Committees.

At village level, local school health committees should be constituted. These should include representatives of the village panchayat, representatives of welfare organisations, if any community leaders interested in school health and the local health staff, with the senior headmaster as the Secretary. These committees should mobilise the community to make programmes continous and self-supporting.

HINDU RELIGIOUS ENDOWMENTS COMMISSION, 1960—REPORT

Delhi, Manager of Publications, 1962. 524, III p.

Chairman : Dr. C.P. Ramaswami Aiyar.
Members : Shri Sankar Saran ; Shri Mahabir Prasad ; Swami Harinarayananand ; Shri P. Kameswara Rau ; Shri K. Vankataswami Naidu ; Shri K.C. Sen.

APPOINTMENT

By notification G.S.R. No. 233 dated the March 1, 1960, in the Ministry of Law (Legislative Department) the Government of India constituted on the March 1, 1960, under Section 3 of the Commissions of Inquriy Act, 1952 (60 of 1952), a Commision of Inquiry called the Hindu Religious Endowments for the purpose of making an inquiry into certain matters connected with Hindu public religious endowments.

TERMS OF REFERENCE

(a) To examine generally the institution of Hindu religious endowments and to recommend the classes of such endowments which should be treated as public religious endowments ;

(b) To inquire into the manner in which Hindu public religious endowments are being managed and the resources thereof are being utilised, and to recommend ways and means for the proper management of such endowments and the proper utilisation of their resources ;

(c) In particular, to inquire into the manner in which holders of offices in relation to Hindu public religious endowments are being chosen, whether by way of succession, nomination or otherwise ;

(d) To examine whether the existing arrangements in regard to the manner in which holders of such offices are being chosen are satisfactory and if not, to suggest ways and means for improving the same ; and

(e) To inquire into and report on any other matter relevant to any of the matters specified above, which, in the opinion of the Commission, requires to be inquired into.

CONTENTS

Introduction ; Historical Background of Temples, Mutts and other Religious Institutions ; Legislation ; Private and Public Religious Endowments ; Archakas, Pujaris, Pandas and Other persons connected with Temple Service ; Trustees ; Utilisation of Surplus Funds and Application of *cy-pres* doctrine ; Succession ; Jain and Buddhist Endowments ; Irregularities and Malpractices ; Management and Administration ; Religious Trusts Bill, 1960 ; Land Reform legislation in so far as it affects the Income of Endowments ; Amendment of the Constitution ; General ; Summary of Recomendations and a General Summing up ; Epilogue ; Appendices I to XX ; Bibliography.

RECOMMENDATIONS

This Commission is definitely of the opinion that those States where there are no enactments governing Hindu religious endowments (namely, Assam, Punjab, West Bengal and Uttar Pradesh), should speedily undertake suitable legislation in this behalf.

This Commission desired to suggest to the Central Government the desirability of bringing into operation a uniform pattern of lagislation dealing with the administration and management of religious endowments of all the communities in India whilst making such special provisions as may be necessary to deal with the special problems of the religious endowments of individual communities. Such legislation has, naturally, to be undertaken only after ascertaining the views of the communities, which have not been included in our survey.

Such uniform legislation may incorporate with advantage the provisions of clauses 5, 11, 12, 13, 14 and 15 of the Religious Trusts Bill, 1960.

The legislation recommended by us relates to topics which appertain to the concurrent list in the schedule to the constitution. Where State legislation has already been undertaken and implemented, the suggestions that we make will superseed the provisions of the local legislation to the extent to which they are inconsistent with our recommendations. Where States have not passed any legislation regarding religious endowments the provisions that we have recommended will be embodied in a statute which will apply *suo motu* to those States unless and until they pass legislation carrying out the objectives of our recommendations.

No claim of a proprietary nature on the part of archakas, pujaris or pandas in offerings made by devotees to temples should in our opinion be recognised.

Subject to what follows in (5) below, if offerings or gifts for his services are made to an archaka, panda or pujari personally on account of the veneration and respect due to that person, then they will inhere in the person in question and be treated as his own, but in such a case they should be received and kept separatly and distinctly and should not be mixed with the offerings made to the dity as a juristic entity. Where offerings are made to a temple without specially designating whether they are to the officiating priest, mahant, archaka, etc., or to the deity, then they should be treated as belonging to the deity as a juristic entity.

It is essential to lay down that where the public or a section of the public have traditional customary and unrestricted access to a temple, it should be treated as a public one and that even in cases where a temple is maintained within residential premises if offerings and gifts are received by the temple authorities from the public or a section thereof at the time of worship or other religious service, it should be treated as a public temple and should cease to be treated as private one.

In the case of temples, the trustee or shebait should not be allowed to claim any personal or proprietory interest in the management of the institution and the offerings and donations and gifts made by worshippers to the deity and should be strictly accountable to the public for them. The Constitution should, if necessary, be amended so as to make the position absolutely clear, thereby preventing the possibility of any trustee or shebait attempting to prefer any such claim to absolute or heritable ownership in future either in his office or in respect of gifts and offerings by devotees. Of course, if in any institution, a shebait, archaka or pujari engages in any religious service, he may be adequately remunerated for such service but the right to the office of shebair and emoluments thereof should not be regarded as private property.

Where offerings are made to the head of a mutt and are not earmarked or specially designated as personal gifts or donations to him they should be regarded as the property of the mutt and should be utilised for the purposes of the mutt.

All mutts should be treated as public religious endowments in the sense that the public or a substantial portion of the public is interested in their upkeep, conduct and management.

The original purpose of all mutts should be recognised as comprising religious instruction and propagation of religious tenets of sampradayas and the teaching and training of monastic and lay disciples and followers.

Having regard to the long continued practice and traditions of many matts, the property rights of the head of the mutt in offerings known as padakanikas and pranamis may be recognised to the extent that while the head of a mutt has a right to disburse them at his discretion during his life time for furtherance of the objects and purposes of the mutts and religious and charitable objects consistent with those objects and purposes, any of those or their proceeds remaining undisbursed at the end of his life, should automatically vest in the mutt. It is of course to be understood that the head of a mutt being a religious preceptor and not a bare trustee is entitled to spend the income of the mutt whatever be the source for the maintenance, accommodation and legitimate travels of himself and his sishyas and disciples suitable to the status and dignity and traditions of the mutt and so as to carry out the essential objectives of mutts—namely the propagation of the tenets and sampradaya of the mutt in question and for the propagation of Hindu religion and culture generally.

There are provisions in the Civil Procedure Code exempting certain persons from personal appearance in courts. It is for consideration whether this privilege should not be extended to the accredited and recognised heads of mutts of accepted sanctity and authority.

Every State should set up in one or more important Hindu religious centres schools or institutions wherein archakas, pujaris and pandas are given instruction in agamas, archana, puja-paddhati, rituals, etc., according to a prescribed syllabus with provision for both elementary and advanced training. The elementary training should provide for (a) a working knowledge of Sanskrit, (b) a knowledge of the agamas, rituals and mode of worship of the respective sampradayas to which the archakas belong and the sthalpuranas of the institutions to which they may be, or are attached, and (c) a good working knowledge of the regional languages so as to enable them so explain to worshippers with facility the meaning and significance of the mantras and archanas.

Advanced training should in addition provide for the study of selected Shastras and the Darsanas or philosophies of Hinduism in general with particular emphasis on the tenets, etc. of the sampradaya to which the archakas belong. The institution should provide for refresher courses for the archakas already serving in the temples and part time courses for such Hindu students from secular educational institutions who may volunteer for such training in their leisure hours. There may be a system of awarding stipends to students who are willing to take up such training, preference being given as far as possible to the students from the families of the hereditary archakas and pujaris. The training should be organised in such a manner as would cater to the needs of the main sampradayas in the State. The institutions should be financed from the surplus funds of the religious institutions of the main sampradayas pooled together on a Central basis or in different centres or

regions from the pooled funds of a group of temples pertaining to a particular sampradaya, whichever course may be found appropriate.

Provision should be made for prescribing minimum qualifications for the archakas to perform archanas or puja in the temples. We recommend that such qualifications may, subject to suitable modifications in view of the local conditions, be (a) working knowledge of Sanskrit, (b) a good knowledge of the mantras agamas, rituals and (c) a knowledge of the sthalapurana and traditions of the institution to which they are attached or may be attached.

They should in addition be proficient in the regional languages so as to enable them to explain with facility the meaning and significance of madtras and archanas to pilgrims, devotees and worshippers. Further they should possess a good moral character and basic learning so as to inspire reverence in the worshippers.

Hereditary rights of succession wherever archakas and pujaris enjoy such rights need not be abolished. However, every archaka, whether hereditary or non-hereditary, should be required to undergo some minimum tests of fitness and should qualify himself to perform his duties efficiently and properly. If the hereditary archakas are not so qualified, they may be required to appoint qualified deputies in their places until they or their descendants qualify themselves. In the matter of appointments first preference should be given to qualified persons who have a hereditary right.

As already indicated the archakas, pujoris, etc., should not be allowed to have a proprietary right to any part of the offerings made before the deity. They should also not enjoy any proprietary right of custody of the jewels and other valuable articles belonging to the temple. If necessary, the Constitution should be amended to make this point clear.

It is absolutely essential that archakas and pujaris should be ensured a minimum living wage and their emoluments fixed in suitable grades for various categories in order that they may not resort to beggary or extortion. They should also be allowed the benefit of a provident fund and pension at least in the case of big temples which can afford the same. The facility of free residence, near the temple, should also be provided as far as practicable.

The minimum emoluments even in the case of archakas in small temples should be at least at Rs. 60 p.m. in addition to dearness allowance and other allowances admissible to persons in Government service in the corresponding grades in the State service.

In cases where temples are, out of their own resources, unable to afford such payments, the pooling system already adverted to in respect of the income of temples of the same sampradaya should be resorted to.

The conditions of service of archakas and pujaris should be prescribed by rules and should inter alia provide for fines and suspension or removal from their office for misconduct or negligence of duty, disobedience of the directions of the trustees or other authorities concerned with the affairs of the temples. Adequate provision should be made for a right of appeal to a superior authority against the decision of a subordinate authority awarding punishment particularly in the matter of suspension or removal from office or reduction in emoluments.

A code of conduct should be prescribed by rules for the archakas.

A tariff containing a regulated scale of fees payable by the worshippers at the temples concerned for services like utsavas, pujas abhishek, etc., should be prescribed and prominently exhibited in the temples. Persons should in all cases be issued receipts for the amounts paid by them.

The State laws wherever they exist or are under contemplation should make suitable provision to implement the foregoing recommendations.

As one of the primary objects of temples there should be a provision for reading and exposition of the scriptures. Puranas, etc., (especially of those relating to the institution and the presiding deity) and discourses thereon in a manner relevant to and in conformity with the sampradaya of the temple or mutt concerned and provision should be made for this purpose within the premises of the temple or the mutt or in some other suitable place. Provision should also be made for indicating religious and ethical ideals in the minds of worshippers and the visiting public by the exposition of scriptures and their episodes and extracts from the Puranas, Itihasas, etc.

Arrangements should be made daily and/or on the occasion of an utsava abhishekam or archana for the giving of a full account for the benefit of the pilgrims in the regional language, of the history of the temple and its traditions and significance. These discourses should be based on the relevant scriptures, Puranas and traditions and be designed to inform the lay public of the details regarding the temple and the import of the various ceremonies performed and the prayers actually offered. We recommend in this connection the system in vogue in the Badrinath temple and some other temples in the country.

Trained religious teachers may, wherever practicable, be employed on a whole-time basis to go round a manageable group of institutions belonging to a particular sampradaya placed under their charge in order:

(a) To guide and supervise the work of archakas and

ensure that worship in a temple is conducted properly in accordance with the tenets and usages of the sampradaya concerned; and

(b) To give discourses, lectures, etc., to the members of the Hindu public so as to bring about religious revival and enlightenment.

The State laws particularly in Northern India (wherever such exist or are under contemplation) should specifically provide for controlling and regulating the activities of the pandas. Their compulsory registry and a specified scale of fees and disciplinary jurisdiction over them in the case of misconduct or extortion should be invariably laid down.

Pandas in important Hindu religious centres should be encouraged to organise themselves to act as qualified pilgrim guides. Adequate arrangements should be made to help them by providing a short course of training.

A system of licensing of pandas should be brought into vogue and none other than those licensed should be allowed to officiate as priests or act as guides. A code of conduct should be prescribed by rules.

There should be provision in the State laws enabling Government to lay down the maximum and minimum charges for particular services randered by pandas and the scale of charges should be prominently displayed on notice boards in the temple; and pandas who take more than the prescribed maximum charges from pilgrims or harass them in any other manner should be dealt with by way of suspension or dismissal and cancellation of their licenses.

Some type of queue system should be introduced in all important temples where pilgrims in large numbers congregate. The system followed in Tirupati can with advantage be adopted.

Wherever pandas officiate as priests or perform other services in the temples, it should be insisted that they should be duly qualified for the duties which they are expected to perform. In the case of persons having hereditary rights, they should be required unless and until they are personally qualified to nominate qualified deputies for the jobs and to hold themselves responsible for all the acts done by their deputies.

Pandas also should have no proprietary right to any part of the offerings made by worshippers to the deity in the temples. Wholly voluntary gifts made to them personally stand on a separate footing and if specially meant for them personally and not for the institution they may be treated as their own.

In all States having at present no enactment with regard to religious endowments, it is necessary inter alia to set up by statute a well defined machinery to exercise effective control over trustees who are responsible for the day-to-day management and administration of the institutions, following the pattern set up by the States who possess such enactment, local variations may of course be found necessary.

There should be adequate provision in such legislation for the maintenance of proper accounts, audit of such accounts, framing of budgets, etc., by the trustees or other persons in charge.

The appointment of trustees, their selection or election, their administration in regard to religious matters and the power vested in them to use the funds of the trust with a view to furthering the objects of the trust may be regulated in accordance with general and local custom and usage in consultation, wherever practicable, with accredited and reputable representatives of the sampradaya concerned and others who may be specially qualified to advise on Hindu religion and religious practices. There should be however, adequate provisions so as to enable the authorities to interfere effectively, whenever it is found that the above objectives and purposes are not duly carried out or are frustrated.

In all cases, as regards the current revenues, if the budget is properly drawn up the true suprlus can be ascertained. Where the objectives of an endowment are clearly specified in a trust deed, court scheme or other document or are undisputed there will be no difficulty in finding out what sum would be left after those objects have been duly carried out such sum would be the surplus. Where no specific objects can be discerned from documents or the custom and usage of the institution the recommendation made below as regards obligatory objects and discretionary or optional objects should in our opinion apply, subject to such priorities as may be appropriate in each case and to the amounts considered adequate in respect of each of such objects. These two limitations would be matters for consideration when budgets are prepared.

If there are surpluses available in any religious institutions, we think that it ought to be their primary objective to arrange for intensive and liberal education in the ideals and doctrines that have found expression in these institutions. For this purpose the surpluses of institutions following the same sampradaya may usefully be pooled together to enable the starting of centres of instruction in selected places. The curriculum and course of studies may be framed on the analogy of the theological universities of the West and of Taxila, Nalanda and Kanchipuram in the past. With reference to Nalanda, especially, there are ample materials for such a purpose.

Contributions for the establishment of centres of instruction referred above may be made from endowments wherever possible voluntarily, but power may be taken by legislation to require the managements of endowments to make such contributions where there is a definite and ascertainable surplus.

A common good found on the lines of that provided

Ref. 242 / 7253.

for in Section 97 of the Madras Hindu Religious and Charitable Endowments, 1959 (22 of 1959), might be created in all States and funds thus available be utilised not merely for renovation and preservation of temple in need of help and for the promotion and propagations of the tenets common to all or any class of religious institutions but also as stated above, for the performance of the essential services in temples which have no resources even for such services.

It would be very advantageous if on a voluntary basis the same type of common good fund can be inaugurated in the case of the mutts either generally or mutts following the same sampradaya, for the purpose of carrying out either for the benefit of whole Hindu community or for the mutts of a particular sampradaya the original purposes of such institutions.

We consider that it would be desirable to divide the objects and purposes of religious institutions into two categories one obligatory and other desirable or optional for the purposes of utilisation of funds. We would suggest that the following may be considered to be the obligatory objects or purposes :

1. The due maintenance of the object of the institution and the proper performance of the services therein in conformity with or 'dittam' namely what is ordained or prescribed.

2. Payment of the salaries or allowances due to the archakas and pujaris and other servants of the institution and the adequate training of these functionaries such as archakas, adhyapakas, Vedaparayanikas and othuvars (reciters of holy texts).

3. The due discharge of liabilities of loans binding on the institution.

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4. The repair, renovation or extention of the buildings connected with the institution. Due care should be taken that adequate provision is made for these purposes.

5. The contribution to the reserve fund of the institution which may be fixed at five per cent of the income.

6. Maintenance of a working balance.

The desirable or optional objects may be the following :

1. Arrangements for providing amenetie; to the pilgrims, e.g., accommodation, food, water supply, lighting, sanitation and supply of wholesome food, where the custom of naivedyam or bhog obtains.

2. Grant of aid to other religious institutions which are poor or in needy circumstances, of the same sampradaya as far as possible.

3. Flower gardens and goshalas.

4. Propagation of the tenets of the temple and the fundamental of Hindu dharma common to all sampradayas.

5. Publication of agamas and history of the temple, provision of libraries with religious books and publication of religious literature and making them available to the public free of cost or at a nominal charge.

6. Provision for religious discourses and kalakshepams.

7. The grant of scholarships or stipends to Hindu students who study in educational institutions and also undertake to study the Hindu religion and be examined as to their progress.

8. Promotion of temple architecture, sculpture and fine arts.

9. Establishment and maintenance of institutions wherein both modern as well as Hindu religious education is imparted.

10. The establishment and maintenance of colleges or institutions for the study of Hindu religion, philosophy, vedas or the agama sastras or contributions thereto.

11. Establishment and maintenance of orphanages for Hindu children.

12. Establishment and maintenance of asylums for leper patients and/or persons suffering from other serious ailment.

13. Establishment and maintenance of poor homes for destitute and physically disabled Hindu widows, aged people and children.

14. Establishment and maintenance of hospitals and dispensaries for the benefit of pilgrims, worshippers and devotees.

In case of mutts, the funds should primarily be spent on the expounding and popularising of the tenets of Hinduism or of a particular sampradaya and for training and teaching disciples. Such teaching and training may be entrusted to persons belonging to the categories of qualified sadhus or qualified lay teachers. If any surplus is left after fulfilling the primary objects, it may be expended on desirable objects indicated above.

The doctrine of *cy-pres* should be applied to the surplus funds of religious institutions and where there is no statutory provision for such application definite provision should be made on the lines of those contained in Sections 35 and 56 of the Bombay Public Trusts Act, 1950, and Section 66 of the Madras Hindu Religious and Charitable Endowments Act, 1959.

Provisions on the lines of Sections 13 and 14 of the U.K. Charities Act, 1960, may also with advantage be adopted in our laws for the application of the doctrines of *cy-pres*. The doctrine of *cy-pres* in the opinion of the Commission is not in essence different from the basic Hindu definition of Ishta and Purtha as comprising both religious and charitable objects.

The system of hereditary succession to trusteeships or other offices in temples, wherever it exists, may be allowed to continue. It is, however, necessary for the administrative authorities to have control over the above functionaries in the same manner in which they are having control over the non-hereditary ones.

So far as succession to the headship of mutts and temples is concerned, each institution should be allowed to follows its own prevailing custom usage or tradition, where it is clearly established.

The persons who succeed to the headship of mutts should possess the following essential qualifications :

(a) They should be men of unquestionable moral character and religious temperament.

(b) They should be fully conversant with the particular systems of philosophy of the institutions of which they are the heads and also be able to expound the tenets of the concerned sampradaya to the disciples and devotees.

Matters like claims to hereditary trusteeship and other similar offices in temples, succession to headship of mutts and determination of the suitability of persons who succeed to the headship of mutts with reference to their qualifications should in case of dispute be decided by a statutory Tribunal to be set up for the purpose.

The Hindu Succession Act, 1956, should not be made applicable to succession to headship of religious foundations.

The Hindu Succession Act, 1956, may be amended, if necessary, to make it clear that the property acquired by and belonging to a sanyasin would not pass to his blood relations in the poorvashrama family. Similarly, a sanyasin who has served connections with his natural family should have no claims to property of a non-sanyasin who was related to him by blood in his poorvaashrama days.

Hindu temples may with advantage pool their resources and undertake the work of repair and renovation on the lines on which this work is being done by the Jain Community.

Large accumulations of Jain trust funds particularly Devdravya and Gyandravya which are reported to be lying idle and unused should be diverted with suitable safeguards for utilisation on objects designated by those expressions elsewhere or on objects nearest to the original objects in the respective Kshetra. Surplus funds in the Gyan Kshetra or a substantial portion of such surplus on a percentage basis may be pooled together at least in States where Jain shrines and institutions are concentrated (for example, in Mysore, Maharashtra, Gujarat, Rajasthan and Bihar) and the money may be utilised towards organising some centres in the country on a zonal basis for the study and spread of Jain philosophy. Similarly, funds from the accumulated surpluses in Dev Dravya may also be pooled together for the purpose of repair and renovation of Jain temples.

The Tribunal contemplated by the Commission after consultation with the persons and interests concerned should be empowered to divert the surplus funds of a particular Kshetra to finance a deficit trust so as to be utilised for identical purposes. In the case of Digambar Jains this pooling or diversion of funds should be a comparatively simpler affair as they have a single fund known as 'Bhandar' which can be used for any good object.

The States concerned should scrutinise their laws so that a proper machinery for administering the aforesaid pooled funds may be brought into existence.

In all matters of importance, e.g., diversion of funds in the various Kshetras, utilisation of funds pooled from various sources, matters of religious practices, etc., the authorities including the Commissioners and the Tribunals should act in consultation with prominent Jains belonging to the Swetamber and Digambar groups, as the case may be, either in their individual capacity or as office holders of important and representative Jain organisations in a State.

Jain trusts, like all other trusts, should also be required to frame budgets, keep regular accounts and submit such accounts for audit.

As far as possible, no vested interest should be allowed to be created in the management and administration of Jain trusts.

We are of the view that the same type of supervision and control is appropriate in respect of Buddhist endowments as in the case of Jain endoments. In all cases of importance, the authorities before taking important decisions as to management and administration should consult accredited organisations and representatives of the Buddhist faith.

The authority in charge of Hindu religious endowments in each State should exercise the utmost vigilance in preventing alienations or misappropriations of their property, and where alienations have already taken place, he should take speedy action wherever practicable, to have such alienations set aside and the alienated properties restored to the endowments concerned. Alienated property and its proceeds should be followed in the hands of the alienees who should be made accountable for the proceeds.

We are definitely of the opinion that Articles 134B and 134C in the First Schedule to the Indian Limitation Act, 1908 (9 of 1908), should not apply to alienations by the incumbent of a mutt or the manager, trustee or dharmakarta of a temple, which are colourable or for inadequate consideration and that there should be no limitation in respect of proceedings to recover or to follow up and obtain an account of the proceeds of the institution in the hands of alienees.

Section 10 and Articles 134A, 134B and 134C of the

Indlan Limitation Act, 1908 (9 of 1908) should, as Indicated above, be amended so as to provide, whether against the trustee or his alienee, for suits in such cases to follow the trust property or its proceeds and to implement the accountability for the proceeds in the hands of those who are liable to such accounts. Such suits should be exempt from the bar of limitation.

If the implementation of the recommendation above attracts any of the provisions as to fundamental rights of property, the Constitution should be suitably amended so as to clarify and place beyond all doubts the status and obligation of the matadhipatis and dharamakartas, shebaits, managers and trustees of temples and other religious endowments.

Provisions on the lines of those contained in Section 109 of the Madras Hindu Religious and Charitable Endowments Act, 1959, should be embodied in other State enactments to prevent wrongful alienations. Provisin should also be made to declare that any alienation made in future without the requisite sanction of the authority concerned will be *ab initio* null and void.

We are strongly of the opinion that where the custom or usage is that the head of a religious institution should be a celibate, he should not be permitted to marry and that where he marries in violation of such custom or usage, steps should be taken to remove him immediately.

Six out of the seven members of the Commission are of the view that the executive administration of temples by a single officer will be more expeditious and efficient than administration by a body of persons or Board of Commissioners.

The appointment of Commissioners in the States should be made by the Governor of the State in his individual capacity after such consultation as he deems to be necessary with the religious and secular interests concerned.

We do not favour the continuance of advisory boards or committees whose utility has been shown to be very limited and which have in practice been very ineffectual. It has been found by experience that such bodies tend to the creation of factions and vested interests by reasons of which administration is impeded of nullified.

Whenever there is any disputed question relating to religious usage of a particular institution or sampradaya, the Commissioner should after consulting qualified persons belonging to sampradaya or sect concerned from out of a list of assessors to be maintained by him, be entitled in cases of emergency to pass orders subject to the ultimate jurisdiction of the Tribunal referred to hereinafter.

There may be a Central Committee composed of leading members (including both lay people and sadhus and sanyasis) who may be available for consultation so as to enable the Tribunal referred to hereinafter to obtain authoritative and practical solutions to the questions coming before it. The experiment of forming such a committee should be tried. It cannot be forgotten that the success of the experiment will be wholly dependent on the eminence and influence of the members of such a committee and their determination to take a detached view and arrive at harmonious conclusions.

The Commissioners in the States should have no powers of appointment and removal of trustees as under certain enactments now in force; such powers should be vested in the Tribunal referred to hereinafter. In cases, however, where a matadhipati dies or is removed or for other reasons is not able to function, and there is no one duly selected to succeed him, or where on account of any act of clear misconduct, misappropriation or other breach of trust, it becomes necessary to take urgent action the Commission may be empowered to suspend the person in default and where necessary, to make temporary appointments to the office concerned and to take all other requisite measures and make a report as soon as practicable to the Tribunal for final orders. His action should be operative and valid until such final orders are passed by the Tribunal. In the case of temple trustees, dharmakartas and other functionaries the powers vested in the Commissioner may be on the lines of those laid down in the Madras and Andhra legislation the subject.

Appeals against the decisions of the Commissioner may be preferred to a duly constituted Tribunal which may, besides appellate jurisdiction and revisional jurisdiction over State Commissioners have exclusive origional jucisdiction in the following matters:

(a) Succession and appointment to hereditary offices such as hereditary trustees, heads of mutts, etc.

(b) Determination of what are matters of religion or essential religious practices and what are ancillary accretions or unessential accretions.

(c) Such other matters of basic importance in relation to the conduct and management of temples and mutts as in their opinion demand adjudication or decision having regard at the same time to such proved custom, usage or tradition as the Tribunal may find to be established.

The tribunal may consist of five or more members who are Hindus by faith and conviction believing in Hindu scriptures and temple worship. It should include at least:

(a) A judicial member who has been or is eligible for being appointed as a High Court Judge and who is to be its President.

(b) A member who has held a senior administrative office under the Government and has had adequate administrative and or financial experience for not less than ten years under Government.

(c) A members who is specially conversant with Hindu scriptures and religion and religious practices and with the working of Hindu religious endowments.

The Tribunal should be empowered to consult as assessors such leaders of the denomination or sampradaya concerned and such others as are generally recognised to be fit to give advice in matters pertaining to the sampradaya, custom or usage coming up for decision before the Tribunal. Such other persons or organisations as may be specially competent in this behalf may also be consulted.

The Commissioner may be authorised to refer to the Tribunal for its opinion, advice or adjudication any matter or question as to which he feels the necessity for such guidance.

The members of the Tribunal will be appointed by the President of India on the advice of a committee of eminent and impartial advisers chosen by him. The members will enjoy a term of office of five years renewable for not more than an additional term at the discretion of the President. They will be governed by such conditions of service as may be prescribed by rules.

The Tribunal may function in as many benches as it considers expedient having regard to the quantum and nature of work. Every such bench will consist of at least three members with the qualifications as already indicated. Benches may be constituted as far as possible for each State or a group of contiguous States. Attention in this connection is invited to tne constitution of the Income tax Appellate Tribunal. The Tribunal proposed by us may also be given the power to co-opt as full members not more than two persons on each occasion who are especially competent to offer opinion and advice on any particular matter or matters coming before them.

Appeals against the decisions of the commissiners at present lying to the State Government or courts concerned should hereafter lie exclusively or the Tribunal.

Litigation under Sections 92 and 93 of the Civil Procedure Code involves an often unrecompensed expenditure of money and energy on the part of the members of the public setting the law in motion. The person in possession is able to utilise the funds of temple or mutt in question and can prolong the litigation indefinitely. It should be provided that in all such legal proceedings the defendent should be made personally liable for costs when he has been in the wrong, and unless his contentions are found to be just and are upheld he will not be entitled to spend the funds of the institution.

Many trustees, archakas and pujaris have insisted that the quantity of grain, milk, ghee, oil, incense and many other articles required for worship in the temple must not be deviated from, not withstanding the changed circumstances and enhanced prices of the present day. The judgment of the Supreme Court in the Dargah Committee, Ajmer *versus* Syed Hussain Ali (A.I.R.1961 S.C. 1402) inter alia with regard to the question of what would constitute an essential or integral part of religion or as essential religious practices may be construed as indicating that the exact quantity of commodities required for worship should not be regarded as matter of fundamental religion but as a matter of religious practice or observance which can be modified to suit altered circumstances. It does not appear that the articles in the Constitution relating to non-interference with religion can and should be so applied as to stereotype quantities and values which may change from time to time. If, however, for any reason it is considered necessary to amend the Constitution to make the above position clear, this should be done.

It is absolutely essential that every religious institution should prepare and submit detailed budget estimates of income and expenditure and also maintain accounts in prescribed forms and that these accounts should be audited carefully, the author not necessarily confining himself to a mere formal scrutiny of vouchers placed legislation which is sought to be introduced or passed with reference to religious endowments.

It is desirable that provisions of the Religious Trusts Bill, 1960, should be made applicable to all communities like Muslims, Christians, Parsis, Jews, Sikhs, etc., and Clause 34 thereof omitted.

In sub-clause (1) of clause 11 of the above Bill, in the proviso, for the words 'five thousand' substitute the words 'one thousand'.

In regard to the proviso to sub-clause (3) of clause 12 of the Bill, the majority of the members are of the view that in the case of any trust having an annual income of less than 10 thousand rupees, the trustee may appoint a part-time or full-time accountant after consulting the commission.

With regard to clause 17 of the Bill we are of the opinion that the provisions of Sections 13 and 14 of the U.K. Charities Act, 1960, with suitable modifications, may be incorporated.

Clause 20 in the Bill is not necessary in view of our recommendations contained in the chapter relating to Management and Administration.

Lands held by religious institutions to the extent they

are under the direct management of such institutions may be kept out of the purview of the land ceiling provisions so that the institution may be able to utilise the income from the lands for their purpose.

So far as lands which are under the cultivation of tenants are concerned, it would be difficult and invidious to get them exempted for the normal provisions of the tenancy legislation applicable to lands owned by others. Where such lands are settled with tenants, institutions concerned should be given a perpetual annuity equal to the average annual income from these lands for, say, six years preceding the date of taking over of such lands. While fixing the annuity, due weight should also be given to the increase in the market prices of the lands.

In addition to our other recommendations for the amendment of the Constitution, the Constitution may also be amended to elucidate the following points:

(a) That temples, matts and other institutions to which the public resort as of right and/or by tradition or custom for the purpose of worship or religious training or discharging vows and/or institutions that accept gifts, donations and offerings from the members of the public without the right to refuse such offerings should be treated as public trusts in the sense that the public or section thereof are interested in and have the right to enforce their proper administration and management. The special position of the matadhipati as different from a bare trustee has already been dealt with.

(b) The fact that the management of the temple or the mutt is in the hands of persons or groups historically connected with the foundation of the institution or in the hands of persons who claim to have acquired proprietary or other vested interests in the image or the temple associated with an image can make no differences with regard to the essential character of the institution.

(c) All mutts whether managed by celiberate or non-celibete persons, having been originally founded for the purpose of training and gathering together a band of persons commonly devoted to the study, understanding or propagation of particular doctrines, dogmas, rituals, practices or ideas and being primarily charged with the duty of instruction and propagation of particular aspects of religious belief can never be regarded as private institutions although the head of the institution or the matadhipati may on account of personal or traditional holiness or learning or possession of extraordinary gifts (e.g., of healing and so forth) attract a number of disciples and followers who are willing to recognize the personal status of the person by gifts or offerings. In these cases also these gifts and offerings are made to the personage concerned by virtue of his office in addition to his personal attributes. Such gifts and offerings can never be private property in the ordinary sense of the term as stated above although a portion of the income or accumulation of the mutt properties may be utilised for the maintenance and proper dignity and traditional status of the head of the mutt and the maintenance not only of the matadhipati but of his followers, sishyas, and his establishment and customary travels and the functions and ceremonies associated by custom and usage with the traditions of the mutt.

The Bharat Sadhu Samaj may become, if properly organised, regulated an disciplined, and instrument for carrying out the task of religious and ethical instruction of the masses and especially of the youth of the country and for the dispensing of relief to the poor, to the aged and to the diseased.

We feel that for the achievements of the objectives of the Samaj, that organisation required more thorough consolidation and carefully designed arrangements about preliminary screening and training of the Sadhus engaged in the tasks envisaged by the Samaj and also about the scrutiny of the activities of its units.

We have come to the conclusion that while there is a case for the training of Sadhu missionaries in the larger interests of the public in general and Hindus in particular, it is absolutely essential that the persons selected for such training should be thoroughly screened and the training confined only to undeniably qualified persons fit in all respect for the task. In our view such missionary activity, if at all it is to be effective and supplemental to the official and non-official efforts in welding together the centrifugal elements within the Hindu fold and achieving the wider perspective of emotional integeration of communities with varying creeds, beliefs and religions inhabiting our country, should eschew all activities and utterances tending to create or widen any schism between the various religions followed in India or between the various sects or subsects among Hindus or between religions which are in fraternity with the Hindu religion like Jainism, Buddhism and Sikhism.

Shri Badrinath Temple

Dr. Sampurnanand has suggested that some of the palatial buildings owned by the Badrinath Temples Committee at Dehradun, Lucknow, Calcutta, Bombay and at other places may be disposed of and the money utilised in constructing shelters for pilgrims where they are badly needed. We feel that this suggestion is valuable and should be carefully considered by the authorities concerned.

The Temple Committee should build its own dharamshalas, rest houses, etc., at Badrinath and also at a few other convenient places en route Badrinath and have full control over them? Donations received in this behalf should of course be welcome and given due publicity and prominence in other suitable ways. The Committee should provide for a better equipped hospital with more beds.

The canteen run by the Committee at Joshi Mutt should be expanded and a few more canteens opened there to meet the needs of a large number of pilgrims. The Committee should also run a canteen at Badrinath and at least one on the route from Joshi Mutt to Badrinath.

The sanitary arrangements en route and at Badrinath are imperfect. Speedy steps should be taken to improve these amenities.

The work and programme of the Kali Kamliwala Trust may be scrutinised and if necessary supplemented so as to make for the more adequate convenience of the pilgrims.

Shri Kedarnath Temple

The Temple Committee should undertake the construction of rest houses equipped with flush latrines for the benefit of the pilgrims. There are many water-falls in the place and it should not be difficult to provide proper sanitary arrangements.

The Committee should run a canteen to provide wholesome food to pilgrims on moderate charges. They should also run a well-equipped hospital with at least 50 beds during the pilgrim season.

The Committee may have its own dandies and ponies to bring the pilgrims to Kedar. It may engage whole-time coolies for the purpose and pilgrims can be asked to pay coolie charges at the scheduled rates to the Committee itself.

In the matter of transport the example of Tirupati may be usefully followed.

The Committee should publish a proper and authentic guide book for the benefit of the public.

Glaciers are approaching the Kedar temple and the detritus is approaching very close to the temple. The State Government should have a geological survey undertaken and taken other timely preventive measures.

Temple of Shrinathji, Nathdwara

A careful assessment of the essential expenditure enjoined by the Pushtimarga doctrine should be made and ways and means found to effect economies in the expenditure now being incurred which, in our opinion, is certainly capable of reduction. The savings thus effected may be utilised for the propagation of the tenets of the Pushtimarga Sampradaya, the giving of scholarships to students and others studying those tenets and the provision of necessary amenities to the very large number of pilgrims visiting the holy shrine of Srinathji.

Triupati Temple

Scrupulous care should be exercised to ensure that the ever expanding activities of the temple which undoubtedly enhance the temple's popularity and income should not leave any right or wrong impression in the mind of the devotees that the temple is being run with a commercial slant or with a view to profit. A part of the jewellery accumulated with the temple valuing over a crore of rupees which is decided as not very essential to be preserved for decorating the diety according to usage and tradition may be disposed of and money invested in a productive form. Also some check should be exercised on new jewellery being made at huge cost only to replace the old kundalams, giritams, bracelets, mekhalas, etc., with a view to finding a scope for utilisation of the large surpluses which now result.

Care should be taken that in the educational institutions conducted and financed wholly or subsidised by the temple authorities, a religious and spiritual outlook and bias are maintained in curriculum and by means of adequate scholarships, fellowships, lectureships etc., tenable by students in those or outside institutions and devoted to the furtherance of Hindu ideals of life and religion.

Sri Jagannath Temple, Puri

It is absolutely essential that well designed amenities for pilgrims and shelters and dharamsalas for them should come into existence and that pilgrims should not be dependent upon the pandas whose quarters alone are now mainly available for them.

There should be a larger number of institutions in this holy place for the imparting of religious instructions to the vast numbers of people congregating here. There should also be provision for regular religious discourses and the recitation of the scriptures and Puranas in and outside the temple.

The archakas or pujaris in the temple should be men of learning and piety and there should be institutions in and around Puri to train them for their work. They should be paid adequately so that their income does not accrue through a process of importunity or extortion.

Shri Viswanath Temple And Other Temples In Varanasi

Reforms on a comprehensive basis have to be carried out so that proper facilities may be given to the pilgrims by way of accommodation and religious enlightenment,

the temple and its environment are conducive to peaceful worship and meditation and also proper atmosphere is preserved and maintained by learned and reverent officiating priests.

The services of the Benaras Hindu University and the Sanskrit University and their staff can be made easily available to produce an authentic atmosphere of piety, reverence and learning in the conduct of the temple's secular and religious affairs.

Hardwar

The temple of Gangeshwar and the Hari-ke-Charan (now called Hari-ki-Pauri) although resorted to by thousands of people annually have no proper arrangements in the matter of sanitation. Thousands of pilgrims resort to Hardwar. Greater attention should also be paid to their physical and religious needs.

Ganga

Though this is a place of great religious significance, the temples here are very imperfectly maintained. There are no shelters provided for pilgrims. The extortions of the pandas, most of whom are ignorant and rapacious, are proverbial and no fixed rates have been provided for the religious observances such as 'tarpans' and 'pindapradanas'. Ths state of another holy place here namely Vat Vriksha and Vishnupad is scandalous. There is an open drain on the way to Vat Vriksha and dirt all round. The priest allegedly incharge during our visit did not even know the name and significance of the images at the foot of the trees. The authorities, concerned should undertake immediate steps to remedy the above State of affairs.

Ujjain

Though the temple of Mahakali in Ujjain is kept in a fairly clear condition, no steps have been taken for maintaining the once celebrated literary and religious background of the place. Near Ujjain is also the reputed Asram of Sandipani under whom Sri Krishna and Balrama are reported to have studied. A great deal has to be done to keep alive the old memories clustering round the place and to impart to it the right atmosphere.

We cannot persuade ourselves to agree with the recommendation of the Sanskrit Commission that the diversion of surplus funds of religious institutions to secular charitable purposes should be absolutely prohibited by legislation. We have already expressed our views on this matter.

We agree with the recommendation of the Sanskrit Commission that so long as it is possible to utilise the funds earmarked for Sanskrit studies for the purpose of such studies, such funds should not be diverted to other charitable purposes.

The Archaeological Department should extend its activity in the field of excavation work in appropriate important religious centres.

The Archaeological Department may take charge of the archaeologically significant temples and at the same time allow worship to be conducted with such minimum precautions as they consider necessary to preserve the archaeological aspects of the temple.

Ancient and historic Hindu temples and shrines may be treated with the same amount of meticulous attention to their repairs and structural and other requirements as is now in a very praise worthy manner bestowed upon Juma Masjid, Taj, Sanchi, Bodh Gaya and other places.

A common good fund should be constituted with the aid of the compulsory contribution of a certain percentage of incomes of temples with a specified minimum income on the lines provided for in the Madras Hindu Religious and Charitable Endowments Act, 1959, and money utilised on a planned basis for repair and renovation work pertaining to poorer temples with small or no income or other resources and which are falling into ruin. This pooling of resources may be either for the whole State or region(s) in the State or for a group of temples within the fold of a particular sampradaya as may be found expedient.

The Commissioners of Endowments and other heads of Departments in charge of endowments in the States should at periodical intervals meet and exchange their ideas and experiences.

Some of the institutions like Tirupati and Srisailam in Andhra Pradesh and Madurai Palani and Tiruchendur in Madras are examples of fairly well managed institutions. Representatives of the endowment departments from other States may usefully visit such institution and study their working on the spot.

Government may consider the question of granting exemptions from income-tax in respect of funds donated to religious institutions as many such institutions are greatly in need of funds to carryout the schemes we have adumbrated.

Each State in the appropriate department should compile and publish a directory of temples and other Hindu religious institutions in the State. A guide book in English, Hindi and regional language concerned containing information helpful to pilgrims with details as to amenities for lodging and board available at the temples and religious places concerned, should also be prepared and made available for sale at a nominal price of all important places and religious centres in the country.

It should be the duty of the Commissioners of Endowments as well as the Tribunal envisaged in the Report to see that the benefit and advantage of spiritual and cultural instruction and enlightment should be at the disposal and be availed of by Harijans and all other backward communities and especially students belonging to those communities. All opportunities should be afforded to them to obtain a sound knowledge of Hindu ideals, doctrines, ethics and philosophy. It may be mentioned that though statutorily all temples are thrown open to all Hindu communities, yet in practice there are undefined but real impediments for their visiting and worshipping in the temple and taking advantage of the religious observances. Attempt should be made to remove such impediments.

A General Summing Up

Before concluding our Report to which we have appended a summary of our recommendations and certain explanatory Appendices, we deem it essential to make certain observations elucidatory of our approach to the problems that we have been called upon the privileged to examine.

The Members of the Commission are all Hindus belonging to many parts of the country and to several dinominations of the Hindu faith. Hinduism has been admirably defined by Dr. Radhakrishnan as "a way of life" and by its many-sidedness, its infinite adaptability during the ages and its marvellous tradition of tolerance. It has demonstrated the truth of this dictim. A reverent and religious attitude and a continuous quest for the realisation of the Supreme have been the feature of the long continuous history of Indian thought and experience. According to the extent of spiritual evolution and individual spiritial urge, Hinduism has recognised as equally valid every approach to the Supreme Being or Paramatman as an impersonal, formless and indescribable entity or as Iswara manifested in various forms and incarnations, supplication and prayer to whom and worship of whom, may satisfy the cravings of individual souls and enable them to concentrate on something beyond and above their normal range of consciousness. It is to satisfy these cravings and to cater to the manifold needs of individuals and groups that temples were established, worship and prayers in those temples organised, festivals contemplated and religious and cultural activities associated with temples dedicated to multiform manifestations and embodiments of the Supreme Being in one or other of its several aspects, whether those aspects comprise the idea of a Trinity of Vishnu and Lakshmi, Siva and Sakti, Ganesa, Karthikeya, or Subramania or even local, regional and other deities associated with particular localities or incidents. Various sects and groups have arisen in India dedicated to the worship of the one envisaged as a father, a mother, kinsman, a friend or lover. It may also be remarked that evolved souls like those of Sankaracharya, Ramanuja and Madhwa, not only advocated concentration on the abstract idea of the One Supreme Being but also preached and practised the worship of several incarnations and embodiments of the Supreme. This phenomenon is observable in all countries and in all epochs whether we turn to Egypt, Babylon, Greece, Rome, Arabia, Palestine or the Christian world, or to Jainism, Budhism, or Zoroastrianism. The glory of Hinduism is that it is not exclusive and gives to each person the liberty and privilege of approaching the divine through any of its historic or traditional incarnations or manifestations, thus disdaining no other religion and tolerant of all beliefs.

So viewed, a temple is regarded as a place where, by supplication and prayer to and adoration of one form of divinity, the soul gets satisfaction and solace. We have also indicated that temples serve not only as places of dedication and worship but as centres of all those cultural, artistic and beneficent activities that can elevate the human soul and bring it nearer to the divine ideal. We have also indicated that when the purity of the original faith in several denominations of Hinduism faded and abuses and materialistic and subversive ideas arose, mutts were founded beginning from early days and signalised by the activities of Buddha, Sankara, Ramanuja, Madhwa, Vallabha, Basava, Chaitanya and many others, to expound and propagate the ideals and doctrines of particular forms of the all-embraching Hindu creed.

The Members of the Commission, holding these views, have come to the conclusion that whatever may be the encrustations and later interpretations by vested interests or Courts and other authorities, it is essential for the revival and regeneration of the Hindu world and for the inauguration of an era of faith and tolerance, to resusciate and, by all practical and legislative-means, to re-establish the root idea underlying the institution of temples and of mutts. Thus, it follows that the divine entity symbolised by the image in a temple is the primary object of resort and worship and that the propagation of a particular form of faith and ideals and doctrines constitute the meaning and import of a mutt and that offerings laid at the feet of the presiding deity of a temple or of the head of a mutt or Guru of a particular mutt are to be regarded as meant prima facie for the purpose of forwarding the original ideas that led to the commencement and evolution of these institutions. It follows again from the above statement that unless specifically given to any particular person in or connected with a temple or mutt, all gifts and offerings are, and should be, the property at the disposal of the institution rather than of any individual. This does not preclude the gift to any particular person connected with a temple or a mutt to

whom, out of personal devotion, reverence or love, gifts are made which, of course, will in here in him.

We are constrained to observe that the above idea has not always been kept in view either by Governments or by courts in dealing with the affairs of temples and mutts and we are, therefore, recommending that even if it be necessary to amend the Constitution for the purpose, steps should be taken to place the matter beyond controversy with reference to the ownership and rights over afferings and gifts to mutts and temples and with reference to claims of ownership in respect of the institutions themselves and their properties and offices connected therewith. When saying this, we should like to emphasise that we do not wish in any manner to detract from the status, dignity, perquisites and privileges of functionaries connected with temples and mutts both of which have illustrious histories and certain traditional honours and dignities appurtenant to them; nor do we wish to minimise the importance from the point of view of the worshipper, of festivals as a means of popular enlightenment and delectation, of poojas, archanas and special services as catering to individual needs or to those forms of gift and seva which may characterise the relations of and initiate, of a disciple and a Guru. But we wish, at the same time, to emphasise that, as observed by the Supreme Court in a recent case relating to the affairs of a Durgah at Ajmer, there is an essential difference between what is fundamentally a matter of religion and what may be regarded as encrustation or merely accidental or incidental practices which are not of the essence of religion.

Finally, we also wish to make it clear that the definition of the term 'property' and the provision in the Constitution in regard to the safeguarding of the property rights should not be extended in favour of heads of mutts, dharmakartas, shebaits, archakas or others so as to enable them to treat their properties as their individual perquisite to be spent on purposes even unconnected with the ideas underlying the foundation of mutts and temples. Any changes in the Constitution that may be necessary to carry out this idea are not only important but, in our opinion, essential for the purposes we have in view.

Lastly, we may point out that Hindu Scriptures and Sastras, when defining the forms of charity and religious offerings, really made very little difference between Ishta and Purtha, namely, between the spiritual and charitable modes of application or wealth. This explains not only the building of temples and mutts and residences and dharmasalas and flower gardens attached to them but also the digging of wells, the construction of ponds and tanks, the relief and amelioration of human distress and disease which are the characteristics of the foundations of the past.

The doctrine of *cy-pres* is essentially an outgrowth of English ideas and should be understood in relation to English history involving the conflict between the church and the State and the differentiation made between religious and charitable uses. We have, therefore, adopted the wide definition of the recent English statute rather than those ideas as to *cy-pres* which seem to have dominated the minds of some of the judges deciding cases arising in India. We have endeavoured in our recommendations, therefore, to insist that surplus funds of temples and mutts, after carrying out to the full the obligations cast on those institution by the Deeds of foundations or by custom, usage and tradition and after providing for the implementation of the basic needs and ideals of those institutions, should be devoted to a variety of purposes which are called for at the present moment by the advance of ideas, by the necessities of our times, and, above all, the need to create an atmosphere and background in and around temples and mutts which will make them objects of reverential resort and also centres for spiritual enlightenment and the popularisation of tenets appertaining to particular institutions or groups of institutions and to Hindu thought in general. By such means alone will it be possible to effect that integration of Indian endeavour and that sublimation of ideals which are of special significance to resurgent India.

REVIEW COMMITTEE ON SOCIAL WORK EDUCATION, 1960—REPORT

New Delhi, University Grants Commission, 1965. 100p.+vp.

Chairman : Dr. Radhakamal Mukerjee.

Members : Dr. M.S. Gore; (left for U.S.A. and replaced by Shri S.N. Ranade); Dr. V. Jagannadham; Prof. A.R. Wadia; Mrs. V. Mulay (repiaced by Shri P.C. Sharma),

Secretary : Dr. P.J. Philip.

APPOINTMENT

In recent years a number of schools of Social Work have sprung up. While they are marked by enthusiasm, they do not have adequate financial resources and qualified personnel. The Advisory Board on Social Welfare had expressed their concern regarding this situation. This fear came to be shared by the Ministry of Education and the University Grants Commission. They, therefore, resolved to set up a Committee to Review the work of these schools and university departments. The Committee was appointed on March 2, 1960.

TERMS OF REFERENCE

The Committee had wide terms of reference and was free to determine its own programme and procedure of work. The Committee was particularly asked to consider the following :

(a) To review the present position of teaching, training and research in social work, particularly at the post graduate level;

(b) To exmine the existing inadequacies in this regard and suggest methods of improvement; and

(c) To suggest minimum standards of social work education in the country.

CONTENTS

Foreword; Introduction; Training Institutions—Historical Background; Some General Observations; Content of Courses; Teaching Staff; Field Work; Library Facilities; Coordination and Trainning Programmes; Organisation of Social Work Education; Undergraduate Programme in Social Work; Summary and Recommendations; Appendices I to VIII.

RECOMMENDATIONS

Importance of Social Work Training

Social work as a profession is of comparatively recent origin. As community life in the past was organised in small self-sufficient units such as joint families, caste orgnisations and village communities, the need for providing welfare programmes on a large scale was not felt. A limited section of the handicapped and destitute also received some help from charitable institutions and philanthropists. The situation has changed with the coming of independence and the establishment of a democratic Government in India. It is no longer possible to tackle welfare problems through voluntary effort alone. In the circumstances, the training of social workers has acquired a new importance and urgency.

Requirements Of Trained Welfare Personnel

It would be useful to have some idea of our requirements for trained personnel in the field of Social Welfare. The Study Team on Social Welfare and Welfare of the Backward Classes estimated the requirements to be of the following order :

Graduates	4150
Under graduates	3550
Matriculates	8000

These appear to be underestimates. There is no doubt that our present output of graduates is inadequate to achieve the physical targets laid down in the Third Five-Year Plan for trained welfare personnel in fields like hospitals, family planning clinics, child welfare programmes, correctional administration and trible welfare. It would be desirable to expand the present facilities but such expansion should not lead to hasty establishment of schools without adequate resources. The short term *ad hoc* and in-service training programmes which are in operation in the country may continue in the transitional period but they should evolve their programmes in consultation with the school of social work. The schools may also start similar programmes provided they have the necessary facilities.

Recognition Of Training

The only area in which social work training has been given statutory recognition is that of labour. Similar recognition should be extended to other fields of training also by both the Central and State Governments by making training a necessary qualification for recruitment to all posts involving welfare functions. This would help in raising the quality of social work education.

Content Of Courses

(a) **Background Courses** : It is necessary for the social worker to have a basic knowledge of the social sciences as a background to social problems. The background courses thus form an important part of the social work curricula. These courses are at present not properly integrated. They should attempt to bring out clearly the inter-relationship between the different social and behavioural sciences. These can be grouped under two-broad heads (1) Man and Society and (2) Dynamics of Human Behaviour as suggested by the Mussoorie Seminar. Sufficient time should also be allotted for teaching the background courses. Teachers of these courses should have a good postgraduate degree in at least one of the social sciences.

(b) **Methods Courses** : The methods courses cannot be properly conducted without being closely related to field work. The courses have so far remained unrealistic as the schools mostly rely on foreign sources and have not been able to build up case records based on the experience of workers in India. Students hardly get an opportunity of testing theories in the field. In the absence of field experience on the part of teachers, instruction tends to become entirely theoretical. This factor should be borne in mind at the time of recruiting

teachers to schools of social work. Alternatively, the teacher should be given opportunities to come in close contact with welfare agencies. The fields which need particular attention in the context of our present requirements are those of community organisation and social welfare administration.

(c) All the fields of social work cannot be covered adequately in a two-year training programme. It does not, however, seem feasible to extend the duration of the course as it will increase the cost of training and also affect the supply of trained graduates. The best solution under the present circumstances would, therefore, be to provide for a generic programme during the first year of training and specialised courses during the second year. The labour institutes which offer only a specialised course need to strengthen their generic base. Similarly the generic schools have to provide for some specialised courses. In each case the areas of specialisation should be selected keeping in view the resources of the school and the opportunities for field work and employment.

(d) The following distribution of time between the different courses may be found suitable :

Man and Society	120
Dynamics of Human Behaviour	120
Fields of Social Work	90
History and Philosophy of Social Work	60
Case Work	60
Group Work	60
Community Organisation	60
Welfare Administration	90
Social Research & Statistics	60
Specialisation	180
	900

Most schools rely on the lecturing method for covering the theoretical content of the courses. It is necessary to supplement lectures by tutorials and seminars. This will encourage students to have a good practice in writing and thinking. It will also be desirable to give them some training in research methods. This can be done by asking them to prepare a project report on a theme which may be of interest to the social welfare agencies or which may have some bearing on social problems in the region. For further encouraging research some fellowships should be made available to suitable graduates from the schools of social work.

Teaching Staff

One of the problems facing the schools of social work is that they are not able to attract and retain highly qualified teachers. There are many teachers who have neither sufficient experience nor adequate training. This difficulty, however, is not unique to social work education as a more or less similar situation prevails in other professional courses.

For raising the present level of training it is necessary that teachers employed by schools of social work possess high academic ability. Although a large majority of teachers should be persons with training in social work, persons from the related social sciences with some background of social work may also have to be employed during the transitional period. The following minimum qualifications are suggested for teachers in schools of social work :

(i) They must have least a good second class as a basic qualification.

(ii) Those having a postgraduate degree or diploma in social work should have at least a second class Master's Degree in one of the social sciences.

(iii) Those not having any training in social work should have had some experience of research on topics relevant to social work in addition to post-graduate qualifications in one or more of the social sciences.

(iv) Experience of work in a social welfare agency in a responsible capacity should be considered as a preferred qualification.

There should be at least one full time teacher for every 10 students. This provision does not include the post of the Director/Principal. Schools offering specialisation in rural or tribal welfare will require a sufficient number of field assistants in addition to normal staff. While schools may find it useful to have honorary social work practitioners helping them in their developmental programmes it is necessary that the teaching staff should be employed on a full-time basis. This applies to all schools whether functioning as a department of the University or as independent institution.

Provision should also be made for the training of teachers. The training programme may be of one year's duration. Admission to the course should be restricted to teachers of less than three year's standing. All candidates selected for training should have a postgraduate degree or diploma in social work. It will be necessary to provide financial assistance to schools conducting such training programmes and also to other schools for reimbursing the salaries of deputed teachers.

The salary scales in schools of social work should correspond with those of postgraduate teachers in the universities of that region.

It would be desirable for teachers of social work to engage in researches relevant to their field, particularly those which have a bearing on Indian social problems. There are a number of factors such as heavy workload of teachers, lack of adequate facilities, dependence on foreign text books and lack of adequate elementary data on social probtems which are responsible for the present lack of interest in research. Some of these difficulties can be met by organising research bureaux having a regular staff of research assistants and statisticians.

Field Work

Field work is an integral part of social work training and needs to be planned carefully. It requires selection of agencies, preparation of work outline, supervision arrangements and careful evaluation of performance. As most of the schools are not in a position to provide field work opportunities to their students, they will have to develop close contacts with social work agencies in the area.

It must be emphasised that field work as part of social work education implies not only collection of data but actual experience of working with people. In this sense it is different from field work done in other social sciences. In order to make field work more effective, it has to be properly supervised. The responsibility of guiding students will have to be borne by the teachers themselves as the agencies are generally not in a position to do so. The work should not be entrusted to junior teachers only. It should be supervised by the teachers concern with that particular field. It may be necessary to appoint field work supervisors to assist teachers in the conduct of field work especially in rural or tribal areas.

Students should be require to pass independently in field work. Field work performance should be evaluated on the basis of a detailed and systematic record of the work done by a student. The student should also have an idea of his day-to-day progress and should be given every possible opportunity to improve. It does not serve any educational purpose if the student is informed at the end of the training period that his field work has not been upto the mark.

Schools which have the necessary facilities may arrange study tours, observational visits, concurrent field work and work camps. The work camps may be particularly useful in a rural setting.

Library Facilities

Library facilities in schools of social work are generally inadequate. For proper development of library facilities, each school should have an independent library with an annual provision of at least Rs. 3000 for the purchase of books and periodicals. University departments of social work which depends on the central library for the bulk of their books may have a small departmental library. As schools of social work do not have well-qualified library staff, it has not been possible for them to provide documentation and reference services. It would be useful if a beginning is made in this direction in some of the more developed schools.

Coordination of Training Programmes

It would be desirable to set up a National Council of Social Work Education for the purpose of coordinating the training programmes in institutions of social work. The Council should have on it the representatives of the Association of the School of Social Work, Indian Conference of Social Work, the U.G.C., the Ministries of Education, Health, Labour and Employment, Home Affairs and Community Development and Cooperation along with social work educators. It will be the function of the Council to coordinate and integrate programmes of training, assess personnel requirements, ensure absorption of trained workers and advise on maintenance of adequate standards of training.

Organisation of Social Work Education

It is not in the interest of development of social work education to organise it along with other courses in liberal arts and sciences. Social work has become a full-fledged profession and its needs cannot be adequately met if the schools do not function as independent units.

The financial position of the schools of social work needs to be considerably strengthened. They should be treated at par with other professional institutions for purposes of grant by the University Grant Commission and by the Ministry of Education. All grants should be channelled through the University Grants Commission.

Undergraduate Programme of Social Work

Welfare services in the country are expanding so rapidly that our needs in respect of trained personnel cannot be met by postgraduate institutions only. We have, therefore, to recognise the need for undergraduate programmes for training of workers at the lower levels. Many such training programmes are organised on an *ad hoc* basis. A few universities offer social work as an optional subject for the B.A. Degree. The Rural Institutes conduct a three-year training programme leading to the diploma in rural services. Such programmes are useful and may continue but they should not be regarded as substitutes for the training offered by the schools of social work.

Social work education at the undergraduate level should provide an adequate base for training programmes at the postgraduate level. It should include courses on Sociology, Economics and Psychology besides instruction in the following areas: (1) Historical background to Social Work, (2) Philosophy of Social Work, (3) Social Welfare policies and programmes, (4) Methods

of working with people.

Field work must be properly emphasised. It should consist of observational visits to welfare agencies. Opportunities should also be provided to students of working with people specially in rural areas and in urban welfare centres. It may be necessary to give field orientation programmes to trained persons before they are employed in a particular field. The number of institutions providing undergraduate training will have to be related to our requirements of trained workers for lower position.

RAILWAY CONVENTION COMMITTEE, 1960—REPORT

New Delhi, Lok Sabha Secretariat, 1962. 26p.+iiip.

Chairman : Sardar Hukam Singh.

Members : Shri Chapalakanta Bhattacharyya; Shri Morarji Desai; Shri Bimal Comar Ghose; Shri Jagjivan Ram; Shri Jaipal Singh; Shri N.G. Ranga; Shri Jagannatha Rao; Shri M. Thiruwala Rao; Shri T.B. Viltal Rao; Shri Rameshwar Sahu; Shri Diwan Chand Sharma; Diwan Chaman Lall; Shri N.M. Lingam Shri M.P. Bhargava; Shri B. Parameswaran; Shri Rohit M. Dave; Prof. A.R Wadia.

Under Secretary : Shri Y.P. Passi.

Deputy Secretary : Shri V. Subramanian.

APPOINTMENT

The recommendations of the Convention Committee, 1954, which were approved by the Lok Sabha on December 16, 1954, and the Rajya Sabha on December 21, 1954, *inter alia*, laid down that a Parliamentary Committee should review the rate of dividend towards the end of the quinquennium 1955-1960 and suggest for the years following it, any adjustment considered necessary, in the light of the situation obtaining then. The 1954 Convention covered the period up to March 31, 1960. This period was, however, extended by one year, i.e., up to March 31, 1961, with the approval of the Parliament through a Resolution passed in the Lok Sabha on April 28, 1959, and in the Rajya Sabha on May 8, 1959, as it was considered by the Railway Ministry that it would facilitate a more accurate appraisal of the Railways' financial position, obligations and surplus resources in the context of the Plan if future Conventions synchronised with each Plan period. A Committee of both Houses of Parliament was, therefore, constituted this year in pursuance of the following Resolution adopted by the Lok Sabha on the April 22, 1960 and concurred in by the Rajya Sabha on April 28, 1960:

"That this House resolves that :

(i) A Parliamentary Committee consisting of 12 members of this House to be nominated by the speaker be appointed to review the rate of dividend which is at present payable by the Railway undertaking to the General Revenues as well as other ancillary matters in connection with the Railway Finance *vis-a-vis* the General Finance and make recommendations thereon by November 30, 1960; and

(ii) That this House recommends to the Rajya Sabha to agree to associate six Members from that Sabha with the Committee and to communicate the names of the Members so appointed to this House".

TERMS OF REFERENCE

At their first sitting held on September 14, 1960, the Committee drew up the undermentioned list of subjects for examination with reference to the above Resolution and asked the Railway Board to furnish detailed memoranda thereon.

(i) A review of the working of the Indian Railways during the six years 1955-56 to 1960-61, that is, the five year period covered by the Railway Convention Committee, 1954 (1955-56 to 1959-60) plus the one year of extension approved in Resolutions of the two houses of the Parliament in April-May, 1959.

(ii) The financial prospects of the Railway undertaking for the five-year period 1961-65, on the basis of the present rates and fares and the anticipated increase in traffic during the Third Five-Year Plan, and whether the anticipated net revenue would be sufficient :

(a) To meet the increased appropriation to Depreciation Fund annually which is becoming necessary;

(b) To pay the dividend to General Revenues at four per cent on the steadily increasing capital-at-charge; and

(c) To leave sufficient net surplus for credit to the Development Fund from which are financed certain works which are essential but not remunerative.

(iii) Assuming that the present method of contribution to General Revenues in the shape of a fixed dividend—expressed as a percentage inclusive of the element of interest—on the loan capital invested in the railway undertaking as computed annually, is to be preferred to any other method, whether this rate of four per cent on the Railways' capital-at-charge payable to General Revenues requires to be revised; if so, what should be the revised rate and how should it be met by the Railways ?

Having regard to the rate of growth of the Railways' capital-at-charge, what adjustments, if any, are called for in order to eliminate the element of over-capitalisation for the purpose of working out the dividend payable to the General Revenues, further to those which were recommended by the Railway Convention Committee, 1954.

(iv) The rate at which contribution to the Depreciation Reserve Fund should be made, in order to ensure that adequate funds are available for renewals and replacements of railway assets.

(v) Whether any alterations in the existing rules of allocation of railway expenditure between Capital, Revenue, Depreciation Reserve Fund and Development Fund, are considered necessary in the light of actual working ?

(vi) In particular, having regard to the fact that, during the period of the present Convention, the railway surplus has been inadequate to permit appropriations to the Development Fund sufficient to meet the charges to such Fund—with the result that existing balances have been wholly liquidated and a further sum has had to be borrowed from General Revenues—and the unlikelihood of the surplus materially improving in the Third Five-Year Plan period, what change is called for in regard to the incidence of works at present charged to the Development Fund and the method of financing them?

(vii) Whether the operating loss incurred by the Railways on strategic lines should be deducted from the contribution calculated for payment to General Revenues?

(viii) The desirability of creating an amortisation fund.

(ix) Whether the existing practice of expressing the rate of dividend in terms of a percentage on the capital-at-charge and the amount being paid annually through a fixed rate should continue?

The Committee also directed the Financial Commissioner (Railways) to furnish the following information :

(i) The capital invested on strategic lines.

(ii) The capital invested on the construction of quarters for the Railway staff and the return (house rent etc.) therefrom during the last five years.

(iii) Statement showing concessions given by the Railways to other Government Departments and Public undertakings e.g., Military Tariff Rates, Reduced Tariff on Industrial Raw Materials, etc.

(iv) The floating assets (stores) of Railways.

(v) The amount of loan received from the World Bank, the rate of interest payable thereon and terms and conditions of repayment.

(vi) The extent of over-capitalisation on the Railways.

(vii) The amount of passenger tax collected by the Railways during the years 1958-59 and 1959-60.

The Committee also desired to be furnished with a note on the financial working of Nationalised Railways in some of the Western Countries like U.K., Belgium, France, etc., with special reference to the mode of their contribution to the Exchequer.

CONTENTS

Composition of the Railway Convention Committee, 1960; Introduction; Report; Appendices I to III.

RECOMMENDATIONS

In the opinion of the Committee the present mode of contribution viz. a fixed rate of dividend by the Railways to General Revenues does not call for any change in the next five years.

The rate of dividend to be paid by the Railways to General Revenue should be fixed at 4.25 per cent during the five years 1961-66.

The annual loss in the working of strategic lines should be borne by General Revenues.

The Committee accept the suggestion of the Railway Board that the capital-at-charge of the North-East Frontier Railway, other than the clearly strategic portion thereof, should be regarded as unproductive and recommend that till such time as the line becomes productive or the next Convention Committee review the position, whichever is earlier, the rate of dividend payable on the capital-at-charge should be at the average borrowing rate of Government.

The total contribution to the Depreciation Revenue Fund should be Rs. 350 crores during the next quinquennium.

The Committee are inclined to accept the suggestion that the existing rules of allocation of the Railway expenditure between Capital, Revenue, Depreciations, Reserve Fund and Development Fund might be retained without any modification during the next five years.

The Committee are averse to the curtailment or limiting of expenditure on works met out of the Development Fund which in their opinion are as important as additions financed from capital. They, therefore,

see no alternative but to continue the facility of providing temporary loans from General Revenues to finance the Railway Development Fund during the next five years, unless the net surplus is able to meet in full the requirements of the fund.

The Committee endorse the proposal of the Financial Commissioner (Railways) that the outstanding liability of the Development Fund to the General Finance as on March 31, 1961, should be liquidated in the *ad-hoc* manner indicated in the last sub-para of para 11 of this Report so that the Railways could start on the Third Plan period with a clean state in regard to this liability.

The Committee recommended that the Railway Development Fund, besides meeting the cost of Labour Welfare Works, etc., should include a minimum allocation of Rs. three crores per annum for users' amenities as hitherto.

The suggestion made by the Railway Board that the passenger tax at the existing rate might be merged with passenger fare from April 1, 1961 and that the State Governments might be paid a fixed amount based on the average collections in the period 1957-61 is reasonable. The Committee recommended that the fixed amount payable by the Railways may be Rs. 12.50 crores per year during the quinquennium 1961-06 representing the overage of the actual collections for the years 1958-59 and 1959-60.

While the Committee appreciate that the financial position of the Railways during the next quinquennium will not be favourable for the creation of an Amortisation Fund, they nevertheless feel that this question should not be lost sight of inasmuch as in the context of the repatriation of all the dollar loans, it will assume importance.

With reference to the recommendation of the Railway Convention Committee, 1954, contained in para 19 of their Report, the Committee are of the view that the deferred dividend on new lines should be paid from the sixth year onwards only if the net income of the new lines leaves a surplus after payment of the current dividend.

Paragraph 11 Mentioned in the Recommendations

The Financial Commissioner (Railways) also pointed out that, under the 1954 Convention Committee's Report only the cost of such new lines as were taken up for construction from April 1, 1955 is charged to capital; the cost of new lines under construction on that date is allocated under the earlier provisions of the 1949 Convention Committee's Report, in terms of which unremunerative new lines were financed from the Development Fund. The Financial Commissioner (Railways) suggested that, in order to liquidate the loans taken from General Finance for the Development Fund upto March 31, 1961, an *ad hoc*, adjustment may be made from Development Fund to capital of the cost of all new lines under construction on April 1, 1955 hitherto charged to Development Fund; and liability still remaining could be repaid from out of the balances in the Revenue Reserve Fund.

NATIONAL WATER SUPPLY AND SANITATION COMMITTEE, 1960—REPORT

New Delhi, Ministry of Health, 1962. 167p.

Chairman : Shrimati Lourdhammal Simon.
Members : Dr. N.N. Kailas; Dr. Ram Subhag Singh; Shri H.C. Mathur; Shri N.V. Modak; Shri M.K. Kutty; Col. Barkat Narain; Shri K.S. Krishnaswamy.
Secretary : Shri S. Rajagopalan.

APPOINTMENT

The National Water Supply and Sanitation Committee was constituted under the Ministry of Health, Government of India, vide their order No. F. 12-1 (WS)/60, dated April 28, 1960, to make an assessment of the requirements of water supply, both urban and rural and to suggest ways and means for financing these programmes effectively.

TERMS OF REFERENCE

The National Water Supply and Sanitation Programme has now been operation for about five years. It was felt that it would be useful to make a critical review of the progress made so far and of the requirements of the future in the field of water supply and sanitation. The Committee will decide its own procedure but may visit the States to review progress and examine the problem on the spot.

A clarification of the terms of reference was given,

by Shri D.P. Karmarkar, Union Minister for Health while inaugurating the first meeting of the Committee. He referred to the fact that so far a correct and comprehensive assessment of the urban and rural water supply and sanitation requirements in the country has not been made and stressed the need for compiling a realistic forecast of the requirements now as well as in the future. He desired that the Committee should decide and recommend on the procedure to be adopted by the Central and State Governments to set about this task and come up with a realistic and authoritative assessment of the urban and rural water supply and sanitation needs and requirements in the country. He indicated that it was open to the Committee to widen and amplify the terms of reference to include subjects which, it considered, have a bearing on an overall assessment of the problem. He also suggested that the Committee should go fully into the problem of financing of the schemes, both water supply and severage, with special reference to the tax structure and revenue potential in the urban areas as also into the question of training and research as part of the problem of the organisation of the different States. He would also welcome the Committee's views in regard to the agencies in the States, technical and administrative, who should be entrusted with the implementation of the rural works, irrespective of the particular Ministry at the Centre or the State level which may be administering the plan, in order to ensure uniformity of procedure and efficiency and economy in construction and maintenance.

CONTENTS

Introductory; A Historical Retrospect; An Assessment of the Problem; Effective Measures for Stock-taking; The problem of Finance; Organisational Reforms; Special Aspects of the Rural Problem; Procedural Reforms; Production and Procurement of Materials; Water Resources Conservation and Water Pollution Control; Summary of Recommendations; Appendices I to V

RECOMMENDATIONS

Measures For Assessment Of The Problem

In order to make a complete and correct assessment of the urban and rural situation State-wise, and to facilitate a realistic planning in the future years, the State Governments may be advised to set up an Urban Assessment Committee and a Rural Assessment Committee for each State.

The Urban Committee may be headed by the Minister for Local-Self Government with the Chief Public Health Engineer of the State as the Secretary and include representatives from the State Legislature, Municipal Councils and the Directorate of Public Health. The Committee would carry out a preliminary survey and assessment of the urban water supply and sewerage position for the entire State to include a physical and demographic inventory, preliminary engineering forecasts, forecast of the magnitude of the total problem, a priority list for implementation within a specified period, and set out the details in regard to organisational and administrative reforms, production and procurement of materials and all allied matters.

The Rural Committee headed by the State Health Minister with members to represent the State Legislature, Development Department, Panchayati Raj institutions, Directorates of Public Health and Public Health Engineering, with the State Director of Public Health as the secretary, would likewise include in its assignment a physical inventory of existing facilities, village-wise for each Panchayat, nature, extent and cost of additional facilities required, and include recommendations on the financing pattern, maintenance problems, list of priorities to be followed; administrative and organisational set up for implementation of the programme and suggestions for evaluation of the programme at required stages.

Until a comprehensive and correct assessment of the problem is made available through such special committees, set up for the purpose, the approximate forecast of the funds required to complete water supply and sewerage schemes in all urban and rural areas based on the 1961 population figures could be roughly assumed as Rs. 950 crores for the urban and Rs. 200 crores for the rural programme.

Financing Problems

Considering the totality of the problem ahead, the Third Plan allocation may form but one-tenth of the total requirements for urban schemes. It is desirable to complete the entire urban phase of the programme within a period of 10 to 15 years, but from practical considerations the period may have to be spread over 25 years. Even such extended period may involve a capital outlay on urban schemes of the order of Rs. 40 crores per year. Such a heavy programme is not possible under the current methods of financing such schemes, where subsidies create an inhibiting tendency. The concept of water as a merchandise has to be popularised and local bodies encouraged to prosecute water and sewerage systems as a joint utility venture on a self-paying basis. Special help may, however, be necessary in the initial stages of the programme to encourage sewerage schemes being taken up side by side with water supply schemes.

Independent statutory bodies styled as "Water and Drainage Boards", either State-wise or on a region wise

basis, may be set up, clothed with adequate statutory powers to promote and finance water supply and sewerage schemes for all urban local badies. The statutory bodies will exercise control on investigation, design, construction and operation of the projects on behalf of the local bodies in the same manner in which commercial enterprises are managed by buisness houses. Independent statutory bodies for the purpose are necessary to infuse confidence in the subscribings public that their investments on the urban schemes would be properly safeguarded.

The Union Health Ministry may set up a High Power Committee with members representing the fields of Public Health Engineering, buisness management, administration, financing and banking, for suggesting the measures to be taken by the State Government for creating such statutory boards, the legal enactments necessary for the purpose, organisational administrative and managerial reforms that will be needed and the Codes and Buy-laws applicable to the regional boards when set up.

The prospects of securing international and for the implementation of urban water supply and sanitation schemes should be explored. Similar assistance for establishing any industry or industries connected with the manufacture of proprietary materials required for the programme should also be explored.

Organisational Reforms

The question of organisation holds the key position, in the carrying out of the major programme ahead. The measure of efficiency of the organisation is the measure of achievement of success of the plan. The setting up of an independent Public Health Engineering Department in each State should no longer be delayed or be a subject matter for debate. The Department should have an independent cadre with service rules and prospects available to the officers as in other etablished departments of engineering. It is essential to integrate Municipal Engineers with the Department. Initial promotion of schemes, investigations, design, execution, operation and maintenance should all be unified under the Public Health Engineering Department with opportunities afforded to the officers to deal with all these aspects in their normal career.

The Local Self Government Ministry should have an effective voice in the implementation of all urban schemes and should have control over the Public Health Engineering Department. The officers manning the Department will then have their roots in the local bodies and will be in tune with their aspirations and needs and will be better able to do promotional work in the local bodies to sponser and pilot their schemes to better advantage. In any case, there is the need for greater liaison between the Health and Local-Self Government Ministries in the implementation of the schemes in future.

The Public Health Engineering Department of the State should gradually encompass within its activities all legitimate functions pertaining to environmental hygiene.

All Subordinate Municipal Engineering Services should be brought under a rationalised system establishing some uniformity in the qualifications and experience prescribed for such personnel and in the service rules and prospects applicable to them through their service in municipalities. Provision should also be made for their absorption in the State Public Health Engineering Department wherever their qualifications and experience befit them for the purpose.

The State Public Health Engineering Departments should carry out the technical services on behalf of the Regional boards, supplemented by private consultants, depending on the work load to be handled.

Concurrent steps should be taken for a continuing training programme for the Public Health Engineering personnel in all disciplines, including academic courses, refresher courses, seminars, conferences and the like.

Fundamental and applied research on all current problems arising in the Public Health Engineering field should receive constant attention so that engineering projects in the future may be based on rational factors applicable to local conditions rather than on conventional methods.

Special Rural Problems

Rural water supply and sanitation should receive very high priority as they have far reaching effects in rehabilitating rural health and economy. The programme needs vision and sustained drive for its success. The basic objectives should be to secure technical soundness and efficiency in the design, construction and maintenance of all types of rural schemes and at the same time adopt financial and administrative measures such as would draw the best out of the villagers and get them involved and interested in the programme.

The multiplicity of agencies employed on the rural programme at present operates as a handicap in the effective implementation of the programme. A unitary agency at the State level should have control over the entire field of activity irrespective of the number of Ministries administrating the different programmes.

Once the assessment of the problem is available, all planning should be carried out district-wise and block-wise. The Zila Parishad should be fully brought into the picture, with a Sub-Committee set up to include the concerned technical officers as members to deal with the entire subject of water supply and sanitation in the district.

The resources made available to the Zila Parishad should be allocated by it to the Panchayat Samities taking into consideration the latter's requirements and the funds available under all programmes for water supply and sanitation, and the extent to which voluntary contribution, etc., would also be available. The needs of backward and neglected areas should recieve high priority.

The State Public Health Engineering Department should be utilised as the single technical agency with a special rural wing at the Headquarters and technical units at the District level, to exercise overall control on the technical aspects of the programme with proper guidance, supervision and check over the field staff.

While preliminary investigations, drawing up of plans and estimates and supervision and guidance would be afforded by the technical personnel at the district level, actual construction of works, except in any special cases, may be entrusted to the Panchayat Samities, the technical supervision remaining with the district level organisation.

Maintenance of completed schemes should receive special importance. The technical responsibility for proper operation and maintenance should be ensured by the employment of minimum qualified technical staff either singly for any particular village system, or jointly for several contiguous villages, so that proper operation and supervision thereof is ensured all the time. The physical responsibility for operation and maintenance should be shouldered exclusively by the local Panchayat Samitis or Panchayat Unions without looking to the State Government for a subsidy even for this purpose.

Rural sanitation should form an integral part of the programme. A sanitory latrine for each village house should be promoted under a sustained programmes so that fifth-borne diseases may be banished from the rural areas as soon as possible. Sullage disposal in rural areas should also recieve special attention.

The existing procedure of subsidering rural water supply schemes under the National Water Supply and Sanitation Programme to population units of 5,000 and below may continue. Relaxation of the rule may be made in special cases upto a population of 10,000.

The semi-urban Communities with population between 5,000 to 20,000 may be brought under a slab system of subsidy for their water supply and sanitations schemes. The Central subsidy may be 35 per cent for units with population between 5,000 to 7,000 25 per cent for units between 7,000 to 10,000 and 15 per cent for units from 10,000 to 20,000.

Procedural Reforms

Procedural matters in processing urban or rural schemes from the stage of its initiation to the final stage of completion through the several agencies should all be streamlined in order to remove bottle necks wherever they exist.

The Union Health Ministry should lay down the guiding principles for design of schemes for the State Governments to follow under the programme, so that delays in preparation of schemes and their approval may be avoided.

The security of the schemes both at the State level and at the Centre should be expedited. There should be an interchange of officers between the Central Public Health Engineering Organisation and the State Public Health Engineering Department.

The State and Central Public Health Engineering Organisations should play their mutual role in establishing standards and techniques for dealing with all problems in design, construction and maintenance and arrange for bringing out technical journals, manuals, codes and brochures for keeping the members of the profession abreast of current trends and latest developments.

The Union Health Ministry should expedite approval to schemes from the State Governments without any reference to the Planning Commission, as it involves delay without any corresponding advantage.

At the State level, a Standing Coordinating Committee may be set up in the Secretariat composed of Ministries, Secretaries, Engineers, Legislators and Municipal Chairmen to meet periodically to study the movement of all schemes figuring in the programme to deal summarily with delaying factors against progress.

The progress of execution of schemes should be specially watched in order to avoid delays by timely action, wherever needed. It would also be necessary to build up a load on the water supply distribution system and on the sewerage system side by side with the execution of these schemes, so that when the local bodies take over completed schemes, the citizens would derive the expected benefits from these aminities without any long time-lag.

Procurement of Materials

It is common complaint that critical materials required for the programme are much in short supply at present, particularly C. I. Pipes in the smaller sizes, Cast Iron specials and valves and other water works fittings. The current rate of financial allocations and the procedure being followed for allotments hinders long-range planning not only in respect of preparation of projects by the States but also in regard to industries planning their production capacities. What is required

is a comprehensive planning and decision to implement the total programme within a specified period which will give a proper indication of the future magnitude of the problem and the quantum of requirements needed for such a programme.

Nearly 60 to 70 per cent of the cost of urban water supply schemes comprises the value of C. I. Pipes and specials and the total quantity of such materials required for our schemes in the next 20 or 30 years would be of a significant measure. It will therefore be worthwhile for the State to participate in the manufacture of cost iron pipes and specials so that the quality and price of pipes would be controlled and regulated.

It is desirable that a judicious choice of materials is made in the pipes adopted in the several of the major and minor urban and rural schemes to that pipe materials used correspond to actual needs and scarce materials are conserved for meeting appropriate requirements.

The possibility of securing financial assistance for starting these important industries from International loan agencies may be explored. Reputable foreign firms are now getting interested in helping to increase production of scarce materials. What is required is to channelise the interest evinced by the several agencies into a fruitful line of action and to programme the future plan of production with vision.

The production of pumps and motors and similar water works appurtenances needs some stimulation for the starting of necessary industries so that under a planned programme of production, supply and demand could keep pace at all stages with a control over the quality and price range of all the materials produced.

The High Power Committee to be set up by the Union Health Ministry should also go into this major question, work out the details of future requirements and indicate the extent and scope of the industrial expansion needed in the field.

The District Centre would be the pivot of future activity for implementing the rural programme in future. It is desirable that the Centre is so developed that it has a manufacturing yard for the casting, curing and storage of different sizes of concrete pipes, special latrine pans, squatting slabs, traps, etc., required for rural water supply and sanitation works. A mechanical section under adequate supervision of the District Centre should be entrusted with the production, stocking, supply and distribution of all materials required for the programme. Each Centre could, in addition, train the required number of masons, carpenters, mechanics, mistries and other artisans in their respective works so, that they may handle the field work in rural areas to better advantage. The District Centres could, in addition arrange for the necessary orientation, refresher and training courses for the subordinate for technical personnel employed in the rural areas to better advantage. This District Centre could, in addition, arrange for the necessary orientation, refresher and training courses for the subordinate technical personnel employed in the rural programme.

Water Resources Conservation And Water Pollution Control

A Water Resources Conservation Programme is of supreme importance, in order to safeguard and regulate future development of all water supply systems, big and small. Advance action to conserve adequate supplies for the future needs of each city should receive special attention. The State Governments may detail an advance investigation division to conduct a preliminary survey and decide on the nature and extent of resources which will have to be harnessed for the present and future needs of all citizens and of special rural areas, and also to examine to what extent collaboration with other users of water from the same source is necessary and to initiate necessary measures to reserve adequate supplies for future needs.

A Water Pollution Control Programme is equally important to ensure adequate safeguards for preserving the quality of the supply from present and future sources. Almost all water courses in the country are getting increasing discharges of pollutional loads from waste waters and trade effluents which may impair the chemical and bacterial quality of such stream flows.

There are two aspects of the problem of water pollution control. The one is an initial assessment of its extent, nature and magnitude in the several States; and the other is the manner and method in which such pollution could be combated effectively and the administrative, technical and legal machinery to be set up for such a purpose. The engineering, economic and equity aspects involved in the problem and its solution deserve a discerning study of the local factors before regulations are to be enforced in each case on its merits. An overall assessment of the problem with statistical data on the present and future pattern of development is a prerequisite for working out the details of such a programme.

The Union Health Ministry may set up a compact High Power Committee to include Public Health Engineers and Public Health Officials from the Directorate General of Health Services and the Central Public Health Engineering Research Institute, Members from the Union Parliament and the State Legislatures, representatives from the industries and representative from the Union Ministries of Law and of Commerce and Industry to study and report on a comprehensive Water Pollution Control Programme for the country. The Committee will make detailed studies of river velleys with special reference of water pollution, make a general survey and assessment of the water pollution State-wise make a comparative study of the existing laws and available technical and administrative machinery for controlling the problem in the States and advise on the legal, technical, administrative and general measures to be adopted by the States for bringing into effect a comprehensive water pollution control programme. It may also go into the allied question of setting up State-wise Water Pollution Control Boards, and indicate their constitution, set up and functions for administering the programme on a uniform basis throughout the country.

SCHEDULED AREAS AND SCHEDULED TRIBES COMMISSION, 1960—REPORT

New Delhi, Ministry of Home Affairs, 1961. 2 Vols.

Chairman : Shri U.N. Dhebar

Members : Shri D. Basumatari ; Shri H.C. Heda ; Shri Jaipal Singh ; Shri T. Sanganna ; Shri Manikyalal Verma ; Shri Narayan Rao M. Wadiwa ; Shri Subodh Hansda ; Shri D.J. Naik ; Shri Dharam Dev Shastri ; Dr. Verrier Elwin.

Secretary : Shri S. Narayanswamy.

APPOINTMENT

Article 339 of the Constitution provides that :

"The President may at any time and shall at the expiration of 10 years from the commencement of this Constitution by order appoint a Commission to report on the administration of the Scheduled Areas and the Welfare of the Scheduled Tribes in the States.

The order may define the composition, powers and procedure of the Commission and may contain such incidental or ancillary provisions as the President may consider necessary or desirable."

In pursuance of the provisions of this Article, this Commission was appointed by the President under the designation, the Scheduled Areas and the Scheduled Tribes Commission, on April 28, 1960, by his order published in the Government of India, Ministry of Home Affairs Notification No. 11/6/59-SCT. IV, dated April 28, 1960.

TERMS OF REFERENCE

To report on :

(a) The administration of the Scheduled Areas under the Fifth Schedule to the Constitution, and, in particular, as to

(i) the functioning of the Tribes Advisory Councils

(ii) the laws applicable to the Scheduled Areas and the exercise by the Governors concerned of powers under paragraph 5 of the Fifth Schedule ; and

(iii) the principles to be followed in declaring any, territory to be, or to form part of, a Scheduled Area or directing that any territory shall cease to be, or cease to form part of, a Schedule Area ;

(b) The welfare of the Scheduled Tribes in the States and, in particular, whether the development plans in relation to matters connected with the welfare of Scheduled Tribes require any alteration in respect of objectives, priorities or details of working ; and

(c) Any other matter connected with the administration of Scheduled Areas or the welfare of the Scheduled Tribes in the States which may hereafter be specially referred to the Commission for investigation and report.

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Introductory ; **Part I** : Tribes and Constitutional Arrangements—The Problem ; The Scheduled Tribes ; The Condition of the Tribes Prior to Independence ; The Constitution and the Scheduled Tribes ; The Scheduled Areas ; Governor's Powers under the Fifth Schedule ; Tribes Advisory Council ; Criteria for Scheduled Areas ; Article 275 of the Constitution and Responsibility of the States ; **Part II** : Review of the Progress and Recommendations—Assessment ; Land and the Scheduled Tribes ; Tribals and Forest Policy; Agriculture ; Village and Cottage Industries ; Community Development and Tribal Development Blocks ; The Problem of Indebtedness ; Cooperation ; Eductional Development ; Health ; Housing ; Communications; Impact of Industrialisation ; **Part III** : Administration and Institutional Set up—Administration ; Commiioner for Scheduled Castes and Scheduled Tribes ;

Non-official Agencies; Training Programmes; Representation in Services; Role of the Traditional Tribal Councils; Survey, Research and Evaluation: **Part IV**: State-wise Recommendations—Andhra Pradesh; Assam; Bihar; Gujarat; Kerala; Madhya Pradesh; Madras; Maharashtra; Mysore; Orissa; Punjab; Rajasthan; West Bengal; Andaman and Nicobar Islands; Himachal Pradesh; Laccadive, Minicoy and Amindivi Islands; Manipur; Nagaland; NEFA; Tripura; Conclusion; Summary of Recommendations; Select Bibliography; Notes on References; Tables; Appendices I to XIV (in Volume II).

RECOMMENDATIONS

The Scheduled Areas

Scheduled Areas have been constituted with two clear and straight-forward objectives—one is to assist the tribals in enjoying their existing rights unhindered by others and the second is to develop the areas and promote economic, educational and social progress among Scheduled Tribes. In this scheme protection of the interests of the Tribals in land, protection against exploitation by money-lenders and priority in the allotment of land come first. The Constitution has vested powers in the Governor to make regulations for the protection of the tribals but this power has been used very sparingly. This appears to be due to certain vagueness about the law making powers of the Governor and the absence of suitable directions. It is felt that without some directions from the Centre the State Governments may not realise the scope of the law making and rule making powers and their importance for the general development programme. The State Governments may be advised to utilise to the full provisions of paragraph 5 of the Fifth Schedule within a given period. The legislation that may thus be promoted should take into account the harm caused in the interim period and also to what extent it is possible to remedy it. The Union Government should state a time limit and pursue the matter with the State Governments so that the necessary legislation is completed within the given period.

There has been as much vagueness about the approach, priorities and methods of application in developmental activities, but inspite of the deficiencies considerable progress has been made in the field of education, health and community development and these have made an impact on the tribals.

Figures of developmental expenditure are maintained district-wise and unless the Scheduled Area is itself a district, it is impossible to get a picture of the physical and financial targets, achieved in the Scheduled Areas. The State Governments should be required to maintain figures of development expenditure separately for the Scheduled Areas, giving physical and financial targets achieved.

Governor's Powers Under The Fifth Schedule

The Governor's reports are intended to enable the Union Government to discharge their responsibilities to the tribes. It is only a medium on which further action is to be taken. No instructions have been issued by the Union Government about the formal contents of these reports with the result that State Governments have come to look upon them as departmental reports. The main purpose is thus not fulfilled. There is plenty of material available for the preparation of these reports. A proper use of this material can give a co-ordinated picture of the position in the tribal areas. The preparation of the annual report should not be left to the Tribal Welfare Directorate, but should be the responsibility of the Secretariat, who should collect the data from the Director and the staff in the field. The views expressed by the Members of Legislative Assemblies, Members of the Tribes Advisory Councils, non-official organisations and the Commissioner for Scheduled Castes and Scheduled Tribes should also be incorporated. The actual conditions in the tribal areas can provide a review of the reactions of a cross section of the people living or working on them. The State Governments as well as the President will thus have a carefully prepared document which can be of real use to the Union Government.

The preparation of this report can be better handled by the Chief Secretary who may have a small section to assist him for a couple of months in a year. After the report is prepared, it should invariably go to the Council of Ministers and only then be forwarded to the Governor and through him to the President.

The Tribes Advisory Council should also be invited to make suggestions for inclusion in the report on any matter of importance.

There is no special machinery in the States to consider the possible effect on the tribals of legislation proposed in Parliament or in the State Legislatures. The past 10 years have witnessed phenomenal, economic and social changes, many of which have been brought about through legislation. The application of these laws to the Scheduled Areas without any machinery to look into their possible consequences on the tribals is, in our opinion, a sad omission. It is recommended that—

(a) At the State level a section should be created in the Legal Department to undertake a study of the Central and State laws relating to (i) social matters, (ii) rights in land including tenancy laws, (iii) allotment of land and setting apart land for village purposes, (iv) private money-lending and village management including establishment of village Panchayats, and to suggest modifications to protect the rights of the tribals in regard to these matters. This should be undertaken without any further loss of time.

(b) A survey should be undertaken in each State with a view to ascertain to what extent the interests of the tribals have suffered, which require restoration or retrospective legislative assistance.

(c) The Union Government should take up with the State Governments the necessity of having a definite and consistent policy of protection in relation to subjects mentioned in the Fifth Schedule.

(d) Early steps should be taken by the Union Government to evolve in consultation with the State Governments concerned a definite and consistent policy in relation to allotment of lands to the tribals.

Tribes Advisory Council

In the Punjab, Bihar and other States, the Chief Minister is the Chairman of the Tribes Advisory Council. This practice has been very helpful. The Chairman of a Tribes Advisory Council should accordingly be a person who has influence beyond the immediate department concerned, for he is expected to deal with problems that concern for he is expected is deal with problems that concern all the departments.

Since the maximum number of non-tribals that can be appointed to the Tribes Advisory Council is five, the representation of officials should be limited to one at the most so as to leave scope for the nomination of non-officials. It would be sufficient if the Chief Secretary is a member. He as the coordinating medium of the entire administration will be able to guide and control other Departmental Heads or Secretaries.

It is desirable to have on the Council persons who are non-tribals working in the field. This will provide a common forum for discussion and be a source of encouragement to them.

As regards the representation of tribal legislators, there is need for caution in the States where there is a large tribal population as in Bihar, Madhya Pradesh and Orissa. Government should try to ensure that all shades of opinion are given representation.

The rules regarding the composition of the Councils should be changed in the case of those States which include a number of officials and where there is only notional representation for non-official agencies.

The Rules of Business should be amended so as to define properly the functions of the Council and should include provisions enabling the members to initiate and bring up for discussion any matter concerning the welfare of the Scheduled Tribes or development of the Scheduled Areas.

In almost all the States, Tribes Advisory Councils have been given an opportunity to discuss the draft Third Five-Year Plan. Annual discussion on the progress of the Plan will be helpful in generating interest of the tribals in a planned approach, besides making them more and more development-conscious. Simultaneously, it will enable them to understand their responsibility in making the plan success.

There is need for consultation with regard to legislation. There may be same laws which do not warrant any detailed discussion. At the same time there will certainly be others which under the Fifth Schedule, do warrant such a discussion.

There should be a periodical review of the work done in the Tribal Development Blocks and in other fields of development activity. Members of the Tribes Advisory Council should be given facilities to go round the state and visit important projects.

The Council should have a staff of its own with a Secretary who can do the follow-up work.

There should, in all the States and Union Territories, whether they have Scheduled Areas or not, be Tribes Advisory Councils to advise on the protection and development of the Scheduled Tribes.

Criteria For Scheduled Areas

The criteria for determining a Scheduled Area should be related to the objectives of the Fifth Schedule. These are (i) protection of the Scheduled Tribes; and (ii) raising the level of administration in the Scheduled Areas. In determining the criteria those factors which promote the objectives of the scheduled should invariably be present; others may or may not be.

The most important factor is the concentration of tribal population. The percentage of tribal concentration in any area proposed for declaration as a Scheduled Area should not be less than 50 per cent. This is particularly necessary when entensive efforts for protection and large-scale development are contemplated.

The compactness of the area is an important consideration since scheduling involves special administration. A sub-tehsil should be the unit. Wherever, there is a Tribal Development Block, the size of the sub-tehsil should correspond with it. Elsewhere sub-tehsils should be formed which could conveniently be converted into Tribal Development Blocks.

The area should be under-developed. It is possible to apply tests to assess the degree of under-development, e.g., the extent of cultivated and uncultivated land against the total land available, extent of irrigation, the mileage of roods in the area, the percentage of literacy and the number of dispensaries.

There should be marked disparity in the economic standards of the tribals living in the areas compared to

the people in the surrounding areas. Areas where shifting cultivation is still in vogue or the size of holdings is less than 50 acres per capita (standard acre) and the per capita incomes are lower than half of the all-India incomes and the quantum of under-employment is severe that the people do not get work for more than 200 days in a year, should be reckoned as fulfilling this factor in the criteria.

All these four factors—

(1) preponderance of tribals in the population,

(2) compact and reasonable size,

(3) under-developed nature of the area, and

(4) marked disparity in economic standards of the people,

must invariably be present before any area can be considered eligible for declaration as a Scheduled Area. Other factors such as the primitive or distinctive way of life or the practice of shifting cultivation seem to relate to the condition of the people and not to the area and would be covered by the criteria stated above.

For the purpose of scheduling areas, no distinction should be drawn between the States and the Union Territories.

No existing area can be de-scheduled unless the government, after examination of all available data, is satisfied that it fulfils a certain standard and has developed economically and educationally and in point of health, communications and services to the limit when it can no longer remain scheduled. In the Commission's view no Scheduled Area has yet reached the State where descheduling can be considered.

In view of the changes that have taken place since the inception of the Constitution, we feel that it is no longer necessary to pursue the question whether a tribal area should be declared scheduled or a Scheduled Area should be de-scheduled. The Fifth Schedule was conceived as a temporary expedient and its objectives can be achieved by our alternative approach, which is simply that government should undertake a plan which would protect the Scheduled Tribes and ensure development of the tribal areas within a stated period. The State Governments should undertake general legislation applicable throughout the Scheduled and non-Scheduled Areas for protection of the rights of tribals, inland and forests, and protection from exploitation by money-lenders and this legislation should be implemented with a period of 10 years. Pending enactment of such general legislation, the regulatory powers of the Governor under paragraph 5(2) of the Fifth Schedule may be utilised for the promulgation of corresponding regulations for the Scheduled Areas. Simultaneously, all tribal areas should be grouped under Tribal Development Blocks so that the bulk of the tribal population is brought under intensive development schemes. The blocks should concentrate on the following four activities—economic development, education, health and communications and should have specific targets. With the fulfilment of the targets in all Tribal Development Blocks and the passing and implementation of protective legislation, the objectives of the Fifth Schedule would have been achieved and it could conveniently be abrogated.

If Government is unable to accept this programme, there is no alternative to declaring those areas, which after enquiry satisfy the criteria suggested by us, as Scheduled Areas despite the complications involved.

Articles 275 Of The Constitution And Responsibility Of States

The grants-in-aid under Article 275 are intended to supplement the general welfare programmes which are directed to the entire community including the Scheduled Tribes. The Andhra Pradesh Government has issued instructions to all heads of departments that three per cent of the total provision of each department should be earmarked for the welfare of the Scheduled Tribes during the Third Five Year Plan period. The other State Governments may consider the issue of similar instructions.

The distribution of grants-in-aid only on the basis of population will not be fair. There is no doubt that the criterian of population is a safe and easy one. But since the grant is intended also to develop the area, the relative under-development of an area and its present problems should be assessed. In the allocation of funds under Article 275, the following criteria may be followed:

(a) Population;

(b) Level of development reached by the State in welfare activity for Scheduled Tribes and level of administration in the Scheduled Areas;

(c) Financial position of the State.

In addition to these three factors the position of the border States in the north and north-eastern regions which have suffered a serious dislocation of their economy and trade due to change in the international atmosphere be taken into consideration in deciding the outlay for tribal welfare in all such areas.

Beyond allocating funds to the States, Union Government have no adequate machinery for ensuring that the funds given have been properly spent and for the purposes intended. It is suggested that the proposed Department of Tribal Welfare to be set up in the Ministry of Home Affairs should contain an Accounts Cell exclusively for the purpose of maintaining accounts of the funds disbursed to the State Governments, Union Territories and non-official organisations.

As the grants are specially intended to, raise the tribal areas to the level of the surrounding areas, the large amounts that invariably lapse at the end of each financial year should be available for re-allotment for the same purpose. The machinery at the Centre to ensure such re-allocation is totally inadequate and to solve this problem, following alternatives are suggested :

(a) A procedure may be devised by which the grants sanctioned during a particular year are available for expenditure even in the succeeding year, thus giving the administration 12 months to implement the schemes in full.

(b) A non-lapsable Tribal Welfare Fund may be created on the lines of the Central Road Reserve Fund.

(c) The financial year may be changed from April-March to July-June.

A separate entry be made in the budget and accounts so that it becomes easier to obtain figures of provision, expenditure and balance left for purposes of re-allotment in subsequent years.

Delay appears to lie with the State Governments whose Finance Departments are reported to scrutinise the schemes further even after approval is given by the Union Government on the basis of their inclusion in the annual plans. The State Governments should devise a suitable procedure which would obviate reference to their Finance Departments of cases where the increase in the outlay does not exceed a particular percentage, say five per cent.

Six-monthly progress reports of the State Governments should be despatched promptly within three months after the lapse of the six-monthly report period; this should be made a condition of the grant.

As Article 275 does not envisage loans to the State Governments, the Union Governments, or the Reserve Bank should give loans to the State Governments for disbursement to the tribal people for economic development such as agriculture, industries, rehabilitation in a trade or even construction of houses.

It is recommended that all expenditure on the employment of additional staff in the field and at the headquarters and their training should be met out of funds given to the States

In view of the constitutional obligations in regard to the welfare of the Scheduled Tribes, the programme for the welfare of Scheduled Tribes should be kept separate from the general programme of social welfare and given a higher priority to these schemes at the time of annual plan discussions.

As the responsibility for the welfare of the Scheduled Tribes and raising the level of administration on the Scheduled Areas is primarily that of the State Governments, we feel that there is need for a change in their attitude. They should come forward more enthusiastically and liberally to shoulder the responsibility.

Schemes with high priority such as economic development, health, drinking water supply, training of personnel, research and evaluation should be included under the Central sector whereas schemes for education, housing etc. should come under the State sector.

Assessment

The achievements in the positive field of development during the first and second plan periods are also limited. This has been due to diffusion of effort and lack of an integrated and planned approach which would give employment at least for 300 days a year on reasonable ages and food all the year round. The problem of economic development for the bulk of the tribals cannot be solved unless the resources of land, forests, cattle wealth, cottage and village industries are all mobilised in service. In other words improvement of techniques and an integrated approach in relating to all the four avenues of employment available in the tribal areas is the only answer.

Education has made an unmistakable impact upon the tribal mind and there is no place in India which is not demanding primary middle and high schools. There is outstanding contribution in regard to maleria control and eradication. The other diseases like yours, V.D. and T.B. have get to be tackled properly. The communications in the tribal areas have not been properly developed. The development plans have left a mixed impression on the minds of the people. There have been serious shortfalls in financial and physical targets some of the State Governments, notably Madhya Pradesh, have explained to us the reasons for the shortfall. One of the reasons given by the State Governments is that since Tribal Welfare is dealt with as part of the bigger subject 'Social Services' they feel embarrassed in giving a higher priority to tribal welfare. It is recommended that Tribal Welfare should be separated from Social Welfare and given its own importance and priority.

In some of the tribal areas, the working season does not exceed three or four months. Even in the easier districts, it does not exceed eight or nine. Once snow begins to fall or the rainy season sets in, no work is possible. The rules (financial) should take into consideration these special conditions.

One of the most important lessons that the shortfalls have to teach us is that there should be a constant watch upon expenditure and achievement in tribal areas. Dacisions have, therefore, to be taken well in advance. A periodical examination of such vital questions at the time of the annual appraisal of the Plan is necessary at the Union Government level. This appraisal would enable the Union Government to step in as and when the situation required.

Land And The Scheduled Tribes

Prevention Of Land Alienation

All existing Acts and Regulations affecting tribal's lands be examined by a Committee in each State and Union Territory with the ultimate object of completely preventing transfers of tribals' lands to non-tribals. It may be necessary in many cases to amend the present laws drastically. If this is likely to take time, the Governors may, in exercise of the powers conferred to them under the Fifth Schedule, issure the necessary Regulations without delay.

There should be a general prohibition of all transfers, whether by sale, mortgage, gift or lease under any kind of agreement to contract affecting the tribal's lands entered into by tribals in favour of non-tribals without the permission of the Deputy Commissioners or the Collectors. The Government should make rules in consultation with the Tribals Advisory Council governing the grant of permission by the Deputy Commissioner or the Collector after ascertaining the conditions prevailing in each area.

There should be a bar against suits or applications against any such order made by a Deputy Commissioner or a Collector and the courts of law should be precluded from taking cognisance of all transfers of land, gift or lease or any other agreement or contract and from passing decree thereon unless arrangement has been entered into with the previous permission of the Deputy Commissioner or the Collector.

The Deputy Commissioners or Collectors should have powers *sup moto* or at the instance of the aggrieved tribal land holder within a period of 12 years to institute enquiries and restore possession of the land with or without payment of any compensation to the transferee. This provision should have retrospective effect from January 26, 1950. Adequate machinery should be created to implement these provisions.

All surrenders of lands should be only to the State, which should hold the surrendered land as a trustee for the tribals.

Non-official agencies should educate the tribals regarding the laws or regulations made for their benefit and render them necessary financial and legal assistance.

Impact Of Industrialisation

The scheme of rehabilitation of persons likely to be displaced as a result of any project should form a part of the project and adequate financial provision should be made for it as a part of the project expenditure.

In selecting alternative sites for their rehabilitation, the acquiring authorities should consult the tribals and their representatives.

So long as uncultivated land is available in the neighbourhood, land under cultivation should not be acquired for any project.

In following the principle of compensation of giving land for land and house for house, if the value of land allotted is less than the value of land acquired for any project, the difference should be made good by payment in cash.

Development of colonies for displaced persons should be completed before they are asked to vacate their lands and houses acquired for any project.

Persons likely to be affected as a result of a project should have preference in employment on the project work, subject to the consideration of technical qualifications where they are needed.

Land Allotment

In the Scheduled Areas and in the areas where there is a predominantly tribal population, first priority for land allotment should be given to the tribal people. In other areas they should rank for this purpose with the Scheduled Castes.

There should be a regular plan drawn up for every Scheduled Area and the areas where the Scheduled Tribes are in considerable numbers, for allotment of cultivable wasteland. A certain portion of the cultivable wasteland may be set apart for the future needs of the State, the general public or the villagers, other lands being distributed without any further delay. Only such number of families may be accommodated there as can maintain themselves upon the land.

The scheme for the allotment of land should also incorporate the following facilities for land allottees:

(a) Irrigation.

(b) Credit—not on some mechanical basis, but having regard to the tribals' need to clear the area, construct houses, dig wells and maintain themselves till the new harvesting season.

(c) Housing—the taste, tradition and needs of the tribals should be borne in mind. They should be permitted to build their houses from locally available material.

Surplus land that will be available in tribal areas as a result of legislations prescribing ceilings on holdings should be allotted to tribals on a preferential basis.

While allotting surplus or cultivable waste-land, the tribal cooperatives may have precedence but the land should not be tied up with any such condition.

Record Of Rights

The work of preparing the record of rights, as far as the tribals are concerned, should be completed as early as possible. Since most of the tribals are illiterate and ignorant of the implications of various exactments, the approach to this work should be human rather than legalistic, and should take full note of tribals' custom and tradition. Possession of a certain piece of land should be regarded as a *prima facie* proof to warrant recording of that land in favour of a tribal unless there are circumstances to show that it is illegally acquired.

Forest Policy

The forest policy as laid down in the Resolution of 1952 should be reviewed and the departures made by this policy in relation to release of forest lands for cultivation, supply of villagers' needs from the outlying areas in the reserved forests, village forests, grazing and shifting cultivation should be reconsidered. Government should accept in relation to the rights of the tribals in forests at any rate the position that obtained prior to Independence. The needs of the village communities should be kept in view and the present approach of government towards the tribal villages in forest areas be revised.

Government should take steps to eliminate the middlemen between the inhabitants of the forests and the Forest Development in relation to the exploitation of the forest. The system of monopoly should in any case be ended.

Settlers in the forest villages should be granted security of tenure. These settlers should not be required to work except on payment of wages at rates not lower than the wages payable under the Minimum Wages Act. These villages should be provided with all amenities including drinking water supply, education and health. The settlers should receive credit facilities both from the State as well as from the cooperative societies.

The right of individuals in the private forest be immediately abolished in those areas in the country, where it has not been abolished so far.

The Forest Department should be deemed to be charged as a branch of the government with the responsibility of participating in the betterment of tribals side by side with the development of forests.

In Relation To Execution

Steps should be taken to implement the policy decision of the government in regard to the village forests. There should be coordination between the Forest, Revenue and Development authorities for this work. The management of the village forests should be vested in village Panchayats and all revenue from these forests should go to them.

Suitable areas reserved for afforestation may be handed over to the local Panchayats, the Forest Department providing the necessary technical guidance. The Panchayats should not only have the responsibility of managing them but should also be given a right to appropriate the forest produce in a certain proportion subject to the rules and regulations of the Forest Department for the benefit of the village.

The Forest Department should promote growth of improved varieties of grass in forest areas especially in areas where afforestation is in progress and should also participate in the preparation of hay and silage-making. Grazing fees should be regulated.

The Minimum Wages Act should be scrupulously enforced in relation to the employees of the Forest Department and those of contractors and middlemen.

The Forest Department in consultation with Agriculture, Industries and Development Departments in each region should prepare a time schedule so as to provide work for the tribals all the year round. Such work should include services in the Forest Department as Forest Guards and for protection, conservation, regeneration and exploitation of forest and forest produce. It should include work on land utilisation schemes, collection of forest produce, processing of minor forest produce and exploitation of major forest produce.

The tribals residing in and around the forests should be organised into permanent labour corps for the purposes of obtaining labour of the right type for forest operations.

The Forest Department should assist in organising the Forest Labourers' Cooperative Societies. A time limit should be fixed to cover the entire forest area with such societies and all work pertaining to the exploitation of forest produce should be entrusted to them.

The State Governments should organise Cooperative Finance and Development Corporations on the model of the Andhra Scheduled Tribes Cooperative Finance and Development Corporation, with such modification as circumstances may require, with a view to consolidate and develop the economy of the tribals, particularly in relation to purchase of minor forest produce, supply of requirements of the members, processing and grading of forest produce for the benefit of the tribals, discharge prior debts and to act as an agent of the government for procurement, supply and distribution of agricultural and other produce. The programme should cover all the tribal areas by primary cooperatives which should function as agents of the Central institution.

Agriculture

In the tribal areas, agricultural production suffers from small holdings, fragmentation, poor quality of soil and elementary methods of cultivation. Improvement of agriculture for the tribes, therefore has to follow the same principles of intensive cultivation introduced in other parts of the country. This can only come

with security of land tenure, irrigation, scientifie jhuming, soil conservation and the promotion of animal husbandry.

One of the major problems in the tribal areas is that of shifting cultivation. Everyone agrees that shifting cultivation is not an ideal method. The total replacement of this system, if it comes at all, will be a long-term process.

Shifting cultivation is a mixed problem, partly connected with the physical conditions of the land and partly with social customs, traditions and beliefs. Any hurried departure may create complications.

An attractive solution of the problem is to convert shifting cultivation into terraced cultivation. Wherever the hill slopes permit and the soil is sufficiently deep, this holds out immense possibility of improvement, and in many places throughout the tribal areas, it has already been taken up with enthusiasm. It involves heavy initial expenditure of money.

The most reasonable policy is to regulate shifting cultivation on scientific lines so as to limit its disadvantages and promote the fertility of the soil. For this purpose we recommend the undertaking of research in every area where the jhuming cultivation exists on a wide scale. This is a very large and expensive programme.

The transfer of population from the shifting cultivation area to the lower regions down below does not appear to be a practical proposition that would yield results in the immediate future. It may well have to be phased over a period of 50 years.

In any land colonisation scheme, we suggest that special attention be paid to the following points even if this involves reduction in the number of families that can be accommodated :

(i) There should be adequate land. It should be properly demarcated and distributed, with title deeds.

(ii) Irrigation facilities should be available and provided.

(iii) The settlers should be provided necessary employment in clearing the land, constructing the houses, wells, approach roads and irrigation work immediately ofter their agreeing to be members of the colony.

(iv) The rates of labour should be fair. There should not be a contractor in between nor should there be any question of expecting the people to do the work on an *ad hoc* basis or on loan.

(v) They should be provided with bullocks, seeds and maintenance allowance for the period they work on the fields till they get the harvest.

(vi) Horticulture, depending on the soil, climate and irrigation facilities, should be encouraged.

(vii) The colony should be self-sufficient in every respect. There should be proper arrangements for drinking water, a school and a cooperative society.

The terrain which the tribals cultivate is mostly undulating. Continuous cultivation has considerably eroded the soil and reduced its fertility. The process is increased by winds, snow and turbulent water-courses in the hills. Soil conservation on a large and scientific scale is essential for these areas.

Regarding soil conservation, it is recommended that :

(i) A phased programme of conservation, including contour bunding, gully-pluggings, terracing and field bunding, should be prepared for every Tribal Development Block.

(ii) In preparing the schemes, those areas which have a tribal concentration should be given precedence.

(iii) Subsidies should be given for soil conservation measures an individual as well as community holdings. The tribals' contribution should be in the form of labour only.

(iv) Afforestation work should be taken up simultaneously. If necessary, research on local problems should be undertaken to find out—

(a) Suitable grass and legumes for the locality ;

(b) Suitable techniques for gully-plugging (reclamation) ; and

(c) fruit trees suitable for eroded soils.

Fruit trees, grass and legumes selected after research which would prove useful for erosion control should be multiplied in government nurseries and then distributed to the tribals free of cost.

(v) Construction of irrigation wells should be encouraged in these areas where there is scarcity of rain.

(vi) Expenditure from tribal funds on schemes that predominantly benefit others should not be permitted.

Since for same time to come agriculture will be the mainstay of tribal economy and since their holdings are small, cultivation is the only way to build up their economy. Intensive cultivation is not possible without irrigation.

The approach to this problem of irrigation in a Tribal Development Block should be as follows :

(i) First a survey should be made of the tribals' land and the possible source of irrigation.

(ii) Those schemes of irrigation should get priority which would ensure irrigation of the lands of the tribals and other under-developed groups.

(iii) If there are schemes which can irrigate the lands, but not necessarily those of the tribals, they should be undertaken on condition that if they irrigate lands which have been acquired by individuals from the tribals, such lands should be redistributed and irrigation facilities provided to all.

(iv) In the areas where irrigation is not possible, if there are already irrigated lands which once belonged to the tribals, such lands should be redistributed.

The demand for irrigation is universal. The achievements so far bear no relation to the people's needs. It is recommended that :

(i) A special division with a Superintending Engineer at the top for survey and execution of minor and medium irrigation projects should be set up in each State.

(ii) State Government should fix targets for minor and medium irrigation works in tribal areas and earmark a substantial amount from its normal budget for these projects.

(iii) The rules in relation to returns be reviewed and revised. The question of return should be considered in the light of the condition of the people.

(iv) All existing irrigation sources--walls ond tanks should be repaired and improved.

(v) Irrigation wells should be constructed on full subsidy basis.

(vi) Improvement and extension of channels, installation of electric and diesel pumps and Persian wheels and boring of tube-wells should be taken up wherever possible.

There is considerable scope for development of horticulture and cash crops in the tribal areas. To encourage horticulture it is recommended that :

(a) Suitable lands including lands now classified under forest but without trees should, wherever they are available and there is a demand, be transferred to individuals and Panchayats for the development of horticulture ;

(b) The holder of land should have full rights over the trees and fruits ;

(c) Arrangements should be made to supply plants, seeds, manure and fertilisers ;

(d) Arrangements should also be made to supply insecticides and plant protection equipment ;

(e) Technical assistance and guidance should be given by the Agriculture and Forest Departments free of cost ;

(f) Fruit preservation units should be established where necessary ; and

(g) Transport and marketing facilities should be provided.

The major need of the tribal as soon as he gets irrigation water will be bullocks. The early establishment in each region of a suitable cattle-breeding farm is desirable. For this purpose it will be necessary that the type of the animal needed for each region should be fixed first. The Indian Council of Agriculture Research and the Ministry of Food and Agriculture may be asked to examine this question further.

For the development of animal husbandry the following measures are suggested :

(i) Establishment of proper unit for development of the animal husbandry to guide and direct Tribal Development Block agencies in the work of survey and development.

(ii) Establishment of a nucleus cattle farm in each region for developing a drought breed.

(iii) Survey of the milk and other dietic need of the tribals and the people of the area, assessment of the possibilities in the areas to meet these needs and the steps to be taken to do so.

(iv) Supply of veterinary services to the area for the protection and development of their stock.

(v) Arrangement for breeding, feeding and weeding of the cattle in tribal areas.

(vi) Training on a mass scale for spreading the knowledge about improvement of the stock and economic utilisation.

(vii) Training for Certificate, Diploma and Degree courses in animal husbandry of tribal students.

(viii) Developing facilities for credit and marketing the stock as well as its produce.

(ix) Rearing of goats, sheep, horses, mithons, yaks and chorus and development of poultry and piggery,

Village And Cottage Industries

The problem of distribution and the sub-normal standard of living in the tribal areas owing to the low potential of agriculture can be mitigated through development of village and cottage industries. Cottage industries can utilise and develop the creative faculties of the tribal people, provide gainful employment to them and offer an avenue for converting the raw materials into processed articles.

The problem of village and cottage industries is one of proper direction and of large-scale organisation. Owing to the lack of an organisation and absence of a clear-cut policy, the efforts at spreading village and cottage industries have been mostly superficial. There is very little of preliminary survey of the scope of such industries which are marketable,

The village industries in the tribal areas can be divided into three categories:

(i) Consumer goods industries;

(ii) processing industries, and

(iii) Handicraft and art pieces.

Talking consumer goods industries first there will not be much of a market for articles manufactured in tribal villages. Similarly, handicrafts and art pieces which depend on outside markets enquire survey or assessment of the potential markets. Where such an industry has a prospect a pilot project can be started with adequate financial investment and with training facilities. The prospects for processing industries, however, are bright and efforts have been made to organise such industries

e.g., add leaves in Andhra Pradesh, brooms and baskets and many other major and minor forest produce.

Wherever there is raw material available and there is a market available locally or outside, the principle should be that the raw materials should not go in the form of raw material but should go as a processed article unless the cost is uneconomic or it involves technical or transport problems beyond the reach of administration in tribal areas.

The basic thing, however, is the need for an effective organisation for all the three types of village and cottage industries. It is only when there is an organisation solely devoted to the task of survey, study, piloting, and organisation that there will be any appreciable change in the situation.

It is clear that Khadi and Village Industries Commission and the All India Handicrafts Board are the proper agencies to undertake a large share of responsibility. What remains can be attended to by an organisation modelled according to their advice.

There shall by attached to each State institution representing them, a special section, to assist the field agencies with guidance, technical assistance, training facilities and financial help. The Tribal Welfare Department with the assistance of the State Boards should set up a field organisation for the purpose.

A number of production-cum training centres for cottage industries have started. In some places the other youths out numbered the tribal and that too in centres opened by the Tribal Development Blocks. It was noticed that selection of tribals was not carefully done having regard to the needs of the area and also the psychology of the people. Tannery should not be introduced in tribal areas so long as it carries the social stigma amongst the tribals. Satisfactory records have not been maintained of the follow-up efforts made to to rehabilitate the trainees on completion of their course.

There is scope for expansion of cottage industries in Assam, NEFA, Nagaland, Bihar etc. Orissa has a large scope for handloom, spinning, bamboo work and rope-making. Lahaul and Spiti and Himachal Pradesh can supply all types of woollen fabrics, if adequate quantities of wool are supplied to maintain industry.

Madhya Pradesh and Orissa are dominating the Indian scene in biri manufacture. There is no reason why processing of tobacco and preparation of bidi cannot be taken over by the tribals. Pilot schemes can be undertaken.

Community Development And Tribal Development Blocks

As far as the coverage of the tribal areas by the Tribal Development Blocks is concerned, the criterion of 66.6 per cent tribal population in the selected area as fixed by the Ministry of Home Affairs, is quite arbitrary and will lead to discrimination. The origional proposal made by the Committee on Special Multipurpose Tribal Blocks in this connection was a sound one. All the areas where there is a concentration of Scheduled Tribes should be grouped together for purpose of coverage under the Tribal Development Blocks and in intensive effort should be undertaken to raise the level in the spheres of economic development, education, health, housing and communications, to that of the neighbouring areas with a grap not exceeding five years. The question of coverage should, therefore, be revised and necessary regrouping be made. The Ministries of Community Development and Home Affairs will have to work out the details. The area of Tribal Development Block should in that case be between 150 to 200 sq. miles and the population approximately 25,000. Where these limits have been crossed, the Block should be reorganised.

There should be pre-extention stage even for a Tribal Development Block.

The term "schematic budget" should be substituted by some other term which is flexible. It may be called "model budget" or "illustrative budget". The budget for each Block should be prepared by the Block Development Committee in consultation with the local officers of the Tribal Development Block. The Collector may give them such guidance as he considers suitable.

The funds available under the Block Programme for education should be administered by the Education Department. The State should also allocate more funds from the general revenues for expenditure on education bearing in mind the relative backwardness in the Tribal Areas.

Before the commencement of the Block activities, it is necessary to have a preliminary socio-economic survey of the area.

On the basis of this survey, the State Government, in consultation with the District Development Committee, should indicate the general priorities in respect of important items such as economic development, communication, health, education and drinking water supply. The priorities suggested by the State Government would be for guidance of the project staff and the local people. They shall, however have the option to change the order of priority.

While doing this, care should be taken to avoid multiplicity of schemes, emphasis being laid on a few selected schemes in relation to matters for which there is a recognised felt need. In relation to schemes of economic development emphasis should be on the provision of productive employment. Integrated developmental programme in the field of agriculture, animal husbandry, forest and industries should be undertaken,

Responsibility for the sucessful implementation of this programme by advising the project staff and rendering necessary assistance and advice to the Block Development Committee should be that of the Collector. The Collector should be in a position to accord sanction or order modification on behalf of the State Government in respect of all schemes.

There should be a Forest Extension Officer attached to the Tribal Development Block.

The charge of a Gram Sevak should be reasonable. He should be in a position to pay a visit to every village at least once in a fort night in an agricultural season. Knowledge of the local language should be an essential qualification for a Gram Sevak.

With a view to introducing the staff gradually a Block should start with the minimum staff, viz., Project Executive Officer, Agricultural Extension Officer, Soil Conservation Officer, Medical Officer and Assistant Engineer. With the progress of the programme as drawn up, the other officers like Extension Officer for Animal Husbandry, veterinary Officer etc., may be introduced

The Problem Of Indebtedness

In the absence of reliable figures of the extent of indebtedness and the rates of interest charged, the magnitude of the problem cannot be fully assessed nor can the remedies proposed be determined as adequate. We would therefore, suggest that as a first step the State Governments should undertake forthwith sample surveys in the tribal areas to ascertain the quantum of indebtedness, the nature of violation of the provisions of the laws now in force and the extent of exploitative element in money lending transaction,

It is also necessary for the State Government to undertake an enquiry into the existence of bonded labour. In the case of indebtedness accompanied by oral, customary or written agreements for bonded labour, legislation should be passed forth with treating the agreements as void, the debt as discharged and the labour as released. The tribal will not be in a position to stand up against the creditor of the burden of debt survives. An agreement of this nature should be declared not only illegal but an offence punishable severely.

Having regard to the handicaps under which the tribal operates, while the Commission does not wish to do away with his credit, it desires and recommends that effective control be exercised by licensing the money-lender, making it obligatory upon him to enter his transactions in certified books of account and by periodical examination of his books.

As regards the past debts, the Commission recommends the following steps:

(i) The creditor should be required by legislation to file all his claims against all his tribal debtors within a prescribed time after which the right of action should be earned and the debt should be deemed as discharged.

(ii) The creditor should be required to produce all his books or other proofs and deposit them in the court along with his claims.

(iii) No books of account or document or written proof not deposited in the court along with the claim should be admitted in evidence thereafter.

(iv) The onus of proving the loan and the amount, received should be on the creditor. Verbal evidence unsupported by books of account kept in regular course of business, should not be considered as sufficient. Promissory notes alone should not be deemed to be adequate proof of the loan in the case of tribals.

(v) The rate of interest should be fixed. All payments should be credited first against interest and the balance against the loans. The principles of 'Dam Dupat' shoul be applied. The account should be prepared on the basis of simple interest where there is no provision for compound interest. Where, however, there is such a provision, the compound interest should be calculated on the basis of yearly rates. If payments by the debtor as a result of preparation of such accounts exceed the loan and interest, a decree should be passed in favour of the debtor for the excess amount.

(vi) Any amount due to the creditor should be made payable by instalments at a nominal rate of interest. The government should not take over the responsibility of discharging these debts from its funds.

Non-official agencies should undertake the responsibility of educating the tribals about the harm borrowing does not only to themselves but to their future generations also and also the new legislation as and when introduced.

Cooperation

The cooperative movement, if it is to thrive in the tribal areas, has to concern itself with :

(i) The discharge of outstanding debts;

(ii) the day-to-day needs of the tribal including non-productive requirements ; and

(iii) the needs for development.

In regard to outstanding debts, a scheme for scaling down such debts and repayment by instalments has been suggested. In the question of current needs the Union Government must take a firm decision on the provision of adequate alternative credit with a view to eliminating all sources of exploitation existing in the Scheduled Areas. Till the tribals gather same experience in economic functioning in the modern world and attain maturity, arrangements will have to be made for giving loans for

social purposes. There is no provision in the Cooperative Socities Act or rules which debars a society from lending money for social customs or other obligations. This may, however, be gradually discontinued as the economic status of the tribals improves. The ratio between the productive and unproductive loans may be fixed carefully in the light of conditions obtaining in the various States. There is no reason why this approach cannot succeed if a cooperative society has an effective charge on the produce.

The cooperative law will have to be amended to meet the needs of the tribals who own land in common as members of the tribals or in the name of their headman. In the case of those whose lands are hypothecated as security or who are cultivating as tenants, what were one time their own lands, the money can be advanced on the security of their produce, the cooperative society getting an effective charge thereon.

There has been a persistent demand for grain golas from the tribals. It is necessary to increase the number of grain golas and reduce the area of operation of each of them. At the same time, the stocks of grain should be sufficiently raised so as to meet the full requirements of the members who at present have to meet their requirements partly from the grain golas and partly from other sources, generally the money-lender. Proper check, control and supervision from time to time require to be exercised in order to make the scheme effective. It is desirable that the grain golas should develop a cash wing for advancing money on credit.

The Committee on Cooperative Credit has suggested various measures for revitalising the existing societies, the training of management, accounting and clerical personnel, the pattern of organisation and participation of government. These recommendations may be adopted for developing the cooperative movement in the tribal areas with suitable modifications.

There should be a separate department in the Reserve Bank of India dealing with the problem of tribal economy, on the lines of the Agricultural Credit Department set up in the Reserve Bank of India in 1935.

There should be, in each State, promoting or sponsoring agencies for spreading a network of cooperatives. The sponsoring body should begin by undertaking the work of purchasing the articles, the tribals produce, selling to them their needs and providing them credit with a view to replacing the middle man in that field.

The exact relationship between the sponsoring agency and the government can be worked out by the government, but the responsibility for organisation, trade and finance in the initial stages should be on the government.

Education in cooperation should be imparted to tribals in general and the Committee members of the societies in particular.

Every village should be served by a Cooperative Society with at least one member from each family as a member.

The society should embrace all the avenues of economic development such as agriculture, animal husbandry, forests and processing, consumers' goods as well as other village industries and handicrafts as a part of an integrated programme of economic development.

The Cooperative Societies Act should be amended for creating an effective change on the produce of its members.

Minimum credit of a member should be fixed on his capacity to raise crops in his land and not on the acreage of his holdings or multiple of rental assessment.

Steps should be taken to link credit with marketing.

The procedure for advance of loans should be simplified in keeping with the condition of tribal areas.

A thrift fund may be created for meeting demand for loans on account of social obligations, particularly of landless tribals.

The cooperative should pay special attention to the sale and marketing of the produce and supply of the tribals' requirements at reasonable prices. In areas where there is the problem of storage and marketing of perishable goods like fruits etc., marketing socities should set up processing and preservation units.

Care should be taken to see that the rich or the influential sections of the people do not dominate the cooperatives and monopolise their benefits.

Educational Development

The education of the tribal children is, and should be, the concern of the Education Ministry to the same extent as the education of non-tribals. The Ministry of Home Affairs should be associated at the thinking level. We recommend that a Board of Committee be established to study this question and formulate teprocedures that would ensure smooth and efficient functioning.

There should be one system, one policy making body and one operating channel in the tribal areas and since primary and secondary education is the responsibility of the State Governments they must take over the sole responsibility.

In granting recognition to schools and giving them grants-in-aid, the State-Government should satisfy itself that no institution which receives a grant from the government or is recognised by it, practises discrimination either in the recruitment of teachers or in the admission of students on the ground of caste, community or religion.

We realise that it is difficult to set up schools and hostels in small villages which are little more than

hamlets and situated so far apart. Nevertheless, where 30 children of school-going age are available in one locality, the school would not be located at a distance of more than one mile. In no case should a child be required to walk for more than two miles to go to school. In other cases there should be schools with hostels attached.

Vacations and holidays should coincide with agricultural and forest operations and social festivities in the locality. Reasonable hours and school timing should bear in mind the requirements of the people.

The emphasis in education should be on a craft or technical bias and as far as possible the idea of a residential school should be encouraged.

The teaching of drawing and art should be a port of the school curriculum and tribal children should be given full opportunity to satisfy their creative urge through school activities.

The teaching of folk songs, stories and riddles should not be ignored. The tribal games and archery as well as tribal music and dances should be organised as a part of the curriculum.

Even after primary education is over, facilities will have to be provided to the tribals in the form of night schools to undertake further studies.

It is necessary that discrimination between ordinary schools, basic schools and other types of schools should be kept down as low as possible. In no case should a Scheduled Tribe student be placed in a position where he cannot get admission at higher levels simply because he has gone to a school of a particular type.

Equipment in primary schools should continuously be improved. With a view to giving a touch of homeliness, the class-rooms should display pictures of vegetation, birds and animals common in the locality. The structure and decoration in the school building should be in tribal style. The class room should give a feeling of cheer and should not be shabby.

There should be a considerable expansion of technical education. The courses should include the certificate course, diploma course and degree course—including Agricultural Engineering. As far as possible there should be atleast one technical education centre in every district. The expansion of the certificate course is an urgent necessity.

Arrangements should also be made for sample workshop training to the boys as motor mechanics, motor drivers, fitters, for irrigation pumps and such other jobs. There is a great demand everywhere for these artisans and a workshop type of course, while cheap in running, will offer a solution of mass employment of trained personnel.

As regards the medium of instruction in the schools in the first two years, the lessons should be imparted verbally in the tribal dialect to make the tribal boys and girls follow the lessons. The teachers should invariably know the tribal language Lessons can be taught in the regional language from the third year

This solution should not result in forgetting the major tribal languages. Under Article 305-A of the Constitution, every State and every local authority within the State has to provide adequate facilities for instruction in the mother-tongue at the primary stage of education to children belonging to linguistic minority groups.

To say that it is impossible to prepare text books in the tribal language—there are so many of them—may not be a justifiable matter. There is no need to prepare books in the dialect of any small tribal group. Attention should be directed to the larger tribal languages which are spoken by a sufficient number of people.

The question of text books has to be viewed from two angles, viz., script and content. As regards the contents of the text books, the objective of integration should not be lost sight of. The tribal students are expected today to read the common text books for the State. The common text books should also include lessons depicting, the life of the tribals, their folklore, songs, history and the lives of important personalities in the social, religions and political fields. These subjects should be woven into the text-books.

A growing number of educated tribals are beginning to write books, pamphlets and articles in magazines. This new literature is always in the people's old mother-tongue. This is another argument in favour of emphasising the tribal languages at the school level. This movement may well provide us with many treasures and may prove an invaluable means of helping the tribals to attain self-expression. It should be encouraged in every possible way.

Adequate provision for midday meals, clothing, a small amount of pocket money say Rs. two a month, for the girls, the supply of free books, states and stationery would surely attract tribal boys and girls to schools in sufficient numbers.

It is suggested that where the progress in education is below the First Plan level in any region, approximately of the size of a Tribal Development Block, the number of scholarships be increased.

There have been compiaints regarding irregularity and delay in payment of scholarships. To ensure that the scholarship amount reaches the student every month in time, it may be sent along with the salary of the teachers.

A teacher in the tribal areas must have a thorugh knowledge of tribal life and culture.

It is of the greatest importance that teachers should be provided with houses and should have a fixed tenure their schools. Over and above residential accommodation some additional inducement should be given.

There should be a separate cadre in the States for teachers in these areas for a period of 20 years. As the areas develop, and as communications develop and as the situation reaches the normal level, the cadre may ultimately be wound up.

Tribal boys and girls who pass out VII and VIII standards should be trained as teachers and posted to schools in tribal areas. To that extent, ordinary rules and conditions should be relaxed. There should be special provisions for a short-term training course for such students.

According to the scheme of the Teacher's Training Centre at Sudimalla in Andhra Pradesh, candidates are selected from village schools who have studied upto fourth standard and are taught in the Centre upto the sixth standard. The special teachers' training is given for one year and successful candidates are appointed as village teachers. During the training period, a candidate is paid Rs. 20 p.m. as stipend. This is a good experiment and should be carefully studied.

More effective inspection and supervising machinery should be provided and stern disciplinary action should be taken in case of recalcitrant teachers. Teachers may be placed under the administrative control of the Block or Project Officers who will have a far more direct contact with them than the other officers.

Before introducing compulsory primary education, the authorities should make sure about the availability of well qualified and experienced teachers who know the local language; and they should have the necessary text books ready, apart from other facilities referred to earlier.

Midday meals, supply of free books states and stationery will have to be provided, if compulsory education is to be introduced in the tribal areas. An intensive propaganda campaign will have to be organised.

The tribal students experience some difficulty in securing admission in the secondary and collegiate courses. While there should be no lowering of standard it is felt that there should be a period of coaching before the tests are taken. The Tribal students should be admitted in the institution on their showing the minimum educational qualifications for admission. Necessary facilities can be provided to them for coaching, after which they may appear for the test.

Andio-visual education cannot be introduced in tribal areas. There is lack of transport and lack of adequate finance to cover all the principal tribal dialects. A beginning may be made with silent visual demonstration accompanied by explanation of the subjects in local dialect verbally.

There are groups of tribals who are comparatively speaking in the most undeveloped condition. They are not conscious of the benefits of education. In case of such groups special efforts should be made by the State Governments by undertaking special approaches. Nomadic tribes will also come in this category. The ordinary school will not be adequate to raise the level of education among these sects. The responsibility of supplying books, meals, clothing etc,, in such cases should be undertaken by government.

Health

There are four principal reasons for the shortfall in the adequate provision of medical and health facilities for the tribals: (a) the need for a correct approach; (b) the problem of personnel; (c) adequate of communications and (d) rules regarding supply of medicines.

One of the major difficulties is in persuading the tribals to take medical treatment in preference to their own doctors and herbal medicine. The essential thing is that the medical staff should take the right attitude to tribal medicine and the tribal priest. The most successful doctors have been those who have interested themselves in what we may call medical sociology, in such things as the tribal pharmacopoeia, the tribal theory of the influence of dreams on health, tribal methods of diagnosis to win the confidence of the people.

The doctors are working against heavy odds in the tribal areas and simple rules and procedures should be devised to make their task easy so that they may extend their work more widely. The present method of intending for medical supplies in the interior areas is very frustrating.

There is a great shortage of medical personnel and qualified nurses and for some time to come this position will continue. It has not been possible to attract men and women of the medical profession to work in tribal areas. There are difficulties of housing, education for the children, contact with the world outside; these cannot be calculated in terms of money. Leave rules and rules relating to service generally will have to be modified. The question has to be studied from two angles: sympathy towards the personnel posted in the tribal areas and consciousness of the urgency of the problem. The solution lives in having a special cadre for a period of 20 years for medical personnel required for the tribal areas. We do not think that it will be possible for the State Governments to secure the services of the requisite personnel on the terms offered in the plain areas. Except perhaps for 'dais' we think that this is only practical approach.

Effort must be made to train the local people. A time will come when they will be able to staff their own hospitals and this will be in 20 years. While there should be no difference in their emoluments, on the expiry of a period of 20 years, the tribal recruits will be absorbed

in the general cadre on such terms and conditions as the government may then consider fit.

It would be advisable to have a large number of peripatetic dispensaries and mobile health units rather than the static dispensaries and hospitals for the tribal areas. It will be possible to cover in this way a large area and a larger number of people.

The mobile medical units should be adequately increased and must have an equally important preventive section which should work on such items as malaria control through spraying of D.D.T., tuberculosis control through B.C.G. vaccination, control of epidemics like cholera, etc., by proper inoculation and supply of milk and vitamins to children and expectant mothers.

The mobile units must also have a propaganda section fully equipped with projector, film and literature. The unit must carry all the necessary medicines, ayurvedic, allopathic and homeopathic. Thus, the multipurpose mobile medical units will go very far in meeting the medical needs of the tribal people.

In view of the shortage of allopathic doctors, State Government may set up increased number of ayurvedic dispensaries to meet the need for treatment of diseases on scientific lines. The tribal are used to herbal remedies and tried and tested herbal medicines can be made available to them.

Medicine chests should be provided at all Panchayats, primary schools, middle schools, dormitories, etc. These chests should be kept under the charge of the Headmasters, or the Panch or the village level worker. Arrangement to refill them should be ensured. These chests should contain simple, harmless and patent medicines. A doctor should be put in charge of a certain number of these medicinal chests and tour from time to time to inspect and supervise their working.

Health education is very necessary in the tribal areas. A systematic programme with andio-visual equipment should be undertaken.

The recommendation of the Study. Team on Social Welfare regarding drinking water facilities is accepted.

(a) A phased programme should be undertaken for providing drinking water wells or clean water supply to all the villages. Priority should be given on the basis of population and distances and no person should be required to go for water more than four furlongs from his place of residence.

(b) Such wells should be sanitary and properly looked after.

(c) People's contribution should not be insisted upon in this programme.

(d) In the hills, the springs should be connected with pipes and clean drinking water provided.

A phased programme of maternity and child welfare centres should be taken up. An extensive programme for training 'dais' is also necessary, since the 'dais' are in contact with the tribals and will be in a better position to make maternity services more easily available. Best of all, tribal women themselves should be trained. These 'dais' should be given refresher courses continuously through a peripatetic arrangement and their standard raised to the level of midwife.

There should be a Maternity Home in each Panchayat Samiti with propaganda arrangements for sanitation, the care of children and the care of expectant mothers.

In the goitre affected areas, the medical section, with the assistance of the Revenue or the Community Developments Department, should make arrangements for the distribution of iodized salt at concessional rates.

Housing

Housing for the tribal people should be viewed from the following four aspects.

(i) Shelter;
(ii) Sanitation;
(iii) Aesthetic tastes of the tribes; and
(iv) Comparative Cost.

Considering the great variety, extensive research should be conducted to ensure that the right people recieve help, the houses are adopted to the climate and that, wherever possible the style of building, evolved through centuries of experience, is followed.

There is very little reason why any normal tribal family who lives in a forest area should have a really good home. Provided the Forest Departments of the States are more liberal in allowing the extraction of building materials without permits, the tribals can go ahead with making roomy, well-ventilated and waterproof homes if they are given a little guidance and encouragement.

It most tribal areas, there is no need to change the architecture of the buildings. Small windows, double roofing or ventilators may be introduced to take away the smoke and let in more air. The need is to make the house more sanitary.

The housing schemes should benefit those who are in real need of houses. The aim should be to meet needs of the poorest and the needs of the dispossessed. Housing schemes for small and impoverished groups, as the Yerukulas, Yeuadis and Sugalis of Andhra Pradesh, the Khatkaris of Maharashtra, and Dublas and Naiks of Gujarat, the Gujjars of Himachal Pradesh, the Paniyans of Kerela and the Kurubas of Mysore, should have priority. The houses need not be costly nor built with imported materials.

The staff from the plains, ignorant of the local conditions, gives buildings to the tribals which are neither to their taste nor add to their comforts. It is essential that the P.W.D. specifications should be

liberalised to permit the modification in the light of local conditions. The question of building cattle-sheds, pig-sties and poultry-runs is also important.

Housing colonies should not be undertaken unless it is possible to provide employment.

Instead of providing houses to all and sundry, which will involve considerable expenditure and divert funds from programme of greater priority, the limited funds available for housing should be used for the weaker groups who are really in need of better houses. In other cases funds should be utilised for improving the existing houses. Since the improvement of rural housing is more an educational them a construction programme, much could be done by persuasion and propaganda and the funds could be used for improvements, such as providing windows, drains, and sanitation facilities.

Full advantage should be taken of the tribal's own advise before and during the construction of a colony.

In Lahaul, Spiti and Himachal Pradesh, the Harijans and *Hanses* live under conditions of overcrowding. They should be helped to get more rooms.

The Spitians preserve the night soil for manure. A little technical assistance may go a long way in improving sanitation. In Assam tribal areas, the NEFA approach to housing sanitation should be adopted.

In areas where for four to five months in a year people have to live indoors and keep their fires burning continuously, smokeless "Chulha" or the system of "chemney" should be introduced.

A proper grain gola in every village should be organised to relieve the congestion and to enable the tribals preserve their food-stuff properly.

In the Santhal Parganas and many other places, we should not get away from the beautiful housing models that the tribals themselves follow. The existing pattern should be improved by giving them some technical advice. In all places, the basic architecture and village lay-out, which has evolved through centuries, should be followed with suitable improvements.

One great impediment to tribal housing in the attitude of the Forest Department in imposing great restrictions on the use of timber. The rules should be considerably liberalised to enable every tribal family to obtain easily and without delay their requirements of timber for house-building purposes.

Hurried programmes for housing with a view to fulfil the targets are not at all advisable and should be avoided.

Communications

Communications will spread in the tribal areas much more speedily than we imagine. In a majority of cases the development of the tribal consciousness may not keep pace with the development of communications. A balance will have to be struck so that this unprecedented expansion does not place an inordinate strain on the tribals and wherever the new roads go, the State will have to protect them against exploitation.

The problem of communications may be considered from five aspects:

(i) roads and other communications indispensible for national needs and defence;

(ii) roads and other communications indispensible for industrial development;

(iii) roads and other communications necessary for administration;

(iv) roads and other communications needed from the point of view of trade and commercial interests; and

(v) roads and other communications needed in the interests of the tribals.

A correct approach will be to give the highest priority to (i) and (v) above; second priority to (ii) and (iii) and in relation to (iv) decide after close study on the basis of the trade and commercial data available and the relative advantage to the tribal population.

The present All-India average-length of roads per 100 square miles of area is 28 miles whereas the average length in many tribal areas is not even twelve miles. Thus, there is considerable leaway to be made up.

The government should undertake a programme of roads fulfilling the needs of the tribals. The tribal is more concerned in connecting his village with the forest or the weekly market or the school for his children. These roads should be planned in such a manner that they could be used all the year round and could be widened for purposes of cars and jeeps as occasion arises or funds permit. Similarly, if it is possible to link up a village with a hospital or dispensary, that also would be useful. A priority worked out on this basis will offset any feeling that the tribal interests are being given the lowest place in the matter of communications.

The majority of these roads should not be very expensive. Careful planning is, of course, necessary to spread their benefit to the largest possible number of people.

In fixing the relative priorities, consultation with the local people should be the rule.

Local material should be used unless the use of imported material is unavoidable.

A beginning should be made with foot-tracks or bridle paths. They should be so planned that the alignment, soiling, earth-work and culvert will be suitable for the use of the carts jeeps, and trucks when widened.

The work should be undertaken in the off-season whenever possible when the tribals have comparatively little to do.

There are some special problems needing attention at the national level. One of these is the need for communications in the Assam Hills, especially in those areas which used to depend for their markets on places which are now a part of Pakistan. Partition destroyed the profitable trade in fruits, especially oranges and pine-apples. The Hill people and the country at large will be greatly benefited if the necessary communications are established quickly.

Paddy and rice in Manipur have always been purchased from tribals at extremely low prices and the tribal farmers of this territory have suffered exploitation by merchants of the foothills, who have taken full advantage of the lack of adequate communications. Communications should be established quickly.

The forest and the Public Works Department roads should be planned as part of a single coordinated system of communications with proper regard to the protection and development of forests.

The possibilities of developing traffic on rivers and inland waters by boats may be explored. A small section in each State where there are perennial rivers should carefully study the question.

There have been complaints that tribal welfare funds have been utilised for arterial roads. The best thing is for the Union Government to specify what part of its grants for communications will be used in the States for arterial roads. The rest should be spent in village roads, bridle paths and inter-village communications. This will keep the position of the States and Centre clear before the public.

Regarding construction of roads, the P.W.D. should encourage cooperatives among the tribal labourers. Where this is not feasible, the department should see that the tribals get fair wages.

There are constant complaints about the shortage of field staff. Encouragement should be given to the local people to equip themselves through work and practice for the work of mistries, sub-overseers and so on. Educational qualifications need not be regarded as essential. The devotion and courage of the tribals, their vitality and stamina are famous and should be used to the full.

In some parts of the country roads have to be built under tremendous risks and difficulties. To this heroic effort, a human approach and some consideration for the tribals are necessary. In such risky operations the States should not only be considerate but prompt in meeting the claims of the living and helping the relations of the dead. Women and men should be paid according to the risk of the operations they are involved in, and not just as women and men as unskilled labourers. In these far off places there should be proper arrangement for shelter, water, medicine and educatien and arrangements for some training for higher jobs. Discrimination between local labour and imported labour in the matter of wages should be brought down as much as possible.

The telephone and wireless services of the Defence and Police Forces should be thrown open to the public on payment, subject of course to official work getting the necessary precedence. The linking of the tribal and forest areas of India, through the telephone or wireless service, as is done in NEFA and Nagaland, will bring about their earlier integration.

For the remote tribal regions the norms and rules of the Posts and telegraphs must be different.

Impact Of Industrialisation

There has been very scant research on the question of the impact of industrialisation on the socio-economy of the tribal people which would have given a greater insight into the steps to be taken. It is the responsibility of the Union Government, as a corollary to the central planning of industries, to undertake this research. Bihar, parts of Madhya Pradesh and Orissa will come under intensive industrialisation and though no data is available at the moment, there is room for confidence that as soon as research studies are conducted, adequate provision will be made to assist the tribal people to adapt themselves. By industrial impact is meant not only the impact of large-scale industries, but also that of mining, the immigration of labour and the entry of outside interests in the tribal areas. Surveys in specific areas of the various States will give a precise ideas of the rehabilitation programmes necessary.

It is necessary to set up a permanent machinery which will study every individual project and its impact upon tribal interests. This machinery should, besides following up the proper rehabilitation of tribal families through welfare schemes, be responsible for integrated planning right from the inception of the project. For instance, a multipurpose river valley project should, from the very beginning, take into consideration the proper rehabilitation without disturbance in the life of all the families affected. It should be accepted that such projects are intended to improve the existing condition of the families affected and not disturb them as to deprive them of their livelihood. We, therefore, consider it necessary that the scheme of rehabilitation should be part of the project itself; if this could be done the time lag between the actual displacement and rehabilitation could be avoided. By planning the project and phasing the programme of rehabilitation in advance, it would be possible to bring about simultaneously displacement with minimum inconvenience and rehabilitation.

Schemes for rehabilitation should include programmes for education, training and equipment of the displaced people.

To increase the employability of the tribal families affected by the projects, the establishment of industrial training institutes within the project areas is recommended. In the Interim Report, greater emphasis on technical education in such areas was recommended. It was proposed for Bihar, that one technical institution in the Scheduled Areas of Singhbhum District and 10 industrial workshops in the other Scheduled Areas to train as large a number of tribal boys as possible in industrial work should be established. On the lines of the Industrial Training Institute of Korba in Madhya Pradesh, the setting up of similar institutes in the tribal areas of Madhya Pradesh, Orissa and Bihar should be taken up to help the tribal youths to keep pace with the rapid advance of industrialisation.

In the case of families displaced by industrial or development projects, government should also consider establishing the tribals in the new economy set-up, not necessarily as landless labourers, but as producers of the primary needs of the township dwellers and factory workers. These needs include foodgrains, milk, eggs, meat and other requirements of the people.

The incentives offered by government or the project authorities in the colonies should be sufficiently attractive. It should be the responsibility of the project authorities to provide water supply, sanitation, provision for schools and medical relief. Facilities for open air life and the aminities offered should be such as to make the tribal people feel at home. They should not feel that they have been uprooted from their natural surrounding.

In the case of families receiving cash compensation, every effort should be made to rehabilitate them in some suitable employment within the project itself. We consider that the highest preference should be given in absorbing the tribal people in permanent employment. The Employment Exchanges should arrange to give preference to local tribals over outsiders, even though this may involve a relaxation in the prescribed qualifications. The heads of factories and employing departments should be advised accordingly.

Administration

It is felt that in the content of the specific targets fixed and the time limit of 10 years for their fulfilment, the existing arrangements in the Ministry of Home Affairs for dealings with tribal problems may not be adequate. A separate Ministry for this purpose is not suggested but a separate department devoted exclusively to tribal problems would be sufficient. This department may be placed under the exclusive charge of a Minister under the Home Minister. Its functions will include examination of the Governors' Reports, implementation of the provisions of the Fifth Schedule, functioning of the Tribes Advisory Council, Progress of Plan, General Administration of Welfare Schemes, training of personnel and coordination. Its actual set-up is a matter of administrative detail.

Evaluation in terms of physical and financial targets is the function of the Planning Commission and it may be improved and perfected. Again the Commissioner for Scheduled Castes and Scheduled Tribes should be changed with the responsibility of qualitative evaluation and the impact upon the tribals. The coordination of all further branches of tribal interests whether social, economic or cultural should be the function of the Mininistry of Home Affairs, which will also be the competent agency to evaluate the work of the research institutes. A vast programme of continuous evaluation can only be undertaken by the Ministry of Home Affairs.

The Ministry of Home Affairs should arrange for periodical research through a cell or cells specifically for the examination of various subjects in relation to tribals. Special cells in the Ministry to follow up actively the progress of work in the Tribal Development Blocks which constitute the largest single programme under the Tribal Welfare Programme and the Development of weaker sections of the tribes should be constituted.

Schemes received from States are referred to the Ministries concerned and the Commissioner for Scheduled Castes and Scheduled Tribes. This leads to duplication. The technical and financial examination by the State should be sufficient and the Ministry of Home Affairs should give its approval, without referring it to other Ministries and the Commissioner for Scheduled Castes and Scheduled Tribes unless on account of the nature of the scheme, the finances involved or other important reasons, it feels that it should have further advice.

In the States with a tribal population of one million and above, there should be a Minister exclusively in change of the portfolio of tribal welfare and responsible for the fulfilment of tribal policies and programme. He need not necessarily be a tribal.

There should be a separate Department for Tribal Welfare in the States where the tribal population is more than a million, viz., Bihar, Orissa, Andhra Pradesh, Madhya Pradesh, Maharashtra, Gujarat, Rajasthan and West Bengal. Assam is not mentioned here because the Sixth Schedule is in force and the constitutional arrangement is different.

States should have a section under the Chief Secretary to evaluate qualitatively and quantitatively the tribal welfare programme.

State Governments may bring about the required administrative flexibility by reorganising the procedures and methods of the Directorates, dealing with tribal affairs. A small committee of officials from the Tribal Welfare, Agriculture, Veterinary, Forest, Irrigation and Roads and Medical and Public Health Departments should set up at the State level for coordination and effective implementation of tribal welfare programmes both in the Scheduled Areas and other tribal areas. The Committee may also be charged with the function of scrutinising the development programmes of these departments to ensure that their schemes also cover the Scheduled Tribes and the development of Scheduled Areas.

There would be an improvement in the administration as well as in the tempo of development if contiguous Scheduled Areas of different districts are formed into separate districts or if unwidely large districts are devided into two or more districts each under a separate Collector. The Collectors of these districts should be given greater powers.

To ensure more speedy and effective implementation of the developmental activities in the Scheduled Areas, the following scheme is suggested for the consideration of the State Governments:

(i) The Collector should be in overall charge of not only the revenue and judicial administration but also of development activities.

(ii) He should have the power to alter priorities of development schemes for the tribal areas and sanction schemes up to a limit prescribed by government.

(iii) All the heads of the departments in the districts and their subordinates to, whatever departments they belong, concerned with the work of the Scheduled Tribes will function under his supervision, guidance, and control.

(iv) He should have powers to punish erring class III and IV staff after proper investigation and write confidential records of Class I and II officers.

Above the Collectors in each of the States having Scheduled Areas, there should be an officer of the status of a Commissioner in overall charge of the tribal districts and all the powers of the State Governments should be delegated to him subject to the condition that he should consult the State Governments on all matters involving a question of policy.

The field staff for work in tribal areas should be carefully selected and placed under the control of the Collector. As far as possible, trained staff with a background of tribal culture and way of life should be posted so that they may be able to handle the situation sympathetically and not try to overwhelm the tribals with too many schemes. The number of the officers should be kept to the minimum.

There should be greater provision of inspecting staff in Cooperation and Education Departments to go round, examine the wokings of the cooperative societies and schools and make suggestions for their improvement. The extension staff of the Agriculture, Animal Husbandry and Engineering Departments requires to be strengthened.

We suggest that a separate cadre of medical officers for service in these areas should be formed and that its terms and condition of service should be so framed as to induce the doctors to stay in the tribal areas for a period of time.

Commissioner for Scheduled Castes And Scheduled Tribes

The Commissioner's functions are to investigate and report on the working of the safeguards. This is done by an annual report to the President. This report is intended to assist the President, the Parliament and the Union Government to discharge their responsibilities under the Constitution. The report enters into a host of matters and the substance occasionally gets lost in a forest of details. The sense of urgency and priority, which should be the real concern at the Union Government and Parliament level, is lost.

The essential thing about the Commissioner's reports should be an assessment of the way the constitutional safeguards are being implemented in the States; justification or of lack of it, whenever there is remissness; the progress achieved in raising the level of administration of the Scheduled Areas; fields in which direction is required from the Centre; a qualitative evaluation of welfare work and the impact of all this on the tribal people.

The Commissioner should focus his attention on certain items of strategic importance and ensure that the States and the Centre work them out in accordance with a time schedule.

The office of the Commissioner should be given a status and rank that would attract a person of high status, calibre and wide influence.

The non-statutory functions of the Commissioner, namely, representation in the managing committee of non-official organisations, examination of the accounts of such organisations, advising the Union Government on schemes receieved from the State Government be withdrawn from him. These are not an essential part of his duty and in making this arrangement the Ministry has reduced the status of the Commissioner to that of a departmental head thereby prejudicing the discharge of his constitutional responsibility.

There should be a separate Commissioner for Scheduled Tribes.

The State Governments are not impressed with the

present arrangement of Assistant Commissioners. It will be necessary to consider whether the present arrangement should continue or how they should function with reference to the separate Commissioner for Scheduled Tribes suggested above. This is an administrative matter and should be examined in greater detail. It is doubtful if the present set up will be needed, if the Special Officer for Scheduled Tribes is relieved of his non-statutory functions.

If a senior officer with sufficient administrative background is selected for the post of Regional Assistant Commissioner, work should be considerably facilitated. He should preferably be an officer of the status of a Collector so that he may be able to pull his weight with the Collectors and the Commissioners.

The revision of the present set up of the Commissioner's Office both from the point of utility as well as compactness is recommended.

It is felt that Commissioner's report should have the status of the reports of the Estimates Committee and Public Accounts Committee of the Lok Sabha. Whenever his comments are adverse on the working of the State or Union Government, particularly in relation to the protective measures, the report should be accompanied by the explanations of the Government concerned which may be considered alongwith the reports in the Legislatures.

Non-Official Agencies

Non-official agencies are working mainly in the field of education and public health.They command the services of workers who have given their lives to the cause and have been able to create an impact on the tribals. They are slowly extending their work to cooperation, cottage and village industries, cultural activities, animal husbandry, legal assistance and prohibition.

Non-official organisations are necessary for the active participation of the people in the welfare activities both in planning and implementation. A certain measure of constructive activity should be done under non-official auspices. These agencies have the 'human touch' and can harness the latent energies of the masses into useful channels for their development. The scope of these organisations should, however, be clearly defined to avoid duplication of effort.

Accountant General's office in each State should maintain a list of qualified accountants who can be made available to non-official institutions in receipt of assistance on any substantial scale. The allowance or salary paid to the accountant should be given to the institution as an additional grant.

Some machinery to evaluate the true value of the work of non-official organisations will go a long way in infusing new vigour and new ideas in them. Such evaluation can be done at the instance of the non-official agency itself by any local research institute.

The Governor in his report to the President should invariably give an assessment of the work of every institution which is receiving a grant of more than Rs. 25,000 in a year.

Training Programme

The administrative officers working at and above the district levels should have an orientation course in tribal welfare at the Central Institute of Study and Research in Community Development at Mussoorie at the time they receive training in the Community Development programme.

The method of training will, as hitherto, be through seminars, study groups, syndicates, A detailed syllabus for this category of officers is not necessary but the subjects should include:

(a) Applied Anthropology;
(b) Psychology of Tribal People;
(c) Constitution and the Scheduled Tribes;
(d) Tribal economy with special reference to—
  (i) land;
  (ii) forest;
  (iii) industries; and
  (iv) finance;
(e) Study of problems pertaining to health, education, communications, etc.;
(f) Study of various schemes implemented by the Union Government and the State Governments for the welfare of Scheduled Tribes; and
(g) Socio-economic surveys.

The training proposed for Collectors/Commissioners, who are directly concerned with planning and implementation of tribal welfare programmes, should also be extended to other heads of Departments and Divisional Officers, e.g., the Chief Conservator of Forests, Director of Education, Registrar of Cooperative Societies, Chief Engineers, Roads and Buildings and Irrigation Director of Agriculture, Director of Land Records, Director of Public Health, Director of Veterinary Services, Director of Industries, Director of Cottage Industries.

Supervisory Officers at and below the district level should, as at present, be trained at the Tata Institute of Social-Sciences. The capacity of this Institute should be expanded or similar facilities should be provided at one or other similar institutes. The training should be improved to make it more "problem-centred", and practical training and visits to tribal areas should be arranged.

The Ministry of Community Development may be asked to earmark one of their Orientation and Study Centres exclusively for the training of the supervisory staff at the block level and district officers of other departments operating in the tribal areas.

Training should be confined to those officers who are likely to serve in the tribal areas for a period of at least three years. The training will embrace all the departments including Revenue, Forests, Public Works, Police, Agriculture, etc., and if it is possible, the training can also be arranged along with the supervisory staff working at or below the district level either at the Tata Institute of Social Sciences or other institute that may be selected for the purpose. The training should be curtailed to three months.

We suggest that the content of training and its duration be worked out for each category of personnel. These are technical matters and the representatives of the Ministries of Home Affairs, Education, and Community Development and Cooperation, the Tata Institute of Social Sciences and Research Institutes, should work out an appropriate syllabus for the purpose.

The training of field staff is as important as the training of the supervisory administrative personnel. This should be impressed on the State Governments and they should be asked to assess their requirements of field staff, arrange for their recruitment or selection well in time and complete the training before they are actually posted for working in the tribal areas. Those who are actually in the field now will have to be given either an in-service training or sent to the training centres for a short refresher course.

We should suggest that the existing training institutions run by government should, when they have capacity, undertake the training of the field workers of non-official voluntary agencies and similarly the centres established by the non-official agencies should undertake the training of government field staff, wherever possible. This will remove the existing barriers between official and non-official workers, and facilitate understanding of each other's point of view. There has been some difficulty in training women field workers such as Gram Sevikas. The State Governments have training facilities as well as non-official agencies like the Kasturba Gandhi National Memorial Trust. The facilities for training at the institutions conducted by the non-official agencies should be utilised to the maximum extent by the State Governments. The non-official voluntary agencies should be encouraged to establish additional training centres in selected areas through substantial subsidy from the Centre.

Institutes on the lines of Gram Sevak Training Centres may be opened at suitable areas for training of technical field staff in suitable areas. These training centres should be located in tribal areas so that facilities are readily available for practical training. As in the existing conditions, the number of non-tribals among the field staff will be quite considerable, arrangements should also be made at the training centres to teach them the tribal dialects.

Training of office-bearers of non-official voluntary agencies should be arranged along with the official at the Central Institute of Study and Research in Community Development.

For technical personnel of the non-official agencies, training may be arranged along with the supervisory government technical personnel either at the Tata Institute of Social Sciences or at the Research Institutes run by the Governments of Madhya Pradesh, Bihar and Orissa.

It will be necessary to give training to office-bearers and employees of the Panchayats and Cooperatives, so that they may adjust themselves to the tribal conditions and way of life. This training in the case of office-bearers who are tribals can be in-service training by holding camps in the villages as is being done by the various Community Development Blocks. Paid employees, however, will have to be trained at the institutions mentioned for the supervisory and field staff.

A programme of training of the tribal leaders will in the long run be advantageous to government and the tribals.

Tribals bias should be given to all training programmes and tribals should be recruited for some of the jobs at village and block levels. In case they do not possess the prescribed qualifications, a longer period of training may be arranged.

It is most important that adequate incentives should be provided to tribal candidates to join professional and technical training institutions so that eventually we will have a larger number of tribals working in the tribals areas.

We recommend that:

(i) As far as possible local tribals should be selected, the qualifications being relaxed, if necessary;

(ii) If outsiders are recruited, special arrangements should be made to teach them the local dialect before they are posted; and

(iii) While under training they should make themselves familiar with the tribal way of life and culture.

The training programme outlined will necessitate the expansion of facilities available at the existing institutions or the establishment of new institutes. These institutes will have to be staffed with teachers and instructors. Provision should be made for training these teachers. This aspect of the training programme be examined further by the Union Government in consultation with the State Governments and Research Institutes and suitable steps taken to ensure that the required number of additional teachers and instructors will be forthcoming.

Representation In Services

The All India and Central Services for which recruitment is made on an all India basis require higher educational qualifications and until education has progressed sufficiently amongst the tribals, it will not be possible for them to take full advantage of the reservation in their favour in these Services. There is gradual improvement and if the policy is pursued further with speed and vigour, representation of the Scheduled Tribes will improve appreciably in the next 10 years.

In the other branches of the Services both under the Union and State Governments, the position is not reassuring. The progress in the implementation of order is slow. There has been slackness on the part of the government to devise a proper procedure which would ensure adequate intake of tribal candidates.

In Andhra Pradesh, Rajasthan, Madras, Punjab, and to a certain extent Maharashtra, there is a combined percentage of reservation for Scheduled Castes and Scheduled Tribes, which is prejudicial to the tribal candidates State Governments should be requested to fix a separate percentage for Scheduled Tribes for all the State Services.

The quality of public service is important in recruitment to Class I and Class II services and posts. In regard to Class III and Class IV, where the work is mechanical and routine, it should be possible to recruit tribal candidates and arrange for their in-service training.

It is necessary to fix the percentage of reservation differently for different services and posts. In regard to Class I and technical posts, tribal candidates with the requisite qualifications may not be available and it will take a long time before they can fill up the percentage in Class I and Class II services and posts. If the quota is to be made up in the initial stages, the percentage of reservation in Class III and Class IV services and posts will have to be proportionately higher. The Orissa Government has fixed the quota for scheduled Tribes proportionately higher in Class III and Class IV services namely, 50 per cent. This experiment is commended for the other States.

It is suggested that while the overall percentage of reservation should continue at the figure already fixed, the State Governments may study the question with reference to local conditions, so that a higher percentage of reservation in certain categories of services and in certain departments may be fixed. This will go a long way in ensuring that the tribals get adequate representation in the services within the shortest possible time.

State Governments should instruct all the local authorities like the Municipalities, Panchayat Samities and Zila Parishads to follow the policy laid down by them in regard to representation of Scheduled Tribes in Services.

Suitable instructions be issued to Central and State undertakings in public sector to give adequate representation to Scheduled Tribes.

We would suggest that State Governments may take steps to issue instructions on the lines of instructions of the Union Government in regard to promotion and review of cases of supersession of officers belonging to Scheduled Tribes.

The following further suggestions in regard to the representation of Scheduled Tribes in the Services may be considered for implementation:

(i) At the moment, if a vacancy reserved for a Scheduled Tribes is not filled owing to the non-availability of a suitable candidate, the vacancy is kept open for a period of two years. It is suggested that, whatever the period for which the vacancy may be kept open, if the State Government can get a candidate who is near enough the prescribed qualification, he may be given coaching for a time, re-examined and recruited if he is found to have made satisfactory progress:

(ii) The existing orders of the Union Government which permit the appointment of Scheduled Caste candidates in the vacancies reserved for Scheduled Tribes, where suitable qualified candidates are not available, should be rescinded. The presence of such a permissive order brings about complacency. The recruiting authorities should make all possible efforts to find the Scheduled Tribe candidates.

(iii) The relaxation of the age-limit in regard to Gazetted and non-Gazetted posts is quite sufficient but there are States where this has not been done. This rule should be made applicable uniformly throughout the States.

(iv) In the case of local recruitment, there should be semebody on the Selection Committee, who can look after the interests of the tribals. The Tribal Welfare Officers in the district or the sub-division can be associated with the Selection Board.

(v) Adequate publicity should be given in the tribal areas about reserved vacancies. Social agencies could be used to spread this information. Publicity should not be confined merely to newspapers as many of the tribals live in inaccessible areas. Other means of publicity should be devised and checked periodically.

(vi) The rule that a name must be registered with the Employment Exchange before appointments are made should not be binding in the case of the tribal candidates because they cannot be expected to maintain contact with it.

(vii) Arrangements should be made to pay some allowance to a tribal candidate, who is expected to

appear before the recruiting authority at his headquarters, if this is at a distance from his normal place of residence. This has been done in Orissa and might be followed by other States.

(viii) It is necessary that a roaster of appointments on the Bihar model or on the lines of the instructions issued by the Union Government should be maintained and this should be made obligatory for all categories of services and in all the departments. Periodical checks should be made to find out, if, at every stage, proper care is being taken to ensure recruitment of Scheduled Tribe candidates against posts received for them.

Role of Traditional Tribal Councils

One of the functions of the Statutory Panchayats in the tribal areas or the Tribal Councils should be in relation to forests.

In areas where the population is mixed and where the tribal people do not preponderate and the trial councils have virtually fallen into disuse or have little authority, every effort should be made to revive them so that they can work alongside the Statutory Panchayats and settle their own religious and social affairs.

In all homogenous tribal areas such as Nagaland, NEFA, the autonomous hills districts of Assam, the hill areas of Manipur and suitable areas which are already Scheduled, where the Tribal Councils are strong and alive, advantage may be taken of the provisions in the Panchayat Acts whereby the Governor can exempt a specific area or areas from the operation of the Act. It will not be necessary to introduce new Statutory Panchayats in such places but a serious attempt should be made to develop the existing Councils and gradually transfer to them all the powers of the Statutory Panchayats, ultimately recognising them as such.

In other tribal areas, where there is a mixed population, wherever tribal councils are active and have some authority among the tribal people, they should be encouraged and developed to function side by side with the Statutory Panchayats. Here the traditional Councils will be conceived mainly with social and religious matters, and the Statutory Panchayats with administration and development.

The principle of election has to be explained to the tribals. They should be free to moderate the principle of election with a view to avoid internal frictions.

The Statutory Panchayats should take advantage of the influence of the traditional Councils in the matter of development activity. The village development programmes should always be prepared by the Statutory Panchayats in consultation with the tribal councils.

Wherever the statutory Panchayats and the Tribal Councils exist side by side, the Panchayat may entrust to the Council various aspects of development work, management of ordinary or forest cooperatives, and they should be encouraged to settle village and inter-village disputes without having resort to the ordinary courts.

Wherever a Statutory Panchayat is constituted in a tribal village, the rules should provide that fair proportion of members comes from the tribal groups.

It will not be possible for either the traditional Councils or the Statutory Panchayats to raise revenue or levy cesses and taxes for some time. No hurried effort should be made to earn revenues. By and by, as the economy and the consciousness develops, cesses and taxes may be gradually introduced.

Surveys Research And Evaluation

Special arrangements should be made for rapid sample surveys of selected representative tribal areas to be completed within a reasonable time. Such surveys should concentrate on certain items, collect data in relation to them and also find out the conveniences available locally which would enable the government to carry out the programme within the time limit fixed.

A similar survey should be conducted in a selected adjoining non-Scheduled Area so as to assess the disparity existing between the tribals and the non-tribals and the comparative backwardness of the tribal area.

In addition to the surveys mentioned above, the State Governments should conduct specific surveys in relation to specific problems faced in specific areas. These surveys should, as far as possible, be carried out through the Bureaus of Economics and Statistics. Universities, Tribal Research Institutes and Institutes like the Tata Institute of Social Sciences and similar other non-official agencies qualified to do this work. The State Governments should render them all possible help and financial assistance.

The functions of the Tribal Research Institutes should be redefined to include:

(i) Collection of basic socio-economic data for the use of Tribal Welfare Department in formulation and implementation of schemes for the economic development of the tribals;

(ii) Research on craft and industries which will be of immediate value for the economic development of the tribals by the utilisation of their skill and local materials and resources;

(iii) Examination of tribal welfare schemes with special reference to:

(a) the impact on their attitudes, skills, and knowledge;

(b) the socio and economic changes brought about by them;

(c) improvement of the programme,

(iv) Assistance to the State Governments, etc., in their training programme.

(v) Research in tribal philology with a view to preparing text books and primers in tribal languages, collection of folk songs, folk lore, stories of tribal heroes, etc.,

(vi) Teaching of tribal languages or dialects to the field staff of the Tribal Welfare Department.

A Central Institute of Tribal Welfare may be set up to coordinate research on an all-India level and take up studies of special problems which extend beyond the territorial limits of anyone State, as for example, shifting cultivation, impact of industrialisation on tribal society etc.

A beginning may be made with a coordinating body in the Ministry of Home Affairs to guide, supervise and coordinate the work of Research Institutes. For this purpose, a separate cell may be attached to the proposed Department of Tribal Welfare in the Ministry.

REVIEW COMMITTEE FOR CHEMISTRY IN INDIAN UNIVERSITIES, 1960—REPORT

New Delhi, University Grants Commission, 1963. 107p.+iii+iiip.

Chairman : Prof. T R. Seshadri.

Members : Prof. S. R. Palit; Prof. G. Gopala Rao; Prof. S. K. Bhattacharya; Prof. M.R.A. Rao; Prof. R. C. Mehrotra; Dr. (Mrs.) Asima Chatterjee.

Secretary : Dr. B. D. Laroia (since his retirement from U.G.C. in June 1962, Dr. D. Shanker Narayan, became the secretary of the Committee).

APPOINTMENT

During the past few years, the University Grants Commission has been giving liberal grants to various Universities in our country for purposes of rehabilitation and construction of buildings, purchase of new and modern equipment needed for research improvement of libraries and providing better wokrshop facilities. Since a systematic evaluation of the results achieved in raising the standards of teaching and in furthering research work as a result of these grants made by the University Grants Commission was not made for some time, the Commission, in early 1959, felt it desirable to undertake an assessment in the above line in various sciences subjects and the Chairman of the University Grants Commission appointed a few Review Committees of experts in specific fields.

The Chemistry Review Committee was appointed by the Chairman, University Grants Commission in May, 1960.

TERMS OF REFERENCE

The Chemistry Review Committee enjoyed wide terms of References and was free to make its own programme and procedure of work. In order to carry out its assignment satisfactorily, the Committee was, in particular requested to examine the following important aspects :

(i) The stage of development achieved so far in the specific field under reference, viz., chemistry;

(ii) Revision of the syllabi and suggestion for the modification in our present examination system;

(iii) Evaluation of research work done so far and examination of trends of research, their potentialities and relationship to the general needs of the development programmes in the country.

(iv) The action which may be taken for the development and expansion of training and research in certain special fields in Chemistry, keeping in view the avoidance of duplication of efforts;

(v) Measures for improving the teaching personnel;

(vi) Suggestion of ways and means of coordination between universities themselves and between universities and other Centres of Research like the National Laboratories.

CONTENTS

Foreword; Preface; Introduction ; Development of Chemistry in India—A Historical Sketch; Existing Facilities; Syllabi and Examination System; Future Lines of Development in Chemistry; Summary of Recommendations; Appendices I and II.

RECOMMENDATIONS

Model syllabi for undergraduate and post graduate courses are recommended in order to improve the standard of training in chemistry. The B. Sc. syllabus is given in three forms, viz., (1) B. Sc. (General) for students who offer chemistry as one of three science subjects of equal weightage; (ii) B.Sc. (Special) for those who have chemistry as the major; and (iii) B.Sc. (Subsidiary) for those who offer any other science subject as the major with chemistry as a minor subject.

M.Sc. course in chemistry will be two-year course after the B.Sc. degree. In the first year of the M.Sc., a student be expected to study organic, inorganic and physical chemistry and also carry out practical work in these three branches. The second year of the M.Sc. course will be devoted to the study of these three branches at the general level as far as theory is concerned. In addition, there will be a special paper in any one of the three branches. The practical work, however, will be confined only to the subject which will form the special subject.

Radiochemistry may be introduced at the second year of the M.Sc. course as one of the special subjects, i.e., as an elective subject. The syllabus for this course is also recommended.

In order to raise the standard of teaching, lectures should be coupled with demonstrations of all possible types. Holding conventions of college and university teachers to discuss teaching methods and examination systems may be highly useful. A journal devoted to this subject and capable of reaching all the teachers will be useful to pull up the level of teaching.

Due recognition should be given to sessional tests in assessing the capacities of students so as to reduce the dependence on one comprehensive annual examination at the end of the course. In order to do this, it is recommended that 40 per cent of the total marks may be allotted to sessional tests.

A maximum time limit of five years is recommended for completing the work for the Ph.D. degree. Candidates for this degree besides submitting a thesis should also appear for a written as well as an oral examination. They should give seminars from time to time and also attend a certain minimum number of seminars. They should put in a minimum period of one year in a teaching department of a University.

It is considered that post-graduate course should be confined to university departments while colleges may take care of undergraduate teaching.

Research centres which are specially active and which have already distinguished themselves in research should be raised to the status of premier centres of chemistry research and efforts should be made to bring them to an international level. The centres which are under-developed should be financially helped so as to come to a higher standard.

There should be arrangement for Visiting Professors.

Organisation of frequent Symposia and Summer Schools may help in the promotion of chemistry research in our country.

To raise the standard of publication of research papers and to avoid time lag between dates of communication and of publication of research papers, it is recommended that a single journal under the name 'Indian Journal of Chemistry' may be started in collaboration with the Council of Scientific and Industrial Research, New Delhi, which is already incharge of a number of publications.

Special requirements of chemistry laboratories particularly engaged in research work may be considered and grants may be made available for these.

The teacher-pupil ratio may require improvement. The teaching load of those who are engaged in post-graduate teaching and research should not be more than 14 hours per week. The ratio between senior and junior teachers should be brought to roughly 1:1. Large chemistry departments having the responsibility of post-graduate teaching should have a senior teacher (professor or reader) in each of the three branches, viz., organic, inorganic and physical chemistry and one in certain special fields for which facilities are available (e.g., nuclear chemistry).

To make the Head of the Chemistry Department free from routine administrative work, an Administrative Secretary may be appointed in the University Department.

COMMITTEE APPOINTED BY THE GOVERNMENT OF INDIA TO EXAMINE THE FEASIBILITY OF EVOLVING A SYSTEM OF PAYMENT BY RESULTS TO CERTAIN CATEGORIES OF EMPLOYEES UNDER THE BOMBAY AND MADRAS PORT TRUSTS AND THE BOMBAY DOCK LABOUR BOARD, 1960—REPORT

New Delhi, Ministry of Transport and Communications, 1962. 15p.

Chairman : Shri F. Jeejeebhoy.
Members : Shri V. Vaz; Shri T.K. Parmeswaran Nambiar (replaced by Shri V.A. Jaywant); Shri S.C.C. Anthoni Pillai; Shri M.G. Kotwal; Shri S.C. Sheth; Shri K.A. Khan.
Secretary : Shri Batuk H. Mehta.

APPOINTMENT

By its Resolution No. 23-PLA (103)/59, dated May 12, 1960, published in the Gazette of India Extraordinary, Part I—Section 1, No. 67, dated May 14, 1960, the Government of India in the Ministry of Transport and Communications (Department of Transport) constituted this Committee.

TERMS OF REFERENCE

(a) To examine the feasibility of extending the system of payment by results to the categories of tally clerks shed staff, stackers, mobile crane drivers, and wagon, loaders and unloaders employed by the Port Trusts of Bombay and Madras; and

(b) To devise suitable schemes for payment by results to the categories in respect of which such payment is considered feasible.

By its further Resolution of even number dated September 2, 1960, the Government directed that the tally and sorting clerks and registered stevedore khalasis employed by the Bombay Dock Labour Board should also be included within the scope of the Committee's enquiry.

CONTENTS

Report; On the Import Side; On the Export Side; Helping Gangs; Baroots and Stackers; Example; Tally Clerks; Mobile Crane Drivers; Example; Fork-Lift and Platform Truck Drivers; Sorters; Tally and Sorting Clerks; Cart and Wagon Unloaders; Appendices A to C.

RECOMMENDATIONS

The term 'feasibility' in the Government's Notification has no doubt an elastic connotation, but within the group of Port and Dock Workers under Reference; and we have examined all categories brought to our notice by labour as eligible for piece rates. The Committee has taken the view that not all of them are so engaged or placed as to attract piece rate schemes.

The Committee has arrived at the conclusion that in terms of the Reference, the following categories of dock workers of Bombay and Madras Ports, having regard to their functions as being in some way associated with the handling of cargo at the respective Ports, or as lying within the cycle of operations, or as working as tally clerks who have to be quick and accurate in checking output and noting details of work on which payment to the workers is based, are eligible for induction into the general concept of the existing scheme of piece-rate by being geared to it in some appropriate manner:

(a) **On the Import Side:**

(1) "Helping Gang" of shore mazdoors employed by the Bombay Port Trust for long carry.
(2) Baroots at Bombay Port.
(3) Mobile crane drivers including operators of Tractors, Fork-Lifts, and Platform Trucks at Bombay and Madras when engaged on a ship unloading.
(4) Stackers of Madras, i.e., persons engaged to do stacking of cargo in course of discharge.
(5) Tally clerks engaged at the hook, both at Madras and Bombay, for tallying import cargo other than bulk cargoes while the ship is unloading.
(6) Sorters of Bombay and Madras.

(b) **On the Export Side:**

(1) Cart and wagon unloaders of Bombay Port Trust.
(2) Tally clerks engaged at the hook, both at Madras and Bombay, for tallying export cargo other than bulk cargoes while the ship is loading.
(3) "Helping Gang" of shore Mazdoors employed by the Bombay Port Trust for long carry.
(4) "Tally and sorting clerk" of Bombay Dock Labour Board.

The Committee is of the view, that taking into account all the factors relevant to the wage structure of these categories, as also their relative position *vis-a-vis* the categories covered by the major scheme of piece rates for handling cargo at the Ports as embodied in the decision of the Labour Appellate Tribunal, the following schemes of payment are adequately suited for the purposes of this Reference before this Committee.

Helping Gangs: Where "helping" men work with a shore hook gang at Bombay for long carry of export or import cargo, and the piece-rate wage of a gang worker exceeds his daily wage for the period occupied in doing piece-rated work, each helping man shall receive as premium an amount equal to the sum by which the piece-rate wage of the gang worker exceeds the daily wage for the said period.

Baroots and Stackers: The baroots of Bombay Port Trust and the stackers of Madras (i.e. persons engaged to do stacking of cargo in course of discharge) shall be given a premium whenever so employed as under.

Each baroot of Bombay or stacker of Madras shall receive a premium equivalent to the average of the piece-rate earnings over the daily wage of the workers of the hook gangs to which he is attached of that shift and vessel, subject to the condition that the premium to which the baroot or the stacker shall become entitled shall be in proportion to the average tonnage stacked by the baroots or stackers in relation to the average of the piece-rate tonnage handled by all the said hook workers in that shift of that vessel; provided that if the baroots or stackers have left cargo unstacked or done the stacking undifferently, the premium shall be deemed not to have accrued to the extent of such short stacking or indifferent stacking. In this connection it is assumed that the Port Trust concerned has employed a sufficiency of baroots or stackers.

Example: Supposing there are three hooks working on a vessel at Bombay in a shift to which the baroot is attached, and the piece-rate earnings over daily wage of each gang working of these three hooks is Rs. 10, nine and eight. The average piece-rate earnings over his daily wage of each gang worker will thus be Rs. nine. For earning this sum of Rs. nine, the total piece-rate tonnage of the cargo handled by all the three gangs was, say, 390 tons for that shift of that vessel. Then the average per hatch will be 130 tons, and the average per worker would be 10 tons. Supposing there are 20 baroots and they have stacked 240 tons, then the average effort of each baroot will be 12 tons.

Each baroot will receive $\frac{12\times 9}{10}$ = Rs. 10.80

Tally Clerks: The tally clerk at Bombay, while engaged at the hook for talling import and export cargo, shall receive during the eight-hour shift a premium of three nP. for each hook for all cargoes excluding bulk cargoes.

The tally clerk at Madras, while engaged at the hook for talling import and export cargo, shall receive during the eight-hour shift a premium of 2-3/4 nP. for each hook for all cargoes but excluding bulk cargoes. But in the case of wheat discharged in bulk, 12 bags will be regarded as the equivalent of one hook.

The payment of premium as above, both at Bombay and Madras, shall be subject to the following proviso designed to secure the essential requirement of accuracy in tally.

"If tally is accurate between 99 and 100 per cent, the tally clerk shall receive the full premium; if the tally is accurate between 99 per cent and upto but not including 99 per cent, the tally clerk shall receive 90 per cent of the premium; if the tally is accurate between 97 per cent and upto but not including 98 per cent, then he shall receive 70 per cent of the premium; if the tally is accurate between 96 per cent and upto but not including 97 per cent, he shall receive 40 per cent of the premium; and if the tally is accurate between 95 per cent and upto but not including 96 per cent, he shall get 10 per cent, of the premium. Accuracy of tally below 95 per cent shall not attract any premium."

For the second and the third shifts at Bombay each, of six-hour duration, there shall be an adjustment by the addition of 33-1/3 per cent to the premium at the above rate. For the second and third shifts at Madras, each of six-and-a half hours duration, there shall be an adjustment by the addition of 23 per cent to the premium at the above rate.

The relievings tally clerk, both at Bombay and Madras, shall receive the average of the premium of the tally clerks whom then relieve.

Accuracy shall be accordings to number of packages and under the respective marks as shown in the manifest. The percentage of inaccuracies shall be ascertained shipwise; but whenever any particular tally clerk or relieving tally clerk is found responsible for an inaccuracy, his premium shall be reduced accordingly and his errors should be ignored in the case of the rest.

Mobile Crane Drivers: The mobile crane driver at Bombay (including thereby the tracter driver), shall receive a premium equivalent to the average of the piece-rate earnings over the daily wage of the shore crane drivers of that shift and vessel to which they are attached; subject to the condition that the premium to which they shall become entitled shall be in the proportion of the average tonnage stacked by them in relation to the average of the piece-rate tonnage handled by all the said shore cranes and derricks in that shift of that vessel to which they are attached; provided that if they have

left cargo unstacked or done the stacking indifferently, the premium shall be deemed not to have occrued to the extent of such short stacking or indifferent stacking. For the purposes of accounting, where a derrick has been used, it will be assumed that a shore crane was employed and piece-rate earnings computed accordingly. Provided that the maximum premium earned by the above categories shall not exceed the maximum of the piece-rate earnings over the daily wage of the piece-rate crane drivers working at the relevant hooks for that shift and in that vessel or those vessels.

Example: Suppose in a shift, hatches Nos. I, IV and V are discharging with shore cranes Nos. 5, 7 and 8 and such cargo requires to be handled by six tractors and two mobile cranes. If the piece rate earnings over the daily wage of the crane drivers of shore cranes Nos. 5, 7 and 8 are Rs. 10, nine and eight respectively, the average piece rate earning over daily wage would be Rs. nine. If the total output of cranes Nos. 5, 7 and 8 is 120 tons, 100 tons and 80 tons respectively, the average output per shore crane will be 100 tons. Suppose out of 300 tons cargo discharged by the above three shore cranes, the six tractors and two mobile cranes together handled 150 tons of cargo, the average tonnage handled by each combined unit of three tractors and one mobile crane will be 75 tons. Then each of the six tractor drivers and each of the two mobile crane drivers shall be paid a piece rate premium of $\frac{75\times9}{100}$ =Rs. 6.75.

The mobile crane driver of Madras (and the tractor driver if engaged and the shore crane driver if and when employed in the place of a mobile crane) shall receive a premium equivalent to the average of the piece-rate earnings over the daily wage of the shore crane drivers or which drivers working on the vessel or vessels, whenever they are called upon to work in connection with the handling of any cargo discharged by the hooks of that vessel or those vessels; subject to the condition that the premium to which they shall become entitled shall be in the proportions of the average tonnage stacked by them in relation to the average of the piece-rate tonnage handled by the shore cranes and derricks at the hooks from which the cargo handled by the mobile crane driver, the tractor driver, and the said shore crane driver as the case may be, has been discharged. For the purposes of accounting, where a derrick has been used, it will be assumed that a shore crane was employed and piece-rate earnings computed accordingly. Provided that the maximum premium earned by the above categories shall not exceed the maximum of the piece rate earnings over the daily wage of the piece rate crane drivers working at the relevant hooks for that shift and in that vessel or those vessels.

Fork-lift and Platform in Truck Drivers: The fork-lift driver and the platform truck driver of Madras and the mobile crane driver of Bombay, while operating a fork-lift or a platform truck shall be paid a premium based on the tonnage calculations of the baroots of Bombay or the stackers of Madras, as the case may be; but the rate of his premium shall be calculated on the average of the piece-rate earnings over the daily wage of the shore crane drivers in that shift and working on the vessel. For the purposes of accounting, where a derrick has been used it will be assumed that a shore crane was employed and piece-rate carnings computed accordingly.

Sorters. A sorter when so employed by the Bombay Port Trust shall receive during the eight hour shift a premium of 1-1/5 nP. in the case of all cargoes, excluding bulk cargoes, for each hook coming down during the shift, provided that the cargo brought down by the hook has come under the sorter's work.

A sorter when so employed by the Madras Port Trust shall receive during the eight-hour shift a premium of 1-1/10 nP. in the case of all cargoes excluding bulk cargoes for each hook coming down during the shift, provided that the cargo brought down by the hook has come under the sorter's work.

This premium is payable to the sorter at Bombay and Madras subject to the condition that the sorter is always present at his post and actively pursues his work during the shift and that the sorting under his directions has been done properly.

For the second and the third shifts at Bombay, each of eight-hour duration, there shall be an adjustment by the addition of 33-1/3 per cent to the premium at the above rate for Bombay. For the second and third shifts at Madras, each of six and a half hour duration, there shall be an adjustment by the addition of 23 per cent to the premium at the above rate for Madras.

Tally-and-Sorting Clerks : The tally-and-sorting clerk registered with the Bombay Dock Labour Board when employed by a registered employer to act as a sorter for export cargo concurrently with the loading of the vessel shall receive a premium of 2-1/2 nP. per-hook of the cargo got ready by him for shipment according to the duties laid down by the Bombay Dock Labour Board; provided that if his duties are not properly performed. the premium shall be deemed not to have accrued to the extent of such shortcoming.

Cart and Wagon Unloaders : The cart and wagon unloader of the Bombay Port Trust shall receive, if his output exceeds seven tons in a shift, a premium at the following rates :

(a) Between seven tons and upto 13 tons, for every tons or part thereof, a premium of 65 nP. per ton.

(b) Beyond 13 tons, for every ton or part thereof his premium shall be at the rate of 75 nP. per ton.

Provided that he stacks all cargoes received at the shed properly as required by the authorities. He will also stack all cargoes other than bag cargo which may be unloaded by the shipper's labour. The premium shall be deemed not to have accrued to the extent of stacking not properly done. The Port Trust may regroup the cart and wagon unloaders for the more effective working of this scheme.

As regards the question of extension of piece-rates to shed staff, the Committee was of the opinion that while recognising the value of rewards in recognition of work done with more than ordinary zeal and fidelity by persons like shed superintendents, etc., this Committee recommends that this is a matter which calls for consideration by the Administration, but it is not a matter within the purview of this Committee's work.

COMMITTEE OF ENQUIRY INTO THE CONDITIONS OF SERVICE OF THE MARINE SERVICES OF THE PORT OF CALCUTTA, 1960—REPORT

New Delhi, Ministry of Transport and Communications (Department of Transport), 1960. 271+ivp.

Sole Member : Shri S.N. Guha Roy.
Secretary : Shri N.S. Ghosh.

APPOINTMENT

The One-Member Committee was appointed by the Government of India, Ministry of Transport and Communications, Department of Transport, (Transport Wing), in Resolution No. 9-PE(1)/60, dated June 17, 1960, published in Part I, Section (1) of the Gazette of India, dated June 25, 1960, for enquiring into the conditions of Service of the six Marine Services of the Port of Calcutta given below :

(1) Assistant Harbour Masters' Service.
(2) Dredger and Despatch Service;
(3) Hooghly Pilot Service;
(4) River Surveyors Service;
(5) Berthing Masters' Service; and
(6) Marine Engineers' Service.

TERMS OF REFERENCE

(i) To enquire into and report on the conditions of all categories of persons employed in the Port of Calcutta, which are detailed in the Schedule, and to make recommendations generally and with special reference to the following matters, keeping in mind the considerations mentioned in clause (iii) below :

(a) Scales of pay;
(b) Allowances and fees;
(c) System of turns, hours of work and periods of rest;
(d) Adequacy or otherwise of the strength of the existing cadres and the basis on which they should be fixed;
(e) Desirability of adoption of an interim scheme of remuneration for abnormal work as a result of shortages in existing cadres;

(ii) To examine whether the recommendations of the Ports Marine Services Enquiry Committee, 1955, should be amended or supplemented, regard being had to the representations submitted by the various Marine Services Associations of the Port of Calcutta.

(iii) In making their recommendations the Committee will take into account the prevailing pay scales, allowances and other conditions of service in similar services at other major Ports, the recommendations of the Central Pay Commission in regard to comparable Government Services and the historical background.

CONTENTS

The Committe, Its Terms of Reference and How it proceeded—The Port of Calcutta Proper, Its Approaches, The Jurisdiction of the Commissioners and the Field of Operations of the Six Marine Services of the Port; The Historical Background of the Six Marine Services of the Port; The Immediate Background of the Present Enquiry; General Principles to be Followed in Examining Demands for Enhancement of Emoluments—The Demands of Each of the Services and of the Lighting Officer under the Heading "Scales of Pay Allowances, Fees including Overtime", the Comments of the Commissioners thereon and the Findings of the Committee; System of Turns, Hours of Work and Periods of Rest—The Demands of the Services, the Commissioners, Case and the Findings of the Committee– Overtime

Allowances; The Strength of Cadres—Desirability of Adoption of an Interim Scheme of Remuneration for Abnormol Work Due to Shortages in Cadres; Administrative Matters of the Different Sections of the Marine Services—Sectional Independence—Creation of Additional Administrative Posts—Alteration of the Existing System of Holding Marine Enquiries—Changes in the Existing Mode of the Working of the Department—Retention of Superannuated Officers in Service and its Effect on the Other Members of the Service; Miscellaneous Demands; Administrative Officers—Sectional and General; Conclusions and Thanks—Summary of Findings and Recommendations; Appendices A to H.

RECOMMENDATIONS

Emoluments (Pay, Allowances, etc.)

Assistant Harbour Master : If the emoluments of the Assistant Harbour Masters are compared with the emoluments paid to other categories of civil servants or even other technical staff in the country, one would be justified in saying that the Assistant Harbour Masters are luckier than most. There is, therefore, no ground for recommending any further increase in their emoluments.

Since the night fee at 25 per cent of their basic pay, which they were in receipt of prior to 1938,—has already been merged in the structure of pay, there is no case for grant to them of night fee, as a separate item.

An Assistant Harbour Master when placed on special duty does not work overtime or moor/unmoor vessels. There is, therefore, no reason for their claiming compensation for loss of their earnings in mooring/unmooring fees and overtime allowance.

The mooring fee paid to the Assistant Harbour Masters at any rate or the present basis of calculation of such fee, is entirely wrong in principle and so is the principle on which overtime is calculated. The Port Commissioners may consider whether for future recruits, it will be expedient to do away with mooring unmooring fees.

Hooghly Pilot Service : It will not be reasonable to recommend consolidation of the night fee at figures higher than the present figures, i.e , Rs. 350 for the Branch and Master Pilots and Rs. 200 for the Mate Pilots. If the present position is allowed to continue, by about 1965, provided the volume of shipping remains constant, the figures may reasonably be expected to come down to the figures at which the Commissioners have consolidated the night fees.

The demand that whenever a Pilot cannot work for the whole month on account of absence on leave, the number of ships for the purpose of overtime, should be reduced seems to be absurd on the face of it. He cannot in justice claim anything in the shape of an overtime allowance.

As they remain away from the town for about half a month and also because they do not have to do as much travelling on duty as the Assistant Harbour Masters do there is no reason for increasing their transport allowance to Rs. 175 per month.

To give retrospective effect from 1951 to the grant of mess allowance sanctioned from 1955 as a result of the recommendations of the Lokur Committee, would be wrong in principle.

The existing rate of the Sandheads mess allowance is adequate.

Dredger and Despatch Service : Since the grant of mooring/unmooring fee to the Assistant Harbour Masters is not considered reasonable, extension of the privilege to the officers of the Dredger and Despatch Service, would not be justified.

Since the Port Commissioners provide cooks, servants, crockery and cutlery, and other facilities, there is no ground for raising the existing rate of mess allowance of Rs. 5 per diem.

Grant of compensation to the Chief Officers taking command of the Tugs for the mere discomfort and hardship they have to undergo in these vessels would not be justified because the Tugs are used only in emergencies. The Commissioners should, however, see that normally these Tugs are commanded by Commanders.

The scale of pay of the Lighting Officer (Shri D.P. Choudhury) should be raised to Rs. 750-50-1,300.

Assistant River Surveyors : The claim that the pay and allowances of the Assistant River Surveyors should be at a par with those of other Marine Services, seems unreasonable.

There is no justification for a higher command pay for the Commanders of Survey Vessels.

The Assistant River Surveyors in-charge of Survey Parties in Dredgers may be granted a charge allowance of Rs. 100 per month.

It is not understood why it should be necessary for all the officers to undertake journeys to the stores, workshops, and the Head Office. These journeys should always be undertaken by the officers to whom a conveyance allowance is payable. If, on rare occasions any other officer has to be deputed, the cost of conveyance can not obviously be such as will justify grant of a general conveyance allowance for all the officers of the service, for on such occasions the individual officers may easily be compensated for the cost of the journeys on certificates of their respective Commanders.

The demand made by the Assistant River Surveyors for mooring/unmooring fee for mooring and unmooring servey vessels, does not seem to be at all justified because in the first place, the payment of mooring/

unmooring fee to the Assistant Harbour Masters, which has given rise to it, is unjustified and secondly, the Survey Vessels are much smaller than the vessels which the Assistant Harbour Masters are required to moor and unmoor.

The command pay should be treated as "Pay" for the purpose of calculating the "Away from Base" allowance for all the services eligible for grant of "Away from Base' allowance. The expression "Basic Pay" used in this' context, in the report of the Lokur Committee should be amended to include "Command Pay".

The existing rate of mess allowance is considered to be adequate.

Class I Marine Engineers : The decision of the Port Commissioners on the recommendations of the Special Committee as regards pay and allowances of the Class I Marine Engineers including Chief Engineers, are considered quite reasonable and should be sufficient to meet the legitimate grievances of the officers concerned. The decisions should be given effect from the date on which they were made by the Port Commissioners.

The conveyance allowance of Rs. 50 per month already sanctioned for the Second Engineers, Class I Vessels should be sufficient.

There is no substance in the demand that Second Engineers doing the duties of Chief Engineers in casual or short leave vacancies should be paid the pay of Chief Engineers. The existing practise based on the corresponding Government rules—on the subject should continue be followed.

There is no ground for extending messing facilities to the Engineers attached to the Port Dredging Unit. If Lascars—who bring food for the officers and are paid by the Port Commissioners for this, are not willing to do this work, the Port Commissioners should make alternative arrangements for having the food of the officers concerned brought from their homes and ensuring that it reaches them on duty.

There is no justification for paying the Engineers of the Port Dredging Unit, any special fee for the supervising the mooring and unmooring of the Bucket Dredgers.

From an analysis of the nature of their duties, it seems that the Port Dredging Chief Engineers have hardly any case for a conveyance allowance at all. They are, however, paid Rs. 100 per month as conveyance allowance. There is, therefore, no ground for increasing this allowance by another Rs. 75 per month.

Junior Marine Engineers The difference that exists at present between the scales of pay and total emoluments of the uncertificated Junior Engineers employed in the Port of Calcutta and of the uncertified Junior Engineers employed in the Merchant Marine, whether on Home Trade or Foreign-going Vessels,—does not seem to be unfair in any way to the uncertified Junior Engineers of the Port. As a matter of fact, the Inland Engineers particularly towards the end, are better off in the Port than in the Merchant Marine where they are treated as uncertified Engineers.

There is, however, some justification for the Junior Engineers—with Second Class Certificates,—getting in the initial stages, more than what they are in receipt of at present. Second Class Junior Engineers should be given 12 advance grade increments instead of three as at present. In other words, they should be given starting salary of Rs. 400 in the scale of Rs. 250-10-310, -15-400-20-500/E.B.-40-740, the Second Class Junior Engineers already in receipt of a pay above Rs. 400, but below the maximum of the scale, being granted one increment of every three years of service with Second Class Certificates subject only to this that the maximum pay of the scale is not exceeded. The above grade increment may be given effect from January 1, 1961, without any prejudice to their normal increments during the year.

As it is not necessary for all Junior Engineers to undertake journeys on official duty, there is really no case for a conveyance allowance to all Junior Marine Engineers,--the Engineers-in-Charge of Class II Vessels—already getting a conveyance allowance of Rs. 50 per month.

As the responsibilities of an Engineer-in-Charge, Class II Vessle, are those of a Chief Engineer of a Class I Vessel are not identical, there ought to be a difference in their rates of charge allowance. There is therefore, no justification for raising the charge allowance of Rs. 100 per month payable to an Engineer-in-Charge of a Class II Vessel to the level of Rs. 200 paid to the Chief Engineer, of a Class I Vessel.

There is no ground for departing from the Special Committee's recommendation on the questions of grant of mess allowance to the Relieving Junior Engineers attached to the vessels under repairs.

As the Junior Port Dredging Engineers have more or less fixed hours of duty and they do not have to go down the river for a number of days at a stretch, they cannot in justice claim in mess allowance. It is also not necessary to provide facilities for their messing on board the vessel.

The existing discrimination between the Navigating Officers and the Marine Engineers in the matter of eligibilty for mess allowance when on casual or special compensatory leave should be removed.

The demand that the officers should be paid overtime at double the rate of their basic pay, instead of at the single rate, does not seem reasonable.

Berthing Masters Considering their academic qualifications, their age of entry into the Post

service, and the period of training they have to undergo under the Port Commissioners and also having regard to the general conditions of employment and the scale of pay which candidates with similar general initial qualifications command in the country, the scale of pay of the Berthing Masters seems reasonable and there is no justification for raising it.

Since the decision of the Port Commissioners not to give effect to the Lokur Committee's recommendation for raising the initial salary of a Berthing Master from Rs. 300 to Rs. 420 is not unreasonable, the question of giving the recommendation of the Lokur Committee a retrospective operation hardly arises for the simple reason that the recommendation has not been made operative at all.

The demand that a Berthing Master acting as an Assistant Dock Master for seven days or more at a time should be given an acting allowance is not considered reasonable. The principal followed by the Port Commissioners in the matter of making acting arrangements and paying acting allowances are sound.

To handle ships without power on the main engines, is a part of the normal duties of a Berthing Master. To pay special allowance for a piece of work which is a part of the normal duties of an officer because it happens to involve skill, care and alertness, would certainly be setting up an undesirable precedent. The demand for 'Non-Steam' allowance is, therefore, considered unjustified.

As they are already getting one day's basic pay for work on Sunday's or holidays, there is also no justification whatsoever for two days pay or additional casual leave being granted to the Berthing Masters for working on Sundays or public holidays.

Since there is no necessity for implementing the 'Lock to Lock' scheme at present, the question of raising the transport allowance in the event of such a scheme coming into operation, does not arise.

System Of Turns, Hours Of Work, And Periods Of Rest.

Assistant Harbour Masters: From the figures of hours of duty per day, made available to the Committee, it is clear that 18 turns fixed at the standard for an Assistant Harbour Master, is far from excessive.

As the officers who are 'first on turn' do not actually do any official work beyond holding themselves in readiness, for work. 'Being on first on turn', cannot justly be considered to be even duty, for less a turn.

On principle, the system of pooling of mooring/ unmooring fees and overtime fees is wrong.

The Commissioners may find out of officers would like a change of the existing practice of pooling.

The recommendation of the Lokur Committee fixing 18 turns a month for an Assistant Harbour Master should be modified for the Assistant Harbour Master at Buadge Budge and the norm for him should be raised to 24 turns a month.

Hooghly Pilot Service : Reduction of the standard of work fixed by the Lokur Committee of the Branch Pilots will not be justified on the ground of their age or on any other ground.

There is no justification for putting the duty of attending the Head Office in connection with an examination or enquiry on a par with the duty of ship-handling either for an Assistant Harbour Master or a Pilot, though for both, it is a part of their periodical normal duties. Nor do such duties deserve from their nature, or duration, to be compensated by any extra payment.

The word 'turn' should be confined to the regular-ship handling work of an Assistant Harbour Master or a Pilot.

There is no ground for time being the pilotage of more than 18 hours as two jobs or in the alternative for treating an Ulubaria ship as two ships.

It will not be correct to treat the period of detention of a Pilot as an extra job which means an extra job of navigating a ship.

There is no reason why the 'Station Orders' should be regarded as 'turns' which for a Pilot should mean only the work of piloting ships. Although travelling as passengers on board ships for taking up duties either at the Sandheads or at Garden Reach constitutes duty, it is certainly a duty of a kind different from the normal duty of a Pilot which is to pilot a ship and because of this difference it should not be treated as a job for a Pilot.

The Commissioners may consider whether they should not have more Leadsmen with Second Mate's certificates and their initial emoluments should not be made more attractive.

Dredger And Dessatch Service: The monthly norm of dredgers to be down the river should be fixed at 20 days and the annual norm at 240 days. The monthly norm is something to be aimed at, though the exigencies of the service may not make it possible for the Port Commissioners to stick to this rigidly. So long as no one in service be asked to be down the river for more than 26 days in a month and more than 240 days in a year, it will not be really hard on the officers.

When the dredgers are in the Port, the officers will of course follow their usual routine of work.

When the annual norm is exceeded, the officer concerned will be eligible for overtime leave.

The norm for the 'Despatch Service' may be fixed at 18 days a month and 216 days in a year to be applied and worked exactly on the lines suggested for the dredgers. The maximum number of days for the Despatch Vessel should not exceed 24 days down the river

in any month—the officers being eligible for overtime leave if the annual norm is exceeded. The officers will also have to do their normal duties, when their vessels are in Port.

The practice of treating the day of arrival and the day of sailing as one day for the purpose of grant of 'Away from Base' allowance is fair and should continue to be followed.

Assistant River Surveyors : For the three Surveys vessels and the Survey Parties attached to dredgers, the norm of work should be the same as for dredgers—i.e. 20 days in a month and 240 days in a year and the principle enunciated in connection with dredgers should be applicable to the officers attached to the Survey Vessels and the Survey Parties on dredgers. These officers should also do their usual round of duties when the vessels are in the Port.

The only standard of work for the Higher Reaches Survey Party should be 264 days work in a year on the monthly standard of 22 days, which cannot and need not be rigidly followed.

Officers of the Fairfields Station and the Hooghly Point Station should work for 26 days in a month of 30 days and 27 days in a month of 31 days, either in the office or in the river.

The Commissioners should be left to decide the question regarding increasing the number of survey units.

Class I Marine Engineers : The standard of work, i.e., the number of days down the river, for Class I Marine Engineers attached to vessels which have to go down the river should be the same as that fixed for the Navigating Officers of such ships.

If an officer is to be away from the Port for more than that period he will have to be compensated in the same way as the officers of the Dredger and Despatch Service.

Junior Marine Engineers : The Junior Marine Engineers normally work in eight hours shifts; some of them who are attached to the Port Dredging Unit, actually work for eight hours a day and if their work extends beyonds eight hours, they earn an overtime allowance. The Junior Engineers attached to the vessels which have to go down the river have sometimes to work for more than eight hours in an emergency. As they are ship's men and are in receipt of an 'Away From Base' allowance for the days they are away from the Port, payment of 'overtime' for any work beyond eight hours on a particular day would not be justified.

The standard of work of Junior Engineers in charge of Class II vessels which have to go down the river for a number of days at a stretch should be the same as fixed for the Navigating Officers of such vessels and then will be eligible for additional leave if the standard is exceeded exactly in the same manner as laid down for the Navigating Officers attached to the vessels.

Overtime Allowance

Assistant Harbour Masters : As the number of turns of the Assistant Harbour Masters fixed by the Lokur Committee is far from excessive and the same number of turns fixed for the Assistant Harbour Master at Buadge Budge is extremely low, there is no question of reducing the duration of a turn for an Assistant Harbour Master either in Calcutta or at Budge Buadge or for a reduction of the number of turns.

Hoogly Pilot Service : As there is no ground for reducing the number of turns for Branch Pilots to the number of turns for Master and Mate Pilots, the question of changing the basis of calculation of overtime allowance does not arise.

The demand that the Commanders of Pilot Vessels should be paid overtime whenever they are called upon to do special duty loses sight of the fact that these officers are ship's officers and their position is comparable to that of the Master of a ship or the Commander of a Dredger or a Despatch Vessel who are always on duty like the Commander of a Pilot Vessel. As these officers do not earn overtime, there is no reason why the Commanders of Pilot Vessels should be made eligible for it.

Dredger and Despatch Service : The officers of the Dredger and Despatch Service, should be compensated by extra leave to be calculated at the rate of one day for each day they spend down the river in excess of the yearly norm laid down for them. The special leave in lieu of excessive work should be calculated after the year is over so that the special leave will be due in the year following. If for any reason the Port Commissioners cannot allow the special leave to an officer who has earned it, in the year when it has became due even though the officer may then ask for it, he should be allowed to accumulate the leave to his credit for a number of years to be fixed by the Port Commissioners. In the event of dredging round the clock, some officers may have to work harder. The Commissioners may consider if some allowance for hard work is not likely both to provide an incentive for such work and to compensate the officers concerned.

Assistant River Surveyors : The officers attached to the dredgers and the survey parties and the Higher Reaches Survey Party should be compensated for work in excess of the norm fixed for them, by additional special leave on the same principle as enunciated for the dredger section of the Dredger and Despatch Service. As the officers at Fairfields and Hooghly Point will work for 26 days in a month of 30 days and 27 days in month of 31 days, their weekly off days are ensured. Their weekly

off days may be given to them by turns; if necessary, and normally there should be no extra work for them.

Class I Marine Engineers : The Chief Engineers and Second Engineers, when they go down the river, are not restricted to any fixed number of hours of work as they are supposed to be on duty for 24 hours. It is fair that they should be compensated by a special leave if they have to go down the river for a period in the excess of the norm fixed for them, such leave being calculated as in the case of the Dredger and Despatch Service.

The demand for compensation for night work for the Engineers attached to Dredgers and Despatch Vessels, does not appear to be justified, first because there is little night work in Dredgers and secondly if in Despatch Vessels occasional night work may be involved, it does not appear to be sufficient to justify a special compensation.

The Strength Of Cadres

Assistant River Surveyors : If Government sanctions the five posts already sanctioned by the Port Commissioners, the strength of the service should be sufficient for the present.

The post of Officer-in-Charge, Port Dredging Survey should be restored to the service.

It is not understood how one ship-keeper can afford sufficient relief to all the men who have to go down the river in the Survey Vessels for fairly long spells. From the available materials, it is not possible to say whether any such post is really needed. The Port Commissioners may, however, examine the proposal and find out whether with the total strength standing at 43, officers cannot be relieved by turns so that each of them may have a number of evenings free.

As the survey work is carried out in units of two, three or four officers, it can only mean that there have been, throughout the existence of the shortage, one or two teams less or in other words, necessary work was left undone and not that there has been any increase in the work-load for any of the parties. Consequently, the question of compensating the officers for increased work-load, resulting from any such shortage, hardly arises.

Class I Marine Engineers : There is no necessity for creating five additional posts of Chief Engineers.

The question whether when an officer relieves another officer of the higher grade for a period less than a month, he should be paid an officiating allowance or not, is quite different from the question of how many officers are actually needed for the work. To introduce that in connection with the question of fixing the cadre strength, is to confuse the issue. The only consideration for fixing the strength of a service should be what strength is really needed for carrying out the work, and for relieving the officers when they go on leave. If a particular number is needed for the actual carrying out of the work, a leave reserve has certainly to be added to that number, but, then, there is really no need at all for appointing to the leave reserve, officers of a higher grade.

The Port Commissioners will no doubt consider the question of strengthening the cadre as and when they find it necessary.

The demand that a Senior Engineer from the Port Dredging Unit instead of an Assistant Harbour Master should be appointed as the Officer-in-Charge, Port Dredging seems totally unjustified.

There is no reason why the designation of the Chief Engineer of the Bucket and Suction Dredgers of the port. Dredging Unit should be changed to Chief Engineer-cum-Dredging Master.

Junior Marine Engineers : There is no question of compensating an officer, when his casual leave is refused. Since with the existing strength, it is possible to allow officers to go on earned leave, the question of strengthening the cadre only for the purpose of enabling the officers to avail themselves of earned leave, hardly arises.

Berthing Masters : The Port Commissioners will no doubt, increase the cadre to the requisite strength if such an increase is justified by the requirements of the Port.

Desirability Of Adoption Of An Interim Scheme Of Remuneration Of Abnormal Work Due To Shortages In Cadres

Where shortages are of a purely temporary character lasting less than a month and cannot be foreseen, it is hardly possible to make any arrangements beforehand for such shortages. But where such shortages can be foreseen and occur for a substantially long period, it is only fair that the Post Commissioners should do something to compensate the officers concerned for the increase of their work-load as a result of such shortages, provided, of courses the shartage is in excess of a fixed percentage of the sanctioned strength, and provided further that the shortage really means a consequent increase in the work-load. Only those officers for whom there is no scheme for overtime allowance should be eligible to be benefited by the proposed interim scheme.

As a uniform scheme for all the services may not be practicable, the Commissionors should have a wide discretion the matter. Subject to this discretion the following general scheme may be adopted. Whenever of shortage occurs in a cadre by atleast 25 per cent of the total permanent cadre and this shortage lasts for more than a month, the officers whose work-load increased as a result of that shortage, should be compensated by a percentage varying between five and 10 of

their basic salary according to the quantum of the increase and other relevant factors.

Administrative Matters

Sectional Independence : The demand for sectional independence is far from justified.

As far as routine matters are concerned, which can be disposed of by the Deputy Conservator himself, he can have a discussion with the Sectional Heads concerned and dispose of the matters dictating orders in the presence of the Sectional Head concerned and then directing copies thereof being sent to him. Where, however, the matter is of greater importance and requires to be put up before the Commissioners or the Chairman, the Deputy Conservator after examining it, may send up the original proposal together with a forwarding letter of his own in which he will give his own views and suggestions on the proposal as it originally emanated from the section.

The Deputy Conservator is not merely in charge of the conservancy services as Deputy Conservator but he is also in-charge of the operational part of the Marine Services. Whatever conflict there may be between these two wings, there is really no reason why the Deputy Conservator should not be able to rise above the conflicts and decide the matter justly and fairly to all concerned.

In order to ensure team work and coordination among the different sections, it is essential that there should be a responsible officer not to look into the day-to-day working of the different services but to know enough about all the sections to be able to see first that there is no conflict amongst them, secondly that each of the services renders to the Port the service that is expected of it and thirdly that whenever coordination between one service and another service is necessary, there is no lack of it.

It is difficult to understand why there should be any objection to the existing system of examination unless of course the position of the Port Pilotage Officer is made somewhat awkward not so much by the system itself, as by the manner in which the system is made to function. It is up to the Deputy Conservator as the Head of the Department to ensure that Port Pilotage Officer gives him the maximum possible help which can be expected from him.

There is hardly any reason why presiding over the enquiries by the Deputy Conservator or by the Senior Assistant Conservator should be objected to by the Sectional Heads one or the other of whom may have to be present at the enquiry.

The present system of a conference among officers before a draught forecast is made, is not only highly desirable in itself but absolutely essential and if a proper record is kept of the estimates of the different officers, it can easily be found out later on, if necessary, which of the officers was right and which wrong and which of the officers was nearest to the correct depth. For this purpose, a suitable printed form may be devised so as to enable each of the officers attending the Conference, to record his estimates in his own hand and the Deputy Conservator to record the final decision arrived at in the conference. If all the officers agree to the final decision, then all should sign it ; if some of them do not agree, then can say whether they disagree or whether they agree.

The grounds given by the Services would not justify the removal of the Deputy Conservators overall control of the Hooghly Pilot Service.

There is also no justification for the River Survey Service being taken out of the hands of the Deputy Conservator.

Creation of Additional Administrative Port

Assistant Harbour Masters : From the materials and evidences, it is not clear whether an additional post of Dock Master is really necessary in the interests of efficiency of the working of the Port. If an additional post is really necessary in the interests of the Port, it will be the Commissioners to decide what the nature of that additional post will be and whether an additional Deputy Dock Master will not be enough.

As the crew receive a preliminary training of some sort for three months in the school provided by the Government of West Bengal, the Commissioners can supplement that training as they have been doing at present by making them work with those who are already fully trained. That seems to be a better scheme than putting them under an additional Mooring Master (Personnel). The Commissioners may, however consider all the relevant materials at their disposal and decide whether such an administrative post is really necessary.

There is no ground for changing the designation of the Port Pilotage Officer to the Deputy Conservator, Pilotage.

Dredger and Despath Service : It is not a bad idea to place some one fully conversant with the work of the Dredger and Despatch Service in sole administrative charge of it. As the service itself suggests that as long as Shri B.L. Mital is the Senior Assistant Conservator, they would have no objection to his being placed in exclusive charge of it, that arrangement may be given effect to by redistribution of the work of the two Assistant Conservators. The Commissioners should find out what extra help they can provide to Shri Mital in the discharge of his duties without incurring any additional expenditure. It is just possible that one of the two Supernumerary Commanders might be used whenever they

are available, for giving some relief to Shri Mital.

The demand for the second administrative post does not seem to be justified on its own merits.

Alternation Of The Existing System Of Holding Marine Enquiries

The rules as they stand, do not seem to contemplate a combination of a casualty enquiry and a disciplinary enquiry, but when this combination is found not merely desirable but also essential because witnesses attached to the ships which cannot be indefinitely detained, in the Port, have to be examined before their ships leave the Port, the officer conducting the enquiry can hardly help combining the casualty enquiry and the disciplinary enquiry in the same proceedings. When he does so, he must give the officers, he may eventually have to proceed against an opportunity of being present throughout the enquiry and also the right and opportunity of putting questions to the witnesses that are being examined and of generally making his submissions in his own defence. The executive instructions on the subject, therefore, call for a certain amount of modification in respect of proceedings, combining casualty enquiry and disciplinary enquiry. It is, however, always desirable, whenever it is possible, to separate a disciplinary enquiry from a casualty enquiry.

Change in The Existing Mode Of The Working Of The Department

The Commissioners are fully justified in not implementing the 'Lock to Lock' schemes.

There does not seem to be any necessity for an Advisory Committee being formed to go into the matters affecting the Pilots. But if the Administration thinks that such a Committee will help the Pilot Service being administered smoothly, it may consider how this Committee should be formed and what its precies functions should be.

Dredger and Despatch Service : While it is certainly desirable that the Deputy Conservator should have at his disposal the best possible technical advice, he can have on the design and lay-out of a dredger, it is hardly desirable to tie down his hands in any way by the formation of a regular Committee.

It will be useful if the Commissioners have a small library of technical books and publications attached to the office of the Deputy Conservator for the use not merely of the Dredger and Despatch Service but of all other Marine Services.

The service rules may be printed and copies made available to the different services.

It is absurd to think in terms of seniority of ships because first, it is impossible to fix the seniority of ships according to any intelligible principle, and secondly, it may affect the question of appointment to a permanent vacancy by seniority among officers.

Assistant River Surveyors : The post of the 'model Officer', should continue to be a selection post and the post filled in accordingly.

In drawing up the order of seniority in respect of the four Probationary Assistant River Surveyors recruited in 1958, the order of precedence made by the selecting officer may be treated as entirely provisional. This provisional order of precedence may be changed according to the results of the first examination when an officer is confirmed his service on the distinct understanding that even this is provisional and the final determination of the order of seniority among the officers concerned is to be made on the combined results of the examinations at the end of the third, fourth and fifth years.

The above method is considered better than the existing method of determining seniority on the basis of the results of the first examination.

Junior Marine Engineers : The demand made on behalf of the Junior Marine Engineers that there should be a definite system of posting of Junior Marine Engineers to different vessels which should be graded for the purpose and postings made strictly according to seniority, seems totally impracticable.

It is open to the Commissioners to consider the rotational system of posting wherever that is possible.

In view of the fact that ships in the Hooghly require constant manoeuvring of the machinery and that the maintenance of the machinery has got to be of a very high order, the change in the existing system either in regard to the appointment of Chief Engineers and Second Engineers to Pilot and Despatch Vessels or to the posting of Inland Engineers as Engineers-in-Charge of Inland Vessels, would not be justified.

There is no necessity for engaging any more Ship keeping or Watcher Engineers.

There should be no objection in principle to the grant of a fixed day off to the Junior Engineers attached to vessels which are normally stationed in the Port. It is however, for the Commissioners to consider whether it will be practicable to do so.

As both the Engineers attached to each of the following vessels, Fire Float 'Alfa', Tug 'Stalwart', Crane Vessel 'Samson'—do not carry the same responsibility, there is no reason why both of them should be designated as "Engineers-in-Charge".

Clerical Establishment Under The Different Marine Services

It should be possible to make a fairer allotment of duties among the four clerks engaged to look after the River Survey establishments.

There is no reason why the clerk attached to a Dredger or Despatch Vessel should not be made to lend a hand to assist the Chief Engineer for certain kinds of work.

In the above suggestions are accepted it will not be necessary to post any more clerks either to the stations of the River Survey or to the vessels either of the River Survey Party or of the Dredger and Despatch Service.

Courtesy Title

There can be no reasonable objections to the use by the Commanders of Dredger and Despatch Vessels of the courtesy title of 'Captain'.

Miscellaneows Demands

There is no justification for a Pilot taking a servant with him on board the vessel and the Commissioners paying the cost.

The extension of the benefit of pension to the members of the Pilot Service, who are not entitled to it on the recommendation of the Lokur Committee, would not be justified for the present.

To expect the Commissioners to extend to all the officers the benefit of full pension five years before the superannuation is due, is on the face of it, an unsound proposition both an economic and general grounds and from that point of view the demand seems unreasonable.

The question of a Chief Engineers, Class I vessel, taking his family in the vessels, which provided no sufficient accommodation does not arise. On the 'Bhagirathi' and the two Pilot Vessels, the Commissioners, if they think proper, may allow the Chief Engineer to take his family at least occasionally with the permission of the Deputy Conservator.

As regards the scale of accommodation for Engineers, the accommodation provided on the existing vessels cannot be changed. In vessels to be constructed hereafter, what accommodation should be provided for the Engineers is a matter to be considered by the Commissioners. There is no doubt that they will try to do justice to all kinds of officers.

As long as the rules governing classification of officers remain, there is hardly any reason for making an exception in the case of the Berthing Masters, nor is there any sufficient reason for raising the maximum of their scale to Rs. 1000 just to place them in class I. The post of Dock Master should continue to be held by a Master Mariner.

Compensation For Accidents, Causing Injury And Loss Of Life To Officers On Duty

As the scale of compensation is regulated by rules applicable to all Government services, the question can not be considered for the Port Officers only and if the matter has to be gone into, it should be gone into as a whole.

Compensatory Leave in Lieu Of Weekly Off Days

As the Commissioners have accepted the Lokur Committee's recommendation regarding grant of compensatory leave for loss of weekly off days, it is only fair that compensation should be provided in the shape of leave to those officers who could not be allowed these weekly off days.

If, officers are allowed 26 days' special leave in lieu of weekly off days, those of them who have been denied this weekly off day would have a sufficient measure of compensation both for the past failure of the Commissioners to implement the Lokur Committee's recommendation and for their failure in future.

In future, the Commissioners should see that each of these services—namely, the Pilots, the Dredger and Despatch Service, Assistant River Surveyors and the Engineers both Class I and Junior of outgoing vessels are completely relieved for a day a week, two days in two weeks, or three days in three weeks and so on by turns, so that each of the officers is allowed in this way at least 26 days off, for the other 26 days off they are entitled to, leave being credited to them in the manner already suggested.

If a particular officer has been granted some days off as weekly off days in a year, this leave should be proportionately curtailed.

An officer should be allowed to carry on his leave for a reasonably long period so as to enable the Port Commissioners to give during that period all these officers the leave already due to them. If, however, a particular officer does not avail himself of the leave during the period, the leave to his credit will stand cancelled.

These recommendations should have effect from the date when the Lokur Committee's recommendation on the point came into operation.

Extension Of Travel Facilities To All Officers

The rule, as it stands, governing grant of travel facilities, cannot obviously apply to officers living within 250 miles of the Port, because the whole of the cost of this part of the journey has in any case to be borne by the officers themselves under the rule. It seems that there is really no reason for an amendment of the rule so as to extend it to officers living witnin 250 miles of their headquarters.

The Commissioners may consider the feasibility of putting up extra garages to meet demand of the Class I Marine Engineers.

It will certainly be conducive to the maintenance of a high moral amongst the officers if occasionally the

Chairman could meet them.

If it is possible for the Commissioners to have quarters for all their officers as near the Port as possible, the members of the service will certainly find it more convenient to attend the different places where they have to work.

The Commissioners may consider the proposal regarding supply of refrigerators for the use of the officers of the Port Dredging Unit, on its own merits.

In the future allotment of quarters, Marines Engineers should be given priority.

The suggestion that the Commissioner should take lease of private houses for their employees does not seem to be a practical one.

The only practicable solution of the problem of the housing shortage in Calcutta, is to have more quarters built for the officers and to let them out to the officers.

There is no justification for grant of rent-free quarters to the officers attached to Despatch Vessels.

The ceiling of rent for Nimak Mahal flats cannot be lowered without at the same time lowering its scheduled rent which is already lower than that of the Portland Park and Dumayne Avenue flats. A reduction of the scheduled rent cannot be recommended.

A good deal of the doctors' time is wasted in transit. The Commissioners should devise ways and means for increasing the effective hours of duty of the doctors. They may also consider in this connection, the feasibility of opening one or more centres from which the External Service can be operated.

The grievance of the services an account of inadequacy of cabins is likely to be redressed in the near future, when the new Hospital is built.

The Commissioners should provide a waiting room for officers in each of the two Hospitals.

The demand of the officers for treatment by a doctor out of panel of doctors to be drawn up by the Commissioners or for treatment in nursing homes at the cost of the Commissioners cannot be justified.

Administrative Officers Sectional And General

There should be a difference of Rs. 50 between the pay of a supervisory post and that of the post immediately below.

Harbour Master's Section

There is no justification for grant of a car allowance of Rs. 150 to the Assistant Dock Master and the Deputy Dock Master.

There is no reason for raising the pay of the Administrative Officers of the Harbour Master's Service.

If because of the financial loss involved in the promotion of an Assistant Harbour Master to any administrative post, there is at any time any reluctance on the part of the officers, to accept these promotions, the officers concerned must be prepared to be passed over when their turn for promotion comes.

Pilot Service : There is no justification for raising the pay of the Commander of Pilot Vessel.

It is true that Branch Pilot on promotion to the post of Commander, Pilot Vessel loses financially. But these two administrative posts were created in pursuance of the demands of the service for more administrative posts. If they want the administrative posts, they should be prepared for serving in these posts even though it may amount in some cases, to a financial loss on their part. If the Branch Pilots as Commanders do not want to serve in these posts, the Commissioners may not consider them for such promotions in future.

The maximum fixed for the Assistant Harbour Masters exceeds that of the Dredger and Despatch Service by Rs. 100. Whether this maximum is reasonable or not is a matter, which the Commissioners may take into consideration when considering for future entrants what should be the scale of pay.

Grant of a special compensatory allowance at the rate of Rs. 350 per month that is at the rate of the consolidated night fees, to the Branch Pilots acting as Commanders for seven days or more would not be justified.

It is also unfair that the senior most Branch Pilot should be repeatedly called upon to incure this loss and no one else. To obviate all these difficulties, short leave vacancies or casual leave vacancies should be filled up from amongst the Branch Pilots on a strictly rotational basis.

Further liberalization of the passage rules would not be proper.

The basic salary of the Assistant Port Pilotage Officer and the Port Pilotage Officer on the 'C' scale should be fixed at Rs. 1,875 and Rs. 1,950 per month respectively.

River Survey Service : The basic pay of the Deputy River Surveyor should be raised to Rs. 1,850 and that of the River Surveyor to Rs. 1,950.

There is no ground for increasing the car allowance of the River Surveyor.

Marine Engineer's Section: It would not be proper to fix for the Assistant Engineer Superintendent, a scale higher than that of the Chief Engineer.

The scale of the Engineer Superintendent should be Rs. 1,200-50-1,500-75-1,950.

The Commissioners may consider reducing the scale of pay of the Harbour Master and the Deputy Harbour Master for future entrants.

The special Committee's recommendation that the senior-most Chief Engineer be designated as "Commodore Chief Engineer' and he be paid a special pay of Rs. 250 per month should be implemented.

The scale of pay of the post of Assistant Conservator held by Shri B. L. Mital, may be raised to Rs. 1,200-50-1,500-75-1,950.

To compensate Sri. B. L. Mital, Senior Assistatnt Conservator, for loss as a result of his promotion to the Post of Assistant Conservator, he should, in all fairness, be given an advance grade increment with effect from January 1, 1961 without effecting his usual increments.

There is no justification for granting to the Assistant Conservator, the concession of rent-free quarters.

The new scale recommended for the Deputy conservator is Rs. 2,000-100-2,200.

RAILWAY ACCIDENTS INQUIRY ON THE CASUALTIES AMONG ROOF TRAVELLERS ON NO. 12 UP KUMAON EXPRESS AT JAMUNA BRIDGE BETWEEN RAYA AND MATHURA CANTT. STATIONS, NORTH EASTERN RAILWAY ON 8TH JULY, 1960—REPORT

Delhi, Manager of Publications, 1962. 4p.

One Man Commission : Shri A. C. Khastgir.

APPOINTMENT

The Inquiry was constituted on July 8, 1960 under the Ministry of Transport and Communications (Railway Inspectorate) in accordance with Rule 9 of Railway Board's Notification No. 1926-T, dated March 19, 1930.

TERMS OF REFERENCE

To inquire into the casualties amongst persons unauthorisedly travelling on the roofs of coaches of 12 Up Kumaon Express on Jamuna Bridge at mile 215/17 to 216/0-1, between Raya and Mathura Cantt. Stations on the Kasganj-Agra Fort metre gauge section of North Eastern Railway at about 03.42 hours on July 8, 1960.

CONTENTS

Summary; Inquiry; Brief Description of the Accident; Casualties ; Composition of the Train ; Damage ; Relief arrangements; Restoration of Communications; Number of passengers; Weather Conditions; Description of local Conditions ; Summary of Evidence and Discussion; Conclusions.

CONCLUSIONS

On full consideration of all the facts and material evidence, I have reached the conclusion that the grave loss of life and grievous injuries sustained by persons unauthorisedly travelling on the roofs of coaches of No. 12 Up Kumaon Express, while the train was travelling over Jamuna Bridge between Raya and Mathura Cantt. On July 8, 1960, was the result of their own rash and heedless behaviour, in violation of the provisions in Section 118 (2) of the Indian Railways Act, 1890, and the instructions contained in para 11 (vi) of 'Important Hints to Passengers' of the North-Eastern Railway Time Tables, April, 1960.

I hold the persons who travelled on the roofs of the coaches of 12 Up Express themselves responsible for the accident.

I am satisfied that medical relief and other relief measures were provided promptly and in a satisfactory manner.

STAFF WELFARE REVIEW COMMITTEE, 1960—REPORT

New Delhi, Ministry of Home Affairs, 1962. 196p.+ivp.

Chairman : Shri Fateh Singh.
Members : Shri P. G. Zachariah Shri R. Anandakrishna; Shri K. P. Sircar; Dr. B. R. Seth; Shri B. S. Srikantiah; Shri B. N. Malhan.
Secretary : Shri O. T. J. Zacharias.

APPOINTMENT

The Commission of Enquiry on emoluments and conditions of service of Central Government employees, commonly known as the Second Pay Commission, recommended in para 28 of Chapter XLIII of their Report that a Committee may be set up to undertake a review of the existing welfare arrangements for Central Government employees and make recommendations for their improvement. In pursuance of this recommendation, the Staff Welfare Review Committee was set up in August 1960.

TERMS OF REFERENCE

(i) To undertake a review of the existing welfare arrangements for Central Government employees; and
(ii) To make recommendations for their improvement.

CONTENTS

Introduction; Working Conditions; Residential Accommodation; Educational Facilities; Medical Facilities; Transport; Canteens; Promotion of Cooperatives; Staff Benevolent Funds; Staff Clubs; Grants-in-Aid for Provision of Amenities; Holiday Homes; Griha Kalyan Kendras (Family Welfare Centres); Welfare Services and Duties of Welfare Officers; Welfare Organisation; Summary of Recommendations; Appendices I to XI.

RECOMMENDATIONS

Working Conditions

In view of the imperative need for providing adequate office accommodation in the general pool, the cut made in the construction programme during the Third Five-Year Plan should be restored and the full amount of Rs. 35 crores to complete the original programme sanctioned.

Departments not included in the general pool should also re-examine the position and step up their building programme.

Since new constructions would take time, more accommodation shoul be taken on lease as a temporary measure. For this purpose, the prescribed rent ceilings may be reviewed and the procedure simplified to enable the local Heads of Departments to hire suitable accommodation.

It may also be worth while in places like Calcutta, Bombay, Madras, etc., to enter into agreements with private parties who are willing to put up office accommodation on reasonable terms and in suitable localities and thus acquire as much accommodation as possible.

The position regarding maintenance and repairs to existing buildings taken on lease should be reviewed and steps taken to maintain and equip them at the cost of Government, if necessary.

In planning office buildings, proper provision should be made for records, canteens, tiffin and recreation rooms for the staff.

In order to afford some immediate relief, Ministries/Departments may consider inter-change of existing accommodation, removal of old records to record rooms and reclamation of accommodation in the basement, outhouses, annexes etc.

Existing out-moded furniture should be replaced by modern utility furniture. An Expert Study Group may be appointed to go into this question.

Cabinets, racks and cup-boards for keeping records in office rooms should be built into or fixed along-side the walls. Only current records should be kept in office rooms.

Storage of records in record rooms should be so arranged as to fully utilise the available space. Record rooms should be adequately lighted and should provide space for the staff engaged in the weeding of old files.

The Caretaker of each Ministry should be made responsible for the maintenance of cleanliness in office rooms including the fittings therein. He should also be responsible for the maintenance of water coolers and supervision of cleanliness in lavatories. He should be provided with adequate staff for these purposes.

Corridors should be well-lit and cleared of all furniture. All improvised structures in them should be removed.

Lighting arrangements in office rooms should be improved by providing flourescent tubes.

Heating and cooling arrangements should be improved. Replacement of the existing air-conditioning and heating plants in the North and South Blocks should be completed as early as possible. In hutments, desert coolers should be provided in every room. If for any reason, this is not possible the, Ministry/Department concerned should arrange for the provision of good quality *khas khas* well in time before the advert of summer. The multi-storey buildings in New Delhi as well as elsewhere which were designed for air-conditioning should be provided with such plants with least possible delay.

Sufficient number of water coolers should be provided and they should be maintained properly.

There should be covered cycle stands with proper lighting and garages near office buildings.

Toilet facilities in hutments and rented buildings should be improved. Adequate water supply for lavatories, etc., should also be assured.

Each Ministry/Department should have its own library providing books of general interest. If the Ministry Department is not able to make arrangement their indoor games clubs should be encouraged to do so by giving them financial and other assistance.

There should be a dispensary with adequate staff in or near office buildings where a sufficiently large number of employees work. Each office should also be provided with well equipped first-aid boxes.

Each Minister/Department should have a recreation room.

In or near each office buliding, there should be adequate postal and banking facilities.

Residential Accommodation

The cut imposed in the funds asked for construction of quarters in the general pool under the Third Five Year Plan should, as far as possible, be restored consistent with other imperative needs.

In order to cover the shortage of accommodation in the general pool, temporary constructions should be undertaken as recommended by the Pay Commission.

Departments not covered by the general pool should review the requirements and take steps to provide at least temporary accommodation to their staff, particular attention being paid to the requirements of staff-employed in outlying areas and of the lower pay-groups.

The question of providing Class IV staff in Delhi with two-room quarters and a ceiling fan should be reconsidered when conditions are more favourable.

The quarters in the DIZ area and Minto Road lack several amenities available in New Quarters of the corresponding classes. This anomaly should be set right.

The demand from the occupants of 'F' and 'G' type quarters for an additional ceiling fan should be considered when conditions are more favourable.

The proposed construction of two hostels in Delhi for single officers—separately for men and women—should be expedited.

Special attention should be paid to provide basic amenities in Central Government colonies in Delhi. These should be proper coordination between the local bodies and the *C.P.W.D.* Quarters, particularly those built in places far away from the Secretariat, should not be allotted until the colony is self-contained in every respect. Committees of residents of the colonies should be constituted to look after the arrangements and to take up matters with the authorities concerned. Constructional defects should also be looked into by the *C.P.W.D.* and rectified. All open grounds should be levelled and adequate drainage provided.

Suitable transit accommodation should be provided in all important places for officers who are transferred or are on tour. Arrangements should be made with the State Governments for the elimination of discriminatory Treatment in regard to provision of accommodation in Dak Bangalows, Inspection Bangalows, etc., to Central Government officers who proceed on tour.

Government employees should be encouraged to form cooperative house-buldings societies. For this purpose they should be given necessary facilities by way of loans.

Some working arrangements should be arrived at whereby Central Governments employees in Bombay can be given advances to purchase flats.

Educational Facilities

The recommendations of the Pay Commission should be implemented without further delay by encouraging the growth of schools with common syllabus and media of instruction, etc.

Arrangements should be made for the reservation of seats in one or two schools in the region/circle for children of employees who are subject to transfer within a region/circle only.

The pattern of assistance given to employees of the railways whose salary does not exceed Rs. 300 p.m., to send their children boarding schools away from the place at which they are posted should be extended to other Central Government employees in similar circumstances.

Schools started on the initiative of employees themselves should be recognised and aided by the Central Government.

The State Government should be persuaded to reserve seats in colleges and technical institutions for the children of Central Government employees subject to transfer.

In Delhi, new schools for boys and girls as well as nursery schools should be set up simultaneously as new colonies come into being.

Private bodies of standing should be encouraged to start schools which would conform to the standards prescribed by the Central Government by giving them facilities like land, etc., if Government or municipal authorities cannot do so.

New colleges should be opened in the neighbour-

hood of Government colonies.

Medical Facilities

In Delhi the Contributory Health Service Scheme should be improved by providing more dispensaries to cover areas where none exist at present. Each dispensary should have suitable accommodation. Where necessary, the staff in dispensaries should be increased. Regional laboratories for pathological tests should be set up. The existing orders regarding prescription and issue of special medicines should be reviewed and liberalised. More specialists should be appointed and they should be attached to dispensaries conveniently located. Facilities should be improved for hospitalisation either by providing more beds in the existing hospitals or by opening a new hospital.

Families of Government servants suffering for T.B. who are on long leave without pay should continue to be entitled to the benefits of the Contributory Health Service Scheme even though the Government servant has ceased to pay his contribution.

The pattern and medical care and treatment available to Central Government employees stationed in places other than Delhi should be similar to that available under the C.H.S. Scheme.

As an interim measure, the State Governments should be requested to increase the number of authorised medical attendants and to give the same facilities to Central Government employees and members of their families as are given to their employees in regard to admission to hospitals. The working of the present certificate which Central Government employees are required to produce in order to avail of treatment at residence in respect of members of their families should be modified so that domiciliary treatment is made available in all deserving cases. A system should be worked out whereby reimbursement of medical expenses is expedited. Specialists should be available for consultations at dispensaries one or two days in a week.

Dispensaries may be established near groups of Central Government offices and in colonies, wherever they exists, of Central Government employees.

Artificial limbs, hearing aids, etc., should be provided free of cost when such disability is sustained during the course of performance of duties.

Transport

Specific claims for transport allowances should be examined further in the light of the general principles enunciated by the Pay Commission and with reference to local conditions.

The Departments concerned should make transport arrangements for employees who have to work outside the city limits and have to be on duty at odd hours, until such time as they can be provided with residential accommodation near their place of duty.

New buildings for offices which are being planned should, as far as possible, be constructed near residential colonies.

In major cities, an acceptable scheme of staggering office hours should be considered to eliminate difficulties of peak-hour traffic.

Advances for purchase of conveyances should be granted to all employees applying for them and the budget provision in this regard enhanced, if necessary.

Canteens

In all buildings where a substantial number of persons work, canteen facilities should be adequate.

In buildings, where there are several canteens as in the North and South Blocks, etc., a separate block should be put up nearly to house a big central canteen.

Canteens should be run departmentally and should be given financial assistance by Government.

Government should provide free accommodation, equipment and furniture and also subsidise the wagee of the canteen employees. The entire charges on water and electricity should be borne by Government. The cost of fuel in whatever form of energy should be borne by canteen.

The management of canteens should vest in a managing committee consisting of the Ministry Department and the employees. It should be presided over by an officer nominated by the Head of the Department. Steps may also be taken to give this Committee a legal status.

A proper machinery may be set up for periodical cost accounting and frequent inspection. Accounts of the canteens should also be subjected to regular audit.

Promotion of Cooperatives

In each important city where there is a large concentration of Central Government employees, a consumer cooperative society with branches at convenient points should be set up.

Consumer cooperatives should be given financial aid and Government should subscribe as much as 50 per cent of the share capital.

Consumer cooperatives may be granted subsidy to meet their establishment charges at a graduate scale. They should also be exempted from the payment of sales tax for an initial period of five years or if this is not possible, each wholesale store should be granted a subsidy equal to the amount paid by way of sales tax.

The Head of the Department or a senior officer nominated by him should be on the Managing Committee of the cooperatives. A senior officer, who should be assisted by a number of Inspectors, drawn from the cooperative department, should be appointed to assist the Chief Welfare Officer in organising and supervising the work. Proper arrangements should also be made for the audit of consumer cooperative societies by attaching necessary special staff to the Staff Welfare Organisation.

Consumer cooperatives should be provided with free accommodation and equipment. They should also be given facilities to import supplies direct, indent supplies direct from manufacturers and wholesalers, permission to obtain supplies from Ordnance and other Government factories on a priority basis and at Government rates, and obtain supplies through the *D.G.S. & D* on the same basis as other Government departments. They should be given the same rail and other transport facilities as are afforded to other Government departments. They should also be given facilities for the recovery of dues from the pay bills.

Cooperative thrift and credit societies of employees should be encouraged by State participation in the share capital or advance of substantial loans at a nominal rate of interest, provision of adequate accommodation and furniture. Facilities should also be provided for the recoveries of dues through pay bills and classical assistance give wherever necessary for an initial period of upto three years. The Head of the Department or a senior officer nominated by him should be the President of the Managing Committee. The machinery proposed for the organisation, supervision, etc., of consumer cooperatives may also be made responsible for the promotion, supervision, etc., of thrift and credit societies.

Staff Benevolent Fund

Government should make a contribution to the Fund every year. In the first year, there should be an outright grant at the rate of at least Re. one per head for the entire staff. In the subsequent years, this amount should be at least equivalent to that raised by the employees by voluntary subscriptions, subject to a limit of Re. one per head per annum.

Organisation of a 'Benevolent Fund Day' or arrangement of special charity shows may be useful means for raising funds.

An insurance scheme under which members takes a life insurance policy through the agency of the Fund may also be considered.

Officers outside Delhi may have one Central Fund or separate funds in each of their units depending upon the number of staff in each organisation.

Staff Clubs

Each member of the staff should be made to interest himself on one sport or the other suited to his talents and genius. Welfare officers should be closely associated with the working of these clubs. All gazetted officers, more particularly senior officers, should also take greater interest in the affairs of the staff clubs and takes part in one activity or other.

In all places, one or more covered badminton courts should be provided.

The constitution of Sport Boards should be examined with a view to making them more efficient and buisness-like and also with a view to bringing about greater uniformity in the matter of maintenance of accounts, stock registers, audit, conduct of tournaments, etc.

In the interest of efficient working of the Boards, the President and Vice-President should be nominated by the Secretariat Staff Welfare and Amenities Committee and a specific provision made in the constitution of the Boards to the effect that no elected office-bearer should hold an office for more than two consecutive terms.

A high-power committee consisting of Secretaries of Home, Education, Finance and Works, Housing and Supply Ministries should be set up to direct and coordinate the activities of the various Sports Boards.

Teams of Government employees from outstations should occasionally be invited to Delhi.

A sufficient number of playgrounds and a stadium with a swimming pool exclusively for the use of Secretariat staff should be provided in Delhi and other places where there is a concentration of Central Government employees.

Grants-in-Aid For The Provision Of Amenities

The amount of grant permissible should be determined on the basis of total strength including gazetted officers.

For places other than Delhi, where there is concentration of Central Government employees, grants-in-aid should be given for organising inter-developmental tournaments and competitions on the same lines as is being done in Delhi.

Grants should also be given for the purpose of extending Grih Kalyan Kendra Scheme to all places outside Delhi where Government Colonies exist.

Holiday Homes

As the bulk of Central Government employees are stationed in Delhi, a holiday home for the convenience of Government employees should be set up in Simla. The Cart Road chummeries can be re-built and remodelled to serve the need.

To enable officers to spent their holidays at a hill-station, a portion of the Grand Hotel in Simla should be made available at concessional rates.

Holiday homes should provide all reasonable facili-

ties for which a nominal rent or a graduated scale based on the pay of an emyloyee can be charged.

Arrangements may be made with the Railways to allow the concession of double journey on payment of single-fare.

Excursion trips to places of interest should be organised on a wider scale.

Grih Kalyan Kendras (Family Welfare Centres)

In addition to community halls, one or two rooms in a quarter which a resident is prepared to spare, or C.H.S.S. dispensaries during off hours, shops in markets in residential colonies and where these are not available a quarter in the locality may be considered for accommodating the Grih Kalyan Kendra Centres.

A suitable building should be provided by Government for accommodating the headquarters of the organisation.

Additional administrative staff in the Ministry of Home Affairs, which should form part of the staff welfare organisation should be provided.

The scheme should be extended in course of time to all places where there is a large concentration of Central Government employees and a substantial number of them is housed in Government colonies.

The question of giving a legal status to the Grih Kalyan Kendra organisation may be examined.

Welfare Services And Duties Of Welfare Officers

The Welfare Officer should be associated with the various committees for the management of canteens, consumer and credit cooperatives, staff benevolent funds, staff clubs etc., in the Ministries/Departments as well as with associations in Government colonies in or near the area in which he resides.

The Welfare Officer should be in constant touch with members of the staff and be able to gain the confidence of the employees and assist them in solving their personal problems.

Welfare Officers should be provided with facilities like the minimum necessary clerical and field staff, a separate room in office, telephones both in office and residence an allowance to enable them to maintain a suitable conveyance and an imprest to meet unavoidable expenditure in emergencies.

Welfare Organisation

Each large organisation should have an officer specifically charged with the responsibility for promoting the welfare of the staff.

In offices where the strength is between 100 and 300, a full time Assistant Welfare Officer (Grade II) should be appointed. In offices where the strength of the staff is between 300 and 750, an Assistant Welfare Officer (Grade I) should be appointed. In offices where the strength is between 750 and 1,500, Welfare Officer should be appointed. Where in a single establishment the number exceeds 1,500, the Welfare Officer should be given the assistance of an Assistant Welfare Officer (Grade II) for every 500 employees.

The Chief Welfare Officer should be assisted by a Deputy Chief Welfare Officer and adequate staff; since his duties and responsibilities would increase considerably, the question of raising his status may be considered.

Welfare Officers in Ministries should be of the rank of Under Secretaries. In other cases, the scale of pay should be in Welfare Officers—Rs. 900-1,250, Assistant Welfare Officer (Grade I) Rs. 350-900 and Assistant Welfare Officer (Grade II) Rs. 275-530.

There should be a separate Welfare Officer attached to the Ministry of Home Affairs with a few Assistant Welfare Officers (Grade II) to look after the interests of the Colonies of Central Government employees.

Officers selected from the Ministries/Departments should be put through a short course of training. Those selected from the Labour Pool should also be sent for refresher courses in suitable institutions.

Welfare Officers should not be changed frequently.

In all important places outside Delhi, a high-power committee consisting of the local heads of all Central Government Departments should be set up to arrange sports and coordinate welfare activities. A senior officer of the State Government concerned should also be represented on this Committee.

OIL PRICE ENQUIRY COMMITTEE, 1960—REPORT

Delhi, Manager of Publications, 1961. 121p.

Chairman : Shri K. R. Damle.

Members : Shri P. N. Sapru (resigned; replaced by Shri C. P. Sinha); Shri N. Krishnan.

Secretary : Shri N. R. Law.

APPOINTMENT

The Government of India, Minsitry of Steel Mines & Fuel, Department of Mines and Fuel, in their Memorandum No. 101 (II)/60-FPD, dated August 2, 1960, appointed a Committee to examine the principles and elements according to which the selling prices of various petroleum products in India should be determined after April 1, 1961.

TERMS OF REFERENCE

To examine and report on—

(a) The cost at which crude oil and the various refined petroleum products can be imported;

(b) Whether the "port charge element" in oil prices can be adjusted on a flat basis irrespective of the particular port to which any supply area is linked;

(c) in keeping with the relevant clauses of the existing agreement relating to the establishment of the two refineries at Bombay and the refinery at Visakhapatnam, how should be ceilings be determined for the ex-refinery prices of their products;

d) whether the time is opportune for evolving a railway freight pool system in respect of oil products;

e) whether along with such pooling, or irrespective of the same, for reduction of the imbalance in consumption particularly, principles can be evolved for having a common tariff of railway freight in respect of petroleum products irrespective of whether they are of the dangerous or non-dangerous category;

(f) to what extent more efficient and economic arrangements can be introduced for unloading, storage and distribution of petroleum product inland.

(g) the best manner in which the oil industry can enlist service cooperatives in the marketing and distribution of such petroleum products as are in daily use in almost every household like, particularly, Kerosene;

(h) in keeping with the needs of conservation of foreign exchange, stabilisation of prices, raising of internal resources, and the overall development of the planned economy, to what extent the pricing mechanisms in respect of petroleum products should be used for purposive influencing of production, transport, distribution and consumption patterns.

CONTENTS

Introduction; Establishment of Refineries; History and the Trading results of the Oil Companies; Pricing Procedure in the Past; Cost of imported crude oil; Cost of Refined Petroleum Products; Pricing Formula; Pricing of Indigenous Products ex-Digboi; Demand; Marketing and Disrtibution Charges; Packed-Bulk Differential; Pooling of Port charges; Pooling of Railway Freight; Common Railway Tariff for Dangerous and Non-Dangerous Products; Profit; Future Ceiling Selling Prices; Comparison of Proposed Basic Ceiling Selling-Prices with the Corresponding Existing Prices; General—Period of Pricing Formula and the Fluctuation in the Price Structure; Imbalance in Production and Consumption of Products; Unloading, Storage and Distribution of Petroleum Products; Service Cooperatives for Distribution of Petroleum Products; Summary of Conclusions; Acknowledgments; Statements 1 to 14; Annexure 1; Appendices I to III.

RECOMMENDATIONS

All the three coastal refineries obtain their requirements of crude oil from their overseas suppliers, who are themselves not original producers/suppliers of crude oil. The companies are unable to disclose the names of their original suppliers. We fail to see why the companies could not deal with the original producers/suppliers of crude oil or furnish information regarding the names of such original producers/suppliers. The oil companies with their world wide connections should normally be capable of dealing directly with the Consortium operating in Iran, in which their principals have interest, in respect of supplies through that source, and also with the original producers/suppliers at other places.

The prices of crude oil are based on the posted price thereof obtaining in the Persian Gulf, subject to discount on c. i. f. cost. With effect from 1st June, 1960 Burmah Shell obtained or discount of about eight per cent and from 1st July, 1960 S.V.O.C. obtained almost the same discount and Caltex too obtained almost the same discount with effect from August 1960. No discount was availabie on crude oil obtained from Indonesia.

Caltex should press its suppliers for equivalent discount on "Minas" crude oil obtained from Indonesia or consider the discontinuance of the use of this oil in favour of a discounted crude oil from the Persian Gulf; unless Government is satisfied that the continued use of "Minas" crude oil is advantageous to the overall economy and conducive to saving in foreign exchange in regard to furnished products.

The oil companies should recognise the advent of a new set of circumstances in a long term commitments of the nature of their Refinery Agreements and not insist on import of crude oil from sources of their choice only so long as the profitability of the refinery is not affected and at least, they should press on their suppliers for equivalent discount as available to India on a long term continuous basis on imports of the same quality of crude oil from sources other than traditional.

It is difficult to appreciate how the intermediary firms, through whom supplies are obtained, subsist without charging anything extra on transactions passing

through their hands.

It should normally have been possible for the oil companies to successfully bargain for discounts on posted prices for their requirements of crude oil, long before discounts were conceded at the current rates. They should not only press on their suppliers for the continuance of discounts in future but also for increase in quantum thereof, consistent with the market trends prevailing from time to time.

The discounts on posted prices of crude oil should, in more or less equivalent measure, be reflected in the pricing of end-products. The recent discounts on crude oil are not reflected in the prices of end-products and the benefit thereof is absorbed by the refiners/consigners. To this extent, their margin has been enhanced above the expectation envisaged at the time of conclusion of the Refinery Agreements.

The availability of discounts on crude oil should be taken into account for allocation of foreign exchange.

For import of deficit refined products, the procedure followed by the three major oil companies is almost similar to that for crude oil and our observations regarding the latter are equally applicable in regard to Bulk Refined Products for Burmah Shell and Caltex.

The statement of the oil companies that the suppliers of Bulk Refined Products do not charge any fee or commission for the services rendered, apart from charging out-of pocket expenses, does not stand to reason, particularly when the services rendered include even arrangement for financing.

As discounts are admittedly available in crude oil, there is every reason to believe that the discounts should also be available on refined products.

Two oil companies admitted that they obtain their imports at discounted prices. The products imported by them are not identical and the rates of discount vary for the different products. This shows that the availability of discounts depends upon the bargaining capacity of the individual marketing company. The major oil companies, with their world-wide, connections and long experience in the oil business, should be able to exert sufficient pressure on the suppliers of Bulk Refined Products in obtaining discount on their supplies.

The stipulation in the Refinery Agreements for determination of prices products on "import parity" is not intended to preclude the availability of supplies in the Indian market of products from sources other than those of the major oil companies. Therefore, it would be quite appropriate to base the landed cost of products on imports at cheaper rates, if available, from sources other than those, which have been normally utilised by the major oil companies provided continuous supply of equivalent quality is guaranteed.

The inability of the oil companies to obtain discounts for the import of products from their supplies is no proof of the position sought to be established that discounts are not available in the Middle East.

The major oil companies have been quoting for supplies, particularly H. S. D., rates lower than the landed cost of imports from Russia. Such under-quoting would only be possible, if substantial discounts were available to them on f. o. b. postings.

Discounts at the following rates have been taken in the determination of parity prices and the same should also be adopted for the calculation of foreign exchange requirements for imports of deficit products :—

Kerosene (Superior & Inferior)	.... 10%	on f. o. b.
Aviation Turbine Fuel	.... 10%	"
High Speed Diesel Oil	.... 10%	"
Motor Spirit	.... 5%	"
Light Diesel Oil	.... 9.3%	"
Furnace Oil	.... 3%	"

S. V. O. C. should endeavour to reduce (and eventually eliminate altogether) the payment of charges to S. V. S. S., London and its New York Office.

A pricing formula is evolved only for Bulk Refined Products and Bitumen. 'Lubricants and Greases' and 'Specialities have been grouped for the purpose of control of distribution costs and profits. Hot Heavy Stock, Low Sulphur Fuel Oil, Liquified Petroleum Gas, Boiler Fuel and Chemicals have been excluded from the purview of the proposed pricing formula.

The f. o. b. cost of Bulk Refined Products shall be determined at the lowest posted prices of any company regularly posting in Abadan, as reported by Platt's Oilgram Daily Reporting Service.

In the prices evolved, f. o. b. quotations as applicable on 24th May 1961 (and reported in Platt's Oilgram Price Service No. 102, dated 25th May 1961) have been adopted, subject to discounts mentioned in paragraph 6.14.

Ocean freight has been calculated at the AFRA rate ex-Abadan as applicable in the second quarter of 1961.

Bombay has been taken on a single part discharge, Madras Visakhapatnam, Calcutta on a double port discharge at the Calcutta rate and Kandla/Okha/Cochin on a double port discharge at the Cochin rate.

Marine insurance, excluding War Risk Insurance has been included. War Risk Insurance will be added separately in case of emergency.

Ministry of Finance (Department of Economic Affairs) should take up with the Indian Insurance Companies Association, the question of undertaking marine insurance of petroleum products at the rates available to the oil companies from other sources. The risks covered should also be comparable to the risk covered under the arrangement at present followed by the oil companies.

Ocean loss has been included in the pricing formula as a percentage on c.i.f. cost on the basis of the past experience of the oil companies.

To convert the f.o.b. prices, ex-source of import into Rupees, at the landing port in India, we have adopted the following conversion factors :—

Product	A.G @ 60°F per long ton	I.G. @85°F per long ton	Factor of f.o.b. A.G. to f.o.b/I.G.	Combined factor of cents per A.G. to Rs. per I.G. 4×0.0477	Combined factor of cents per A.G. to Rs. per kilo litre
1	2	3	4	5	6
Aviation Spirit 100/130 Octane	375.42	317.47	1.1825	0.0564	12.4066
Aviation Spirit 115/145 Octane	328.24	323.84	1.1803	0.0563	12.3846
Aviation Spirit 73 clear	378.65	320.21	1.1825	0.0564	12.4046
Aviation Turbine Fuel	341.90	288.44	1.1853	0.0565	12.4286
Motor Spirit	376.81	319.00	1.1812	0.0563	12.3846
High Speed Diesel Oil	323.10	271.74	1.1890	0.0567	12.4726
Kerosene Superior	340.26	287.06	1.1853	0.0565	12.4286
Kerosene Inferior	323.98	273.15	1.1861	0.0566	12.4506
Vapourising Oil	328.88	277.46	1.1853	0.0565	12.4286
Light Diesel Oil *	...	262.00	...	...	...
Furnace Oil	281.18	238.75	1.1802	0.0563	13.2292
					per metric ton

* L.D.O. = 90% Kerosene Inferior (No. 2 Fuel) and 10% of Furnace Oil (Bunker C Fuel).

Rate of exchange has been adopted at U.S. Dollars 2.80 per Pound Sterling (within a range of Dollar/Sterling of $ 2.78 to $ 2.82). The current rate of exchange of Pound Sterling at Rs. 13.3565 has been adopted.

Basic Duties and Surcharges have been included in the prices as applicable for the imported counterpart adjusted to normal temperature of the landing port on an all-India basis taken at 29.4°c or 65°F at the standard conversion factors referred to earlier. In the event of variations in the level of Customs Duty and Surcharges resulting from discussions by the Oil Industry Metric Committee with the Ministry of Commerce and Industry, suitable adjustments should be made.

Rates of wharfage included in the prices are as applicable during January 1961.

Other compulsory landing charges are based on the past experience of the oil companies.

In the absence of posted price for Bitumen, f.o.b. cost is determined on the basis of the Suppliers invoices. For this, Bombay port landed cost is based on bulk parity, while for other ports, it is determined on packed parity.

Marine freight for bulk Bitumen is included at the rates for premium rated vessels as applicable in the second quarter of 1951. Marine freight for packed supplies has been included at the rates indicated by the London Freight Brokers Association on 12th January, 1961.

Insurance and Ocean loss have been provided on the same lines as for Bulk Refined Products.

Customs Duty has been calculated at the rate of 27 per cent on a provisional tariff value of Rs. 231 per metric ton for Straight Grades and Rs. 280 per metric ton for Cutbacks, both packed in drums. In case Bitumen Straight Grade is supplied in bulk, the relevant Customs Duty at 27 per cent on a provisional tariff value of Rs. 138 per metric ton will have to be substituted. In case of Bitumen ex A.O.C., the Customs Duty at 27 per cent on the respective tariff value will be substituted. In the event of the tariff valuation being different suitable adjustment should be made in Customs Duty.

To rationalise the distribution system for Motor Spirit and H.S.D., free delivery zone has been created for H.S.D., as for Motor Spirit. The oil companies should issue specific instructions, under advice to Government, that the dealers should not make a further charge on account of delivery of H.S.D., within the free delivery zone.

The expenses against which specific recoveries are made at present have been included in the prices. Delivery ex-Airfield pump will, therefore, no longer, involve payment of extra charges. The oil companies should bring this fact prominently to notice at the Airfields.

The charges for delivery beyond the companies' storage points of kerosene, Vaporising Oil, Furnace Oil, Light Diesel Oil and Bituman have been exclud de from

the basic ceiling selling prices.

A differential between the selling prices at International Airfields and other International Airfields has been maintained.

The three major oil companies handle approximately 89 per cent of the entire trade in Lubricants and Greases and the balance is handled by smaller companies numbering about 175. The bulk of the sales of Lubricants and Greases is made from the main installations and only about 1/3rd of the sales are made at the up-country depots.

For 'Lubricants and Greases' and 'specialities', control should be imposed by fixing an overall ceiling limit for marketing charges and profit margin, on an average for all the products coming under these groups. The ceiling limit will be Rs. 123.02 per kilolitre for Lubricants and Greases and Rs. 31.28 per kilolitre for specialities.

The oil companies shall be permitted to recover the cost of materials, blending charges and the packaging and filling-in charges at actual rates. In case recovery towards marketing and distribution charges and profit margines per unit during a financial period exceeds the ceilings proposed, the oil companies should suitably revise the price structure of the various products within the respective group.

The prices for the A.O.C. products have been determined on parity with the prices ex f.o.r., Calcutta, subject to differential being maintained for lower diesel index of H.S.D.

There has been a progressive increase over the past years in the consumption of petroleum products and the demand will continue to increase considerably during the Third Plan Period.

The average increase in volume for each of the three years 1962-1964 is estimated at about 25 per cent for the three major oil companies.

The overall unit incidence in 1959 shaved a decrease specially in regard to Bulk Refined Products as a group in respect of all the companies. This is largely attributable to increase in the volume of sales in 1959 over 1958.

Burmah Shell and S.V.O.C. handle about 80 per cent of the total sales of petroleum products and would, therefore, represent the cross-section of the Industry. In each of the three years 1962-1964, the estimate of sales will be about 22 per cent over 1959 for Burmah Shell and about 25 per cent over 1959 for S V.O.C.

In estimating the future marketing and distribution charges, suitable provision has been made for (i) increase in expenditure or the higher anticipated volume of sales, (ii) for effecting free deliveries of Aviation Spirit/Gasoline and Aviation Turbine Fuel from the companies storage points to the Airfield outlets/Aircraft and Motor Spirit/Gasoline and H.S.D. at the Retail Pump Outlets within the free delivery zone in port and municipal towns and (iii) for unrecovered freight and bridging costs.

The weighted average of the marketing and distribution charges of Burmah Shell and S. V. O. C. has been adopted as the fair incidence for the Industry.

The packed-bulk differential for 18.18 litre tins (4 I. G.) is assessed at Rs. 1.88 per container, based on the price of Rs. 1407.4 per metric ton of tin plate.

Introduction of uniform port charges in the price structure is not considered advisable.

Introduction of a railway freight pooling system is also not considered advisable and the maintenance of **status quo** is recommended. B. O. C. (I. T.) Ltd., which has been operating a freight pool system in its area may, however, continue to do so.

The present classification of products into dangerous and non-dangerous categories in regard to railway freight should continue.

Based on the capital employed in 1959 of Burmah Shell and S. V. O. C., the requirements of capital employed for both the companies for their future sales have been estimated. A return of 12 per cent on capital employed has been allowed.

The basic ceiling selling prices for Bulk Refined Products as evolved should be applicable for delivery as under:—

Aviation Spirit/Aviation Gasoline and Aviation Turbine Fuel.	Ex-Oil Company's storage point and ex-Airfields/ Air-craft.
Motor Spirit and H. S. D.	Ex-Oil Company's storage points and Retail pump Outlets within free delivery zone.
Kerosene, Vaporising Oil, Light Diesel Oil, Furnace Oil and Bitumen.	Ex-Oil Company's storage points.

Further charges will be payable, whenever applicable on account of railway freight, Local duties/taxes, specific delivery and supplies in returnable packages. Railway freight from companies' storage points to up-country points will apply at the bulk rate for bulk despatches and at the packed rate for supplies in packages.

The prices evolved should come into effect from 1st September 1961 and remain in force till 31st March 1965, subject to fluctuations as suggested. The control on Lubricants and Greases and Specialities should be valid for the same period.

The employment of price mechanism for the correction of imbalance is not favoured and the solution thereof should be sought in technological adjustments in production pattern and in findings alternative use for surplus products.

The oil companies do the loading/unloading through a system of contractors appointed as a result of tenders or by negotiations. The rates paid are not unreasonable.

If service cooperatives are capable of undertaking distribution of kerosene and other Petroleum Products, preference should be given to them.

Paragraph mentioned from the report 6.14

The products which have been discounted are mainly Kerosene, Aviation Turbine Fuel, High Speed Diesel Oil, Motor Spirit and Furnace Oil. The rates of discounts vary in the case of different sources. On the material available to us, we noticed that discounts generally fluctuate within the range 10 to 15 per cent in the case of Kerosene, High Speed Diesel Oil and Aviation Turbine Fuel. In the case of Motor Spirit and Furnace Oil, lower rates of discount have been disclosed to us and they vary between 3 to 5 per cent. We are informed that Light Diesel Oil is a combination of Inferior Kerosene and Furnace Oil in the proportion of 9:1. Since its components are subject to discounts, proportional discounts would also be available for the final products. We, therefore, consider that discounts at the following rates should be taken in the determination of parity prices and the calculation of foreign exchange requirements for import of deficit products:

	per cent
Kerosene (Superior & Inferior)	10
Aviation Turbine Fuel	10
High Speed Diesel Oil	10
Motor Spirit	5
Light Diesel Oil	9·3
Furnace Oil	3

THE COMMITTEE ON MANAGERIAL PERSONNEL, 1960—REPORT

New Delhi, Ministry of Education, 1964, 76p.

Chairman : Dr. A. Ramaswami Mudaliar.
Members : Dr. V.K.R.V. Rao ; Dr. M.V. Mathur ; Shri R. Prasad ; Shri Pitamber Pant ; Shri K. Khosla ; Shri Y.A. Fazalbhoy ; Prof. A. Das Gupta.
Secretary : Shrl M.V.D. Nair.

APPOINTMENT

The Committee on Managerial Personnel was constituted under the All India Board of Technical Studies at its Meeting held on August 27, 1960, to assess the requirements of managerial personnel for the country's development programme in the private and public sectors.

TERMS OF REFERENCE

To assess the requirements of managerial personnel for the country's development programme in the private and public sectors.

CONTENTS

Terms of Reference and Definitions; Requirements of Managerial Personnel for Manufacturing Industries ; Managerial Personnel Requirement for Sectors other than Industry ; Management Cadres and Present Training Facilities ; Requirements of Managerial Personnel for the Third and Fourth Plans and Provision of Increased Facilities for Training in Management ; Appendices I to VII.

RECOMMENDATIONS

Definitions

In an industrial establishment "Management functions" are exercised in varying degrees from the lowest supervisor to the topmost executive. Supervisory personnel carrying out routine technical operations fell outside the scope of the work of the Committee. The term 'Manager' could better be defined in terms of his functions and position of responsibility. The major managerial functions are generally as under :

1. General Management.
2. Production.
3. Sales.
4. Research and Engineering.
5. Finance.
6. Law.
7. Personnel.
8. Public Relations.
9. Traffic.
10. Office Management.
11. Purchasing.
12. Plant Management.

A Manager is, therefore, a person who carries out one or more of the above functions.

The production functions may be stated to have the following contents in general :

1. Design and construction of plants.
2. Planning and justifying plant capital expenditure.

3. Supervision of production orders received.
4. Promise of delivery schedule of manpower equipment and material flaw, coordination with sales.
5. Planning of the production flow and assignment of orders.
6. Supervision of production.
7. Development of production controls, such as:
(a) Coordination with marketing and engineering.
(b) Quality control.
(c) Control of over-all production, machine and manpower performance, purchasing, design of plant and product, plant maintenance, inventory, industrial relations, research, traffic, safety, engineering and industrial engineering.

The content makes it clear that managerial training is essential for production personnel.

In pursuance of the decision taken at the first meeting, letters were sent to important industrialists, both in the public and private sectors, Managing Directors of Banks and commercial organisations, to obtain information necessary to assess the requirements of managerial personnel for the country's planned development. The letter conveyed that the purpose of the Enquiry was assess the requirements of managerial personal who may be trained in the theory and practice of management, with a view to determine the extent of facilities that should be organised in the country for the training of such personnel. To enable this to be done, information was sought on the existing managerial personal in the following fields of management.

(a) Technical Management comprising Production Management, Development Management and Transport Management.

(b) Commercial Management comprising Distribution Management, Sales Management, and Financial Management.

(c) General Management comprising Office Management, Personnel Management and General Management.

It was also pointed out that the Board of Technical Studies in Management had organised courses of study in Business Management and Industrial Management for persons working in industrial and commercial establishments who were graduates in Engineering, Science and Arts and who had a minimum of two years requisite supervisory experience. Suggestions were also sought as to additional centres which should be organised for providing facilities for training in management. Comments too were invited on the steps to be taken to promote management education.

The relative importance of requisite abilities of managerial personnel in industrial concerns generally varies with the size of the concern. The great French Industrialist, Henry Fayol, has drawn up a chart of the requisite abilities in the various types of concerns. These are as follows:

Requisite Abilities

	Managerial %	Technical %	Commercial %	Financial %	Security %	Accounting %	Total Evaluation %
One-man business	15	40	20	10	5	10	100
Small firm	25	30	15	10	10	10	100
Medium-sized firm	30	25	15	10	10	10	100
Large firm	40	15	15	10	10	10	100
Very large firm	50	10	10	10	10	10	100
State enterprise	60	8	8	8	8	8	100

From this table the following conclusions may be drawn:

(1) The most important ability of the head of the small industrial company is technical ability.

(2) In medium-size industries, managerial ability increases and that of technical ability declines.

(3) In large-scale industries, the managerial coefficient increases at the expense of the rest, which tend to even out, approximating upto one-tenth of the total evaluation.

Apart from the size, there are other factors which decide the number of managerial personnel in a concern. Two of these are: (1) competitive nature of the product; (2) end use of the commodity.

In the case of a competitive commodity, there are several establishments producing the same goods and large number of managerial personnel will have to be employed for the proper organisation of sales and services. Consumer industries employ a larger number of managerial personnel than industries manufacturing raw materials and chemicals required for industry itself.

An important factor that has to be taken note of in estimating the facilities required for the training of managerial personnel is that even if no facilities are provided, the industrial targets of production aimed at and the expansion of trade commerce, construction and transportation will not be physically affected though efficiency would be markedly less. The fundamental

principles of organisation and administration which are common to different types of activities can be taught and should be taught. They can also be laboriously acquired by individuals by a process of trial and error. In Indian Industry at present, it is by this trial and error method that principles of management are imbibed by the large majority of persons in managerial positions. There are many countries in the world where even today there are no specially organised educational facilities for training in management and yet these countries have reached commendable industrial levels. The management movement in the country is in its infancy and better organisation of industrial production and business efficiency would ultimately depend on the success of the movement.

Requirements Of Managerial Personnel For Manufacturing Industries

The first step in the assessment of managerial personnel is the estimation of the managerial norm. The managerial norm is the over-all percentage of the number of managerial personnel to the total number of persons employed.

The managerial norms have to be fixed in relation to a particular point of time. The commencement of the Third Plan has been taken as the point of time for the purpose of calculation in this Report. Modern techniques of production, rationalisation, and increased efficiency would tend to lower manpower requirements. Consequently, there would be an automatic reduction in managerial personnel requirements also.

A change-over from a medium-sized industry to a large-sized industry, would increase the requirements of managerial personnel by 20 per cent. If an industry is nationalised, a still higher percentage of managerial personnel would be required. To the extent possible, these considerations have been taken note of in fixing norms for the industry The managerial norm for a particular industry or type of industry is decided on the basis of replies furnished to the questionnaire with such modifications as may be necessary taking into consideration the size of the concern and other relevant factors.

The requirements of management personnel industry-wise are indicated below.

Industrial Machinery Equipment Manufacturing Industries.

From the analysis of the figures of employment and production in the following industrial establishments, it has been deduced that for every crore of output the number of persons employed is 800 :

The managerial norms for the various industries are shown in column no. 2:

Name of the Industry	Norms for Technical management	Norms for General and Commercial Management
1	2	3
1. Industrial machinery	0.5%	0.5%
2. Equipment manufacturing industries	0.5%	0.5%
3. Iron and steel	0.38%	0.2 %
4. Aluminium	0.5%	0 5%
5. Copper, lead and zinc	0.5%	0.5%
6. Precision instruments (industrial and scientific)	1%	1.2%
7. Surgical instruments	1%	0.7%
8. Automobile and ancillary industries		
Passenger cars, commercial Vehicles, jeeps & station wagons	0.65%	0.45%
Sewing machines	0.4%	1.1%
Bicycles	0.4%	1.1%
Ship building expansion of Hindustan Shipyard and second shipyard dry docks	1.5%	0.5%
9. Fertilisers	0.5%	0.5%
10. Cotton textiles	0.3%	0.3%
11. Salt	0.4%	0.2%
12. Vanaspati	1%	1%
13. Paper and paper board	1%	1.5%
14. Cement	0.22%	0.33%
15. Glass and glassware	0.9%	1.00%
16. Soap	0.5%	1%
17. Synthetic rubber	1 26%	1.84%
18. Plastics	1%	0.5%
19. Refractors	1%	1%
20. Power and industrial alcohol	1%	1%
21. Industrial gases	0.9%	2.8%
22. Petroleum products crude oil	1%	2%

1. Hindustan Cables Limited.
2. Chittaranjan Locomotive Works Limited.
3. Ashok Leyland Limited.

In regard to three items, however, viz., Machine Tools, Gear Industry and Ceramic Refractories, this ratio does not apply as these industries employ more persons per crore of production. From the figures furnished by the Hindustan Machine Tools Limited,

the Indian Telephone Industries Limited, etc., it was observed that this type of industry requires 1,000 persons for every crore of production.

The managerial norm for the industry is 0.5 per cent for Technical Management and 0.5 per cent for General and Commercial Management. The following is the statement indicating the additional management personnel required for achieving the targets of production indicated in the Third Plan.

Sl. No.	Industry	Production 1960 (Rs. crores)	Tentative estimated Production (1965) (Rs. crores)	No. of Persons in Employment in 1960	Estimated Additional Employment	No. of Managerial Personnel Required	
						Tech. management	Genl. & commercial management
1	2	3	4	5	6	7	8
A.	Industrial machinery and equipment manufacturing industries :						
1.	Paper making machinery	Negl.	7.0	Negl.	560	3	3
2.	Sugar mill machinery	4.2	12.0	3,360	6,240	31	31
3.	Cement machinery	0.6	8.0	5,480	5,760	30	30
4.	Boiler machinery	0.5	30.0	400	23,600	120	120
5.	Textile machinery :						
	Cotton textile machinery	11.0	21.0	8,800	8,000	40	40
	Jute mill machinery	2.2	2.5	1,760	240	3	3
6.	Coal mining oil and other mining machinery and equipment						
	Coal mining, oil and other mining machinery etc.	Negl.	15 0	Negl.	12,000	60	60
	Coal washeries	Negl.					
7.	Structural (fabrication) and cranes :						
	(i) Structural	20.0	100.0	16,000	64,000	320	320
	(ii) Cranes	0.5	15.0	400	11,600	55	55
8.	Tractors and earth moving equipment :						
	(i) Agricultural tractors and implements	0.2	15.0	160	11,840	60	60
	(ii) Earth moving machinery and equipment	Nil	12.5	Nil	10,000	50	50
	(iii) Road rollers	1.5	3.0	1,200	1,200	6	6
9.	Chemical plants	1.4	20.0	1,120	14,880	75	75
10.	Power driven pumps	3.0	3.0	2,400	1,600	8	8
11.	Diesel engines	8.2	20.0	4,950	7,050	35	35
12.	Printing machinery	Negl.	1.6	Negl.	1,280	6	6
13.	Dairy machinery	0.2	2.3	160	1,680	8	8
14.	Gear industry	0.1	2.1	120	2,400	14	14
15.	Building and construction machinery	1.0	4.0	800	2,400	14	14
16.	Tea processing machinery	1.2	1.5	960	250	3	3
17.	Machine tools	10.0	45.0	10,000	35,000	175	175
18.	Compressors	1.5	5.0	1,200	2,800	15	15
19.	Industrial flour mill machinery	Nil	0.3	Nil	250	3	3
20.	Ceramics and refactory	0.1	0.6	160	800	4	4
21.	Locomotives, wagons and railway equipment :						
	(i) Locomotives	13.0	17.0	18,000	5,500	28	28
	(ii) Railway wagons	8.1	20.0	6,560	9,520	48	48
	(iii) Coaches	22.9	65.7	9,000	9,000	45	45
	(iv) Railway stores and equipment	21.6	61.5	21,600	40,000	200	200
22.	Conveyers and other material handling equipment	1.3	7.7	1,040	5,120	26	26
23.	Steel plant machinery	Nil	5.0	Nil	4,000	20	20
	Total	114.3	465.3	—	—	1,505	1,505
B.	Electrical machinery and equipment manufacturing industries :						
1.	Electric motors	8.3	25.0	6,640	13,360	67	67
2.	Transformers	6.6	20.0	5,180	10,720	54	54
3.	Switch gear and control gear	4.0	15.0	3,200	8,800	44	44
4.	Cable and wires	27.0	75.5	33,600	38,800	190	190
5.	Heavy electrical machinery and equipment	Nil	35.0	Nil	28,000	140	140
	Grand Total A & B	160.2	635.8	16,4250	408,170	2,000	2,000

Iron And Steel Industry

Tata Iron and Steel Company Ltd., has been taken as the representative firm in this category. In 1960-61, this firm produced about two million tons of Steel ingots and had a labour force of 38,000. On this basis, the then existing total labour force in the steel industry was 66,500. The total additional labour force for the production of additional 6.7 million tons of steel will, therefore, be 126,550. The managerial norm for iron and steel production is 0.38 per cent for technical management and 0.27 per cent for general management. This managerial norm applies to all types of production in this category. The additional 6.7 million tons will be distributed as follows :

	millions
Bhilai	2.0
Rourkela	1.8
Durgapur	1.6
Mysore Iron & Steel Works	0.1
Bokaro	1.0
Private Sector (Tata Iron & Indian Iron)	0.2
	6.7

The additional managerial personnel required for technical management is 483 and for commercial management is 335 for achieving this target.

Applied Tool And Special Steel

40,000 tons of applied tool and special steel were produced by the end of 1960-61. By 1965-66, it is expected that production would be of the order of 200,000 tons. The additional capacity will be in the following centres :

	Tons
Durgapur Plant	1,00,000
Ordinance Factory, Kanpur	25,000
Ordinance Factory, Ishapur	25,000
Private Industry	10,000
	1,60,000

For production of 25,000 tons of special steel, four managerial personnel under Technical Management and three for General Management is required. This would be the minimum irrespective of the tonnage produced. The total requirements of management personnel in this category is 28 for Technical Management and 18 for General and Commercial Management.

Grey Iron Castings, Steel Castings And Steel Forging

About 700,000 tons of grey iron castings, steel castings and steel forging were produced by the end of 1960-61. The Third Plan targets for these are 1.2 million tons of grey iron castings and 200,000 tons each for steel castings and steel forging. The following is the distibution of additional centres :

	Steel castings	Grey Iron castings	Steel Forgings
	Tons	Tons	Tons
Forge and Foundry, Ranchi	45,000	38,000	69,700
Durgapur Mining Machinery Plant	6,000	11,000	7,000
Hindustan Machine Tools, Bangalore	—	6,000	—
Durgapur, Bhilai, Rourkela	15,000	75,000	—
Chittaranjan Loco	10,000	3,000	—
Foundaries attached to Railway Workshops	—	6,000	—
	76,000	139,000	76,700

The followings will be the share of the private sector :

Steel Castings	74,000 tons
Steel Forgings	88,300 tons

On the basis of managerial norms as for special steel, the additional managerial personnel required is 100 for technincal mangement and 75 for commercial and general management. The total managerial personnel required for Iron and Steel Industry to achieve the planned target of production is 631 for technical management and 428 for general and commercial management.

Name of Industry	Production 1960-61	Production Estimated 1965-66	Number of Persons Employed 1960-61	Additional Number of Persons Required	Additional Number of Managerial Personnel Required	
					Technical Management	General and Commercial Management
	Tons	Tons				
1. Aluminium	18,500	87,500	14,000	69,300	350	350
2. Copper	8,900	22,000	7,000	10,000	50	50
3. Lead	3,500	8,500	3,500	8,500	43	43
4. Zinc	Nil	15,000	Nil	15,000	75	75
					518	518

The returns furnished by the Indian Aluminium Company have been taken as the basis for the calculation of managerial norms which are 0.5 per cent for technical management and 0.5 per cent for general commercial management. The additional number of managerial personnel required for the non-ferrous industries during the Third Plan is 518 for technical management and 518 for general commercial management. The development of the industry is in the following centres :

Aluminium

	Tons
Indian Aluminium Company's Plant Hirakund	10,000
Indian Aluminium Company's Plant, Alwaye	5,000
Smelter at Rihand	20,000
Smelter at Koyna	20,000
Smelter at Salem	10,000
Aluminium Corporation of India	5,000

Copper

Khetri and Deribo Copper Mines	11,500

Zinc

Zawar Mines, Rajasthan	15,000

Miscellaneous Industries

The following table gives the production in 1960-61, estimated production in 1965-66, persons employed in 1960-61, additional persons required for the development and managerial norms for technical management and general commercial management and additional managerial personnel required for technical and general management.

Sl. No.	Name of Industry	Production 1960-61	Estimated Production 1965-66	Persons in Employment 1960-61	Additional Persons Reqd. for Development	Managerial Norms		Additional Managerial Personnel Reqd.
						Technical Management	General and Commercial Management	
1	2	3	4	5	6	7	8	9
1.	Precision instruments (industrial and scientific)	3.6 crores	23 crores	3,000	23,000	1%	1.2%	230 276
2.	Surgical instruments	Nil	2.5 million pieces	Nil	2,700	1%	0.7%	27 19
3.	Automobile and ancillory industries							
	Passenger cars, commercial Vehicles, jeeps & station wagons	53,000	100,000	32,000	30,000	0.65%	0.45%	195 135
	Sewing machines	300,000	700,000	3,000	7,000	0.4%	1,1%	28 77
	Bicycles	1.05 million	2.2 million	5,000	5,000	0.4%	1.1%	20 55
	Ship buildings expansion of Hindustan Shipyard and Second Shipyard. Dry Docks	20,000	50,000	5,000	7,500	1.5%	05%	112 38

*These are two figures in column No. 9. The first represents number of persons required for technical management and the second for general and commercial management.

Chamical Industries

The largest and most important development under this head during the Third Plan will be in the field of fertilisers. The following is the capacity for nitrogenous fertilisers in the public sector :

	Tons
Existing capacity (Sindri, Nangal, FACT)	217,000
Rourkela	120,000
Neyveli	70,000
Trombay	90,000
Nahorkatiya	32.500
Further expansion of FACT	40,000
Gorakhpur	80,000
One more fertiliser undertaking in the public Sector	80,000
Total	729,500

The following development in the private sector has already been approved :

	Tons
Sahu Chemicals	20,000
Ennore, Madras	8,250
Madhya Pradesh	50,000
Visakhapatnam	80,000
Kothagudiam	80,000
Rajasthan	80,000
West Bengal	58,000

The production capacity in 1960-61 was 110,000 tons of nitrogenous fertilisers. This is expected to increase to 1,000,000 tons at the end of the Third Plan period. The number of persons in employment based on the analysis of the Sindri fertilisers was 16,000. The additional number of persons required for the development programme is 128,000. The managerial norms for this industry are one per cent technical management and 0.5 per cent general and commercial management. The additional number that will be required, therefore, is 128 for technical management and 64 for general and commercial management.

In the field of heavy chemicals, the most important for which development is planned are Sulphuric Acid, Caustic Soda, and Soda Ash.

In 1960-61, the sulphuric acid plants in the country produced 363,000 tons. By the end of the Third Plan, it is proposed to increase this capacity to 1,750,000 tons.

The following is the position regarding production in 1960-61 and targets for 1965-66 :

	1960-61	1965-66
Chemical Caustic	27,000	50,000
Electrolytic Caustic	97,435	450,000
Total	124,435	400,000
Soda Ash (Light)	2,20,000	370,000
Soda Ash (Heavy)	Nil	160,000

The investment for heavy chemicals comprising sulphuric acid, soda ash, caustic soda, calcium carbide, sodium hydro-sulphate and hydrogen peroxide is of the order of Rs. 420 millions. The managerial norms for this industry are estimated to be 1 per cent for technical management and 1 per cent for general and commercial management. The additional number of persons required are 120 for technical management and 120 for commercial and general management.

The following table gives the position regarding production of other chemical products and drugs and pharmaceuticals in 1960-61, estimated for 1965-66, capital investment proposed and additional number of managerial personnel required.

Name of Industry	Unit	1960-61 Production	Target (1965-66)	Capital Investment (Rs. crore)	Additional Managerial Personnel Required	
					Tech. Management	General and Commercial Management
1	2	3	4	5	6	7
Miscellaneous Chemicals						
(i) Carbon Black	000 tons	—	30	13.0	40	40
(ii) Industrial explosives						
(a) Blasting explosives	000 tons	6	20			
(b) Liquid oxygen explosives:	000 tons	2	9			
(c) Safety fuses	million coils	2	25.0			
(d) Detonators	million nos.	—	80			
(iii) Rubber chemicals	000 tons	n.a.	3			
Coke						
(a) Soft coke (low temperature carbonisation)	million tons	—	2.0	42.0	120	120
(b) Hard coke by-product	000 tons	500	1,160	29.2	80	80
(iv) Dyestuffs and organic intermediates						
(a) Dyestuffs	million lb.	11.5	22.4			
(b) Intermediaries	tons	—	25,000			
(v) Drugs and Pharmaceuticals						
(a) Sulpha drugs	tons	150	1,000			
(b) Penicillin	million mega units	40	205			
(c) Streptomycin	tons	—	150	28.0	80	80
(d) P.A.S.	,,	100	400			
(e) Anti-dysentery drugs	,,	30	75			
(f) I.N.H.	,,	30	100			
(g) Phytochemicals	,,	—	76.4			
(h) D.D.T.	,,	2,800	2,800			

Textile Industries

The requirement of cotton textiles at the end of the Third Plan has been calculated on the assumption that 8,450 million yards of cloth will be needed for domestic consumption and 850 million yards for exports. The actual availability of cloth in 1960-61 was of the order of 6,750 million yards. Out of the target of 9,300 million yards proposed, 3,500 million yards have been allocated as a share of handlooms, khadi, small power looms, etc. The production target allocated to the mill sector is 5,800 million yards as against the effective capacity of about 5,000 million yards at present. The number of persons in employment in 1960-61 in the cotton textile industry is 150,000. The additional number for the development proposed is 24,000. In regard to the managerial norms, it may be pointed out that

five textile mills have replied to the questionnaire and the figures of managerial personnel employed by them vary considerably. On this basis, the additional managerial personnel equired will be of the order of 72 for technical management and 72 for general and commercial management. The actual production of rayon filament and staple fibre is about 95 million pounds. This is proposed to be increased to 215 million pounds by the end of the Third Plan period. The additional number of persons that will be required is of the order of 36,000. On the basis of the managerial norms in the textile industry, the number of additional persons required is 108 for technical management and 108 for general and commercial management.

Food Industries

Salt : Production in 1960-61 for salt was of the order of 3.7 million tons. This is expected to be increased to 6.5 million tons by the end of the Plan period. The additional number of persons required is 1,000. The managerial norms for this industry are 0.4 per cent technical management and 0.2 per cent general and commercial management. The total number of managerial personnel required is four for technical management and two for general and commercial management.

Vanaspati : Estimated production of Vanaspati in 1960-61 was 330,000 tons. The development proposed is to increase this to 550,000 tons by the end of the current Plan period. The number of persons in employment in 1960-61 was 7,000. The additional number required for the development proposed is 5,000. Managerial norms are one per cent for technical management and one per cent for general and commercial management. Additional number of managerial personnel required for technical management is 50 and for general and commercial management 50.

Other Industries

The following table gives the production in 1960-61, target for 1965-66, number of persons employed in 1960-61, additional number required for development; managerial norms and additional number of managerial personnel required during the Third Plan.

Name of Industry	Production	Estimated Production	Persons in Employment	Additional Persons Reqd. for Development	Managerial norms		Additional Managerial Personnel Required	
					Tech. Management	General & Commercial Management	Tech.	General & Commercial
1	2	3	4	5	6	7	8	9
Paper and Paper Board	375,000	970,000	18,750	29,750	1%	1.5%	300	450
Cement	8.5 million	15 million	28,000	23,400	0.22%	0.33%	52	78
Glass and Glass ware	84,000 tons	—	11,000	28,600	0.9%	1.00%	257	286
Soap	150,000 tons	500,000 tons	—	6,000	0.5%	1%	30	60
Synthetic Rubber	—	50,000 tons	—	12,000	1.26%	1.84%	151	220
Plastics	10,000 tons	85,000 tons	Not available	14,000	1%	0.5%	140	170
Refractories	0.52 million	2 million	,,	13,000	1%	1%	130	260
Power and Industrial Alcohol	22 million gallons	72 million tons	1,100	5,000	1%	1%	50	50
Industrial Gases	790 million cu. ft.	2,550 million cu. ft.	6,400	14,000	0.9%	2.8%	126	392
Petroleum Products Crude Oil	5.67 million tons	10.77 million tons	Not available	16,000	1%	2%	160	320

The requirements of managerial personnel for production management and general commercial management for the Third Five-Year Plan period is given below. The basic assumption made in the calculation of personnel is that the targets of production as envisaged in the Third Plan would be achieved and that the

allocation of industries in the private and public sectors would be in accordance with the Industrial Policy Resolution of the Government of India. To quote an example-private industries are not keen to take up the manufacture of fertilisers and this has resulted in the enlargement of the public sector and consequent reduction in the private sector. Such mid-Plan changes obviously could not be taken into consideration in the preparation of these estimates. Another assumption is that industrial efficiency would remain the same throughout the five-year period. At best, these estimates are an indication of the order of requirements for the development envisaged in the Third Plan.

Industary	Production management	General & Commercial Management
1. Industrial machinery and equipment manufacturing industries	2,000	2,000
2. Iron and steel	631	428
3. Non-ferrors metals,	518	518
4. Miscellaneous engineering industries : Precision instruments, automobiles; ship-building etc.	612	600
5. Chemical Industries :		
Fertilizers	128	64
Heavy chemicals	120	120
Miscellaneous chemical industries such as drugs, pharmaceuticals, dye stuffs liquid oxygen, etc.	280	280
6. Textiles :		
Cotton yarn and cloth	72	72
Rayon	108	108
7. Vanaspati	50	50
8. Miscellaneous industries such as paper, cement, soap, plastics, etc.	1,396	2,286
	5,915	6,506
or	5,900	6,500

Managerial Personnel Requirement For Sectors Other Than Industry

The Committee, at its meeting held on June 10, 1962, decided that it was necessary to have a separate questionnaire for commercial establishments. The questionnaire was drawn up in consultation with Dr. V.K.R.V. Rao and Shri R. Prasad. The questionnaire sought information regardings number of persons employed in managerial capacity in purchase and sales management, organisational and personnel management, and the total gross value of purchase and sales. Though this questionnaire was issued to about 100 business houses, only a few replied. The replies are analysed below :

Burmah Shell

Total gross value of annual business	Rs. 1,840 million
No. of personnel employed in managerial capacities	417
Approximate average per managerial personnel	Rs. 4.4 millions

Acharya Bros.

Total gross value of annual business	Rs. 15 million
No. of personnel employed in managerial capacities	7
Approximate average per managerial personnel	Rs 2 million

Sen & Pandit (Pvt.) Ltd.

Total gross value of annual business	Rs. 41.4 millions
No. of personnel employed in managerial capacities	9
Approximate average per managerial personnel	Rs. 4.4 millions

State Tradings Corporation Of India

Total gross value of annual business	Rs. 650 millions
No. of personnel employed in managerial capacities	140
Approximate average per managerial personnel	Rs. 4.6 millions.

On an average, therefore, Rs. 4.5 millions is fixed as the norm for calculation of managerial personnel required by trade and commerce in the export and import business.

The total import at the commencement of the Third Plan was of the order of Rs. 10,720 millions and the total likely imports at the end of the Third Plan inclusive of P.L. 480 imports is estimated to be of the order of Rs. 12,700 millions. The increase in imports over the Plan period is, therefore of the order of Rs. 2,000 millions. The annual exports at the commencement of Third Plan is of the order of Rs. 6,140 millions. It is expected that by end of the Third Plan period, this would be doubled. The total increase in the value of import and export business is of the order of Rs. 8,140 millions and applying the norm of Rs. 4.5 millions to each managerial personnel, the number of additional personnel required is of the order of 1760.

Banking

Of the banks addressed, four replied to the questionnaire. They are :

1. Reserve Bank of India.
2. State Bank of India.
3. Punjab National Bank.
4. Bank of India.

The Reserve Bank of India have informed that they have their own arrangements for the training of their personnel and would not ordinarily depute persons for management studies. The Bank has a sandwich system of instruction under which training in the various departments of a bank is imparted together with theoretical instruction in such subjects as are necessary for banking personnel. The course of instruction covers certain management subjects. The reply of the State Bank is also in the same vein. The Bank of India has also informed that they utilise the training facilities organised for the Reserve Bank and hence do not propose to depute any persons for management training. The Punjab National Bank has 10,540 persons in employment out of which 1,800 persons come under the category of general management.

There are at present 83 scheduled banks in the country. The total number of offices of scheduled banks at the commencement of the Third Plan was 4,401. By the end of the Third Plan, it is expected that there would be a 20 per cent increase in the number of branches of the banks. The number of persons in employment at the commencement of the Plan was of the order of 60,000. At the end of the Plan, therefore, an additional number of 12,000 persons is likely to be employed. The figures furnished by the Punjab National Bank shows that about 17 per cent of the persons employed in the Bank have managerial responsibilities and supervisory functions. On this basis, the number of additional personnel required for banking in the Third Plan is 2,040. Since, however the Reserve Bank of India and the State Bank of India and others have their own arrangements for training which, inter alia, includes management subjects, the requirement of managerial personnel for banking establishment may be estimated at one-fourth of the number, i.e., say 500.

Insurance

The Chairman of the Life Insurance Corporation has informed that though he agrees in principle that training in management subjects would benefit the employees of the Life Insurance Corporation, yet as the present staff has to be trained in the Life Insurance itself, it becomes a question of priority and naturally priority has to be given to training of personnel in the techniques of Life Insurance business itself. In the circumstances, it has not been envisaged that the Life Insurance Corporation would be taking advantage of the training facilities for the management studies in the present juncture. In the overall calculation for managerial personnel, requirements of insurance industry need not be taken into consideration.

The Committee is, however, of the view that executives employed in Life Insurance business should have managerial training and it would be to their advantage if the junior and senior executives could be deputed to educational institutions imparting instruction in management.

Small-Scale Industries

In the estimates of personnel made in the report of the Third Plan the additional employment under small-scale industries is shown as nine lakhs. The National Productivity Council and the Small-Scale Industries Institutes have organised short-term courses of three-month duration for small-scale industries and such other persons desirous of equipping themselves with managerial known how and techniques are likely to prefer this course as it aims at imparting instructions in the modern industrial techniques in addition to management principles and practices. It is, therefore, doubtful whether many persons starting small-scale industries would take advantage of the training scheme for managerial personnel. In the circumstances, the requirements of the small-scale industries need not be taken into consideration in the overall estimates of the managerial personnel, though it is likely that a few persons desirous of having better knowledge in management theory and practice may join this course.

Construction And Transportation

The managerial norms for construction and transportation have been worked out on the basis of published statistics in the following reports.

Report on the Occupational Pattern of Employees in the Public Sector in India, and

Report on Occupational Pattern of Employees in the Private Sector in India (1961).

At the beginning of the Third Plan, the number of workers in construction industry in the private and public sectors was 118,500 and 531,193 respectively, totalling 649,693, or say 0.65 millions. Managerial personnel for construction industry fall into two categories, viz., (i) technical personnel, civil engineers and overseers, and (ii) business and commercial management personnel. The number of civil engineering personnel in construction industry was 3,115. The employment pattern in the industry is one civil engineering degree holder for every four overseers and hence 620 civil engineers with degree qualification may be presumed to be in position. This works out to 0.33 per cent and this may be taken as the managerial norm

for technical personnel employed in construction industry. The number of non-technical managerial personnel is 5,400 for the total labour force of 0.65 millions. This works out to 0.38 per cent and this may be taken as the norm for general and commercial management.

In 1960-61, the national income under the head construction was Rs. 3,310 millions. At the end of the Third Plan, this is expected to increase to Rs. 5,400 million, i.e., an increase of 63 per cent. Providing for increased efficiency of construction due to mechanical devices and higher labour output and such other factors, a reduction of 2-1/2 per cent per annun, i.e., an overall adjustment of 12-1/2 per cent, may have to be provided to arrive at man-power requirements. Making this adjustment, the additional working force required to achieve the national targets of the Third Plan is 50 per cent, i.e., 0.325 millions. Applying the managerial norms, the number of managerial personnel required for technical management is 1,072 or 1070. For general and commercial management, it is 2,700.

Transportation

In this category are :

(i) Railways,
(ii) Shipping,
(iii) Airways, and
(iv) Road Transport.

The Railways

The Railways have been traditionally a store house of technical and managerial man-power which have been unstinctedly spared by the organisation for the development of public sector industry. The recent success of the Integral Coach Factory, Madras, and the Chittaranjan Locomotive Factory, West Bengal, are in no small measure due to their awareness of the latest techniques of production, the need for work study and other management practices leading to increased efficiency. In the circumstances, for the purposes of the estimates of managerial personnel, it may be presumed, the requirements of Railways would be in the main taken care of by the organisation itself.

Shipping

At the beginning of the Third Plan, the capacity of Indian shipping was 0.9 million G.R.T. It is expected to increase to 1.7 million G.R.T. by the end of the Third Plan. The share of the overseas shipping is expected to move up from 0.6 million G.R.T. in 1960-61 to 1.3 million G.R.T. in 1965-66. The managerial personnel required are for employment in the head office, representation in foreign countries and also in Indian ports. Additional managerial personnel has been estimated as two persons for every 10,000 tons and hence the total requirements of managerial personnel in the category of general and commercial management is 160.

Airways

The Third Plan provides for an expenditure of 255 millions on Civil Aviation which is distributed between the various categories as shown below :

(i)	Works at aerodromes	185 millions
(ii)	Aeronautical telecommunication equipment	50 "
(iii)	Air routes and aerodromes	10 "
(iv)	Training and education equipment	8.4 "
(v)	Research & Development equipment	1.6 "
	Total	255 millions

A sum of Rs. 295 millions for the expansion of the air corporations has also been included in the Third Plan. The Air India International had, at the commencement of the Third Plan, three Boeings and nine Super Constellations The programme for the Third Plan provides for the purchase of four additional jet aircrafts. The operating fleet of the Indian Airlines Corporation at the commencement of the Third Plan, consisted of 54 Dakotas, five Skymasters and 10 Viscounts. The programme in the Third Five Year Plan provides for the purchase of four Viscounts and 25 modern aircrafts to replace Dakotas. A provision of Rs. 150 millions has been made in the Third Plan for the Corporation.

The managerial personnel required for the Airways fall into two categories :

(i) Maintenance Engineers required at the aerodromes ; and

(ii) General and commercial management personnel required at the head offices and branch offices in India and abroad.

Engineers and other personnel are eligible to work as ground engineers at the aerodromes and in workshop after obtaining a certificate issued by the Department of Civil Aviation. As these executives deal with the labour, it would be an advantage if some managerial training is given to them. Currently, this is not the practice. The functional courses organised by the National Institute for Training in Industrial Engineering, Bombay, National Productivity Council, would be able to cover the requirements in this respect. The Corporation requires general and commercial management personnel. On an average, one managerial personnel is required for Rs. four millions of capital investment and on this basis, the number of persons required would be about 60.

Road Transport

The number of personnel employed at the commencement of Third Plan is 90,000 and that of the managerial personnel is 2,900, The managerial norm is, therefore, 3.2 per cent. The position at the commencement of the Third Plan regarding commercial vehicles is as follows :

Goods Trucks	170,000
Passenger Buses	58,000
Total	228,000

This is expected to increase by 1,32,000 by the end of the Third Plan period : the increase in goods trucks is 110,000 and in passenger buses 22,000. The increase in vehicles, therefore, is of the order of 58 per cent. Providing for increased efficiency and optimisation of the facilities, the increase in personnel may be fixed at 50 per cent. Applying the managerial norm of 3.2 per cent, the additional General and Commercial Management Personnel required is 1,450.

Summary total for Transportation:

Road Transport	1,450
Shipping	180
Air Transport	60
Total	1,690

The following is the summary of the requirements of managerial personnel in the various non-manufacturing sectors.

The figures represent the requirements if the targets of export and import trade, shipping, road transport and construction as envisaged in the Third Plan, are reached. There have been mid-term variations. The shipping target is expected to be exceeded whereas the target for export is not likely to be achieved. The figures given indicate the order of requirement rather than the exact requirements.

	Technical Management	General and Commercial Management
Trade and Commerce	—	1,700
Banking	—	500
Construction	1,070	2,700
Transportation	—	1,690
Total	1,070	6,590

Management Cadres And Present Training Facilities

The estimates for technical personnel made in the previous two chapters are for managerial personnel with degrees in engineering or technology. The lower categories consisting of personnel with diploma qualifications and sometimes with no academic qualifications at all but having only experience are also in supervisory positions exercising managerial functions. It will be observed that cadres such as Foreman, Assistant Foreman, Senior Chargeman, Senior Draftsman, Overseer, Technical Assistant etc., exercise supervisory functions and in general a university degree in engineering is not considered essential for carrying out the duties assigned to these posts. Ordinarily, an Assistant Engineer or a person working in an equivalent rank is the lowest in the technical cadre for whom a degree qualification is almost obligatory. For every Assistant Engineer down the scale there are about three to four technical personnel exercising supervisory functions depending upon the nature of industry.

The Board of Technical Studies in Management have formulated four courses of study for the various cadres of management personnel. They are :

(1) Industrial Engineering ;
(2) Foreman Supervision ;
(3) Industrial Management ; and
(4) Business Management.

Industrial Engineering is a post graduate diploma course of one year's duration on full-time basis or three year on part-time basis, open to graduates in engineering. The course imparts instruction in managerial practice and principles and modern techniques of Production, Planning and Control. The following are the subjects taught in the post-graduate course :

Part I : 1. Structure and Economic Aspects of Industry and Commerce. 2. Personnel Management and Industrial Relations. 3. Management Principles and Practice. 4. Procurement and Inventory control.

Part II : 1. Work Study. 2. Materials Handling. 3. Statistical Methods and statistical Quality control. 4. Location of Industry and Plan Layout. 5. Product Design and Development.

Part III : 1. Production, Planning and Control. 2. Cost Control. 3.Quality Control and Metrology. 4. Operational Research. 5. Maintenance. 6. Job Evaluation and Merit Rating. 7. Project Work and Report (Instruction and Contact hours).

The syllabus of studies as approved by the Board of Technical Studies in Management course is offered on a full-time basis in the Indian Institute of Technology, Kharagpur, and on part-time basis in the Victoria Jubilee Technical Institute, Bombay.

Foremanship and Supervision course is a certificate open to matriculates having three years experience in a

supervisory position in industry. Instruction is imparted in the following nine subjects :

Elements of supervision.
Industrial History and Industrial Relations.
Communications in Industry.
Elementary Principles of Management.
Elements of Personel Management.
Principles of Foremanship.
Principles of Production Planning.
Principles of Remuneration, Estimating and Costing.
Safety in Industry.

Syllabus approved for the course by the All India Board of Technical Studies in Management can be organised in an industrial establishment or in a technical institution. There are three courses at present in the country and all the three are on a part-time basis. One of them is at Jamshedpur and is organised by the Tata Iron and Steel Company Ltd., Jamshedpur. The Gujarat Textiles Association has organised a course in Baroda in collaboration with the Baroda University. The Victoria Jubilee Technical Institute, Bombay has organised a course in the Institution. There is a proposal for the consideration of the Board for setting up an institute which will impart instruction on a full-time basis in Foremanship and Supervision.

With the assistance from the United Nations Special Fund, Government have set up a National Institute for Training in Industrial Engineering. The Institute will conduct functional courses ranging from one week to 22 weeks in the following subjects :

Advanced work Measurement—Comprehensive Course.
Work Measurement—Comprehensive Course.
Production Planning and Control—Comprehensive Course.
Sales Organisation—Comprehensive Course.
Method Study—Comprehensive Course.
Operative Training Methods—Comprehensive Course.
Profit Planning and Financial Control.
Standardisation, Simplification and Variety Reductions.
Plant Maintenance.
Business Appraisal.
Estimatings and Pricing.
Design and Implementation of Incentive Schemes.
Job Evaluation and Merit Rating.
Clerical Organisation.
Stock Control, Tool Room Control and Storekeeping.
Purchasing Methods and Value Analysis.
Selection Methods and Procedures.
Product Engineering.
Plant Design and Layout.
Materials Handling.
Management Controls.
Profit Sharing Methods.

Industry Courses :

Cotton Textiles
State Transport
Building Industry
Jute Industry
Wood working Industry
Light Electrical Engineering
Foundry Industries
Sugar Industry
Radio Industry.

The course of study in Business and Industrial Management drawn up by the All India Board of Technical Studies in Management is open to those who are graduates and who have least two years experience in a responsible supervisory capacity. The course entends over a period of one year on a full-time basis and three years on a part-time basis. There is also provision in the scheme for the state system of instruction under which candidates are given three months full-time in struction in a year, the entire course being completed in three years. The subjects of study comprise : (a) Background subjects ; (b) Tools of Management ; (c) Management subjects ; and (d) Specialised operational Subjects.

The Background subjects are :

1. The Growth and Structure of Industry and Commerce.
2. The economic aspects of Industry and Commerce.
3. The Legal Aspects of Industry and Commerce.
4. Psychology.

The Tools subjects are :

1. Accounting
2. Statistical method
3. Work study and Organisation and Job Evaluation.
4. Budgetary and Higher Control.

The Management subjects are :

1. The History and Nature of Management.
2. Management Principles.
3. Management practice.
4. The Personnel Functions.

The Operational subjects are :

1. Manufacturing.
2. Development and Design.
3. Distribution.
4. Purchasing, Storekeeping and Transportation.

All the 12 subjects comprising the first three groups cover a body of knowledge essential to all those who aspire to higher levels of management whether in operational or functional division of an enterprise or in general management.

The post-graduate course in Business Management and Industrial Management are at present being offered in the following centres :

1. Delhi University.
2. Indian Institute of Social Welfare and Business Management, Calcutta.
3. Madras University.
4. Bombay University.
5. Osmania University (Business Management only).
6. Thiagarajar Educational Trust, Madurai (Business Management only).

The Board has also approved the starting of two courses at the P.S.G. Engineering College, Coimbatore, Allahabad University and Kerala University. The approved intake for each of the courses in 30.

With the assistance of the Ford Foundation, Government have set up two Institutions, one at Calcutta and the other at Ahmedabad named the Indian Institutes of Management, Calcutta and Ahmadabad which will inter-alia, conduct full-time courses of two years duration at the Master's degree level in Management. The course of study are at present designated as post-graduate diploma course in Business Administration. By the end of the Third Plan, it is expected that these two institutions will have an intake of 150 each in the post-graduate diploma course. Admission to this course is open to brilliant young graduates with proved aptitudes in management.

Administrative Staff College, Hyderabad

The College was established in 1957 on the model of the Administrative staff college, Hanley-on-Thames, England. Its object is to bring together under one roof Senior Executives of proved ability from different fields of activity to study the skills and techniques of higher management and leadership. By living and working together the participants are enabled.

1. To interchange and analyse ideas and experience.
2. To acquire a close acquaintance with the economic social and political environment in which they operate.
3. To get a deeper understanding of the inter-relationship between different sectors of the national economy and between Public Administration and Business management ; and to appreciate how their respective roles complement each other in the achievement of the common national objectives.
4. To enrich their personalities and increase their competence as administrators by developing greater insight into and a broader approach to executive problems.

The college admits 50-60 candidates to each session of 12 weeks.

The National Productivity Council of India and the All India Management Association have also a part to play in the promotion and development of management education. The former has annual programmes for short functional courses ranging from one week to 26 weeks dealing with different aspects of management techniques and practices relating to production. The latter has been arranging seminars on diverse management topics which attract top and middle management personel from all parts of India. In addition, every year there is an annual intensive programme of study of a selected topic in management which is attended by top management personnel in industry, educational institutions and Government.

Organised In-Service Training

The direct method of training management personnel is through planned and organised in-service training programmes. Such programmes may include theoretical instruction besides supervised on-the-job training. Several establishments in the private sector, notably Tatas, Hindustan Lever, Standard Vacuum, etc., have well-developed in-service training programmes. The Tatas have set up a staff training college at Jamshedpur for continuing attention to the in-service training and development of their supervisory and management staff at junior levels. They also maintain a college at Poona for the training of their middle and higher level management personnel. In the public sector, Hindustan Steel have set up a small management training centre at Ranchi. Generally speaking, however, adequate attention is not paid at present to the training and development of managerial personnel in many enterprises including public sector enterprises. There appears to be need for creating greater awareness among top management personnel of the importance of organised in-service training programmes for the development of managerial skills and talents.

Requirements Of Managerial Personnel For The Third And Fourth Plans And Provision Of Increased Facilities For Training In Management.

The Committee was entrusted initially with the assessment of managerial personnel for the Third Plan period. The Third Plan period is about to be over and planning for the Fourth Plan is under way. Hence, the Committee has made tentative estimates for the Fourth Plan. It would be possible to work out correct estimates only after the Plan targets for industry have been fixed and the financial ceilings decided. However, for purposes of preliminary estimates the figures used by the Planning Commission in their Rs. 220,000 million Plan for the Fourth Plan period can well be a guide. The following is a structure of manufacturing industries in India from 1960-61 to 1975-76 as anticipat-

ed by the planners :

Sl. No.	Items	Net Value of Production (Rs. million)			
		1960-61	1965-66	1970-71	1975-76
1.	Consumer goods Industries	4,236	5,468	8,146	11,920
2.	Intermediate goods Industries	3,491	8,518	18,926	32,097
3.	Machinery	1,513	4,227	9,899	15,422
4.	Others	68	128	254	403
	Large factories Sub-total	9,308	18,341	37,225	59,842
5.	Small factories	1,288	2,646	5,558	8,704
6.	House hold industries	8,190	9,990	15,210	22,340
	Total small enterprises (5)+(6)	9,478	12,636	20,768	31,044
7.	Adjustment for coverage	2,604	2,604	2,604	2,604
	Grand Total	21,390	33,580	60,600	93,490

It will be observed that the net value of production at the end of the year 1965-66 stands at Rs. 33,580 millions. It is estimated to increase to Rs. 60,000 millions at the end of the Fourth Plan period. This represents about 80 per cent increase in production on the prices obtaining in 1960-61. The number of management personnel required, therefore, is also 80 per cent more for industrial production than that estimated for the Third Plan period. The following (in col. 2) is the estimate of the number of managerial personnel required under technical management and general and commercial management for the Third and Fourth Plan Schemes :

There are a number of factors which have to be taken into consideration in regard to the above estimates. As pointed earlier, the estimated requirements are based on the assumption that division of industry between private sector and public sector would be as in the Third Plan. If there is further rationalisation, the requirements of the managerial personnel would be higher. Further, these estimates are based on the norms as worked out for the Third Plan. There would be material variation in certain industries due to introduction of modern methods of production, increased efficiency and rationalisation. The assessment figures have therefore this limitation.

From the analysis of the replies received to the questionnaire, it is observed, of the 1,700 technical

Third Plan

	Technical Management	General & Commercial Management
Trade & Commerce	—	1,700
Banking	—	500
Construction	1,070	2,700
Transportation	5,915	6,506
	6,985	13,096

Fourth Plan

	Technical Management	General & Commercial Management
Manufacturing Industries	10,267	11,711
Banking	—	900
Trade & Commerce	—	3,060
Construction	1,926	4,860
Transport & Communications	—	3,042
	12,573	23,573

personnel employed in manufacturing industries, about 500 require training. This works out to about 30 per cent for technical managerial personnel and about the same percentage would be applicable to the other category of the general and commercial personnel.

The number of people to be trained in the category of Technical Management is, therefore, of the order of 4,000 and under General and Commercial Management about 7,200.

For the training of 4,000 industrial engineers during the five-year period, as the course is of 12-month duration, the number to be trained per annum is 800. The intake to this course on a full-time basis is 20 and hence the number that will be possible to train per annum would be considerably less. The target of training of industrial engineers for the Fourth Plan should be the training of 300 industrial engineers per annum. The following are likely places, among others, where such training could be organised :

(1) Indian Institute of Technology, Bombay.
(2) Indian Institute of Technology, Madras.
(3) Indian Institute of Technology, Kanpur.
(4) Indian Institute of Technology, New Delhi.
(5) Indian Institute of Science, Bangalore.
(6) Jadavpur University, Calcutta.
(7) Bengal Engineering College, Howrah.
(8) P.S.G. College of Engineering and Technology, Coimbatore.
(9) Victoria Jubilee Technical Institute, Bombay.
(10) Maulana Azad College of Engineering and Technology, Bhopal.
(11) Regional Engineering College, Durgapur.
(12) Regional Engineering College, Rourkela.
(13) Regional Engineering College Jamshedpur.
(14) Faculty of Technology, Baroda University, Baroda.
(15) Bihar Institute of Technology, Sindri.

In regard to the lower cadres of supervisory personnel, a concerted effort should be made to persuade as many industrial establishments as possible to undertake the organisation of this training. The All India Board of Technical Studies in Management has estimated the requirements of the course at Rs. 8,000 per course and this has been reported to be very inadequate and therefore an assessment of the requirements for the organisation of this training will have to be made afresh and future grants sanctioned on this basis. The principle to be observed is that an industrial establishment volunteering to start this course should not be handicapped with any financial liability on this account. The Tata Iron & Steel Co. has sponsored the proposal to start a full-time instruction in Foremanship and Supervision. This is a move in the right direction. The Committee is of the view that the Institute should be started as early as possible and that at least three institutions of this type should be established during the Fourth Plan period. The other two suitable centres are Bangalore and Bombay. The possibility of National Institute for Training in Industrial Engineering organising this course should be considered in the first instance. If for some reason, the National Institute for Training in Industrial Engineering is not able to organize this course, then only should another centre in Bombay be considered.

The questionnaire for managerial personnel had also sought information on the additional centres to be started for the organisation of part-time courses in Industrial and Business Management. The centres suggested are :

(1) Baroda
(2) Coimbatore
(3) Madurai
(4) Bangalore
(5) Durgapur
(6) Kanpur
(7) Ranchi
(8) Jamshedpur
(9) Ahmedabad
(10) Bhilai
(11) Hyderabad

Of these, the Board has already approved the starting of management courses in Madurai, Hyderabad and Coimbatore.

It will be observed that apart from Bombay, Calcutta, Jamshedpur, Madras, Coimbatore and Durgapur, at least as far as the Third Plan is concerned, there is no other suitable centre for the organisation of part-time courses in Industrial Management. The Committee would, therefore, suggest that requests for starting of part-time courses in Industrial Management should be limited to such centres where industrial development envisaged employment of large numbers of managerial personnel.

One of the bottlenecks in the organisation of part-time courses in Business Management and Industrial Management is the lack of properly qualified teachers to teach management subjects and industrial psychology. The Committee is of the view that this matter requires attention of the Board and would suggest for consideration that same collaborative arrangement may be worked out with the National Institute for Training in Industrial Engineering under which training in Management Principles and Practices and Industrial Psychology could be imparted by the personnel of these three institutions to those undergoing instruction in university institutions. There are two ways by which this could be achieved. The first and the most obvious is for the three institutes named above to depute the trained teachers for short periods for a month or so to university institutions. The other possibility is for the university institutions to send their students to the management institutions for short periods for receiving instruction in special management subjects. Further, the two Institutes of Management should organise regular courses for the training of teachers of management subjects in university institutions.

The Board has approved introduction of what is known as the slab system under which full-time instruction is imparted for three months in a year and the whole training is phased in three years. This system has not been introduced by the university institutions at present conducting part-time courses. Adoption of this method would extend the catchment area of the trainees for the university institutions and would benefit industrial and commercial establishments which are not in the immediate vicinity of the university institutions.

As already stated earlier, in the field of General and Commercial Management, facilities for full-time courses exist in the two Management Institutions set up at Ahmedabad and Calcutta. These two institutions have programmed for an admission capacity of 150 for their post-graduate Diploma Course in Business Administration. It is expected that this target will be reacted by the end of the current plan period. It was reported to the Committee that Government have under consideration, the question of increasing intake to these institutions to 300 during the Fourth Plan period. This is a

move in the night direction and is supported by the Committee. The Committee recommends that two more institutions on the pattern of the existing institutions at Ahmedabad and Calcutta should be set up during the Fourth Plan period.

The Committee further recommends that intake to the institutions conducting part-time courses at present should be increased for Business Management and that new centres for business management be started wherever possible after ensuring that suitable teachers would be available. The Committee expresses its graceful thanks to the industrialists and organisations and people who extended their cooperation to the Committee and furnished necessary information.

THE COMMITTEE ON CHILD CARE, 1960—REPORT

New Delhi, Central Social Welfare Board, 1965. 447p.+xvp.

Chairman : Smt. B. Tarabai.

Members : Dr. B. H. Mehta; Smt. Pratibha Singh; Smt. Pushpa Mehta; Smt. S. Manjubhashini; Smt. M. S. H. Jhabvala; Smt. Tarabai Modak; Shri S.C. Pandit (replaced by Smt. P. K. Makhan Singh); Shri D. V. Kulkarni; Shri N. D. J. Rao; Shri Radha Raman; Smt. Sudha Majumdar.

Secretaries : Smt. B. Ghufran; Shri B. N. Dhar.

APPOINTMENT

When a nation becomes free freedom releases the impulses and initiative of the people to achieve a new national destiny. The people are inspired to build new foundations for the health and happiness of all citizens. The vision of the nation is guided by its awakened social consciousness to correct the errors of the past and fresh measures are taken to build foundations a new so that the future of the nation may be prosperous, bright and unable mished. Action is now being taken in India in all fields of national endeavour; yet in the execution of plans and programmes serious difficulties come across, many of which are due to neglect of correct social attitudes and endeavours to maintain the health and efficiency of the nation. The great importance of the human factor must be realised without delay, because man himself is the architect and instrument of his destiny. The shortcomings and imperfections of the human being are unnecessarily diminishing the harvests of our effort, and whatever be the complexity of the causes of our shortcomings, nobody could question the need of child care, or overlook the consequences and costs of neglected children.

Realising the need to study the problem of child care and child welfare, the Central Social Welfare Board, at the instance of the Union Ministry of Education, decided at its 30th meeting held in October 1960, to appoint a Committee to prepare a comprehensive plan for the care and training of children in the age-group 0-6.

TERMS OF REFERENCE

(I) To study in the light of changing socio-economic conditions in the country care and up-bringing of children in the family and the community with particular reference to the provisions of health, nutritional and recreational facilities in the home and in the neighbourhood;

(II) To examine the problems of children in need of special care and protection and to recommend measures for providing comprehensive child care services for them;

(III) To evaluate the nature, extent, and distribution (rural, urban, type of locality, etc.) of existing child welfare services with special reference to the management (government, proprietory, corporate non-official bodies, etc.) and pattern (Indian, Western, etc.) of pre-schools.

(IV) (1) To Study and evaluate the standards of pre-school education with reference to :

(i) The pattern of staffing (trained and untrained, teacher-pupil ratio, etc.);
(ii) The curricula and methods of teaching adopted;
(iii) The type of equipment available and the manner and extent of its use; and
(iv) Programme of recreation, rest nutrition, health, care and instruction.

(2) To work out a tentative plan for the development of pre-school education for the next five or 10 years with estimate of cost.

(V) To study the existing facilities for training of Child Welfare Workers in terms of the number of centres required and contents and standards of training and to suggest a long-term training programme for child welfare workers on a uniform basis.

(VI) To work out a plan for the manufacture of a standard recreational and educational equipment at moderate cost, suited to the requirements of Indian children. This could be linked up with the socio-economic programme of the Central Social Welfare Board.

(VII) To assess the financial position of child welfare institutions for this age group, to study their pattern of income and expenditure and to assess the problems of grant-in-aid, the nature ond volume of assistance required and the period for which it would be necessary.

(VIII) To recommend a pattern for the reorganisation and extension of the programme of community and institutional services for the proper physical, mental and emotional development of the child in the first six years, keeping in view the continuity of services for children that will follow from six to 11 and 12 years to adulthood,

(IX) To suggest methods of coordination among the large number of agencies working in the field of child welfare.

CONTENTS

Preface by Chairman, Central Social Welfare Board; Synopsis of Chapters; List of Tables; Introduction; Family and the Nation; Child Population and Family Planning; The Background and Concept of Child Care and Neglect; Infant Mortality and Diseases Amongst Children; Health and Infant Welfare; The Pre-School; Handicapped Children; Personnel and Training Programmes; Organisation and Management of Child Welfare Programmes and Institutions; Children's Recreation; Art, Literature and Play; Recommendations; Table 1 to 57; Appendices A to I.

RECOMMENDATIONS

Basic Recommendations

Campaign And Movement

The Committee recommends that there is a need to organise a campaign to promote a National Child Welfare Movement with defined objectives, using scientific methods, and promoting programmes of different kinds to suit the different regions and sections of the population in India.

Children's Act

That each State in the Indian Union must exact a Children's Act; and the existing national Children's Act, which serves as a model for all the States, should be thoroughly revised. Efforts should also be made to bring about some measures of uniformity in the State legislative enactments contemplated under the Acts.

Division

That a Division of Child Welfare be created in the Ministry of Education in order to provide specialised direction and guidance to all child welfare programmes in the country.

Coordination

That a National Council of Coordination be appointed by the Ministry of Education to achieve and maintain common standards, lay down basic policies, achieve maximum economy in the use of resources and personnel, and take advantage of available results of research and knowledge in all subjects which have a bearing on child welfare.

Advisory Board

That a National Advisory Committee of Child Welfare be appointed by the Ministry of Education to advise the Ministries concerned about the standard of care to be maintained in programmes and institutions child welfare legislation, registration of institutions, counselling, etc.

Section Of Child Welfare In The Central Social Welfare Board

That the Central Social Welfare Board, which has initiated a large number of welfare programmes in urban and rural areas, should develop a special wing for the exclusive promotion of programmes of child welfare and child study, and for improving the standard of child welfare services in the country.

Children's Bureau

That the division of Child Welfare in the Ministry of Education, or alternatively the Central Social Welfare Board, should create in course of time a National Bureau of Child Welfare which will serve as a clearing house for child welfare information and become the main source of guidance for child welfare activities in the field.

Central Institution

That a National Centre for the training of child welfare specialists and general personnel for leadership, administration and direction of field programmes be created in a suitable metropolitan area; and that such a centre should undertake pilot projects, programmes of child study and research, production of literature on child welfare, and other activities to direct and guide State and private agencies in their efforts to promote child care and welfare.

Resources

On the basis of the information received, it is found

that the resources actually provided for all the child welfare services in all the States are entirely inadequate to meet the demands of even a minimum child welfare service ; and therefore special measures be taken to strengthen the Prime Minister's Children's Fund and find other ways to develop financial and other resources by every means possible.

Financial Aid

That the existing National, State and local agencies for child welfare should be strengthened by enabling them to expand their services ; and to carry out programmes with the special financial assistance of the State, and additional resources provided by the communities.

Demonstration Project

That at least one Demonstration Child Welfare Project should be organised in every State. These projects will provide an intensive and integrated programme of child welfare including programmes for the welfare of children under six years. There should be at least five additional Demonstration Projects for the benefit of children in metropolitan areas. These programmes will function according to resources and plans to be provided by the Central Ministry of Education.

Guidance And Counselling Services

Competent guidance and counselling services should be created in each State consisting of Field Guides and Counsellors to assist State and private child welfare programmes organised in the State ; and a sum of Rs. 10 lakhs be set aside to give grants-in-aid to competent child welfare organisation Schools of Social Work and Universities, who are willing to provide such counselling services, be set up according to rules and procedures to be laid down by the Central Government

Minimum Standard Pre-Schools

That at least 1,000 pre-schools as minimum standard pre-schools, should be created in the third plan period ; and the annual recurring cost of such a pre-school will be Rs. 3,500 for one unit of 30 children between the ages of three-plans and five-plans years.

Pre-School Pilot Project

That at least one pre-school should be created in each District of India to function as a Pilot Project. The recurring expenditure of such pre-school will be about Rs. 10,000 per year, and the non-recurring grant in the first year may be Rs. 4,500.

Experiment Pre-School

Special types of Experimental pre-schools with a programme of child study should be attached to Universities, schools of social work, and child study institutions. They should be given grants-in-aid by the Central as well as State Governments.

Training Programme

One-year training programme for the training of Balsevikas must be organised in each State. The trainess should be given general information about the philosophy, objects, methods, and programmes of child welfare together with an intensive training to function as organisers and teachers of pre-schools.

That Central and State Governments should support all two-year programmes for the training of pre-school teachers by recognised voluntary agencies, universities and schools of social work.

National Toy Industry

That the Central Government should promoted a national industry for the manufacture of toys and educational requirements and materials ; and it should provide Rs. 15 lakhs to organise at least one such industry which will be able to supply cheap and standard equipment and materials for pre-schools, playgrounds, children's centres, and other child welfare organisations.

Research Programme

A sum of Rs. 10 lakhs be utilised for the promotion of a research programme in child welfare, in cooperation with the Research Programmes Committee of the Planning Commission.

That in order to meet the expenditures required for implementing programmes mentioned above, an additional allocation of Rs. 35 lakhs be sanctioned by the Planning Commission ; or in the alternative the Rs. 3 crores be redistributed to include the suggested programmes for the Guidance and Counselling Service, Research, and the promotion of an Industry for the manufacture of educational materials and toys.

Important And General Recommendations

An extensive programme of Social Welfare is being organised all over the country, it should be the national policy to consider child welfare as an integrated and comprehensive programme which must be implemented everywhere by properly constituted agencies of child welfare in all parts of the country ; and that the family and the community should play an increasingly important role in the execution of such programmes.

That, top priority should be given to the provision of adequate welfare services for children, giving proper consideration to the requirements if nutritions foods for infants and children, the dietary articles being supplied to urban slums and villages at every cheap rates.

That, as a matter of national policy, every effort should be made to promote the social health of the family and its integration. This has also to be attempted by counteracting those social forces which contribute towards family disorganisation and disintegration.

That, in the future policy of social welfare, the need for a proper reorientations in the welfare schemes for children should be taken into account ; and in social welfare, maternity and child welfare services should be given a very high priority.

That, the existing programmes of child care should be extended so as to benefit a large number of children ; and the existing efforts should be intensified so as to deal with all aspects of the life of the child. All the same time, the general quality of services should be improved in order to raise the standard of efficiency of child welfare programmes.

That, voluntary agencies should work as pioneers in the field of child welfare, dealing with educational and nutrition programmes not covered by normal social services, with experimental programmes for the improvement of existing services, and with programmes for the rehabilitation of children in need of special care. It should also be the function of voluntary agencies to act as mentors of the Government for speedy implementation and execution of child welfare, schemes and programmes promoting parental education.

That, utmost consideration be given to the provision of suitable environment to the child to protect him from climatic and environmental hazards so as to promote his chances for survival, growth and development. Suitable environment may be said to incorporate the following :

(a) Availability of adequate shelter in sanitary surroundings ;

(b) Protection from climate – especially protective clothings ;

(c) Provision of safety measures so as to afford protection against hazards of environment.

That, as the funds allotted for programmes of child welfare at present are entirely inadequate to meet the primary needs of survival and normal growth and development of the child, more funds should be raised, and allotments should be made after properly assessing the minimum needs of child welfare in each area.

That, existing programmes of grants-in-aid for the benefit of children under six years of age should be given a special priority so that as many children as as possible could be given help from the very beginning, and so that the cost of later welfare services may be reduced because of benefits derived from earlier assistance.

That a general social policy should now be laid down by the Central Government, and the following should be adopted as relevant articles dealing with problems and needs of children under six years of age :

(a) Having accepted the Declaration of Rights of Children as defined by UNICEF, all programmes relating to family and child welfare amongst all sections of the people must now be aimed at implementing, to the best of our capacity, the principles of the Charter.

(b) In view of the fundamental differences of approach by political ideologies and systems of Government, it is desirable that it should be the national policy to do everything to strengthen the family, and to promote its integration and comprehensive social health, so that the family may always remain the fittest institution to provide a proper environment to promote the health and welfare of the child.

(c) The true well-being of all families and children requires a careful and well organised programme of Family Planning ; and it should be the national policy to promote a coordinated and intensive programme of family planning along with child welfare.

(d) The nation must accept the equal importance of all the four stages of childhood-Intra-uterine stage, Infancy, Toddler's, and Pre-school stage-for the purposes of planning, organisation and development of child welfare. Local conditions and needs will determine priorities of child welfare activities within the general programme of social welfare.

(e) Immediate action must be taken to provide for the proper care of normal children, emphasis being laid on all programmes providing for the growth training and development of the normal child. The State should also take full responsibility for the care of abandoned children ; and it must recognise the special needs of handicapped, maladjusted and subnormal children.

(f) The State must recognise the need for assisting private social welfare agencies to promote experimental and special programmes of child welfare, especially those dealing with the study of children and the organisation and administration of pilot and experimental projects ; and when extensive programmes have to be developed for the welfare of all children in urban, rural and sylran areas, the State must bear the greater burden and responsibility for the promotion of such extensive and standard child welfare services.

Stages Of Childhood—Definitions

That, the following stages of childhood should be accepted with their implications in order to provide intensive care to children in the different stages of growth during the earliest period of life.

1. **Intra-Uterine** : From Conception To Birth ;

Programmes for maternity and antenatal care ; and parental education.

2. **Infancy** : From Birth To One Year; Programmes for preventing mortality and providing measures for promoting good health and growth of the child.

3. **Toddler Stage** : From One Year To Three Years: To emphasise the need of nutrition, healthy recreation and total environment care.

4. **Pre-School Stage** : From Three years to Six year. To emphasise the need of eduction and training. health, recreation and nutrition. (It must be noted that these are highly formative years when habits, character, and intelligence patterns are established.)

5. **Primary School Stage**: From Six years to 11 years: To emphasize the need of primary education, health and recreation.

Child Care And Neglect

That, the following should be accepted as the implied contents of a comprehensive concept of child care.

(a) Adequate nourishment for the child in terms of provision of the right type of food of good quality in adiquate quantity.

(b) Adequate shelter in sanitary surroundings.

(c) Protection from climate, especially protective clothing.

(d) Love and affection in the family environment.

(e) Protection against diseases, especially providing for comprehensive. frequent and timely immunisation against infectious diseases.

(f) Safety measures against hazards of environment.

(g) Opportunities for growth, development and activity in an atmosphere of freedom, and in association with other children.

(h) Opportunity for indoor and outdoor play.

(i) Opportunities for training and development of the child within his home, community, and/or institutional environment.

(j) Protection from unfit guardians, exploitation for material gain, and cruelty inflicted through physical punishment and injuries to his emotional and mental life.

(k) Adequate provision for early and immediate treatment of physical, mental, emotional and social handicaps and maladjustments.

That, 'Neglect' be defined as isolation of the child, leaving it without love, shelter and protection ; and the following be accepted as implied contents of the concept of neglect :

(a) Failure on the part of the family to provide shelter, nourishment and protection.

(b) Absence of attention to basic needs of children like affection, protection, security, play and companionship.

(c) Wilful exposure of children to unfavourable climatic conditions and insanitary surroundings.

(d) Failure to attend in time to minor ailments, physical handicaps and chronic sub-health.

(e) Exposure of the child to severe physical punishments, emotional shocks or mental injury.

(f) Absence of protection for the child from all kinds of exploitation.

(g) Association of the child with an unfit guardian.

(h) Permitting the child to live without a name or nationality.

Programmes

That, the following specific programmes be recognised as necessary activities for the purpose of promoting the welfare of children under six years of age :

(a) Family planning clinics and family counselling agencies.

(b) Clinics and community welfare programmes providing ante-natal and post-natal care ; and Health Visitors' service.

(c) Maternity hospitals, children's wards in hospitals, maternity homes, community dispensaries and hospitals for children.

(d) Creches and day nurseries.

(e) Pre-schools.

(f) Institutions and homes for children including institutions for the care of handicapped, maladjusted and sub-normal children.

(g) Schools of social work, social work department Universities, instutions promoting programmes for the training of child welfare personnel, and research and investigations dealing with living conditions, problems and needs of all children under six years of age.

Family Planning

That, a national network of family planning clincis should be initiated by powerful national and State organisations, and maximum use must be made of the press, cinema and radio to promote family planning in a national campaign.

That, efforts should be made to promote "spacing" as the chief objective of family planning, and parental education must promote a minimum spacing period of 30 months between the birth of the previous child and the conception of the next child. More extensive use of contraceptives must be recommended to parents who have three or more children to prevent a further increase in the size of the family.

That, the national association for the promotion of planned parenthood must receive maximun support from the State, and its plans and recommendations must be accepted, as far as possible, by all welfare organisations in the country.

Family And Mother's Welfare

That, the family should primarily undertake the responsibility of adequate child care and that it should receive all possible and necessary help from the regional community or the neighbourhood to which it belongs by implementing programmes contained in the other recommendations of the report.

That, in Community Development Programmes the social health of the family should receive as much attention as family economy. The Community Development Programmes should take special measures to promote and strengthen the family's spiritual and ethical backgrounds which had constituted in the past to sound social health and family and national integration.

That, a very careful study of women's participation in different aspects of national economy is required to ensure that the social health of the family is not affected when women undertake employment due to economic reasons.

The coordination and integration of programmes of health visitors, ante-natal, maternity and past-natal care, social education, housing management, community organisation and every type of domiciliary service is essential to spread the knowledge, and achieve the acceptance of family planning programmes in the shortest time possible.

Ante-Natal Care

That, the required services that an ante-natal programme should provide must be able to achieve the following objectives :

1. To create desirable psychological conditions to the expectant mother when she is primigravide, so that she is in a happy, hopeful and confident frame of mind, free of anxieties, sorrow and fears.
2. To diagnose and treat any early complications.
3. To increase the proportion of normal deliveries.
4. To lower the maternal mortality and morbidity rates.
5. To reduce the incidence of premature births, still-births and parental and neonatal deaths.
6. To improve the cleanliness, orderliness, and sanitary conditions of the house in which the expectant mother is living.
7. To give minimum parental education required by the mother, especially at the time of first delivery, in order to provide intelligent and affectionate care to the child from the very beginning, after birth.

Post-natal Care

The post-natal care must become an efficient instrument for ensuring the health and nutrition of both the mother and the infant during first 12 to 18 months after delivery. The mother should receive advice, assurance and instructions to protect the infant from neo-natal and other familiar infections.

That post-natal care must pay special attention to parental education with a view to increase "the mothers ability to cope with life" ; and due to inadequate personnel and facilites, this programme should become a primary element in all social education programmes in the country.

Health

That Health Services may be provided to children in the following ways :

(a) As part of basic services necessary for community health such as provision for adequate housing, safe water supply, improved sanitation, avoidance of over-crowding and slum conditions, etc.

(b) As specialised services for mothers and chiidren, such as ante-natal maternity, post-natal and counselling services, creches, pre-schools, children's playgrounds, immunisation programme against infections diseases, etc.

(c) That, health and nutrition requirements should be integrated with every programme of child care.

Recognising that adequate efforts are being made to increase the number of women doctors in the country, and also recognising that even male doctors are inadequate in rural areas, it is still imperative to increase the number of women doctors in the country in such a way that at least one woman doctor is employed in rural areas either in the primary health centre or in charge of an important subsidiary centre.

That, a special allowance may be given in order to attract medical personnel to work in rural areas. In addition, housing and educational facilities for the children of such personnel should also be provided.

Vital Statistics

That, all vital statistics which are required for the purpose of social studies should be based upon organised, systematic and efficient registration in all parts of the country; and measures should be taken to perfect this machinery before the commencement of the next census in 1971.

Reducing Infant Mortality

That, every effort should be made in India as early as possible to see that it leaves the 'high' mortality bracket (with infant mortality above 100) by reducing infant mortality rate to the bracket where it is between 35 and 75; and this could be achieved by improved standards of housing and wages, maximum employment, improved standard of living, and by increasing and improving existing services for the family, mother and child welfare in terms of family planning and parental education programmes and ante natal, maternity, post-

natal care, etc.

Immunisation

That, measures should be taken to protect the health of the child from contagious diseases, and the programme of timely and frequent immunisation should be extensively introduced to cover the entire population of children in the country.

That, whilst immunisation programmes are carried out through the various hospitals, clinics, primary health centres and dispensaries; this programmes should be accelerated with the cooperation of the urban and rural community welfare centres; and children should be given triple and single immunisations to ensure protection against T. B., small pox, dyphtheria tetanus and poliomyelitis. Moreover, innoculation against cholera and typhoid should be given to all the children before the age of 9 2/1 months.

Nutrition

That, attention must be given to the problem of infants who are not breast-fed. Humanised milk should be produced and distributed in cities where parents are able to afford their cost. Other mesures are needed to keep the supply of substitute powder milk and baby foods commercially produced to meet existing demands, especially in urban areas.

That, strong and effective measures should be taken to see that babies and children have the highest priority to obtain their needs from the local milk supply; and even rationing and control should be introduced whenever necessary, to prevent the use of whole milk in hotels and for commercial manufacture of sweets, pastries, ice-cream and such articles.

That, every effort should be made to discover and encourage the production of cheap foods. This work should be entrusted to State agencies, so that such foods can be supplied as subsidised foods and the cost of nourishment of children may be kept as low as possible.

Handicapped Children

That, for the welfare and treatment of all handicapped children, high priority should be given to preventive programmes and the detection of handicaps from as early an age as possible.

That, in each State the Ministry of Welfare should create "children's villages" for the care of abandoned children, and foundlings, and the village should be fed by sub-centres in urban and rural areas. These villages must consist of Homes which will function as rehabilitation centres which will include a reception service, a counselling service and case work service for parents and children, and it will also provide shelter, training, education, rehabilitation, etc., to the foundlings till he reaches the age of 18 years.

That, in order to reduce the pressure of orphanages and other institutions and also for assisting the child to avoid institutional care, foster home services should be organised by responsible organisations of child welfare in both urban and rural areas, and in cooperation with the authorities created for the enforcement of the Children Act.

That, adequate measures should be taken all over India to prevent blindness and for correction of defective vision, and for this purpose special measures should be taken for the detection of defective sights of children, in pre-schools, clinics, domiciliary programmes, community centres and all other agencies interested in the welfare of children. The investigation must specifically refer to blindness, and also V. D., small pox, trechoma caused by infection and as a result of vitamin 'A' deficiency.

Day Nurseries and Creches

That, for the benefit of working mothers and in environments which are evidently harmful for the health and growth of toddlers between one and three years of age, creches, day nurseries, or 'palnaghars' should be created to satisfy health and environmental needs and nutritive requirements of such children.

Pre-Schools

Since a large number of pre-schools are required in our country, it is desirable that the principles of simplicity of training and maximum economy in the management of pre-schools organisation should be adopted, especially in rural and tribal areas, to solve the problem of workers and funds. The pre-school should provide maximum variety of activities to occupy the time and interest of children.

That, leadership of pre-schools must come from special training institutions offering two or three years' graduate or post-graduate course in Universities, teachers' training colleges, and schools of social work, especially those offering specialisation in child welfare.

Considering the need for improved programmes for the training of all kinds of child welfare workers, it is recommended that a committee be set up to revise the existing programmes, curricula, methods of training, etc., in the various Ministries and departments of the State, as well as training programmes organised by the Universities, schools of social work, and private child welfare and educational agencies.

That, the following varieties of articles are needed for the use of children under six years of age; pre-school educational materials and apparatus; playground equipment; educational toys; general varities of toys to

suit children at different ages and levels of growth and development; picture books story books and childrens literature; books printed on cloth.

Recommendations : Central Government

Vital Statistics

The recommendations of the W. H. O. regarding tabulation of live birth and foetal deaths be endorsed; and that tabulation of live births and foetal deaths be registered in the four groups according to the length of gestation measured from the beginning of the last menstruation.

That, a committee should be appointed to examine the existing methods of registration in the State and suggest possible improvements that can achieve the purposes of registration.

That, the classification of infant mortality rates in Census Report may be done on the basis of standard of living, rather than on the basis of religion and community as at present. The classification of infant mortality on the standard of living basis may be as follows :

(1) Agricultural and forest labourers, artisans and small cultivators;

(2) Shop-keepers, money lenders, village officials and small landlords;

(3) Big landlords and rural aristocracy;

(4) Industrial workers and other wage earners;

(5) Shop-keepers, clerks and lower middle class;

(6) Professional and other educated persons and middle class;

(7) Owners of property and wealth, industrialists, financiers, etc.

That, the disparity of prices at which importers of milk (either in powder form or manufacturing them as children's foods). Supply the market and the market price of the same products should be examined, together with the policy regarding the import of foreign milk in powder form, so that every effort is made to increase the supply of powdered milk and children's foods to meet the full demand of the market for baby foods. This should also be achieved through indigenous manufacture of baby foods.

That, the assistance given by the UNICEF to increase the milk supply for babies and children should be properly utilised ; and further assistance must be given by the Centre to State Governments so that such schemes may be able to serve other cities with a population of more than three lakhs in the first instance.

That, the import policy regarding babies' and children's food should be carefully examined so that political and economic considerations do not came in the way of the availability of maximum quantities of milk powder at the lowest price till such time as when the entire needs could be met by internal production and that when whole milk supply is inadequate in the country, the import of foreign in gredients for infants' food should be treated as of equal importance with the need of foodgrains for the use of the adult population.

That, special efforts should be made to establish one or more plants for the production of cheap and nutritive foods for infants and children.

Legislation

That, efforts should be made to enact legislation for enabling private trusts and Endowments to divert their funds from less fundamental purposes in order to provide for the care of children whenever finances are available for the purpose of charity. This should especially be done by taking into consideration the Cypre Act or Law.

That, a Committee should be appointed to prepare a Model National Midwifery Act to be followed by legislation on the subject in every State.

Teaching of Paediatrics.

That, paediatrics must became a compulsory subject and part of the curriculum in all programmes of medical education ; and paediatricts should be recognised as specialists of great importance, and they should be gradually made available to every primary health centre by the end of the Fourth Plan Period.

Pre-Schools

At the present stage of pre-school development, it is suggested that important experimental projects should be carried out in different types of regions and communities and progress should be made in child study and research dealing with problems of growth, heredity, environment and child development as a whole.

Special type of child study and experimental pre-schools should be attached to universities, schools of social work and child study institutions.

Children's Literature

That the Ministry of Education should maintain a unit consisting of a permanent staff of artists, writers, photographers, cine-technicians, etc., for the writings of children's books, including story books, nursery rhymes and poetry, etc.; and their services should be available to assist the development of children's literature in the various States

That, for the printing of children's books, including picture books. books printed on cloth, etc., a national organisation is required with printing establishment equipped for photography, art work, and offset printing. A part of the produced materials without language

inscription may be used by different States imprint the coloured printed materials with appropriate language description in the various regional languages.

Whilst appreciating the work done by the Children's Book Trust, the Committee recommends the extension of the work of the Trust in order to enable it to prove of benefit to all the linguistice regions of the country.

Recommendations : State Governments

United Nations Charter For Children

That, the Declaration of the Rights of the Child adopted by UNICEF on November 20th, 195), should be extensively circularised amongst Governments and Departments at all levels ; and every effort should be made by State Governments and private agencies to achieve the purposes of the declaration.

Administration For Child Welfare

That, since existing programmes of child welfare are being carried out by a large number of departments of the various State Governments, it is recommended that a Division of Child Welfare be created in an appropriate Ministry, in order to provide specialised direction and guidance to all child welfare programmes of the States.

That, a permanent and regularly functioning Co-ordination Committee should be set up in each State consisting of representatives of each of the Departments dealing with programmes of child welfare in order to serve common objectives, maintain common standards, avoid over-lapping and achieve cooperation between all departments to promote maximum economy and efficiency.

That, the Coordination Committee on Child Welfare in each State should create an appropriate machinery to promote intensive cooperation and close coordination of all State and private effort for child welfare.

That, in States where the post of a Lady District Welfare Officer has not been created to serve the rural areas, such a post be created with the view to appoint a qualified and trained child welfare officer to organise, guide and supervise all programmes of women and child welfare in the district.

Legislation

That, severe and corrective action is needed to deal with persons who are guilty of criminal neglect of any child under their protection, guardianship, or custody. It is necessary and desirable to promote legislation against cruelty and neglect of children, and the law should be effectively enforced and implemented to prevent the sufferings and hardships of any child. It is recommended that a Committee be appointed to review the existing legislation and suggest modifications wherever necessary.

Housing

That, to strengthen the family socially, the problem of housing should be dealt with not only in terms of minimum housing standards, but also in terms of adequate, proper and systematic housing management where properties, good neighbourliness, health and human relation are looked after.

Vital Statistics

That, immediate measures must be taken to see that registration regarding births and deaths of children and causes of infant mortality are properly carried out so that the correct situation could be understood. As far as possible, all States should adopt a uniform method of registration of data pertaining to vital statistics and other information for demographic purposes.

That, there should be a permanent machinery in every State for the maintenance of all vital statistics, and annual reports should be available to cover all areas of the country without exception. If possible, there should be a Census Bureau in every State.

Family Planning

Whilst facilities for sterilisation and performance of vasectomy should be increased, including the use of mobile service, the training of the entire staff associated with the programme is necessary to increase its efficiency and efficacy. A follow-up service for a brief period is necessary to deal with such cases.

Health And Nutrition

Health services should be started for children of pre-school age so that periodical health check up of children of this age group may be carried out.

That, at least one children's hospital should be created in every State,

Efforts should be made to provide adequate milk to all the children, under-nourished children being given a priority.

That, programmes for the nourishment of children providing the right type of food of good quality and adequate quantity should be introduced in all pre-schools.

That, cooperative dairy farming should be developed in rural areas ; and milk distribution to methods and children should be done through the panchayats.

That, in order to prevent profiteering, welfare centres and cooperatives must become direct distributors of all commercial goods, including milk products produced and imported into the country.

That, every effort should be made to discover and encourage the production of cheap foods. This work should be entrusted to State Agencies, so that such foods can be supplied as subsidised foods and thus the cost of nourishment of children may be keept as low as possible.

Large scale production of protein rich foods which have already been perfected should be encouraged. That further research should be conducted to discover more articles containing high nutritive value in terms of protein to supplement and substitute the milk supply.

Health Visitors

That, a Health Visitors service is essential in all the States, and the domiciliary service along with properly organised ante-natal and post-natal clinics should function even when Public Health Nurses are available to assist the community under the control of the Ministry of Health.

Maternity Services

That, the existing training programmes for Dais need to be increased so that they may function as provisional Health Visitors and as parent educators and instructors in family planning wherever possible, and when special staff is not available for these programmes.

That, there should be done trained dai for every 20 villages ; and for every 10,000 of rural population by the end of the Third Plan period, to be increased to one trained dai for every five villages and 3,000 of rural population by the end of the Fourth Plan Period.

That, the prevailing system of attention to pregnant mothers in the community at the time of delivery should always be taken into consideration, and till such time as a national midwifery service is properly constituted and organised, the policy of compulsary registration of all the dais must be adopted, accompanied by a period of minimum training for such dais to be organised in every district of the country.

Post-Natal Care

The post-natal and well-baby clinics should be organised within primary health centres and M.C.H. Centres to supervise the cases up to the age of at least one year, and upto three years wherever possible.

Pre-Schools

Government should give substantial assistance to voluntary institutions running pre-primary schools.

That, different categories of aid should be given mainly to assist the pre-school with equipment, payment of salary of teachers, and to supplement the cost of pre-school feeding programmes, etc. A grant-in-aid should be paid by the Central Government to pilot and experimental projects ; and State Governments should promote pilot projects in each district ; and Municipalities should develop pre-schools mainly for the benefit of slum areas and to cater to children who do not have the advantage of being brought up in proper physical and human environments.

That, all under-privileged children should be given an opportunity for pre-school education ; but it is not desirable to create separate pre-schools for them.

That, wherever possible, States should enact a Pre-School Act and all pre-schools be registered under the Society Registration Act of 1860. All pre-schools should conform to minimum standards which the relevant Municipality or the State may lay down.

That, the age of admission to the pre-schools should be about three-and-a-half years in all general types of pre-schools ; and children who are two-and-a half years old may be admitted in pre-schools where there are sufficient number of assistant teachers, and the teacher is not called upon to lookafter more than 15 children under three-and-a-half years of age.

That, all pre-schools should be universally co-educational and all the children may wear a common type of dress.

That, ordinarily a child may spend a minimum of two years and a maximum of four years in a pre-school.

That, a normal unit of a pre-school should be of 25 children and one unit of pre-school should not have more than 40 children. In case there are more than 20 children in a unit, the unit should have are additional assistant teacher.

Recommended Scales

Graduate teachers with special two years training	Rs. 200 plus D.A. to Rs. 250.
Graduates with short-term training	Rs. 120 plus D.A. to Rs. 250.
Intermediate Arts with special two years training	Rs. 150 plus D.A. to Rs. 300
Matriculates with special training	Rs. 90 plus D.A. to Rs. 180.
Assistant Teachers—Matriculates with training	Rs. 90 plus D.A. to Rs. 150.
Assistant Teachers—Non-Matriculates (V.F.) with training	Rs. 70 plus D.A. to Rs. 150
Attendants, Sahayikas, Cooks and Servants	Rs. 40 plus D.A or prevailing scales in the area.

Care Of The Handicapped Child

That the following classes of handicapped children should be given special treatment in terms of institutional care and other programmes in order to provide opportunities for rehabilitation and normal growth and development.

1. Orphans ;
2. Foundlings ;

3. Blind and partially visioned, deaf and dumb ;
4. Children affected by chronic diseases like T.B., V.D., etc.

That, a few large hospitals and rehabilitation centres should be created in the various States to deal with the cases requiring long term care and intensive treatment for rehabilitation.

The Committee is of the opinion that the cost of maintenance of majority of children under six years of age in boarding institutions vary between Rs. 40 to Rs. 50 per month per head excluding the cost of treatment ; and adequate grants-in-aid be provided to enable such children to receive opportunities to grow up as normal children.

That, adequate services are not provided at present for children whose one parent is alive ; and therefore it is necessary to create Short Stay Homes where children could be looked after till their parents are able to undertake full responsibility for the care of children.

That, the traditional procedures connected with adoption of children are at present inadequate ; and effective measures are necessary to apply amended Adoption Act to all those who desire to adopt children ; and there should be a provision for screening, recommendation and acceptance for a short-term observation in order to protect the true interests of the adopted child.

That, in each State, the Ministry of Welfare should create "Children's Villages" for the care of foundlings and the village should be fed by sub centres in rural and urban areas. These villages must consist of Homes which will function as rehabilitation centres which will serve as a case work service for the parents and the child, and it will provide shelter, training, education, rehabilitation, etc. to the foundlings till they reach the age of 18 years.

That, a nation-wide census of handicapped children should be carried out and this work should be the responsibility of Gram Panchayats and District authorities in rural areas, whilst in urban areas the census must be carried out by Municipalities with the help of social welfare organisations and Universities.

That, in order to detect handicapped conditions, the norms showing development of the child at various stages should be widely published and made available to hospitals, clinics, institutions and welfare agencies.

That, States should divert some funds from the finances earmarked for pre-school education to provide special pre-school for handicapped children.

That, for the detection of auditory defects, audiometric units should be created in hospitals, and in all institutions for deaf and mutes, etc.

Experimental day nurseries for the benefit of working and illiterate mothers should be organised in all rural areas where the integrated programme of child welfare will be introduced in the Third Plan period.

That, day nurseries should be organised in orphanages and foundling homes where infant and small children are admitted, and trained nurses should be employed in such institutions. Day nurseries are also needed in women's institutions, prisons where females are kept, in slum areas and in areas where ex-criminal groups reside.

That, training programmes should be organised, as far as possible, along with training programmes of balsevikas, health visitors and pre-school teachers for the benefit of special balsevikas to serve in creches and day nurseries. The day nurseries training curriculum should also become a part of the training of Public Health Nurses. Short-term training programmes should also be organised by aided programmes in schools of social work.

Training

That, training programmes may be developed in important cities, as well as in all the States, to give a comprehensive in-service training in problems, needs and programmes of child welfare to personnel who are employed to serve in different fields.

Recommendations : Municipalities And Zila Parishads

That municipalities and zila parishads should give high priority to welfare programmes for the mother and child by promoting funds for the organisation and efficient management of domiciliary services and M.C.H. centrer providing for ante natal and post natal care, family planning, pre-schools, and programmes for the feeding of under nourished children.

That, the development of services for the mother and the child should be based upon local needs of the particular place and the particular time.

That, as the funds allotted for programmes of child welfare at present are entirely inadequate to meet the primary needs of survival and normal growth and development of the child, more funds should be raised, and allotments should be made after properly assessing the minimum needs of child welfare in each area.

That, child welfare at the community level in urban and rural areas should now be carried out by a proper personnel selected and trained for specific functions ; and their numbers should be increased according to the increasing resources which are now to be provided for the execution of all integrated programmes, including family planning, health visiting, ante-natal and post-natal care, family contact and counselling and parental education, etc.

That, special measures should be taken in urban areas to reduce infant mortality especially in slum areas ; and intensive programmes of child welfare and ante-natal and post-natal care should be extensively introduced in such areas as early as possible.

Children's food should be supplemented through milk centres for the poor in as many urban areas as possible.

That, the assistance given by the UNICEF to increase the milk supply for babies and children should be porperly utilised ; and further assistance must be given by the Centre to State Governments so that such schemes may be able to serve other cities with a population of more than three lakhs in the first instance.

That, in order to provide improved care to new born children, pressure on maternity services in urban areas should be reduced ; and this can be done by strengthening and increasing domiciliary services so that all the cases for normal delivery may be attended to outside the institutions.

That, the existing number of maternity beds in city hospitals should provided over and above their own requirements for accommodating five per cent to 10 per cent of the total births outside—properly equipped maternity homes and domiciliary service outside such hospitals.

That, wherever there is any kind of housing authority such as Housing Boards, Housing Cooperative Societies, Development Boards, etc., in existence, efforts should be made to create ante-natal and post-natal clinics in their area ; and grant-in-aid should be given to them by municipalities and State Governments.

That, in localities where higher income groups are living, the private practitioner should open Family Planning and ante-natal clinics to serve the locality.

That, in slum areas and in the localities where lower income groups live, one health visitor or midwife (or public health nurse) should be provided at the rate of one to 400 families to provide medical assistance and guidance to them.

That, specialised services should be provided at materntiy and paediatric hospitals for mothers and children who are referred to them by maternity or child welfare centres, namely regional clinics for investigation and treatment of serious cases such as V.D., E.N.T., eye defects, etc.

That ante-natal clinics should carefully supervise the diet of pregnant women, and if required, should supplement them by free meal scheme.

That, ante-natal and post-natal programmes should be assisted by other welfare wokers like family planning counsellers, family connsellers, social education workers, community organisers, etc.

That, as deaf children are invariably mute also, and deafness is not normally detected till the child is 12 to 18 months old, post natal clinics should be mainly responsible for the detection all the sensory defects of the child.

Recommendations : Community Development

That, in a community development programme the social health of the family should receive as much attention as family economy especially through programmes of have economics, social education and family counselling wherever possible. The community development programmes should take special measures to promote and strengthen the family's spiritual and ethical backgrounds which had contributed in the past to sound social health and family and national integration.

That, all panchayats must be associated and made responsible for not only the registration of data, but the supervision of the registration machinery at the lowest level.

Child Health

That, coverage of primary health centres in rural areas, and municipal MCW centres in urban areas should be reduced to a number which could be effectively handled by the staff. The existing staff should not later to a population of more than 25,000 persons.

That, special nutrition rehabilitation centres should be started in community areas to provide simple and inexpensive meals to children to help them to recover from deficiency caused by diseases like rickets, beriberi,, etc.

That courses in nutrition may be included in school curricula; and besides, education about nutritional needs of children may be imported to mothers through various centres and domiciliary programmes. Demonstrations should be given dealing with methods of cooking articles and dishes so that the nutrition value of food may not be lost.

That, there should be one trained dai for every 20 villages; and for every 10,000 of rural population by the end of the Third Plan period, to be increased to one trained dai for every five villages and 3,000 of rural population by the end of the Fourth Plan period.

That, a nationwide census of handicapped children should be carried out and this work should be the responsibility of Gram Panchayats and District Authorities in rural areas, whilst in urban areas the census must be carried out by municipalities with the help of social welfare organisation and universities.

Recommendations : Pre-Schools

That, pre-school education must be single mindedly devoted to the true welfare, growth and development of the human child as a vital organism, and a unit of the human species.

That, the concepts of pre-school philosophy and principles are appropriate to Indian conditions and needs; that children must be healthy and active within their family and community environments, and grow up and develop during childhood to receive education and become worthy citizens of the nation.

That, the system of training must correspond to the fundamental needs of the child's comprehensive growth and development irrespective of any social, economic, political or philosophical considerations.

That, the pre-school programme should be based upon five factors which have been universally accepted and which are stated below :

(a) Heredity and environment of the child must receive very great attention because the growth and development of the child is largely dependent on these two factors.

(b) That, child at all times must live in an atmosphere which is full of joy, contributing to its total happiness.

(c) The child must grow up and develop in conditions of freedom.

(d) The child needs activity in order to spend its energy and to expand its total capacity and abilities, thus accumulating experience which contribute to its total growth and development.

(e) The child needs protection and assistance of parents and other competent persons who are aware of the special needs of children during the pre-school age.

In order to increase the number of pre-schools in the whole of India including urban, rural and sylvan areas, it is necessary to organisationally promote self-sufficient pre-schools which could be organised, if possible, without the assistance of the State to be managed by regional communities in urban neighbourhoods and large villages. A national pre-school association be created for this purpose.

Pre-schools shall be started in urban areas, where people can pay the cost of education of the children.

Responsibility for starting pre-schools should be left to voluntary organisations with adequate assistance from the Government.

That pre-schools should be of the following types :

(a) A half day organisation to be developed as "The Minimum Standard Pre-School". A pre-school of minimum standard should provide a playground, look after the health and cleanliness of children, inculcate in them good habits and correct behaviours, and provide such opportunities for training like Nature Study, and other subjects which can be easily dealt with by reasonably trained teachers and Balsevikas.

(b) Standard pre-schools following some kind of systems like the Montessori, the Pre-Basic, Azzisi and any other system suitable to rural areas; and any type of pre-school using programmes, methods and techniques suitable for different types of environments in urban areas.

(The true meaning of Pre-Basic should imply the acceptance of the "Principle of Activity" initiated and developed by a number of psychologists and educationist of Vienna. The types of activities must be suitable to the needs of the child and the community.)

(c) A pre-school project attached to the village primary school, to be located as far as possible in a separate structure so that classes of the pre-school and primary school are not held together.

(d) Infant classes in primary schools and high schools, with training and programme modified to conform to principles and programmes of the pre-school.

(e) Open air pre-schools with playgrounds may be created where facilities and, resources are inadequate; or where there are inadequate numbers of children to promote a pre-school as a unit.

(f) (i) Pre-schools attached to institutions where unattached women with children are provided with boarding and lodging facilities.

(ii) Special pre-schools in urban areas for sub-normal, feeble-minded and problem children with behaviour disorders.

(iii) Special types of pre-schools to help the care, training and rehabilitation of handicapped children.

(iv) Pre- schools attached to prisons for women with their children.

(v) Pre-schools with a high standard of service for areas where communities of ex-criminal groups live.

(vi) Pre-schools promoted as a special treatment for areas where juvenile delinquency is extensively present.

(g) Pre-schools organised in large housing schemes where a number of rooms and tenements are available for their use. Where there is no space for playgrounds, terraces may be suitably adjusted for the purpose in order to provide safety for the children.

That, all under-privileged children should be given an opportunity for pre-school education; but it is not desirable to create separate pre-schools for them.

That, a common nomenclature for all pre-schools is not desirable; but when names are given to pre-schools, they should not be, as far as possible, associated with names of systems and types of equipment used in each pre-school.

It is not desirable for pre-schools to have a very large number of children and as far as possible, a pre-school should not have more than four units.

That, during the whole period of stay of a child in a pre school, it may go through three or four stages of training. Each stage of the child's training in a pre-school must conform to his physical conditions and nature of growth and development.

That, pre-school should, as far as possible, be located near places where a large number of families reside; and as far as possible, they may belong to regional communities, and may be entrusted to their care for management and supervision.

That, where children have to walk to the pre-school, they should not be expected to go more than one mile from their place of residence each day.

Transport facilities may be provided by institutions which are self-sufficient in their resources.

That, the presence of natural surroundings is necessary for the physical growth and emotional development of children; and when pre-schools are not open-air schools, gardens and playgrounds shall be attached to them.

Pre-schools in rural areas should be located in villages with minimum population of about 500 persons. Preference should be given to villages which agree to give a site for the structure and playground and bear part cost of structure, or at least provide labour for construction.

In tribal areas where people live in hamlets which are located at considerable distances with small population, the pre-schools should be located in villages where hamlets are close together, and where it will be possible for the children to walk small distances to attend the pre-school.

That heavy capital expenditure should not be incurred for the construction of pre-schools. Even open air schools, low cost structures or gardens or open spaces be considered adequate for the use of children.

That whenever possible simple structures may be constructed, and they could be 'kutcha' structures in rural areas, using local materials for their construction. The plan of the pre-school should allow sufficient space for kitchen and a washing place, dining and siesta.

That, a pre-school must have a playground, at least two rooms, a tap, bath room, lavatory and urinals.

That, municipalities, landlords, owners of public places like temples, churches and all citizens must do everything in their power to see that space and shelter are not denied to children for play and pre-schools.

That, playgrounds should be provided by all Housing Boards, or other types of housing authorities so that there is accommodation for an open-air pre-school with 80 to 100 children in a community of about 500 families.

That, for pre-schools with more available space about 100 sq. feet of ground and garden per child are needed for open air activities. For indoor activities there should be an assembly hall, which can also be used for siesta purposes, as well as space for group activities and indoor meetings. A store room and a kitchen, an office room, a staff room, and an isolation room could always be useful. There should be a locker room for children, if possible, adequate washing and bathing accommodation, and taps and toilet for all children, should be provided. At least one lavatory is needed for every 12 to 15 children.

That routine programme of activities of the pre-school must always be adopted to suit the place, the climate, the ability of teachers and the wish of children and pre-schools are invariably 'good weather' institutions, and children should not be called to participate in activities of pre-school during inclement weather when there are heavy rains or cold. Pre-schools should function during seasons and months suitable for different types of pre-school activities.

That pre-schools should start there day in the morning assembly so that all children may gather, meet each other, and enjoy companionship. Daily programmes should be planned in advance by the pre-school teachers ; and varieties of subjects and activities should be introduced every day like play activities, learning activities, handwork activities, practicals, school service, etc. Children must enjoy open air and outdoor life as much as they can. The time allotted to different types of activities should vary according to the capacities of children to give attention and their interest in activities or subjects which are handled by the teacher.

That, children must participate in all important activities of the whole community, and this must be an important part of all pre-school activities.

That, at least a midday meal or snack should be served at pre-school ; and three meals should be given, if the family and the community are willing to contribute towards the expenses of a light morning breakfast with milk, lunch, and light evening snack with fruits.

That, a careful study must be made of the sleeping habits of children at home ; and there must be a daily siesta of 90 to 120 minutes after the midday meal. When the pre-school works only for half-a-day, and when parents insist that children should return home for their afternoon lunch, then parental education must make them realise that the child must have sleep and rest at home during the afternoon.

That, to meet all pre-school expenses, local contributions should be obtained from the community in cash, kind, labour or service towards programme of construction, nutrition, instruction, excursions and camps.

There should be team of the following scientists to assist pre-school workers' training programme and counsellors of pre-schools : Psychologists, Paediatricians,

Nutrition Experts, Educationists, Sociologist, Biologist, and other scientists dealing with the methodology of pre-school training. Their services may be requisitioned from regional Universities.

That, Balsevikas should be young women, preferably under 25 years of age at the time of employment, as small child normally responds affectionately to young persons or very old persons. The employment of young men (Balmitras) should not be ruled out for pre-school work, because they are useful as instructors for hand-work, playground activities and pre school social service.

That, pre-school with two or three units and not exceeding four units should have a Mukhya Shikshika, or Headmistress or Principal.

A large number of pre-schools and institutions with a high standard of child care and training programme will require a Director for the pre-school, while in rural areas persons will be required to direct, organise, and supervise a large number of pre-schools in each district. A woman District Welfare Officer should be entrusted with this work.

That, term like 'ayah' or 'servants' are in appropriate for pre-schools, but assistants and 'helpers' or 'Sahayika' are required for the maintenance of cleanliness, helping children to bathe and wash themselves, for the preparation of service of meals, cleaning of utensils, and helping to look after unmanageable children.

Pre-school attended by children with behaviour problems require a special person on the staff trained in psychology.

Recommended Scales

Graduate teachers with special two years' training	...Rs. 200 plus D A. to Rs. 350.
Graduates with short-term training	...Rs. 120 plus D.A. to Rs. 250
Intermediate Arts with special two years training	...Rs. 150 plus D.A. to Rs. 300
Matriculates with special training	...Rs. 90 plus D.A. to Rs. 180
Assistant Teachers—Matriculates with training	...Rs. 90 plus D.A. to Rs. 150
Assistant Teachers—Non-Matriculates (V.F.) with training	...Rs. 70 plus D.A, to Rs. 150
Attendants, Sahayika, cooks and servants	...Rs. 40 plus D.A. or prevailing scales in the area.

Recommendations : Miscellaneous

That, courses in nutrition may be included in school curricula ; and besides, education about nutritional needs of children may be imparted to mothers through various centres and domiciliary programmes. Demonstrations should be given on methods of cooking articles and dishes so that the nutritive content and value of food may not lost.

That, specialised services should be provided at maternity and paediatric hospitals for mothers and children who are referred to them by maternity or child welfare centres namely regional clinics for investigation and treatment of serious cases, such as V.D., E.N.T., eye defects, etc.

That, anti-natal clinics should carefully supervise the diet of pregnant women, and if required, should supplement them by free meal scheme.

Family Planning

Family planning must become a regular habit amongst married adults in rural and urban communities, and extensive cooperative efforts of all social welfare organisations and medical and educational services must achieve this object through family contact programmes and parental education.

Anti-Natal Care

That, the required services that an ante-natal programme should provide must be able to achieve the following objectives :

(a) To create reasonably desirable psychological conditions to the expectant mother when she is primigravide, so that she is in a happy, hopeful and confident frame of mind, free of anxieties, sorrows and fears:

(b) To diagnose and treat any early complications.

(c) To increase the proportions of normal deliveries.

(d) To reduce the incidence of premature births, still-births and parental and neo-natal deaths.

(e) To improve the cleanliness, orderliness, and sanitary conditions of the house in which expectant mother is living.

(f) To give minimum parental education required by the mother, especially at the time of first delivery, in order to provide intelligent and affectionate care to the child from the very beginning, after birth.

That, wherever there is any kind of Housing Authority such as Housing Boards, Housing Cooperative Societies, Development Boards, etc., in existence, efforts should be made to create ante-natal and post-natal clinics in their area ; and grant-in-aid should be given to them by Municipalities and State Governments.

That, the use of the Rhythm Method is useful to create the knowledge and consciousness of family planning, and to overcome the mental hesitation and antagonism to concepts of planned parent-hood.

In recommending and adopting the use of any kind of contraceptive, the psychological reactions of the uses and the aesthetics of sexual relations must be kept in

mind, together with a consideration for the general moral and social health of the family, youth and society as a whole.

That, parents, school teachers and Government Departments should be given sufficient guidance in adopting the right approach to the welfare of handicapped children.

That, for the purpose of early detection of handicaps ane effective care and rehabilitation of cases, the following measures are suggested :

(a) A programme of parental education.

(b) Pre-school teachers, garmsevikas and balsevikas should have some elementary training to be able to detect early defects which can be referred to school, Health and Medical services.

(c) The staff of Primary Health Centres and even indigenous dais could be trained to detect defects at an early stage.

(d) Mobile Health Units in rural areas, and all child welfare agencies in urban areas can help the detection of handicapped.

That, parental education should be provided as an essential part of all day nursery programmes.

That, educational toys and materials should, as far as possible, be manufactured locally.

That, toys made of rubber, metal and plastics may be manufactured by the private sector ; but they must be suitably guided by educational and child welfare agencies regarding design, construction, costs, etc.

PETRO-CHEMICAL COMMITTEE, 1960—REPORT

New Delhi, Ministry of Commerce and Industry, 1963. 120p.+iiip.

Chairman : Dr. G.P. Kane.
Members : Shri K.K. Sahni ; Dr. J. S. Ahluwalia ; Shri K. Vyasulu.
Secretary : Dr. A. Seetharamiah.

APPOINTMENT

A committee for the preparation of a plan for the development of petro-chemical industries during the Third and the Fourth Five-Year Plans was appointed in terms of Office Memorandum No. CH(1)—2(81)/60, dated October 10, 1960, issued by the Government of India in the Ministry of Commerce and Industry. The Terms of Reference of the Committee as well as its composition were amended by a further Office memorandum No. CH (1)—2(81)/60, dated November 2, 1960, issued by the Ministry of Commerce and Industry. The background to the appointment of the Committee is stated as follows :

"During the last few years in many advanced countries of the world, products such as synthetic rubber, plastics, insecticides, detergents and organic solvents have been made increasingly as petro-chemicals. In view of the rapidly rising demands of such products in the country and the likely availability of suitable petroleum fractions for their production in the next few years, Government recognise the need to encourage the development of petro-chemical industries. It has, therefore, been decided to set a Committee to study the subjects in all its aspects so as to evolve a plan for organising such industries during the Third and the Fourth Five-Year Plans.

TERMS OF REFERENCE

(a) An assessment of the types and quantities of material whose production may have to be organised in petro-chemical industries ;

(b) A study of the integrated pattern of production of petro-chemicals in advanced countries and to evolve a suitable pattern for development in India ;

(c) To assess the extent to which aromatic as well as aliphatic raw materials may have to be produced as petro-chemicals during the period 1961 to 1971 ; and

(d) To recommend the pattern of development of petro-chemical industries in the country.

The above para (b) was substituted vide Memorandum No. CH (1)—2 (81)/60, dated November 2, 1960 as follows :

"To evolve a suitable pattern for development in India in the context of the integrated pattern of production of petro-chemicals in advanced countries".

CONTENTS

Introduction and Scope of the Committee's Work ; A Brief Review of the Development of Petro-Chemical Industry in Advanced Countries ; Availability of Raw Material Feed Stocks ; Organic Chemicals and Other Products to be Manufactured from Petroleum Products ; Facilities Needed for the Manufacture of Organic

Chemicals and Other Products and Related Matters; Estimated Current Availability of Organic Chemical and Related Products; The Extent to which the Demand for these Products would have to be Based on Petroleum and Non-Petroleum Feed-Stocks, Estimates Regarding Investment, Value of Production, etc.; Summary of Conclusions and Recommendations; Appendices I to VI.

RECOMMENDATIONS

The demand for organic chemicals; synthetic rubber plastics, pesticides, detergents, etc., is rising very rapidly in the country. The three chief raw materials for the Organic Chemicals Industry, viz., Petroleum and its products, coaltar products, vegetable matter and fermentation products thereof would become available shortly for the first time in the country in substantial quantities. The Organic Chemicals Industry, which can be said to have just started in the country, is therefore on the threshold of major developments and one may expect a spectacular growth and development of this industry during the next decade.

While the raw materials from carbonisation of coal are aromatic compounds, those from petroleum are largely aliphatic compounds. Since modern processes enable compounds of both types to be obtained from either, coal and petroleum may be regarded as complementary as well as supplementary sources of chemicals. Both are, therefore, necessary for the modern Organic Chemicals Industry.

In the industrially advanced countries the demand forecasts for different organic chemicals and other products are worked out on the basis of projecting the consumption rates in relation to current levels and the growth of income and their distribution in the country. The studies would also cover patterns and shifts in consumption expenditure. Such an approach is not feasible at the present stage in India, because the Organic Chemicals Industry is still in its infancy.

Further in a planned economy dependents on heavy imports for development, restraints on consumption are expected to operate. The Committee is not in a position to make assumptions about such restraints.

The restrictive factors acting as a brake on consumption would have been largely overcome by the end of the Third Plan and thereafter production could be expected to expand freely in response to demand.

Targets for more important products under the Third as well as the Fourth Five-Year Plan has been worked out taking into consideration estimated domestic demand, minimum economic size of manufacturing units export potentialities, etc.

Some of the more important products the production of which will have to be taken up first have been listed and targets of production for them under the Third and Fourth Plans have been suggested.

The Committee is of the view that if there are no restraints on consumption and investments nor abnormal price increases, the demand estimates worked out for the end of the Third and the Fourth Plans would definitely be reached. It is noted that the targets proposed for 1965-66 in the Report on the Third Plan for some of these products are lower than those suggested by the Development Council. The report, however, states that the revision of these targets open to consideration in the Third Plan period.

In order to ensure the production of adequate quantities of organic chemicals and other products, it would be necessary to ensure that the following primary raw materials which would be used as feed-stocks one made available to the extent indicated below for the Organic Chemicals Industry.

	1965-66	1970-71
	tons	tons
(1) Methanol	25,000	60,000
(2) Ethyl-Alcohol	200,000	290,000
(3) Ethylene	50,000	165,000
(4) Propylene	20,000	70,000
(5) N-Butane/N-Butylenes	60,000/45,000	160,000/120,000
(6) Isobutylenes	13,000	67,5000
(7) Acetylene	24,000	59,000
(8) Benzene	80,000	180,000
(9) Naphthalene	20,000	40,000

Production of methanol and ethylene could be organised either from coke-over gases or petroleum feed-stocks. Propylene, N-butane/N-butylenes, iso-butane/iso-butylene would have to be based on petroleum feed-stocks.

The entire requirement of ethyl-alcohol would be obtained by the fermentation of molasses and it would not be necessary to produce ethyl-alcohol based on petroleum products.

Part of the requirements of benzene would be met from coal-tar source, the balance being met from petroleum source.

Almost the entire quantity of acetylene needed by the end of the Third Plan is assumed to be met from calcium carbide. During the Fourth Plan, there might be some production of acetylene from petroleum sources depending on its economics.

The demands for cis-4-polybutadiene poly-iso-prene and butyl rubbers are likely to be interchanged, and this fact would have to be taken into account while creating capacity for synthetic rubber. The position would be somewhat similar in the case of major plastics, namely PVC, polyethylene and polystyrene,

In the past, the demand for benzene for the Organic

Chemicals Industry was small but during the next few years to demand is expected to increase very rapidly which would not be met by the benzene recovered from coal carbonisation units. This is so because coal carbonisation is linked mainly to steel production and the rate of increase in the production of organic chemicals would be much faster as compared to the rate of increase in steel production. Therefore, the gap between demand and supply of benzene would have to be bridged by the production of benzene from petroleum source.

Aromatic are generally made from petroleum source by catalytic reforming of naphthenic rich fractions. Several commercial catalytic-forming processes are available and the process best suited to meet the country's requirements will have to be chosen.

Toluene content in the reformate is higher than the benzene conten; but the demand for benzene is greater than for toluene. By selection of proper fractions it would be possible to rectify this imbalance.

The crudes refined at present in India are imported from Middle East and these certain comparatively small quantity of naphthenes since these are mixed base. These crudes, therefore, are not suitable for producton of aromatics.

We would have a very good source of crude for the manufacture of aromatics in the Nahorkatiya crudes which are very rich in aromatics as well as naphthenic hydro-carbons. Since there is likely to be a shortage of benzene in the country, it is necessary that the indigenous crudes are suitably processed for the recovery of aromatics.

While the light gasoline fraction of Combay crude is reported to contain 18.2 per cent naphtenes and 4.2 per cent aromatics, the light fraction of Ankleshwar crude is reported to contain 32.2 per cent naphthenes and 10 pre cent aromatics. These crudes, particularly the one from Ankleshwar, appear to be suitable for the production of aromatics.

Since the demand for benezene for the projects already sanctioned in the Western region of the country is about 20,000 tons/year and the naphtha-cracking units (stream-crackers) in that region would only meet about half of this requirement, there is need for additional benzene which can be met either by expanding the capacity of the naphtha crackers already sanctioned and/or by the catalytic reforming and isolation of aromatics. In this content the production of aromatics from Ankleshwar crude in the new refinery would deserve careful consideration.

Catalytic reformers and naphtha-crackers should, as far as possible, be set up in conjunction with refineries. There would be certain advantages in a refinery itself setting-up a catalytic reformer because the non-aromatic fractions of a reformate could be used with advantage by a refinery for gasoline blending and this would influence the economics of the aromatics plant as well as the refinery. Similar considerations would hold good in respect of steam-crackers also. Under exceptional circumstances, however, a stream-cracker may have to be set up independently.

Since the plants for the manufacture of aromatics are capital intensive, it is essential to ensure that the units are of economic size because it is important that the products are made available to the other industrial consumers at prices comparable with world prices for these commodities or in competition with supplies from steel plants in the country.

In addition to methane, propane, butanes and pentanes, considerable quantities of hydrogen would became available as a by-product in the catalytic reformers and these would have to be utilised to the best advantage.

Toluene obtained from coal carbonisation units and the catalytic reformers would be far in excess of internal requirements and its disposal would pose problem. A solution to this problem can be found either by adding it to motor gasolene as high octane component or by its conversion to phenol as well as to benzene by dealkylation with hydrogen. Exports, if feasible, will also provide another outlet.

While there would be a good demand for O-xylene for conversion to phthalican hydride—there might even be shortage of O-xylene—the disposal of m-xylene would be a serious problem. It may become necessary to adopt processes for the isomerisation of m-xylene to O-xylene and p-xylene mixture and thus reduce the magnitude of the problem.

The amount of naphthalene which would be recovered from coal carbonisation units would be inadequate to meet the demand for it in the country. The production of naphthalene from petroleum source is on its way for the first time even in U.S.A. Therefore the gap between demand and supply may have to be bridged by the use of an alternative starting material viz., O-xylene for the production of phthalic-anhydride.

Since the demand for ethlene and propylene would not be met by the two steam-crackers which have already been approved in the Bombay region, it is evident that further step-up of steam-cracking facilities would be needed even during the Third Plan vis-a-vis the demand forecasts for ethylene and propylene.

The production of indigenous raw rubber in the plantations in South India has not been able to keep pace with the rapidly increasing damands of the Rubber-Goods Manufacturing Industry. The demand for all varieties of rubber, which was of the order of 58,000 tons in 1960, is expected to rise to 141,000 tons in 1965 and to 282,000 tons in 1970. The production of natural

expected to increase from the current level of about 25,000 tons to about 40,000 tons by 1965 and about 55,000 tons by 1970. It is, therefore, necessary to fill the gap between supply and demand by undertaking the production of synthetic rubber on a large scale. In view of the limited availabilty of natural rubber it will be necessary to undertake the manufacture of those varieties of synthetic rubbers which would need the least amount of natural rubber for compounding. On this score the choice would have to be in favour of manufacturing two stereo-specific rubbers, viz., cis 4-polybutadiene and cispoly-soprene. The manufacture of butyl rubber deserves further consideration. There would be no need for creating additional capacity for SBR type of synthetic rubber, since it cannot be used alone or in substantial quantities in admixture with natural rubber in the manufacture of giant tyres which would continue to constitute the bulk of automobile tyres produced in the country for a fairly long time to come.

The most profitable uses of surplus naphtha would be as a raw material for production of materials that would save maximum foreign exchange. Such materials are nitrogenous fertilisers, petro-chemicals and town gas for substitution of Kerosene as a domestic fuel. The alternative suggestion is to use naphtha temporarily in admixture with gas oil. However, before marketing any such blend same administrative problems would have to be solved.

Use of naphtha for nitrogenous fertilisers production would save foreign exchange equivalent to about 10 times its value. Similarly, when naphtha is used for production of organic chemicals, plastics, etc., the value of the material produced per ton of naphtha would vary from three to seven times the cost of naphtha depending on the nature of the ultimate product.

In case adequate quantities of surplus naphtha from the indigenous sources are not available for the manufacture of nitrogenous fertilisers, organic chemials and other products, the shortfall would have to be made good by imports till the indigenous supply catches up with demand because it would cost less foreign exchange to imports naphtha than the import of finished products derived from it. In this connection, it would be advantageous to import suitable crudes and make available naphtha for the chemical industry after refining. The Committee is of the view that Government may proceed on the basis that naphtha will be available either from indigenous sources or, if necessary, for a very short period by imports to feed such schemes as may be considered important enough for licence under the Industries Act on import-saving or foreign exchange earning considerations. It is also recommended that projects which have already been approved may be processed on this basis.

With a view to ensure balanced development of different parts of the country and also to minimise the transport of chemicals and other finished products which would be necessary to set up naphtha-cracking units in the different regions. Since these crackers would have to draw naphtha from the refines, it stands to reason that while setting up new refineries, the natural supply area also would have to be taken into consideration. In this context, it would be necessary to set up a refinery in South India. This would obviate the need for transport of naphtha from Bombay to F.A.C.T., Alwaye and also would help in setting up petro-chemical industry in South India to meet the requirements of that region.

Plants for the manufacture of aromatics, olefins and organic chemicals, plastics, synthetic rubber, detergents, etc., are capital intensive and do not lend themselves to small scale operations. The setting up of such units can be justified only when large volume operations are feasible.

Decision regarding the location and size of unit should be based on economic considerations. While encouraging the setting up of crackers as well as other units during the Third and Fourth Five-Year Plans, an attempt must be made to ensure that the units set up are of economic size so that the cost of production is comparable with that in other countries. Under these circumstances, the Organic Chemicals Industry in the country would have a firm footing and its products would offer considerable scope for organising exports at least to neighbouring countries.

It is recommended that steps be taken for setting up four steam-cracking units in the western, eastern and southern zones of the country to meet the requirements of ethylene, propylene, butylenes, butadiene, benzene, etc. From economic considerations, it is essential to establish the steam-cracking units near refineries. The first steam-cracking unit should be established near the Bombay refineries; the second near the Barauni refinery; the third near the Gujarat refinery and the fourth near a refinery to be set up in South India.

By the end of the Third Plan, while there would be a surplus of motor gasoline, there would be deficits in all the other items, particularly the middle distillates. In order to reducing/removing these deficits, it is recommended that additional refining capacity should be set up in South India. This step, in addition to removing the deficits, would also yield additional naphtha for the Petro-Chemical Industry.

Utilising the starting materials obtained from the steam-crackers, petro-chemical complexes involving the manufacture of diverse products should be undertaken to fulfil the estimated demand indicated by the end of the Third and the Fourth Plan periods.

Depending upon the products to be included for production in these petro-chemical complexes, it would be necessary to decide whether steam-crackers would be of the low severity type or of the high-severity type.

The amount of C_4s available is rather limited and these should be utilised for the production of synthetic rubbers which are of strategic importance. C_4s should not be used as fuel in LPG. In order to augment the C_4s, it may be necessary to set up a special naphtha-cracking unit somewhere in North India.

The Committee is of the definite opinion that it is essential to build up the necessary technical knowledge not only with regard to production, separation, etc., of aromatics from petroleum feed-stocks but also with regard to diverse aspects of the Petro-Chemical Industry in the organisations sach as the Development Wing, the Department of Oil (Ministry of Steel, Mines & Fuel) and the Planning Commission, which are closely associated with the development of the Petro-Chemical Industry in the country. The only satisfactory way of building up the necessary technical knowledge in the concerned organisation would be by the technical officers of these organisations visiting the petro-chemical units in the advanced countries. Unless this is done soon, it might be difficult to correctly assess the schemes submitted for the production of petro-chemicals and to exercise a check on the advice tendered by overseas consultants/ experts, which are essential for ensuring the proper growth and development of this major industry in India.

It is necessary that naphtha used in the production of all chemicals and other products including nitrogenous fertilisers be exempted from payment of import and excise duty. In this context, it may be recalled that the removal of duty on imported hydro-carbon oil used for chemical synthesis, as recommended by the Ayne Committee (1944), was chiefly responsible for the development of a flourishing Petro-Chemical Industry in U. K. The gains by way of corporate tax, etc, accruing to Government by the establishment of new industries will more than compensate the loss of revenue from excise duty concession.

The demand and supply of naphtha for the Chemical Industry by the end of the South Plan appears to be very close to each other (about 2.15 million tons). If the rate of increase in motor gasoline consumption increases at a faster rate than 10 per cent per annum during the Fourth Plan and/or more than 50 per cent of the additional production of nitrogenous fertilisers during the Fourth Plan is based on naphtha, there would be a deficit which could be bridged by increasing the refining capacity in the country beyond 20 million tons.

The foreign exchange spent on direct and indirect imports of organic chemicals and related products in 1960 works out to approximately Rs. 30 crores. The estimated demand of organic chemicals and derived products excluding basics such as benzene, naphthalene, methyl-alcohol and ethyl-alcohol by the end of the Third Five Year Plan would be about 400,000 tons, valued at approximately Rs. 122 crores at current c.i.f. prices. Corresponding figures by the end of the Pourth Plan would be 960,000 tons, valued at Rs. 260 crores.

While by the end of the Third Plan, products equivalent to about 198,000 tons of carbon would be derived from non-petroleum sources, products equivalent to about 175,000 tons of carbon would be derived from petroleum sources including natural gas. A similar assessment indicates that by the end of the Fourth Plan, products equivalent to 293,000 tons of carbon may be derived from non-petroleum sources while products equivalent to 542,000 tons may be derived from petroleum sources.

While investment on plant and equipment alone for the production of basic feed-stock amounts to approximately Rs. 117 crores, the corresponding investment in respect of derived products amounts to about Rs. 200 crores making a total of Rs. 317 crores. The foreign exchange component in respect of plant and equipment for basis would be about Rs. 64 crores and about Rs. 101 crores for the derived products; thus the total foreign exchange component would be about of Rs. 165 crores It is likely that the total investment, starting from the basic feed-stocks to the ultimate distribution of commercially saleable products, would be of the order of Rs. 500 to Rs. 600 crores.

There is considerable enthusiasm on the part of overseas firms to invest in the field of Petro-chemical Industry in the country and it might be reasonably anticipated that a substantial portion of the foreign exchange required for the emport of plant and equipment could be obtained as overseas investment.

COMMITTEE ON DISTRIBUTION OF INCOME AND LEVELS OF LIVING, 1960—REPORT

Part I. Distribution of Income and Wealth and Concentration of Economic Power, New Delhi, Planning Commission, 1964. 107p.
Part. II. Changes in Levels of Living, New Delhi, Planning Commission, 1969. 114p.+9 Charts.

Chairman : Prof. P.C. Mahalanobis.
Members : Prof. V.K.R.V. Rao ; Dr. P.S. Lokanathan ; Dr. B.N. Ganguli ; Shri Vishnu Sahay ; Shri D.L. Mazumdar ; Dr. B.K. Madan ; Shri B.N. Datar.
Secretary : Shri P.C. Mathew.

APPOINTMENT

While moving in the Lok Sabha on August 22, 1960, that the draft outline of the Third Five-Year Plan be considered, the Prime Minister referred to the increase in the national income during the First and the Second Plan period, and stated that it would be desirable for an expert committee to enquire how this additional income has been spead in the country. The Prime Minister mentioned, 'Again it is said that the national income over the First and Second Plans has gone up by 42 per cent and the per capita income by 20 per cent. Now a legitimate query is made—where has this gone? It is a very legitimate query ; to some extent of course, you can see where it has gone. I sometimes do address large gatherings in the villages and I can see that they are better-fed and better-clothed, they build brick houses and they are generally better. Nevertheless, that does not apply to everybody in India. Some people probably have hardly benefited. Some people may even be facing various difficulties. The fact remains, however, that this advance in our national income, in our per capita income has taken place and I think it is desirable that we should enquire more deeply as to where this has gone and appoint some expert committee to enquire into how exactly this additional income that has come to the country or per capita has spread.

This Committee was accordingly appointed on October 13, 1960, by the Planning Commission.

TERMS OF REFERENCE

(i) To review the changes in levels of living during the First and Second Five year Plans ;

(ii) To study recent trends in the distribution of income and wealth ; and in particular;

(iii) To ascertain the extent to which the operation of the economic system has resulted in concentration of wealth and means of production.

CONTENTS

Part I—Introduction ; Terms of Reference, Basic Issues and National Income ; Distribution of Income and Wealth ; Concentration of Economic Power; Statistical Tables ; Glossary of Abbreviations ; **Part II**—Introduction ; Changes in Levels of Living—Aggregate Indicators ; Changes in Levels of Total Consumption with Special Reference to Consumption of Cereals ; Chairman's Note on Consumption of Cereals with Comments by Dr. B.K. Madan ; Recommendations on Gaps in Statistics ; Annexures.

Part I—RECOMMENDATIONS

Terms Of Reference, Basic Issues And National Income

It may be recalled that the Preamble to the Constitution of India in 1950 solemnly resolved to secure to its citizens social, economic and political justice and equality of status and apportunity. Section 39 of the Constitution also mentions under Directive Principles of State Policy that :

"The State shall, in particular, direct its policy towards securing (a) that the citizens, men and momen equally, have the right to an adequate means of liveli hood ; (b) that ownership and control of the material resources of the community are so distributed as best to subserve the common good ; and (c) that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment."

In the Third Five-Year Plan, the above objectives were reiterated, and it was stated :

".....development along socialist lines will secure rapid economic growth and expansion of employment, reduction of disparities in income and wealth, prevention of concentration of economic power, and creation of the values and attitudes of a free and equal society... The tendency towards concentration of economic power has to be countered in a variety of ways...firstly, through the extension of the public sector...secondly, through widening opportunities for new entrants and thirdly, through effective exercise of Government's powers of control and regulation and use of appropriate fiscal measures." (Chapter I pp. 9, 13-14)

The broad social objectives are clear, namely, rapid economic growth, improvement in the level of living especially of the poorer people, equality of opportunities and access to facilities for education, care of health cultural amenities ; reduction of disparities in the level of living, income and wealth ; and countering the tendency towards concentration of economic power.

National Income As A Measure Of Economic Growth

To attain the above objectives, it is essential to promote rapid economic growth. The rate of increase of national income is a convenient indicator of the growth of the economy. An estimate of national income is a convenient indicator of the growth of the economy. An estimate of national income is a measure of the total output of commodities and services during a given period, reckoned without duplication. The national income of India, in principle, can be thought of as having been obtained on the basis of the individual accounts of nearly 88 million private households, and a much smaller number of government and public agencies and corporate bodies of various kinds. However, it is not possible to use any direct method of aggregation for the preparation of national accounts, as very few or practically no households keep complete accounts. The national income and other entries in national accounts have to be estimated, therefore, in an indirect way, from the value of goods produced, the earnings of various occupational groups, or the expenditure incurred by different agencies or by private households. There are many conceptual and computational difficulties, especially in a country like India where most of the production takes place in the unorganised sector a good part of the production, especially of food, is consumed at home and never comes within the money economy of the market. In this situation, it is most important to have checks and cross-checks from independent sources to assess the validity of the estimates.

The national income can be utilised either for current consumption or for savings. Current consumption takes place either in the form of government or public current expenditure or in the form of private consumption of persons and households and non-profit organisations. Government current expenditure consists of two parts are of which, such as expenditure on education, health services, cultural amenities etc., contributes directly to the level of living of the people. The other part of government current expenditure for defence, provision of justice, general administration, etc., although not contributing directly to the level of living of the people, is essential for security, preservation of essential human rights and the stability of society as a whole.

Savings are utilised for investment. The accumulation of capital or means of production at a sufficiently fast rate to increase the future national income is the most important way of achieving rapid economic growth. Domestic savings, which form the chief means of increasing productive investments, thus play a most significant role in the development of the national economy.

The level of living of the people as a whole is determined mostly by that part of the national income which is used directly for private consumption ; to this should be added that part of government expenditure which is devoted to education, care of health etc. Per capita consumption is a convenient overall measure of the level of living.

The increase in the national income can be thus considered from three aspects. A part of national income goes to raise the level of private consumption and improve the level of living ; a part is used to increase government consumption expenditure (a part of which, again, is redistributed to improve the level of living) ; and the remaining part, which is saved, supplies a general measure of possibilities of future development of the economy. The trend of national income, analysed by the basic compenents of private consumption, government current expenditure and savings, would therefore supply a broad idea of changes in the general level of living over the decade under review and also give some idea of what has been done to promote future growth.

The Additional Income Of The Nation

It would be appropriate to start with the question : what has been the additioanl national income between 1950-51 and 1960-61, that is, during the period of the First and Second Five Year Plans and what has happened to this additional income? The position in 1950-51, at the beginning of the decade and in 1960-61 the last year of the decade, is shown in the following statament.

(See statement (1) on Page No. 156 in this Report)

The national income increased from Rs. 88.5 abja (billion) in 1950-51 to Rs. 127.5 abja (billion) in 1960-61, with a rise of about 44 per cent over the decade. Governnment expenditure increased from Rs. 5.2 abja (bilion) to Rs. 10.3 abja (billion) showing an increase of about eight per cent. Domestic savings rose from Rs. 5.0 abja (billion), to Rs. 10.4 obja (billion) showing an increase of 108 per cent. Government expenditure and domestic savings taken together increased roughly by 103 per cent over the decade. This was brought about by curbing private consumption which had increased by only 36 per cent over the decade against arise of 44 per cent in income.

The description given above shows the changes in the composition of the national income and the rate of increase between the beginning and end of the decade.

Statement (1) : National Income And Its Composition In 1950-51 And 1960-61

Sl. No.	Items	Symbol	national aggregates		percentage composition		1960-61 as p. c. of
			1950-51	1960-61	1950-51	1960-61	1950-51
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)
	In Rs. abja (=100 crores=1000 million=one billion) at factor cost at 1948-49 prices.						
1.	National Income	(a)=(d)+(c)	88.5	127.5	100.0	100.0	144
2.	Government Expenditure	(b)	5.2	10.3	5.9	8.1	198
3.	Domestic Savings	(c)	5.0	10.4	5.6	8.1	208
4.	Sub-total	(d)=(b)+(c)	10.2	20.7	11.5	16.2	203
5.	Private Consumption	(e)	78.3	106.8	88.5	83.8	136

National income, however, was not growing at a uniform rate every year. There were ups and downs in the growth of income and also of its components. To find what was the total additional national income, it is convenient to use a consolidated account for the 10 year period as a whole. A summary statement is given below:

Statement (2) : Consolidated Total Increase In National Income And Associated Items During The 10 Year Period 1951-52 to 1960-61

Base year 1950-51 : Population=357.6 million, national income= Rs. 88.5 abja (billion) at factor cost

Sl. No.	Item	Symbol	Rs. abja (billion) at 1948-49 prices	Percentage
(0)	(1)	(2)	(3)	(4)
1.	Total increase of national income in ten years	(a)	190.0	100.0
2.	Increase in Government expenditure	(b)	25.5	13.4
3.	Increase in Domestic Savings	(c)	25.2	13.3
4.	Sub-total	(d)=(b)+(c)	50.7	26.7
5.	Balance available for increase in private consumption	(e)	139.3	73.3
6.	Of which absorbed by increase in population	(f)	85.6	45.0
7.	Net available for increase in per capita consumption	(g)=(e)−(f)	53.7	28.3

The total additional income earned during the 10 year period was Rs. 190 abja (billion) of which a part, Rs. 25.5 abja (billion) was used in increasing government expenditure over the whole decade. Another part, Rs. 25.2 abja (billion), represented the additional domestic savings in 10 years. These two parts taken together, namely, Rs. 50.7 abja (billion) may be considered to have been used for purposes of development and expansion of investments to promote future economic growth.

The balance available for increase in private consumption was Rs. 139.3 abja (billion) for the whole of the 10 year period. If the population had remained the same throughout the decade then this amount would have been available to increase the per capita consumption of households. In actual fact, the population was also growing at the rate of about two per cent per year, or roughly by seven or eight million persons per year. A good part of the additional national income had to be used to provide these new additions to the population with same per capita consumption as in 1950-51, at the beginning of the 10 year period. Simple calculations show that Rs. 85.6 abja (billion) was absorbed to provide the new entrants into the population during the decade with a per capita consumer expenditure at the rate of 1950-51 for an appropriate number of years. Finally, the balance of Rs. 53.7 abja (billion) was the net amount available to increase the average per capita consumption of the whole population. Distributing this amount over the average number of persons over the decade, we get Rs. 2.5 as the share of each person per year in the increase in consumer expenditure. With Rs. 219 as the consumer expenditure per person in the base period (1950-51) the rate of increase was about 1.1 per cent person per year.

How The Additional Income was Used

Corresponding percentage figures using the total additional income of Rs. 190 abja (billion)=100, given in column (4) of statement (2), show the position very clearly. A little over 13 per cent of the additional income had been used to increase government expenditure and another 13 per cent represented the increase in domestic savings. The two taken together, about 27 per cent was used for development activities and for buiding up the foundations of future progress.

It would be noticed that about 73 per cent of the additional income was available for increase in private consumption out of which, 45 per cent, however, was required to provide that part of the population which was added during the decade with a per capita consumer expenditure at the rate of 1950-51. The largest part of the additional income during the decade thus had to be used to compensate for the growth of the population during the 10 year period. Any slowing down of the rate of growth of the population would help in improving the general level of living. The ballance of only a little over 28 per cent or a quarter of the additional available for the net increase in per capital consumption

The Plan Outlay During The Decade

Similar calculations, when made at current prices, would make it possible to compare our figures with the plan outlay during the 10=year period (1951-52 to 1960-61). Expressed at 1948-49 prices, the aggregate government consumption expenditure and domestic savings amount respectively to Rs. 77.5 abja (billion) and Rs. 75.2 abja (billion) during the decade under review; these figures correspond respectively to Rs. 80.9 abja (billion) and Rs. 78.8 abja (billion) at current prices. Taking out Rs. 56.0 abja (billion) which is 10 times the 1950-51 rate of government consumption expenditure, from Rs. 80.9 abja (billion), we get Rs. 24.9 abja (billion) as the increase in government current consumption over the decade. Out of this, Rs. 13.5 abja (billion) represents current outlays included in the first two Five Year Plans, and Rs. 11.4 abja (billion) as the increase in the current outlays outside the Plans. As India obtained Rs. 16.8 abja (billion) as external assistance over the two plan periods, the total resources available for investment amounted to Rs. 95.6 abja (billion) over the two plans periods, this figure is in broad agreement with estimates of investment given in the reports of the two Five Year Plans.

The expenditure on various social services and community development, included in the two Plans, amounted to Rs. 13.7 abja (billion). The breakdown was as follows : education Rs. 4.2 abja (Rs. 423 crores); health Rs. 3.3 abja (Rs. 326 crores); backward classes Rs. 1.1 abja (Rs. 115 crores); welfare activities Rs. 0.4 abja (Rs. 41 crores); rehabilitation Rs. 1.6 abja (Rs. 160 crores); and community development Rs. 3.1 abja (Rs. 305 crores). Most of these expenditures can be regarded as collective consumption contributing to same improvement in the level of living of the people. In a general way, the amount of Rs. 13.7 abja (Rs. 1370 crores) represents the additional affect made in this sphere.

The improvement in our capacity for future production on the other hand, is indicated by the estimate of investment. This was somewhat below Rs. 100 abja (billion) according to present calculations and agrees fairly well with the estimates given in reports on the two Five Year plans.

Expansion Of Strategic Sectors And Government Activities

The increase in investment during the decade led to significant developments in certain strategic sectors of the economy. The production of important industrial commodities had increased considerably during the period under review. The increase of output of machinery was 440 per cent, of aluminium 353 per cent, of electricity 206 per cent, of cement 191 per cent, of iron ore 194 per cent, of chemicals and chemical products 188 per cent, and of finished steel 131 per cent between 1950-51 and 1960-61.

Wages and salaries in government had increased by 100 per cent, that is, it had doubled showing a large expansion of government activities. Capital stock in public sector enterprises had also increased appreciably during the decades. The increase in the activities and investments of the public sector would help in building up rapidly the industrial foundations for the production of consumer goods in increasing quantities in future.

Indian economy is no longer stagnant. 10) years of economic planning have initiated some important structural changes, and have led to an appreciably increased production especially in the organised sector. Whether such a process of development has led to any increase in concentration of income and wealth and of economic power has become a matter of urgent study. Viewed in this way, the terms of reference (namely, changes in the level of living, trends in the distribution of income and wealth, and the concentration of economic power) represent different aspects of the historical process of transformation through which India is passing at the present time.

Distribution Of Income and Wealth

Introduction

The second term of reference of the Committee requires it to study recent trends in the distribution of income and wealth. The main purpose of such a study would be to examine how the increase in national income in recent years has been shared by different income and occupational groups and whether the in-

equality in incomes has increased or diminished over the first decade of planned economic development. Before entering into a substantive discussion on the issues involved, it would be useful to have an idea of the nature and adequacy of the statistical information which we have for examining, these issues at the present time.

Estimates of national income for India and its distribution by industrial origin have been published by the Control Statistical Organisation since 1948-49. These estimates of national income are available at current and constant prices. Despite their vary real limitations, they are the only source of information about national income and its variations. However, these data throw no light on the size-distribution of income. Thus the required data are not available, at present for a direct study of the question on income distribution referred to the Committee and no firm conclusions on the subject can be drawn.

The Committee, however, received a number of special papers prepared by the CSO, NCAER, ISI, RBI, Ministry of Finance and independent research workers bearing on the distribution of income. In some of these papers an attempt is made to trace the changes in income distribution while others endeavour to present the pattern of income distribution obtaining at a particular as point of time. The conclusion arried at in these paper are based on data obtained either from the income tax statistics available with the Central Board of Revenue or as a result of household sample surveys or from both the sources. These data are, however, object to rather serious limitations, the more important of which may be mentioned.

The Committee recognised that there are serious difficulties in using income-tax statistics. Even in 1960-61, the proportion of income recipients in the tax-paying group was less than one per cent (only about 0.74 per cent) of the total number of income recipients. Income in the tax statistics are derived only from non-agricultural sources ; though agricultural incomes are taxed in some States, detailed information relating to such assessments is not available. Because of tax evasion, the income-tax statistics do not accurately reflect the incomes of non-salary earners ; the margin of error here may be fairly wide. Substantial concealment of income assessable for tax would affect not only shares of income claimed by different groups by size of income but also the distribution among groups of the number of income recipients. One of the forms in which income is under-stated is through 'expense accounts' maintained by a number of business and other institutions. While the importance of 'expense accounts' is likely to have increased in recent years and, possibly, relatively more so in higher income groups, the extent of variation from one income-size-group, to another is not known.

In addition, there are conceptual difficulties. Tax statistics would depend on the legal definition of income for purposes of taxation and also on the definition of the recipient or assessee. Changes, for example, in legal exemptions, capital gains or permissible deductions, possibility of children or women having independent incomes and titles to wealth, etc., would affect the validity of comparison of the size distribution of income over time. There are also possibilities of legal manipulation in the manner in which income and wealth may be rearranged and spread overtime between members of the family or wider kinship groups by means of gifts, transfers, one-man companies, family settlements, discretionary trusts, etc., which tend to make it increasingly difficult to make a clear distinction between income and wealth. Changes in the demographic structure of the population in respect of age, sex, ratio of dependent to earning units, employment of children and women, age of retirement, etc., would also generally influence the size-distribution of income. Taking all these factors into consideration, the distribution of taxed income by namely conceived recipients (who are not even persons) cannot reflect the size-distribution of income on the basis of a rational economic concept.

The other data, which, in some studies, have been combined with the income-tax data are the NSS data a relating to consumer expenditure. However, they relate only to the distribution of total consumption expenditure into certain expenditure brackets and do not provide information on incomes as such. The NCAER has carried out sample surveys both in the urban and the rural sectors for obtaining information inter alia with regard to distribution of income. Such data, however, are available one for one year.

The validity of survey results depends on the extent the sample is representative of the population under study. There are special difficulties in a country like India where literacy is low and which has so many different languages, communities and classes. Further, survey results are subject to serious limitations due to sampling e rors besides reporting and non-response errors ; the magnitude of the sampling errors, again, depends on the size of the sample. Moreover, in India high income households may not be adequately included even in fairly large scale sample surveys. Also, some of the very poor people, who do not have any home, are usually excluded from the sample. Such deficiencies in coverage distort the picture of income distribution obtained from survey data.

With all their limitations mentioned above, the available data and estimates in the various studies on the subject relating to income distribution contained in the papers have been analysed to see if useful conclusions. even of abroad nature, could be drawn concerning changes in income distribution. The findings of these papers are briefly indicated in the following paragraphs.

Size-Distribution Of Personal Income

Utilising the income NSS data and the data relating to the income of the income-tax paying group, the distribution of income by monthly per capita income is estimated for the year 1955-56 by Lydall for the entire population covering both the urban and rural sectors and also separately for each other. According to these data, 86 per cent of the population had a per capita annual income of less than Rs. 360 and 69 per cent of the population had a per capita income per year of less than Rs. 240. On the assumption that persons with incomes falling between Rs. 240 and Rs. 360 are uniformally distributed over this range, it appears that approximately 72 per cent of the population in 1955-56 had an income lower than the average per capita national income (viz., Rs. 255) for that year, and their share in total personal income was of the order of 49 per cent. Thus, nearly 28 per cent of the population, having a per capita income higher than the average for the nation as a whole, claimed more than 50 per cent of aggregate personal income in 1955-56. The extent of inequality in income distribution is more clearly brought out by an analysis based an fractile groups ; when classified by monthly per capita income, the top 10 per cent of population accounted for as much as 33 per cent of pre-tax income (i e., personal income), the top five per cent for 23 per cent and the top one per cent for as much as 11 per cent of income in 1955-56, while the bttom 25 per cent of population shared under 10 per cent of income. Consideration of post-tax income (i e..disposable income) does not significantly after this picture. This is only to be expected since the tax-paying group constitutes a negligibly small proportion of total population.

In a paper by Iyengar and Mukherjee, an effort is made to obtain the size-distribution of household income for the three years 1952-53, 1953-54 and 1956-57 utilising, again, the NSS data relating to the size-distribution of total consumer expenditure and adding to the estimated total expenditure of each expenditure-size-group its share in aggreate saving ; aggregate saving estimates worked out by the RBI are used for this purpose and the allocation of saving to different expenditure classes is done on certain assumptions. Estimates of income claimed by the top five and 10 per cent and the bottom 20 per cent of households when ranked by incomes are given for above-mentioned three years. These estimates seem to suggest an increase in the share in total income received by the top 10 and the bottom 20 per cent of the households implying thereby that the middle income groups became relatively worse off over the period 1952-57.

The RBI study on income distribution attempts to utilise all the available data for the purpose. The absolute magnitudes of the NSS data and the income-tax data are not used but the proportions revealed in these data are applied to the households independently estimated on the basis of population data and incomes on the basis of national incomes estimates. The estimates, therefore, manage to avoid some of the limitations of the income-tax data and the NSS data mentioned earlier. Since the NSS data on consumer expenditure are more reliable for a somewhat longer period than for a single year, the study uses two-year averages beginning from 1953-54. The period covered by this study is rather short—1953-54 to 1956-57 ; however, this is the period during which the tempo of development quickened. Thus, though it is not possible to derive the trend in income distribution over the whole decade from 1950-51 to 1960-61, the Reserve Bank of India study gives some idea of the direction of change. The main conclusions of this study are : (a) income distribution in the urban sector, is more unequal than that in the rural sector, and with the rural sector it is more unequal in the non-form sector than in the farm sector ; (b) the degree of inequality in overall income disiribution does not seem to have changed significantly, though the degree of inequality in the urban sector appears to have increased and that in the rural sector to have declined.

The data on income distribution which are independently obtained utilising sample survey results are those available from the urban household saving survey and the rural household consumption survey carried out by the NCAER in 1960. The broad results of these surveys are indicated below.

The share of the top 10 per cent in both the rural and the urban sectors is higher than the share indicated in the Reserve Bank study, and the share of the bottom 20 per cent in both the sectors in the NCAER survey is about half of that estimated in the other studies. The size-distribution of income before tax for the urban household sector covered by the NCAER survey indicates that 75 per cent of urban households received an income which was less than the average for all urban households while a major proportion of them (or nearly 42 per cent of all households) were actually subsisting at an income level of less than Rs. 1,000. Nearly 86 per cent of households received an income of less than Rs. 3,000 which is the current exemption limit for income tax ; the share in aggregate income before tax of these households was 50 per cent. In other words, the top 14 per cent of urban households with a pre-tax

income of Rs. 3,000 or more received as much as 50 per cent of aggregate income before tax in 1960,

The size-distribution of disposable income (i.e., after tax) in the NCAER survey was more or less similar to that of personal income, viz., income before tax. The only difference was that as a result of direct taxes, the share of the top five per cent of urban households declined from 31 per cent in pre-tax total income to 28.6 per cent in total disposable income.

The size-distribution of income based on the NCAER rural consumption survey data reveals that while the average income for all rural households covered by the study for 1960 was Rs. 1,126, roughly 61 per cent of rural households had an income of less than Rs. 1,000 in that year. Another 25 per cent of households received an income between Rs. 1,000–Rs. 1,999; while there were some seven to eight per cent of households in the next income bracket, i.e., Rs. 2,000–2,999. Thus, approximately 94 per cent of rural households had incomes under Rs. 3,000 in 1960 compared to 86 per cent of urban households in the same income bracket in the same year. A comparison of the share in total income of the households with incomes under Rs. 3,000 among the urban and rural sectors indicates that incomes are much less unequally distributed among the rural households than among the urban; bottom 86 per cent urban households with incomes under Rs. 3,000 shared 50 per cent of aggregate income before tax (or 52 per cent of income after tax) whereas the bottom 94 per cent rural households with incomss under Rs. 3,000 accounted for more than 77 per cent of aggregate rural income. The Reserve Bank study shows a similar result.

The fact that the distribution of income among the rural households is less concentrated than among the urban is further confirmed by studying the shares in incomes accruing to different fractile groups in each of these sectors. Each fractile group among the rural sector seems to account for a greater share in aggregate income than the corresponding fractile group among the urban sector with the exception of the top and the bottom 10 per cent of households. The top 10 per cent of households in the urban sector seems to account for a significantly higher proportion of aggregate income (42 per cent) than the corresponding group in the rural sector (34 per cent). However, it is also true that the share in income of the bottom 20 per cent of households in the urban sector is the same as the share in income of the corresponding group in the rural sector.

None of the estimates of distribution of personal income discussed here covers the entire period 1950-51 to 1960-61. Further, since there are methodological differences between the estimates, they are not comparable. As a result, it is not possible to draw any valid conclusions regarding the trends in income distribution over the whole period. However, between them these estimates provide a broad picture of the state of income distribution in India which is summarised in the following statement.

Statement (1) State of Personal Income Distribution : Different Periods

S. No.	Fractile group (p. c. of households)	1952-53	1953-54	1955-56	1956-57	1953-54 to 1956-57			1960	
						Total	Rural	Urban	Rural	Urban
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1.	95-100	14.0	14.0	23 0	17.5	20.0	17.0	26.0	—	31.0
2.	90 100	24.0	23.0	34.0	25.0	28.0	25.0	37.0	33.6	42.4
3.	50-90	—	—	41.0	—	44 0	44.0	38.0	45.7	40.6
4.	0-20	7.5	8 0	9 5	8.5	8 0	9 0	7 0	4 0	4 0

To sum up, it appears from the estimates made by the Reserve Bank and Iyengar and Mukherjee that the top 10 per cent of the households account for 23 to 28 per cent of income, while the bottom 20 per cent for 7.5 to 8.5 per cent. According to the estimates of Lydall and the NCAER, the top 10 per cent of the households in terms of Lydall's estimates seems to be more or less the same as indicated in the estimates of the Reserve Bank and Iyengar and Mukherjee, while in terms of the NCAER estimates their share is about half that indicated by the other estimates.

Further, the estimates of the NCAER, as well as the Reserve Bank suggest that the distribution of income in the rural sector seems to be less unequal than that in the urban sector. From the Reserve Bank study, it appears that the income distribution in the non-farm rural sector is more unequal than that in the farm rural sector. The same study indicates that there has been probably no significant change in the degree of concentration in the overall income distribution though it may well be true that the degree of concentration in the urban sector may have increased somewhat. Again

the rate of increase in the direct taxes does not seem to have kept pace with the rate of increase in the incomes of the non-salary earner group, indicating the extent of tax evasion.

Share In Aggregate Income Of Tax-Paying And Non-Tax-Paying Groups.

One method of approach to the problem of income distribution is to consider how the increase in income resulting from planned economic development has been shared by the population belonging to the upper and the lower strata representing the income-tax paying and non-tax-paying groups of income recipients. It is assumed that the number of income recipients for the country as a whole is equal to the number of persons in the working force as estimated by the CSO. Tax-paying income recipients include all individual assessees, Hindu undivided families and unregistered firms. It is assumed that on an average a Hindu undivided family or an unregistered firm contains three income recipients assessable for tax. A study of income shares in relation to the proportion of persons or households supported by each of these groups would have been more useful but this could not be attempted due to lack of data.

In 1950-51, the tax-paying income recipients constituted 0.6 per cent of all income recipients and had 4.7 per cent of total disposable income. In 1955-56, despite lowering the minimum taxable income limit to Rs. 3,000 from Rs. 4,200, the proportion of income recipients assessed to tax declined to 0.5 per cent reflecting the uncertain incidence of administrative factors; the share in disposable income claimed by this group registered an increase from 4.7 per cent in 1950-51 to 5.2 per cent in 1955-56. Relative to the year 1955-56, there was a significant rise in the proportion of income recipients assessed to tax for the year 1960-61 to 0.7 per cent, but the share in total disposable income of this group registered only an increase to 6.4 per cent over this period.

The inconclusive nature of the change observed in in the distribution of income referring to particular years suggests the inadequacy of any attempt to derive any trends from a comparison of figures for individual years at intervals, as these are likely to be affected by peculiar factors. We have, therefore, made an effort to study the changes in income distribution referring to a longer accounting period than one year so as to smoothen out any abnormal effects pertaining to single years.

Judged by the share in income received in relation to the proportions of income recipients receiving that share, it appears that there was a small change in income distribution in favour of the tax-paying group in the middle period, viz., 1954-57, as compared to the first period, viz. 1951-54. However, in the last period, viz., 1957-60, the proportion of tax-paying income recipients increased considerably more than the proportion of income claimed by this group; in other words, the tax-paying group taken as a whole appears to have became worse off over this period.

Such deterioration in the average income was, however, purely arithmetical, having arisen through the entry of a large number of persons of low income into the tax-paying group, and has no bearing on the size-distribution of income of the population.

Of course, these conclusions are subject to a number of limitations mentioned earlier, apart from the assumptions made to estimate the number of income recipients in the whole population as well as in the tax-paying group. Some of these limitations would have the effect of shifting income distribution in favour of the tax-paying group and some against it, it is not possible to work out the net effect of all these limitations on income distribution due to non-availability of the required data.

Distribution Of Income Within The Tax-Paying Group

Changes in the distribution of income within the tax-paying class have been studied in a number of papers submitted to the Committee by the CSO, the Ministry of Finance and the NCAER.

These studies indicate a slight fall in concentration of income among the individual income-tax assessees taken as a whole over the period 1953-54 to 1959-60. The same conclusion appears to emerge, on the basis of similar studies for various sub-groups among the tax-paying group except for pure salary earners. These conclusions are supported by other studies based on fractile group analysis as well as an analyis of changes in income distribution of a sample of common tax-payers. It may be noted in this connection that there are reasons to believe that the income-tax statistics relating to salary incomes would be more accurate than those for non-salary incomes.

For a proper appraisal of the changes which occurred in the distribution of income, it is necessary to study the changes in income distribution of specific population groups whose composition remains the same over the period under study, thereby permitting us to follow the trends over time in the incomes of the same population grouped by income at the beginning of the period.

The NCAER has carried out a special study of the changes in income distribution of a sample of common tax-payers over the period 1951-59 utilising the CBR income-tax data.

There was a decrease in the share in income received by the top 10 per cent of assessees, when ranked by income of each year (or period of time), while there

was a slight increase in the share in income taken by the bottom 10 per cent but virtually no change for the bottom 30 per cent. The middle and upper middle class among the tax-payers seem to have slightly improved their comparative position over the period 1951—59. Owing to technical and conceptual difficulties inherent in the notion of "taxed income", which have been explained earlier, it is however not possible to infer whether there was any change in the inequality of distribution of income according to any rational economic concept.

As regards the income distribution among the tax-paying salary earners, these data indicate that either there was virtually no change in the distribution of income or a very small increase in the concentration of income among the top 10 per cent and the middle and lower middle income groups over the period 1951-59.

The share in income received by different fractile groups is shown for different years and period of time for all common assessees and separate for salary earners among them on the basis of the ranking of assessees by their average income during the initial period 1951-54 instead of by their changing income in each of the years and period to which the data on income relate. These data show a marked reduction in the degree of inequality in incomes among all tax-paying assessees and a slight reduction among the tax-paying salaried group—a result somewhat different from what was found in the fractile group analysis based on incomes relating to each year or period under study. In other words, when individuals or families are ranked by their initial income position so that the same persons can be followed over time, there is evidence of a clear tendency towards less concentration of income, while such tendency is not pronounced when persons are ranked by income in various years over this period and the relative shares of the high, medium and low incomes in each of these periods are compared. Thus, the richer persons in the earlier part of the period are relatively not so rich in the later part but, as a result of the rise of other persons in the income scale, there was little difference in the result over the period, in the relative share of the upper income groups.

The incomes of tax-payers can be analysed by their occupation to find out how the different occupation groups fared over the period 1951-59. That the contractors as a group greatly improved their position. Self employed people engaged in manufacturing, transport and financial business also fared well though not to the same extent as contractors. Tax-paying salaried employees also did well. The rise in income of professionals was much lower than the rise in per capita income for the country as a whole. Finally, persons who derive their income from property experienced a marked decline in their incomes over the period 1951-59. It is necessary to reiterate that the comparability of these trends is seriously vitiated by the highly varying extent of tax-evasion among different occupational groups, in particular as between salaried and non-salaried income-earners.

Trends In Wages And Salaries For Selected Occupation Group.

So far we have examined the available estimates relating to income distribution based on sample survey data or income-tax data and found that they could provide no definite conclusions concerning the changes in income distribution over the last decade. Another method of appraising the trends in income distribution is to study the relative in growth in incomes of different occupation groups. However, for drawing valid conclusions from a study of this type, it would be necessary to examine the growth in income of a large number of homogeneous occupation groups.

We do not have the necessary data for this type of study. All the information avaible at present relates to trends in incomes received by not more than a dozen occupation groups and very heterogeneous ones.

We shall first review the wage rates at current prices which prevailed in 1951. As should be expected, such rates varied widely. The annual earnings of agricultural labourers were as low as Rs. 300. The position of skilled rural workers was relatively better and on the average they earned between Rs. 600 and Rs. 750. Workers engaged in mining activity were more or less of the same income status as rural skilled workers. School teachers earned as much as rural skilled workers though they were at a lower income level than blue collar workers (factory employees). The blue collar workers were certainly better off compared to the other four wage earning occupation groups described above as well as school teachers.

Compared to the year 1950-51, mining workers in general and those working in coal mines in particular, seem to have made the greatest advance in their incomes, the index number of average earnings for this group having roughly doubled over the last decade. Next in order came factory workers drawing less than Rs. 200 per month who had an increase in their average income by 44 per cent over the period 1950-60. Central Government employees had an increase in their average income by 27 per cent over the last decade ; the railway employees group among them experienced a much higher increase (about 37 per cent). The income of rural skilled workers increased by 23 per cent during 1950-60. The growth in income of all four groups, thus, seems to have kept pace with or kept ahead of the growth in

average income per employed person for the country as a whole over the last decade.

Wage statistics covering the full decade 1950-51 to 1960-61 are not available for other occupation groups. The available data, however, seem to indicate that the rate of growth in the salary incomes of school teachers and professors was ahead of the rate of growth in the average income per employed person at least up to the beginning of the Second Five-Year Plan. It also appears from available data that the plantation workers also experienced an increase in their relative income over the period 1953-60. The only group which does not seem to have made any advance in its income position is agricultural labourers.

Changes in the distribution of money income alone do not necessarily indicate the real changes in the economic position of different groups of population. We however, do not have price indices of commodities purchased by different income groups ; it is not possible therefore, to compare in a rigorous way the trends in the distribution of real income separately for different income groups of the population. However, as the distributions by size of income have been considered in this report mostly at current prices, a study of changes in wage and salary at current prices is relevant.

Social Services And Income Distribution

The entire increase in real income of various groups of population is not reflected in the data and estimates relating to the pattern of income distritution. Real incomes particularly of the low income groups are increasingly affected by the provision of various types of services by the State, which do not get reflected in the income data. Some of the services like low cost housing, health, free primary education and social welfare services improve the relative real income position of the low-income groups and thus tend to reduce concentration in the distribution of real income.

Distribution Of Wealth

It is generally difficult in any country to collect comprehensive information on asset holdings of different groups of the population as the households do not keep regular accounts and those that do would not normally reveal them. It is not surprising, therefore, that most countries do not have the required data for a systematic study of the annual or periodical changes in the distribution of asset holdings among the personal or household sector.

At persent we have one same rough estimates of aggregate wealth (value of reproducible tangible assets) by type of asset, owned individually (i.e. by households and single persons), jointly (i.e. by the limited and unlimited liability companies including partnerships) and publicly (i.e. by the Central and State Governments including local authorities) as at the end of March 1950 and March 1961. According to these estimates, the total value of reproducible wealth at the end of March 1950 and at the end of March 1961 was of the order of Rs. 17,086 crores and Rs. 32,164 crores, respectively.

The distribution of some items of reproducible tangible wealth among the three sectors—households, organised private business sector and government sector—is not accurately estimated but this does not seem to affect the broad picture significantly. A rough grouping of data in the aforesaid three categories indicates that the household sector accounted for 71 per cent of tangible wealth in 1950, while the shares of the organised private sector and government sector were 12 per cent and 17 per cent respectively. In 1961, the share of the household sector declined to 60 per cent, while the share of the other two sectors increased. The government sector's share increased substantially to 25 per cent, while the share of the orgainsed business private sector rose to 15 per cent.

The substantial increase in the share of the gorvernment sector is significant from the point of view of concentration in wealth distribution in the private sector. It provides an offset to the tendency towards concentration in the private sector. Further, it indicates the increasing proportion of goods and services generally in the nature of basic facilities provided to the economy by the government ; for example, the progressive development of transport and communication as well as power and irrigation enables the relatively, under developed regions to grow and thus acts as a catalytic factor for generating a higher rate of development.

From the available data, it is not possible to quantify either the degree of concentration in the private sector or the offsetting and dynamic effects on concentration in wealth distribution of the growing share of the government sector.

However, some indication with regard to wealth distribution in the private sector is provided by the data on land holdings, owner-occupied houses and the distribution of dividend income.

Distribution Of Land Holdings

In general, our finding is that both ownership and operational holdings are very highly concentrated. Also there was no appreciable reduction in inequality between 1953-54, and 1959-60, in spite of the fact that a good deel of land reform measures had been exacted during the period. In 1953-54, the top one per cent of the households owned 17 per cent, the top five percent owned 41 percent and the top 10 per cent of the honseholds owned 58 per cent of the ownership holdings of the households; in 1959-60, these proportions were 16 per cent, 40 per cent

and 56 per cent respectively, The botton 20 per cent of the households did not own any land in either of these two years.

From the NSS data (eight round) referring to the year 1953-54 has been prepared for various population zones by omitting holdings of size less than 0.005 acre. It appears that the degree of concentration in land distribution is much greater in urban sector than in the rural. The top five per cent of urban households own 52 per cent of the total land belonging to households in the urban sector (and operate nearly 75 per cent of land) as against about 37 per cent share in terms of ownership as well as operational holdings of the top five per cent of households in the rural sector in the same year. The tob 20 per cent of households in the urban sector own 93 per cent of land and operate practically the entire land belonging to urban households. The bottom 20 per cent of households in the urban sector own or operate practically no land at all.

In the rural sector, the greatest concentration in land ownership (and operational holdings) is in South India while in urban sector the concentration is greatest in the Eastern part of the country in terms of ownership of land and North and North-West urban India in terms of operational holdings.

Distribution Of Wealth In The Form Of Owner-Occupied Houses

Statistics regarding home ownership and current market value of houses are available only for the urban household sector for the year 1960. These data were collected by the NCAER in the course of the study of urban income and saving referred to earlier. According to these data about 40 per cent of the households in urban India live in own houses, 51 per cent in rented accommodation and the rest in houses for which no rent is paid.

The data obtained in the above study are utilised for fractile group analysis of wealth held in the form of owner-occupied houses in the urban sector (non-home-owning households have been excluded from this study). This indicates that the top 10 per cent of home-owning house hold in the urban sector account for 57 per cent of the total wealth held in the form of owner-occupied houses, the tob 20 per cent for 73 per cent while the bottom 10 per cent account for less than one per cent. The average current market value of a house is about Rs.110 and Rs. 28,600 respectively for the bottom and the top fractile groups.

Distribution Of Other Assets

No data, not even scattered bits of information, are available for a direct study of the distribution of personal wealth held in other forms such as bank deposits, shares, securities and commercial property, even at a particular point of time. Nevertheless, in so far as wealth is related to the income it yields, some information regarding wealth distribution can be deduced for the tax-paying individuals from the available income-tax data. In view of the many severe limitations to which the income-tax data are subject, we shall confine our attention to studing the distribution of only one type of income from wealth, namely, dividend income and examine on this basis the implications of the holding of wealth in this form by the household sector as a whole.

The top 10 per cent of income-tax assessees, when they are ranked according to their dividend income, shared about 55 per cent of total dividend income received by all tax-paying households in 1955-56, while the bottom 10 per cent of assessees accounted for only about two per cent of dividend income. In 1959-60, the share in total dividend income of the top 10 per cent of assessees was 52 per cent while that of the bottom 10 per cent was 2.5 per cent.

If the share in dividend income can give a fairly good indication of wealth held in the form of company share holdings, the above statistic, derived on the basis of the CBR income-tax data, imply that more than 50 per cent of shares are held by the top 10 per cent of income-tax assessees, when ranked according to dividend income. Since the income-tax assessees, even if each of them is counted as a household, constitute no more than one per cent of all households, it is clear that the top one-tenth of one per cent of households when ranked by dividend income, own more than half of the total personal wealth in the form of shares. It would thus appear that ownership of shares is much more concentrated than the ownership of land holdings or residential house property.

The above conclusion rests on two assumptions : (a) neither the population receiving dividend income but not submitting income-tax returns for whatever reasons, nor the total dividend income received by such persons, is significant and (b) there are no benami shareholders. If the latter assumption is violated, it implies a greater concentration of share holdings than that observed here. It is difficult to assess precisely the effect on the distribution of dividend income if these assumptions did not hold good. However, it is not possible to say to what extent the observed slight decline of three percentage points in the share of dividend income received by the top 10 per cent of tax-payers can be taken to indicate some reduction in the degree of inequality in dividend income distribution, and consequently, in the ownership of share holdings.

Concluding Observations

The most important conclusion which emerges from this study is that we do not have the required data for drawing valid conclusions concerning the changes in income distribution which might have taken place over the two plan periods.

The available estimates and data relating to size-distribution of income seem to suggest that the degree of inequality in income distribution is not higher in India than in some other developed or under-developed countries ; the distribution of income in the urban sector is more unequal, as in other countries, than that in the rural sector.

The analysis of the available income-tax data suggests some reduction in inequality of income among the tax-paying group as a whole and also for some of the sub-groups of this population over the period under study except for pure salary earners where the picture is mixed. However, in view of the deficiencies to which these data are subject, it is not possible to place much confidence in this conclusion or to make any generalisation on this basis. Also changes, if any, in the distribution of taxed income would not generally have any relation to the size-distribution of income in its economic sense.

Available estimates and data suggest no significant change in the overall distribution of incomes, though they do indicate a slight probable increase in inequality in the urban sector and some reduction in inequality in the rural sector. Again in view of the inadequacies of the data used for comparison purposes, it is not possible to be definite about this conclusion.

Trends in wages and salaries received by selected occupation groups over the decade 1950-51 to 1960-61 indicate that, with the notable exception of agricultural labourers, the growth in income of employees has generally kept pace with the growth in average income per employed person for the country as a whole. In particular there is evidence that the growth in incomes of the mining and the factory workers has kept ahead of the rate of growth in average income per employed person. Agricultural labourers as a group do not seem to have shared in the increase of incomes.

Analysis of the income-tax data, based on the occupation of common assessees reveals that over the period 1951-59 the average incomes received by contractors have registered the highest increase ; the rise in income of this group has been very much higher than the rise in the income per employed person for the country as a whole. Self-employed persons engaged in business (manufacturing, trade, transport and financial business) and the salaried class among the tax-payers also have increased their incomes, but in their case the rate of growth in income seems to have just kept pace with the rate at which average income per employed person has grown.

It should be noted that there is a general feeling, though the Committee could not collect the required data to support it, that an average person whether in urban or rural areas is better-fed, better-clothed and even better-housed in the 1960's than in the 1950's and that the working conditions have also improved generally over this period. On the other hand, since there is also some evidence that the rate of growth in income for certain high income groups has been as high as or higher than the rate of growth in income per employed person for the country as a whole, it has not been possible for the Committee to pronounce a definite judgment, even of a broad nature, on the changes in income distribution. However, it can be stated that there is no clear indication of a significant change in income distribution over the plan decade.

Much less information is available on the distribution of wealth, among different groups in the population than on the distribution of income.

Some scattered data obtained through household sample surveys indicate that there is a fair degree of concentration of personal wealth held in the form of land both among the rural and urban sectors. The distribution of personal wealth held in the form of owner-occupied houses is known only for the urban sector which indicates that there is less concentration of wealth in this form than in the form of land holdings.

The available income-tax data relating to dividend incomes indicate that there is a greater degree of concentration in personal wealth held in the form of company shares than in the form of land or owner-occupied houses.

Available fragmentary data relating to distribution of important items of wealth indicate that the degree of inequality in wealth distribution is higher than that in income dirtribution ; wealth distribution seems to be more unequal than income distribution as in some other countries.

If the question of income distribution is to be answered satisfactorily, there is a clear need for the Government to organise the collection of the required data ; the earlier we start on this job the better. The available data on the distribution of income and wealth are too meagre too draw any firm conclusions on the issues referred to the Committee.

Concentration Of Economic Power

Introduction

We were required, by our third term of reference, to ascertain the extent to which the operation of the economic system has resulted in the concentration of wealth and means of production. In a subsequent letter from the Planning Commission, it was also suggested that "the Committee might consider such data as are avail-

able for a factual study of the problems connected with financial control of industrial and economic activity". Concentration of wealth and means of production or of financial control, are only means to an end which is the concentration of economic power. We therefore, agreed that our study should be directed to this wider phenomenon.

We are aware that in studying the extent to which the operation of the economic system has led to concentration, it would have been useful to have had statistical data running over the entire period of the first two Five-Year Plans. Unfortunately, such data are not available, for the most part, in regard to concentration; and even when available, as in the case of income-tax and allied data, it is difficult to use them without qualification. Moreover, it appears that no trends as such could be identified in terms of either bettering or worsening of the situation in respect of the broad pattern of distribution. Under the circumstances, we have confined ourselves in the main to an analysis of the situation as it prevailed at the end of the two plan periods, with of course, due attention to the extent to which the operation of the economic system has resulted in facilitating the process and increasing the degree of concentration. Where possible however, we have also made use of data extending over the period.

Concentration : Basic Concepts And Issues

Concentration can be treated as a technical concept dealing merely with concentration ratios giving the share of the largest few firms in respect of some specific characteristics. In such a case, the measure of concentration may refer to "the share of the total gross output, net output or employment in a particular industry controlled by a given number (say three) of the largest units in that industry. 'Unit' would mean a single firm or aggregate of firms owned or controlled by a single parent company, control being defined as ownership of more than half of the capital (or voting power) of each firm. The term 'concentration' could also be based in a wider sense of a small number of individuals or groups having in their control significant volumes of economic power in terms of capital or income or employment or media of communication which, though not constituting a large percentage share of the national aggregate in each case, nevertheless sets them so much higher than any other individual or group in the relevant, content, that it gives them a disproportionately large influence and enables them to exercise economic power not measurable statistically by the mere ratios of concentration. Apparently, what the Planning Commission, and the public in general, have in mind is the latter rather than the former, though an analysis of concentration ratios is also relevant even from the point of view of a study of the wider aspects of concentration of economic power.

This concentration might exist is the form of either ownership, or management or even in mere indirect forms of operational control. Though majority ownership generally implies operational control, a minority ownership can and very often is sufficient to achieve such control. Similarly, the operation of the managing agency system as well as other forms of management, e.g., Secretaries, Treasurers etc., within the corporate sector might lead to considerable centralised control. So would interlocking of directors between different branches of activity or even between units within the some industry or activity when such interlocking does not follow from centralised ownership or management.

Economic power may be concentrated in a few hands within one particular sector such as 'industry' or 'agriculture' or within one particular group of production, e.g, 'engineering', 'Steel' or 'chemicals' or may be exercised over a number of economic activities simultaneously. Thus, for example, Tatas, one of the most prominent business groups in the country, have their main interest in steel, engineering and power, but also have interests in many other industries like cement, cotton, chemicals, vegetable oils, as well as in activities like insurance, investment and trade. Similarly, Birlas, another most important industrial group, are engaged in not only all varieties of industrial production other than steel and power but also control one of the largest banks in India and have a considerable interest in investment and trade. The study of concentration cannot, therefore, be confined to individual sectors of production or economic activity though this aspect of the study is also of importance.

Generalised Forms Of Concentration

We may begin our study with the more generalised forms of concentration of economic power. We have dealt in the previous chapter with the changes that have taken place in the distribution of income and property during the first 10 years of planning and drawn attention to the inadequacy of the relevant statistical data needed for drawing firm conclusions on this subject. We have also expressed the opinion that in the main there have not taken place such changes in the distribution of income and property as would indicate any significant trends in either direction. In this chapter, we may appropriately deal with the distribution position as it prevailed at the close of the first two plan periods with a view to determining whether it reveals the existence of any degree of concentration of economic power, and if so, to what extent.

Income-tax statistics do not help in giving an idea of the overall national picture, not only because of their non-reliability due to avoidance and evasion of unknown magnitudes but also because they exclude from their purview agricultural income which accounts for half the national income as also the aggregate income of more than 70 per cent of the labour force. There are also the other statistical limitations to which we have made reference in the previous chapter. We have, therefore, to fall back upon two indicators of distribution, are based on NSS expenditure data of the 15th round covering the period July 1959 to June 1960, and the other based on the NCAER sample surveys of urban and rural households for 1960. Relevant figures are given in the following statements :

Statement (1) : Percentage Share Of Total Consumption Expenditure By Fractile Group NSS 15th Round, July 1959 To June 1960

(Percentage)

Sl. No.	Fractile Group	Share in consumption	
		Urban	Rural
(1)	(2)	(3)	(4)
1.	0—10	3.33	3.40
2.	10—20	4.66	4.94
3.	20—30	5.67	5 82
4.	30—40	6 34	6.69
5.	40—50	7.44	7.68
6.	50—60	8.30	8.61
7.	60—70	10.21	9.93
8.	70—80	12.17	11.74
9.	80—90	15.83	14.42
10.	90—1000	26.00	26.77

Statement (2) : Percentage Share Of Household Incomes In the Aggregate Income Of Different Pre-Tax Income Tenths, 1960

(Percentage)

Sl. No.	Fractile Group	Share in the aggregate income before tax	
		Urban	Rural
(1)	(2)	(3)	(4)
1	0—10	1.3	0.7
2.	10—20	2.7	3.3
3.	20—30	3.6	4.5
4.	30—40	4.5	5.6
5,	40—50	5.4	6.6
6.	50—60	6.5	7.7
7.	60—70	8.1	9.5
8.	70—80	10.3	12 1
9.	80—90	15.2	16.4
10.	90—100	42.4	33.6

NSS data shows that the top 10 per cent of the rural households accounted for 26.8 per cent of total expenditure, while the bottom 10 per cent accounted for only 3.4 per cent. NCAER figures show that the top 10 per cent of the rural households claimed 33.6 per cent of the total income, while the bottom 10 per cent accounted for only 0.7 per cent. Corresponding figures given by NSS for urban areas are 26.00 per cent and 3.33 per cent respectively, while those given by NCAER are 42.4 per cent and 1.3 per cent respectively. The NCAER figures present a grimmer picture partly because they pertain to income while the NSS data relate to expenditure. The wide range of variation that one finds between the top and the bottom tenths of the population clearly reveals the existence of concentration of economic power in the country in its most generalised form. That the imposition of taxation has not made much difference to the range of variation and therefore to the presence of concentration is clearly revealed by the following statement based on NCAER data of percentage shares in the post-tax or disposable income by income tenths.

Statement (3) : Share Of Household Incomes In Aggregate Income By Different Post Tax Income Tenths (Urban Only), 1960

percentage

Sl. No.	Fractile group	Share in the aggregate income after tax
(1)	(2)	(3)
1.	0—10	1.3
2.	10—20	2.8
3.	20—30	3.7
4.	30—40	4.7
5.	40—50	5.6
6,	50—60	6.7
7.	60—70	8.3
8.	70—80	10.7
9.	80—90	15.8
10.	90—100	40.4

The conclusion seems justified that even after 10 years of planning and despite fairly heavy schemes of taxation on the upper incomes, there is a considerable measure of concentration in urban incomes. This would also hold for rural incomes, as in their case, even the burden of taxation is not heavy on the higher ranges of incomes. It must be added that to a large extent the phenomenon of economic concentration in the Indian economy is the result, at one end, of unemployment and under-employment and consequent low productivity per unit of labour, that is to say, of inadequate economic development rather than merely structural inequalities of a distributional character, and at the other end,

mainly of deficiencies in tax compliance or of tax evasion and avoidance rather than of an insufficiently progresive tax system. If this analysis is correct, it would seem to call for rethinking of the overall strategy of development adopted during this period in relation to the social goals. Since we are not required by our terms of reference to consider such issues, it is not necessary to pursue the matter further.

The data available on the distribution of wealth indicate that there is an even more marked degree of concentration than we have found in the case of income and expenditure. Thus, the distribution by size of holdings of agricultural land is extremely unequal. From the NSS data co lected in the eighth round (July 1954 to March 1955) and the 16th round (July 1960 to June 1961) on land holdings in the rural sector, it appears that though there was a mild trend towards redistribution of land holdings between 1953-54 and 1959-60, there was a high degree of concentration with regard to land distribution. In 1953-54, the top one per cent of the households owned 17 per cent, the five per cent owned 41 per cent and the top 10 per cent of households owned 58 per cent of all lands belonging to households ; in 1959-60, these proportions were 16 per cent, 40 per cent and 56 per cent, respectively. The botton 20 per cent of households did not own any land in either of these two years.

For owner-occupied houses in urban areas, the NCAER survey for urban India in 1960 should that the bottom 20 per cent of households clained a shere of only 0.9 per cent in the aggregate market value of the owner-occupied houses, while the share of the top 20 per cent was 73.1 per cent, the top 10 per cent accounting for as much as 57.0 per cent.

As regards companies, which perhaps constitute economically the most significant form of property, no complete data are available regarding distribution by ownership of share capital. Income-tax statistics do not cover the entire sharholding population, as quite a number of share holders have incomes below the income-tax limit. A study made by the CBR for 1954-55 took into account not only assessees who received dividends but also refundees ; and it showed that of the estimated number of 101,033 share holders—itself an infinitesimal part of the total population, 1 4 per cent accounted for 31.5 per cent of the dividend income, while 50.3 per cent could claim only 10.8 per cent of that income. A more detailed study carried out by the Reserve Bank of India in March 1960 covered 70 compaines with paid up capital of Rs. 212 croses with a market value of Rs. 417 crores ; and it showed that 0.5 per cent of the total number of shareholders (without making allowance for duplication in the sense of some holders having shares in different compaines, but including company shareholders) had holdings of Rs. 50,000 and above, accounting for 56.5 per cent of the total value of the shares coverd by the enquiry. If allowance is made for multiple shareholding by individuals and also for the fact that some of the holdings are by companies, there can be no doubt, there is a high degree of concentration in the wealth represented by shares of joint-stock compaines. This is also shown by the income-tax statistics on dividend income by ranges according to which 1.5 per cent of dividend receivers accounted for 34.6 per cent of total dividend income assessed to tax in 1959-60.

The data given above do not indicate any trends in concentration. What they do reveal, however, is the existence at the end of 10 years of planning of a considerable degree of inequality in the distribution of economic assets and consequent concentration of economic power in the hands of a numerically small section of the population. It is true that a considerable measure of inequality in the distribution of income and wealth also exists in several other developed and developing countries. There also, it is cousing concern. But in the context of the Indian situation, it should be of even greater concern, as ours is a planned economy and we are pledged to follow policies that will further the twin objectives of lessening economic inequalities and promoting economic growth. To the extent, therefore, that there has been no appreciable reduction in the concentration in economic power during the last 10 years, this fact may be taken, as we have already stated earlier, as some evidence of the inadequacy of our current strategy of economic development in one of its important aspects.

Concentration In Private Corporate Sector

We may now pass on to consider the problem of distributive inequality and concentration of economic power in the significant part of the economy formed by the private corporate industrial sector which has a crucial place in planned development under Indian conditions. Industrial production in the private sector accounts for 16 per cent of the net national product and about a half of this production is orgainsed in corporate form. But the corporate sector is the most dynamic element of our developing economy and must claim special attention in any study of concentration of economic power. A study of joint-stock companies in India shows that while the number of companies is large a small number of companies accounts for a large portion of their paid-up capital. Thus, in 1960-61, the total number of compaines having a paid-up capital of less than Rs. five lakhs each constituted 86 per-cent of the total number of compaines at work during that year, but their share of the total paid-up capital was only 14.6 per cent; as against this, the companies having a paid-

up capital of Rs. 50 lakhs and above constituted only 1.6 per cent of the total number of compaines but claimed 53 per cent of the total paid-up capital. Though the increasing size of companies is by itself not necessarily an index of growing concentration in ownership of companies—and there is some evidence of an increasing dispersal of ownership as such—the phenomenon is conducive to greater concentration of control and economic power and as we shall presently see, it has facilitated the process.

It is also evident that the working of the planned economy has contributed to this growth of big companies in Indian industry. The growth of the private sector in industry and especially of the big companies has been facilitated by the financial assistance rendered by public institutions like the Industrial Finance Corporation (IFC), the National Industrial Development Corporation (NIDC), etc. Thus, as on June 30, 1963, loans had been approved by the IFC for a total sum of Rs. 127.7 crores. The number of conrcerns to which loans had been sanctioned was 244 ; 143 of these concerns were given loans of less than Rs. 50 lakhs each, the total amounting to Rs. 32.7 crores, while 101 concerns were given loans exceeding Rs. 50 lakhs, the total being Rs. 94.9 crores. Loans exceeding Rs.1 crore each were given to 22 concerns and accounted for Rs. 34.8 crores, while loans below 10 lakhs were given to 32 concerns, the total amounting to Rs. 1.8 crores. Lending by NIDC which totalled Rs. 3 crores upto March 1963, would also generally be to bigger companies.

Similar details are not available for the loans sanctioned by the State Financial Corporations, which totalled Rs. 49.8 crores upto March 31, 1962. However, loans given by the State Financial Corporations all fell in the category below Rs 10 lakhs and would have generally assisted medium and small industry. The amount of loans which could be classified as having been made to small industry in terms of a unit with fixed assets (including capitalised value of rental premises) of equal to or less than Rs. five lakhs was somewhat over a-quarter of the total loans, the rest being given presumably to medium-small and medium-sized enterprises.

One noteworthy fealure of some of these loans has been pointed out by the Third Annual Report on the Working and Administration of the Companies Act of 1956, which we quote below in view of its relevance to the subject of concentration of economic power :

"Cases have came to notice where companies with large reserves have invested heavy amounts in shares of other companies in the same group while borrowing heavily from the Government and quasi-Government institutions. While these companies appeared to be financially sound and could have apparently met their needs for expansion or modernisation of their plant and machinery by converting their investments into cash, they have preferred to borrow from outside bodies. Presumably companies have, on balance, decided to keep their voting power intact in the companies in which shares were held by them or possibly, in same marginal cases, the realisation of the investments might have resulted in losses. In same cases, however, the investments industrial holdings have been found to be of the order of half a crore of rupees matched by an overdraft from State Bank of India for a like amount."

Government policy during the plan period has been responsible in other ways as well for the growth of the private sector and in the process specially of big companies. In addition to affording a protected market and the necessary overhead facilities and maintaining a budget policy with a mildly inflationary situation favourable to industry, the Government have been promoting the growth of private industry by extensive tax incentives. Under Section 150 of the Income-Tax Act, new ventures are given a tax holiday for five years and profits upto six per cent of the capital employed are exempted from both income-tax and super-tax. Under Section 10 (2) (vi) of the Act, new companies set up after March 31, 1954, are allowed to deduct 25 per cent of the actual investment towards depreciation of plant and machinery. Under section 56-A of the Income-tax Act, dividends received from companies engaged in certain specified industries are exempted from super-tax ; for inter-corporate investment in these industries, this concession together with the provision for income-tax credit which already existed, meant that such dividends were totally exempted from taxes. There is no indication of the total tax rebate given to industries in this manner but the amount should be quite considerable. While these tax concessions and rebates promoted a climate favourable to investment by both small and big enterprises, it is evident that the latter were in a better position to take advantage of the same.

In commenting upon the growth of capital formation in the corporate sector, it is important to indicate the extent to which this has been financed by funds other than those obtained from shareholders either by way of new issues or bonus issues or by ploughed-back profits. The overall pattern of sources of finance of capital raised by non-government companies is indicated by the records of the Controller of Capital Issues where the distribution of consents and details of subscribed and paid-up capital by types of issues (viz. initial, further, bonus, debenture and loan) are available for each of the industries. Such data over the period 1955-60 have been collected and analysed by the CSO separately for government and non-government companies. Total long-term capital raised during 1955-60

by non-government companies amounted to Rs. 468 crores. The share of capital raised through debentures was Rs. 44.7 crores (9.5 per cent) while that through loans (from World Bank, Governments, LIC, IFC and SFC's) was Rs. 160.7 crores (34.4 per cent). Total increase in debt thus formed about 44 per cent of the total long-term capital raised, while capital raised through issue of shares formed 56 per cent. The following figures give the general pattern of financing of industrial expansion :

Statement (4) : Capital Raised By Non-Government Companies During 1955-60

	(Rs. Crores)	Percentage of total
Total Capital raised	467.5	100.0
1. of which increase in debt (a+b)	205.4	43.9
(a) debentures	44.7	9.5
(b) loans*	160.7	34.4
2. of which share capital (a+b)	262.1	56.1
(a) bonus	33.5	7.2
(b) ordinary and preference shares	228.6	48.9

*Include (i) Loans from the World Bank ;
(ii) Loans from the Central and State Governments against the creation of company's fixed or liquid assets ;
(iii) Advances from the LIC on mortgaged property ; and
(iv) Loans granted by others (other than banks).

Bank credit has also played an impressive role in financing the growth of industry during the last seven or eight years. The Reserve Bank's studies of company balance sheets have shown that the proportion of bank borrowings to total sources of funds for all public limited companies was 14 per cent during 1959-60. For small companies, this was 20 per cent while for medium and large companies it was only 13 per cent. The absolute figures for the latter were, of course, very much larger.

The dependence of private industry on banks for financing its expansion is confirmed by a purpose-wise analysis of advances by scheduled banks. Thus, industry which accounted for 36 per cent of scheduled bank advances at the end of 1951, increased its share to 52 per cent by the end of 1961 and this from a total that was nearly double that in 1951. Of the total increase in bank loans of Rs. 722 crores between 1951 and 1961, Rs. 477 crores or 66 per cent was accounted for by industry, over half of the increase being shared by cotton textiles, sugar, engineering, iron and steel, and cement. The Reserve Bank of India has recently conducted a survey for ascertaining the extent of finance provided by banks in the form of term credit, to industries as at the end of April, 1962. The results of the survey revealed that the total 'term credit' outstanding amounted to Rs. 103.6 crores and formed 7.7 per cent of the total credit of these banks and 15.8 per cent of their industrial advances. Approximately, one half of the 'term credit' granted was in the form of medium-term loans with maturity of over one year ; the other half represented rolled-over credit consisting mainly of overdrafts and cash credits with a specific understanding that the credit would be renewed.

Analysis of the bank credit thus made increasingly available for the financing of industrial expansion during the last few years shows that the main beneficiaries have been the big and medium enterprises. Financial assistance provided by the commercial banks to small scale industries (with assets less than Rs. 5 lakhs was insignificant, amounting to only Rs. 28 crores or barely 5 per cent of their total advances to industries in 1960. The meagre absolute amount of credit extended to small industry is, however, to be considered against the very smallness of this sector ; the paid up capital of small public limited companies, below Rs. 5 lakhs each, formed barely 3 per cent of that all companies. At the same time, there is no doubt that part of the explanation for the practically insignificant share of small industries in bank advances is the lacuna in the structure in industrial financing in terms of which the credit requirements of small industry in the unorganised sector were left to be met by non-institutional sources. It is only in the last few years that some attention has been given to this problem and the share of small industry in bank advances has increased, fairly rapidly, from Rs. 20.7 crores in the first half of 1960 to Rs. 39.4 crores by the end of 1962. This has been partly stimulated by the guarantee scheme for small loans operated since July 1960 by the Reserve Bank as an agent of the Government ; the total amount of guarantees issued under the scheme amounted to Rs. 18 8 crores in respect of 5098 applications by 30th June, 1963. We have still to go a long way however, before reaching the stage when bank advances to small industry can be regarded as satisfactory either in terms of their absolute requirements (including their large non-corporate sector) or in comparison with the position of the big and medium enterprises.

In the light of the above general picture, it is interesting also to look at the sources of finance for the top 'complexes' analysed by R.K. Hazari, in terms both of changes over the period 1951-58 and the share of loans in the total liabilities for these complexes. Thus, the increase during the period in loans was 34.8 per cent for the 10 complexes and 35.8 per cent for the four top-most complexes. In terms of absolute figures. the increase in loans amounted to as much as Rs. 154 crores for the four top-most complexes out of a total increase in gross liabilities of companies controlled by the Complexes of Rs. 430 75 crores. The share of loans as a proportion of total liabilities also increased substantially from 19 per cent in 1951 to 30 per cent in 1958 for the 10 complexes and within the complexes this share which for one group was already high at 31.8 per cent in 1951 increased to as much as 40.3 per cent in 1958.

The following statement brings out the considerable increase in the role of borrowing (loans) in the financing structure of companies and the relatively greater increase in reliance on borrowed funds by the twenty complexes covered in Dr. Hazari's stduy as compared to the 1001 companies in the Reserve Bank study:

Statement (5) : Structure Of Combined Balance Sheet Of Public Companies

(Percentages)

Liabilities	1951		1958	
	20 Complexes	R.B.I. Sample	20 Complexes*	R.B.I. Sample
(0) (1)	(2)	(3)	(4)	(5)
1 Share Capital	35	35	28	29
2 Reserves	22	19	16	18
3 Loans	20	21	30	28
4 Other Liabilities	23	25	26	25

*Excluding banking and insurance but including finance companies.

Moreover, the commercial banks also increase their own holdings of shares in joint stock companies, as the size of the companies increases. The Life Insurance Corporation (LIC) which is a nationalised concern, also supports big business in private industry by its holdings of stock exchange securities, its total investments in this sector amounting to Rs. 92 crores as on December 31, 1960. The large companies and bigger enterprises have an easier access to the capital market, and banks, life insurance companies and trusts besides individuals have a preference for investing in shares of large companies. Thus, the operation of the economic system, with its criteria of credit-worthiness and security for lending and investment, tends to support the large and established enterprise against the small and struggling entrepreneur. There is, however, a compensatory element to the extent that the procedure followed in supporting the larger enterprises enables a more continious scrutiny on their operations by the lending interests. In any case, if the pattern of growth in a mixed economy has to be a simultaneous development of both large scale and small scale enterprises, the regulatory measures should not take the form of withholding finance to the larger units. It is necessary, however, to eliminate unhealthy competition between large and small enterprises, and ensure easy flow of finance to the latter.

It must be pointed out, however, that the growth of big business as such, though indicating the presence of economic concentration does not necessarily mean the deliberate adoption of an anti-social policy. There is such a thing as the economy of scale which works in favour of big business, on purely economic grounds; and economic considerations are certainly relevant especially in the context of our scarce resoures and the imperative need for our making the most economic utilisation of these resources. In many industries, the size of the domestic market is small in relation to the size of the plant at which maximum average costs begin to obtain; and any attempt to reduce the degree of concentration by breaking down economic-size units into a large number of uneconomic-size plants would only lead to economic waste. At the same time, there is no doubt that localised concentration of industry, even if unavoidable an economic grounds, must necessarily result in the accrual and possible exercise of monopolistic power. What is needed in such a case is not the break-up of large units as the adoption of a policy of regulation, continuous scrutiny and possibly, nationalisation which will help to prevent the emergence of anti-social consequences from the otherwise economically justifiable localised concentration in the form of big units in one industry or another.

As localised industrial concentration is an important aspect of concentration of economic power, it is necessary to examine the extent to which such concentration has emerged in Indian industry at the end of 10 years of planned economic development.

The following statement (on page no. 172, Statement 6) gives relevant date on producer concentration in selected industries:

It will be seen from the above statement that in the case of 12 out of the 21 industries listed above, the top units claimed a share of more than 50 per cent of production. In four of these cases, one unit claimed more than 50 per cent of production. It is true that in the case of steel and pig iron, there is now substantial production in the public sector, which reduces to a significant extent the share of the top units as also of the top unit in production. Also, the monopoly or semi-monopoly position enjoyed by a few concerns earlier has been considerably reduced as a result of a steady expansion of the industrial sector during the last decade or so. Thus, for example, the ACC in 1951 controlled 64 per cent of the total out put of cement; by 1960, its share had declined to 39 per cent, and is expect-

ed to decline further to 25 per cent by 1965-66. In match industry, WIMCO was more or less the sole producer of matches in 1951, as a result of differential excise and encouragement of A,B,C and D class of units, the share of WIMCO in total out put of match industry has been reduced to 60 per cent by 1960. The share of Titaghur Paper in the total out put of paper declined from 25 per cent in 1951 to 15 per cent in 1960. The Metal Box Company in 1951 enjoyed almost a monopoly in the matter of containers ; in 1960 its share has been reduced to 20 per cent. Hind Cycles accounted for 90 per cent of the out put of bicycles in 1951 ; its share in 1960 declined to about 15 per cent. Soap and vanaspati, electric cable manufacturing, aluminium industries, soda ash and other chemicals and several other areas of industry furnish instances of a declining trend in localised industrial concentration with new entrants in various fields of industry. An appreciable measure of such concentration in the private industrial sector, however, still remains. Even in the case of pig iron and finished steel, the fact of concentration remains as far as the private sector is concerned.

Statement (6) : Producer Concentration In Selected Industries

Sl. No.	Industay	Year	Percentage share of top-most units/group in total production/ capacity	Percentage share of stop.few units/groups in total production/ capacity	No. of units groups under column (4)
(0)	(1)	(2)	(3)	(4)	(5)
1.	Finished steel	1958	63.70	93.36	2 groups
2.	Pig iron	1958	54.63	90.08	2 groups
3.	Electric lamps	1960	40.00	88.70	14 units
4.	Sewing machines	1960	88.00	88.00	1 unit
5.	Soda ash	1958	52.25	84.68	2 groups
6.	Electric fans	1961	51.00	82.00	4 units
7.	Paper and paper board	1958	23.50	77.90	5 groups with 8 units
8.	Bicycles	1959	20.20	72.72	4 units
9.	Cement	1960	45.00	71.90	3 groups
10.	Soap	1957	30.75	69.11	4 groups with 8 units
11.	Superphosphate	1958	14.76	53.04	5 groups
12.	Hydrogenated oil	1958	14.01	47.09	6 units
13.	Paints and varnishes	1957	11.40	45.90	6 units
14.	Ceramics	1957	17.29	39.72	4 groups with 6 units
15.	Jute textiles*	1958	12.29	37.61	4 groups
16.	Matches	1960	60.00	60.00	1 group with 5 units
17.	Caustic soda	1958	14.76	28.51	2 groups
18.	Coal	1958	11.09	24.70	3 groups
19.	Sulphuric acid	1958	16.89	23.72	2 groups
20.	Cotton textiles*	1958	4.10	11.49	3 groups
21.	Sugar	1958-59	2.36	4.56	2 units

*Percentage of looms installed.

How far the position revealed by this study has justification in terms of economies of scale and what policy measures are required to safeguard the public interest are questions which need detailed study in the case of each industry ; what agency should undertake this task, whether departmental or otherwise, is a matter for consideration by Government.

More important than the existence of localised industrial concentration—for which perhaps there could be found some justification in terms of the economies of scale—is the more generalised concentration of economic power to which reference has been made earlier in this chapter. In the Indian context, it is the concentration of control in the industrial sector as a whole rather than

in any one or other particular industry that presents the more menacing aspect of concentration of economic power. It has been pointed out already that shares in joint stock companies are held by an extremely small percentage of the population and that this represents a concentration of economic power that is significant enough to command attention. But more important than ownership is operational control. The normal behaviour of the large majority of share-holders whose individual holdings are quite small, does not indicate on their part any real interest in exercising the control that goes with ownership ; and the growing importance of impersonal holders like banks, trusts, companies and the like has increasingly tended to divorce individual ownership from control. As it is control which is significant from the point of view of economic power, a study has to be made of concentration of control by selected business groups within the corporate sector.

It is extremely difficult to obtain light on the concentration of control in the corporate sector without a full and detailed inquiry into operations of individual companies such as only a full-time agency with powers to call for books and examine accounts could undertake. In the absence of such an inquiry, are has to fall back upon such evidence as can be gathered by an analysis of the composition of Boards of Directors and their interlocking, the number and resources of companies operated by managing agencies, inter-corporate investments and subsidiary companies, and such identification as are make from indirect data of the presence of units of control sprawling over companies within the same industry and over many industries. We have been assisted in our work by a study undertaken by Dr. R.K. Hazari of the structure of the corporate private sector as also by working papers prepared by the Central Statistical Organisation and by the Reserve Bank of India. While the data either collected or used by us for determining the concentration of economic power in the private corporate sector through concentration of control is by no means as complete as we would have liked, it enables us to formulate same considered views on the subject.

Dr. Hazari's study is particularly notable for the light that it throws on the subject of concentration of control in the structure of the private corporate sector. He has attempted to identify groups in the corporate sector which exercise effective control over corporate decisions, even though they may have no separate legally-identifiable existence. A corporate group of this kind or a controlling interest is defined as consisting of units which are subject to the decision-making power of a common authority. It takes policy decision on prices ; profits, investments, production, purchases and sales on behalf of a number of companies and determines responses, to particular economic and political developments, It functions as a single organisation, though each of the companies it controls is a separate legal entity apparently independent of the others with which it is linked by this Controlling Interest. It is not necessary for the Controlling Interest, for the purpose of acquiring such control, to own the majority of shares in every company in the group. By a process of inter-corporate investment it is possible for it to acquire control over a number of companies with comparatively little investment ; in the simplest of cases, a Controlling Interest which owns the majority of shares in a comparatively small concern. A may gain control over the affairs of a larger concern B in which A holds the majority of shares, a second still larger concern C in which B holds the majority of shares, and so on ; even in the original concern A, the Controlling Interest's investment may be partly financed by borrowings from banks on the security of that investment itself. The picture could be made complicated by spreading the investment of each company among several companies of the group and by changing the pattern of investments over time. The control acquired by inter-corporate investment is supplemented by powers obtained under managing agency agreements and by the buying and selling of shares by Investment Companies belonging to the group.

The study divides the concerns subject to the decision making authority of a single Controlling Interest into Inner Circle concerns and Outer Circle concerns. The Inner Circles constitutes the group proper and consists of sole control and majority companies, while the Outer Circle consists of fifty-fifty, minority, and under-management companies in which the decision-making authority of the groups has a material influence but not controlling voice. The two Circles together are referred to as the Complex.

20 leading groups have been selected for study on the basis of various criteria to yield a cross-section of the corporate private sector. Among the criteria used are not only size of physical assets, but also age, occupation, corporate structure and pattern of financing, distribution of ownership, relative size of controlling blocks, and techniques of control. Caste and provincial origin have also been pressed into service in making the selection. Altogether they present a fair picture of the corporate sector in respect of concentration of economic power. Though the Complex is brought into give a comprehensive idea of the importance of the groups in the total corporate private sector, measurement of concentration is based primarily upon the size of the Inner Circle. Indeed, as Dr. Hazari observes : "The presence of control over the disposition of resources, in terms of which economic power has been defined, ends

at the boundaries of the group, i.e., the Inner Circle. To same extent, the interests even overlap between the groups studied. Consequently, the measurement of concentration has to be based primarily upon the size of each Inner Circle. The study covers the period 1951-58, and gives details for both the years 1951 and 1958.

The 20 groups studied have an interest of one kind or other in 983 companies with a share capital of Rs. 236 crores in 1951 and 1073 companies with a share capital of Rs. 352 crores in 1958 (excluding government companies). These companies accounted for 29.2 and 32.4 per cent of the share capital of non-government companies in 1951 and 1958 respectively. The statements below give details of share capital and physical assets for these 20 groups, as also for the 13 largest amongst them.

Statement (7) : Share Capital And Physical Assets Of 20 Groups (Public Companies Only)

(Rs. Crores)

Sl. No.	Circle	Share Capital		Net fixed assets		Net Capital stock		Gross Capital stock	
		1951	1958	1951	1958	1951	1958	1951	1958
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1.	Inner	165.2	254.6	139.0	404.1	258.1	636.8	375.8	862.2
2.	Outer	65.0	112.4	58.5	153.9	98.0	244.4	141.3	337.2
3.	Complexes (gross)	230.2	367.0	197.5	558.0	356.0	881.2	517.1	1199.4
4.	Less overlap	27.5	56.7	22.0	79.2	38.6	121.8	54.5	165.6
5.	Complexes (net)	202.7	310.3	175.5	478.8	317.5	759.4	462.6	1033.8
6.	All non-govt. public Companies	591.0	756.0	464.0	1200.0	976.0	1956.0	1396.0	2675.0

Statement (8) : Share of the 20 Groups in the Share Capital And Physical Assets of All Non-Govt. Public Companies

(Percentages)

Sl. No.	Groups	Share Capital		Net Fixed Assets		Net Capital Stock		Gross Capital Stock	
		1951	1958	1951	1958	1951	1958	1951	1958
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1.	20 groups :								
2.	Inner	27.95	33.28	29.95	33.67	26.44	32 56	26.92	32.23
3.	Complex (gross)	38.97	47.96	42.56	46.50	36.48	45.05	37.05	44.85
4.	Complex (net)	34.30	40.56	37.81	39.90	32.53	38.83	33.14	38.65
5.	13 Largest groups								
6.	Inner	26.78	31.67	28.64	32.40	25.25	30.89	25.78	30.52
7.	Complex (gross)	33.44	40.50	36.64	40.62	31.61	38.45	32.28	38.26
8.	Complex (net)	33.09	38.41	36.31	38.13	31.17	36.66	31.69	36.35
9.	All non-govt. public companies	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Note : 'Complex (gross)' figures are simple aggregates in respect of all companies comprising the Inner and Outer Circles of each of the Complexes considered. In the process of aggregation of several Complexes, it often happens that some companies are counted more than once. 'Complex (net)' figures have been arrived at after making necessary adjustments for such double counting.

The 20 selected groups have increased their share of all corporate private capital, including both public and private companies, from 29.2 per cent to 32.4 per cent, during the eight years ending with 1958. The share capital of the companies controlled by the 20 groups in 1958 stood at Rs. 352 crores, net physical assets at Rs. 501 crores, net capital stock at Rs. 814 crores, and grass capital stock at Rs. 1102 crores. Their share of net physical assets was 37 per cent, of net capital stock 34.7 per cent and of gross capital stock 34.3 per cent. The figures reveal an impressive picture of concentration of economic power in the entire corporate private sector. The picture makes an even more massive impact if one considers the share of the longest 13 of these 20 groups.

Their share of the share capital of the entire corporate private sector increased from 27.9 per cent in 1951 to 30.6 per cent in 1958. Their share of net fixed assets stood at 35.2 per cent in 1958, of net capital stock at 32.2 per cent and of gross capital stock at 31.9 per cent.

Statement (9) : Share Of The 20 Groups In Corporate Private Capital (Public And Private Companies)

Sl. No.	Group	Share Capital		Net Fixed Assets	Net Capital Stock	Gross Capital Stock
		1951	1958	1958	1958	1958
(0)	(1)	(2)	(3)	(4)	(5)	(6)
1.	All non-govt. companies (Rs. Crores)	810.00	1086.00	1353.00	2349.00	3204.00
2.	Percentage	100.00	100.00	100.00	100.00	100.00
3.	20 Groups : (Inner) (Rs. Crores)	192.01	283.54	416.17	664.90	895.62
4.	Percentage	23.70	26.11	30.76	28.31	27.95
5.	Complexes (gross) (Rs. Crores)	265.57	414.48	584.30	947.60	1279.74
6.	Percentage	32.79	38.17	43.19	40.34	39.94
7.	Complexes (net) (Rs. Crores)	236,19	352.27	501.04	813.86	1102.06
8.	Percentage	29.16	32.44	37.03	34.65	34.33
9.	13 largest groups Inner (Rs. Crores)	183.49	268.70	398.66	623.38	840.01
10.	Percentage	22.65	24.74	29.46	26.54	26.22
11.	Complexes (gross) Rs. Crores)	228.19	349.12	508.55	795.26	1078.16
12.	Percentage	28.17	32.15	37.59	33.86	33.65
13.	Complexes (net) (Rs. Crores)	225.89	331.95	476.53	757.24	1023.45
14.	Percentage	27.89	30.57	35.22	32.24	31.94

The picture of economic concentration that has been presented above gains added significance when one makes a further break-up of the 13 largest groups that have been dealt with. Thus 10 groups had an interest of one kind or other in 876 companies with a share capital of Rs. 205 crores in 1951 and 929 companies with a share capital of Rs. 297 crores in 1958. They accounted for more than 25 per cent and 27 per cent of the share capital of non-government companies in 1951 and 1958 respectively. Among these 10 groups; the top four showed a still higher degree of concentration, the companies controlled by these complexes accounting for a share capital of Rs. 147 crores in 1951 and Rs. 225 crores in 1958 or 18 2 per cent and 20.8 per cent respectively, of the share capital of entire corporate private sector. The top-most group controlled a share capital of Rs. 66.8 crores in 1951 and Rs. 108.2 crores in 1958 or 8.3 per cent and 10 per cent respectively of the share capital of the entire corporate private sector.

Measurement of changes in concentration has to take into account physical assets, but this is possible, as pointed out earlier, only for public joint-stock companies. The following statement gives the percentage share of the total for all non-government public companies in share capital, net capital stock, and gross physical stock for the 20 complexes taken together. 13 longest of these, 10 largest and four top complexes.

Statement (10) : Share Of 20 Groups In Share Capital Net Capital Stock And Gross Physical Stock Of All Non-Government Public Companies (Public Companies Only)

(Percentage)

Sl. No.	Groups	Share Capital		Net Capital Stock		Gross Capital Stock		Difference in percentage Share between 1951 and 1958		
		1951	1958	1951	1958	1951	1958	Share Capital	Net Capital Stock	Gross Capital Stock
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1.	Total non-government Companies.	100.00	100.00	100.00	100.00	100.00	100.00			
2.	20 Complexes (gross)	38.97	47.96	36.48	45.05	37.05	44.85	8.99	8.57	7.80
3.	13 ,, ,,	33.44	40.50	31.61	38.45	32.28	38.26	7.06	6.34	5 98
4.	10 ,, ,,	29.35	34.53	26.99	32.62	27.21	31.83	5.18	5.63	4.62
5.	4 ,, ,,	22.13	26.75	20.55	26.60	21.20	25.20	4.62	6.05	4.00
6.	1 ,, ,,	9.35	12.29	9.60	14.28	10.86	13.86	2.94	4.68	3.00

The data given above make it guite clear that concentration of economic power exists to a significant extent in the public non-government corporate sector and also that it has increased significantly between 1951 and 1958.

We have already seen that non-government public companies financed the greater part of their substantial expansion during the Plan periods from external resources. In the case of these 20 complexes, about 32 per cent of the gross total funds raised during the period came from loans and another 24 per cent from short-term liabilities, making a total of 56 per cent for borrowings. About nine per cent came from reserves and 19 per cent from depreciation. Only 16 per cent came from additional share capital. If one analyses the controlling blocks—and this is feasible only for Inner Circles and not for the entire Comlexes—one finds that the proportion of controlling block to Inner Circle equity share capital declined from 48 per cent in 1951 to 43 per cent in 1958, while the corresponding figures for preference shares were 23 per cent and 17 per cent respectively. Details for the 20 complexes are given below, as they show a great deal of variation from one another which have little to do with the size of each individual group.

Statement (11) : Controlling Blocks In Public Companies Of 20 Inner Circles

(Percentages of Share Capital)

Sl. No.	Group	Ordinary		Preference	
		1951	1958	1951	1958
(0)	(1)	(2)	(3)	(4)	(5)
1.	Tata	19.5	18.0	4.5	2.2
2.	Birla	61.0	61.1	55.5	28.0
3.	Martin Burn	25.9	23.7	7.4	3.1
4.	Dalmia-Sahu-Jain	65.2	54.8	36.3	24.2
5.	Bird Heilger	34.7	40.5	10.6	8.2
6.	Andrew Yule	43.3	45.7	43.0	43.1
7.	Bangur	79.8	68.8	46.5	25.4
8.	Thapar	57.6	61.1	11.8	23.7
9.	J.K.	72.8	74.7	46.0	36.4
10.	Shri Ram	46 3	43.9	58.2	26.9
11.	Shapoorji	72.3	35.5[1]	—	99.2
12.	Khatau	67 2	68.6	16.4	17.7
13.	Walchand	69.8	67.0	17.1	6.3
14.	Mafatlal	68.5	69.5	2.7	7.4
15.	Kasturbhai	23.4	20.1	36.2	34.3
16.	Seshasayee	8.7	6.1	4.9	2.7
17.	Ramakrishna	26.5	24.4	18.3	11.9
18.	Indra Singh	62.6	40.6	—	41.0
19.	Mahindra	8.0	37.8[2]	22.5	5.3
20.	Kirloskar	27.9	27.9	—	1.7
	Total	48.0	43.1	22.7	17.3

[1]Decline due to acquisition of Brady Group in 1958.

[2]Increase mainly due to the conversion of the principal company from private to public.

Inter-corporate investment is the main instrument, and an increasingly important are, for the control of companies. Roughly two-thirds of the controlling blocks were held by companies, with investment and industrial companies as the principal corporate holders. Of the additional share capital raised between 1951 and 1958 by Inner Circle companies, the controlling interest contributed only 37 per cent. About 83 per cent of this contribution came from companies mainly investment and industrial, 12 per cent from trusts, and only five per cent from individuals. The individuals who constitute the ultimate Controlling Interests provided only Rs. one crore out of the Rs. 38 crores contributed by individuals in general towards the expansion of the total share capital of the Inner Circle companies during this period. Dr. Hazari compares the technique of holding controlling investments to a chain breeding process.

He observes :

"The controlling families in most cases make same relatively small investments in a principal company or companies which initiate a breeding process—in some groups an inbreeding process—that takes care of nearly all subsequent controlling investments of significance, without calling forth further substantial investment, from the families. All complexes except Martin Burn, Shri Ram, Kasturbhai, Seshasayee and Kirloskar, have a large number of subsidiaries and joint subsidiaries. In 1958 the Tata Complex had 73 subsidiaries, on joint subsidiaries, Birla had 105, Dalmia-Sahu-Jain 30, Bird Heilger 44, Andrew yule 20, Bangur 47, Thapar 31, J.K. 27, Shapoorji 15,Khatau 14, Walchand 16, and Mafatlal 13. Even among the smaller groups Ramakrishna had three, Indra Singh four and Mahindra five subsidiaries and joint subsidiaries. In the aggregate, net of multiple counting, there were 163 subsidiaries and 266 joint subsidiaries out of the 1079 sample companies in 1958. In most of the remaining companies, also, inter-corporate investment played a key role but individuals and trusts too were important holders".

Company Law Administration does attempt to control inter-corporate investments but within somewhat restricted limits ; whether the Administration could deal more effectively with such investments with suitable modifications in the existing laws is a question of policy which has to be left to the appropriate authorities.

We have not been able to assess whether and how far the undoubtedly larger area of concentration in industry was balanced to any extent by a dilution of the

intensity of central associated with a decline in the ratio of share capital of the controlled sector owned by the Controlling Interest. Indeed, the procedures and processes of decision-making in the groups, and their significance for concentration of economic power would seem to be worth same further exploration for a fuller assessment of the problem. The groups in Indian industry differ in their structure and internal organisation, ranging from the rather loose to the closely knit organisation of the patriarchal type and with varying degrees of customary or formal devolution of powers. Some regard to these factors seems necessary when making use of Dr. Hazari's ratios of concentration. These qualifications would, however, apply more to the Outer Circles and the Complexes (gross) and do not substantially affect the conclusions regarding the extent of control based on Inner Circles.

There can be no denying the social significance of the concentration of economic power that exists and has grown over the Plan periods in the hands of a comparatively few individuals ; and it has become possible because ownership and investment of personal funds is not required for acquiring operational control over large segments of the non-governmental corporate sector. How far this concentration can claim economic justification in terms of optimum use of scarce entrepreneurial talent, to what extent the manner in which the concentration is obtained leads to anti-social consequences, what precisely its implications are in the operation of our democracy, the implementation of the constitutional directives on economic policy and an economic development, and what remedial measures are required, are all important problems that need answering. But this can be done only after a thorough and comprehensive inquiry by a full-time organisation created solely for the purpose of inquiring into the concentration of economic power in the non-governmental corporate private sector. We shall revert to this suggestion towards the end of this Chapter, but it is relevant to draw attention at this stage to the recently published report of the Commissioner of Inquiry on the administration of Dalmia-Jain companies, and the lessons that flow from it in regard to the possibilities of the anti-social consequences that can follow from both the attempts to build up concentration of economic power as also from an exercise of this power.

So far we have dealt with the concentration of economic power that rests in the hands of certain groups of Complexes who by ownership, inter-corporate investment and other means have acquired control over a significant volume of non-governmental corporate sector activity. But control need not be exercised only through the Controlling Interests relative share in the assets of the companies either through ownership or inter-corporate investment. It can also be exercised through managing agents, common directors and similar other forms which enable the controlling group or authority to participate actively in the day to day business of such undertakings

The growth of joint-stock companies managed by managing agents has been studied in a paper prepared by the Reserve Bank of India. A sample of 1001 public limited companies was selected for the purpose. The study showed a decline in the number of managing agents from 407 in 1955 to 355 in 1959, with the number of companies they managed falling from 715 to 597. Their control declined from 73.3 per cent to 65.7 per cent in terms of net worth and from 72.3 per cent to 66 per cent in terms of total assets. The number of managing agents managing smaller units with net worth or total assets of less than Rs. 50 lakhs declined substantially in 1959 as compared to 1955, whereas the number of managing agents managing bigger units, viz., with net worth or assets exceeding Rs. five crores increased somewhat during the period. The managing agents controlling units with net worth exceeding Rs. 20 crores controlled 23.0 per cent of net worth of 1001 companies in 1959 as compared to 15 per cent in 1955. In respect of total assets the managing agents in the corresponding class controlled 31.8 per cent of total assets of 1001 companies in 1959 and 28.2 per cent in 1955. Of the 10 most important managing agents studied in the paper, Tata Industries (P) Ltd., Martin Burn Ltd., and Birla Brothers (P) Ltd , were the first three leading managing agents measured both in terms of net worth and total assets. These three managing agents managed 25 companies in 1959 which accounted for 20 per cent in terms of total assets of 1001 companies while in 1955, these three units controlled 31 companies, which accounted for nearly 16 per cent of the total assets of 1001 companies. Although the number of companies managed by these three groups has decreased, the control both in terms of net worth and total assets has increased. Thus, while the reform of Company Law has reduced the role of the managing agent in corporate affairs, within the reduced number of managing agents, thg tendency is clearly visible of a strengthening of the influence of the bigger managing agents and consequently of concentration of economic power through the exercise of managing agency functions.

Besides managing agencies, common directors or inter-locking director-rates constitute another method for bringing about concentration of economic power. Some light on the presence of this phenomenon in India is thrown by a special study of directorships in 331 companies with paid-up capital exceeding Rs. 50 lakhs each that has been made by the Company Law Administration. In terms of paid-up capital, these companies account

for 60 per cent of the total paid-up capital of all companies at work in the country in 1956-57. The total number of directorships in the 331 companies selected for the study comes to 2,419 held by 1,502 persons acting as directors. However, these 1,502 persons have been found to be holding 7,366 other directorships besides the 2,419 directorships in 331 companies studied. The average number of directorships held by a person thus came to 6.5. Of the 1,502 persons, 26.6 per cent held single directorships, 53.2 per cent held two to ten directorships, 14.4 per cent 11 to 25 directorships and 5.8 per cent more than 20 directorships. In other words, 73.4 per cent of the persons acting as directors held multiple directorships and the total number of the directorships held by the directors holding single directorships accounted for about four per cent of the total of 9,785 directorships held by the 1,502 persons.

The Central Statistical Organisation has also undertaken a similar study of common directorships among 282 large sized public non-government industrial undertakings but for later year, namely 1959-60. The total number of directors of all these concerns put together was nearly 1800 indicating an average of six directors per unit. But several of these directors were found to be associated with more than one company. After making adjustments for repetition of names, the number was found to have come down to 1158. Distribution of these persons according to the number of directorships held showed that three directors held 11 or more directorships, 11 directors held eight to 10 directorships each and 37 directors five to seven directorships each. Of the rest, 215 held 2 to 4 directorships each and 892 directors held single directorships. Thus compared to 1956-57, the prevalence of multiple directorships showed a decline from the point of view of heavy concentration of directorships amongst a few directors, but inter-locking still continues to be an important feature.

As regards directors holdings in share capital this is only available for the earlier study and also only for 883 directors belonging to 121 companies, out of the 2,419 directors (inclusive of duplication) serving in the 331 companies covered in the study. The study reveals that these 833 directors of the 123 companies held among themselves directly in their own names, six per cent of the total paid-up capital of the companies of which they were directors. The percentage holdings of the directors in the companies managed by their managing agencies work out to around three per cent, whereas those of the directors of the companies which are managed directly by their boards of directors work out to around nine per cent. The financial stake of directors in the case of companies operated by managing agencies is low, because control in such companies is retained by the managing agency firm and not by the board of directors. As against this, the holdings of directors in the companies managed by boards of directors is higher as control and management of the companies are retained by the directors. From the point of view of control, the figure of nine per cent appears to be very low; however, it is likely that the directors, directly or indirectly, probably control a fairly, high proportion of the capital of the companies through their benamidar relatives, friends, financial institutions and companies. Further, due to disposal of share holdings over a large number of persons, a majority of whom do not take active interest in corporate, decisions, it is not necessary to have a majority of voting rights to get or retain control of a company, even a block of 10 to 20 per cent of the voting rights being enough sometimes to acquire control. In addition, substitutional holdings of share capital by disinterested financial institutions also encourage such control. Thus, without even a significant share of ownership, inter-locking of directors may lead to operational control of a big-sized industrial undertakings by one industrial house.

In this context, it is of interest to study the interlocking between directorships of banks and non-government industrial undertakings within the economy. For the purpose, an analysis has been undertaken in the Central Statistical Organisation of the existing interlocking between directors and managing directors of fourteen selected leading banks and the 296 large-sized non-government public companies with a paid-up capital of Rs. 50 lakhs or more in 1959-60. The total number of directors of the 14 banks was found to be 148. Out of these, 73 were not associated with any major industrial undertaking; 24 were directors of one industrial house each; 37 were directors of two to four undertakings each and the rest i.e. 14 were Directors of more than six industrial houses each. The distribution of directors by banks is as shown (at page 179) in Statement 12.

The dominance of industrial directors on the boards of commercial banks is seen to be much greater in the case of the first eight banks, in whose case they numbered 59 out of 77 or nearly 77 per cent of the total. It is evident from the above that there is a significant link in the form of common directors between the leading banks and the large-sized industrial undertakings.

Bank advances to concerns in which the directors of the banks concerned are interested, accounted for Rs. 184 crores in 1962. This constituted 12.4 per cent of the advance given by all scheduled banks. For the top 15 banks, the proportion was 14.1 per cent. It is significant that this proportion is the highest for the State Bank of India. Details are given in the following Statement No. 13 (on page 179).

Statement (12) : Frequency Distribution Of Directors Of 14 Major Banks According To Their Common Directorships In Industrial Houses, And The Percentage Of Industrial Directors To Total 1959-60

Sl. No.	Bank	Nil	Only One Industry	2-4 Industries	5 Industries and more	Total Number of Directors	p c. of Industrial directors to total
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Bank of India	1	2	6	2	11	91
2.	Central Bank of India	2	—	7	1	10	80
3.	Punjab National Bank	3	1	4	1	9	66
4.	United Commercial Bank	3	5	5	—	13	77
5.	Bank of Baroda	2	2	4	4	12	83
6.	Allahabad Bank	2	1	1	1	5	60
7.	Indian Overseas Bank	1	4	1	—	6	83
8.	United Bank of India	4	2	4	1	11	64
9.	Sub-total	18	17	32	10	77	77
10	State Bank of India	11	5	1	4	21	48
11.	Indian Bank	10	1	1	—	12	17
12.	Canara Bank	8	+	—	—	8	—
13.	Union Bank of India	5	1	3	—	9	44
14.	Canara Industrial and Banking Syndicate	10	+	—	—	10	—
15.	Bank of Maharashtra	11	+	—	—	11	—
16.	Grand total	72	24	37	14	148	57

Statement (13) : Advances To Compaines Or Firms In Which The Directors Of The Bank are Interested As Directors Partners, Or Managing Agents Or In The Case Of Private Compaines As Members, 1962.

Sl. No.	Bank	Advances (Rs. crores)	Percentage to total advances
(0)	(1)	(2)	(3)
1.	State Bank of India	72.8	26.9
2.	Allahabad Bank	1.6	4.1
3.	Bank of Baroda	17.6	20.8
4.	Bank of India	31.2	24.5
5.	Canara Bank	0.8	3.0
6.	Central Bank of India	9.9	5.6
7.	Chartered Bank	5.5	10.8
8.	Devkaram Nanjee Banking Co.	0.5	1.7
9.	Indian Bank	2.1	6.8
10.	Indian Overseas Bank	1.6	6.6
11.	National & Grindlays Bank	7.9	6.6
12.	Punjab National Bank	2.9	2.9
13.	Union Bank of India	1.7	7.2
14.	United Bank of India	3.4	7
15.	United Commercial Bank	12.3	17.3
16.	Total for 15 banks	171.8	14.1
17.	All Scheduled Banks	183.5	12.4

(Contd.)

Note : Industrial banks' figures ore taken from the balance sheets for 1962. Figures relating to all scheduled bank have been taken from the "Statistical Tables Relating to Banks in India for 1915 and 1962", Reserve Bank of India.

The banking sector itself presents a picture of high degree of concentration. The aggregate share of the 15 top banks having deposits of Rs. 25 crores and over in total deposits of 363 Indian joint stock banks during the year 1959 was 78 per cent. If the Government owned State Bank is excluded—and looking to the composition of its Board of Dirctor, there is really no adequate reason for doing so—the percentage comes to 60. In stating this, we do not wish to suggest the continuance of unsound banking units merely because they are small in size. The present situation of a highly concentrated system, however, points to the need of effective steps to direct the resources of the system especially into the service of small and medium industries and business. We have already seen that the growth of the large Complexes, which represent concentration of economic power, is due largely to bank loans and that small

industries get a very small share of bank finance. We have also seen the extent to which there is inter-locking between industrial houses and joint stock-banks through common directors. While it is not possible for the Committee to come to any categorical conclusions on this subject, the presumption seems strongly to be in favour of the thesis that there is an intimae relation between the growth of big banks and the growth of big business in the country during the Plan periods. How far this can claim justification on economic grounds and to what extent, if any, it represents a departure from the Constitutional directives and the Plan objectives for a reduction in the concentration of economic power are questions that can be answered only as a result of a much more comprehensive inquiry and by a full time agency having much larger powers-to obtain data than has been the case with our Committee.

In this connection, the Committee thinks it worth while quoting the following observation which was made by the Governor of the Reserve Bank of India in August, 1960 :

"One of the structural features of Indian banking is this concentration of power which, in some cases, is enormous in relation to the capital actually employed. From time to time, we came across cases, in which a family or group has a controlling interest in a bank and it has become a major task of inspection to prevent the exercise of this interest in undesirable ways."

In view of the prevalence of mutual understanding among the big industrial complexes, banks might give assistance not only to industrial concerns is which their own directors have a major interest, but also to other industrial houses which might in turn reciprocate through the banks on which they have strong representation. By its very nature this is a very difficult field for investigation. The organisation referred to by us at the end of this chapter should be able to make same advance in the study of this phenomenon. It may be noted that the ratio of capital and reserves to the aggregate deposits of the top banks in 1960 was only three per cent.

Case studies on the extent of inter-locking of company directorships in seven selected typical companes belonging to seven leading Indian and foreign business groups have also been attempted to obtain some broad idea regarding inter-locking between competing companes and inter-connection between manufacturing and financial compaines. The study of the seven compaines (Andhra Valley Power Company Ltd. in Tata Group ; Century Spinning and Weaving Company Ltd. in Birla Group ; Standard Mills Ltd. in Mafatlal Group ; Mclood and company Ltd. in Surajmull Nagarmull Group ; Kamarhatti Ltd in Jardine Henderson Group ; and Bengal Coal Company Ltd. in Andrew Yula Group) reveals wide prevalence of inter-locking of directorships in compaines belonging to long-established and reputed houses. However, the effect on the policies of the two compaines with common director or directors would, to a certain extent, depend upon the personality of such common directors and the influence they wield on the strength of their associations with business houses etc , Subject to this limitation, it is seen that there is association of the seven companies studied, with financial compaines, particularly banks and investment, etc through common directors. Further, the inter-locking of directorships of these seven compaines with companies carrying on similar trade or manufacturing activity connotes horizontal integration which often results in common price and distribution and related policies which are of mutual benefit. The extact extent of such uniformity in business policy is, however, difficult to determine. The seven compaines studied are often linked with non-profit making associations and even Government compaines through their directors.

To explore further the inter-locking of directorship between distribution and industrial undertakings, the Department of Company Law Administration has undertaken a study which covers seventy-four marketing compaines with paid up capital of Rs. five lakhs and above. These compaines are connected with 1111 companies through 233 directors out of a total of 341 directors of 74 marketing compaines. Out of 1111 compaines inter-linked with marketing compaines, 414 are manufacturing compaines, 382 trading companies, 113 banking and financial companies, 19 electricity companies and 183 companies belonging to miscellaneous industrial groups.

41 out of 74 companies studied here are having a board of three or five directors. 18 companies have a board of six to eight directors. Four compaines are managed by boards consisting of nine to 10 directors. Only 11 companies have two-director boards. Thus, compared to the all-India average size of the boards of seven directors in the case of companies with paid-up capital of Rs. 50 lakhs and above, the average size of the board of directors of the marketing companies is comparatively small with only 4.6 directors.

The number of companies three-fourths or more of whose directors are interested as directors of other companies, come to 38. In case of 10 compaines, 50 per cent to 75 per cent of the directors hold directorships in other companies. In other 12 companies only 25 per cent to 50 per cent directors have directorship interest in other compaines. In the case of five companies, less than one fourth of the directors hold directorships in other companies. On the whole, it can be said that most of the directors of marketing companies are having multiple interests which are not confined to only marketing companies.

Out of 75 marketing companies, only nine companies do not have their directors common with any other companies. In respect of remaining 65, eight companies are connected with 40 campanies or more, 24 companies are connected to 11 to 39 companies through common directorships, and 33 companies have forged inter-locking of directorships with companies numbering 10 or less than 10. Thus, most of the marketing companies are inter-locked wite other companies through common directoships. It is, however, interesting to note that inter-locking of marketing companies does not depend much upon their size. Statement 14 gives the distribution of 74 marketing companies according to their size and their inter-locking with other companies and shows that on an average the marketing companies are connected with 10 other companies through their directors.

Statement (14) : Size And Inter-locking of Marketing Companies

Sl. No.	No. of Inter-locked companies	Number of Marketing Companies Number of Directors 2	3-5	6-8	9-10	Total
(0)	(1)	(2)	(3)	(4)	(5)	(6)
1.	0	3	6	—	—	9
2.	1—5	5	9	2	2	18
3.	6—10	2	6	6	1	15
4.	11—15	1	8	1	—	10
5.	15—20	—	3	1	—	4
6.	21—30	—	4	3	—	7
7.	31—39	—	2	—	1	3
8.	40 and above	—	3	5	—	8
	Total	11	41	18	4	74

One of the factors accounting for an increase in economic power of the large groups in recent years would appear to be the larger flow of foreign investment and technical know-how through joint ventures in Indian industry in collaboration with foreign interests. Established large industrial groups in India are in a much more advantageous position to obtain foreign capital and technical services. This itself may partly explain the increased concentration of control in the top business houses in recent years.

Last but not least in importance in the study of operational control is the inter-linking of directorship between private corporate undertakings and Government companies. This acquires special significance in view of rapid expansion of the public sector in the form of active participation in production and distribution activities. A study has been made by the Department of Company Law Administration of the inter-locking of directorship between Central Government companies and non-Government companies. State Government companies have been excluded from this study because of their relative smallness from the point of view of the investment therein. The number of Central Government companies covered by this study is 49 and includes companies jointly owned by Central Government and the State Governments, as they are administered by the Central Government. The paid up capital investment of the aforesaid 49 Central Government companies is Rs. 620 crores, forming 95 per cent of the total paid-up capital investment of all Central and State Government companies.

There were in all 428 directorships in these 49 Central Government companies and they were held by 311 persons of whom 86 were 'non-official.' Of the 49 companies, 13 have no 'non-official directors on their boards. In eight companies the 'non-official' directors held no directorships in non-Government companies. In the case of one company a representative of foreign collaborator is on its board. 42 of the 86 'non-official' directors did not hold directorships in any non-Government company. The remaining 44 'non-official' directors held 50 directorships in 27 Government companies and 334 directorships in 308 non-Government companies. The number of directorships in non-Government companies held by these 44 'non-official' directors has been studied further and result of the analysis are as follows :

Statement (15) : Directorships Held In Non-Government Companies By 'Non-Official' Directors In Government Companies

Sl. No.	Number of Non-Government Companies in which the 'Non-official Director of a Government Companies is a Director	Number of 'Non-official' Directors
(0)	(1)	(2)
1.	Below 5 companies	20
2.	5 to 10 companies	0
3.	10 to 15 companies	5
4.	15 to 20 companies	5
5.	20 companies and above	4
	Total	44

It is not possible to draw conclusions regarding the economic and social consequences of this inter-linking between government companies and directors of non-Government companies without a careful examination of the growth and working of the Government companies vis-a-vis the private undertakings where such

common directorships exist. How far this helps the public sector by enabling it to obtain business expertise and how far it helps to increase the concentration of economic power in the hands of selected individuals in big business are questions that are partinent but that we are not in a position to answer. Perhaps these constitute a part of the puzzle that characterises a mixed economy such as the country is building through its planned development.

Economic power is exercised not only through control over production, investment, employment, purchases, sales and prices but also through control over mass media of communication. Of these, newspapers are the most important and constitute a powerful ancillary to sectoral and group interests. It is not, therefore, a matter for surprise that there is so much inter linking between newspapers and big business in this country, with newspapers controlled to a substantial extent by selected industrial houses directly through ownership as well as indirectly though membership of their boards of directors. In addition, of course, there is the indirect control exercised through expenditure on advertisement which has been growing apace during the Plan periods. In a study of concentration of economic power in India, are must take into account this link between industry and newspapers which exists in our country to a much larger extent than is found in any of the other democratic countries in the world.

An analysis of the ownership of newspapers in relation to their circulation shows that there was same increase during 1960 in the concentration of newspapers under common ownership as represented by Chains, Groups and Multiple Units and the circulation commanded by them. For the study of ownership of newspapers, with special reference to trends in the direction of common ownership, all papers (dailies as well as periodicals) coming under common ownership are divided into three categories, viz.)

(1) Chains: Publication of more than one newspaper under common ownership from more than one centre.

(2) Groups: Publication of more than one newspaper under common ownership from the same centre.

(3) Multiple Units: Publication of more than one newspaper of the same title, language and periodicity, under common ownership, from different centres.

According to figures available from the Annual Report of the Registrar of Newspapers for India, for the year 1960, as much as 67.5 per cent of the total circulation of dailies in India came under the ownership of Chains, Groups and Multiple Units. Out of a total circulation of 46.10 lakhs of dailies in different languages in the country, the share of those forming part of 17 Chains, 115 Groups and 27 Multiple Units was 31.10 lakhs. According to the same source, there were 10 owners representing five Chains (Express Newspapers, Times of India Publications, Hindustan Times and Allied Publications, Amrita Bazar Patrika and Jugantar, and Ananda Bazar Patrika), three Groups (Malayala Manorama, Free Press Journal and Hindu) and two Multiple Units (Thanthi and Statesman) which published 37 dailies with a circulation of 18.11 lakhs and this controlled 39.3 per cent of the total circulation of daily newspapers in the country. Taking the three categories separately, dailies forming part of Chains commanded 34.7 per cent of the total circulation dailies, of those belonging to Groups 23.8 per cent, and those coming under Multiple Units 9 per cent. In 1960, there was an increase in number of Chains from 14 to 17 and in Groups from 99 to 115 while the number of Multiple Units remained the same, viz., 23. In addition to 17 Chains mentioned above, the Communist Party of India is publishing a chain of 34 papers having a total circulation of 101,810.

The following statement shows the number of Chains Groups and Multiple Units in 1959 and 1960 and the number of papers controlled by them.

Statement (16) : Chains, Groups and Multiple Units In Newspapers

Sl. No.	Year	Chains		Groups		Multiple Units	
		No.	Newspapers	No.	Newspapers	No.	Newspapers
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	1959	14	101	36	99	23	63
2.	1960	17	103	42	115	23	60

While the data given above clearly establish the fact of concentration in our newspaper industry, it has not been possible for the Commitee to examine its interconnection with industry and with the Complexed and Inner Circles that control so much of economic power in Indian industry. Not only is this a time consuming task involving full-time work but also it requires larger powers of calling for data, scrutinising it and going into ramifications of accounts that only a full time agency can undertake. A study of concentration of economic powers cannot, however, be complete without such an inquiry ; and such inquiry could deal not only with the details of concentration within the newspaper industry but go further and examine the inter-connection that exists between newspapers and industrial Complexes and Inner Circles with a view to assessing its consequences on the concentration of economic power in the country. It would be specially necessary to examine the connection, if any, between the top units in industry proper and the top units in the newspaper industry,

The data we have given in the previous paragraphs do indicate the presence of concentration of economic power within the economy in terms of income, property and especially of control over the non-Governmental corporate sector. There can also be no doubt that, inpart at least, the working of our planned economy has encouraged this process of concentration by facilitating and aiding the growth of big business in India. How far this is an inevitable part of the process of economic development, how far it can be justified in terms of economy of scale and full utilisation of scarce managerial and entrepreneurial resources, how far it is consistent or is in conflict with the declared objectives of our Constitution and our planned economy, and how for the growth which has taken place is unhealthy and anti-social in its consequences all these are questions that we can only pose for further and detailed inquiry. It is true that except for the Complexes, statistics do not show any definite and significant trend in concentration ratios during the first 10 years of planning. It is also relevant to note that during this period, Government has sought to limit unhealthy growth through a series of counter-vailing measures such as Company Law reform, licensing of industrial units, control over capital issues, increasing scrutiny by the Reserve Bank and other allied measures. They have also sought to create countervailing power by public investment, deliberate expansion of the public sector in industry, encouragement of new-comers in the private sector in industry, special facilities and for small industry, and promotion of corporative organisation in industry and marketing.

Inasmuch as a major line of attack on the problem of concentration of economic power would lie in intensifying the countervailing action, it is useful to explain in somewhat greater detail the measures which have so far been taken in this direction.

Among the foremost of there is a relative expansion of the public sector in industry. As compared to 1950-51, by the end of the Third Plan, the contribution of the public sector was expected to increase from less than two per cent to nearly a fourth in organised manufacturing industries and from less than a tenth to over a—third in mineral production. During the Third Plan period, public sector investment in industry and minerals is expected to be Rs. 1530 crores as against only Rs. 1050 crores in the private sector. These figures imply that the relative place of private sector industry in the total industrial Complex of the country will continue to shrink. In particular, the public sector is responsible for the development of the major key industries, which, if left to the private sector, would have increased concentration ; and once the growing investments in these industries fructify, concentration of economic power is likely to diminish.

Moreover, important industries which are in private hands are subject to State regulation in a number of ways e.g., through control of production, prices and distribution. Besides, industrial licensing seeks to regulate the expansion of new capacity and, to the extent possible, encourages entry of new medium-sized firms in competition with existing large enterprises. The licensing provisions seek to ensure, however imperfectly, a degree of regional and other diversification of industry and to prevent the emergence of industrial monopolies, though this objective has to be constantly balanced against the equally imperative need of promoting efficiency and productivity. Legislation governing the operation of companies attempts to eliminate abuses and malpractices and avoid excessive inter-company investment.

For encouraging the growth of new entrepreneurs and small industry, various institutions have been developed with a view to providing technical assistance, marketings facilities and credit. The setting-up of the National Small Industries Corporation, Small Industries Service Institutes, various Boards for different cottage and handicrafts industries, for Governmental, technical, financial and marketings assistance, establishment of State Financial Corporations, institution of the State Bank of India schemes of lending and the Credit Guarantee Scheme for encouragement of commercial banks' lendings to small industries are a few of the measures to broadbase the process of industrial development and combat the undoubted advantages enjoyed by large enterprises. In the same category falls the substantial assistance extended by Goverement to cottage and small industries through the setting-up of a large, number of industrial estates to provide an appropriate framework of basic facilities. These incentives and facilities granted to the new entrepreneurs are encouraging then emergence in increasing number. This is likely to have a salutary impact an economic concentration in Indian industry in the years and to come.

The fiscal instrument has, further more, been pressed into service to lessen inequalities in income a distribution through a sharply progressive tax system. The main task in this sector remains that of more effective enforcement of the tax levies, which is a function of improvement in tax administration.

Despite all the countervailing measures taken which have been recounted above, concentration of economic power in the private sector is more than what could be justified as necessary on functional grounds, and it exists both in generalised and in the specific forms. It is not within our terms of reference to suggest what should be done to remedy the situation and combine

economic development with a steady diminution of the concentration of economic power. Undoubtedly, an extension of the scope and intensity of countervailing measures to alleviate the incidence and offset the effect of economic concentration indicates the general direction of attack on the problem. At the same time, for devising adequate corrective measures in consonance with the economic growth objectives, more comprehensive and detailed information regarding the many aspects and ramifications of economic power and controls in the private sector is required than has been available to us. Such information could be collected only by a full time agency as suggested earlier, if it is set up with both the necessary legal authority and competent full-time staff to enable it to carry out its task. The task is not easy. The country has a mixed economy; and the private sector has an important role to play in its planned economic development. Industrialisation has its own logic, and neither the economics of scale nor that of full utilisation of scarce talent can be ignored with impunity. Economic development within a democratic framework remains a paramount objective of national policy. At the same time, the country is pledged to the realisation of a socialist pattern of society; and diminution and eventual elimination of concentration of economic power in private hands is a part of that society. The task has to be attempted in terms of harmonious progress towards these goals; and the sooner the Government sets up the necessary machinery for collection, examination and analysis of all relevant data on the subject, the easier it would be for it eventually to formulate the necessary policy that will combine industrialisation with social justice and economic development with dispersal of economic power.

Part II: Recommendations

Gaps in Statistics

We were asked "to ascertain such statistical data as can be gathered at present, identify the gaps in the existing information and suggest step for removing these deficiencies in future".

By and large, the statistical information used by us can be classified under the following categories:

(i) Sample survey data on household consumption;

(ii) Official national income statistics and output in different sectors;

(iii) Official data on industrial production;

(iv) Statistics of wages, earnings and prices of consumer goods;

(v) Statistics of social and allied services like health education, transport, communications, housing, etc.;

(vi) Income tax statistics;

(vii) Statistics relating to companies; and

(viii) Unofficial research papers.

It is difficult to lay down the criterion for assessing the quality of data culled out from unofficial research papers. However, the basic criterion we have adopted for examination and selection of valid data from other sources can be briefly considered at the outset. Any statistical information to be satisfactory must be a valid estimate of a character at a specified point of time. To measure a change, it is necessary to ensure that we have at least two such independent estimates as at two points of time. Once this is ensured, it is also necessary to see that the estimates are precise enough for the purpose in view. The gaps in statistics, thus can be considered under the following heads:

(a) When there are absolutely no data;

(b) When the existing data are not considered as valid estimates; and

(c) When the existing data are valid estimated but are not precise enough for our purpose.

Where no data exist, it is necessary to recommend ways and means for collection of fresh data; in other cases, we have to suggest modifications in the procedure and increasing the number of units surveyed for ensuring validity of the measurement procedure and increasing the precision of the estimates respectively.

Bulk of the sample survey data on household consumption used by us comes from the National Sample Survey (NSS). We have presented data on average per capita told consumer expenditure, per capita physical consumption of some selected items, quantity and/or value, by fractile classes of per capita total consumer expenditure. The fractile distributions have been so adjusted that the estimated population in each fractile class is equal. Apart from this, we have also used NSS data on land holdings, village statistics, etc. We have also used data based on surveys conducted by the National Council of Applied Economic Research (NCAER). The NCAER data employed by us relate to incomes, savings and certain other characters of the respondents.

The sample survey data used by us constitute proper measurements of some population characteristics at specified points of time, and hence satisfy our basic criterion set down above. We would, however, stress that for measurement of change it is also necessary that uniform concepts and definitions are used at different points of time between which comparisons are made. On the other hand, for a continuing improvement of data collection, we are also of the view that concepts and definitions have to undergo continuous change so as to take into account the changing structure of the economy. We feel that a proper balance should be maintained between these differing requirements. This is possible only if the bulk of data obtained through sample surveys, is collected on a continuing basis so that there is automatic adjustment of the concepts and definitions and also that the comparability is not disturbed violently over successive periods.

The sample survey data used by us, in general were considered to be accurate enough for drawing broad inferences at the all India level. However, the surveys were not large enough for drawing inferences at regional level or on the consumption of such items as are used by households very infrequently or on changes in small and meaningful sub-classes of the population being studied.

Our recommendations on sample surveys are as follows:

(a) Sample surveys of household budgets are indispensible for the study of changes and disparities in the level of living. In respect of the sector of household consumption a large volume of data collected mainly by the NSS is already available; so there is really no problem of absolute lack of data although the available material has its limitations as outlined above. We would therefore, recommend that the NSS household consumption survey should be undertaken on a continuing basis at suitable intervals. Periodically, the surveys should also be carried out on a fairly enhanced scale so that they could throw up valid information on the level of consumption not only for the general population at the all-India and the regional levels but also for various socio-economic groups.

(b) Successive Finance Commissions have felt the need for statistics of consumption of certain commodities although for a purpose other than study of changes in the level of living. The Second Finance Commission had suggested that arrangements for compilation of statistics of consumption of important item subject to excise duties may be made through agencies like the National Sample Survey. We would endorse this view and further suggest that in case ordinary rounds of the National Sample Survey are not adequate, special enquiries may be instituted for the purpose, preferably with a sample design based on multi-purpose stratification providing for regional variations in consumption as well as variations between rural and urban areas.

(c) We have amply stressed the need for adequate data on income in the absence of which we were not able to attempt an exhaustive study of changes in the distribution of income. The regular source of data on income in India is the All India Income Tax Revenue Statistics, which apart from their several other limitations, are not adequate for throwing light on the distribution of income as the data cover only the income-tax assessees who account for a very small fraction of the population of the Country. We have discussed these statistics in detail subsequently in this section. Here we are concerned with the collection of income. An attempt should be made to collect information on personal income of households on a continuing basis. We learn that the NSS has introduced with effect from the Nineteenth Round a special schedule known as the integrated house hold schedule which, inter alia, aims of at collecting comprehensive and continuing data on household receipt and disbursements. It may be hoped that the information so collected will go a long way in filling the gaps in the statistics of household income expenditure.

(d) No direct material on distribution of income and wealth is available and we have depended on statistical data from various sources. In India so far, no information on income has been available from the population census. Although questions on income are included in population censuses in several countries, the role of population census, as a source of information on income distribution has been rather insignificant. The large number of respondents, the broad scope of the questionnaire and difficulties encountered in interpreting the income consept, are some of the disadvantages associated with population censuses, which, in consequence, can generally throw up only rough estimate of income although the universal coverage of a census and the wealth of demographic information, it furnishes on the income recipient are some of its advantages, which may compensate for the low quality of estimates. In some countries, sampling procedures have been introduced in conjuction with census in an effort to improve the quality of response. In USA, a special schedule for collection of information on income is distributed at the time of the decennial census to one-household in five. A similar procedure involving a 10 per cent sample of households, has been employed Ceylon and South Africa. A limited investigation on these lines as a part of the decennial censuses in India may be worthwhile to undertake.

(e) Periodic surveys like those on income and savings conducted by the NCAER should be encouraged, but the survey plans in such cases should also be drawn up as to ensure collection of data at least at two points of time separated by a number of years.

(f) What has been said in (e) about sample surveys on income, may be extended to the land holdings surveys of the NSS, as land holdings constitute a very important form of wealth especially in the rural sector.

Official national income statistics have been used by us in many of our tables in different chapters. The official estimates of national income are based on data of very uneven quality; likewise, while some of the official estimates of output appear to be reasonably good others do not appear to be so. In the absence of any alternative data, we have used the official national

income data to assess the overall growth rate of per capita national income and consumption over the decade studied by us.

National income statistics are essentially derived and depend, by and large, on source material which cannot be regarded as the outcome of a process of measurement of a characteristic at a point of time. On account of the inadequacy of data as currently available, subjective judgement has to be used in deciding about the level of output in a number of important sectors. In some other sectors, the increase of output depends on regularly available official data which may also have limitations in some respect. Taken as a whole, the existing estimates of aggregate national income for any particular year cannot obviously be regarded as the outcome of a process of measurement. Such a position is quite unsatisfactory, and we would recommend that continuing attention be paid to the improvement of official national income statistics. We do not however, consider that it is necessary for us to go into details in this field because appropriate agencies exist for this task. It is considered necessary that the Advisory Committee on collection of data for National Income, which is already entrusted with this task, should reorient its programmes towards speedy collection of the minimum essential data required for improvement of national income statistics. In this connection it seems appropriate to have small groups within the Committee, each group assigned specific problems in respect of certain important aggregates. These arrengements are likely to result in more effective and expeditious working of the Committee.

National income estimates in respect of all the unorganised service sectors as well as non-factory manufacturing activities depend on annual estimates of labour force and the average per head earnings of the gainfully occupied persons in these sectors. It is suggested that appropriate methods should be devised for obtaining inter-censal estimates for these characters. Further, in view of the growing importance of regional planning, it is necessary to obtain all such statistics at a State level.

Regarding official production data in the field of agriculture, industry and allied fields,we feel again that it is the task of the Advisory Committee, on National Income to play an important role. We would suggest, however, that it would not be proper to be satisfied about this matter until a consensus of views is arrived at in respect of estimates of outputs of important commodities. This can be achieved only if scientific principles of measurement pre applied in all cases assiduously until doubts of various types vanish and the truth in the matter gradually emerges.

We would like to make a special observation in respect of the data currently available on industrial production. It would be worth while to collect and compile on a regular basis statistics of availability of more non-essential goods than are already covered by the regular official publication such as "Monthly Statistics of the production of Selected Industries of India". We have already collected and presented the data in respect of quite a few of such article, in the section on national aggregates but in an expanding economy such list can never be considered exhaustive or adequetely representative. The monthly statistics of the production of Sellected Industries of India already contains data on a number of items out of which a few may be considered to belong to the non-essential category. We would suggest inclusion of more items and are showing below a few of these by way of illustration :

1. Milk food.
2. Corn and wheat flakes.
3. Processed and rolled oats and oat flakes.
4. Cashewnut-Kernals (factory production).
5. Canned fruits.
6. Confectionery.
7. Foreign wines (Indian made).
8. Cheroots and cigars.
9. Face cream and snow.
10. Shaving cream and after-shave lotion.
11. Face powder.
12. Toilet powder.
13. Tooth paste.
14. Tooth powder.
15. Shampoo and other hair-dressing materials.
16. Terylene, synthetic fabrics.
17. Pressure cookers, gas cookers
18. Washing machines.
19. Box cameras.
20. Cigarette lighters.

In one of our tables, we have made use of data on wages and earnings of workers of various categories, deflated them with consumer price indices and compared them with real improvement in per capita national income and per capita consumer expenditure. These were about a dozen occupational groups, in all. While it is not possible to draw conclusive inferences from such data, we feel that material of this type has usefulness at a certain level. We would, therefore suggest that existing information on the subject be improved upon and more and more categories of wage and salary earners are gradually covered until we reach a stage when we have annual data in respect of the entire field of employee compensation. In more specific terms, we might recommend that data on earnings or wages of occupational groups such as teachers, employees in banks, shops, corporate bodies, etc., should be collected on a regular basis.

The deflator used in reducing wages or earnings to a constant price level should relate to the class which is under study. In the absence of consumer price indices applicable to various classes of wage and salary earners, the official working class cohsumer price indices which relate mainly to factory workers have been used to deflate the earnings in most cases. It will be useful to construct and publish separate consumer price indices in respect of different classes of employees, such as industrial workers, rural labour and non-manual employees. We note that steps are being taken to construct such indices. It is gratifying to learn that the Central Statistical Organisation has made a beginning by constructing consumer price index numbers with 1960=100 for urban non-manual employees for 45 centres including 16 capital cities.

Improvements in the availability of social-services have been discussed in our report on the basis of available statistics relating to educational facilities, medical facilities. Transport and communication facilities and housing conditions. We have depended mostly as regular official statistics for this purpose.

The data relating to educational, medical, transportation and communication facilities are derived from operational statistics, collected as a by-product of administration. The statistics attempt complete coverage but suffer considerably from non-response in several cases. For example, the statistics of educational focilities relate only to recognised institutions and do not cover unrecognised tutorial institutions and the like. The statistics of medical facilities include only the hospitals and dispensaries run by government and local bodies but do not cover private nursing homes, dispensaries, etc. Figures relating to the number of medical practitioners in government or private employment or in own account practice. The figures are obtained from the medical councils ; where no such councils exist, no data are available. Data on ancillary medical personnel also suffer from similar draw backs. We had, therefore, to take recourse to certain methods of estimation in arriving at the stock of doctors.

We feel that continuing action should be taken by appropriate agencies to obtain annual estimates of stock of doctors, teachers, and other key personnel both in the fields of health and education by employing both the methods of count, that is, through routine administrative methods supplemented by surveys and by the method of outern-less-attrition as used by us. In so far as private institutions or persons are concerned, this will require devising appropriate agencies and methods for compilation of required statistics, and the task is by no means easy, we would, however, emphasise that this is a field in which collection of required statistics would emply pay the cost. Secondly, we would recommend more prompt compilation and publication of the statistics of the existing type, and this in our view can be achieved by revitalising the existing agencies.

As statistics relating to railways and communication services emanate from government agencies which are in sole charge of their operation, the short comings, if any, are very minor in nature and we would not recommend anything here. As regards road transport and inland water transport a considerable chunk of which is still under private management, little statistical information is available which could meet our requirements. The same applies to unorganised conventional forms of transport which are by no means insignificant in our rural economy. We would therefore recommend collection of data in these sectors on a systematic basis in the case of the former and at regular intervals in respect of the latter specially through sampie surveys.

Housing is one of the major components of the level of living. The 1961 census did collect some data of housing conditions based an a sample of 20 per cent of census houses but as there was little information in the 1951 census, the variation over the inter censal decade could not be studied. The NSS has, on an exploratory basis, collected data on the distribution of households by type of wall, roof, etc., on the average number of persons per room, average floor area per person, etc., in a few rounds. We would recommend the continuance of collection of such data in greater detail through the census on the one hand and sample surveys on the other at regular intervals in the intercensal period.

Statistics pertaining to measures of social security of labour in factories, plantations and mines are available on a regular basis. These statistics may not always be stricty comparable over time an account of the varying nature of benefits extended to different classes of workers from time to time. Nevertheless, an increase in the magnitude of social security benefits does speak of the general improvement in the lot of workers. Social security for all groups of society is one of the ultimate objectives of government policies and as such collection of social security statistics, with wider coverage, covering all groups and with regional breakdown will be essential for a proper appraisal of welfare measures.

We have made some use of official income tax statistics published by the Central Board Revenue (CBR), mainly in Chapter 3 of the Report (Part I). These statistics are derived from the income tax returns submitted by the assessees and relate to the assessments of completed during the year. A large majority of cases of assessment of personal income are normally completed during the year, following the year to which the incomes relate.

In the cases of firms, however, the assessments take

longer time. It is not clearly known how far this type of lag affects the comparability of the series over time. Further, it is not unlikely that the assessments completed during the year in respect of an assessee relate is income of more than one year but in such cases the same assessee is counted more than once. In general, it is difficult to relate the concept of an assessee with that of a household or a person, concepts in which we are interested his economic analysis, we have discussed the major limitation of income tax data in the body of the report.

Studies based on income tax statistics in some countries reveal an apparent reduction in inequality over historical periods. Many discerning students of the subject could not regard this as a real change They. feel that there is a continuing social transformation by virtue of which the entities which enjoy income are to day willing to accept a lower nominal income compensated by a large increase in security title to assets of various sorts, economic power and overall stability and improvement in the level of living spread over the life span taken as a whole all acquired in lieu of sacrifice of shme current income. Thus more egalitarianism in terms of nominal incomes actually buy for entities enjoying it.

Taking an overall view, we do not hope to get very useful and reliable information out of income tax statistics, eventhough we have been forced to use these data. It is for this reason that we would refrain from making and detailed recommendations in this sphere, we would feel, however, that the following three lines of work would be very useful.

(i) A systematic effort may be made to establish a relation between economic concepts like persons and households and the tax concept of an assessee. This work can be taken up at a research level but in collaboration with the CBR.

(ii) A systematic study of under-reporting and evasion should be taken up, again at research level but in collaboration with the CBR and other government agencies.

(iii) Lastly "we feel that it is extremely important to make a sustained study of the problem we have considered in the last paragraph in the Indian context. In fact, it may be desirable to set up a working group for this study. In our study of concentration of economic power in Chapter 4 (Part I), we have made extensive use of data on manufacturing industries from the census and sample survey of manufacturing industries. Statistics of corporate sector published by the Company Law Administration, analysis of balance sheets of joint stock companies published by the Reserve Bank of India and various research studies based an industrial production and employment data as well as information given in company accounts. We do not propose to discuss the industrial production statistics again. We have briefly reviewed this earlier, when we pointed out that continuing efforts should be made for improvement in the data.

Statistics relating to joint stock companies refer to government as well as non-government companies (further classified into public and private) subject to the Companies Act and are based on returns submitted by the Registrars of Joint Stock Companies in the States. Figures relating to companies in existences, which depend on new registrations as well as closures are normally subject to revision as provisional figures are published as soon as available. Information relating to paid-up capital and changes therein is based on returns submitted by companies. Annual returns are required to be submitted within six weeks of the holdings of the annual general meeting of the Company. Firm figures of paid-up capital are therefore received normally with a time lag of more than one year. In the meantime provisional figures one published in respect of new companies on the basis of amounts paid on shares subscribed by the signatories to the memorandum and articles of association. Figures relating to paid up capital of newly registered companies are usually incomplete. Figures published is regard to liquidation and net changes in assets are also usually incomplete and Provisional. It would, therefore, appear that while figures for the earlier years may be regarded as relatively more reliable, those relating to the latest years are usually incomplete and subject to revision. It follows also that any comparison between the earlier and the latest year suffers from this difficulty. The analysis of the balance sheets and profit and loss accounts of joint stock companies made annually by the Reserve Bank of India at present relates to 1333 large and medium sized non-government public limited companies, which account for 69 per cent of the total paid up capital of all such companies. The coverage varies from 63 per cent in coal to 100 per cent in iron and steel. Although the number of companies covered in the study year after year remains the same, the companies are not identical in all the years ; some companies whose balanee sheets could not be obtained are being replaced by others. The substitution does not, however, appear to have affected the comparability of the results materially. The results of the analysis, on the other hand, are not fully representative because of the deliberate choice of the sample from large and medium sized companies, figures relating to tax provision, profits after tax, dividends, etc., published are stated to be not comparable over different years because of changes in the system of company taxation. In some research studies used by us certain groups in the private corporate sector have been demarcated as each controlling a number of companies. Delimitations of these groups are partly based on 'subjective considerations and cannot possibly be very accurate, that is, we cannot be perfectly sure whether a particular company is under the control of a particular group. This is because the criterian adopted by the research worker, though plausible, cannot be regarded as perfect. further, one cannot reflect the underlying economic reality, even when the accounts might meet the legal requirements fully. It is possible to devise ways and means of inflating costs and showing profits as much less than what, they actually are. It is our feeling that even granting that company statistics supply useful information, a good deal of caution should be exercised in accepting those figures at their face value. We do not however, propose to make any recommendations apart from pointing out that there is room for patient research in trying to find out how far company statistics reflect the underlying reality.

Finally, in regard to some of the problems posed before us particularly in the sphere of economic power. for example, regarding interlocking of directorships, we do not propose to make any recommendations as the subject, forming as it does, a part of the wider problem of monopolies, has been considered in detail by the Monopolies Commission.

STUDY TEAM ON NYAYA PANCHAYATS, 1960—REPORT

Delhi, Manager of Publications, 1962. 227p.

Chairman : Shri G.R. Rajagopaul.
Members : Shri A. Prakash ; Shri K.R. Prabhu (resigned ; replaced by Shri L.M. Nadkarni)

APPOINTMENT

In Chapter 43 of its Fourteenth Report submitted to the Government in September, 1958, the Law Commission set out their conclusions with respect to panchayat courts in the following terms :

"(1) Panchayat courts are capable of doing a good deal of useful work by relieving the regular courts of petty civil litigation and criminal cases of the simpler type.

(2) The panchayats are in a position to dispose of simple cases more cheaply and expeditiously and with less inconvenience to all concerned than ordinary courts.

(3) An effort should be made to establish and popularise panchayat courts in States where they are not firmly established.

(4) Wherever possible, a panchayat court should be constituted for a group of villages situated in a nearly area.

(5) Nyaya pancnas should be nominated by a suitable authority out of those elected panchas who possess certain prescribed qualifications like literacy.

(6) In order to provide continuity, the terms of office of nyaya panchas should be staggered.

(7) Nyaya panchas should be given training before they are allowed to exercise judicial functions.

(8) To get over the difficulty caused by the existence of factions, the panchas deciding a case might be required to belong to a neighbouring village, or each party to a dispute may be allowed to select his panch.

(9) The jurisdiction of panchayat courts should be exclusive.

(10) Nature of cases (civil) and the list of offences (criminal) triable by these courts are set out at length in the various State enactments and do not call for any enlargement.

(11) The upper limit of the civil jurisdiction of panchayats should be Rs. 200 or Rs. 250. In special cases with the approval of the High Court, their jurisdiction may be increased to Rs. 500.

(12) The criminal jurisdiction of panchayat courts should be limited to inflicting a fine of Rs. 50. They should not have the power to award sentences of imprisonment either substantively or in default of payment of fine or to find over parties to keep the peace cases in which such action is necessary should be made over to the regular courts.

(13) The court fee, if any, levied by the panchayat courts should be nominal.

(14) Panchayats courts should not be bound by procedural codes or by the law of evidence.

(15) Panchayat courts should wherever possible seek to effect an amicable settlement between the parties.

(16) Legal practitioners should not be permitted to

appear in these courts.

(17) A revision should lie from the decisions of the panchayat courts in civil and criminal matters to the munsif or sub-divisional magistrate, who should be empowered to transfer a case from one panchayat court to another or to the regular court for trial.

(18) The power of revision should not be given to the district judge nor should a right of appeal to a larger panchayat be allowed.

(19) The district judge should be empowered to direct the removal of panchas, if he is satisfied upon a report that the panch in question has been quilty of misconduct in the discharge of his judicial functions. There should be a provision for an appeal against such order of removal.

(20) Panchayat courts should be empowered to distrain or seize movable property in execution of their decrees and to send them if necessary to the collector for execution.

(21) A special officer or special officers should be appointed for the purpose of imparting training to panchas and to supervise the administration of panchayat courts.

(22) More detailed information should be collected and published regarding the working of the panchayat courts".

These conclusions were discussed among other matters, at a Conference of State Law Ministers presided over by the Central Law Minister held at Srinagar in June, 1960, and the Conference felt that the subject being an important one and that, having regard to the utility of these institutions as organs of cheap and speedy justice at the village level, a Committee representative of the States and the Centre may be nominated by the Law Minister to examine the question of the composition, jurisdiction and functions of panchayat courts.

It, was, however ultimately decided by the Central Cabinet that the subject of panchayats beings in the State List, it would not be necessary to appoint a committee as envisaged by the Law Minister's Confernce but that it would be sufficient of a Study Team, Consisting of the Special Secretary, Legislative Department, Ministry of Law and one representative each from the Ministries of Community Development and Home Affaris, after obtaining the needed reports from State Governments, undertook an on-the-spot study of panchayat courts functioning in the various States, associating the appropriate State official for the purpose in respect of each of the States visited.

In pursuance of the Cabinet decision, this Team was appointed by the Government of India in the latter half of October, 1960.

TERMS OF REFERENCE

After obtaining the needed reports from State Governments, undertook an on-the-spot study of panchayat courts functioning in the various States, associating the appropriate State official for the purpose in respect of each of the States visited.

CONTENTS

Introductory; Historical; Analogous Institutions in Other Countries; he case for Nyaya Panchayats; Constitution of Nyaya Panchayats; Special Provisions for Women and Scheduled Castes and Scheduled Tribes; Qualifications; Training; Jurisdiction; Conciliation; Procedure; Secretarial Assistance; Supervision and Control; Matters Incidental to the Proper Working of Nyaya Panchayats; Conclusion; Appendies I to V.

RECOMMENDATIONS

Nyaya panchayats are of respectable antiquity and their success in the past is a clear indication that by reviving and moulding them on the right lines, we will be taking a much needed step in the direction of making law and administration of justice reflect the spirit of the people and become rooted once again in the people.

A study of the participation of laymen in the administration of justice in some of the leading countries of the world clearly reveals that with appropriate safeguards, it would not be difficult to make any institution of lay-judges successful, if the need for it is there

The process of democratic decentralisation envisaged by article 40 of the Constitution and already ushered into to some extent has resulted in the general awakening of the people in the villages, and it is clear that given proper guidence panchayat institutions can be successfully worked.

Nyaya panchayats, wherever they are in existence, are serving a real felt need of the villages by disposing of cases more expeditiously and with minimum of inconvenience and expenses to parties. Although some of the criticisms directed against the nyaya panchayats may be justified, it is possible by suitable safeguards to remove the basis for any such criticisms.

The vesting of judicial functions in gram panchayts charged with executive functions is neither necessary nor desirable, and the principle of separation of the executive from the judiciary should hold good at the village level also.

To avoid the baneful effects of factions, unhealthy rivalries, etc., a nyaya panchayat may be set up for a group of villages, and the grouping may be made having regard to factors like area, population, contiguity, compactness, means of communication, etc. Where in view of the size and population of the village a separate nyaya panchayat has to be set up for a single village, the device of splitting up the village into a number of words can be adopted.

As to method of constitution of nyaya panchayats, the system of nomination in any form has to be ruled out. Villagers must be given a free hand and the choice lies between the system of direct elections and indirect elections. The method of indirect elections seems to afford for the time being the best solution and of the various possible methods of indirect elections, the best seems to be the type in which each of the gram panchayts in the nyaya panchayats circle elects a specified number of persons to serve on the nyaya panchayat.

It is not desirable to allow the same person to serve on both the gram panchayat and the nyaya panchayat.

All bona fide attempts to secure unanimity in the choise of personal to serve on panchayats deserve encouragement.

The chairman of a nyaya panchayat should be left to be elected by the members of that body for amongst themselves.

In order to provide for continuity, the terms of office of nyaya panchas should be staggered.

It would be extremely desirable to associate women in the trial of cases by nyaya panchayats and provision should be made for the cooption of at least two women of in the ordinary process of election they do not find a place therein.

It is necessary to make provision for cooption of members of scheduled castes to serve on nyaya panchayats so long as they require special protection under the constitution.

A minimum age of 30 years and ability read and write the regional language fairly fluently may be prescribed as qualifications for a person to be eligible to serve as a nyaya panch. No properly qualification need be prescribed Relaxations of this minimum qualification may be necessary in backward areas.

To ensure the successful functioning of nyaya panchayats, it is essential that the panchas should be properly trained. A traning programme centring around a comprehensive but easily understandable manual and consisting of an initial training course followed up by refresher courses and supplemented by radio programmes and periodical literature will serve the purpose. For getting the best results all efforts in relation to training programmes may be made on an all-India basis.

The jurisdiction of nyaya panchayats should be enclusive.

The civil jurisdiction of nyaya panchayats may be confined to simple money and other suits of the type mentioned below :

The Civil Suits which may ordinarily be entertained by nyaya panchayats, as provided in almost all the Acts now in force, are :

(1) Suits for money due on contract, other than contracts in respect of immovable property ;
(2) Suits for the recovery of movable property or the value of such property ;
(3) Suits for compensation for wrong fully taking or injuring movable property.
(4) Suits for compensation for damage to property caused by cattle trespass.

The upper pecuniary limit of civil jurisdiction may be Rs. 250 which may go up to Rs. 500 if parties consent. Power may be taken to enhance these limits from Rs. 250 to Rs. 500 and from Rs. 500 to Rs. 1,000 respectively.

It would not be correct to rest unlimited jurisdiction in nyaya panchayats to decide suits merely because parties consent thereto.

The time for conferring jurisdiction in relation to matrimonial causes is yet to come, but nyaya panchayats may be utilised for making reports to magistrates making inquiries under Section 488 Cr. P.C. as to the amount of maintenance which may be made payable.

Nyaya panchayats may be given criminal jurisdiction in respect of petty matters where the punishment in the form of a fine would be an adequate corrective.

Nyaya panchayats may be empowered to inflict fines up to Rs. 50. The maximum limit of Rs. 50 may be increased to Rs. 100, if any State Government feels justified in doing so. Nyaya panchayats should, however, not be given power to award imprisonment, either substantively or in default of payment of fine.

It is neither necessary or desirable to confer on nyaya panchayats powers to issue prohibitory orders (for example, under Section 144 of the (Cr. P.C.) or powers to demand security for keeping the peace or for good behaviour, etc.

Grading of nyaya panchayats for the purpose of conferring enhanced powers on certain nyaya panchayats is not called for and may result in undesirable consequences.

It would not be wise to rest any revenue jurisdiction in nyaya panchayats though the services of nyaya panchayats may be utilised by the concerned officials on an informal basis for getting reports as to questions of succession and transfers which have taken place in the village.

The importance of conciliation as a method of settling village disputes cannot be over emphasised and every endeavour should be made by a nyaya panchayat to bring about amicable settlement between the parties before taking up a case for adjudication.

There is no case for a separate body for effecting conciliation and the method and manner of bringing about conciliation may be left to the discretion of

nyaya panchayats according to the circumstances of each case.

The categories of disputes which may be settled by conciliation should be co-extensive with those falling within the jurisdiction of the nyaya panchayats.

Nyaya panchayats should not be bound by the procedural codes or the Indian Evidence Act, Nyaya panchayat procedure should be of a simple character ; but care should be taken to see that principles of natural justice are complied with.

The Limitation Act may not be made applicable to nyaya panchayats and a period of three years in respect of civil matters and one year in respect of offences may be prescribed as the periods of limitation in respect of matters within the jurisdiction of nyaya panchayats.

In the disposal of any proceeding before it by a bench of nyaya panchayat, care should be taken to see that the bench includes at least one member from the village in which the plaintiff or complainant resides and one from the village in which the dependant or accused resides ; and where both parties reside in the same village, at least one member from that village.

A brief record of evidence of each of the witnesses appearing in a proceeding should be kept by the nyaya panchayat and judgments of nyaya panchayats should contain reasons.

No trial should be conducted in the absence of the accused, but suitable machinery may be provided for the production of an accused under arrest if need be with the help of the regular court.

Court fees and other fees leviable by nyaya panchayats should be nominal.

No legal practitioner should be allowed to appear before nyaya panchayats.

As to execution, a simple power to distrain and sell movable property as also a power to seize and deliver specific movable property may be vested in nyaya panchayats. Failing satisfaction by these methods, a decree or order may be transferred to the collector for execution in accordance with the procedure prescribed for recovery of arrears of land revenue.

Records of nyaya panchayats should be maintained properly and inspected periodically,

Nyaya panchayats may be provided with Secretarial assistance for the discharge of functions of a purely clerical and routine nature. Depending upon the workload, there may be one secretary for one, two or three nyaya panchayats. The secretary need not possess legal qualifications but he must ordinarily be a matriculate and he must be given proper training.

A separate cadre of panchayat secretaries may be organised in each State and they may be fitted into some Government department and given reasonable chances of promotion to higher posts. Disciplinary powers over secretaries may be exercised by the Government either suo moto or on reports of nyaya panchayats.

Special officers, or specified judicial officers may be appointed in consultation with the High Court wherever necessary, to supervise and guide the work of nyaya panchayats.

Power to remove any panch on the ground of any disqualification, particularly active association with any political party or with any religions, regional language, caste or communal group as also the power to dissolve any nyaya panchayat found to be not acting judicially may be vested in an appropriate authority. Provision may be made for appeals against such orders in suitable cases.

It is not necessary to make any provision for appeals from the decisions of nyaya panchayats.

Revision should lie from the decisions of nyaya panchayats to a senior judicial officer. The revisional authority may interfere only if he is not satisfied as to the correctness legality or propriety of the decision and should refrain from interfering if he is satisfied that substantial justice has been done.

It is necessary to make provision for the transfer of criminal cases from one nyaya panchayat to another or to a court and in hearing petitions for transfer, courts should not summon any nyaya panch as a witness though then may call for a report from the nyaya panchayat.

Power to quash civil proceedings before a nyaya panchayat may be allowed, if at all, only on serious grounds like apprehended miscarriage of justice and should be exercisable only by a senior judicial officer such as a district judge who should have the power to mulct an applicant in costs of the application for quashing a proceeding is found to be false, frivolous or vexatious.

Courts may not be empowered to withdraw cases from nyaya panchayats, but nyaya panchayats may be permitted to transfer a case to a civil or criminal court on the ground of its intricacy, etc.

Nyaya panchayats should be provided with the basic necessities such as a convenient place to hold sittings, requisite stationery, contingency funds, etc.

No salary or remuneration may be paid to nyaya panchas, but they should be reimbursed in respect of travelling and other out-of-pocket expenses.

Nyaya panchas should be accorded the status and protection due to them as members of a judicial body and should be treated as 'public servants'. All official agencies, particularly police, should extend the fallest co-operation to them.

There is great need for collecting and disseminating information relating to the work done by nyaya panchayats.

Devices such as awarding prizes to nyaya panchayats or individual nyaya panchas may be adopted to enthuse the nyaya panchayats to work in a spirit of healthy competition.

There should be no difficulty in adopting a uniform pattern of nyaya panchayats in all ther States.

CENTRAL EXCISE REORGANISATION COMMITTEE 1960—REPORT

New Delhi, Ministry of Finance, 1963. 369p.

Chairman : Shri A. K. Chandra
Members : Shri Babubhai M. Chinai, M. P.; Shri M. P. Nathwani, M. P.; Shri B. C. Ghose, M. P.; Sir J. D. K. Brown; Shri A. M. M. Murugappa Chettiar.
Secretary : Shri R. N. Misra.

APPOINTMENT

The Central Excise Reorganisation Committee (1963) was constituted vide Resolution No. 3 (21) 59-Ad. IV, dated Nov. 2, 1960, of the Ministry of Finance (Department of Revenue).

TERMS OF REFERENCE

(i) To examine generally the organisational and administrative set up of the Central Excise Department and advise Government on such reorganisation as may be necessary for achieving maximum efficiency at minimum cost.

(ii) To review the Central Excise Act and Rules and Procedures and recommend the steps required for their rationalisation, simplification and improvements wherever necessary so as to better adopt the machinery to the changing conditions.

(iii) To make any other recommendations germane to the objectives of the investigations.

CONTENTS

Introductory; **Part I** : A General Survey (Concept of Excise; Growth of Excise; Excise in the Constitution : Inter-relation of Central Excise and Sales Taxes; Use of Excise for Purposes of Economic Regulation; Pattern of Levy and Control; Manufactured Goods; Unmanufactured Products; Compounded Levy Schemes; Paripatetic Audit Control; Collection of Duty; Deferred Payment Schemes; The Central Excise Law); The Central Excise and Salt Act and Rules (The Act; Parliamentary Control; Inoperative Provisions; Anamolies in the Act; The Rules; Publication of the Central Excise Tariff and Manuals); Procedure for Levy and Collection of Duty (Basis of Assessment; Specific Rates of Duty; Ad Valorem Rate of Duty; Payment of Duty); Structure of Control (Licensing; Bonds; Accounts Vs. Physical Checks; Checks on Raw Materials; Checks on Manufacture; Assessment and Clearance; Compounded Levy Schemes); Multipoint Excise Review; Fiscal Reference; Refunds on Exports; Adjudication, Appeals and Revision Petitions; **Part II** : The Organisation of Central Excise (Headquarters Organisation; The Central Board of Revenue; Directorate of Inspection; Statistical and Intelligence Branch; Central Revenues Control Laboratory; Field Organisation; Collectorates; Ranges Circles; Divisions); The Central Board of Revenue and its Attached Offices; The Field Organisation (Executive; the Primary Unit; The Supervisory Hierarchy; Ministerial); Revenue Accounting and Audit; Structure of Staffing (Executive; Ministerial Intelligence and Preventive); Public Relations and Settlement of Operational Difficulties; Management Improvement and Staff Welfare : (Transport, Housing, Transfers and Overtime Allowance; Stationery, Office Equipment and Forms; Suggestions Schemes; Cadre Strength and Workload; Training Schemes; Uniforms); Costs of Collection; Textile Fabrics and Yarn (Cotton Fabrics and Yarn; Cotton Fabrics; Powerlooms; Rayon and Artificial Silk Fabrics; Woollen Fabrics and Yarn); Matches; Tea; Paper [(a) Paper; (b) Boards] ; Soap; Footwear; Electric Batteries; Electric Wires and Cables; Patent or Proprietary Medicines; Coffee; Acids; Cinematograph Films; Exposed; Vegetable Non-essential Oils; Acknowledgements; Summary of Conclusions and Recommendations; Tables : Growth of Excise Revenue; Excise Revenue in Plan Resources; Revenue from Commodities Taxed since 1954-55; Un-manufactured Tobacco: Area, Production and Average Yield of Main Varieties; Powerloom Cotton Fabrics : Clearances and Revenue; Powerloom Cotton Fabrics : Average Incidence of Duty; Powerloom Cotton Fabrics; Comperative Incidence of Duty; Unmanufactured Tobacco : Production, Clearance and Revenue; Unmanufactured Tobacco: Offtake for Main Uses; Unmanufactured Tobacco: Arrears of Duty and Miscellanous Demands; Khandsari

Sugar: Production and Revenue; Matches: Comparative Duty Preference for Different Categories of Manufacturers; Matches : Categorywise Number of Match Factories and Production; Paper Production by Tarrif Categories; Paper : Newsprint : Production, Clearance, and Revenue; Soap : Production in Power and Non-power-operated Factories; Soap : Production and Revenue; Soap; Quantities Exempted and Revenue Foregone : Vegetable Non-essential Oils; Number of Millers, Production and Revenue; Vegetable Non-essential Oils : Estimated Utilisation; Appendices: Press Note; Main Questionnaire; Supplementary Questionnaire; List of Persons to whom Main Questionnaire was Issued; List of Persons who Replied to the Questionnaires; List of Industrial and Other Units Visited by the Committee; List of Witnesses Examined; Number of Licences in Force on May 1, 1962; Statistics of Breaches of Central Excise Law; Rewards Sanctioned for Detection of Central Excise Crime; Number of Appeals (Offences) Received, Dealt With and Pending; Central Excise Collectorates and the Major Indicators of Workload; General Organisation of a Collectoraters Headquarters Office; Central Excise Ministerial Establishments as on July 1, 1962; Central Excise Executive Establishments as on July 1, 1962.

RECOMMENDATIONS

PART I : General Survey

Use Of Excise For Purposes Of Economic Regulation

Incentives in different forms have been provided including preferential rate of, or exemptions from excise duties to give impetus to the growth of the village and small scale industries. Two conditions should be fulfilled if small scale industries are to make their full contribution to the national economy. Firstly, these industries should be largely complementary and, not competitive with organised industries and secondly, they must attempt at becoming self-reliant and self-supporting by adopting improved techniques and more efficient forms of organisation. In other words, reliance should not be on fiscal preferences.

2. Fiscal preference as an instrument of national planning and development is now new and has been used to protect developing indigeneous industries. Excise levies are also being used to subserve this purpose. Differential rates of duty and exemptions have, however, in certain cases, led to fragmentation to avoid payment of duty.

3. Excise duties have been used to conserve foreign exchange and to reduce domestic consumption for maximising exports. Other objectives have also influenced the evolution of the tariff.

4. The tariff has also been used as a measure of economic assistance to individual units and to whole industries in times of distress. The use of differential excise levies selectively as an economic regulator has not always fulfilled the purpose intended ; in some cases it has produced a contrary effect. It has also placed on the revenue administration responsibilities inappropriate to its main function.

5. Generally speaking low priced articles of high common consumption are best suited for excise levies. as also luxury articles. Capital goods in view of their place in the economic development of the country, should be lightly taxed. Commodities with relatively small revenue potential are best left alone. Administration of levy in these commodities is expensive and also difficult.

6. Increases in revenue attributable to new levies imposed in recent years have not been in proportion to the number of commodities added to the list.

7. It is not prudent to keep down the cost of collection by resorting to relaxation of standard checks.

8. The Schemes for allowing drawbacks or set off of duty on raw materials and Components used for making other excisable goods vary from commodity to commodity. They lead to a feeling of discrimination and do not always subserve the needs of internal economy or the export trade. A definite policy, even a philosophy should be evolved in taxing goods at different stages of manufacture.

9. Articles with low revenue potential should be taxed only when they can be and are used as substitutes for other taxed articles. Levies that entail disproportionate costs of collection and on articles which are produced largely by small dispersed units should be avoided.

10. The revenue from taxing fabrications of taxed basic materials could, sometimes, be raised more economically by increasing the rates of duty on the raw materials themselves.

11. It is not possible to apply any one principle rigidly in selecting commodities for taxation. The major consideration should, however, be that a levy does create such administrative problems as largely defeat its purpose and that it does not create psychological complexes which retard Production. It is best to explore the possibility of increasing yields by adjusting rates of established excises on goods already taxed before considering new levies.

Pattern of levy and Control

12. Each major industry has its distinctive features and its own pattern of production and distribution. It must necessarily have rules suited to its needs. It is not possible to bring all commodities under a common code.

13. Abatement of duty on losses due to dryage and wastage of tobacco, though reasonable in itself is a major source of friction between excise officers and assessees.

Central-Excise-Law

14. Apprehensions expressed when the consolidating Act was passed in 1944 that consolidation of statutes of dissimilar goods will create complications have materialised. These are sought to be met by frequent amendments and adoption of principles which are applicable to some but not to all. There is thus complaint of discrimination. Relaxtion of rules or checks is not the solution to the problem.

15. The normal scheme of excise control cannot be applied to many commodities. The scheme devised primarily for a few basic commodities is no longer suitable for the large range of goods now subjected to levy. A rationalisation of the law is necessary.

Central Excises And Salt Act and Rules

The Act

1. The act should be made comprehensive to include all substantive provisions of law ; Procedural matters should be covered by subsidiary legislation.

Parliamentary Control

2. Rates approved by Parliament are largely treated as ceiling rates and effective rates are introduced by notifications. This is an encroachment of the prerogative of Parliament which often has no information of the changes made. Neither total revence for gone nor the revenue sacrificed in fostering growth of the small sector can be property estimated. Revenue forecasts prove also in correct and attract parliamentary and audit criticism. A scheme of subsidies should be considered as an alternative ; if feasible it would remove many of the drawbacks of the present procedure.

3. As revenues estimates are framed on the basis of rates actually intended to be imposed by notification and there is time enough after in introduction of the Fiance Bill to make necessary enquiries which could not be made earlier on considerations of secrecy, Parliamentary approval should be sought to rates to be finally imposed and not to rates which are subsequently treated as ceilings.

4. With the power sought to vary the rates up-wards also, the Indian provisions are now comparable to the U.K. Scheme. The safe guards of the U.K. scheme should, therefore, be adopted to maintain parliamentary authority.

5. Full and complete research should precede farming of taxation measures. The unusual power to vary statutory rates by notification should be sparingly used ; changes, if any, in rates proposed in the Finance Bill should be incorporated in the act itself. Other changes made by notification should by and large cover the whole range of taxed goods and should be brought before parliament for ex-post facto approval.

Inoperative Provisions

6. Provisions and references to salt in the Act and rules should be deleted.

Anomalies in the Act

7. Anomalies arising out of definitions, particularly of the term "Manufacturer" should be removed.

8. Tariff values should be determined with circumspection, the apparent conflict in the provisions relating to valuation and fixation of tariff values should be removed.

9. Provision should be made for determination of assessable value of taxable components of a manufactured article.

10. The law itself should provide for the status of a rule made when Parliament is not in session if it is later revoked when brought before parliament. The Question is important for regularising implementation during the intervening period.

11. (i) Courts of law should notify the excise officer of impending disposal of excisable goods under their control.

(ii) Infringement of licensing provisions should be brought within the ambit of departmental adjudication.

(iii) The ceiling for penalties should be realistic ; it should be upto three times the value of goods involved.

(iv) Central excise officers empowered to summon persons for conducting enquiries should have the authority to impound the documents required and to impose penalties if the summons are disregarded.

(v) The law should provide that a Central Excise Officer seizing excisable goods should, on demand, give the owner the reasons therefor.

(vi) Provisions should be made for review of original decisions.

12. The present arrangement of taxable items under different groups in the Schedule to the Act is unnecessary and should be discontinued.

The Rules

13. A common set of rules to regulate storage of excisable goods in the manufacturer's store-room and in bonded warehouses should be prescribed.

14. Common provisions of all compounded levy schemes should be consolidated.

15. Rules regulating refund on export should similarly be revised and consolidated ; inoperative or out-moded provisions should be deleted.

16. Rules relating to exemptions and remissions of duty should be made more specific to conform more fully to the provisions of the Act. Delegation of powers to subordinate officers should be reviewed, rationalised and enlarged.

17. A period of limitation should be incorporated in Rules 10A.

18. A common set of rules should be drawn upto regulate returns of excisable goods for reprocessing.

19. Failure to comply with supplemental instructions should entail penalties.

Publication of Tariff and Manuals

20. There is no up-to-date compendium of the rules and the rates of duty inforce. A revised edition of the Central Excise Tariff should be published every half year as on 1st May and 1st December.

21. There is no uniformity in notifying procedural instructions to the sections affected. The demand for a periodical bulletin of rules, notifications, interpretations and instructions for public use is legetimate. Such a publication is also necessary for the excise officers. Supplemental instructions should be issued in printed sheets of a standard format.

Procedure For Levy And Collection of Duty

Basis of Assessment.

1. It is not possible to be dogmatic on the question of the basis of levy for every commodity. Though specific rates lead to difficulties, especially for the small sectors to industry, their definiteness out weights many of the disadvantages. Purely from the point of view of simplicity of administration, they are to be preferred to ad-valorem rates, the present system does not lead to equitable results even where ad valorem rates are prescribed.

2. The Administrative set up of the central exise Department is not suited for the proper administration of ad valorem duties. This is proved by the adoption in a number of cases of expedients to convert ad valorem to wholly or partially specific rates.

3 Constitutional, legal and economic objections to the present concept of assessable value for levy of duty ad valorem deserve consideration. The customs legislation which formed the Proto-type for administration of ad valorem exise duties has now itself been revised.

4. The tariff as now designed gives anomalous results for certain values of taxable tobacco products as it is arranged in slabs of values. This anomaly should be removed.

5. Specific rates are obviously feasible in those cases where the present tariff provides both for specific and ad valorem rates but as alternatives.

6. Specific duties should be prescribed where ad valorem levies are administered through specific rates fixed by exemption notifications.

7. Where specific, rates of duty cannot be evolved tariff values for goods chargeable ad valorem should be fixed after proper enquiry.

8. Determination of assessable value on cost of production plus a fixed margin is not practicable;

9. Determination of assessable value on list price less fixed deductions is of limited application.

10. Assessable value should correspond to ex-factory price less excise duty, without reference to any particular market. For this purpose, transactions in which there is no special relationship between the manufacturer and the purchaser should be distinguished from those in which there is such relationship.

11. In direct sales, assessment should be on in voice value less duty and other post-clearance changes.

12. For transactions involving special so arrangements between producer and buyer, rules should specific inclusions and exclusions to be made uniformly to arrive at the assessable value.

Payment Of Duty

13. There should be no reversion to the system of post-payment of duty ; its prepayment should continue.

14. Procedures for payment should be simplified by consolidating assessment forms into three basic documents.

15. One current account for all duties payable by a manufacturer for all products produced in the same factory should be authorised.

16. Departmental treasuries should be set up in major centres of concentration of excise work.

17. The scheme for payment by cheque should be made more attractive by liberalising procedural restructions and acceptance of a single cheque for all clearances made from a factory in the course of a day.

18. Payment of licence fee should continue through revenue stamps. Use of stamps for payment of other dues is not feasible.

19. Facilities for bonded storage of excisable goods in main marketing centres should be allowed in selected cases on recovary of extra costs incurred as supervision fees. The principle in selection should be to allow bonded storage for goods whose production is regionally concentrated and which are assessable at specific rates.

Structure Of Control Licensing

1. A single multipurpose license should be issued to cover all manufacturing operations at the same factory. Similarly a single license should be sufficient for whole sale purchase and warehousing of unmanufactured tobacco.

2. Brokers and Commissions Agents not possessing or stocking unmanufactured tobacco need not be licensed.

3. Categories of licence fees should be fewer. The fee for a licence to manufacture more than one commodity might be made a multiple of a single manufacturing licence.

4. All manufacturing and major warehousing licences should be renewed triennially.

5. Renewal of licences should be staggered over the year instead of being concentrated in the months November and December each year.

6. The penal fee for failure to renew licences in time should be substantially enhanced.

7. Powers of Inspectors to issue and renew licences in certain cases are adequate but superintendents should be made the licensing authority for all other licences. Manufacturing licenses or those where a transfer of ownership or premises is involved should be approved and renewed by superintendents.

8. Licensing Provisions should be made more stringent as a deterrent to revenue mis demeanours.

9. The utility of bonds for securing safety of revenue is limited. The work involved in their execution, acceptance, custody, etc., is not commensurate with the revenue collected.

Accounts Vs. Physical Checks

10. Audit type of control should be extended to all Public Sector undertakings, and in the Private Sector to those whose products are normally assessable at uniform specific rates and/or whose book keeping is adequate for checking production and delivery. Licensee's own statutory auditors may also be appointed Government Auditors.

11. The standard procedure of control should be simplified ; deliveries may be permitted without excise officers' counter signature of gate passes, subject to surprise checks.

Checks On Raw Material

12. The procedures for routine verification and check of intake and utilisation of raw materials should be reviewed with a view to eliminating avoidable checks. Manufacturer's own accounts of raw materials supported by purchase vouchers should generally be accepted in lieu of officially prescribed accounts.

13. Revenue control should be ensured by periodical and systematic analysis of manufacturer's own accounts. Proper procedures should be formulated for this scrutiny. When results of such checks warrant. a deeper probe should be made.

Checks of Manufacture

14. Schemes of sampling of process materials and of physical attendance of exise officers should be reviewed to eliminate all those checks which do not contribute to the substance of revenue control.

15. Separate production and store-room entry books entail duplication and should be amalgamated where possible. Forms of account, where prescribed, should take account of different characteristics of excisable goods. Where a manufacturer's own accounts are adequate for proper exise control, they should be accepted in lieu of officially prescribed accounts.

16. Routine test checks of daily production and packing should be made at the filling or packing storage in surprise visits. Tolerances should be authorised to conform to those commonly current in the trade or permitted by legislation such as the Marchandise Marks Act,

17. Quantities of excisable goods taken for chemical analysis should be the minimum necessary. Re-tests should be conducted on duplicate or triplicate of the same sample. Test results should be speedly communicated to the assessee. Re-tests in better equipped institutions should generally be permitted.

Assessment and Clearance

18. While some notice of removal of excisable goods is necessary, loading for clearance need not await the arrival of the excise officer.

19. Routine opening and verification of contents of packages at the time of delivery is unnecessary. The power to make such checks should be retained but exercised only in cases of well founded doubt.

20. Assessment disputes should initially settled by the super intendent, whose order should be appealable. The limitation for rectifying short levies is adequate Resort to Provisional assessments is to be deprecated.

21. Excise officer's countersignature of gate pass should be dispensed with. Producers' own despatch invoice, etc. If it gives the information required should be accepted in lieu of gate pass.

22. Existing for formalities attendant on removal of samples are unduly detailed and rigid ; a more liberal attitude would not endanger revenue.

23. Sector officers should be authorised to permit overtime clearances subject to subsequent approval by the. Range Officer.

Compounded Levy Schemes

24. A common set of basic rules will obviate the need for frequent changes in Compounded Levy

Schemes.

25. Compounded Levy Schemes do not solve the problem of ensuring adequate revenue control where the small sector forms a large proportion of manufacturers. A better alternative would be to recast the tariff.

Multi Point Excise Levies

1. Although relief from multiple levies is afforded selectively, there is neither uniformity in the pattern nor is there any evident or expressly stated principle in these reliefs.

2. The scheme recently introduced for giving credit of study borne on specified components and raw materials used for manufacture of specified excisable goods entails additional documentation and leads to distortion of revenue accounts without meeting the general grievance as it is limited in scope,

3. The variegated pattern of selective ad hoc reliefs leads to contradictions and accentuates discrimination.

4. It is impracticable to achieve a single Point Levy Uniformly.

5. Collection of duty on raw materials and components on delivery from the producing factory blocks up working capital of manufactures using them for production of other excisable goods. Some relief is colled for. It should be provided by permitting transfer of duty liability with the goods, the duty being collected along with that leviable on the final product. Similar relief should be provided for goods to be refined or reprocessed. Costs of Administration of this relief should be recovered as supervision fee. This will facilitate also the determination of ad hoc rates of refund on export.

6. A detailed study should be made of the administration of Added value tax system (TVA) in France and certain other countries to explore the possibility of introducing it in India in future.

Fiscal Preference

1. The tariff of riddled with preferences, privilages and exemptions. Their Administration on creates practical difficulties. It is doubtful also if their benefits always reach the persons for whom they are intended.

2. Increase in rates of duty has accounted for the largest contribution to increased revenue and extension of excise coverage the smallest.

3. The small increase in revenue relatively to a much larger excise coverage has stretched the administrative machinery ; gaps between work-load and resources are bridged by ad hoc adjustments.

4. Schemes of fiscal preferences, beside reducing revenue potential, lead to fragmentation of larger units. Scope for malpractices and collusive frauds increases. The need then arises for greater administrative vigilance and more detailed schemes of surveillance over the free and preferred sectors. These ineffect becomes paper controls. Idle capacity also increases and the role which the plan assigns to small scale industry is defeated.

5. Fiscal concessions to units in the organised sector of industries are neither necessary nor beneficial.

6. Commodities of which the major part of the production is not concentrated in the organised sector units are administratively unsuitable for taxation.

7. Revenue for gone for schemes of fiscal preferences cannot readily be computed, without reckoning the effects of limiting production, in 1961-62 it may have been of the order of Rs. 80 crores with reference to tariff rates and Rs. 20 crores with reference to effective rates.

8. Fiscal preferences are largely ineffective in their promotional effect, firstely, because they come in driblets with each assessment and, secondly, because the distributive trade depressee the purchase price corresponding to the quantum of duty preference and eventually appropriates most of the benefit to itself. This has been particularly noticeable in vegetable non-essential oils and matches.

9. Rate concessions should be substituted by cash bounties paid periodically. Assessment in all sectors would then be simpler as uniform rates could be applied. Units in the preferred sector may claim and receive the bounty periodically with reference to their part production. This will not involve extra works. Revenue Security will improve and amounts incurred to assist the small scale sector will be known.

10. The principles and scales of subsidy for different classes of manufacturers should be determined after open enquiry by a body like the tariff Commission which should also review the working of the schemes periodically.

11. Periodical cash bounties will ensure that fiscal aid reaches those for whom it is intended and that it takes a more effective and tangible form. Possible initial hardship for small scale manufacturers should receive due consideration when coolving principles and scales of subsidy.

Refunds on Exports

1. Many provisions of the present multiplicity of procedures cannot be fully understood or applied. They also hamper exports as the full burden of excise duty is neither removed nor is it practicable to do so. Refunds, are not always admissible of duty borne by raw materials and components and, even where they are allowed, no abatements are given for wastages in manufacture.

2. There is no rationale in a bond not being allowed to cover exports merely because the port of export is changed.

3. Different procedures govern payment of refunds which are made partly by the Central Excise and partly by the Customs Departments.

4. There is excessive docmentation and repeated verification of the same manufacturing formulate where ad hoc rates of customs and Excise drawbacks are authorised.

5. Whenever an excise officer supervises goods made ready for export, checks for customs purposes should also be entrusted to him. Goods may than be allowed to be shipped under his certificates of scales without routine opening in the docks at the time of shipment.

6. Producers should be devised so that full refund of the total amounts is paid promptly after shipment.

7. Common procedures applicable to all goods and all exporters should be devised and consolidated to ensure that goods exported are relieved to the total customs and excise duty burden. Formal notifications that refund will be payable as export of specified goods is avoidable. This should be restricted to instances where special conditions become necessary.

8. The actual exporter should be entitled to refund on goods exported and executive restrains against this should be revoked.

9. Ad hoc rates of rebate on account of customs and Central Excise duties should be fixed for as wide a range of goods as possible on broad estimates of the incidence of all such duties borne at every stage, including the duty borne by packaging materials. It is essential that the exporter should know the quantum of rebate which will accrue on the goods be exports. Subsequent procedures can thereafter be simplified.

10. The special procedure now restricted to specified ports should become the normal procedure.

11. Other refunds should also be speeded up. Verification of original payment may be made with excise records and refunds paid by cheques.

Adjudication. Appeals and Revision Petitions

1. Decline in incidence of detection of excise offences may be due to slackness resulting from inadequacy of manpower of enforcing the standard pattern of control. New techniques have therefore, to be evolved.

2. An efficient enforcement and investigating agency should be created. Selected officers should be trained in modern methods of investigation.

3. Rewards for detection are small; diligence and initiative should be better rewarded.

4. Graduates with legal qualifications should be employed in cadre posts at collectorate Headquarters for briefing counsel in law suits.

5. Powers of adjudication of officers should be substantially enhanced. The Deputy collector should have the same powers of original decisions as the collectors.

6. Appellate powers of officers require no change, but to expedite decisions, the collector and his Deputies should hear appeals also on their tours.

7. If a licence holds adequate excisable goods to cover penalty and duty, his appeal should be heard without pre-payment of the dues.

8. While the present appellate channels may continue, the final stage of the revision application should be abandoned; instead, an Appellate Tribunal which would go both into the facts of the case as well as points of law should be set up. The Tribunal should have one member of status and experience comparative to that of a serving or retired High Court Judge and one or two members with working experience of technical excise work. The Tribunal should not be subordinate to the Chief Excise Authority, but there is no objection to its being within the Ministry of Finance.

PART II: The Central Board of Revenue and its Attached Officers

1. Taxation policy is best formulated in the Economic Affairs Department of the Finance Ministry in Association with other economic ministries. The CENTRAL BOARD OF REVENUE should cease to be a department of Government. It should be the chief revenue authority concentrating an efficient management of the collecting agencies but its views on the feasibility or otherwise of each levy should continue to be obtained.

2. There has been no rationale in fixing the strength and status of Members of the Board from time to time. There should be an objective assessment of workload and responsibility to determine both the number of members and their and the chairman's status.

3. There should be two Boards. one for direct taxes and the other for indirect taxes, each with its own independent chairman.

4. The Board for indirect taxes, which may be called the Board of Central Excise and Customs, should set as a Board to consider all aspects of technical, administrative and establishment work. The strength of the Board and distribution of work among its Members should be determined by the volume of work. The chairman should be drawn from either wing of the Service. Besides co-ordinating the work of the Board, he should be the Finance Minister's adviser on indirect taxes. The Board should be responsible for implementing taxation measures and evolve requisite techniques. It should report to Government the difficulties of administration so that remedial measures could be taken.

5. The data now used to formulate new proposals is neither upto date nor complete. It is also insufficient

for consideration of excise levies. The Board of central Excise and customs should set up a tax research bureau to collect, collate, analyse and provide it with all relevant material and data. The Central Excise field force is best suited to collect the information required for the tax research bureau.

6. The Directorate of Inspection should be reorganised to concern itself with investigation and study of major revenue and tehnical problems and not with the routine inspections. Its regional offices will then be unnecessary.

7. The statistics and Intelligence Branch is hardly equipped to undertake any intelligence work. Little is gained by mechanical tabulation of the same statistical summaries which are also manually consolidated. It should be reorganised after a detailed study to be made by a committee of statistical experts. It should be equipped to build up fuller statistical information.

8. If articles to be taxed are properly defined, there should be little room for technical chemists in the day to day administration of excise levies. The principle function of Regional and the control Laboratories should be of carrying out analysis where duty liability depends upon the chemical composition of an article. Their needs in equipment and personnel should be reviewed in this light.

Field Organisation Executive

The Primary unit

1. The Multiple Officer Range Scheme has evoked to widespread criticism from official and non-official witness alike.

2. The main objectives of the scheme have not been achieved the grew a men of criticism :

(a) The Deputy Superintendent in charge of the municiple officer Range is unable to inspect his charge objectively.

(b) evidence is not conclusive that yields tobacco have increase following introduction of the scheme.

(c) delays are greater and there is lack of community of supervision;

(d) an extra rung in the hierarchy is introduced and the fixation of responsibility has become difficult.

(e) despite travelling longer distances licenses cannot readily find the proper officer and complaints of delays are frequent.

3. Concentration of staff farther from areas where work arises increases risks of smuggling and evasion. Frequent rotation has created a feeling that the administration lacks faith in its men and has affected too morale besides reducing scope for specialisation.

4. There is greater loss of time in travelling and more expenses. Rotation of officers dislocates family life besides causing other difficulties where accommodation is provided by factories. There is mutued bickering and rancour and the control of the Deputy superintendent is ineffective.

5. Multiple officer range scheme may be suitable for areas of concentration of industry but it is not so where production units are dispersed. Periods of rotation should be reduced to a minimum of one year to provide for continuity and specialisation.

6. The primary revenue unit should be a sector with workload manageable by an Inspector, and an adequate member of sectors should cover the whole country. The general pattern, except in areas of concentration, should be single officer sectors, manned by Inspectors. The utility of Sub-Inspectors is extremely limited.

The Supervisory Hierarchy

7. Too many tiers of supervision and lack of adequate delegation delays resolution of difficulties. Both should be remedied.

8. Compact groups of sectors and Municiple officer Ranges should form a Range in charge of a class II superintendent whose office duties should be drastically curtailed. He should essentially be an inspecting and supervising officer. There is neigher room nor need for a non-gazatted supervisory officer between the sector officer and the superintendent, Range offices should not be offices of record but each Range should have one or more additional Inspectors for enforcement etc. work.

9. There is no justification for retaining two classes of superintendents.

10. Control over Ranges should vest in class I officers in charge of Divisions with adequate power to shoulder responsibility and take decisions.

11. The Divisional office should have three branches, each in charge of a class II superintendent for administration, technical including statistical and intelligence control, and adjudication work respectively.

12. Jurisdiction of collectorates should be based on our relevant considerations, the purpose being to make them as far as possible comparable. Collectorates comprising portions of two states should be avoided.

13. Collectors should be assisted at their headquarters by two Deputies so that they are not tied down to their desks.

14. Integration of customs and excise work outside major posts may continue but service conditions of officers engaged in customs work whether they are Customs or Central Excise Departments should be made comparable. There is not much scope for the merger of customs and central excise administration or for integration of their class II.

15. Collectors, Deputy Collectors and Assistant Collectors should be redesignated Commissioners, Deputy Commissioners and Assistant Commissioners respectively.

Ministerial

16. Ministerial and Executive cadres should continue to be separate.

17. A large proportion of Lower Division Clerks actually undertake upper Division Clerks work. Adjustments should be made in the strength of Lower Division Clerks who should be employed only on routine duties as emisaged by the Second Pay Commission.

18. There should be a common grade of Office Superintendent for all Collectorates. The numbers required should be determined on the strength of the establishment in each office.

19. Deputy Superintendents (Ministerial) and Head Clerks in Supervisory charges of sections in office should be replaced by a common grade of Deputy Office Superintendent. Their number should depend upon the number of sections in which an office is organised. Each of three branches in Divisional Offices should be in-charge of a Deputy Office Superintendent. In Ranges an Upper Division Clerk should be the clerk in-charge with a charge allowance.

20. Ministerial Cadres in the Directorates and the statistics and Intelligence Branch should be merged in those of the office of the Chief Central Excise Authority. Present anomalies in Career Prospects and emoluments should be removed.

21. The imbalance is the Steno-typists and Stenographers Cadres should be removed by creating more posts of ordinary grade Stenographers. Senior Officers should be provided with stenographers.

22. Deserving ministerial officers should be given the opportunity at a comparatively young age in the executive gazetted and not-gazetted grades as is already done in Customs and Income-Tax Departments. There should be a permissive provision but no reservation of Posts.

Revenue Accounting And Audit

1. The feasibility of departmentalising compilation of central excise revenue accounts should be further pursued.

2. The purpose of setting up Examinars audit parties in frustrated because accounts the work is entrusted to untrained personnel.

3. As audit procedure has not been revised with changes in taxing schemes and document realling the Chief Accounts Officer do not contain all particulars necessary, it is impossible to audit many types of demands and payments.

4. The audit procedure should be revised to make through checks possible.

5. The unimportant function of drawing and distribution bills and accounting and audit of expenditure has become the main function of Chief Accounts Officers to the detriment of their more important work of audit of revenue.

6. Personnel resources are totally inadequate for any worthwhile audit. Some Chief and Assistant Chief Accounts Officers have themselves had no training or experience of accounting and audit.

7. The Department has now no proper organisation or arrangements for audit of its transactions. This lacuna must be removed.

8. The Chief Central Excise Revenue Authority should include a Directorate of Audit. Chief Accounts Officers should be given status and pay appropriate to their functions and responsibilities which are comparable to those of a junior Accountant General. Half the number of Chief Accounts Officers required should be drawn from the Indian Audit and Accounts Officers and the other half found within the Department after an initial training of selected officers

Structure of Staffing Executive

1. Sub-Inspectors are either used for Inspector's or sepoy's work, mostly latter. Nothing is gained by retaining this cadre and it should be eliminated.

2. With increasing infusion of promoted men, the Inspector cadre is beginning to deteriorate, even though flow of promotions is slow. The deterioration will increase with time.

3. Inspectors should be recruited on the results of written examinations and viva voce on an all India basis. Entry of ministerial officers to the cadre should also be regulated by competitive tests to be taken within specified age units.

4. There should be some direct recruitment in the class II service of superintendents. One half of the promotion quota should be filled by selection on the basis of seniority-cum-merit and the other half by a competitive examination open to all Inspectors who have completed a minimum specified period of service.

5. Inter se seniority of officers in the combined class I service should be reviewed to remove existing general grievance.

6. Collectorates should as far as possiple be made comparable in work load and responsibility. Heavier or more complex charges should be headed by senior officers and a special pay should be attached to such posts.

7. The system of first promotion after 1956 of Deputy Superintendents according to a zonal seniority reckoned from date of confirmation has led to discontent

as other factors were not comparable. Promotion prospects have also become uneven in all lower ranks. The only practical way is to revert to the old basis of promotions upto class II rank on a collectorate basis.

8. The present cadre formation does not fall into a pyramidal pattern. It will become more rational and incidentally, prospects will become more equalised, under these proposals.

9. The future Range should consist of about six sectors. The Division of about six Ranges and the circle of four to six Divisions. Costs are not likely to be any greater.

10. The number of sepoys should be reduced by abandoning gate controls at factories and restricting them to customs and perhaps tobacco work as a peons in offices. The number of jemadar's posts should be increased.

Ministerial

11. There is no need for clerks in Sectors-Ranges should have an Upper Division Clerk in charge with a charge allowance, one other Upper Division Clerk and a Stenotypist.

12. Divisional Offices should generally be organised in three branches, one each for administration technical and judicial work. Lower Division Clerks should be employed only for routine duties.

13. Collectorate Headquarters Offices should have three main branches for administration, technical and audit and accounting additional branches being formed if work loads justify. Administration and technical branches should be made up of sections in charge of Deputy Office Superintendents and each consisting of six to eight upper and two to three Lower Division Clerks. Branches should be controlled by office Superintendents.

14. Some direct recruitment at the Upper Division Clerk's level should be resumed. Promotions should be by selection after a qualifying examination open to Lower Division Clerks with three years service.

15. Advance increments pending actual promotion should be allowed to officers who qualify at selection examinations.

16. In audit and Accounts Branches original work should be done by 'Auditors', one half of whom should be recruited from amongst University graduates and the other half by selection of Lower Division Clerks after qualifying tests. 'Accountants' should be in supervisory charge of cells of auditors. They should be promoted from amongst auditors by selection after passing a qualifying examination. The whole branch should be under an office superintendents. This and class II posts of Assistant Accounts Officers, Deputy Head quarters Assistants and Examiners should be filled by promotion of Accountants.

Intelligence and Preventive

17. First consolidation of statistical returns should be in the Divisional Office from Sector Officers' returns. Comptometers and adding machines will speed up the work.

18. Inquiries into the feasibility of mechanising compilation and tabulation of statistical data in each collectorates or groups of collectorates should be entrusted to the proposed committee of statistical experts.

19. The intelligence organisation should be backed by an adequate and mobile force of trained officers for conducting investigations and collecting material also for the tax research Bureau.

Public Relations and Settlement of Operational Difficulties

1. Administrative arrangements should ensure quick decisions on problems.

2. Supervisory Officers should have larger powers to dispose of procedual and minor issues.

3. The scope for public relations officers is extremely limited.

4. Where policy impinges on Procedures, Advisory committees may be allowed to discuss it indirectly for a review on practical considerations.

5. Decisions on Regional Advisory Committees' recommendations should be taken expeditiously and also communicated to the Committees.

6. The size of Regional Advisory Committees should not be enlarged unduly but representatives of industries not already included amongst their members should be co-opted so that their problems can be discussed.

7. No major changes in Advisory Committees are necessary if assessees and responsible officers are brought in closer touch. Such Committees below the collector's level cannot be of much use.

Management Improvement And Staff Welfare

Transport, Housing, Transfers and overtime allowance

1. Living and working conditions in the Central Excise Department are somewhat peculiar and more exacting than in others.

2. Mere grants-in-aid for cultural and social activities are not enough unless working conditions can be alleviated.

3. Low paid employees like Lower Division Clerks should not be subject to routine transfers. Transfers of others upto and including class II officers should not involve inter-collectorate or inter-state moves.

4. There are few Government owned or hired buildings. This adds to the already difficult conditions

specially in rural areas and at land frontiers.

5. It is wrong in principle to place excise officers under obligation of manufacturers in regard to housing. Except in plantations and factories away from urban centres, manufacturers should not be required to provide residential accommodation.

6. Cost of travelling on duty within short distances is not fully reimbursed. Vehicles at each Divisional and circle head quarters and in heavy tobacco growing areas will improve mobility and revenue control. The principle to provide vehicles should be accepted but it may be implemented gradually.

7. There is no justification to distinguish between excise and customs officers as similar duties for purposes of overtime allowance. Common principle for cash overtime fees should be uniformly applied.

Stationery, office equipment and forms.

8. There is a chronic shortage of paper, articles of stationery and printed forms for reports and returns and many field officers rely for these requirements on their licensees. There are also inadequacies of furniture and fittings, telephones and office machines. As these have also been pointed out earlier, a beginning should be made now to remove these shortcomings.

9. Sample surveys should be made to estimate the time executive officers have to devote to office work which should then be systematically reduced. Forms of statistical reports, returns and registers should be printed and supplied to them.

Suggestions Scheme

10. More concrete forms of recognition may stimulate interest in the suggestions scheme.

Cadre strength and workload

11. Recruitment and promotion procedures should be imported so that no gaps remain between authorised staff and that in position.

12. All officers and men who have officiated in clear vacancies for two years should be confirmed and all temporary posts continued beyond three years made permanent.

Traning Scheme

13. There was never been a proper training scheme in the Department except for some refresher courses. Training "on the job" is not a satisfactory arrangement. To improve efficiency, a central residential training school for recruits to gazetted ranks and zonal residential schools for training recruits to non-gazetted ranks should be established. For the ministerial staff, training courses should be organised locally.

Uniforms

14. Central Excise officers should continue to wear uniforms. The existing scale of allowances is inadequate and should be revised. Additional allowance should be given for winter kit where necessary. No distinction should be made between uniform allowances of customs and Excise officers employed on comparable duties.

15. The new distinguishing badges of rank are confusing and should be rationalised.

Cost of Collection

1. Commodity-wise costs cannot be worked out under the present system of accounting. While employment of recognised techniques of cost accounting should enable determination both of commodity-wise costs as well as their comperative costs in different collectorates, the true position of real comparative costs may be obscured by a number of factors.

2. Steps should be taken to develop a fully integrated system of cost control.

3. Costing must be based on basic documents prepared at the time of assessment, overheads not relatable to any particular excise should be allocated empirically. Costs of Chief Central Excise Authority and its ancillary offices at New Delhi need not be allocated to collectorates for purposes of comparision.

4. Present cost of collection of Excise duties is not unreasonable and is comparable to that of the other two main sources of revenue, though compared to costs of collection of indirect taxes in some other countries, it is still high.

Part III : Textile Fabrics And Yarn

1. The separate levy of yarn consumed in manufacture of cotton fabrics in composite mills and powerloom units large than 49 Looms, should be converted into fabric duty.

2. There is no agreement on replacing physical-cum-accounts method of control by the audit type of control.

3. Duty may be charged on samples but the procedure should be simplified.

4. There should be closer and early consultation between representatives of industry and excise officers competent to settle procedural details and clear doubts whenever a new duty is levied.

5. Production has increased but the average incidence of duty on cotton fabrics of the compounded levy sector has been falling. Revenue sacrifice in compounding is estimated at Rs. 6 crores annually on the basis of 1961 rates of production.

6. Licensed powerloom units rose from 279 in 1955 to cover 26,000 in May, 1962.

7. Neither reduction of Looms per unit to constitute the free sector nor raising the compounded-levy rates is likely to improve revenue. The benefit of the revenue sacrified often goes to city financiers instead of powerloom owners. Anti-fragmentation measures have not succeeded. Fragmentation has resulted in the costs of administration sometimes exceeding the revenue collection.

8. Schemes to relate the compounded levy to actual or potential production and grading it according to sizes of units will both entail excessive costs and perpetuate the tendency towards fragmentation.

9. Cotton powerloom fabrics should not again be exempted from the duty.

10. Duty from powerloom cotton fabrics should be derived by a levy on yarn delivered from spinning mills and excise control over powerlooms abandoned with economy is administrative costs. The exemption for coarser yarns delivered in banks should be revoked. All handloom fabrics will then again bear a modieum of tax. If protection than is to continue, this could either be done by refund of yarn duty to handloom fabrics will then again bear a modicum of tax. If protection for thom is to continue, this could either be done by refund of yarn duty to handloom co-operatives or by increasing the rate of handloomcess, preferably the former. Relief to different sections of powerloom industry may, if found necessary, be given as subsidy.

11. The monthly exemption slab for independent processing units should be replaced by a scheme of subsidy, the amount of subsidy rising as the quantities processed increase above a floor and upto a ceiling, after which there should be no subsidy.

12. The revenue from the second stage levy of processing duty on rayon and artificial silk fabrics, should be derived through revised rates of yarn duty. This will reduce administrative costs and also remove the grivance that, unlike cotton fabric processors, artificial silk processors do not have an exemption slab. There should be no exemption slabs for them.

13. Conversion of the two stage levy on woolen fabrics into a duty on yarn is not feasible.

14. Avoidable documentation in completion of assessment memoranda and deduction for discounts, 'flag' allowances and the like should be eliminated.

15. Duty on yarn wasted in processing and milling should be taken into account when fixing rates of refund on export of fabrics.

16. Remnants of pieces used for cutting samples should be allowed to be delivered on recovery of duty.

Tobacco

1. The excise systems of other countries give no guidance for remodelling our scheme.

2. A scheme of assessing duty on cured produce, the liability being dischared by the first buyer but without subsequent control on the tobacco, is not feasible.

3. If the off take of cigarette production was higher and a tax on manufactured bris administratively feasible, it would be possible to rise all revenue from these manufactured products and leave raw tobacco untaxed. But that is impracticable.

4. There is no workable alternative to the present system of classification for assessment, but the large gap between lower and higher rates is an incentive to misuse of lower rated tobacco. Complaints of this are widespread though statistical study does not indicate any large scale increase in production of whole-leaf varieties.

5. The quality of Indian tobacco should be improved but not through compulsory grading of tariff preferences. There should be stricter restrictions, as in other countries, on collection of bottom, withered, etc., leaves and ratoon.

6. A flat rate of duty is desirable, but as a differential between tobacco for biri and for other uses has been maintained over a long period, a sudden change may unset the equilibrium the gap between the two rates should be gradually reduced so that a flat rate can ultimately be introduced.

7. Control over production of tobacco should be stricter.

8. The grower's entry book may be abolished and the curer's entry book restricted to professional curers only.

9. To help curers, some such agency as the Central ware housing corporation should set up public bonded ware houses for cured tobacco and make advances on stocks deposited.

10. A specified period adequate for the actual needs of the trade should be fixed for the storage of tobacoo in warehouses in bond. There should be no extensions and the period fixed should be uniformly enforced.

11. Revision of rates of duty to allow for losses due to dryage and withdrawl of the concession to condone such losses is to react adversely on the producer. But such condonation should be limited to losses on account of natural dryage, during a period to be fixed for each major variety, taking into account the time taken by freshly cured tobacco to lose its surplus moisture. Thereafter, no claims for losses should be entertained.

12. Condoning losses in curer's premises should be regularised by law.

13. In re-arranging jurisdictions care should be taken to see that primary revenue officers are able to realise the arrears and, in any case, to check any further rise in arrears. A mandatory penalty should apply to

amounts remaining unpaid. There is no need to demand interest, but curers may be allowed to pay arrears in instalments.

14. Amounts in arrears may be re-assessed on rate enhancement only where tobacco physically exists. Revising other demands where tobacco has already gone into consumption it for practical purposes of no value.

15. The law of enforce recovery of arrears is adequate. State administrations should realise that a part of the arrear is actually state revenue. There should be reliance on the normal organisation to realise arrears and not on employment of special squads.

16. Administration will become simpler and certain grievances of cigarette manufacturers will be met if the two stage levy, first on tobacco and then on cigarettes. Could be replaced by a single levy on cigarettes, but a specific tariff with reference to weight of tobacco in cigarettes does not appear practicable.

17. There is considerable evasion of cigar and cheroot duty and more and more cigars pass for non-taxable than could genuinely be marketed within the tax-free slab having regarded to prevailing price, wage, etc., levels. The collection being small, the duty should either be abolished or replaced by a flat specific levy related to weight of cigars and cheroots. Excise labels for cigars lose all meaning when a free slab exists and may be continued only if the free slab is abolished.

Sugar

1. Either the methods prescribed for testing sugar samples should be replaced by those which will not be open to objection on technical grounds or the earlier definition of excisable sugar should be restored.

2. Documentation and sampling for exise purposes and physical checks are excessive and should be reduced, Departmental chemists should only analyse samples in disputed cases and not become technical consultants or judges of operational efficiency. The scheme of technical control and scrutiny of process accounts should be modified accordingly.

3. Audit type of control should largely replace the present system of physical control.

4. The incidence of duty borne by khandsari sugar produced under compounded levy is much lower than under the notified rates which are themselves low.

5. The production of Khandsari sugar by sulphitation process is organised in small factories. The sugar they produced is also often indistinguishable from sugar made in vacuum pan factories. The rate of duty on sulphitation processed khandsari sugar should, therefore, be brought nearer the normal rate. This would be justified in itself and would also largely compensate for the loss of revenue by exemption ordinary khandsari sugar from the duty.

Matches

1. A simple levy has become extremely complex through successive changes in categorisation of factories and rates of preference applicable to individual producers.

2. Despite of duty preference for factories in the organised sector. Since 1961, their total production declined. Changes in gross benefits from rate concessions have led to lowering of output of "B" category factories, some of whom have closed down or fragmented into "C" category factories whose numbers and out put have shown a phenomenal increase.

3. Restriction on licensing of more than one factory belonging to members of the some undivided Hindu family is commonly circumvented and also complained of as discriminatory. Both this and the rule requiring approval of labels have in effect become dead letters and serve no useful purpose.

4. The exiting rate preferences are an incentive to fragment into smaller units or restrict output. The effective tariff should be recast to encourages consolidation and growth.

5. Revised duty differentials have not benefited those for whom they were intended, the labour engaged in small factories or the consumer. The objective of telescopic rates to encourage manufacturers to grow has not been achieved. The duty preference is largely passing into the distributive channels.

6. There is no justification to distinguish between the present 'B' and 'C' category factories for tariff purposes.

7. The criterion of the use of mechanical power may be an adequate one to distinguish factories in the organised from those in the small sector, ignoring such use of mechanical aids as, for instance, in grinding chemicals, cutting labels etc. There should be no preferential slab for manufacturers in the organished sector. There should be a common preferential rate for all manufacturers in the small sector. Aid to individual manufacturers in the letter sector should then be given through cash subsides, the amount of subsidy increasing as production rises. This will provide incentives to consolidation and growth.

8. Banderolling is preferred by all but as there is scope for substantial economy by eliminating banderolling, an alternative should be explored.

9. Rules relating to certificates specifying the price at which manufacturers may buy banderols need revision.

10. The Departmental Treasury at Sivakashi should be supplied banderols directly from the Security Press.

11. Marketing of retail prices on match boxes has not served any useful purpose. Uniform retail price

cannot be ensured without statutory price control and uniformity in other taxes levied on matches.

Tea

1. Warehousing of tea storein Calcutta and Cochin pending auction will relieve the financial burden on producing tea estates. Excise duty may be recovered on delivery from warehouses after auction. Where estates deliver tea directly to buyers, duty may continue to be recovered at the time of removal from the producing factory.

2. The suggestion to accept post-dated cheques on account of excise duty cannot be endorsed.

3. Tea cess levied on quantities of tea exported may be spread over the entire production and collected in the same way and along with excise duty to facilitate recovary and also lower the cost of tea exported.

4. Consumption of loose tea which does not bear the package tea duty is increasing. Levy of package duty puts a premium on unhygienic storage and chandling of loose tea. The savings of package tea duty is largely appropriated by the distributive Channels. The overall duty burden bears more heavily on the rural consumer than on hotels, restaurants, etc., who can order tea in large packs and avoid the package duty.

5. Revenue will improve considerably and the rural consumer also benefit it to the zonal rate was added, in substitution of the package duty, a common rate applicable to all tea going into internal consumption. Warehousing of tea in auction markets will facilitate this and reduce administrative costs.

6. Zonal rates should be fixed tacking into account, besides the average selling price, the cost of production also.

7. There is scope for reducing physical checks and excise accounts to eliminate those that are of little value or involve duplication.

8. Powers of officers to supervise districtioh should be liberalised to meet day-to-day needs of production.

9. There is no need for a bond for tea waste which is ab initio exempted from the duty.

10. Central and state levies on tea can only be combined into a single stage recovery if constitutional difficulties and the objections of the states can be overcome.

Paper

1. The complaint that dissimilar varieties are grouped under the tariff at common rates of levy and that the same varieties are at times classified differently at different paper mills is not without substance. The present scheme leads to the grievance that officers usually assess at the highest of several rates applicable.

2. Grouping of varieties for tariff purposes should be on the basis of verifiable physical characteristics. The number of categories could be reduced from the present four to two. The higher rate may apply to varieties identifiable by physical characteristics, e.g. tissue other than cigarette tissue, blotting, toilet, cheque or art paper. The lower rate may include all other varities.

3. The rate preferences for newsprint is liable to abuse, the detection and prevention of which is difficult. A common rate of duty may apply to all newsprint however used, the mechanical woodpulp content being made the criterion to distinguish newsprint from other variaties of paper.

4. Enquiries which are made at the instance of the ministry of commerce and Industry to determine whether a variety of paper is provisionally recognised as handmade before it is exempted from duty may be entrusted to Excise officers.

Boards

5. As all boards are assessable at any one of two basic rates of duty, a more broad based tariff description will facilitate administration.

6. The existing procedure prescribes the same physical checks at successive stages in the packing room, store room and at the time of clearance. The scheme should be simplified and all test checks conducted mainly in the packing room, checking in subsequent stages being confined to such cases where there is reason to suspect substitution.

Soap

1. The out put of the power operated sectors has steadily increased after the levy of duty but there have been only minor improvements in the output of the taxable non-power operated sector.

2. The free slab in power operated sector accounts for four to five per cent of its total duty liability. The free and preferential slabs for the non-power operated sector lead to about 60% of the out put being free of duty. The revenue foregone in exemption slap in power operated sector is about Rs. 10 lakhs annually; the annual revenue from the non-power operated sector is Rs. 14 lakhs.

3. About 150 power operated factories yield nearly 94% of the total revenue from soap. 350 factories in the non-power operated sector contribute the balance of 6%. Another 1400 non-power operated factories are under excise control but as they pay little revenue, the exise effort in surveillance over them is unproductive of revenue.

4. The non-power operated sector may be exempted from the duty; the revenue loss should be offset by abolition of the exempted slab for the power operated sector and recasting the tariff. This will reduce costs without a major disturbance to the economy of the industry.

5 All household and laundry soap should be chargeable at as common rate.

6. As rates of duty for all other soaps are the same, the tariff can be rationalised into two rates, one for household and laundry soaps and another for all others.

7. Criteria such as the size of containers, alkalies used, design of labels, etc. for eligibility to exemption should be treated like other excisable components and raw materials; all other deliveries should be subjected to the duty.

8. Correlation of raw material with production is incomplete if it is confined to consumption of vegetable non-essential oils only.

Footwear

1. Notified and executive exemptions have stultified the purpose of extension of the levy to footwear parts. Recovery of duty on excisable footwear parts is contingent as the fact whether they are made into footwear in the same or in any other footwear factory in the excluded sector.

2. Duty should be levied on all footwear and footwear parts produced with the aid of power.

Electric Batteries

1. Administration of ad valorem levy has presented more than the usual difficulties in assessment of batteries used by certain manufacturers. Changing the basis of levy to a specific rate with reference to the weight or other criteria of batteries should be explored.

2. Flat deduction from published list prices for assessment of batteries is not favoured by the industry.

3. On administrative considerations, battery plates produced by five worker factories whose out put of battery still exempt, should also be exempted.

Electric Wires and Cables

1. Preference in valuation for assessment is an incentive to production of non-standard cables. Sub-standard electric cables are hardly in the notional interest.

2. Simplification through tariff values for assessment is defeated by the fixation of values and preferences. Duty cannot be calculated in terms even of whole naye paise.

3. Revenue to be derived from cables can be realised more simply and cheaply by suitable revision of the rates of duty for electrolytic copper and conductor grade aluminium, or taxing rods drawn from such metals and insulating materials.

4. Such decisions as charging insulating types if the weight of cotton fabrics is them exceeds 40%, and an insulating enamels made from taxed imported resins, should be revoked. While not contributing any appreciable revenue, they create administrative difficulties and enlarge the area of conflict.

Patent and Proprietary Medicines

1. Instead of the intrinsic quality or the therapeutic value of a drug, the formal, design, colour or colours, borders, background effect of the lable under which it is marketed, determining its. liability to duty is irrational. There is also a large discretion to the assessing officer giving rise to uncertainty which is not healthy for the trade. If the intention is to siphon off a part of the extra profit, this cannot be achieved by charging the duty ad valorem.

2. From the practical point of view, the entire range of pharmaceutical products should be brought under excise levy with selective exemptions restricted to specified essential life saving drugs. The institution of the loan licensees should be reviewed specially as purity of drugs is so vital to the well being of the community. Excise administration will be simplified if loan licensees were abolished.

3. The limits for quantities permitted to be replaced free of duty or delivered as samples free of duty should be reviewed from time to time to conform to the normal practice in the trade.

4. Audit type of control is not feasible with a preponderance of small scale manufacturers, but it could be introduced for well organised laboratories with fully documented accounts only if the whole range of medicines is made excisable.

Coffee

1. Although the coffee board markets of bulk of the crop, it is neither advisable nor feasible to entrust excise administration to it.

2. All coffee could be subjected to a common rate of duty.

3. It is in advisable to convert the basis of levy to ad valorem to help inferior or low priced grades.

4. Facilities of bulking and garbling coffee should be allowed to all exporters.

5. In view of the importance of the Industry and its revenue potential a research foundation should be instituted to secure improved yields and quality of Indian Coffee.

Acids

1. Hydrochloric and nitric acids made with out the use of power by small manufacturer using duty paid sulphuric acid may be exempted out right as revenue is small and it is not possible to ensure compliance of all the conditions now prescribed.

Films

1. The suggested substitution of the excise duty on

exposed cinematograph films by an increased rate of duty on raw film is likely to bear harder on those producers who take fewer them 14 or 15 copies of each film but will lighten the burden on producers who take larger number of copies.

2. In view of the altered balance between import and excise duties under the finance Bill of 1963, the matter may be further examined.

Vegetable Non-Essential Oils

1. Although more oil was produced is successive years by a larger number of millers and the exempted and preferred sectors had been reduced in size, the revenue declined instead of improving, the share of the small scale sector in the total output rose in successive years and that of the organised sector declined. The incidence of duty borne by oil produced in the organised sector averaged Rs. 100 per tonne ; tne incidence the small scale sector's oil fell from about Rs. 81.60 in 1959-60 to about Rs. 40-60 per tonne in 1961-62.

2. The Scheme of duty preferences induced larger units to fragment. Anti-fragmentation measures did not succeed.

3. Compounding led to swelling the profits of the exporters and the benefit of lower incidence in compounding did not accrue to the millers. A more marked distortion occured in the production pattern of castor oil.

4. Abolition of the exempted sector in March, 1959 was expected to yield about Rs. 4 crores additional revenue, but actual revenue collections fell by about Rs. 3.5 crores over the preceeding year, the revenue actually for gone may have even higher.

5. Fragmentation and growth of numbers of small millers affected also the solvent extraction plants and export trade in oil-cake.

6. As the number of factors which affects the production capacity of the same equipment is large, there is no method of arriving at a fair average production capacity for each equipment for crushing of oil seed.

7. For constitutional and other reasons compounding cannot be made compulsory.

8. Deriving the total revenue from vegetable non-essential oils by enhanced rates for other excisable goods made with oils as raw material might up set the balance and lead to other comlications.

9. A commodity is which half of the production is distributed in the Small Scale Sector is not a very suitable article for levy of duty. Government appear to have arrived broadly at the same conclusion as the duty has been exempted but a study of this levy gives an interesting in sight into practical and economic effects which an excise duty can have.

RAILWAY ACCIDENT INVESTIGATION ONTHE ACCIDENT OF 309 DOWN BOMBAY—POONA JANATA EXPRESS BETWEEN KHANDALA AND LONAVLA STATIONS (CENTRAL RAILWAY) ON NOVEMBER 14, 1960 —REPORT

New Delhi, Ministry of Transport and Communications (Railway Inspectorate), 1963. 12p.

One Man
Commission : Shri K.C. Pathak

APPOINTMENT

The Commission was constituted under the Ministry of Transport and Communications (Railway Inspectorate) in accordance with paragraph 9 of the Railway Board's Notification No. 1926-T, dated March 1 9,1930. The Investigation Team was appointed on November, 15, 1960.

TERMS OF REFERENCE

To inquire into the Accident to No. 309 Down Bombay-Poona Janata Express at Mileage 77/29 E-S, between Khandala and Lonavla stations on the Bombay Poona Broad Gauge Main Line Section of the Central Railway, on November 14, 1960.

CONTENTS

Summary ; Inquiry ; Description of Accident ; Casualties. Relief Measure ; Particulars of Train ; Damage ; No. of Passengers ; Local Conditions ; Weather ; Method of Working of the Electric Locomotive ; Summary of Evidence ; Discussion (Excessive Load on the Coupling ; Causes of Couplings being Strained Unduly ; Design of the Coupling ; Cause of the Accident ; Other Accidents of Coaching Trains Parting in Ghats ; What Caused the Tripping of Banking Engines ; Metallurgical Examination ; Conclusions.

CONCLUSIONS

Cause Of Accident

After careful consideration of the evidence recorded by me and other evidence available and after an inspection of site, coaches and the engines, I have come to the conclusion that parting of No. 309 Down Janata Express of Nov. 14, 1960, at Mileage 77/29 E-S., between Khandala and Lonavla stations was the result of the snapping of the coupling of the 4th coach which connected it to the 5th coach. This failure of the coupling was the result of the conditions brought about by the tripping of the Engine No. 4500-EF/1, aggravated by a local change of grade on track from 1 in 36 to 1 in 55, and the faulty design of the couplings of I.C.F. type wherein a screw 20 inches long had been provided.

The tripping of locomotive No. 4500/EF/1 was brought about when the pantograph of the engine moved upward from a height of about 19 ft. above rail level to 19 ft. 6 in. above rail level between electric structure 77/17 and 77/18. In this range the tension changed from 30 lbs. 31 lbs. and there was probably certain time lag for the springs of the pantograph to adjustment themselves at a height of 19 ft. 6 in. above rail level. Thie caused a short break of contact between the pantograph and the contact wire.

Responsibility

I do not hold any particular person responsible for this accident.

Relief Measure

I consider that prompt action was taken to attend to the injured persons at the site of the accident and in the Khandala a Civil Hospital. The arrangements to convey the three injured persons to the Lonavla Railway Dispensary and the Sassoon Hospital, Poona, were satisfactory.

CENTRAL WAGE BOARD FOR TEA PLANTATION INDUSTRY, 1960—REPORT

New Delhi, Ministry of Labour, Employment and Rehabilitation, 1967. 122 p.

Chairman : Shri L. P. Dave.
Members : Shri T. Manaen ; Dr. R. Balakrishna (replaced by Shri V.L. D'Souza) ; Shri L.T. Carmichael (replaced by Shri B.C. Ghose) ; Shri J.B. Soutar ; Shri G. Ramanujam ; Shri B. Bhagwati (replaced by Shri M. N. Sarmah who died and Shri Jadu Nath Bhuryan was appointed in his place).
Secretary : Shri N. Ahmed.

APPOINTMENT

In pursuance of the recommendations contained in paragraph 25 of Chapter XXVII of the Second Five Year Plan, regarding the establishment of Tripartile Wage Boards for individual industries, the Government of India in the Ministry of Labour and Employment appointed the Central Wage Board for Tea Plantation Industry vide its Resolution No. W.B-3(12)/59, dated December 5, 1960.

TERMS OF REFERENCE

To work out a wage structure based on the principles of fair wages as set forth in the Report of the Committee on Fair Wages as far as practicable.

In evolving a wage structure, the Board should, in addition to the consideration relating to fair wages, also take into account :

(i) The needs of the industry in a developing economy ;

(ii) The system of payment by results ;

(iii) The special characteristics of the industry in various regions and areas ;

(iv) Categories of workers to be covered (this may be according to the definition of workmen in the Industrial Disputes Act) ; and

(v) Working hours in the industry;

Explanation

Whenever applying the system of payment by result the Board shall keep in view the need for fixing a mini-

mum (fall-back) wage and also to safeguard-against overwork and undue speed.

CONTENTS

Introductory ; Interim Wage Increase ; Wage Structure ; Recommendations ; Staff Wages—North-East India ; North India (Punjab, Himachal Pradesh, U.P. and Bihar) ; Miscellaneous ; Appendices from I to VIII.

RECOMMENDATIONS

1. Extent Of Tea Industry Covered

Recommendations should apply to all tea plantations in which tea is being cultivated, produced and/or manufactured for commercial purposes.

2. Categories Of Employees Covered

All workers employed in tea plantations in fields, factories, workshops, offices, hospitals (including group hospitals), dispensaries, schools, welfare establishments, etc., in the tea plantations or connected with them and coming with in the definition of 'workman' in Clause(s) of Section 2 of the Disputes Act, 1947, should be covered by the Boards Industrial recommendations. All employees in tea plantations whether they work on the plantation itself or at any place in the tea plantation district would also be covered. But employees working in any office situated at district or sub-divisional headquarter town would not be covered by the Board's recommendations.

3. Daily Rates Of Wages For Field Workers

The daily wages of workers should consist of basic wage and dearness allowance. The basic wage of field workers should be as mentioned in the statement given below:

4. Daily Rates Of Wages For Factory Workers

Existing differentials between rates of wages of field workers and factory workers in North-East India will continue. With effect from Jan. 1, 1967, factory workers (in Madras, Kerala and Mysore) are to be paid a differential over the new daily wage rates of the field workers at the rates on page no. 211 in col. 1 :)

Basic Rates of Wages

(in Rs.)

State	Region	Basic Wages effective from Jan. 1, 66			Basic Wages effective from April 1, 66		
		Men	Women	Children	Men	Women	Children
	A—NORTH EAST INDIA						
1. **Assam :**							
Dibrugarh sub-division of Lakhimpur district and Sibsagar district.							
(i) Assam Valley : (i) Tea plantations of 150 acres and above		2.23	2.05	1.08	2.25	2.07	1.09
(ii) Other tea plantations		2.20	2.02	1.07	2.22	2.04	1.08
Darrange district (except Mangaldai) and North Lakhimpur sub-division of Lakhimpur district.							
(i) Tea plantations of 150 acres and above.		2.16	1.99	1.05	2.08	2.01	1.06
(ii) Other tea plantations		2.13	1.96	1.04	2.15	1.98	1.05
Mangaldai in Darrange district		2.13	1.96	1.04	2.15	1.98	1.05
*United North Cachar and Mikhir Hills, Nowgong, Kamrup and Goalpara district		2.06	1.95	1.04	2.08	1.97	1.05
(ii) Chachar : Cachar and tea plantations within 10 miles area of Dimapur		1.70	1.60	0.91	1.72	1.62	0.92
2. **West Bengal:**							
Dooars							
For tea plantations of 500 acres and above		2.11	1.94	1.14	2.13	1.96	1.15
For tea plantations below 500 acres		2.03	1.91	1.14	2.10	1.93	1.15
Terai & Cooch Behar		2 05	1.88	1.12	2.07	1.90	1.13
Darjeeling*		1.73	1.62	0.94	1.75	1.64	0.95
3. **Tripura :**		1.51	1.32	0.74	1.53	1.34	0.75

*These rates are subject to the condition that no reduction from the present wages rates will be made.

(in Rs. P.)

State	Region	Basic wage effective from Jan. 1, 66 Men	Women	Children
	B—NORTH INDIA			
1. Punjab & Himachal Pradesh	Kangra and Mandi	1.20	0.94	0.55
2. Uttar Pradesh	Dehradun	1.60	1.60	—
	Bearing and Chokorie areas of Almorah district	1.20	1.20	—
	Other areas of Almorah and Garhwal district	0.86	0.86	—
3. Bihar	Ranchi	1.55	1.55	—

State	Categories of estates	Basic wages effective from Jan. 1, 66 Men	Women	Adolescent	Children
	C—SOUTH INDIA				
1. Madras	100 acres and above	2.25	1.80	1.35	1.13
	Less than 100 acres	2.11	1.66	1.29	1.13
2. Kerala	100 acres and above	2.25	1.80	1.35	1.13
	Less than 100 acres	2.18	1.76	1.33	1.11
3. Mysore	100 acres and above	2.25	1.80	1.35	1.13
	Less than 100 acres	2.11	1.64	1.25	1.13

Men : 20 paise over field men's wage.
Women : 15 paise over field women's wage.
Adolescents : 15 paise over field adolescents' wage.

5. Wages Of Pruners, Sprayers, Etc.

The present differentials, if any, between the wages of workers employed in pruning spraying, etc., and those employed in ordinary field work should continue.

6. Wages Of Supervisors/Mistries (In South India)

The supervisors/mistries should be paid wage increase from January 1, 1966, equal to the wage increase granted to an adult male worker in the field from the same date plus 20 per cent of the differentials existing between the total wages of supervisors/mistries as an December 31, 1965, and the wages of adult male workers in the field on the same date. In the case of Kote mistries in South India, the increase is to be six paisa per day plus the increase given to adult male worker.

7. Dearness Allowance

The dearness allowance is to vary in North-East India at 0.4 paisa and North India and South India at 0.75 paisa per day per point of increase (above 170 points) in the average All India Consumer Price Index number subject to a maximum increase of 16 points in North East India and South India (or six paise in North-East India) and 12 points in North India in any one calender year. Any excess over this limit, in any year, upto the level of 200 points, is to be carried over to the following year. No dearness allowance revision beyond 200 points before December 31, 1970, dearness allowance to be rounded off at the end of each month.

8. Price Rates

(i) In North-East India, the existing system of price rates, particularly plucking rates, should continue but may be revised by agreement between employers and labour so that the worker with normal diligence would earn at least the fair wages now agreed to for a day of eight hours work.

(ii) In South India, the existing system of piece rates in Kerala, Mysore and Madras should continue. The rates should, however, be revised so as to be in step with the increase agreed to for the daily rated worker.

9. Mixed Estates

Wages of workers in mixed estates in South India should be governed by existing practice.

Staff Wages

(a) **North East India**

10. Wage Increase From Jan. 1, 1966

From Jan. 1, 1966, the clerical and medical staff and technicians should be granted increase in their cash emoluments payable for the month of December, 1965, at 52 times the rate of increase granted to the daily rated workers, with effect from April 1, 1966, in the

region. The other monthly rated workers should be similarly granted increase at 33 times the increase granted to the daily rated workers in the region.

11. Wages Structure From April 1, 1966

(i) The following should be the basic pay scales for the various grades of staff employed in the plantations in North-East India, with effect from April 1, 1966 :

Grade	For estates of 300 acres and above	Other estates
A—Clerical Staff		
I	Rs. 220-8-300-10-400	Rs. 150-6-210-7-280
II	Rs. 160-6-220- 8-300	Rs. 110-4-150-5-200
III	Rs. 125-4-165- 5-190-6-220	Rs. 90-3-120-4-160
B—Medical Staff		
I	Rs. 250-15-400-E.B.-20-600	Rs. 220-8-300-12-480
II	Rs. 160- 7-230-10-330	Rs. 120-4-160- 5-235
III	Rs. 130- 5-180- 7-250	Rs. 90-3-120- 4-180
C-As Artisans and Technicians		
A	Rs. 210-8-290-10-390	Rs. 180-8-260-10-360
B	Rs. 150-6-210- 7-280	Rs. 130-6-190- 7-260
C	Rs. 100-3-130- 9-170	Rs. 80-3-110- 4-150
D-Subordinate and monthly rated staff		
A	Rs. 80-3-140	Rs. 80-3-140
B	Rs. 70-2-100	Rs. 70-2-100
C	Rs. 60-2-100	Rs. 60-2-100

(ii) In the case of tea plantations of tess than 150 acres, grade 1 in the case of staff and grade A in the case of artisans and technicians will not apply.

(iii) All gardens between 151 and 450 acres in Darjeeling, Cachar, Tripura, North Cachar and Mikir Hills will pay the scales prescribed for gardens of less than 300 acres in these districts.

(iv) For gardens in Darjeeling, above 450 acres, the scales for gardens over 300 acres will apply but grade 1 in the case of clerical staff and grade A in the case of technicians will not apply.

12. Categorisation

Clerical and medical staff, and artisans and technicians, subordinate staff and other categories of employees in North-East India are to be categorised and fixed in the new grades according to the rules prescribed.

13. Filment In The New Scale Of Pay

Fixation of employees in new scales of pay should be according to the conditions laid down.

14. Phased Implementation Of Wage Rise

In the case of employees who are much below the starting basic pay of the new scales, the maximum increase in basic pay would be Rs. 10 per year plus the equivalent of one increment in the new scales until the starting pay of the new scales is reached. The increments, where necessary should take effect from April, 1966. New recriuts are to start with basic pay one increment Lower than the lowest paid employee of the same category in an estate.

15. Conversion Of Daily Rated Into Monthly Rated

For conversion from daily rated into monthly rated, the daily rates should be multiplied by 26 for fixing the pay in the new scale.

16. Dearness Allowance

The fixed dearness allowance, with effect from April 1, 1966, should be 20 per cent of the new basic pay. The variable dearness allowance should be at 0.4 per cent of the new basic pay per point rise above 170 in the All India Consumer Price Index, for clerical, medical and technical staff and at 0.3 per cent per point rise for subordinate and monthly rated staff subject to a maximum of 16 points in any calendar year. Any excess over this limit in any year upto the level of 200 points is to be carried over to the following year. No dearness allowance revision beyond 200 points is to be allowed before December 31, 1970.

17. Servant Allowance

Subject to higher rate of servant allowance remaining unaffected and present grade C artisans (who are in receipt of this allowance at present) continuing to get it as personal pay, the servant allowance, wherever it is payable at present, should be at the following rates, with effect from April 1, 1966 :

Plantations of less than 300 Acres	Other Plantations
Rs. 35 per month from April 1, 1966	Rs. 35 p.m. from April 1, 1966 Rs. 40 p.m. from April 1, 1967 Rs. 45 p.m. from April 1, 1968 Rs. 50 p.m. from April 1, 1969 Rs. 55 p.m. from April 1, 1970

The servant allowance is to be regarded as part of basic pay for purpose of overtime payment, provident fund contribution and bonus.

(b) North Indi

18. (i) Pay Scales

The new pay scales in North India tea plantations, with effect from April 1, 1966, should be :

1. Minimum grade for staff Rs. 90-3-120-4-160
2. Minimum grade for sub-staff Rs. 60-2-100

(ii) Dearness Allowance

The fixed and the variable dearness allowance are to be at the same rates as in North-East India.

19. Categorisation And Fitment

Categorisation and fitment of staff in North India are to be according to the principles laid down.

In South India pay scales, dearness allowance, servant allowance, categorisation and fitment (given below) are the same as modified by staff settlement dated May 4, 1965 :

20. Scales Of Pay With Effect From Jan, 1, 1966

Large Estates in all the three states :

General Grade	Rs. 40/50-3-56-4-80/EB-5-120-EB-6-180
Senior Grade 'A'	Rs. 90-6-120-EB-7-148 EB-8-196-200
Senior Grade 'B'	Rs. 150-10-280

Medium Estates in Madras and Kerala :

General Grade	Rs. 40-50-3-56-4-80-EB-5-130
Senior Grade (for heads of Depts. only)	Rs. 90-6-120-EB-8-180-10-220

Medium 'B' Estates in Mysore :

General Grade	Rs. 40/50-3-60-4-80-EB-5-135
Senior Grade	Rs. 90-6-120-EB-7-148-EB 8-196

Medium 'A' Estates in Mysore :

General Grade	Rs. 40-3-55-4-75-EB-5-105
Senior Grade	Rs. 90-5-120-EB-6-156

Note : The definition of large, medium, medium 'A' and medium 'B' estates are the same as in the staff settlements of 1957 and 1958.

21. Categorisation, Fitment And Promotions

According to the provisons in the State Settlement dated May, 4, 1965.

22. Dearness Allowance

The dearness allowance, with effect from Jan. 1, 1966 is to be according to the UPASI revised scales of Dearness Allowance, a schedule of which is attached to Staff settlement dated May 4, 1965.

23. Servent allowance

Servant allowance @ Rs. 35 except in the case of general grade in small A estates in Mysore, where it is Rs. 17.50 per month.

24. Promotion Procedure In Certain Cases

Promation in certain cases such as those of nurses without nursing certificate, medical staff of grade III, subordinate staff reaching top of their grade and grade C artisans, are to be according to the procedure laid down.

25. Relife In Certain Cases

Cases of members of the staff reaching maximum of the new scales, as a result of Board's proposals, are to be considered by the industry sympathetically for giving relief.

Miscellaneous

26. Period Of Enforcement

Recommendations to remain in force from January 1, 1966 to December 31, 1970 in respect of labour in the entire country and from April 1, 1966 to March 31, 1970 in respect of staff in North-East India. The revised wages for staff in South India, are to remain in force from January 1, 1965 to December 31, 1969.

27. Splitting Of Tea Estates

Splitting of tea estate is not to affect wage rates.

28. Employment Of Family Members

Whenever extra hands are to be engaged, members of workers' family are to be given preference.

29. Supply Of Foodgrains

All tea plantations in India should be supplied with foodgrains regularly by Government and the employers should supply the same in North-East India at the existing concessional prices or at such rates as may be revised by agreement between the parties and in South India on 'no profit no loss' basis, in addition to providing rent free storage and free clerical and other services for distribution.

30. Revision Of Prices Of Cereals

The question of revision (upgrading) of concessional prices of cereals in North-East India may be discussed on regional basis between employers and labour. The quantities and prices should be switched on to metric system.

31. Cold Weather Tasks In North East India

Parties may make such adjustments in cold weather tasks as can be performed by a worker of normal diligence in seven to eight hours, by mutual agreement.

32. Existing Amenities, Benefits, Etc., To Remain Unaffected

Board's recommendations are without prejudice to the existing amenities and benefits and the concessional supply of foodgrains in North-East India.

33. Payment Of Arrears

If back wages accumulate for a period exceeding six months, the industry is to be allowed to pay the accumulated wages in two equal instalments, one within one month of the date of publication of the Government notification and the other within another month.

34. Constitution Of Committee

Committees are to be constituted with equal represen-

tatives of workers and employers organisations with Labour Commissioner of the respective State as Chairman to go into the difficulties of over-staffed or otherwise handicapped gardens in North-East India due to partition of India and other allied reasons and to devise remedial measures.

35. Machinary Of Interpretation

Disputes arising out of the interpretation of the Boardi recommendations are to be decided by arbitration of a sitting or retired High Court Judge, whose decision would be final and binding upon the parties.

STUDY GROUP ON THE WELFARE OF THE WEAKER SECTIONS OF THE VILLAGE COMMUNITY, 1960—REPORT

New Delhi, Ministry of Community Development and Cooperation, 1961. 70p.+vp.

Chairman : Shri Jayaprakash Narayan.
Members : Shri Anna Saheb Sahasrabudhe; Mrs. Sucheta Kripalani; Shri M. R. Krishna; Shri Braj Raj Singh; Shri B. Sivaraman; Shri L. M. Shrikant.
Secretary : Shri R. Jagannathan.

APPOINTMENT

The Study Group on the Welfare of the Weaker Sections of the Village Community was constituted under the Ministry of Community Development and Cooperation vide their Notification No. 10 (3)/60-Panch, dated December 8, 1960.

TERMS OF REFERENCE

(a) To study how far and in what manner the Community Development Organisation and/or Panchayati Raj institutions at Village, Block and Zila levels can promote the economic development and welfare of the weaker sections of the community.

(b) To suggest steps by which the development schemes of the Central and State Governments and Local Authorities and the financial assistance available can be effectively utilised for the benefit of the weaker sections of the community.

CONTENTS

Introduction; Objectives and Approach; Definition and Size of the Problem; Minimal Requirements for the Welfare of the Weaker Sections; Block Programmes and Funds; Role of Cooperatives; Role of Panchayati Raj Institutions; Organisational setup at the Centre and States; Supplementary Note by Shri Braj Raj Singh; Main Conclusions and Recommendations.

RECOMMENDATIONS

Objectives And Approach

The uplift, welfare, and emancipation of the weaker sections cannot be accomplished without a comprehensive non-violent Social Devolution, encompassing all facts of Indian Society. A distinguishing feature of the Indian revolution must be the destruction, root and branch, of the caste system, without which the bulk of the weaker sections can never come into their own.

Size Of The Problem

About 80 per cent of the rural households have an income of less than Rs. 1,000 per annum, and 50 per cent, who form the lower rung of the ladder, have an income of less than Rs. 500 per annum. This lower rung comprises agricultural labourers, and cultivators with very small landholdings, artisans and small craftsmen and, at the lowest level destitutes with no means of livelihood at all.

A Means Test is suggested. Families whose income is less than say Rs. 1,000 a year would cover cases of chronic economic backwardness. Following Gandhiji's concept of "Antyodaya", within this low income classification, priority of assistance should be given to those families whose income is less than Rs. 500 a year. A beginning should be made from the lowest rung of the ladder. Lastly, families whose income is less than Rs. 250 per annum should be regarded as destitutes.

The entire scheduled castes and scheduled tribes may be regarded as forming part of the weaker sections and means test if necessary in their case.

Minimum Requirements

The following requirements must be fulfilled in order that the weaker sections are assured a minimum level of well-being and their rightful place in society.

1. Full employment;
2. Housing and drinking water;
3. Education.
4. Health;
5. Protection from economic exploitation;
6. Freedom from social and cultural disabilities;
7. Reform and prevention of wasteful and ruinous habits and customs.

Agriculture

Petty holdings, which are far greater in number, are responsible for keeping both agriculture and the majority of the cultivators in a chronically depressed condition. Here is an obstinate socio-economic disease that calls for a radical remedy. Village ownership and management of land is the only complete answer to the problems of our agriculture at once from the point of view of social justice and of development of agriculture and preparing favourable conditions for rural industrialisation. The following two recommendations are made in that connection:

(a) One of the objectives of Community Development is "to develop a spirit of community life among the people by promoting cooperation and mutual sharing leading ultimately to voluntary community ownership of the basic means of production, such as land ..."

This objective has not received the attention from the C. D. Organisation and its non-official collaborators and supporters as it deserved. We, therefore, recommend that encouragement and promotion of common ownership of land be taken up as a prominent part of the educative and reorientation work of the Organisation and all its ancillary bodies.

(b) The C. D. Ministry should institute a scientific study of a suitable programme of villagisation of land by legislation as a means both of social justice and agricultural and industrial development.

Employment In A Public Works Programme

Government should undertake and make a declaration to that effect-to guarantee employment to every citizen who is prepared, and fit, to do manual labour. Such guarantee and declaration would work a psychological transformation and lift up the pall of despair and discouragement that over shadows millions of Indian homes. It might, indeed prove to be the spark to kindle the energies of a somnolent giant.

Rural Industries

Rural industrialisation is the supreme requirement both for lifting the rural economy from the morass it has fallen into as also for raising the standard of living of the economically and socially week. It should be rated higher than agriculture because, though agriculture development is necessary for industrial growth, there is a limit to its growth and to the pace of it. Industrialisation on the other hand, whether rural or urban, is capable of rapid and large expansion. Rural industrialisation is not to be conceived of as being limited to what are termed at present as "rural industries" or to merely agricultural processing industries. There can be and should be an unlimited variety and an even spread of industries throughout the countryside. At present there is no single authority at any level whose particular responsibility it is to think, study, plan and act in this behalf. Rural industrialisation must be viewed as a single integrated program and not be dealt with piecemeal by different agencies, even though they may coordinate their activities. Government of India should, therefore, create (out of the existing bodies, or by establishing a new one) a single comprehensive authority, with the necessary powers and resources and charged with the responsibility of rapidly industrialising the rural areas.

Education

The following facilities should be provided:

(1) Subject to a "means test", free education upto Higher Secondary stage;

(2) Subject to a "means test", free board and lodging in mixed hostels for students upto the Higher Secondary stage;

(3) Scholarships for higher education subject to competence qualification;

(4) Mid-day meals for all children in the primary classes;

(5) Free dress, states, pencils and books for pupils of the primary classes from the weaker sections.

The village school has to integrate itself with the community. Its teachers and students must participate in the community activities—in transplanting, harvesting and freeplanting, composting, dramatics, sports, festivals, adult education, etc. The Primary schools should be the responsibility of the Panchayats and the Middle Schools of the Samities.

Health

One way of overcoming the shortage of doctors in rural areas would be to obtain a bond from all students who are admitted to Government Medical Institutions that they would, if required, serve in rural areas for a period of at least two years after their graduation. (A similar step may be followed in regard to over coming shortages in regard to other technical personnel.) We would also recommend grant of rural allowance to all doctors incharge of primary health centres.

The village community should be educated to feel its

responsibility towards the medical care of those who might he indigent, disabled to work, orphans, etc. For this purpose, every village panchayat, through voluntary contributions, should create a fund with which to assist helpless persons in times of illness.

In view of the fact that State Health Services are likely to remain inadequate for a considerable period as also with a view to further the basic aim of people's self Government and self-reliance, voluntary as well as State agencies should encourage and help the people to form their own Health Insurance Societies. The State Government should assist these societies on a half-and-half basis. The existence and operation of these societies should exercise a healthy influence upon the State services and private practitioners.

Drinking Water

In some States, assistance for well-construction is conditional on the beneficiaries providing a suitable plot of land. More often than not, Harijan families do not have any such land. Where drinking water is concerned, no conditions should stand in the way of its supply, and it should be the duty of the State (again counting the Panchayati Raj Institutions) to see that a source of pure drinking water supply is within the easy reach of every one in the rural area.

Protection From Economic Exploitation

The weaker sections suffer from a virulent form of economic exploitation at the hands of money-lenders and traders. The only effective manner in which this evil can be fought is by organising and extending as fast as possible, cooperative credit, production and marketing. The cooperative movement has here a great challange to answer.

Freedom From Social Disabilities

School teachers at the orientation courses, should be impressed with the necessity of inculcating in their students the values of human equality. In all the three bodies of Panchayati Raj, there should be committees to deal with questions relating to the scheduled castes (and tribes where they exist). These committees should exercise vigilance in respect of social disabilities also.

The caste of scavengers must immediately be emancipated.

(a) Head carrying of might soil should be prohibted by law;

(b) Old latrines should be converted as soon as possible into septic flush latrines and no new house should be permitted to be built unless it provides for a septic latrine.

The necessary financial assistance to individuals and municipalities should be provided as a measure of urgent national development.

The largest single wasteful habit of the weaker sections is that of drink. State policy in regard to prohibition, therefore, should be carried out with greater vigour and efficiency in the entire rural area of the country. Official and non-official agencies should both join their talents and resources to wage this compaign effectively.

C.D. Programme

Community Development should be regarded not only as a means but also as the end. The C.D. programme, as well as the funds allotted to it in the schematic budget should, therefore, have a single focus, viz., developing the village community.

The improvement of the economic condition of the weaker sections cannot be brought about by the efforts of the weaker sections alone. The community as a whole should cooperate in this endeavour and its equally necessary to reorient the outlook of the more well-to-do sections who have a district role to play in view of their better social, cultural and economic condition.

Having regard to the national priorities laid down in the Third Five-Year Plan, funds under grants and loans should, as a rule, be devoted only to schemes involving community participation specially benefiting the weaker sections, besides extension work including demonstration. Schemes to give financial benefit to individual well-to-do farmers should be discouraged. Where the nature of the scheme is such that only individual assistance could be given, it should be given to members of the weaker sections, starting with families having an annual income of less than Rs. 500, with priority to those belonging to scheduled castes and scheduled tribes.

Funds for staff quarters which are no doubt necessary, should not form part of the funds provided for community development. They should be provided for from other sources, for instance as loan from the Life Insurance Corporation.

In order to achieve uniform development in all the blocks, it would be desirable to give a further measure of assistance to specially backward areas and in areas or blocks where there is a larger concentration of economically weaker sections. A specified amount say Rs. 10,000 (loan Rs. 5,000 and grants-in-aid Rs. 5,000) should be pooled from each block and kept as a reserve or equalisation fund at the district. The zila parished could then examine the position of each such backward area and allot supplementary funds from this reserve.

Consequential on decentralisation of authority there is need for removing the uncertainty in the Panchayat Samiti's mind as to the quantum of funds which it is likely to get year to year from the Community Development budget. As the Community Development budget is a five-year budget, it would help if the Panchayat Samiti is given power to spend upto a ceiling of one-fifth of its five year allocation of Block loans and grants every year and to adjust the expenditure towards the termination of stage I or II as the case may be, without such certainty, the block Samiti's initiative for planning effort is dimmed for a certain period every year until annual budget allotments are received from the State headquarters months after the commencement of the financial year, even though some ad hoc arrangements operate in the States for incurring expenditure pending such allotment.

Other Departmental Programs

In regard to loan-funds given for productive schemes in Agriculture, Irrigation. Animal Husbandry, Fisheries and Small Scale Industries the rules for the grant of loans and subsidies should be liberalised in favour of the weaker sections and they should be given priority in the allotment of funds. Also the quantum of aid should be equal to the requirements of the productive purposes for which they need the aid. In most cases, it is insufficient and the poor farmers are driven to the money-lender for the balance. The requirement of two sureties may be dispensed with where the scheme for which the loan is sought is part of the accepted village production plan.

In regard to the social services schemes, the bulk of them should be applied to the benefit of the weaker sections. In the Third Five-Year Plan, certain minimum amenities have been indicated as essential for every village viz., drinking water supply, school, and road communication from the village to the nearst main road or rail head. These minimum amenities should be made available as first priority especially in the areas occupied by the Scheduled Castes and other weaker sections in the village.

Provision for rural housing should be utilised exclusively for the weaker sections.

As regards Local Development Works, the bulk of these should be applied to areas occupied by the weaker sections allowing such special reduction in the scale of people's contribution as may be decided by the Panchayat Samitis concerned.

Special Schemes

Irrigation and Land Development: Attemps may be made to living together lands of the weaker sections of the community in one block by exchange with other owners through consolidation processes. Thereafter, a higher rate of subsidy may be paid to the weaker sections for digging irrigation wells. Each well will irrigate land of more than one person, as ordinarily the weaker sections have very small holdings. In the alternative, Panchayats may assume the obligation of providing irrigation wells and recover the cost in easy instalments from the cultivators. The same procedure may be followed in regard to reclaiming and developing the marginal holdings of the weaker sections.

In the preparation of village production plans, the the problems of the cultivators of marginal holdings should be studied and specific programs prepared for helping them. Where landless labourer is resettled on land, a subsistence allowance should be given to him until the first crop is harvested and he is able to stand on his own.

Demonstration of improved agricultural practices should, as far as possible, be taken up in lands belonging to the small cultivators. Loss, if any, should be reimbursed to the cultivators.

Milk Supply Schemes: A deliberate effort should be made to link agricultural labour with the program of milk production and supply. This is feasible particularly in the rural areas which are proposed to be linked with urban markets through Government sponsored milk production and distribution programs. At least 25 per cent of the plan outlay provided for developing milk and poultry production in rural areas should be utilised for the benefit of the landless agricultural labour.

Poultry Development Schemes: A short period of training should be arranged in modern methods of poultry-keeping on a wide scale, so that a large number of persons can be trained; supply of improved variety of cocks for upgrading local birds, pouitry feed at subsidised rates, and help from the block organisation for marketing eggs.

Development of piggery: Many families among the weaker sections of the community would take to this occupation if sufficient help is given. Supply of improved types of animals and also supply of pig feed at subsidised rates in the initial period should be arranged. If necessary, help will have to be given through block organisation in marketing the produce.

Literacy: A literacy campaign aimed especially at the weaker sections of the community should be undertaken. In such a campaign sufficient incentive should be offered to illiterate persons who become literate, such as paying a few naye paise more per day to labourers in government work if they sign their muster role instead of putting their thumbprint.

Education and Training: Special attention should be given to education and training the members of the weaker sections of the community for occupying key-posts in the block development programs, particularly in supervisory and higher grades. This will ensure satisfactory implementations of schemes approved by government for the improvement of the weaker sections.

Welfare Schemes

The following welfare measures are suggested for

consideration :

(i) The Government of U. P. has a scheme of old age pension introduced sometimes ago, Madras and Andhra Pradesh Governments propose to introduce are shortly. A similar scheme may be considered by other State Governments.

(ii) A Life Insurance Scheme for the benefit of families of agricultural labourers may be taken up by labour cooperatives. A "mass insurance scheme" may also be considered.

(iii) Social welfare schemes being implemented by State Governments and other authorities seem to have an urban bias. Orientation of effort towards rural destitute households is necessary.

Role Of Cooperatives

The risks of cultivation of marginal lands are much more than that of lands in general. Even with the risk fund placed before the agricultural cooperative system, the risk of loss in marginal lands being quite heavy, no primary credit society will undertake the risk of including this class of cultivators on the principle of credit worthly purpose. The risk fund should be suitably augmented and societies which are prepared to undertake this risk should be helped suitably.

The chronic indebtedness makes it impossible for the cooperative credit system to help the petty cultivator to improve his lands or improve his agricultural practices or get out of a below subsistence level of economy. The State has to stop it and give him the base from which there can by a jumping off to a better economy. The rural works program can be suitably oriented to meet the expenditure for improvement of the land of the petty cultivator. If the works program takes up land reclamation of these petty cultivators on a complete relief basis and also provides for small irrigation sources and contour-bunding, ridging and such works which will be of benefit to the lands of the petty cultivator, the problem will be substantively solved. Waste lands on which the landless are resettled can also be improved similarly by schemes of land reclamation on a complete relief basis and provision of irrigation etc., made.

Processing of agricultural produce for local consumption and marketing of surplus to other consuming centres can be tackled by the regional marketing societies already established. The marketing societies now undertake supplies of production requirements to the agriculturists. They can take back the produce from the agriculturists in payment for supplies or for better marketing. It is only are step forward for these marketing societies to put up their own processing industries to process the produce, supply local demand and market the surplus in the best possible way. As the scheme is one to help out the agriculturist it should be possible to extend Reserve Bank credit for agriculturists to meet the situation.

Semi-processing of agricultural produce can similarly be undertaken by the regional marketing societies though factories of their own. Oil-seeds of various kinds including the non-edible oilseeds, can be pressed and the oil exported instead of oil-seeds. This saves transport and also gives oil-cakes for local utilisation as manure and cattle feed. Here again, extension of Reserve Bank credit for such ventures would go a long way towards solving the problem.

The program suggested for the improvement of the handloom industry can be applied without much deviation to the production of any other group of artisans in the rural areas. These production groups suffer from the same disabilities as the Handloom Weavers used to suffer. Forming cooperatives of the artisans who are located within a reasonable distance of suitable centre and linking them up with a power unit at the centre would definitely improve the economics of such a group. The industries plan contemplates provision of such service centre and also provision for training in better methods. But if the Reserve Bank credit now given for the agricultural field can be extended to these artisans also through the cooperative banking structure there will be no need to confuse schemes and confuse sources of credit. The industries program has its limitations in the matter of the quantum of credit available for running expenditure. The Cooperative banking system can extend credit according to the requirements of the prob'em without too much of red-tape. It is, therefore, suggested that for rural industrialisation similar credit to that given by the Reserve Bank for agricultural production should be extended through a heirarchy of industrial banks in the cooperative field.

The wider sections of the community comprising artisans and those who live by occupations such as, those of fishermen, are very much in the position of the handloom weavers. The cooperative structure by itself will not help them unless certain other facilities are also given to them as has been given to the handloom weavers, e. g. :

(a) Membership payments of a cooperative supply agency initially to be made by the State and subsequently repaid from profits;

(b) Better equipment on a subsidy basis to be provided by the State or through State help by the cooperative system;

(c) Teaching of better technique at State expense;

(d) Marketing of facilities, if necessary, with State aid till the jumping off position is reached;

(e) Protection from large industries or ventures in the same field by reservation of items of production or fields of production;

(f) Limiting handicrafts to items of production where the artisan can show his individuality; and

(g) Organisation of artisans as group to take advantage of small machinery for bulk production of articles.

If the Rural Works Program is prepared in advance for a Panchayat Samiti area after taking into consideration the amount of under-employed labour that can be gathered for the local works in the off-season, it will be possible to work in advance a program of employment of the under-employed labour. The labour in such cases will be attached to their present location of employment and will get remunerative work in the off-season from the works program. Panchayat Samities should be brought into this program actively and asked to plan out the minimum employment for every landless labourer who wants seasonal employment when his normal employer is unable to give him work.

Details relating to the working of the labour cooperatives in the Punjab have recently been circulated by the Ministry of Community Development and Cooperation to all the State Governments. This movement has great potential for benefiting the landless labour, who are one of the weakest sections of the community.

Cooperative Farming

The following conditions and facilities should be given to cooperative forming societies :

(i) The pooling of land should be for a minimum period of 10 years;

(ii) Loans should be provided to enable farm labourers to take shares in cooperative farming societies ; and

(iii) As a general principle, 40 per cent of the produce (after meetings interest, revenue, labour, and other charges) should be distributed to those who have contributed land to the cooperative 40 per cent to labour ; and the remaining 20 per cent should go to reserve.

The land originally pooled should be valued on a certain unitage based on production, and it should again be valued on a similar unitage basis after the improvements have been effected. If the improvements have been planned and executed properly, there is bound to be a substantial increase in the unitage of the farm. It should be divided between the landowners and the landless in the preparation of one-third to the landholders and two-thirds to labour. As the unitage also has relation to land, the landless labour will become owners over these units of land in the farm at the end of the improvement period.

Large agriculturists should be made to invest a part of their earnings from the land in land improvement. This can be hastened by the imposition of an improvement surcharge which can be waived if a certain volume of investment is made per acre of the land surcharged.

Small landholders should be helped to join together and form a cooperative society of their own. Improvement of their lands, mostly marginal, is impossible, unless all the land can be taken in one common lot where development can be done easily. To face this difficulty of fragmented and scattered holdings, it is suggested that wherever the small landholders are willing to join together, there should be consolidation of holdings, and their holdings should all be consolidated in one compact part of the village. This will enable the full benefit of the development schemes reaching these small landholders. A pilot scheme can be started in those villages where small landholders own a large extent of land. This will at least give the experiment a surer foundation till other forces reacting enable us to link up the big and the small.

The landless should be given waste lands available and be persuaded to form themselves into a small land owners' cooperatives and be further helped by direct state aid for improving their land production.

Role Of Panchayati Raj

The whole bias of panchayati raj institutions has to be towards the weaker sections of the village community. Responsibility should be vested in the Village Panchayats in regard to :

(i) Providing full employment either in the works programs of the panchayats themselves, or by the utilisation of idle manpower in public works under the proposed government's guaranteed employment scheme. A register of unemployed should be kept, and where employment has to be found outside, the sarpanch should take it up with the Panchayat Samiti.

(ii) Providing the minimum essential social services needed by village community

There should be an evaluation of the progress made every year. This evaluation should be made by the Panchayat Samitis. In addition, the evaluation, of the effects of economic development on the weaker sections of the rural population should be one of the main functions of the Program Evaluation Organisation of the Planning Commission.

Panchayats should help the economically weaker sections of the community to became members of cooperative societies by making available financial resources to enable them to purchase shares in cooperative societies, e.g. :

(a) Panchayats can provide grant or loan for this purpose. If the panchayats are given grants, the necessary matching contribution may be made either by the

Panchayat Samitis or by the State governments to the panchayats.

(b) Funds should be provided under the scheduled castes and scheduled tribes schemes to panchayats to enable them to help a certain number from these sections of the community every year to become members of cooperative societies.

Panchayat Samitis should be empowered to waive the condition regarding the people's contribution or suitably to reduce it having regard to special circumstances and hardships. The principle should be that a working labourer should be paid his wages.

Organisational Set-up

The existing organisation at the Centre in the Ministry of Community Development and the Development Commissioners' set up in the States should be responsible for promoting the welfare of the weaker sections of the village community. Their annual reports should specifically cover this subject and should be reviewed initially by a sub-committee of the Cabinet and later by the Informal Consultative Committee of the Legislature at the Centre and the States.

There should be the closest consultation and coordination between all the Central Ministries concerned with rural development and welfare. A committee may be constituted consisting of representatives of the Ministry of Community Development and Cooperation, Ministry of Food and Agriculture, Ministry of Commerce and Industry, Ministry of Education, Program Evaluation Organisation, Ministry of Home Affairs and the Commissioner for Scheduled Castes and Scheduled Tribes. This committee should be responsible for ensuring effective implementation of program, removing defects and deficiencies pointed out in the evaluation reports and otherwise, and charging the development program with the necessary dynamism and vision.

1961

COMMITTEE ON CHILD-CARE, 1961-62—REPORT

New Delhi, Central Social Welfare Board, 1965. 447p.

Chairman : Smt. B. Tarabai

Members : Dr. B.H. Mehta; Smt. Pratibha Singh; Smt. Pushpa Mehta; Smt. S. Manjubhashini, Smt. M.S.H. Jhabvala; Smt. Tarabai Modak ; Sri S.C. Pandit was replaced by Sri. D.V. Kulkarni ; Smt. P.K. Makhan Singh; Sri. N.D.J. Rao; Sri Radha Raman; Smt. Sudha Majumdar.

Secretary : Smt. B. Ghufran and Shri B.N. Dhar

APPOINTMENT

Realising the need to study the problem of child care and child welfare, the Central Social Welfare Board, at the instance of the Union Ministry of Education, decided at its 30th Meeting held in October 1960, to appoint a Committee to prepare a comprehensive plan for the care and training of children in the age-group 0-6. This particular age-group was specified because various other Committees have been appointed from time to time to study problems of children after reaching the primary school age. The Committee was inaugurated at New Delhi on March, 25, 1961, by Smt. Durgabai Deshmukh, Chairman of the Central Social Welfare Board. She provided the initial leadership in setting at right tone to the Committee's work when she said that" recent thinking on social welfare had recognished that child welfare was a special field and, in future planning, the welfare of children should be accorded the highest priority". She particularly drew attention to the fact that while many studies have been made on the welfare needs of school-going children, no comparable study has so far been attempted on a country-wide basis to report on the welfare needs of children up to the age of six. It was, therefore, necessary that the Committee should make a detailed survey of the nead and requirements of children in this age-group and make suitable recommendations for their welfare.

TERMS OF REEERENCE

(I) To study in the light of changing socio-economic

conditions in the country, care and the community, with particular reference to the provision of health, nutritional and recreational facilities in the home and in the neighbourhood.

(II) To examine the problems of children in need of special care and protection and to recommend measures for providing comprehensive child care services for them.

(III) To evaluate the nature, extent, and distribution (rural, urban, type of locality, etc.) of existing child welfare services with special reference to the management (government, proprietory, corporate non-official bodies, etc.) and pattern (Indian, Western, etc.) of pre-schools.

(IV) (1) To study and evaluate the standards of pre-school education with reference to:

(i) The pattern of staffing (trained and untrained, teacher-pupil ratio etc.,)
(ii) The curricula and methods of teaching adopted.
(iii) The type of equipment available and the manner and extent of its use.
(iv) Programme of recreation, rest, nutrition, health, care and instruction.

2 To work out a tentative plan for the development of pre-school education for the next five or 10 years with estimates of cost:

(v) To study the existing facilities for training of child welfare workers in terms of the number of centres required and contents and standards of training and to suggest a long-term training programme for child welfare workers on a uniform basis.

(vi) To work out a plan for the manufacture of a standard recreational and educational equipment at moderate cost, suited to the requirements of Indian children. This could be linked up with the socio-economic programme of the Central Social Welfare Board.

(vii) To assess the financial position of child welfare institutions for this age group, to study their pattern of income and expenditure and to assess the problems of grant-in-aid, the nature and volume of assistance required and the period for which it would be necessary.

(viii) To recommend a pattern for the reorganisation and extension of the programme of community and institutional services for the proper physical, mental and emotional development of the child in the first six years, keeping in view the continuity of services for children that will follow from six to 11 and 12 years to adulthood.

(ix) To suggest methods of coordination among the large number of agencies working in the field of child welfare.

CONTENTS

Family and the Nation; Child Population and Family Planning; The Background and Concept of Child Care and Neglect; Infant Mortality and Diseases amongst Children; Health and Infant Welfare; The Pre-School; Handicapped Children; Personnel and Training Programmes; Administration, Organisation and Management of Child Welfare Programmes and Institutions; Children's Recreation; Art, Literature and Play; List of Tables from 1 to 57; List of Appendices from A to I.

RECOMMENDATIONS

Section 1 : Basic Recomendations

Compaign And Movement

The Committee recommends that there is a need to organise a campaign to promote a National Child Welfare Movement with defined objectives, using scientific methods, and promoting programmes of different kinds to suit the different regions and sections of the population in India.

Childern's Act

That each State in the Indian Union must enact a Childern's Act, which serves as a model for all the States, should be thoroughly revised. Efforts should also be made to bring about some measures of uniformity in the State Legislative enactments contemplated under the Acts.

Division

That a Division of Child Welfare be created in the Ministry of Education in order to provide specialised direction and guidance to all child welfare programmes in the country.

Co-ordination

That a National Council of Co-ordination be appointed by the Ministry of Education to achieve and maintain common standards, lay down basic policies, achieve maximum economy in the use of resources and personnal, and take advantage of available results of research and knowledge in all subjects which have a bearing on child welfare.

Advisory Board

That a National Advisory Committee on Child Walfare be appointed by the Ministry of Education to advise the Ministeries concerned about the standard of care to be maintained in programmes and institutions, child walfare legislation, registration of institutions, counselling, etc.

Section Of Child Walfare In The Central Social Welfare Board

That the Central Social Walfare Board, which has initiated a large number of welfare programmes in Urban and Rural areas should develop a special wing for the exclusive promotion of programmes of child welfare and child study, and for improving the standard of child walfare services in the country.

Children's Bureau

That the Division of Child Welfare in the Ministry of Education, or alternatively the Central Social Walfare Board, should create in course of time a National Bureau of Child Walfare which will serve as a clearing house for child welfare information and become the main source of guidance for child walfare activities in the field.

Central Institution

That a National Centre for the Training of Child Welfare Specialists and general personnel for leadership, administration and direction of field programmes be created in a suitable metropolitan area; and that such a centre should undertake pilot projects programmes of child study and research, production of literature on child welfare, and other activities to direct and guide State and private agencies in thier efforts to promote child care and welfare.

Resources

On the basis of the information received, it is found that the resources actually provided for all the child welfare services in all the States are entirely inadequate to meet the demands of even a minimum child welfare service; and therefore special measures be taken to strengthen the Prime Minister's Children's Fund and find other ways to develop financial and other resources by every means possible.

Financial Aid

That the existing national, State and local agencies for child welfare should be strengthened by enabling them to expand their services; and to carry out programmes with the special financial assistance of the State, and additional resources provided by the communites.

Demonstration Project

That at least one Demonstration Child Welfare Project should be organised in every State. These projects will provide an intensive and integrated programme of child welfare including programmes for the welfare of children under six years. There should be at least five additional Demonstration Projects for the benefit of children in metropolitan areas. These programmes will function according to resources and plans to be provided by the Central Ministry of Education.

Guidance And Counselling Services

Competent guidance and counselling services should be created each State consisting of Field Guides and Counsellors to assist States and private child welfare programmes organised in the State; and a sum of Rs. 10 lakhs be set aside to give grants-in-aid to competent child welfare organisations, schools of social work and universities who are willing to provide such counselling services according to rules and procedures to be laid down by the Central Government.

Minimum Standard Pre-Schools

That at least 1,000 pre-schools, described in the report as Minimum Standard Pre-Schools, should be created in the Third Plan Period; and the annual recurring cost of such a pre-school will be Rs. 3,500 for one unit of 30 children between the ages of three-plus and five-plus years.

Pre-School Pilot Project

That at least one pre-school should be created in each District of India to function as a pilot project. The recurring expenditure of such a pre-school will about Rs. 10,000 per year, and the non-recurring grant in the first year may be Rs. 4,500.

Experimental Pre-Schools

Special types of Experimental Pre Schools a programme of child study should be attached to universities, Schools of social work, and child study institutions. They should be given grants-in-aid by the Central as well as State governments

Training Programme

One year training programme for the training of Balsevikas must be organised in each State. The trainees should be given general information about the philosophy, objects, methods, and programmes of child welfare together with an intensive training to function as organisers and teachers of pre-schools.

That Central and State governments should support all two year programmes for the training of pre-school teachers by recognised voluntary agencies, universities and schools of social work.

National Toy Industry

That the Central Government should promote a national industry for the manufacture of toys and educational requirements and materials, and it should provide Rs. 15 lakhs to organise at least one such industry which will be able to supply cheap and standard equipment and materials for pre-schools, playgrounds, children's centres and other child welfare organisations.

Research Programme

A sum of Rs. 10 lakhs be utilised for the promotion of a research programme in child welfare, in co-operation with the Research Programmes Committee of the Planning Commission.

That in order to meet the expenditure required, for implementing programmes mentioned above, an additional allocation of Rs. 35 lakhs be sanctioned by the Planning Commission, or in the alternative, Rs. 3 crores be redistributed to include the suggested programmes for the Guidance and Counselling Service, Research, and the promotion of an industry for the manufacture of educational materials and toys.

Section 2 : Important And General Recommendations

As extensive programmes of social welfare are being organised all over the country, it should be the national policy to consider child welfare as an integrated and comprehensive programme which must be implemented everywhere by properly constituted agencies of child welfare in all parts or the country; and that the family and the community should play an increasingly important role in the execution of such programmes.

That top priority should be given to the provision of adequate welfare services for children, giving proper consideration to the requirements of nutritious foods for infants and children, the dietary articles being supplied to urban slums and villages at very cheap rates.

That as a matter of national policy, every efforts should be made to promote the social health of family and its integration. This has also to be attempted by counteracting those social forces which contribute towards family disorganisation and disintegration.

That in the future policy of social welfare, the need for a proper reorientation in the welfare schemes for children should be taken into account; and in social welfare, maternity and child welfare services should be given a very high priority.

That the existing programmes of child care should be extended so at to benefit a large number of children ; and the existing efforts should be intensified so as to deal with all aspects of the life of the child. At the same time, the general quality of services should be improved in order to raise the standard of efficiency of the child welfare programmes.

That voluntary agencies should work as pioneers in the field of child welfare dealing with educational and nutrition programmes not covered by normal social services, with experimental programmes for the improvement of existing services, and with programmes for the rehabilitation of children in need of special care. It should also be the function of voluntary agencies to act as mentors of the Government for speedy implementation and execution of the child welfare schemes and programmes promoting parental education.

That utmost consideration be given to the provision of suitable environment to the child to protect him from climatic and environmental hazards so as to promote his chances for survival, growth and development. Suitable environment may be said to incorporate the following :

(a) Availability of adequate shelter in sanitary surroundings.

(b) Protection from climate-especially protective clothings.

(c) Provision of safety measures so as to afford protection against hazards of environment.

That as the funds allotted for programmes of child welfare at present are entirely inadequate to meet the primary needs of survival and normal growth and development of the child, more funds should be raised, and allotments should be made after properly assessing the minimum needs of child welfare in each area.

That existing programmes of grants-in-aid for the benefit of children under six years of age should be given a special priority so that as many children as possible could be given help from the very beginning, and so that the cost of later welfare services may be reduced because of benefits derived from earlier assistance.

Social Policy

That a general social policy should now be laid down by the Central Government, and the following should be adopted as relevant articles dealing with problems and needs of children under six years of age :

(a) Having accepted the Declaration of Rights of Children as defined by UNICEF, all programmes relating to family and child welfare amongst all sections of people must now be aimed at implementing, to the best of our capacity, the principles of charter.

(b) In view of the fundamental differences of approach by political ideologies and systems of Government, it is desirable that it should be the national policy to do everything to strenghten the family, and to promote its integration and comprehensive social health, so that the family may always remain the fittest institution to provide a proper environment to promote the health and of the welfare of the child.

(c) The true well-being of all families and children requires a careful and well organised programmes of family planning; and it should be the national policy to promote a coordinated and intensive programme of family planning alongwith child welfare.

(d) The nation must accept the equal importance of all the four stages of childhood-intra-uterine stage, infancy, toddler's, and pre-school stage—for the purposes of planning, organisation and development of child welfare. Local conditions and needs will determine priorities of child welfare activities within the general programme of social welfare.

(e) Immediate action must be taken to provide for the proper care of normal children, emphasis being laid on all programmes providing for the growth, training and development of the normal child. The State should also take full responsibility for the care of abandoned children; and it must recognise the special needs of handicapped, maladjusted and sub-normal children.

(f) The State must recognise the need for assisting private social welfare agencies to promote experimental and special programmes of child welfare, especially those dealing with the study of children and the organisation and administration of pilot and experimental projects; and when extensive programmes have to be developed for the welfare of all children in urban, rural and sylvan areas, the State must bear the greater burden and responsibility for the promotion of such extensive and standard child welfare services.

Stages Of Childhood—Definitions

That the following stages of childhood should be accepted with their implications in order to provide intensive care to children in the different stages of growth during the earliest period of life :

1. **Intra-uterine : From Conception to Birth** : Programmes for maternity and antenatal care; and parental education.

2. **Infancy : From Birth to One Year** : Programmes for preventing mortality and providing measures for promoting good health and growth of the child.

3. **Toddler Stage : From One year to Three Years** : To emphasise the need of nutrition, healthy recreation and total environmental care.

4. **Pre-School Stages : From Three Years to Six Years**. To empasise the need of education and training health, recreation and nutrition. (It must be noted that these are highly formative years when habits, character, and intelligence patterns are established.)

5. **Primary School Stage : From Six to Eleven Years** : To emphasise the need of primary education, health and recreation.

Child Care And Neglect

That the following should be accepted as the implied contents of a comprehensive concept of child care :

(a) Adequate nourishment for the child in terms of provision of the right type of food of good quality in adequate quality.

(b) Adequate shelter in sanitary surroundings.

(c) Protection from climate, especially protective clothing

(d) Love and affection in the family environment.

(e) Protection against diseases, especially providing for comprehensive, frequent and timely immunisation against infectious diseases.

(f) Safety measures against hazard of environment.

(g) Opportunities for growth, development and activity in an atmosphere of freedom, and in association with other children.

(h) Opportunities for indoor and outdoor play.

(i) Opportunities for training and development of the child within his home, community, and/or institutional environment.

(j) Protection from unfit guardians, exploitation for material gain, and cruelty inflicted through physical punishment and injuries to his emotional and mental life.

(k) Adequate provision for early and immediate treatment of physical, mental, emotional, and social handicaps and mal adjustments.

That NEGLECT be defined as isolation of the child, leaving it without love, shelter and protection ; and the following be accepted as implied contents of the concept of neglect :

(a) Failure on the part of the family to provide shelter, nourishment and protection.

(b) Absence of attention to basic needs of children like affection, protection, security, play and companionship.

(c) Wilful exposure of children to unfavourable climatic conditions and insanitary surroundings.

(d) Failure to attend in time to minor ailmentss, physical handicaps and chronic sub-health.

(e) Exposure of the child to serve physical punishments, emotional shocks or mental injury.

(f) Absence of protection for the child from all kinds of exploitation.

(g) Association of the child with an unfit guardian.

(h) Permitting the child to live without a name or nationality.

Programmes

That the following specific programmes be recognised as necessary activities for the purpose of promoting the welfare of children under six years of age :

(a) Family planning clinics and family counselling agencies.

(b) Clinics and community welfare programmes providing ante-natal and post-natal care ; and health visitors' service.

(c) Maternity hospitals, children's wards in hospitals maternity homes, community dispensaries and hospitals for children.

(d) Creches and day nurseries.

(e) Pre-schools.

(f) Institutions and homes for children including institutions for the care of handicapped, maladjusted

and sub-normal children,

(g) Schools of social work, social work department in universities, institutions promoting programmes for the training of child welfare personnel, and research and investigations dealing with living conditions, problems and needs of all children under six years of age.

Family Planning

That a national network of family planning clinics should be initiated by powerful national and State organisations, and maximum use must be made of the press, cinema and radio to promote family planning in a national campaign.

That efforts should be made to promote "Spacing" as the chief objective of family planning, and parental education must promote a minimum spacing period of 30 months between the birth of the previous child and the conception of the next child. More extensive use of the contraceptives must be recommended to parents who have three or more children to prevent a further increase in the size of the family.

That the national association for the promotion of planned parenthood must receive maximum support from the State, and its plans and recommendations must be accepted, as far as possible, by all welfare organisation in the country.

Family And Mother's Welfare

That the family should primarily undertake the responsibility of adequate child care and that it should receive all possible and necessary help from the regional community or the neighbourhood to which it belongs by implementing programmes contained in the other recommendations of the report.

That in community development programmes, the social health of the family should receive as much attention as family economy. The community development programmes should take special measures to promote and strengthen the family's spiritual and ethical backgrounds which has constituted in the past to sound social health and family and national integration.

That a very careful study of women's participation in different aspects of national economy is required to ensure that the social health of the family is not affected when women undertake employment due to economic reasons.

The coordination and integration of programmes of health visitors, ante-natal, maternity and post-natal care, social education, housing management, community organisation and every type of domiciliary service is essential to spread the knowledge, and achieve the acceptance of family planning programmes in the shortest time possible.

Ante-Natal Care

That the required services that an ante-natal programme should provide must be able to achieve the following objectives.

1. To create desirable psychological conditions to the expectant mother, when she is primigravide, so that she is in a happy, hopeful and confident frame of mind, free of anxieties, sorrow and fears ;
2. To diagnose and treat any early complications ;
3. To increase the proportion of normal deliveries ;
4. To lower the maternal mortality and morbidity rates ;
5. To reduce the incidence of premature births, still-births and parental and neo-natal deaths ;
6. To improve the cleanliness, orderliness, and sanitary conditions of the house in which the expectant mother is living ; and
7. To give minimum parental education required by the mother, especially at the time of first delivery, in order to provide intelligent and affectionate care to the Child from the very beginning, after birth.

Post-Natal Care

That post-natal care must become an efficient instrument for ensuring the health and nutrition of both the mother and the infant during first 12 to 18 months after delivery. The mother should receive advice, assurance and instructions to protect the infant from neo-natal and other familiar infections.

That post-natal care must pay special attention to parental education with a view to increase "the mother's ability to cope with life", and due to inadequate personnel and facilities, this programme should become a primary element in all social education programmes in the country.

Health

That health services may be provided to children in the following ways :

(a) As a part of basic services necessary for community health, such as provision for adequate housing, safe water supply, improved sanitation, avoidance of over crowding and slum conditions, etc.

(a) As specialised services for mothers and childern, such as ante-natal maternity, post-natal and counselling services, creches, pre-schools, children's playgrounds, immunisation programmes against infectious diseases, etc.

(c) That health and nutrition requirements should be integrated with every programme of child care.

Recognising that adequate efforts are being made to increase the number of women doctors in the country, and also recognising that even male doctors are inadequate in rural areas, it is still imperative to increase the number of women doctors in the country in such a way that at least one woman doctors is employed in a rural area either in the primary health centre or in-charge of an important subsidiary centre.

That a special allowance may be given in order to attract medical personnel to work in rural areas. In addition, housing and educational facilities for the children of such personnel should also be provided.

Vital Statistics

That all vital statistics which are required for the purpose of social studies should be based upon organised, systematic and efficient registration in all parts of the country ; and measures should be taken to perfect this machinery before the commencement of the next census in 1971.

Reducing Infant Mortality

That every effort should be made in India, as early as possible, to see that it leaves the 'high' mortality bracket (with infant mortality above 100) by reducing infant mortality rate to the bracket where it is between 35 and 75 ; and this could be achieved by improved standards of housing and wages, maximum employment, improved standards of living ; and by increasing and improving existing services for the family, mother and child welfare in terms of family planning and parental education programmes, and ante-natal, maternity, post-natal care, etc.

Immunisation

That measures should be taken to protect the health of the child from contagious diseases, and the programme of timely and frequent immunisation should be extensively introduced to cover the entire population of children in the country.

That whilst immunisation programmes are carried out through the various hospitals, clinics, primary health centres and dispensaries ; this programme should be accelerated with the cooperation of the urban and rural community welfare centres ; and children should be given triple and single immunisation to ensure protection against T.B., Small Pox, Dyphtheria, Tetanus and Poliomyelitis. Moreover, inoculation against cholera and typhoid should be given to all the children before the age of nine-and-a-half months.

Nutrition

That attention must be given to the problem of infants who are not breast-fed. Humanised milk should be produced and distributed in cities where parents are able to afford their cost. Other measures are needed keep the supply of substitute powder milk and baby foods commercially produced to meet existing demands, especially in urban areas.

That strong and effective measures should be taken to see that babies and children have the highest priority to obtain their needs from the local milk supply ; and even rationing and control should be introduced whereever necessary, to prevent the use of whole milk in hotels and for commercial manufacture of sweets, pastries, icecream and such articles.

That every effort should be made to discover and encourage the production of cheap foods. This work should be entrusted to State agencies, so that such food can be supplied as subsidised foods and the cost of nourishment of children may be kept as low as possible.

Handicapped Children

That for the welfare and treatment of all handicapped children, high priority should be given to preventive programmes and the detection of handicaps from as early an age as possible.

That in each State, the Ministry of Welfare should create Children's Villages, for the care of abandoned children, and fondlings, and the village should be fed by sub centres in urban and rural areas. These villages must consist of homes which will function as rehabilitation centres, which will include a reception services, a councelling service and a case work sarvice for parents and children, and it will also provide shelter, training, education, rehabilitation, etc., to the fondlings till he reaches the age of 18.

That in order to reduce the pressuse of orphanages and other institutions and also for assisting the child to avoid institutional care, foster home services should be organised by responsible organisations of child welfare in both urban and rural areas, and in cooperation with the authorities created for the enforcement of the Children's Act.

That adaquate measures should be taken all over India to prevent blindness and for correction of defective vision ; and for this purpose special measures should be taken for the detection of defective sights of children, in pre-schools, clinics, domiciliary programmes, community centres and all other agencies interested in the welfare of children. The investigation must specifically refer to blindness, and also V.D., Small Pox, Trachoma caused by infection and as a result of Vitamin 'A' deficiency.

Day Nurseries And Creches

That for the benefit of working mothers and in environments which are evidently harmful for the health and growth of toddlers between one and three years of age, creches, day nurseries or 'palnaghars' should be created to satisfy health and environmental needs and nutritive requirements of such children.

Pre-Schools

Since a large number of pre-schools are required in our country, it is desirable that the pinciples of simplicity of training and maximum economy in the management of pre-school organisation should be adopted, especially in rural and tribal areas, to solve the problem of workers and funds. The pre-school should provide maximum variety of activities to occupy the time and the interest of children.

That leadership of pre-schools must come from special training institutions offering two or three year's graduate or post-graduate course in universities, teachers training colleges, and schools of social work, especially those offering specialisation in child welfare.

Considering the need for improved programmes for the training of all kinds of child welfare workers it is recommended that a committee be set up to revise the existing programmes, curricula, methods of training, etc., in the various Ministries and Departments of the State, as well as training programmes organised by the universities, schools of social work, and private child welfare and educational agencies.

That the following varieties of articles are needed for the use of children under six years of age; pre-school educational materials and apparatus; playground equipment; educational toys; general varieties of toys to suit children at different ages and levels of growth and development; picture books, story books and children's literature; books printed on cloth.

Section 3 : Recommendations : Central Government

Vital Statistics

The recommendations of the W.H.O. regarding tabulation of live births and foetal deaths be endorsed; and that tabulation of live births and foetal deaths be registered in the four groups according to the length of gestation measured from the beginning of the last menstruations.

That a Committee should be appointed to examine the existing methods of registration in the States and suggest possible improvements that can achieve the purposes of registration.

That the classification of infant mortality rates in the Census Report may be done on the basis of standard of living, rather than on the basis of religion and community as at present. The classification of infant mortality on the standard of living basis may be as follows:

(1) Agricultural and forest labourers, artisans and small cultivators;

(2) Shopkeepers, money lenders, village officials and small landlords;

(3) Big landlords and rural aristocracy;

(4) Industrial workers and other wage earners;

(5) Shopkeepers, clerks and lower middle class;

(6) Professionals and other educated persons and middle class;

(7) Owners of property and wealth, industrialists, financiers, etc.

That the disparity of prices at which importers of milk (either in powder form or manufacturing them as children's foods) supply the market and the market price of the same products should be examined, together with the policy regarding the import of foreign milk in powder form, so that every effort is made to increase the supply of powdered milk and children's food to meet the full demand of the market for baby foods. This should also be achieved through indigenous manufacture of babyfoods.

That the assistance given by UNICEF to increase the milk supply for babies and children should be properly utilised; and further assistance must be given by the Centre to State Governments so that such schemes may be able to serve other cities with a population of more than three lakhs in the first instance.

That the import policy regarding babies and children's food should be carefully examined so that political and economic considerations do not come in the way of the availability of maximum quantities of milk powder at the lowest price till such time as when the entire needs could be met by internal production and that when whole milk supply is inadequate in the country, the import of foreign ingredients for infant's food should be treated as of equal importance with the need of food-grains for the use of the adult population.

That special efforts should be made to establish one or more plants for the production of cheap and nutritive foods for infants and children.

Legislation

That efforts should be made to enact legislation for enabling private trusts and endowments to divert their funds from less fundamental purposes in order to provide for the care of children whenever finances are available for the purpose of charity. This should especially be done by taking into consideration the Cypre Act or Law.

That a committee should be appointed to prepare a Model National Midwifery Act to be followed by legislation on the subject in every State.

Teaching of Paediatrics

That paediatrics must become a compulsory subject and part of the curriculam in all programmes of medical education; and paediatricts should be recognised as specialists of great importance, and they should be gradually made available to every primary health centre by the end of the fourth plan period.

Pre-Schools

At the present stage of pre-school development, it is suggested that important experimental projects should be carried out in different types of regions and communities and progress should be made in child study and research dealing with problems of growth, heredity, environment and child development as a whole

Special type of child study and experimental pre-schools should be attached to universities, schools of social work and child study institutions.

Children's Literature

That the Ministry of Education should maintain a unit consisting of a permanent staff of artists, writers, photographers cinetechnicians, etc., for the writing of children's books, including story books, nursery rhymes and poetry, etc., and their services should be available to assist the development of children's literature in the various States.

That for the printing of children's books, including picture books, books printed on cloths, etc., a national organisation is required with printing establishment equipped for photography, art work, and offset printing. A part of the produced materials without language inscription may be used by different States to imprint the coloured printed materials with appropriate language description in the various regional languages.

Whilst appreciating the work done by the Children's Book Trust, the committee recommends the extension of the work of the Trust in order to enable it to prove of benefit to all the linguistic regions of the country.

Section 4 : Recommendations : State Governments

United Nations Charter For Children

That the Declaration of the Rights of the Child adopted by UNICEF on November 20, 1959, should be extensively circularised amongst Governments and Departments at all levels; and every effort should be made by State Governments and private agencies to achieve the purposes of the Declaration.

Administration For Child Welfare

That existing programmes of child welfare are being carried out by a large number of departments of the various State Governments, it is recommended that a Division of Child Welfare be created in an appropriate Ministry, in order to provide specialised direction and guidance to all child welfare programmes of the States.

That a permanent and regularly functioning Co-ordination Committee should be set up in each State consisting of representatives of each of the departments dealing with the programmes of child welfare in order to serve common objectives, maintain common standards, avoid over lapping and achieve cooperation between all departments to promote maximum economy and efficiency.

That the Co-ordination Committee on Child Welfare in each State should created an appropriate machinary to promote intensive Co-operation and close coordination of all State and private effort for child welfare,

That the States where the post of a Lady District Welfare Officer has not been created to serve the rural areas, such a post be created with a view to appoint a qualified and trained child welfare officer to organise, guide and supervise all programmes of woman and child welfare in the district.

Legislation

That severe and corrective action is needed to deal with persons who are quality of criminal neglect of any child under their protection, quardianship, or custody. It is necessary and desirable to promote legislation against cruelly and neglect of children; and the law should be effectively enforced and implemented to prevent the sufferings and hardships of any child. It is recommended that a committee be appointed to review the existing legislation and suggest modifications whenever necessary.

Housing

That to strengthen the family socially, the problem of housing should be dealt with not only in terms of minimum housing standards, but also in terms of adequate, proper and systematic housing management where properties, good neighbourliness, health and human relation are looked after.

Vital Statistics

The immediate measures must be taken to see that registration regarding births and deaths of children and cause of infant mortality are properly carried out so that the correct situation could be understood. As far as possible, all States should adopt a uniform method of registration of data pertaining to vital statistics and other information for demographic purposes.

That there should be a permanent machinery in every State for the maintenance of all vital statistics, and annual reports should be available to cover all areas of the country without exception. If possible there should be a Census Bureau in every State.

Family Planning

Whilst facilities for sterilisation and performance of vasectomy should be increased, including the use of mobile service, the training of the entire staff associated with the programme is necessary to increase its efficiency and efficacy. A follow-up service for a brief period is

necessary to deal with such cases.

Health And Nutrition

Health services should be started for children of pre-school age so that periodical health check up of children of this age group may be carried out.

That at least one children's hospital should be created in every State.

Efforts should be made to provide adequate milk to all the children, under nourished children being given a priority.

That programmes for the nourishment of children providing the right type of food of good quality and adequate quantity should be introduced in all pre-schools.

That cooperative dairy farming should be developed in rural areas; and milk distribution to mothers and children should be done through the panchayats.

That in order to prevent profiteering, welfare centres and cooperatives must become direct distributions of all commercial goods, including milk products produced and imported into the country.

That every effort should be made to discover and encourage the production of cheep foods. This work should be entrusted to State agencies, so that such foods can be supplied as subsidised foods and thus the cost of nourishment of children may be kept as low as possible.

Large scale production of protein such foods which have already been perfected should be encouraged. That further research should be conducted to discover more articles containing high nutritive value in terms of protein to supplement and subsitute the milk supply.

Health Visitors

That a health visitors service is essential in all the States, and the domiciliary service along with properly organised ante-natal and post-natal clinics should function even when public health nurses are available to assist the community under control of the Ministry of Health.

Maternity Services

That the existing training programmes for dais need to be increased so that they may function as provisional health visitors and as parent educators and instructors in family planning wherever possible, and when special staff is not available for these programmes.

That there should be one trained dai for every 20 villages, and for every 10,000 of rural population by the end of the Third Plan period to be increased to one trained dai for every five villages and 3,000 of rural population by the end of the fourth plan period.

That the prevailing system of attention to pregnant mothers in the community at the time of delivery should always be taken into consideration, and till such time as a national midwifery service is properly constituted and organised, the policy of compulsory registration of all the dais must be adopted, accompanied by a period of minimum training for such dais to be organised in every district of the country.

Post-Natal Care

The post-natal and well-baby clinics should be organised within primary health centre and M. C. H. centres to supervise the cases upto the age of atleast one year, and upto three years wherever possible.

Pre-Schools

Government should give substantial assistance to voluntary institutions running pre-primary schools.

That different categories of aid should be given mainly to assist the pre-school with equipment, payment of salary of teachers, and to supplement, the cost of pre-school feeding programmes, etc. A grant-in-aid should be paid by the Central Government to pilot and experimental projects; and State Governments should promote pilot projects in each district; and municipalities should develop pre-schools mainly for the benefit of slum areas and to cater to children who do not have the advantage of being brought up in proper physical and human environments.

That all under privileged chiidren should be given an opportunity for pre-school education; but it is not desirable to create separate pre-schools for them

That wherever possible, States should enact a Pre-School Act and all pre-schools should be registered under the Society Registration Act of 1860. All pre-schools should conform to minimum standards which the relevant municipality or the State may lay down.

That the age of admission to the pre-schools should be about three-and-a-half years in all general types of pre-schools; and children who are two-and-a-half years old may be admitted in pre-schools where there are sufficient number of assistant teachers, and the teacher is not called upon to look after more than 15 children under three-and-a- half years of age.

That all pre-schools should be universally co-educational and all the children may were a common type of dress.

That ordinarily a child may spend a minimum of two years and a maximum of four years in a pre-school.

That a normal unit of a pre-school should not have more than 40 children. In case there are more than 20 children in a unit, the unit should have one additional assistant teacher.

Recommended Scales

Graduate teachers with special two year's training	...Rs. 200+D.A. to Rs. 350
Graduate with short-term training	...Rs. 120+D.A. to Rs. 250
Intermediate Arts with special two year's training	...Rs. 150+D.A. to Rs. 300
Matriculates with special training	...Rs. 90+D A. to Rs. 180
Assistant teachers—Matriculates with training	...Rs. 90+D.A. to Rs. 150
Assistant teachers—Non matriculates (V.F.) with training	...Rs. 70+D.A. to Rs 150
Attendants, sahayikas, cooks and servants	...Rs. 40+D.A. or prevailing scales in the area.

Care Of The Handicapped Child

That the following classes of handicapped children should be given special treatment in terms of institutional care and other programmes in order to provide opportunities for rehabilitation and normal growth and development.

1. Orphans ;
2. Fondlings ;
3. Blind and partially visioned, deaf and dumb ;
4. Children affected by chronic diseases like T.B. and V.D., etc.

That a few large hospitals and rehabilitation centres should be created in the various States to deal with the cases requiring longterm care and intensive treatment for rehabilitation.

The Committee is of the opinion that the cost of maintenance of majority of children under six years of age in boarding institutions vary between Rs. 40 to Rs. 50 per month per head excluding the cost of treatment ; and adequate grants-in-aid be provided to enable such children to receive opportunites to grow up as normal children.

That adequate services are not provided at present for children whose one parent is alive ; and, therefore, it is necessary to create Short Stay Home where children could be looked after till their parents are able to undertake full responsibility for the care of children.

That the traditional procedures connected with adoption of children are at present inadequate ; and effective measures are necessary to apply amended Adoption Act to all those who desire to adopt children ; and these should be a provision for screening, recommendation and acceptance for a short-term observation in order to protect the true interests of the adopted child.

That in each State, the Ministry of Welfare should create "Children's Villages" for the care of fondlings and the village should be fed by sub-centres in rural and urban areas. These villages must consist of homes which will function as rehabilitation centres, which will serve as a case work service for the parents and the child, and it will provide shelter, training, education, rehabilitation, etc., to the fondlings till they reach the age of 18 years.

That a nation-wide census of handicapped children should be carried out and this work should be the responsibility of gram panchayats and district authorities in rural areas, whilst in urban areas the census must be carried out by municipalities with the help of social welfare organisations and universities.

That in order to detect handicapped conditions, the norms showing development of the child at various stages should be widely published and made available to hospitals, clinics, institutions and welfare agencies.

That States should divert some funds from the finances earmarked for pre school education to provide special pre-schools for handicapped children.

That for the detection of auditory defects, audiometric units should be created in hospitals, and in all institutions deaf and mutes etc.

Experimental day nurseries for the benefit of working and illiterate mothers should be organised in all rural areas where the integrated programme of child welfare will be introduced in the Third Plan period.

That day nurseries should be organised in orphanages and fondling Homes where infant and small children are admitted, and trained nurses should be employed in such institutions, prisons, where females are kept, in slum areas and in areas where ex-criminal groups reside.

That training programmes should be organised, as far as possible, along with training programmes of balsevikas, health visitors and pre-school teachers for the benefit of special balsevikas to serve in creches and day nurseries. The day nurseries training curriculum should also become a part of the training of public health nurses. Short-term training programmes should also be organised by aided programmes in schools of social work.

Training

That training programmes may be developed in important cities, as well as in all the States, to give a comprehensive in-service training in problems, needs and programmes of child welfare to presonnel who are employed to serve in different fields.

Section 5 : Municipalities And Zila Parishads

That municipalities and zila parishads should give high priority to welfare programmes for the mother and child by promoting funds for the organisation and efficient management of domiciliary services and M.C.H. centres providing for ante-natal and post-natal care, family planning, pre-schools, and programmes for the feeding of under nourished children.

That the development of services for the mother and the child should be based upon local needs of the particular place and the particular time.

That as the funds allotted for programmes of child welfare at present are entirely inadequate to meet the primary needs of survival and normal growth and development of the child, more funds should be raised, and allotments should be made after properly assessing the minimum needs of child welfare in each area.

That child welfare at the community level in urban and rural areas should now be carried out by a proper personnel selected and trained for specific functions; and their numbers should be increased according to the increasing resources which are now to be provided for the execution of all integrated progrommes, including family planning, health visiting, ante-natal and post-natal care, family contact and counselling and parental education, etc.

That special measures should be taken in urban areas to reduce infant mortality especially in slum areas, and intensive programmes of child welfare and ante-natal and post-natal care should be extensively introduced in such areas as early as possible.

Children's food should be supplemented through milk centres for the poor in as many urban areas as possible.

That the assistance given by the UNICEF to increase the milk supply for babies and children should be properly utilised; and further assistance must be given by the Centre to State Governments so that such schemes may be able to serve other cities with a population of more than three lakhs in the first instance.

That in order to provide improved care to new born children, pressure on maternity services in urban areas should be reduced; and this can be done by strengthening and increasing domiciliary services so that all the cases for normal delivery may be attended to outside the institutions.

That the existing number of maternity beds in city hospitals should provide over and above their own requirements for accommodating five per cent to 10 per cent of the total births outside properly equipped maternity homes and domiciliary service outside such hospitals.

That, however, there is any kind of housing authority such as housing boards, housing co-operative societies, development boards, etc., in existance, efforts should be made to create ante-natal and post-natal clinics in their area; and grant-in-aid should be given to them by municipalities and State Governments.

That in localities where higher income groups are living, the private practitioners should open family planning and ante-natal clinics to serve the locality.

That in slum areas and in the localities where lower income groups live, one health visitor or midwife (or public health nurse) should be provided at the rate of one to 400 families to provided medical assistance and guidance to them.

That specialised services should be provided at maternity and paediatric hospitals for mothers and children who are referred to them by maternity or child welfare centres, namely regional clinics for investigation and treatment of serious cases such as V.D., E.N.T., eye defects, etc.

That ante-natal clinics should carefully supervise the diet of pregnant women, and if required, should supplement them by free meal scheme.

That ante-natal and post-natal programmes should be assisted by other welfare workers like family planning counsellors, family counsellors, social education workers, community organisers, etc.

That as deaf children are invariably mute also, and deafness is not normally detected till the child is 12 to 18 months old, post-natal clinics should be mainly responsible for the detection of all the sensory defects of the child.

Section 6 : Community Development

That in a community development programme the social health of the family should receive as much attention as family economy especially through programmes of homes economics, social education and family counselling, wherever possible. The community development programmes should take special measures to promote and strengthen the family's spiritual and ethical backgrounds which had contributed in the Past to sound social health and family and national integration.

That all panchayats must be associated and made responsible for not only the registration of data, but the supervision of the registration machinery at the lowest level.

Child Health

That coverage of primary health centres in rural areas, and Municipal MCW Centres in urban areas should be reduced to a number which could be effectively handled by the staff. The existing staff should not cater to a population of more than 25,000 persons.

That special nutrition rehabilitation centres should be started in community areas to provide simple and inexpensive meals to children to help them to recover from deficiency caused by diseases like rickets, beri-beri, etc.

That courses in nutrition may be included in school curricula; and besides, education about nutritional needs of children may be imparted to mothers through various centres and domiciliary programmes. Demonstrations should be given dealing with methods of cooking articles and dishes so that the nutrition value of food may not be lost.

That there should be one trained dai for every 20 villages; and for every 10,000 of rural population by the end of the Third Plan period, to be increased to one trained dai for every five villages and 1,000 of rural population by the end of the Fourth Plan period.

That a nationwide census of handicapped children should be the responsibility of gram panchayats and district authorities in rural areas, whilst in urban areas the census must be carried out by municipalities with the help of social welfare organisations and universities.

Section 7 : Pre-Schools

The pre-school education must be single-mindedly devoted to the true welfare, growth and development of the human child as a vital organism, and a unit of the human species.

That the concepts of pre-school philosophy and principles are appropriate to Indian conditions and need that children must be healthy and active within their family and community environments, and grow up and develop during childhood to receive education and become worthy citizens of the nation.

That the system of training must correspond to the fundamental needs of the child's comprehensive growth and development irrespective of any social, economic, political or philosophical considerations.

That the pre-school programme should be based upon five factors which have been universally accepted and which are stated below :

(a) Heredity and environment of the child must receive very great attention because the growth and development of the child is largely dependent on these two factors.

(b) That child at all times must live in an atmosphere which is full of joy, contributing to its total happiness.

(c) The child must grow up and develop in conditions of freedom.

(d) The child needs activity in order to spend its energy and to expand its total capacity and abilities, thus accumulating experience which contribute to its total growth and development.

(e) The child needs protection and assistance or parents and other competent persons who are aware of the special need of children during the pre-school age.

In order to increase the number of pre-schools in the whole of India including urban, rural and sylvan areas, it is necessary to organisationally promote self-sufficient pre-schools which could by organised, if possible, without assistance of the State to be managed by regional communities in urban neighbourhoods and large villages. A national pre-school association be created for this purpose.

Pre-schools shall be started in urban areas, where people can pay the cost of education of the children.

Responsibility for starting pre-schools should be left to voluntary organisations with adequate assistance from the Government.

That pre-schools should be of the following types :

(a) A half-day organisation to be developed as "The Minimum Standard pre-school." A pre-school of minimum standard should provide a playground, look after the health and cleanliness of children, inculcate in them good habits and correct behaviours, and provide such opportunities for training like nature study, and other subjects which can be easily dealt with by reasonably trained teachers and balsevikas.

(b) Standard pre-schools following some kind of systems like the montessori, the pre-basic, azzisi and any other system suitable to rural areas; and any type of pre-school using programmes, methods and techniques suitable for different types of environments in urban areas.

(The true meaning of pre-basic should imply the acceptance of the principle of Activity" initiated and developed by a number of psychologists and educationists of Vienna. The types of activities must be suitable to the needs of the child and the community.)

(c) A pre-school project attached to the village primary school, to be located as far as possible in a separate structure so that classes of the pre-school and primary school are not held together.

(d) Infant classes in primary schools and high schools, with training and programme modified to conform to principles and programmes of the pre-school.

(e) Open-air pre-schools with playgrounds may be created where facilities and resources are inadequate, or, where there are inadequate numbers of children to promote a pre-school as a unit.

(f) (i) Pre-schools attached to institutions where unattached women with children are provided with boarding and lodging facilities.

(ii) Special pre-schools in urban areas for sub-normal, feeble-minded and problem children with behaviour disorders.

(iii) Special types of pre-schools to help the care, training and rehabilitation of handicapped children.

(iv) Pre-schools attached to prisons for women with their children.

(v) Pre-schools with a high standard of service for areas where communities of ex-criminal group live.

(vi) Pre-schools promoted as a special treatment for areas where juvenile delinquency is extensively present.

(g) Pre-schools organised in large housing schemes where a number of rooms and tenements are available

for their use, where there is no space for playgrounds, terraces may be suitably adjusted for the purpose in order to provide safety for the children.

That all under privileged children should be given an opportunity for pre-school education; but it is not desirable to create separate pre-schools for them.

That a common nomenclature for all pre-schools, they should not be, as far as possible, associated with names of systems and types of equipment used in each pre-school.

It is not desirable for pre-schools to have a very large, number of children and as far as possible, a pre-school not have more than four units.

That during the whole period of stay of a child in a pre-school, it may go through three or four stages of training. Each stage of the child's training in a pre-school must conform to his physical conditions and nature of growth and development.

That pre-school should, as far as possible, be located near place where a large number of families reside; and as far as possible, they may belong to regional communities, and may be entrusted to their care for management and supervision.

That where children have to walk to the pre-school, they should not be expected to go more than one mile from their place of residence each day.

Transport facilities may be provided by institutions which are self-sufficient in their resources.

That the prence of natural surroundings is necessary for the physical growth and emotional development of Children; and when pre-schools are not open-air schools, gardens and playgrounds should be attached to them.

Pre-schools in rural areas should be located in villaages with minimum population of about 500 persons. Preference should be given to villages which agree to give a site for the structure and playgrounds and bear part cost of structure, or at least provide labour for construction.

In tribal areas, where people live in hamlets which are located at considerable distances with small populaton, the pre-schools should be located in villages where hiamlets are close together, and where it will be possible for the children to walk small distances to attend the pre-school.

That heavy capital expenditure should not be incurred for the construction of pre-schools. Even open air schools, low cost structures or gardens or open spaces be considered adequate for the use of children.

That whenever possible, simple structures may be constructed, and they could be 'kutcha' structures in rural areas, using local materials for their construction. The plan of the pre-school should allow sufficient space for kitchen and a washing place, dining and siesta.

That a pre-school must have a playground, at least two rooms, a top, bath room, lavatory and urinals.

That minicipalities, landlords, owners of public places like temples, churches and all citizen must do everything in their power to see that space and shelter are not denied to children for play and pre-schools.

That playgrounds should be provided by all housing Boards, or other types of housing authorities so that there is accommodation for an open-air pre-school with 80 to 100 children in a community of about 500 families,

That for pre-schools with more available space, about 100 sq. feet of ground and garden per child are needed for open air activities. For indoor activities there should be an assembly hall, which can also be used for siesta purposes, as well as space for group activities and indoor meetings. A store room and a kitchen, an office room, a staff room, and an isolation room could always be useful. There should be a locker room for children, if possible adequate washing and bathing accommodation, and taps and toilet for all children, should be provided. At least one lavatory is needed for every 12 to 15 children.

That routine programmes of activities of the pre-school must always be adopted to suit the place, the climate, the ability of techers and the wish of childern, and pre-schools are invariably good weather" institutions, and children should not be called to participate in activities of pre-school during inclement weather when there are heavy rains or cold. Pre-schools should function during seasons and months suitable for different types of pre-school activities.

That pre-school start their day in morning assembly so that all children may gather, meet each other, and enjoy companionship. Daily programmes should be planned in advance by the pre-school teachers; and varieties of subjects and activities should be introduced every day like play activities, learning activities, hand work activities, practicals school service, etc. Children must enjoy open air and outdoor life as much as they can. The time allotted to different types of activities should vary according to the capacities of children to give attention and their interest in activites or subjects which are handled by the teacher.

That children must participate in all important activities of the whole community, and this must be an important part of all pre-school activities.

That at least a midday meal or snack should be served at pre-school, and three meals should be given, if the family and the community are willing to contribute towards the expenses of a light morning breakfast with milk, lunch, and light evening snack with fruits.

That a careful study must be made of the sleeping habits of children at home; and there must be a daily siesta of 90 to 120 minutes after the midday meal, when the pre-school works only for half-a-day, and when

parents insist that children should return home for their afternoon lunch than parental education must make them realise that the child must have sleep and rest at home during the afternoon.

That to meet all pre-school expenses, local contributions should be obtained from the community in cash, kind, labour or service towards programme of construction, nutrition, instruction, excursions and camps.

There should be a team of the following scientists to assist pre-school workers, training programme and consellors of pre-schools. Psychologists, paediatricians, nutrition experts, educationists, sociologists, biologist, and other scientists dealing with the methodology of pre-school training. Their services may be requisitioned from regional universities.

That balsevikas should be young women, preferably under 25 years of age at the time of employment, as small child normally responds affectionately to young persons or very old persons. The employment of young men (balmitras) should not be ruled out for pre-school work, because they are useful as instructors for hand work, playground activities and pre-school social service.

That pre-school with two or three units and not exceeding four units should have a Mukhya Shikshika, or Headmisterss or Principal.

A large number of pre-schools and institutions with a high standard of child care and training programmes will require a Director for the pre-school, while in rural areas persons will be required to direct, organise, and supervise a large numbers of pre-schools in each district. A Woman District Officer should be entrusted with this work.

The term like "Ayah" or "Servants" are in appropriate for pre-schools, but assistants and 'helpers' or 'Sahayika' are required for the maintenance of cleanliness, helping children to bathe and wash themselves, for the preparation of service of meals, cleaning of utensils, and helping to look after unmanageable children.

Pre-school attended by children with behaviour problems require a special person on the staff trained in psychology.

Recommended Scales

Graduate teacher with special two years training	...Rs. 200 plus D.A. to Rs. 350
Graduates with short term training	...Rs. 120 plus D.A. to Rs. 250
Intermediate Arts with special two years training	...Rs. 150 plus D.A. to Rs. 300
Matriculates with special training	...Rs. 90 plus D.A. to Rs. 180
Assistant teachers Matriculates with training	...Rs 90 plus D.A. to Rs. 150
Assistant teachers-non matriculates (V.F.) with training	...Rs. 70 plus D.A. to Rs. 150
Altendants, sahayika, cooks and servants.	...Rs. 40 plus D.A. or prevailing scales in the area.

Section 8 : Recommendations : Miscellaneous

That courses in nutrition may be included in school curricula, and besides, education about nutritional needs of children may be imparted to mothers through various centres and domiciliary programmes Demonstrations should be given on methods of cooking articles and dishes so that the nutritive content and value of food may not be lost.

That specialised services should be provided at maternity and paediatric hospitals for mothers and children who are referred to them by maternity or child welfare centres, namely regional clinics for investigation and treatment of serious cases, such as V.D., E.N.T., eye defects, etc.

The ante-natal clinics should carefully superwise the diet of pregnant women, and if required, should supplement them by free meal scheme.

Family Planning

Family Planning must become a regular habit amongst married adults in rural and urban communities, and extensive co-operative efforts of all social welfare organisation and medical and educational services must achieve this object through family contact programmes and parental education.

Ante-Natal Care

That the required services that an ante-natal programme should provide must be able to achieve the following objectives :

(a) To create reasonably desirable psychological conditions to the expectant mother when she is primigravide, so that she is in a happy, hopeful and confidant frame of mind, free of anxieties, sorrows and fears.

(b) To diagnose and treat any early complications.

(c) To increase the proportion of normal deliveries.

(d) To reduce the incidence of premature births, still births and parental and neo-natal deaths.

(e) To improve the cleanliness, orderliness, and sanitary conditions of the house in which expectant mother is living,

(f) To give minimum parental education required by the mother, especially at the time of first delivery, in order to provide intelligent and affectionate care to the child from the very beginning, after birth.

That whatever there is any kind of housing authority such as housing boards, housing co-operative societies, development boards, etc., in existence, efforts should be

made to create ante-natal and post-natal clinics in their area ; and grant-in-aid should be given to them by municipalities and State Governments.

That the use of the Rhythm Method is useful to create the knowlege and consciousness of family planning, and to overcome the mental hesitation and antagonism to concepts of planned parent hood.

In recommending and adopting the use of any kind of contraceptive, the psychological reactions of the users and the aesthetics of sexual relations must be kept in mind, together with a consideration for the general moral and social health of the family, youth and society as a whole.

That parents, school teachers and Government Departments should be given sufficient guidance in adopting the right approach to the welfare of handicapped children.

That for the purpose of early detection of handicaps and effective cure and rehabilitation of cases, the following measures are suggested.

(a) A programme of parental education.

(b) Pre-school teachers, gramsevikas and balsevikas should have some elementary training to be able to detect early defects which can be referred to school, health and medical services.

(c) The staff of primary health centres and even indigenous dais could be trained to detect defects at an early stage.

(d) Mobile health units in rural areas, and all child welfare agencies in urban areas can help the detection of handicapped.

That parental education should be provided as an essential part of all day nursery programmes.

That educational toys and materials should; as far as possible, be manufactured locally.

That toys made of rubber, metal and plastics may be suitably guided by educational and child welfare agencies regarding design, construction, costs, etc.

KRISHNA-GODAVARI COMMISSION, 1961—REPORT

Delhi, Ministry of Irrigation & Power, 1963. 18 Vols.

Chairman : Shri N. D. Gulhati
Member : Shri D. D. Jaini
Secretary : Shri R. C. Hoon

APPOINTMENT

The Krishna-Godavari Commission was constituted under the Ministry of Irrigation & Power in 1961.

TERMS OF REFERENCE

(1) To report on the availability of supplies in the Krishna on the basis of annual flow at Vijayawada and other points taking into account upstream utilisation and allowing for regeneration :

(i) for 86 per cent dependability as assumed in 1951;
(ii) for 75 per cent dependability; and
(iii) for such other criterion of dependability as may be considered appropriate.

(2) To report on the requirements of the projects on the Krishna :

(i) in operations in 1951;
(ii) as approved by the Government of India for executions;
(iii) included in the Plans but not yet approved by the Government of India;
(iv) further proposed by the States; and
(v) such minor schemes as may have been sanctioned up to March, 1961.

(3) To report on the availability of supplies in the Godavari on the basis of annual flows at Dowlaishwaram and other points taking into account upstream utilisation and allowing for regeneration :

(i) for 86 per cent dependability as assumed in 1951;
(ii) for 75 per cent dependability; and
(iii) for such other criterion of dependability as may be considered appropriate.

(4) To report on the requirements of the projects on the Godavari :

(i) in operation in 1951;
(ii) as approved by the Government of India for execution;
(iii) included in the Plans but not yet approved by the Government of India;
(iv) further proposed by the States; and
(v) Such minor schemes as may have been sanctioned upto March 1961.

(5) To report on the feasibility of diverting any surplus supplies in the Godavari to the Krishna indicating the grantity to be diverted and the order of the cost involved.

RECOMMENDATIONS

General

The Commission suggests that the possibilities be examined of collecting general statistics, particularly data of land utilisation, by river basins and sub-basins.

Land And Water Utilisation

It is necessary to review the number and distribution of rain-gange stations in the two basins and to establish new stations to fill in such gaps as exist. It is also important that the daily rainfall data for all these stations should be published on a monthly basis by sub-basins. Machinery should be established for a regular study and analysis of these data.

Evaporation

It is necessary to establish an extensive network of evaporation measuring stations, throughout the two basins, particularly at the sites of existing and proposed reservoirs.

Systematic observation of evapo-transpiration under various crops needs to be carried out in selected stations throughout the two basins.

River Flow

The Commission strongly recommends, as a matter of first urgency, the establishment on a permanent basis and on scientific lines, of daily discharge observations at 38 sites of the Krishna River System and 38 sites on the Godavari River System. The river flow data to be obtained at these sites are essential for the preparation of individual projects, for the preparation of an integrated basin-wide plan, for the subsequent operation of such a plan and the regulation, to best advantage, of the available river waters in any year.

As a number of dames are being constructed in these river basins, it is necessary that, besides taking discharge observations, systematic data should also be collected with regard to the sediment carried by river waters. These data would be of considerable use in the design of the dams and in estimating the probable life of reservoirs.

The Commission regards the collection of river discharge and sediment data as a fundamental work of national stock taking and recommends that, like meteorological data and general surveys, the Central Government should assume the responsibility for this important work and set up a special organisation of this purpose under the Ministry of Irrigation and Power.

It is necessary to formulate detailed rules for each project laying down the manner in which river flow will be withdrawn, or abstracted for storage, during any part of the years under varying conditions of river supply. The operation of all projects in different States will have to be carried on in a coordinated manner.

Arrangements should be made by each State Government :

(a) To make accurate measurements of the daily withdrawals by all major irrigation canals and power channels and an estimate, from gauze discharge curves of the withdrawals by other canals and power channels; such gauze discharge curves to be regularly checked and kept up-to-date;

(b) To measure river flow and prepare water accounts at the sites of all storage projects and diversion weirs in operation; and

(c) As soon as a new project is conceived, to set up as a first priority, regular discharge and sediment observations at that site.

Ground Waters

It is important that regular observations should be made by all State Governments of the position of the ground waters and their fluctuations during the year. The methods to be adopted would vary in different parts according to local conditions. This information is necessary to maintain a close watch on the behaviour of ground waters, particularly in view of the large scale new developments undertaken and contemplated, and for the due exploitation of ground waters separately or in conjunction with canals.

The Commission recommends that important data for individual tanks should be collected and an up-to-date record maintained. The area irrigated annually by each tank should be measured and recorded, together with an estimate of the quantity of water applied to irrigation.

A survey of each tank should be carried out periodically, say, every five years, to watch the loss in capacity, if any.

The Commission recommends that discharges of drains should be observed regularly and the data compiled.

Working Statistics of Canals And Distributaries

The Commission is of the view that complete working statistics of canals and distributaries should be compiled annually and printed in a suitable form so as to be available as a permanent record for future reference.

The Commission recommends strongly that an immediate review be made of the developments undertaken since 1951, in each State, in order to as certain how the construction of the engineering works can be expedited to attain the optimum rate of development on each work. Such additional funds (including foreign exchange) and such personnel, as may be required should be allocated to these projects in preference to any new project. New projects should be sanctioned only if men, material and money are available surplus to the requirements of the projects already undertaken.

It is necessary that the crop pattern on these projects should be reviewed and the irrigation facilities provided

spread over a larger area and to a larger number of cultivators.

The Commission recommends that the effect of each project undertaken since 1951 on the supplies available for projects downstream of it should be examined, the relative priorities on river flow for each project determined and, where necessary and to the extent now possible, the design of each project should be revised to comply with the requirements of integrated operation.

New Projects And Adequacy Of River Supplies Therefor

Immediate steps be taken to prepare an integrated plan incorporating the power and irrigation developments proposed by different States in the lower Godavari area and the Polavaram-Vijayawada Link and the Godavari-Pulichintala Link. It should be possible on the basis of the information contained in this report, field reconnaissance and some preliminary surveys to be carried out to prepare a preliminary project report in about six months and establish the feasibility, or otherwise, and scope of the proposed diversions from the Godavari to the Krishna.

As soon as this preliminary project report has been prepared, final decision can be taken in regard to :

(i) The scope of the Nagarjunasagar Project in the light of the diversions from the Godavari;

(ii) Sanction to or abandonment of the Nagarjunasagar Hydroelectric Project; and

(iii) The scope of the Srisailam Project.

It is clear that the Srisailam Project would fit in any scheme and from this point of view, there should be no objection to starting work on the Srisailam Projects, the only hydroelectric development left in the lower Krishna area. The scope of the project would, however, have to be reviewed as soon as the preliminary plan mentioned above has been prepared.

In view of the regulated supplies that would be available to the projects, existing and proposed, on the Krishna below Nagarjunasagar, from the Godavari diversions, and to the canals at Nagarjunasagar, from Srisailam, the crop pattern now proposed on the basis of four to six months' supply should be revised to take advantage of the regulated flow.

A preliminary survey be made of the proposed Penganga-Pochampad Link and this survey be taken into account before according sanction to the Penganga Hydroelectric Project.

Administration And Management

An important provision, which does not appear adequately in any existing legislation, is with regard to the obligation of the irrigation to prepare his land for receiving irrigation waters. Such a provision is important for the Krishna and Godavari basins.

Need For A New Policy

The Commission recommends that the State Governments concerned should all agree to tune their policy regarding irrigation and the administration and management of irrigation works to the requirements of optimum development of a scare and expensive natural resource.

Some of the steps which should be undertaken immediately in furtherance of this objective are as follows :

(a) Limit the irrigation of paddy to the rainy season, in order to reduce the use of irrigation supplies to the minimum and (i) to areas of high rainfall such as sub-basins G. 8, G. 9, G. 10, G. 11 and G. 12 and the narrow strip along the Western Ghats where the data for paddy should not be more than about two feet; (ii) valley-bottoms and low lying areas where, because of the seepage from upland irrigation no other crop can be grown and paddy can be grown with advantage; or (iii) to the delta lands.

(b) Adopt a crop pattern which would (i) take full advantage of seasonal rainfall; and (ii) not require any stored water after February, so that the reservoirs are emptied by that date. This will save the high evaporation loss from March to May.

(c) Develop the use of ground waters to the maximum; investigate the likely sites and develop the use of underground reservoirs, artificially charged the rainy season.

(d) Limit perennial crops to (i) only those areas where the irrigation supplies required between, say, January to May, can be obtained from ground waters or from artificially charged underground reservoirs; or (ii) to those areas where irrigation waters are obtained from the regulated flow below a power project. In such cases, the perennial areas should be in convenient blocks, so that it is not necessary to run any irrigation channel with a capacity factor of less than 0.5 in any month.

(e) In case of multipurpose projects, the crop pattern should be such as would require irrigation supplies more or less uniformly all the year round.

(f) Reorganise the Public Works Department, where necessary, to enable it to manage all irrigation projects, major, medium, minor or small tanks, and all stages of planning, construction, operation and development including the assessment of water charges. It is necessary that all aspects of the development of water resources for irrigation and of their ultimate use should be under unified control.

(g) While no control need be exercised, at this stage, with regard to development or irrigation from wells, except where such development is an integral part of a canal system, it is necessary to have in the irrigation Department officers to advise cultivators with regard to developments from wells and who should maintain a record of well operations. These officers should also maintain records of the operation of private irrigation works and watch the effect, on the hydrology of the basin, of contour bunding and land treatment in non-irrigated areas.

(h) Introduce necessary legislation along uniform set of principles facilitate optimum development of the water resources of the two river basins, laying down appropriate powers for government and the rights and obligations of the cultivators. A more or less uniform basis for charges for irrigation water supplies and betterment levy etc., should be established.

(i) The present system of administrative account of irrigation projects should be reviewed and revised to take note of the changed conditions such as the new direct receipts from agricultural commodities or the processing of agriculture produce. An appropriate basis should be established for taking note of indirect benifits in the administrative accounts.

There should be in every Irrigation Department, a soil survey wing, whose duty should be not only to carry out a scientific soil survey of all areas proposed to be supplied with irrigation nature but also, periodically, to carry out soil survey of the areas already under irrigation in order to study the effect of irrigation supplies on the soil characteristics so that the necessary ameliorative measures can be taken and irrigation ensured as a permanent feature of agriculture.

Need For Co-operative Approach

The Commission recommends that an inter-State body, a Reiver Board or by whatever name called should be established without any delay, for bringing about a cooperative approach and establishing the necessary coordination in the planning and operation of various developments in the two river basins. The integrated operation of all projects, which is indispensable, would not be possible without such a coordinating body.

Irrigation Extension Service

The Commission recommends for serious consideration that, in each State, an Irrigation Extension Service should be introduced as a part of the Irrigation Department.

REVIEW COMMITTEE FOR LIBRARY SCIENCE IN INDIAN UNIVERSITIES, 1961—REPORT

New Delhi, University Grants Commission, 1965. 86p.

Chairman : Dr. R.S. Ranganathan.

Members : Dr. C.P. Shukla; Dr. K.A. Isaac; Shri S. Bashiruddin; Shri P.N. Kaula; Dr. Jagadish Sharma; Shri S. Das Gupta; Shri B.S. Kesavan.

Member-Secretary : Dr. P.J. Philip.

APPOINTMENT

The Committee was appointed by the University Grants Commission in 1961 to consider the question of improving the standards of teaching and research in the departments of Library Science in the Universities.

TERMS OF REFERENCE

The Committee had the following terms of reference :

(a) To determine the different types of courses which should be offered by the universities ;

(b) To work out the objectives of the different types of courses ;

(c) To recommend to the universities schemes of paper for each type of course with a view to providing specialisation in a particular field ;

(d) To work out agreed syllabus in each of the subjects for the different courses, including the relative place of theory and practice in each subjects in the curriculum ;

(e) To recommend methods suitable for teaching the various parts of the syllabus and to lay down guiding principles for the conduct of examinations ;

(f) To lay down the entrance qualifications of the students for the various courses ;

(g) To lay down minimum standards for passing examination and grouping of question papers for the purposes of the examinations ;

(h) To recommend any other steps to achieve uniform and highly developed standards.

CONTENTS

Foreword; Introduction; Existing facilities of teaching and Research; Syllabus; Sectors for Research in Library Science; Recommendations; Appendices I and III;

General Statement Nos. 1 to 20.

RECOMMENDATIONS

Minimum Qualification For Admission

It was not possible so far to attract students of a high calibre to courses in library sceince as the conditions of working librarians were far from satisfactory. Now that the emoluments and general conditions of service of the library staff have been sufficiently improved, only those students should be admitted to the courses who are intellectually mature and who can really benefit from the course. The course of library science is a professional course. One peculiar feature of the liabrary profession is that it has to cater to the intellectual needs and requirements of different types of readers. It is a profession which requires a high standard of performance. In order to raise the present standard of library service in the country, it would be necessary to restrict admissions to students who have a good educational background. We would suggest the following minimum qualifications for admission to the various courses.

1. **Certificate Course** : High School certificate or an equivalent qualification.

2. **B. Lib. Sc. Course** : A second class Bachelor's degree of a recognised university.

3. **M. Lib. Sc. Course** : Second class B. Lib. Sc. degree.

4. **Ph. D. Course** : (1) Either a second class M. Lib. Sc. degree, or a second class B. Lib. Sc. degree plus a second class Master's degree in any subject of a recognised university.

(2) The candidate must have shown sufficient evidence of capacity for research.

Pre-admission Course

In the earlier years, practically all the students admitted to the various courses in library science were those who had some experience of working in a library. They were familiar with the routine work as well as with the various kinds of reading material usually found in a library. With the change of circumstances, even raw graduates are now admitted to the library science course. Very often they are ignorant of reference books, bibliographies, and periodi als. They have no idea whatever of the ordinary routine involved in the day-to-day library work. The result is that much time has to be spent during the course of the year in giving the student the necessary training in repetitive routine and also in acquainting him with different kinds of publications. This should be avoided as it cuts into the time available for the substance of the post-graduate professional course. It is, therefore, necessary to admit the students provisionally some months in advance and insist on their taking an apprenticeship course for a period of about six months in an approved library. For this purpose the department of library science should keep itself in touch with the approved libraries and insure that the apprentices are given the right type of training. It would be desirable if the syllabus for the apprentice course is worked out by the head of the department of library science in consultation with the heads of the approved libraries. The practice of asking the students to take apprentice course after the completion of the course in library science does not serve educational purpose to an equal extent. This is now being realised even in other professional courses and pre-course apprenticeship is being introduced in place of post-course apprenticeship.

University Courses Of Library Science

We attach great importance to the question of determining the courses in library science, which should be conduted by other bodies. For historical reasons, some of the earlier universities started with courses leading to a certificate in library science. This was necessitated by the fact that at that time there was no other agency in the country for preparing semi-professionals. The circumstances have changed now. In a number of States, the Library Associations, the State Governments, and other bodies are conducting certificate courses to train non-graduates for managing small libraries and for working in junior positions in larger libraries, such as college, university, public and research libraries. There appears to be no need, therefore, for the universities to continue the responsibility of teaching to the certificate standard in the present conditions. Moreover, if teachers of library science have to engage themselves in teaching at the lower level, they will not have sufficient time for doing research to gain and maintain competence to teach at a higher level and to guide students in research work. It would be as much an anomaly to make the university department of library science to train semi-professionals as it would be to ask the university departments to train laboratory assistants or to teach in school classes. The main emphasis today is not on teaching or research alone, but on a fruitful combination of teaching and research. Both the Advisory Committee of library science appointed by the Government of India and the Library Committee of the University Grants Commission have, therefore, recommended that training for certificate in library science should not be the responsibility of the universities. After considering various issues such as the demand and supply of certificate holders in library science in the country, we feel that the certificate course should be left out of the purview of the university departments of library science. The universities should be concerned only with the Ph. D., M. Lib. Sc., and

B. Lib. Sc. courses. The statement of this policy does not preclude this committee making suggestions for the content, duration, etc., of the certificate courses to be conducted by other agencies. On the other hand, the suggestions may be of use to the nation. It is for this reason that section VI (2) has been included in this report.

Equivalence Of Diploma And Bachelor's Degree Course In Library Science

At the beginning, some of the universities called the postgraduate course in library science as diploma course. In due course the content and the standard of work in the diploma course in library science have been gradually improved and today it has attained the same standard as the B. Lib. Sc. Course. We are, therefore, of the view that the diploma course in library science in these universities should be redesignated as the post-graduate B. Lib. Sc. Course and should enjoy the same status. For the purpose of appointment and promotion in libraries and in the departments of library science, and for admission to the M. Lib. Sc. course the holders of the postgraduate university diploma of the past should be treated at par with the holders of the B. Lib. Sc. degree of the present. It is neither educationally sound nor necessary (in view of the course content) to make such diploma holders either take an additional course or the examination over again in order to gain the status of the B. Lib. Sc. degree holders.

Method Of Teaching And Relative Place Of Theory And Practice

While it is true that the library profession is an intellectual professon, it does not mean that no routine has to be performed by librarians. Most of the techniques like book selection, cataloguing, maintenance of accounts, management and circulation work require an understanding of basic principles and they also involve actual work. For this reason, it is desirable that the total number of hours devoted to the various courses in library science is equally divided between formal lesson and tutorial work on the one hand and actual practice any observation work on the other. Formal lessons should not all be in the form of lectures, putting the students in the passive mood of listening or taking notes. Most of the lessons should involve a two-way flow of thought between the teacher and the taught.

The aim should be to rouse the curiosity of students to make them seek information to satisfy the curiosity, to induce in them a good capacity to analyse a problem for all angles, to make them arrive at valid conclusions from the observed data and the assumptions of laws and principles made to regulate thought, and to develop in them the capacity for collective thinking and team work.

Non-Professional Subjects

We find that some universities include in the library science course one or two non-professional subjects in addition to the professional subjects. Thus, for example Bombay, Calcutta, Karnataka and SNDT Women's universities have a paper on general knowledge ; the Calcutta University has a paper on language and the Bombay University has a paper on cultural history in the diploma course. Historically, non-professional subjects were included in the library science curriculum at a time when non-graduates were admitted to the courses. In India at present the admission to the B. Lib. Sc. course is restricted to graduates, who already have maturity and some understanding of subjects like cultural history, general knowledge, language, etc. The necessity for including non-professional subjects does not, therefore, arise hereafter. Moreover, the curricular load of the B. Lib. Sc. course is heavy by itself. If we add non-professional subjects, it would increase the load beyond the proper limit and also lower the standard of the professional content.

Examinations

We are not in favour of the present practice of examining the candidates by means of viva-voce test with the help of external examiners. A test of this type is conducted usually on the basis of sessional or project work done by the candidates under the guidance of teachers. Such work should be more appropriately assessed from time to time by the teachers of the department. Moreover, external examiners, on account of the number of candidates involved, do not often get the necessary time to go through each candidate's sessional or project work before the viva-voce test. The character of the test becomes too general and tends to suffer from superficiality. We would further recommend that all the papers for the B. Lib. Sc. and M. Lib. Sc. degree should be written ones.

Working Hours

The time-table of the B. Lib. Sc. course should provide for at least 400 working hours during a session comprising lectures, tutorials, and class practicals (under a teacher's guidance). About one-half of these time table hours should be assigned to lectures and one-half to class practicals and tutorials. The time-ta bloe the M. Lib. Sc. course should provide for 300-325 hours for lectures, tutorials and seminars. The time needed for guiding the M. Lib. Sc. students in their project work or for practicals should be in addition to the provision s gested above.

Minimum Qualifications For Teachers

In order to raise the standard of teaching and

research in the subject, we suggest the following minimum qualifications for teaching posts, which should be insisted upon in the case of all fresh appointments ;

Professor

Second Class M. Lib. Sc. degree plus doctorate in library science plus experience of guiding research plus 10 years teaching experience or five years experience of having worked as a Reader in library science.

Reader

Second class M. Lib. Sc. or second class Master's degree in some subject with first class B. Lib. Sc. plus teaching experience of at least five years.

Lecturer

M. Lib. Sc. degree or second class Master's degree in some subject plus B. Lib. Sc. in the second class.

Staff Requirement

In the present circumstances, we consider a staff-student ration of 1 : 10 at the B. Lib. Sc. level and 1 : 5 at the M. Lib. Sc. level as reasonable. Here staff means full-time staff. In our view, a department of library science conducting the B. Lib. Sc. course should have a minimum staff of one reader and two lecturers and a department conducting M. Lib. Sc. course should have a minimum staff consisting of one professor, two readers and four lecturers. The old practice of employing the university library staff as part-time teachers should be discontinued as early as possible.

Physical Facilities

A department of library science should generally provide for accommodation to meet the following requirements :

(a) Two lecture rooms.
(b) One practical or laboratory room.
(c) One reading room.
(d) Staff room for individual teachers.
(e) One seminar room.
(f) One room for demonstration and use of Library equipment.
(g) One office room.

Books

We consider a lump sum initial provision of Rs. 50,000 for basic books and a recurring provision of Rs. 8,000 per annum as the minimum requirements for a department of library science.

Training Of Teachers

The quality of work of a teacher in library science should be judged on the following grounds :

(a) He must have a good grasp of the subject to be taught.

(b) He should also have a proper training in the methods of teaching.

With the expansion of courses in library science in the country, there has been a decline in the quality of teaching offered by the departments. We, therefore, recommend a regular training in teaching methods which should include the methods of teaching, psychology and special techniques of teaching the different branches of library science. Facilities should be provided for training at least 10 teachers in library science every year.

Research

Research in library science has a special importance. First, library techniques require constant improvement based on research. Secondly, with the extension of library service, organisational work in the libraries will have to be adopted to the changing social needs of the country. While considerable research work is in progress in the country, this will have to be augmented further. The new sectors of research in library science are indicated in chapter four of the report. We further suggest the institution of research fellowships (about three each year). We also recommend the provision of scholarships to deserving persons and holding of seminars, conferences and refresher courses for the research of library science in order to raise the standards of teaching and research in the subject.

Survey Of Trained Personnel-Needs And Quality

The University Grants Commission should arrange a survey of the need for professional librarians of different categories in the country and also carry out an assessment of the quality of the trained personnel turned out by the universities from the viewpoint of both the employers and the employees.

Cooperation Between The Departments Of Library Science And The Library

There should be a close cooperation between the library and the department of library science in a university. It would be useful for the teachers of library science to work in the library for short periods and similarly it would be useful for the librarians to maintain an academic interest in the subject by delivering a few lectures in the department. While we would welcome a close association between the departments of library science and the library in a manner to be determined by the universities, we are not in favour of the present practice of employing part-time teachers in the department of library science drawn from the university libraries. This, in our view is not conducive to efficiency. Part time use of the members of the university libray staff for teaching library science was possible in the past when the annual library fund was at a low level and there was not much research work in many of the departments of study. These conditions have now changed. Library departments are all active with research work, not only by the teachers themselves but also by a number of research students. Service to them requires the full attention of the university library staff. Further, the annual university finance has now increased considerably due to the grants from the University Grants Commission and from other sources. Therefore, the administrative work of the library also has reached a level calling for the full-time attention of the members of the university staff. Therefore, it is not proper to continue any longer the practice of asking the university library staff to be part-time teachers in the departments of library science. The department of library science should enjoy the same status in regard to leave, vacations, academic matters, representation on university bodies, etc., as the other departments of the university.

REVIEW COMMITTEE FOR PHILOSOPHY IN INDIAN UNIVERSITIES, 1961—REPORT

New Delhi, University Grants Commission, 1966. 108p.

Chairman : Prof. N.A. Nikam.
Members : Prof. N.V. Banerjee ; Prof. T.M.P. Mahadevan ; Prof. T.R.V. Murti ; Prof. P.J. Chaudhry (following the sad demise of Prof. P.J. Chaudhry in 1964, Dr. (Mrs.) P. Chatterjee was appointed members of the Committee) ; Prof. Kalidas Bhattacharya
Member-Secretary : Dr. P.J. Philip

APPOINTMENT

With a view to examining the standards of teaching and research in philosophy and considering the problems that concerns the future of philosophical studies and research in our universities, the University Grants Commission appointed a Committee of experts in 1961.

TERMS OF REFERENCE

The terms of reference of the Committee are as follows :

(a) To define the objectives of teaching and learning philosophy at the various levels of university education ;

(b) To examine the standards of teaching and research in philosophy in Indian Universities ;

(c) To suggest measures for promoting the study of philosophy in Indian Universities, and to attract bright young scholars to philosophical studies ; and

(d) To consider the problems of the future growth of philosophy as an intellectual discipline.

CONTENTS

Foreword ; Introduction ; Historical Background ; The Present Position ; Objectives of Teaching Philosophy (Including Syllabi) ; Improvement of Instruction ; Research in Philosophy ; The Role of Philosophy in Eduction ; Summary of Observations and Recommendations ; Appendices from I to X.

RECOMMENDATIONS

The Role Of Philosophy In India

Among the liberal arts subjects, philosophy has an important place. The analytical and synoptic ways of thinking that philosophy fosters are of great benefit to university life. The study of philosophy not only enriches the humanities but also includes in its critical purview the social sciences.

India has a long and respected philosophical tradition of her own. If, however, interest in the study of philosophy as an academic discipline has somewhat dwindled in recent years and departments philosophy do not attract bright students. The reason is to be sought in the fact philosophy in India has not yet become resourceful enough to meet the pressing demands and complex situations of modern life.

Philosophy can make a positive contribution to the clarification of our goals and offer valuable guidance when different ideals and courses of action are in conflict, if a modern approach is brought to bear upon it. This would mean that in the universities appropriate changes have to be brought about in the content of courses of study and research.

Objectives Of Teaching Philosophy

At present courses of study in philosophy in Indian

universities are largely related to the study of traditional systems of Indian philosophy and the history of western philosophy. They do not take account of the various changes that have taken place in recent times in philosophical thinking. Many university syllabi prescribe out of date text books and courses at the B.A. (Hons.) and M.A. levels are often duplicated, There is also an undesirable compartmentalisation of papers. It is, therefore, necessary to define clearly the objectives of teaching philosophy at the different levels.

The B.A. pass course in philosophy should have the following objectives :

(i) to introduce the students to the world philosophy it its several aspects ;

(ii) To promote liberal education ;

(iii) To train the mind of the students ; and

(iv) To stimulate interest in the further study of philosophy.

The following schedule of papers is recommended for the B.A. pass course :

(i) Logic and Scientific Method : An attempt should be made to introduce a certain amount of modern logic in the content of this paper.

(ii) Ethcis and Social Philosophy : Basic ethical concepts should be critically studied with reference to actual texts. Some topics which usually come under political philosophy should be included in this paper.

(iii) Basic Philosophical Concepts and Theories (Epistemological and Metaphysical) : This paper should be taugh with reference to both Indian and eastern philosophy and centre round selected readings.

The main objective of the honours course in philosophy should be to prepare students for postgraduate studies in the subject. This would require a concentration of papers in the main honours subject with two or three papers in subsidiary areas like history and Sanskrit.

The following papers are suggested for the B. A. (Hons.) course in philosophy :

1. **Selected Western Philosophers** : Intensive study of such philosophers as Plato, Aristotle and Kant.

2. **Indian Philosophy** : A study of the traditional schools of philosophy with special attention to one or two schools and to a few selected problems.

3. **Modern Logic** : Stress should also be placed on an intensive study of the scientific method and its application to the social sciences in particular.

4. **Ethics** : It should centre round selected texts with special reference to their contemporary relevance.

5. **Contemporary Western Philosophy** : A critical study of current trends of special interest in western philosophy with reference to selected texts.

6. **Social and Political Philosophy** : A critical study of the main trends of political thought and their relevance to social change.

7. and 8. Any two of the following :

(a) **Philosophy of Religion** : This should be studied with special reference to Hinduism, Christianity and Islam.

(b) **Special Indian Philosophy** : Texts either in the original or in translation.

(c) **Special Western Philosophy** : Texts.

(d) **Philosophy of Sciences.**

(e) **Modern Metaphysics.**

(f) **Linguistic Analysis.**

It may be desirable to institute a combined honours course in philosophy in which philosophy could be studied along with one or two other subjects like economics, politics or sociology, which are of great interest and practical utility. Graduates who have taken the course would be well qualified to participate in various forms of public service.

The combined honours course should have the following objectives :

1. To make an intensive study of the relevant aspects of the subjects offered under the course. Such a study would not be difficult as the combined honours course would be open only to the intellectually abler students. It would, however, be necessary to develop an inter-disciplinary approach to the study of these subjects.

2. To develop in the student a thyrough understanding of modern philosophy.

3. To provide for specialisation in any of the various subjects offered.

The course might consist of nine papers including three papers in philosophy viz.:

(i) Seleted Western Philosophers;

(ii) Ethics; and

(iii) Contemporary Western Philosophers.

The main aim of the postgraduate course should be to produce teachers and research scholars. The course should develop in the student a high degree of competence so that he could take to careers of teaching, research and other kinds of academic work. He should have the capacity to make contributions to his subject and to communicate his knowledge to others.

The following schedule of papers is recommended for the M. A. course.

Paper 1 : Ancient and Medieval European Philosophy;

Paper 2: Modern European Philosophy upto Hegel and Schopenhauer.

Paper 3 : Indian Philosophy : An effort should be made to relate the basic concepts of Indian philosophy to the contemporary philosophical situation.

Paper 4 : Logic : Critical review of the historical background of the subject and intensive study of the basic problems of modern logic should be undertaken.

Paper 5 : Ethics : Study of selected texts including contemporary works.

Paper 6 : Philosophical Analysis with reference to Texts.

Papers 7 and 8 : Any two of the following :

(a) Philosophy of Science.
(b) Social and Political Philosophy.
(c) Modern Schools of Metaphysics.
(d) Linguistic Analysis.
(e) Philosophy of Religion.
(f) Aesthetics.
(g) Special Indian Philosophy (Advanced Texts).

Improvement Of Instruction

Since expansion of numbers is not easily compatible with the maintenance of high standards, increase in the number of students in philosophy should be brought about with great care and deliberation. If a choice has to be made quality should be the goal and not quantity.

Pressure is often exercised on college authorities to introduce Hindi or a regional language as the medium of instruction, but there is often a dearth of good books in these languages and lack of competent teachers to teach through their medium. We have, therefore, to ensure that pass course teaching does not suffer on account of lack of suitable preparation to introduce Hindi or a regional language as the medium of instruction

An essential condition for starting an honours course, whether pure or combined, should be the provision of adequate facilities in the college or university concerned for conducting tutorials and seminars to inculcate independent habits of study, consultation of texts and provide opportunities for discussion. Every effort should be made to attract bright student to the honours course in philosophy. The participation of postgraduate teachers in the honours teaching programme is essential for its success. Teaching courses have also to be pooled in order that more teachers can be released for tutorial work.

In the interest of high standards, universities must satisfy themselves about the fulfilment of requisite conditions before postgraduate colleges or departments of philosophy are started. The proper method of developing postgraduate work would be to keep the postgraduate courses confined to institutions which offer an honours courses so that the students for M. A in philosophy can be drawn mainly from the honours stream. Such an arrangement would also have the advantage of enabling them to hold combined seminars for honours and postgraduate students, which would be of benefit to both.

As many postgraduate colleges do not have facilities for conducting tutorial classes inspecialised fields, there should either be centralisation of tutorial work under the supervsion of university departments or the specialised fields should be developed in selected centres only.

At the postgraduate level tutorials should be supplemented by seminars, which would not only stimulate discussion but alo encourage students to study original works. The students should be able to follow important articles printed in academic journals.

There is also a need for the translation of important texts in Indian philosophy so that students do not have to depend on second hand accounts. It may be helpful to have some outstanding pundits in the languages concerned in the departments of philosophy.

The study of languages like Sanskrit, Greek and Latin would be of great benefit to the study of philosophy. Facilities for the teaching of these languages have, therefore, to be augmented.

In order to attract meritorious students to the study of philosophy, scholarships should be made available on a generous scale. Scholarships should be specially earmarked for various subjects, including philosophy, instead or making them available for humanities, social sciences, sciences, etc., in a general way.

While objective tests are not suited for evaluation in philosophy, it is necessary to break away from the stereotyped examination system by assigning more marks to discussion-type questions. Due credit should be given for independent thinking. More questions should be asked on recent developments in the subject, particularly during the last 30 years or so.

Refresher courses, summer schools and workshops should be arranged regularly to provide an opportunity for teachers to exchange ideas and to become acquainted with the latest developments in their subject. Teachers should also attend regular seminars in their own universities so that their interest in philosophy is kept alive. Suitable incentives could be offered to those who undertake research work. The philosophy teachers should be a person of wide general culture, aware of contemporary problems and alive to the latest developments in his subject.

Research In Philosophy

It is necessary to admit only such students to the research courses in philosophy as have the necessary aptitude, ability and motivation for research. The linguistic equipment of the students should be of a high order. Those ignorant of Sanskrit should not be allowed to offer subjects in Indian philosophy.

The registration of a research scholor should be subject to the approval of a small department committee comprising the head of the department, dean of the

faculty and the supervisor and such registration should be provisional. A test should be given to the condidate at the end of six months or one year in order to ascertain whether he has the capacity to continue his work. The test should concern the background material relevant to the topic selected. During the preliminary period the candidate should prepare a thorough bibliography relating to his subject. Attendance at Seminars arranged for doctoral students should be compulsory.

The duration of the research course should ordinarily be three years, i.e., two years after one year of apprenticeship. Teachers of three years' standing may be allowed to submit their theses in two years' time without undergoing the preliminary test or examination. No student should be enrolled for the Ph. D. for more than five years.

Departmental teachers only should undertake supervision in the case of subjects of which they have specialised knowledge. No supervisor should enrol more than six students.

The examiners for the Ph. D. theses should be well-known scholars in the subject. At least three examiners should be appointed to evaluate Ph. D. theses. It would be desirable to have one examiner from a forign university. The supervisor should not ordinarily be a referee, but may be associated with the viva-voce examination of the candidate. The viva-voce test should not be regarded as merely a routine matter. It should enable the examiner to check whether the work is the candidate's own, as also his general standard of philosophical competence.

Departments of philosophy should be given suitable grants to enable them to publish papers presented at seminars and books and research papers produced by teachers and research scholars.

Some of the research projects undertaken by university departments could, with advantage, be concerned with philosophy teaching itself, for example, with new ways of presenting Indian philosophy or modern logic. Centres of advanced study in philosophy have a special contribution to make in this regard.

There is a great need for evolving modern schools of Indian Philosophy. In fact, one of the tasks of research in philosophy should be a reinterpretation of the traditional systems of thought in India and recreation of philosophical schools.

Funds should be provided to enable universities to hold seminars, invite outstanding philosophers and make provision for endowment lectures. Encouragement should be given to undertake the translation of leading texts. Even doctorate degrees could be awarded on such works.

Formal supervision is not necessary for research work leading to the award of the D. Litt. degree. The degree should be dependent on published work of outstanding merit. The minimum qualification for permission to supplicate for the D. Litt. should be a Ph. D., but exemption may be granted in very exceptional cases to teachers and postgraduates of five to 10 years standing. All the examiners for the D. Litt. degree should be external.

Teachers may be granted sabbatical leave for studies and research and also relieved of some of their teaching load to enable them to undertake investigations. They should be given incentives by way of increments and/or promotion to do research.

The Role Of Philosophy In Education

Though philosophy is a theoretical discipline concerned with concepts and doctrines, it has also an intimate relationship with the actual situations of life. Philosophy can respond to the complex problems and challenges of modern life only if it is made contemporary.

Firstly, emphasis needs to be placed on modern logic, which provides a useful training for the mind. Our students should be able to think cogently and to draw correct inferences and detect fallacies.

Secondly, there is a great need for a critical evalution of our own heritage. Traditional values and schools of philosophy should be studied in the light of present-day condition and forms of thought and restated.

Thirdly philosophy should have an important place in any system of "general education" and all first year students, whether of arts or science subjects, should be encourged to study some philosophy. Along with pure philosophy courses, there can be courses of philosophy which are oriented towards particular subjects. Such adaptability presupposes a great deal of flexibility on the part of the philosophy teachers.

Fourthly, close contact needs to be maintained between philosophy and other subjects like the social sciences, history and the classical languages. A multi-religious country like India should also strengthen courses of study in comparative region in selected universities.

Fifthly, some universities should be encouraged to take up research projects in the philosophy of education-a subject which has remained somewhat neglected as falling neither under the umbrella of philosophy nor within the purview of conventional courses in education.

Philosophy has much to offer to subjects like politics, sociology, economics, history, etc. By entering intimate relationships with them philosophy is also able to enhace its relevance for contemporary situations and problems.

The philosopher should regard as part of his business to reinterpret old doctrines like 'karma', 'dharma', etc., define new concepts like 'standards' and 'secularism' and to analyse political, economic and social affairs, if this task is not undertaken by the philosopher, the danger is that others less qualified than him would do it.

CONTRIBUTORY HEALTH SERVICE SCHEME ASSESSMENT COMMITTEE, 1961—REPORT

New Delhi, Ministry of Health, 1962. 58p.+iip.

Chairman : Shri Radha Raman. Shri M.P. Bhargava ; Dr. R. Viswanathan ; Shrimati K. Mankekar ; Shri P.G. Zachariah ; Dr. R.S. Chawla;
Members :
Secretary : Dr. W. Mathur.

APPOINTMENT

The Committee was constituted under the Government of India, Ministry of Health, vide their letter No. 4 (I)-34/60-H (II), dated March 4, 1961.

TERMS OF REFERENCE

(i) To review the working of the Contributory Health Service Scheme and to report how far it has succeeded in improving the medical care facilities to Central Government Servants in New Delhi and Delhi ;

(ii) To make a comparison between the medical care facilities available to the Central Service (Medical Attendance) Rules and those provided under the Contributory Health Service Scheme ;

(iii) To determine whether the results achieved are commensurate with the expenditure incurred on the Scheme ; and

(iv) To make an assessment of the quality of the service received by the beneficiaries and their reaction to the Scheme.

CONTENTS

Introduction ; Organisation and Scope ; How the Contributory Health Service Scheme Functions ; Assessment of work ; Recommendations ; Appendices I to V.

RECOMMENDATIONS

Dispensary Services

The Committee considers that the Dispensary service is the backbone of the Contributory Health Service Scheme organisation. It is, therefore, essential that everything possible should be done to make this service as efficient and comprehencive as possible.

Accommodation

Because of the fact that many of the difficulties experienced in providing an efficient dispensary service are due to obvious lack of physical facilities, the Committee is of the opinion that the highest priority be given to the question of providing separate permanent buildings for all the dispensaries. At present practically all of them are located in residential premises which are quite unsuited for providing adequate dispensary service, inspite of the best efforts made by the authorities in making suitable alterations.

The new dispensary building should be planned in such a manner as to provide one consulting room separately for each doctor two or three dressing rooms as the case may be, one sterilising room, an injection room, a dispensary with separate counters for men and women with a small attached store room, one clinical side-room for simple laboratory examinations, office for the doctor incharge, a registration room, one main waiting room, in addition to waiting spaces in front of doctors' consulting rooms, dressing room, injection room and dispensary, two store rooms one for drugs and another for sundries, and adequate number of lavatories. Ordinarily, a dispensary should be planned only for five doctors. If additional load is to be catered for in any particular region, it will be advisable to have another small dispensary at a distance.

Since family planning constitutes an integral part of medical care, such of those dispensaries in which family planning units are located should provide for additional accommadation and other facilities for the purpose.

The Committee is of the view that all the dispensary staff should reside within the dispensary premises. For this purpose, residential quarters should be constructed either within the dispensary premises or in close proximity to it.

Staff

Overcrowding in all the Contributory Health Service Scheme dispensaries no doubt speaks for the popularity which these dispensaries have gained. At the same time it should be pointed out that the crowding of patients at any particular moment in any of the dispensaries is primarily due to the inability of the existing staff to cope with the situation. The only way by which

overcrowding can be obviated is by increasing the number of doctors. One doctor at present sees about 120 cases a day on the average during six hours of duty. During the peak period, the attendance per doctor per day rises even to 150. The Committee is of the view that a doctor should be made to see not more than 12 patients in an hour. This means he will be able to see only about 70 to 80 patients a day. As the average sickness incidence on the basis of dispensary attendance, old and new, works out to about four per cent, the Committee recommends that there should be at least one doctor for every 2,000 beneficiaries. As it is advisable to have one dispensary for every 10,000 beneficiaries, there should be five doctors working in such a dispensary. The staffing pattern for a dispensary catering to 10,000 beneficiaries will be as follows :

Medical Officers (male)	3
Medical Officers (female)	2
Clerks	3
Nurses	2
Pharmacists	4
Medical Store Keeper	1
Laboratory Technician	1
Dresser (male)	2
Dressers (female)	1
Nursing Orderlies	2
Female Attendants	2
Peons	2
Sweepers	2
Chowkidar	1

Equipment

Each dispensary should be adequately equipped for the minimum laboratory facilities contemplated including a microscope. Instead of providing one diagnostic set to each doctor as at present, it will be sufficient if a set for each dispensary is provided. In addition, an electric torch, an ordinary nasal and aural speculam and a torgue depresser should be supplied to each doctor. It is recommended that sterilised dressings should be provided at each dispensary through a central supply service. Since electrical equipments go often out of order, it will be advisable to provide an ordinary instrument sterilizer which can be heated either on a hot plate or a burshane gas burner.

The Committee very carefully considered the question of the working hours of the dispensary. It recommends that the present system of the functioning in the morning and evening with a break in the middle may continue. Considering the climatic conditions of Delhi, the Committee does not recommend that the dispansary should be kept open continuously for 12 hours as was suggested by some of the beneficiaries.

Domiciliary Visits And Night Duty

At present the doctors are called for domiciliary service during dispensary hours. The doctor on night duty has to do full day duty the next day. The Committee feels that the present system is unsatisfactory and recommends that the dispansary medical officer should be free from domiciliary visits and night duty and these functions should be entrusted to a separate group of medical officers located at the Regional Poly Clinics, recommendations about which have been made elsewhere in this report. Pending the change over and the adoption of the newly contemplated emergency service, the Committee recommends that no medical officer after he performs night duty should be made to work the next morning at the dispensary.

Mobile Dispensaries

The Committee is of the opinion that Mobile Dispensaries may continue to cater to the needs of beneficiaries residing in outlying areas. It, however, recommends that proper arrangements for the waiting of the patients be provided at the halting places of the mobile dispensaries.

Specialist And Laboratory Services—Poly Clinics

The Committee is of the view that the present arrangement to centralise the specialist and laboratory services in the two hospitals, namely, Willingdon and Safdarjang, is unsatisfactory. The Committee feels that decentralisation of these services will ensure better efficiency and promptness. At present, the Committee has been informed that there is considerable delay in providing both specialist as well as laboratory services. It is, therefore recommended that at least five poly clinics in different areas should be established. Each of these poly clinics should provide the following facilities :

(i) Specialised laboratory examination.
(ii) Radiological examination and electro-therapy:
(iii) Specialist services.
(iv) Domiciliary and emergency service.
(v) Initial supply of specialist medicines.
(vi) Ambulance service.

Specialised Laboratory Examination

While routine examinations of urine, blood, stool, etc., will be undertaken at the dispensary itself, all other types of specialised laboratory investigations should be undertaken in the poly clinic. For this purpose, the laboratory at each poly clinic should have three sections namely, clinical pathology, bacteriology and biochemistry. Each of these sections should be in charge of a trained medical officer with adequate number of trained laboratory technicians and laboratory attendants to assist.

Radiological Investigations

The X-ray department in the poly clinic should be fully equipped for all types of radiological investigations. It should be in-charge of a competant radiologist of staff surgeon status. There should also be facilities for electro therapy, like infra-red, ultraviolet and diathermy.

Specialist Services

The Committee observed that the quantum of work being undertaken is much more than can be handled by the specialist staff. Further, emergency references and direct calls (at the consultation room or visits at home) on the specialists by a class of beneficiaries of higher income group also dislocate the work. The Committee recommends that the concession of direct consultation with the specialist without a reference through the dispensary doctor should be withdrawn forthwith. Further the specialist should normally give a home visit only on the request of the dispensary or emergency doctor. This will obviously remove the existing invidions distinction between different class of employees.

In regard to the work load, the Committee recommends that a consultation should not be required to see more than 12 and the specialist more than 15 classes per day. It further recommends that arrangements for specialist consultations in all specialities should be made at the poly clinics.

Because of the fact that all the specialists are concentrated in the two hospitals, considerable delay has been experienced by the beneficiaries in obtaining specialist consultation. If the specialists are located at the poly clinics, there will be division of work and consequent minimising of delay. Facilities should be provided for specialities like medicine, surgery, dentistry, ear, nose and throat, ophthalmology, gynaecology and paediatrics Each of the specialist departments should be in charge of one staff surgeon trained in that particular speciality. In so far as medicine is concerned, because of the heavier volume of work, there should be a junior staff surgeon to assist the medical specialist. The surgical specialist should be in a position to do minor operative work for which purpose there should be a small operation theatre at the poly clinic. The ophthalmologist may be assisted by a non-medical refractionist for refraction work.

Domiciliary And Emergency Services

After very careful consideration, the Committee has decided to recommends the adoption of a new procedure for providing domiciliary and emergency services. The new arrangement has been suggested not only for the purpose of ensuring efficiency and promptness of these services but also to allow the dispensary doctors to devote their entire time to the patients attending the dispensaries. The Committee recommends that domiciliary services should be centralised at the poly clinics. For this purpose, each poly clinic should have six medical officers so as to provide round the clock service by two doctors at a time. There will be one nursing orderly attached to each of the doctors. In order to facilitate domiciliary services two vehicles should be attached to each of the poly clinics. Direct telephone should be provided exclusively for the use of the domiciliary service department. Once the new system comes into operation, the dispensary doctors will not have the responsibility of answering any of the domiciliary calls. Hence no conveyance allowance need be paid to them. The savings thus effected can be utilised for meeting the expenditure in connection with employing extra doctors and other staff for manning the domiciliary and emergency services.

The specialist should not be called directly by any beneficiary for domiciliary visits. They can only be called in consultation with any one of the doctors employed under the scheme.

The Committee recommends the following staff for each poly clinics—

Consulting And Diagnostic Service

Staff Surgeon (Physician)	1
Staff Surgeon Junior (Physician)	1
Staff Surgeon (Surgeon) (Ear, Nose and Throat)	1
Staff Surgeon (Eye)	1
Staff Surgeon (Gynaecology)	1
Staff Surgeon (Radiology)	1
Staff Surgeon (Dental)	1
Clinical Pathologist	1
Biochemist	1
Bacteriologist	1
Refractionist (non-medical)	1
Sister	1
Staff Nurses	5
Staff Nurse (X-Ray)	1
Clerks (specialists) / Clerks (X-ray) / Clerks (Laboratory)	6
Pharmacists	2
Laboratory Technicians	3
Laboratory Assistants	3
Radiographers	2
Dental Hygienist	1
Dark Room Assistant	1
Physiotherapist	1
Nursing orderlies	2
Peons	10
Sweepers	3
Chowkidar	1
Staff for Central Sterilisation and Supply	
Nursing orderlies	4

Domiciliary And Emergency Service

Medical Officers	6
Nursing Orderlies	6
Drivers	6
Cleaners	2

The central suppy service will supply sterilised dressings, etc., to the zonal dispensaries and to the specialists at the poly clinics.

Specialist's Medicines

Since specialists services are to be centralised at the poly clinics level, arrangement should be made for the patients to get special medicines prescribed by the specialist at the poly clinic. It should, however, be ensured that only two days' medicine will be made available to the patients. It medicines are prescribed for more days, they should be obtained from the respective dispensaries for the remaining periods.

The poly clinic should be specially designed and constructed in such a way that all the services enumerated above are provided adequately. Broadly speaking, there should be a consulting room for each specialist, a laboratory with three sections for clinical pathology, bacteriology and biochemistry, an X-ray department with rooms for Radiography, fluoroscopy, developing and for electro-therapy, a minor operation theatre with its own wash-up and sterilising room, accommodation for central sterilization supply services, dispensing room with store room, office for the officer-in-charge and administrative staff, duty rooms for the two emergency duty doctors, adequate number of lavatories, garages for the vehicles and ambulances. Pending the construction of permanent buildings for the poly clinics, the committee recommends that rental accommodation may immediately be obtained so that the poly clinics should start functioning without delay.

It is suggested that one of the poly clinics might be located at each of the two main hospitals, Safdarjang and Willingdon. This will mean that the specialist wings of the two hospitals will not only continue but will also be expanded to provide all the services enumerated above. The Poly Clinics located in the hospitals should have in addition to the staff already mentioned, a senior staff surgeon (consultant) for each of the specialities. The surgical and medical divisions should be further strengthened each by the addition of two Junior Staff Surgeons. The hospital poly clinics will no doubt have their own laboratories and X-ray facilities intended exclusively for the Contributory Health Service Scheme. The Committee is strongly of the view that while the consultants will continue to be located in the hospital poly-clinics permanently, the staff surgeons will be rotated between the regional poly clinics and the hospital poly clinics. This will enable the specialits to do hospital work periodically.

Ambulance Service

When separate hospitals under the scheme are established, the Ambulance Service may be located at the hospitals. In the interm period, the Committee suggests that one ambulance may be stationed at each of the five poly clinics.

Hospitalisation

The Contributory Health Service Scheme at present does not provide for separate hospital facilities. The beneficiaries have to take their turn in getting admissions to hospitals with other patients. No doubt once they are hospitalised their treatment is free. The present arrangement, however, is unsatisfactory because it involves considerable amount of delay particularly for those suffering from chronic ailments and for those who require cold surgery. The Committee recommends that Contributory Health Service Scheme should take up the responsibility for hospitalisation as well. For this purpose, it is essential to establish two hospitals with 250 to 300 beds each. Out of the 600 beds which might be made available in both the hospitals put together, 150 to 200 should be reserved for obstetrics and gynaecology. Since, however, all the needs for maternity service may not be met in the two hospitals, present arrangement that has been made with maternity and child welfare centres and the women's hospitals in the city may continue and extended if necessary to other hospitals. The Committee is of the view that when certain highly specialised services like cardiac surgery, neuro-surgery, special treatment for respiratory diseases are needed, facilities available in other institutions, like the All India Institute of Medical Sciences and the Vallabhbhai Patel Chest Institute, etc., may be utilised.

Medicaments

For the Contributory Health Service Scheme the establishment of a separate medical stores is a must. The accommodation provided for it at present is inadequate. The Committee recommends that a separate building for the medical stores may be constructed for the purpose. On the establishment of the two proposed hospitals under the Scheme, the Committee recommends that the medical store-depot may be located at each of the Hospitals.

The medical stores depot is inadequately staffed to handle the work of indenting and supply of medicines to 40 and old dispensaries. The Committee recommends that staffing pattern should be the same as that of the Government medical stores depots under the Directorate General of Health Services.

In regard to the procurement of medicines the Committee recommends that the Vocabulary Medical Stores items may continue to be indented from the medical stores depots under the Directorate General of Health Services. Other special preparations of proprietary nature account for about two-thirds of the total expenditure on medicaments and are at present being procured through the Director General of Supplies and Disposals, which constitutes the main bottleneck in the procurement of medicines. It is recommended that the Director, contributory Health Service Scheme, be authorised to procure all these preparations direct from manufacturers or sole distributors after inviting tenders.

One of the complaints of the beneficiaries was about the quality of preparations at the dispensaries. The Committee recommends that the Disectorate General of Health services may draw up a list of manufacturers of standing and repute and quotations may be called from them.

The Committee further recommends that all the dispensaries should be adequately stocked with the preparations on the general and specialist. The local purchases should be the minimum. The general list should be progressively enlarged by transfering more preparations from the specialist. These lists should be periodically reviewed.

It is also recommended that no patent medicines, vitamins or hormons should be given to any persons astonics.

Positive Health And Prevention

The Committee notes with satisfaction that the authorites have made some important beginnings in regard to the promotion of positive health and prevention of diseases.

Physical Check-up : At present, there is one physical check-up unit which, in the opinion of the Committee, is inadequate. To begin with, it is suggested that one physical check-up unit should be located at each of the poly clinics. The physical check-up should include routiue radiological examination; hence the need to locate the check-up unit at a place where facilities for this purpose exist.

Yoga Classes : The Committee welcomes the yogasanas scheme recently organised under the contributory Health Service Scheme, but is not in a position to offer any observations on the benefits accruing of it. As a matter of fact it is too early to evaluate the results.

Family Planning : Judicians spacing of additions to the family is desirable not only from the point of view of the health of the mother but also from the point of view of the control of population. The Committee recommends that more emphasis may be given to family planning programme. For this purpose additional family planning centres may be established to have one centre for 20,000 beneficiaries.

Prophylaxis : Immunisation programme against diphtheria tetanus and pertussis is still in early stages and is yet to get into full swing. The Committee hopes that adequate steps would be taken to ensure systematic immunisation of the susceptible population among the beneficiaries. For this purpose, it would be worthwhile to maintain special records of all children under 10 years of age. Such records may be maintained at the dispensaries showing the dates of immunisation with triple vaccine. It may be necessary to engage special clerical and inocculation staff for a period of a year or so.

It would also be relevant to emphasise the importance of T.A.B. vaccination. The heavy incidence of enteric group of fevers all the year round and the consequent high cost of curative treatment makes such a measure imperative both from prophylactic and financial points of view. The Committee was informed that in the first six months of 1961, the cost of one drug (chloramphenical) alone amounted to about Rs. 21,000. The Committee suggests that intensive publicity should be undertaken to popularise the value of prophylactic measures against diphtheria, whooping cough and enteric group of fevers through posters exhibited at all dispensaries. The services of the Family Planning Field staff may also be utilised for this.

Morbidity Survey And Vital Statistics

The Committee notes with great satisfaction the progress made by the Statistical Section of the Contributory Health Service Scheme in making morbidity survey of the population covered by the Scheme. This is being done in collaboration with the Indian Council of Medical Research. Such a survey will have to be a continuing process in order that reliable data can he obtained periodically. The Committee, however, feels that it is essential to strengthen, the statistical organisation of the Scheme in order that comprehensive vital data can be collected and collated. Such data will be not only useful for the Contributory Health Service Scheme but also for the country as a whole particularly in view of the fact that very little reliable morbidity data are available.

Central Workshop

To ensure maintenance of vehicles in working condition as also to put them back on road without avoidable delay, it is suggested that a central workshop under the charge of a trained engineer may be set up for the servicing and repairs of the ambulances, and other vehicles attached to the medical stores depot and poly clinics. This workshop could preferably be located along with the Medical Stores Depot.

Extension Of The Scheme

While recommending the continuation of the contri-

butory Health Service Scheme in Delhi and New Delhi, the Committee feels that the present working may be consolidated and the Scheme extended to such other Central Government servants at Delhi as are not at present covered by it.

Other Systems Of Medicine

During the course of evidence, a number of beneficiaries pointed out that they should, under the Scheme, be able to have access to other systems of medicine. The Committee feels that the Government may consider the desirability of providing consultation in other systems of medicine.

Other Relations Of The Employee

A certain section of beneficiaries suggested that the definition of 'family' may be enlarged to include brothers and sisters who reside with the employee. The Committee does not recommend the inclusion of any other category of relative over and above those now entitled to medical care.

Name Of The Scheme

The medical officers said that the prefix "contributory" in the name of the Scheme gave an impression of its being financed out of the contributions of beneficiaries ; the patient has thus a false idea of his essentially being a giver. They suggested that the Scheme may be called. "The Central Government Health Service Scheme". The Committee feels that the acceptance of this suggestion will not in any way affect the genuine partnership between the individual and the State for the proper working of the Scheme. It, therefore, recommends the dropping of the word "contributory" and renaming of the Scheme as suggested.

Compendium Of Rules And Instructions

A Scheme of the nature of Health Insurance creates an array of rights and obligations. To give effect to them adminstrative routine must be laid down. The Committee observed that the criticism of the scheme was partly due to the beneficiaries, not having its proper appreciation. It was informed that the beneficiaries, even in the higher wage groups, were not aware how to get medical care in a real emergency. The Committee recommends that the Government should undertake to put out precise instructions for the guidance of beneficiaries detailing the different services and the method of availing these.

Training Programme

The Committee is of the view that it is essential for the doctors employed in the Contributory Health Service Scheme to be up-to-data in their knowledge of different branches of medical science particularly because of the fact that enormous advances are being made every year in this field. For this purpose it will be necessary to provide proper facilities for conducting Refresher Courses periodically. Such courses can be arranged in conjunction with the different teaching institutions in Delhi.

As promotions in the service will necessarily depend upon postgraduate training and qualifications, the junior doctors in particular should be provided with opportunities for undergoing the different postgraduate courses in which they are interested. For this purpose, they should be given study leave periodically. Some of them, particularly the specialists, might be given fellowships to go abroad solely for the purpose of gaining more practical experience in their respective fields. It will also be desirable to send senior specialists periodically on short observation tours in order to enable them to get acquainted with rent developments made in medical sciences in other countries.

The Committee is of the view that the Contributory Health Service administration should periodically meet different categories of staff and arrange for talks on personnel management, doctor patient relationship, community health, corporate life, etc. It will be desirable to inculcate the spirit of service in the minds of all categories of staff. Since the mind has considerable influence over the body, people practising the act of healing will accelerate the process of recovery in a patient by adopting a sympathetic attitude and by kind words of comfort and solace.

Incentives

In any field of human-endeavour, healthy competition contributes to rapid progress and development. There should be annual competition among dispensaries and a shield should be awarded for the best dispensary service. Similarly, awards should be introduced for those among the different categories of staff who have been found most efficient during the year. The Committee feels that provision of such incentives will greatly assist in the successful working of the Scheme.

Regional Councils

Mention has been made previously of the working of the Contributory Health Service Scheme Advisory Committee, its constitution and functions. The Committee, considers that it may be a good idea to extend the area of such collaboration with the representatives of the beneficiaries at the periphery also. It is, therefore, suggested that Regional Councils be constituted for the purpose. These councils will have on them the welfare officers, all medical officers incharge of all dispensaries of the group, representatives of different services and of resident associations and such other nominated element which might be considered helpful. They shall function as advisory bodies within the rules to be framed for the purpose and will enable all sectors concerned to occasionally set together and discuss such matters, as might crop up from time to time and have local significance, and find solution for them without their having to go to higher levels.

Administrative Organisation

With the increasing number of benificiaries to be catered to and the consequent expansion of the Contributory Health Service Organisation as a whole, it is considered necessary to augment and strengthen the administrative set-up. The Committee is strongly of the view that the Director of the Scheme should be a whole-time officer without any collateral duties to perform. Though in the beginning stages of the Scheme, the administration could be administered by the officers of the Directorate. General of Health Services, it is not possible to do so at present as the Scheme has expanded enormously.

The expenditure itself shows nearly 135 per cent increase during the last few years. Medicines worth nearly Rs. 38 lakhs are bought and disbursed annually. Several hundreds of officers and other categories of staff are employed under the Scheme. It is also very likely that the scheme will be expanded in the very near future in order to make it more efficient and comprehensive. In the circumtances, the Committee feels that there should be a provision of an Assistant Director General and an Assistant Director Statistics in addition to the existing administrative staff at the headquarters.

Besides the above, it will be desirable to strengthen the other categories of staff as well.

Financial Implications

It is estimated that the additional expenditue involved on the basis of the recommendations made in this Report would come to the tune of about Rs. 6.6 lakhs as non-recurring and Rs. 20.6 lakhs annually on recurring items. A break-up of this may be summarised as under :

(a) **Non-recurring :**

	Rs.
(i) Five X-Ray Plants for Screening as well as Radiography	2,50,000
(ii) Laboratory Equipment—Five sets	1,25,000
(iii) Five Ambulances	1,25,000
(iv) Ten Domiciliary Duty Vehicles	1,60,000
Total Non-recurring	6,60,000

(b) **Recurring :**

(i) Expenditure on Additional Dispensary Staff	7,85,000
(ii) Expenditure on Poly Clinics	9,85,000
(iii) Emergency Staff	2,90,000
Total Recurring	20,60,000

Total recurring annual cost of the Scheme as a result of incorporation of these recommendations is expected to rise from Rs. 66.65 lakhs to the tune about Rs. 87.25 lakhs. This raises the average annual cost per employee per annum to Rs. 82.31 as compared with Rs. 62.8 at present. The net expenditure payable by the Government would, however, came to the tune of Rs. 54.00 lakhs as against Rs. 33.40 lakhs actually incurred by the Government during the year 1960. This works out to Rs. 50.94 per employee per year as against Rs. 31.51 at present. The Committee is of opinion that the extended nature of the medical facilities proposed would bring greater satisfaction both to the Government and the beneficiaries.

As the setting up of poly clinics is likely to take some time in order to afford immediate relief to the medical officers; action should be taken for the appointment of night duty medical officers on the basis of one doctor for each group of dispensaries joining togther for this purpose. The cost of this will only come to about rupees one lakhs per year.

IMPORT AND EXPORT POLICY COMMITTEE, 1961—REPORT

Delhi, Manager of Publications, 1962, iiip.+iiip.

Chairman : Shri A. Ramaswami Mudaliar.

Members : Shri G. L. Bansal ; Shri E.P.W. Da Costa ; Shri P.A. Narielwala ; Shri J.M. Lall (died, His place was taken by Shri N.M. Wagle) ; Shri S.M. Shah ; Shri H.L. Khanna ; Shri

Secretary : B.K. Kochar.
Shri M. P. Mathur (replaced by Dr. S.P. Chablani).

APPOINTMENT

The Import and Export Policy Committee was constituted under the Government of India, Ministry of Commerce and Industry vide their Resolution No. 7/2/61-Imp. Pol., dated March 30, 1961.

TERMS OF REFERENCE

(i) To enquire into the working of Import Trade Control with particular reference to :

(a) The procedures followed in the formulation of import policy and methods followed in dealing with applications for import licences to the different categories of applications ;

(b) The organisation of the existing machinery for Import Control ;

(c) Any other matter incidental to the working of Import Control Organization.

(ii) To examine questions relating to allocations for import of raw materials and capital goods with special references to the requirements of the Third Five-Year Plan.

(iii) To review the efficiency of the existing export promotion measures and to make recommendations with regard to measures necessary to step up exports in the Third Five-Year Plan period.

CONTENTS

Preamble ; The Probiem ; Import Policy and Procedure ; Export Promotion ; Rupee Payment Arrangements State Trading, etc. ; Miscellaneous Matters ; Summary of Conclusions and Recommendations ; List of Appendices A to J.

RECOMMENDATIONS

The Problem

The Third Five-Year Plan

The Third Plan starts with a legacy of valuable past experience of large-scale planning, as well as with depleted exchange reserves, a sizeable foreign debt; with virtually no net 'invisible' over-sea income, and a yawning gap in balance of payments. The country has taken in hand the formidable task of creating, within the course of a decade, a self-propelling economy, capable of supporting a high level of investment and employment.

Foreign Exchange Requirements

The balance of payments position will continue to remain under severe strain for many years. If the bill for 'Maintenance' imports goes up, the country would have to redouble its efforts to augment its exports to honour its financial commitments and maintain its credit in the international market. The annual import requirements of the succeeding plans will be even larger; so will be the repayment obligations on account of debt services and interest charges. Already, the country is functioning under a system of stringent import and exchange restrictions. There is little scope for further curtailment of foreign exchange expenditure.

Defence Requirements

We have not dealt with the import requirements of our Defence industries and the export possibilities of some of them. A great deal could perhaps be done to conserve—and earn—foreign exchange through an integral policy for the whole economy. A Commission of Enquiry may be appointed to go into the matter, necessarily working "in camera".

The Task

Overall, it will be necessary to see to what extent the available resources in foreign exchange can be used more economically ; how best the country's stock of resources can be distributed to yield an optimum return; to what extent existing capacity can be more fully utilised to enlarge production and augment exports; how far indigenous sources can be more fully tapped for the supply of equipment and raw materials ; what measures of import-saving and export promotion can be installed.

Export Targets

The task of elevating India's exports to twice their present level by the end of the Fourth Plan, will require effective measures which will demand the whole hearted cooperation of all sectors of the economy.

Import Policy And Procedure

Objectives Of Import Control

The objectives of Import Control as enunciated by official spokesmen are unexceptionable ; but the question is one of translating these principles into practical terms, and of evolving the right kind of import priorities.

Maintenance Vs. Development Imports

The present controversy is due to a misconception about "industrial capacity". For an objective assessment of the problem, only the "effective capacity" can be taken into consideratien. 'Maintenance' and 'Development' of the economy are two facts of the same phenomenon, and there can be no hard and fast dividing line between them. There are certain 'developments' which are necessary for keeping even the existing industrial units in full production, such as, for instance : (a) power, (b) transport and (c) industries producing raw materials and components for the existing units which are presently being imported and vice versa.

It is also sometimes forgotten that considerable new 'development', apart from being necessary in itself, is financed out of the 'tied aid', which is not available for financing 'maintenance' imports. There is, therefore, little choice in these cases. Also in order to keep the wolf of inflation at bay, the country has per force to 'maintain'/'develop' industries catering for the primary needs of the population. Precedence has also to be given to the 'development' of 'export-oriented' industries. Thus, there can be no rough and ready solution to the theory of 'maintenance' first and 'development' afterwards and vice versa. The country can neither freeze pattern of the economy, nor allow its stagnation. A balance has to be struck pragmatic and selective, designed to stimulate the dynamic spread of the cumulative process of economic growth and to disperse and diversify the economy in consonance with the objectives of the Plan.

All considered, the policy, in brief, should be to give facilities for the import of raw materials and components, etc., to all existing industries, subject to overriding priority being given to certain types of new industries described in para 11.

The criteria followed at present in respect of the licensing of industrial establishments or the import of capital goods are still somewhat general. What is necessary is a systematic and scientific review, industry by industry, to determine how best production can be augmented, costs reduced, imports saved and exports developed. The relative merits of 'maintenance'/'development industries would have to be objectively assessed. The progress of some of the typical existing 'maintenance' and 'development' industries should be evaluated.

Unutilised Capacity

A part of the industrial capacity in the country is unutilised. But in the absence of precise information, it is difficult to make an assessment of the extent to which the country is industry is under-utilised or otherwise ; and to guage the extent to which production could be augmented by providing balancing equipment and other feeders of industry.

The development wing may, therefore, be charged with the special responsibility of constantly reviewing the problem of under-utilisation of industrial capacity and of recommending remedial measures. The results of such reviews should be published annually.

Study Of Problems Of Import Substitution

It is also necessary to study more closely the question of substitution of imported materials in its widest connotation and to see to what extent and in what manner indigenous products can effectively replace the imported stores ; how they can be commercially developed and used. Whichever may be the agency responsible for this task, the assistance of institutes tike the National Laboratories could well be enlisted in solving some of the technical problems.

Scope For Further Import Restriction Limited

The solution to the problem of bringing the balance of payments in equlibrium lies not in further import restrictions—the scope of which is severely limited, but within limits, in augmenting specific imports to remove the bottle neck exports. The present stringent import restrictions and rigid exchange allocations may continue in respect of production destined for the domestic market. But where exports can be really assured, Government should have no hesitation in making available such raw materials and balancing equipment as are essentially required.

The volume of incentive to be given to emerging industries will need to be substantially larger than in the case of our traditional items of exports. The differential which exists between Indian costs and those of our competitors will have to be considerably abridged if our products are to enter significantly into international trade.

Need For Good Understanding

There would have to be a basic understanding between Government and the mercantile community, and mutual respect and sympathy for the difficulties, needs and obligations of either side. A selective approach may be made, to start with, with the more well run units of industry. They may be invited—on the basis of a proper assurance of all round assistance—to come forward with an integrated programme of industrial and export expansion.

Primarily, this assistance should be given to stimulate additional exports ; and there should be no objection to giving assistance on a 'loan basis', subject to necessary safeguards, where government is satisfied on the merits and bona fides of the case.

Every proposal of this kind would require detailed examination. After completion of the technical scrutiny the case should invariably come up before an inter-ministerial sub-committee.

Complementary Advance Of Agriculture

The cardinal importance of the complementary advance of commercial crops and their impact on industrial development and export promotion has not been sufficiently appreciated. A serious attempt should be

made to review the role which agriculture, horticulture, fisciculture and forestry can play in our economic progress.

Licensing Procedure

Imort procedure plays a vital part in the execution of import policy. The procedure should be capable of efficient execution of policy.

Import control is a service organisation. The public pays for its services and, naturally, expects from it a high degree of proficiency, quick disposal and integrity. Despite improvement of efficiency in the C.C.I's office (the pendencies being only 0.6 per cent), there has been general complaint of delays, which can have far-reaching consequences, and cost the country dearly in foreign exchange. This aspect should be impressed on all concerned.

Solution Of Delays

The solution of delays lies in simplification of procedure, decentralisation of work, etc. Our suggestions in this regard are detailed below.

Simplification Of Procedure

Annual Licensing

All important licensing should, in future, be done on an annual basis. Development of indigenous production is by no means so revolutionary as to justify halfy-yearly revisions of import policy. The basic content of an import licence, over the year, should remain intact. If possible, exchange, budgetting, too, should be done on an annual basis. If, on grounds of foreign exchange, it becomes necessary to follow a more stringent policy for the second part of the licensing year, a general percentage reduction could be applied by one single public notice to all import licences. Annual licences should be issued on the basis of a single application, duly accompanied by twice the normal fee (in taken of two licences issued in one operation).

Period Of Validity Of Import Licences

In view of the genuine difficulties of importers, it is proposed that: (i) the initial validity should be one year in the case of Actual Users' and Established Importers' licences and two years for CG/HEP licences except CG/HEP licences issued against 'tied' credits such as the 'Ex-im Bank' Loans, in which case the validity period should be one year, as at present; (ii) Actual Users' licences should be revalidated upto six months, and CG/HEP licences upto one year, upon request, without requiring the licences holder to produce evidence as to the unavailability of supplies; (iii) except in the cases of licences issued against 'tied' credits, the power of revalidation should be delegated to the regional licensing authorities; (iv) normally, the validity of Established Importers' licences would not be extended; but in special circumstances, such licences may be extended by three months.

I.V.C. Number

On balance, it is proposed that the present system of I.V.C. numbers may remain; but henceforth they should be valid for three (annual) licensing periods.

S.S.I. Committee

The regional offices have to refer certain cases to Headquarters for instructions regarding disposal. These cases are considered by the S.S.I. Committee, whose recommendations are transmitted to the licensing authorities along with the applications/files for disposal. Time would be saved if instead of remitting the cases back to the licensing authorities, the execution of the S.S.I. Committee's recommendations is done at Headquarters. The clarifications/appeals, too, could be attended to at Headquarters.

C.C.I.'s Ad Hoc Committee

C.C.I.'s Ad hoc Committee should be more fully representative of the concerned technical officers of the development wing; and it should be possible to take decisions on the applications in the committee itself, in the same way as does the S.S.I. Committee. Cases, involving special difficulty, could be seen on the file by the technical officers concerned, wherever necessary.

Scheduled Industries

There is a general complaint about the long delays in the disposal of applications for the import requirements of scheduled industries. It is proposed that where an application has to be scrutinised by more than technical Directorate, the sponsoring Directorate should try to clear it at an inter-Directorate meeting. The institution of such meetings, to be held every week or fortnight, should be encouraged.

Non-Scheduled Industries

While issuing the 'Essentiality Certificates' the Directors of Industries do not always follow a uniform policy C.C.I. should evolve, on the eve of the licensing period, the general criteria for assessing 'essentiality, in consultation with the Directors of Industries.

Register Of Raw Material, Components, Plant And Machinery

The Development Wing should bring out annually a comprehensive register indicating the availability of raw materials and components, plant and machinery produced in the country, the names of the producers and full information in regard to their installed capacity,

actual production, specification, etc.

Monetary Ceilings

Information regarding monetary ceilings for each licensing head should reach all the licensing authorities on the eve of the licensing period.

Simplification Of Application Forms

The application forms for the various categories of import licences admit of some simplification. C.C.I.& E. should carefully go into this matter.

Decentralisation

Decentralisation Of Licensing work

There is still scope for further decentralisation. It is suggested that: (a) licensing of fresh fruits from Pakistan could well be decentralised, under a general policy laid down by the Chief Controller; (b) licensing of newsprint could be decentralised, as it is not necessary to consult the Registrar of Newspapers on each case; (c) other requirements of printing industry (e.g., printing machinery, etc.) could be dealt with by the C.C.I.'s Ad Hoc Committee. Whenever necessary, the Registrar of Newspapers could be invited to be present; (d) as C.C.I. has a full-fledged investigation division under him, all cases of investigation now dealt with by the 'news print cell', may in furture, be handled by the investigation division, in consultation with the Registrar of Newspapers, whenever necessary; (e) quota licensing of greases and lubricants should be done at the regional offices.

Transfer Of Quotas

The entire T.Q.R. work can now be decentralized. Each regional office could have a small T.Q.R. Cell for the purpose. Cases of special difficulty could be referred to Headquarters for advice.

Public Relations

It has been complained that interviews cannot easily be had with the officers of the C.C.I. nor is it always possible to get a precise answer to the applicant's problems. The importance of good relations with the public should be underscored to all officers.

Attached to the personal staff of the C.C.I. should be a public Relations Officer of the rank of a Deputy Chief Controller *an fait* with the problems of Import Control, who should be able to sort out the importers' difficulties. The regional offices, too, should be assisted by P.R.O.'s of the rank of Controller/Assistant Controller.

Organisational Changes

It is suggested that: (a) the regional office in Rajkot should be abolished; and, instead, a regional office may be established in Ahmedabad, under a Deputy Chief Controller; (b) there should be a similar office in Kanpur, with jurisdiction over U.P.; (c) in view of transit difficulties, specially in winter, a sub-office, under and Assistant Controller, may be opened at Srinagar, with jurisdiction over the State of Jammu & Kashmir; (d) there should be a similar office in Bangalore, with jurisdiction over the State of Mysore.

Miscellaneous Problems

Established Importers Vs. Actual Users

Status quo may remain. However, in the case of industries, with a large number of units, it will be an advantage if the imports of components, etc., are canalised through established importers to prevent undue locking up of foreign exchange.

Small value licences

Small value licences are wasteful of foreign exchange. But the abolition of the present system might lead to displacement of a large number of established importers. Recommend status quo. However, established importers may be permitted to effect their imports through agents on the basis of 'Letters of Authority,' which may be given freely to allow of 'clubbing' of 'small value' licences to prevent wasteful expenditure of exchange.

Ad Hoc Licensing

An exhaustive policy should be framed in respect of items licensed on ad hoc basis, by reviewing all cases over the past two years, and case laws evolved. There should be, basically, no ad hoc licensing, except in cases of emergency, or where the necessity of the import of any particular item could not be fore shadowed or a formal policy could not, for any reason, be evolved.

I.T.C. and I.C.T. Classifications

The institutional arrangements for resolving classification difficulties seem to be in order. But the existing arrangements need to be published. The I.T.C. authorities are planning to adopt the S.I.T.C., which is a detailed instrument of trade classification in international usage. If the customs authorities, too adopt the same, it might solve many of the classification difficulties. Also, the description of goods in the import licences should be as detailed as possible. If even so, there is a difference of opinion, the interpretation of the I.T.C. authorities should prevail for purposes of clearance; the customs authorities being free to levy such import duty as they deem appropriate. A formal understanding to this effect should be reached between the two authorities.

Appeals

There should be a separate 'Appeals section' at each of the regional offices, so that the 'first-appeals' could be considered more thoroughly and dispassionately.

Investigation

It should be impressed on the special police establishment that, normally, their investigations in respect of import control cases should be completed within 12 months. Where, however, an investigation cannot be completed so soon, the ban on the issue of import licences should be removed after the expiry of two (half-yearly) licensing periods. This would mean that import licences in such cases would remain suspended for two licensing periods, and a final decision on the type and quantum of punishment would be taken in the light of the results of investigation. The proposal would perhaps necessitate an amendment of the Import Control Order, etc.

Legal Cell

There are over one hundred writ petitions against the C.C.I. It is highly necessary that the C.C.I's office should scan the 'Law Reporters' for the past several years and prepare a compendium of all judgements so far delivered, duly indexed and annotated in consultation with the Ministry of Law. A separate small 'Legal Cell' should be constituted at Headquarters to undertake the early compilation of the 'compendium of judgements' and to attend to the defence of the numerous writ petitions.

Export Promotion

Intricacies Of The Task

The task of doubling the country's exports and raising them to Rs. 1,300-1,400 crores per annum by the end of the Fourth Plan, would be a formidable one for any country. The export demand for our traditional items is by no means buoyant. It is also difficult to foreshadow what repercussion the 'economic communities' will have on the future course of Indian trade; but undoubtedly, India will have to make much more than ordinary efforts to boost her export business. The whole nation will have to crusade for the export markets-not only in traditional lines but along the entire front of exportable products.

The domestic market, ready at hand, offers more attractive, quick and easy returns. The incentives to efficiency become relatively weak; costs tend to go up, the quality goes down. The country has also not developed any great export tradition; much less the necessary export apparatus. A considerable part of India's overseas trade, specially her exports, goes via the entrepot countries; and only a fraction of trade is manned by Indian merchants.

Lacunae In Promotional Effort

The country has touched only a fringe of the export problem. Whereas targets of a high order have been theoretically drawn up, adequate steps have not yet been taken to dovetail the import-export targets with the plans and projects of development in the private and in the public sector and to lay the foundation of a big trade. This deficiency is beginning to be repaired, though slowly. The current arrangements are no more than mere 'promises' to export. Where the country's future is mortgaged, any casual acceptance of illusory export prospects at their face value is likely to lead to difficulties. Special attention should be paid to this problem and the 'promises' should be properly appraised in each case; appropriate bank guarantees obtained; failure to export would need to be suitable penalized; genuine difficulties will have to be gone into. A special, section, to be created in the Directorate of Export Promotion, should watch the performance of the assisted industries and ensure that the export obligations are duly respected.

A detailed and organised study should be made, industry-wise and commoditywise of the items that could be or should be released for export. These studies should be undertaken urgently, and actually, reflected in the export plans which should be an annual feature of the economy.

Export Climate

The high task of export promotion as envisaged in the plans will demand the willing and enthusiastic cooperation of every sector of the economy. The State Governments do not always seem to be alive to the primacy of export promotion; and source of their policies, particularly, in the fiscal field, have hindered the even flow of exports. The nation cannot afford to think and function compartmentally.

Export Business Must Become Worth Doing

The Government will have to carry the business community with it in its effort to make a break-through in the world market. The promotion of our trade depends upon the efficiency of our merchants and manufacturers. It is the business community that would have to shoulder the mainburden of responsibility of augmenting the country's export trade.

The mercantile community cannot be expected to be guided by altruistic or patriotic motives and will expect to receive, for its efforts in the export market, a return which stands in a reasonable relation with the profits on domestic sales. It would be government's responsibility to compensate the trade for its export effort through selective concessions, fiscal reliefs and other incentives

to make the export business worthwhile over the long haul.

Revitalisation Of The Administrative Machinery

It will be necessary to have a coordinating machinery, sufficiently powerful to be able to cut through the tangles of conflicting inter-departmental interests, reorient the thinking of the State Governments and reconcile their stand-points with the national objectives of export promotion. It should be capable of taking quick decisions on the day to day issues and of translating them into practical terms. The problem of securing surpluses for exports, cannot be left to the unaided efforts of private enterprise. It is a matter of supreme national concern—one in which the State must take a direct hand.

It is understood that government is proposing to strengthen the organisation for Export Promotion. This is a step in the right direction. We trust it will be adequately staffed and headed by an officer of sufficiently high status, so that the organisation may be able to pull its weight with other departments of government; secure recognition in the mind of the nation of the vital need for an all round, substantial, expansion in India's exports and make export promotion a profitable, and yet respectable and patriotic avocation.

The Directorate of Export Promotion should have a 'Policy Cell' like the 'Import Policy Cell' under the C C.I. It should be responsible for framing the export policy for specific items, and constantly review the aids and incentives given in other countries with the object of examining how far they can be adopted with advantage in India.

Aids And Incentivies

The incentives so far given have been only moderate and, indeed, often ineffective. India will have to embark on a much more adventurous policy of 'aids and incentives' to augment her export trade.

Increased Allocation Of Raw Materials

One of the most effective aids would be to permit of an increased allocation of raw materials to industry. A substantial part of the unutilised capacity is by far and large a reflex of shortage of imported raw materials, components and replacements. If additional raw materials could be imported say for Rs. 100 crores per annum, as suggested by Sir Donald Macdongall, they may well serve as the first basis for a substantially new attempt to break the bottleneck of raw materials. The fringe benefits flowing from increased production/additional exports may far outweigh the increased expenditure on the marginal imports required for a fuller utilisation of the industrial capacity or intensification of agriculture.

It is highly important that the existing export-oriinted industries should be assured prompt and adequate supplies of essential raw materials at international prices so that they do not suffer from a price disadvantage in relation to their competitors abroad. On balance, India would stand to gain by under-writing in full the foreign exchange required for manufacturing goods for export. The production costs would thus be reduced; and it may well be that much of the differential that exists in some industries can be overcome merely by this provision.

A search will have to be made to find a foreign exchange allocation for these additional imports. If internal allocation of foreign exchange does not allow of any significant importation of marginally needed raw materials, stores and replacement equipment, the case studies could be put to the friendly countries; and perheps, on this plane, it may be possible to secure further assistance to put the Indian economy in an even keel.

Import-Export Stabilisation Fund

It may also be possible to finance the import of these additional raw materials through the media of a revolving fund which may be specially created for the purpose. There is reason to believe that groups of international banks may be agreeable to provide credits for import of raw materials to be used by approved exporters, who can be relied upon to fulfil undertakings on exports. It would be imperative to ensure that the foreign exchange so lent would be translated into export earnings to form the basis of what may be termed as the 'Import-Export Stabilisation Fund' which could be used to enhance the import of raw materials for the export industry. The arrangement would imply the matching of additional 'import credits' with export performance so as to augment both sides of the equation and to improve India's balance of payments in the process.

It will be necessary to have an Agency which will have all the authority of the Government to ensure high priority to these activities, but will also carry the conviction abroad that the funds made available for this purpose would not be diverted to domestic production. An autonomous body may be set up as soon as possible under the caption of 'Export Stabilisation Board'. The example of I.C.I.C.I. should serve as a useful guide. It wold have control over the export earnings and also possess statutory authority to negotiate credits for the import of raw materials to be translated into export earnings. When the revolving fund has attained the desired level, any surplus foreign exchange that may accrue would revert to Government.

For a provisional figure designed to increase India's exports by say Rs. 100 crores per annum, it might be necessary to place at the disposal of the 'importer-

exporters' an additional sum of possibly Rs. 25 to Rs. 30 crores as a revolving fund to finance the requisite imports and to supplement them by indigenous stores, whenever possible, at prices corresponding to the competitive world standards.

Certain American firms have also shown interest in financing the import of raw materials and components required for our export-oriented industries, against rupee payments. The rupees so earned will be used by them for buying Indian commodities for their home market. Such arrangements—affording a line of 'untied' credit for the import of raw materials—need to be encouraged if, on merits, the terms offered by them are mutually beneficial.

Income-Tax Relief

One of the most powerful incentives for export promotion would be remission of income-tax on export earnings. Such a relief has been given by way of 'exporters' 'compensation' in some of the most advanced countries like Germany, France, Japan with considerable success. India might do something similar. Our initial idea was to confine the grant of income-tax remissions only to earnings from additional exports. But on further reflection it seemed to us that this may not be a step in the right direction, for—unless effective measures are taken to buttress our exports—their present level cannot be taken for granted. It is also felt that unless the remission of income-tax on additional export earnings is linked with the rebates on the basic exports, the system would fail, with serious loss of revenue to Government.

Having regard to all aspects of the case, a three-fold system of income-tax remission is proposed viz. :

(a) A tax remission of seven-and-a-half per cent on profits on 'Basic' exports ;

(b) A tax rebate of five per cent on all export earnings to enable the exporter to build an 'Export Development Reserve' ;

(c) A special tax remission of 10 per cent on earnings on 'additional' exports i.e. exports over the basic norm.

It is important to the success of this significant measure that the method of calculating the tax rebate should be simple. The Income Tax rebates proposed in this report would be based on the exporters' internal and exports turn over ; and it would not be necessary to make a meticulous calculation of their actual earnings by reference to their books of account. A tax remission based on a meticulous calculation might lead to acrimony between the exporters and the income tax Department.

The system proposed is so devised as to prevent the possibility of exporters' abusing the concession.

The details of the arrangement proposed have been explained at length in paras 37–46 at pp. 29—33.

Enlargement Of The Scope Of Export Promotion

The incentive of 'currency retention has been tried with varying degrees of success in many countries. It is, however, not necessary to let the Indian exporters have a free hold on any percentage of their export earnings. Instead, the scope of the present 'Export Promotion Schemes' should be widened The exporter's choice to import should not be limited to one or two items as is the case at present ; and exporters/manufacturers, under this arrangement, should be able to use their licences for any raw materials, components or equipment which they may care to import for the manufacture of the 'export product', subject to certain restrictions (vide para 50). Furthermore, the export Promotion Schemes need not, necessarily, be limited to certain specified items as is now the case, but should cover the whole range of items entering the export market. Further, if the imported Commodities are not required for a particular industry, they may be allowed to be sold to a sister industry. The aforesaid concession may be open to manufacturers as well as to exporters, though the entitlement of the mere exporter (or the manufacturer who does not intend to use the stores himself) may be only two-thirds of the manufacturer/exporter.

Freight Concessions

As Indian Commodities are facing intense competition, and as our oversea salesmanship is still weak, it will help the export effort is the Railways give a general rebate of, say, 25 per cent on all goods put on board. Where a Commodity requires a freight rebate beyond 25 per cent, a case would have to be made out. As export freight traffic is only a fraction of the total traffic of the Railways, the proposed concession is not likely to weigh heavily on the Railways.

Specific Assistance To Selected Commodities

The specific difficulties confronting our export industries will have to be tackled. For instance, tea, which is our foremost exchange earner, was not receiving its full requirements of fertilizer ; nor was it getting the supplies of fertiliser at the rare at which it is available to the agriculturists'. Curiously, the export of tea is still controlled, when supplies are plentiful. Export of tea should be decontrolled. Similarly, the exports of coffee suffer from fluctuating supplies. The possibility of stabilising the export quotas through the creation of a 'buffer stock' should be examined, and a larger proportion of 'plantation coffee', which yields a better price abroad, should be earmarked for exports. Exporters of marine products, too, are said to be charged exhorbitant prices for tin containers. Their

refrigeration and quality control arrangements also need to be improved. As the industry offers promising prospects, its difficulties should be looked into more minutely.

Removal Of Disincentives

Drawback Of Import And Excise Duties

The incidence of import and excise duties on typical representatives of Commodities eligible for drawback should be worked out in consultation with the representatives of the industries concerned. On the basis of such a study a tariff of drawbacks should be drawn up for all, or at least the more important, items of export. An exporter claiming a drawback would have merely to produce evidence of having exported the particular cammodity in requisite quantum and value and having received the right amount in foreign exchange. No reference to his books of account would be necessary ; and there would be no need to argue over the exact value of the imported raw material content in the exported commodity. Something in this direction is already being done ; but the scope of the scheme needs to be enlarged to cover all, or at least the more important, items of export.

Remission Of Sales Tax

Most countries in the world give remission of Sales Tax an exported goods. In India Sales Tax is a State subject ; and State Governments are highly averse to parting with their revenues. To cut through the tangles of this vexed question, the Central Government should assume the responsibility for the remission of sales tax entering into export costs ; and they may make such financial readjustments with the State Government as they deem appropriate. The method of tax remission should be a simple one. A uniform rebate of say two per cent would be a help to the export effort.

Reimbursing Authority

For the sake of convenience of exporters, the drawback of import duties, the Excise and the Sales Tax should all be given at one central point most convenient to the exporter e.g. Collector of Customs.

Other Measures

Participation In International Fairs

Indian pavilions in International Fairs are in the nature of 'grand exhibitions'. The participation is at Government level ; and Indian merchants conversant with the intricacies of their business are conspicuous by their absence. Little business has flowed from our participation, except perhaps in East European countries where buying is canalized through State agencies. International fairs are forums of being business ; then attract the world's foremost suppliers and biggest buyers. In such a setting the kind of 'Exhibition' which India generally offers does not fit in. India's policy in this regard, therefore needs to be re-oriented ; and if an adequate number of the right type of Indian exporters/merchants/producers do not come forward, India need hardly participate in international fairs at all. But Indian exporters may find the task too venturesome. Government, therefore, could assist them by bearing (i) the rent of pavilion, incidental expenses, and the cost of management, publicity, freight of exhibits to and from the destination (This is already being met) ; and (ii) a part of the travelling costs of Indian participants. Subsidization of participants in international fairs is done even by an advanced country like Germany.

The best way perhaps would be entrust the entire work of participation in International Fairs to an independent 'body'—located in a city like Bombay or Calcutta. It might consist of nominees of Government, but should largely represent the chief exporting interests and be presided over by a distinguished member of the mercantile community. The composition of the proposed agency is described in Para 76. The Directorate should be redesignated as the 'Directorate of Fairs' and duly reorganised to deal only with questions of policy.

Liaison With Indian Merchants Abroad

There are hundreds of Indian Merchants playing a prosperous business abroad for generations. Their energies should be harvessed in the service of the nation. They should be called in conference, and the Directorate of Export Promotion should be in regular consultation with the Associations of our oversea merchants. Our Embassies and Consulates should be enjoined to make a vigorous effort to establish a close liaison with the Indian Merchants residing with in their beat.

Role Of Chambers Of Commerce

The Chambers of Commerce can play an important part in export promotion. They can liaise between trade and Government ; they could keep government abreast of the happenings abroad ; then can disseminate market information vital to the trading community. Chambers of Commerce in the advanced countries have their representatives abroad ; and then supplement the work of the Trade Mission in servicing the country's foreign trade.

Tourism

India is a tourists' paradise. But tourism is not well developed in the country. It has been estimated that the country has lost over Rs. 2-1/2 crores last year,

because of shortage of acceptable accommodation and lack of air passage. The economic possibilities of tourism should be objectively assessed; and measures should be devised to obviate the difficulties which discourage potential tourists.

It is suggested that (a) steps should be taken to augment proper hotel accommodation throughout the country and to improve travel facilities for the convenience of tourists; (b) facilities for cashing of traveller's cheques should be liberalised; (c) possibility of giving tourists' discounts, as in France and U. K. may be explored; (d) Customs officials should be more helpful; (e) in order to avoid inconvenience to the tourists, the Emigration and the Customs officials should invariably board the ship along with the pilot in mid-stream as was done in the past; and all formalities should be completed before the boat touches the pier, and the tourists allowed to disembark straightaway. Liquor permits, too, should be given to them on Board; and (f) there should be also a sizeable shopping centre at each air port to attract the custom of tourists.

Rupee Payment Arrangements, State Trading, Etc.

Rupee Payment Arrangements

Much has been said for and against the 'Rupee Payment Arrangements'. There may have been an element of diversion of some of our exports, but, on the whole the 'rupee payment' countries have offered in the net a worthwhile outlet as well as a new source of supply for essential goods at a time when foreign exchange has been particularly scarce. However, fullest care should be taken to ensure that imports from these countries are limited to such goods as are essentially required for the economy; and there should be no easing of the import restrictions just because the goods are comming under a rupee arrangement.

To safeguard against undue price mark up on goods coming from rupee-payment countries, it is necessary to have adequate price data. It is proposed that a study unit be instituted in the Ministry of Commerce and Industry. It should constantly enquire, review and compare the prices of products imported from the rupee sources as well as other centres of supply. We attach great importance to the collection of this data, and feel that it could be veritable source of exchange-saving.

A review of the pattern of export trade with these countries, when made with reference to the provisions of our trade agreements with them would suggest that some of these countries are not lifting the quantities prescribed in the Agreements. We feel that the situation would be remedied if all the contracts with the rupee payment countries were registered, so that the follow of our trade could be adequately studied and, if necessary, rearranged. It is strongly recommended that all export contracts should be registerd.

Role Of S.T.C.

Since its inception in 1956, the S.T.C. has come to play a significant role in the country's foreign trade. But there is a great deal of criticism of its activities.

The S.T.C. performs some important functions and has been created as an additional organ of trade to give effect to some of the economic policies of Government.

Consistently with its objectives, the S.T.C. has also to be a self-financing organisation. We do not think that the corporation's role was intended to be confined to trade merely with the certain countries, as has often been suggested, although trading with State Organisations and 'monopolies' would have to remain its principal activity. There is, on the whole, a field in which the S.T.C. can co-exist with private enterprise.

There is perhaps some justification in the criticism that the corporation has not quite succeeded in arranging timely imports; in ensuring satisfactory procurement arrangemenis from the point of view of price and quality; in holding the price line. The S.T.C., however, works under the directives of Government. If Governments were to issue its directives to the S.T.C. utilized the services of trade more fully, with proper safeguards against profiteering and malpractices, many of the complaints against the S.T.C. would disappear. The S.T.C. should also make greater use of the Chambers and Associations in the distributive trade and notify its ceiling prices for the information of the public. Clearly, the S.T.C. need to improve its public relations which seem to have been some what neglected.

It is also necessary that all export contracts with the 'Rupee payment' countries should be registered with the S.T.C, so that the implementation of the 'trade Plans' could be watched and it could be ensured that they remain in better balance. To keep the interested public abreast of the Import-Export arrangements with the 'Rupee payment' countries, the 'trade plans' should be published.

Barter Tarde

Trade is opposed to Barter trading. But in the conditions of today, barter arrangements often become necessary. Therefore, there need be no wholesale condemnation of the system, if additionality of trade, and a fair price return, could be assured.

Miscellaneous Matters

Compulsory Exports

It will not be in the best interests to make exports compulsory by statute. Instead the better course

perhaps would be to undertake a campaign of public education to restrain consumption and to awaken the mercantile community to their responsibility to shoulder the burden of export promotion. Perhpas the leaders of Industry and Trade could be induced to levy a small voluntary cesson the product for domestic consumption as has been done by the Bicycle industry. A Similar course is capable of wider application.

Quality Control

In view of the fact that Agmark and I.S.I. seals are unacceptable to various buyers abroad, having their own specifications, we feel that compulsory quality control or pre-shipment inspection is not feasible. There would be no point in imposing Indian Standards on the foreign importer. What is necessary to ensure is that the goods exported are in accordance with the specifications prescribed in the export contract. It is suggested that the Associations of trade must organise their own 'Inspectorate' to effect quality control and pre-shipment inspection. They must impose upon themselves a code of self discipline. Offenders could be put on the black list, which should mean their debarment from receiving any incentives or consideration proposed in this report.

Directory Of Exporters

The Indian Directory of Exporters leaves much to be desired. The preparation of the 'Directory' is a specialised job; and it would be well worth seeking the assistance of an expert under the T.C.M or the German Technical Assistance Programme.

Export Risk Guarantees

In keeping with the Berne Convention, ERIC should guarantee expot risks upto a period of five years.

India will progressively become an exporter of Capital Goods and Equipment, and her 'construction Industries' are likely to play an increasingly important part in the future as earners of foreign exchange, the more so if we were to encourage the setting of 'consultation Bureaux' in collaboration with foreign enterprises, so that India may be able to supply consultative service over a large technical field. ERIC would have to guarantee, in the future, export risks of much larger dimensions. Its scope should, therefore, be enlarged. Alternatively, the export risks beyond ERIC's prescribed powers could be either guaranteed by Government or re-insured with an organisation like the L.I.C. ERIC's management, too, should be enlarged to command greater confidence in the public mind.

Staff Of C.C.I. & E.

As the fortunes of trade depend so much on prompt action, it is apt to become impatient of any delays on the part of the Import Cartrol authorities; and complaints in this behalf have been voiced everywhere. It is felt that one of the causes of delay is the shortage of Staff which seems to be fully stretched. A realistic view of the staff requirements of the C.C.I. & E. should be taken, so that the organization may be able to function more effectively and proficiently.

Some of the measures which have been proposed on the procedural side are likely to ease somewhat the burden of the C.C.I. & E.'s office. But, on the other hand, it will have to prepare and issue 'certificates of basic export performance' to exporters, preferring claims for remission of income-tax which have been proposed. Their number would be considerable. Due regard need to be paid to this aspect of C.C.I.'s work, when sanctioning his staff. The C.C.I. & E. also does not seem to be adequately equipped to meet any sudden on rush of work such as may emanate, for instance, from the signing of a new trade agreement which may tend to trigger off a series of new problems in the initial stages. The best way to cushion his difficulties would be to place at his disposal a small 'squad', under a controller, which may be used to bulldoze any pendencies or arrears in whichever section then may be.

Application Fees

If necessary, the application fees for import licences could be revised to meet the extra expenditure on the additional staff. The trade should not mind a small increase in the scale of fees, provided it could be assured of prompt disposal of their cases. The revised fee structure is given in Appendix G.

Breath Of Fresh Air

One more fact which militates against efficiency is the present lack of mobility of the C.C.I. E's staff. They are not transferable, and gain no experience even of the departments dealing with other aspects of foreign trade. The system leads to inbreeding and stagnation and creates problems of vigilance. We are afraid that a similar situation is likely to arise in the Directorate of Export Promotion which is now being strengthened if, from the very inception, a system of 'inter-change' or 'delegation' is not conceived. It will be an advantage for the C.C.I. & E. and the Directorate of Export Promotion to have a common cadre so that the members of the staff would acquire more varied experience and introduce a breath of fresh air in the organisation. An interchange of officers between the Import and Export Control the Directorate of Export Promotion and the C.B.R. would also be mutually beneficial. It could be a simple system of delegation for a tenure, on a reciprocal basis, so that the inter se seniority of officers in the various organisations would not be affected, and, at

the same time, they would acquire a more integrated experience.

Indian Trade Representatives Abroad

In the coming years the task of trade and economic promotion is going to be vitally important to the course of our economic development ; and India's trade representatives will have to play an important part in the promotion of trade. The various tasks which they will be called upon to perform have been described in para 24, at p. 49 of the Report. In a word, India's Trade Representatives will have to be at once the eyes and the ears of the business community. This is by no means an amateur's job. It requires specialized knowledge and practical training in commercial and economic work, which many of the Indian trade representatives abroad do not possess. Often they do not have even the aptitude for this type of work ; and, on the whole, the Indian business community, is none too enamoured of the performance of our accredited trade representatives abroad.

On Trade Representations abroad need to be vastly strengthened both in numbers and in the quality of personnel. It is our considered view that a greater measure of flexibility should be introduced in the staffing arrangements. The Ministry of Commerce and Industry have the primary responsibility for the maintenance and promotion of trade ; and, naturally, they should have a major voice in the selection of officers for the commercial and even consular posts. It is also felt that all Consulates and Consulates-General should function primarily as trade promotion centres ; and in selecting personnel for these posts due consideration should be given to qualifications, experience and aptitude in commerical economic matters.

India would do well to follow the British model under which the trade post's are manned partly by the Foreign Sercice personnel and partly by representatives of the Board of Trade. A pool of officers could be drawn from the Ministries of External Affairs and Commerce and Industry, including its attached offices of the Office of the Chief Controller of Imports and Exports and the Directorate of Export Promotion and to same degree from the open market. It would be a system of secondment of hand-picked officers of the two Ministries to the pool who would devote the better part of their life and energy to the promotion of economic matters overseas. The officers of the Ministry of Commerce and Industry would not, normally, be posted or promoted to the chancery ; whereas the foreign service personnal of the pool would have occasional turns of 'political' assignments, and be entitled to rise as heads of 'posts' or 'missions' in course of time. But, overall, the emphasis in the career of such officers would be on the commercial and economic aspects ; and they would be a class of 'commercially-oriented' officers of the Forign Service.

The officers of the pool should have a common cadre of inter se seniority so that then could aspire to legitimate promotion in their own turn as counsellors, Ministers, Consul-Generals or as Senior Trade Commissioners. The advantage of the proposed pool would lie in its flexibility, and in its capacity to offer a relatively large base of staff from which to draw 'oversea' officers for commercial posts. It would facilitate cross-fertilization of ideas between the home and oversea elements, and field more fruitful results.

Normally, the tenure of a commercial officer' abroad should be five years.

Our overseas officers on the commercial and economic side, need a great deal more grounding in their specialised fields ; before then leave for their posts, it should be ensured that then go well equipped to their task.

REVIEW COMMITTEE FOR SOCIOLOGY IN INDIAN UNIVERSITIES, 1961—REPORT

New Delhi, University Grants Commission, 1966, 72p.

Chairman : Prof. M. N. Srinivas,

Members : Prof. S.C. Dube ; Prof. Narmadeshwar Prasad ; Prof. I.P. Desai.

Member-Secretary : Dr. P. J. Philip.

APPOINTMENT

The Review Committee in Sociology, was appointed by the University Grants Commission in April 1961.

TERMS OF REFERENCE

The terms of reference of the Committee are as follows :

(i) To examine the standards of teaching and research in Sociology in Indian Universities ; and

(ii) To make recommendations with regard to the modernization and improvement of the course of study provided in this subject in our universities.

CONTENTS

Foreword ; Development of Sociology in India ; Existing Facilities ; Sociology as an Intellectual discipline ; Place of Sociology in Indian Universities ; The Objectives of Teaching Sociology ; Research in Sociology ; Summary of Observations and Recommendations ; Appendices from I to VI.

RECOMMENDATIONS

Sociology As An Intellectual Discipline

All societies in space and time constitute the subject matter of sociology, and the sociologist has to bring to bear a comparative approach to the study of the institutions in any one society. He has also to relate every feature of social life—economic, political, religious and legal—to the total social framework.

In recent years new and important specialisms are developing in sociology : the sociology of economic institutions, political sociology, sociology of knowledge, sociology of religion, sociology of education, sociology of law, sociology of kinship, etc. We need to train not only general sociologists but also sociologists in each of the above specialisms.

The relationship between sociology and other social sciences is one of mutual interdependence. In the analysis of various aspects of society sociologists need to take note of other disciplines such as history, economics and politics. At the same time sociological analysis of problems will provide new perspectives and insights for other scholars.

There is also a need for establishing a closer relationship between anthropology and sociology. While physical anthropology has only limited relevance to the study of sociology, the study of social anthropology is vital to the proper understanding of sociology. In universities which have strong departments of sociology, social anthropology should be developed within their fold. Similarly, in universities with sociologically-oriented departments of social anthropology, studies in sociology could be initiated with great advantage.

It is necessary to distinguish between sociology and social work. Social work is action-oriented and social work departments have to establish contracts with a variety of organisation for giving proper training to their student. In addition, involvement in social work produces an attitude of mind which may not be conductive to the development of sociology as an intellectual discipline which has as its aim the scientific understanding of the nature of human societies. A knowledge of sociology is, however, indispensable to social work both at the preparatory and research levels.

It would be desirable to have a combined honours course in the social sciences on the model of the Oxford PPE course. This would give the future social scientists, administrators and teachers a proper understanding of the close relationship between the different facets of social life.

Place Of Sociology In Indian Universities

There is at present a certain lack of uniformity in the content of courses, the number of prescribed papers and the core-compulsory and non-corepapers in sociology offered in the universities. It is necessary to give thought to the problem of bringing about some uniformity in the content and pattern of the courses while at the same time respecting the individuality of each department.

While it would not doubt be useful for the student to be familiar with the programmes followed in other countries at the undergraduate and postgraduate levels, the courses of study in our universities have to be organized to suit our own conditions and requirements. Sociological studies in the country have to be related to the social environment around the student.

Objectives Of Teaching Sociology

The intimate relation between sociological theory and empirical work must be brought home to the student at every stage. This will involve giving the student a certain amount of familiarity with social and political theory. These facts have to be borne in mind when framing syllabuses.

An empirical bias to the teaching of sociology can be imparted in several ways. Firstly, the papers at different levels may include the study of actual institutions such as marriage, family, class, caste and religion, particularly in papers relating to Indian Social Institutions and Social Change. Secondly, the student should be made to realise the importance of field work for the study of social institutions. It may not be possible to have field work at the B. A. (Pass) or (Honours) level. It is nevertheless necessary to ensure that there are some practical exercises at the B. A. (Honours) and the students are asked to collect censuses, describe elections, weddings, etc. It is necessary to have a paper on Field Work Methods and Techniques at the M. A. level, and it is desirable that students base their doctoral dissertations on field-research.

At the B. A. Pass or general level students may offer

only two or three papers in sociology as part of a 'liberal' education. The following papers are recommended :

(a) Elementary Sociology.
(b) Indian Social Institutions.
(c) Social Change.

The B. A. Honours course should also include these papers but they should be taught at a more advanced level. In addition, there ought to be a paper on Social Structure and Social Stratification, and a paper on Techniques and Methods of Research. Regarding 'non-core' papers, each department should have the freedom to choose them according to the specialisation of staff members. Some of the subjects which may be considered in this connection are : Social Psychology, Sociology of Kinship, Sociology of Religion, Sociology of Political Institutions, Sociology of Economic Institutions, Educational Sociology, Sociology of law, and the Sociological Study of a period in Indian History.

At the M. A. level there is usually a provisions for offering a dissertation in lieu of one of the optional papers. If dissertation are to be introduced at the M. A. level, they ought to be confined to those students who have passed B. A. honours with sociology obtaining at least high second class marks. The dissertations should not involve field-work as field work cannot be satisfactorily carried out while studying seven papers for the M. A. course. Facilities for field-work by M. A. students are also lacking in most sociology departments.

Research in Sociology

It may be desirable to introduce an intermediary degree, M. Litt., between M. A. and Ph. D. which will serve both as a terminal point and also as a preparation for the Ph. D. The M. Litt. course should consist of a dissertation and it may also include two or three papers. Where papers are part of the M. Litt. course, they will be used to deepen the student's grasp of theory enlarge his acquaintance with the problems of area etc. The dissertation should be between 100 to 150 pages. Candidates successful in the M. Litt. course should have no difficulty in obtaining the Ph. D. after two or three years of work. M. Litt. will prevent wastage at the Ph. D.

Only candidates with suitable qualifications, temperament and motivation should be registered for the Ph. D. degree. All registrations should be provisional in the first instance, and registrations should be confirmed or cancelled after a year depending on the progress shown by the student.

As research is a whole-time activity, it needs the full-time attention and devotion of the research scholar. Students should stay at the university while they are studying for the Ph. D. and meet their supervisors as frequently as they are required to do so. They should be allowed to remain absent from the university only if the nature of their research work necessitates this. Similarly, the tendency of Ph. D. students to take up jobs while they are working at their theses should be firmly discouraged. However, regular attendance and presence at the place of research may not be insisted upon in the case of teachers in the affiliated colleges and university departments but even they should be required to meet their supervisors at regular intervals.

Every university should impose a ceiling on the number of Ph. D. students that a teacher may guide. A teacher may take about three-four candidates and in no case should the ceiling exceed 10 students.

The recognition of a teacher for research guidance should not be automatic. The teacher's academic qualifications should be such as to enable him to be a supervisor. It would be good if each faculty has a committee of senior scholars to decide whether a teacher is qualified to guide Ph. D. students.

The Ph. D. degree should be awarded only when all the examiners appointed to evaluate the thesis unanimously agree that the candidate merits the award of the degree. The candidate should also be examined by means of a viva voce test.

Funds should be made available for the publication of approved theses, and also for encouraging research in the fundamental aspects of the subject which are at present being somewhat neglected.

Pursuit Of Excellence

Teachers should be enabled to take a term or two off from teaching in order to carry out research and to write up its results. The teacher-student ratios in departments of sociology will have to be favourable enough to enable teachers to do field-work. Block grants will perhaps be necessary for every department of sociology for carrying out field-work. The work of a department should be so arranged that the head's time is not taken up in administration and committee work. Administrative duties should be shared by all the teachers in the department and university rules should permit delegation and decentralization.

A few good departments in the country should be developed as centres of advanced study and be assisted liberally. To begin with, the programme should include the setting up of six centres, each with a different focus. These should be for sociological theory rural studies, urban studies, social change (including planning and development) methodology and communications.

PANEL FOR SCIENCE LABORATORIES AND EQUIPMENT HIGH/HIGHER SECONDARY SCHOOLS, 1961—REPORT

New Delhi, Committee on Plan Projects, 1962. 42p., 1 Chart

Chairman : Dr. K.N. Mathur.
Members : Shri S.K. Sen; Smt. S. Doraiswami; Shri M.H. Pandya; Shri G. Baderia; Shri G.S. Barotia (replaced by Shri Rajendra; Prasad); Shri T.P. Singh; Shri B.K. Ishrish.
Member-Secretary : Shri Jagadish Singh.

APPOINTMENT

At the instance of Delhi Administration a panel for Delhi Higher Secondary School Buildings was set up by the committee on Plan Projects in June, 1960. The panel studied in detail the building requirements of higher secondary schools as suggested by the Education Department, Delhi, keeping in view particularly the specific needs of the comprehensive syllabus prescribed by the Board of Higher Secondary Education. The Government School Buildings constructed, heretofore, were meant for high school classes where the syllabus was not as extensive and the existing buildings could not, therefore, meet the need of the higher secondary syllabus. Besides, working out the details of the instructional, administrative and ancilliary accommodation required in a higher secondary school, the Panel made a study of the needs of laboratories and their furniture and fittings, keeping in view the special needs of the higher secondary syllabus.

The report on Delhi School Buildings embodying these recommendations was circulated to the State Governments who evinced great interest in the norms laid down in the report. The Government of Mysore held a Seminar on School Buildings. At their request the Committee on Plan Projects deputed two of their representatives to participate in the deliberations. The norms laid down by this Panel were accepted at this Seminar. Bihar Government also set up a "Committee for Secondary School Buildings" to examine the question of construction of buildings and laboratories for high/higher secondary schools/multipurpose school especially with a view to reducing construction cost while ensuring adequate accommodation.

Since the scope of study of this Panel was restricted to the special requirements of higher secondary schools in Delhi, it was felt desirable to make a more comprehensive and extensive study to lay down norms and standards for science laboratories and equipment for high/higher secondary schools at an all India level. This was considered all the more necessary since the number of higher secondary schools by the end of the Third Plan is expected to rise to 6,390 from 3,121 at the end of the Second Plan. The Third Plan also gives special importance to science education. In addition to providing general science in all the secondary schools as a compulsory subject more than 9,500 out of 21,800 secondary schools are to have science as an elective subject.

Accordingly, a broad based and composite Panel for Science Laboratories and Equipment was set up. The Panel was constituted in May, 1961.

TERMS OF REFERENCE

The terms of reference of the Panel were as follows :

(i) To fix norms and to suggest lay-outs for science laboratories for Physics, Chemistry, Biology and Home Science in High/Higher Secondary Schools;

(ii) To suggest standard sets of equipment and apparatus both for practical work and demonstration for all the various laboratories;

(iii) To lay down specifications and standards for equipment and apparatus and suggest procedure for quality control.

(iv) To suggest simplification of procedure for allotment of funds and procurement of equipment, etc.;

(v) To examine the possibilities of having a centralised agency for the manufacture and procurement of science equipment.

(vi) To consider the possibilities for simplification of method of work in the laboratories.

CONTENTS

Introductory; Planning of Laboratories; Equipment and Apparatus; Other Recommendations; Appendix I List of Equipment and Apparatus; Appendix II-Layout Plans.

RECOMMENDATIONS

Planning Of Laboratories

Basic Requirements

Since the main function of a laboratory is to impart scientific education in an efficient way, its design should,

therefore, be based on functional requirements. In determining the total area for a laboratory, the following factors were taken into consideration :

(a) The number of pupils working at a time.

(b) The minimum space necessary for each pupil for comfortable work, taking into account the subject of study and the prescribed syllabus.

(c) The necessity for providing some flexibility in the accommodation to give an opportunity to the teachers to regroup the classes so that demonstration experiments could be carried out conveniently with the participation of the pupils. This will also allow for changes in syllabus that may be necessary to keep pace with scientific progress.

(d) Ancillary accommodation such as :

(i) Room far storage of equipment and apparatus;

(ii) Dark-room, for certain experiments,

(iii) Balance room for chemistry laboratory, and

(iv) Room for a gas plant.

(e) Special provision necessary for certain laboratories such as fume cupboards for Chemistry, museums for Biology, kitchen and wash rooms for Home Science, etc.

Function Planning

Location Of Laboratorie

The Panel considers that in the interest of economical distribution of layout and services, it would be advisable to locate the laboratories for Chemistry and Home Science on the ground floor and those for Physics and Biology on the first floor over these laboratories if the school buildings have a double-storeyed structure. For a single-storeyed structure, the grouping of Home Science with Chemistry and of Biology with Physics may still be kept intact. Both Chemistry and Home Science laboratories require special layouts for water and drainage which will be best arranged if they are both on the ground floor and adjacent to each other.

Laboratory Space

Keeping in view the requirements described above the Panel reconsidered the sizes of laboratories and of the various items of furniture as also the total space recommended in various reports* published on the subject. The Panel is of the view that all the four laboratories, viz., Physics, Chemistry, Biology and Home Science could be of the same size i.e., 10.0 m × 6.0m. =60 sq. m (32 ft ×20 ft =640 sq. ft) with a space of 6.0 m×3.7m=22.2 sq. m. (20 ft. × 12 ft.=240 sq. ft) provided for ancillaries for each laboratory. The Panel feels that the space requirement of 60 sq. m. for a batch of 24 students is the minimum that could be recommended for each laboratory. In making this recommendation the Panel has given considerable thought to the operational requirements in each laboratory and paid visits to several institutions with a view to find how best the economy of construction could be combined with efficiency, texibility, practical layout of workables, movement of supervising staff, layout of water and gas lines, etc. The Panel has even considered factors like proper placement of doors and windows and standardisation of layouts of electricity and gas fittings in the most economical way possible in addition to preserving interchangeability and structural economy as mentioned before.

Laboratory Lighting

The factor of light, apart from affecting visual and physical comfort of students, involves the question of economy also in respect of the size and type of windows and of the disposition of light fittings. The chief purpose of lighting is to provide comfortable visual observation for laboratory work and the conservation of the vision of the young workers. It is desirable to make maximum use of day-light by proper location of doors, windows and sky-lights. Windows are best placed at a standard still height of 1.2 m (4 ft) from the finished floor level, as this would give a good distribution of light over the work tables whose hight may very between 85 cm. and 90 cm. (2 ft 9 in. and 3 ft). The save on capital as well as recurring expenses artificial lighting needs to be provided only for occasional work, for instance during certain hours in winter in monsoon months. Windows and doors should be so disposed as to provide as evenly distributed illumination as possible. A window are of 20 per cent of the floor area is considered to be adequate for general laboratory work. In terms of lumens, the amount of day light illumination of the order of 15 to 20 lumens per sq. ft. is considered to be adequate. The following reflectance standards are recommended for obtaining a desirable brightness level inside the laboratories :

Ceilings : 85 per cent of the total amount of light received by the surface.

Walls : 60 per cent of the total amount of light received by the surface.

Floors : 15 to 30 per cent of the total amount of light received by the surface.

Light and colour are closely inter-related so that in determining a suitable colour scheme inside the laboratory, the reflectance value should always be taken into account. While is not considered suitable for laboratory walls as it causes glare and shows dirt very prominently. Light cream or silver gray may be preferable.

Laboratory Services

We recommend the provision of services in the various laboratories as follows :

1. Physics Laboratory

(a) Power points (230 volts, single phase, 10 amps) :

(i) Two each on the two side walls.

(ii) One in dark room for exhaust fan.

(iii) One on demonstration table.

(iv) One for charging batteries.

(b) Plug points from light circuit (230 volts, single phase, 5 amps) :

(i) Two points distributed in the laboratory.

(ii) Four points in dark room.

(c) Gas supply :

(i) One gas tap on the demonstration table.

(ii) Three two way gas taps on the three tables on one side (to be fixed underneath the tables with connecting tubes for using the tap on the tables).

(d) Water supply :

(i) One tap with a sink on demonstration table.

(ii) Two taps with sink for general use, one in the laboratory and one in store-cum-preparation room.

2. Chemistry Laboratory : (a) Power Points (230 volts, single phase, 10 amps.).

(i) Two points for two exhaust fans.

(ii) Four points evenly spaced in the laboratory.

(iii) One Point on demonstration table.

(iv) One point in the preparation room.

(b) Gas Supply** :

(i) Two 2-way gas taps for each work table.

(ii) One 2-way tap on demonstration table.

(iii) One tap in the preparation room.

(c) Water Supply :

(i) Two taps to each work table with a common sink.

(ii) One tap for demonstration table with sink.

(iii) One tap for preparation room with sink.

3. Biology Laboratoy : (a) Power Point (230 volts, single phase, 5 amps) : One power point on demonstration table.

(b) Plug point from light circuit (230 volts, single phase, 5 amps.). One on demonstration table.

(c) Light point : One to each table (for microscopic work), if necessary.

(d) Water Supply :

(i) Two taps with sinks at work tables as indicated in the plan.

(ii) One tap on the demonstration table with sink.

(iii) One tap in preparation room with sink.

4. Home Science Laboratory : (a) Power points (230 volts, single phase, 10 amps.) :

(i) Two for electric irons.

(ii) Two for electric hot plates.

(iii) One extra point.

(b) Gas Supply***

Four gas taps suitably placed in the laboratory and the kitchen.

Laboratory Furniture

Work table is the most important item of furniture and needs careful consideration. The size and design of this not only affects the size of the laboratory but has a bearing on cost. The Panel, therefore, considered this in detail in arriving at optimum standards.

Studies and serveys carried out by the Panel revealed considerable variation in the size and design of laboratory tables, for example, it is usual in the U.K. and U.S.A. to provide table surface area ranging from five to 15 sq. ft. per students while in the laboratories visited by the Panel the average varies between four-and-a-half and eight sq. ft. The Panel, after careful consideration of the functional requirements, now makes the following recommendations :

1. Size of the work table need not be the same for all the four laboratories since the work carried out differes in each case.

2. Work tables in the Physics, Chemistry and Home Science laboratories and need not have drawers or closed cupboards. Biology tables, however, may preferably be provided with drawers. In Physics laboratory the work tables may be provided with 2 feet. wide intermediate shelves about one foot above the floor level.

3. Provision for tables should be made for 24 students in each laboratory.

4. Sizes of work tables should preferably be as follows :

Physics (for a group of four students) :

1.8 m×1.1 m×90 cm (6 ft—0 inch×3 ft—6 inch× 3ft.—0 inch) with a plain top and an intermediate shelf placed about 1 foot from the floor level.

Chemistry (for a group of four students) :

1.8 m×1.1.m×85cm (6 ft—0 inch×3 ft—6 inch× 2 ft—9 inch) with acid resistant top, with one sink in the middle having two taps and two reagent bottle racks on either side of the sink. These racks should be 60 cm×20 cm×45 cm (2 ft—0 inch×8 inch×1 ft—6 inch) with intermediate tiers and should be constructed as separate pieces from the main table while capable of

* Report on Delhi School Buildings, Committee on Plan Projects, Planning Commission, 1960. Planning Higher Secondary School Buildings, National Buildings Organisation, Ministry of Works, Housing & Supply 1961. Planning Schools for India, Ministry of Education, 1959.

** Care should be taken in selecting good quality gas taps as some of the cheaper makes start leaking very soon.

*** Where gas supply is not available, non-pressure type safety stores may be substituted. Use of petrol gas plant is, however, recommended.

being screwed on the tops.

Biology: General work tables 1.8 m×1.1 m×85 cm (6 ft×3 inch-6 inch×2 ft—9 inch) with two sinks, one at each end, for dissection. Side tables of size 2.0m×50cm×85cm (6 ft—6 inch×1 ft—8 inch×2 ft—9 inch) to be placed against walls and close to windows for microscopic work. These tables will have drawers and small cupboards below allowing sufficient space between cupboards as leg room.

Home Science: Suitable number of tables for :

(a) **Cooking**—50 cm wide×80 cm high×length to suit the wall length (1 ft—8 inch×2 ft—6 inch) ;

(b) **Sewing Machines**—dimensions according to requirements ; and

(c) **General Purposes**—1.8 m×90cm×80 cm. (6ft—0 inch×3 ft—0 inch×2 ft—6 inch).

In addition to the above furniture, all the laboratories, except Home Science; should have a demonstration table 2.5 m×80 cm×90 cm (8 ft—0 inch×2 ft—6 inch×3 ft—0 inch) with a sink at one end. A chalk board should be provided on the wall.

The laboratories should also have, in addition, soft pinning boards and wall show cases as indicated in typical lay-outs appended.

As for the material for furniture, the Panel feels that looking to the present conditions, timber is the most economical and easily available material in various parts of the country although steel facilities lighter and neat-looking construction.

Note: For sketch designs of Physics & Chemistry tables, the Report on Delhi School Buildings may be referred to.

Ancillary Accommodation

The Pannel has noticed that in most laboratories ancillary accommodation such as storage and balance room is often not provided or is grossly inadequate. It is, therefore, strongly recommended that such accommodation must form an essential part of the laboratory itself and should be well planned in the same manner as the laboratory.

The Panel recommends the following standards for each laboratory :

1. **Physics** : (a) Dark room : 3.7m×2.7m=9.99 sq.m. (12 ft—0 inch×9 ft-0 inch=108 sq. ft)

(b) **Store-cum-Preparation room**: 3.7m×3.3m=12.21 sq.m (12 ft—0 inch×11 ft-0 inch=132 sq. ft).

2. **Chemistry**: (a) Balance room : 3.7m×2.7m=9.99 sq.m (12 ft-0 inch×9 ft—0 inch=108 sq.ft).

(b) Store-cum-preparation room : 3.7 m× 3.3m=12.21 sq.m (12 ft×11 ft=132 sq.ft).

3. **Biology** : (a) Museum-cum-preparation room : 3,7m×3.3m=12.21 sq.m (12 ft×11 ft=132 sq.ft).

(b) Store room 3.7 m+2.7 m=9.99 sq.m. (12 ft×9 ft.=108 sq. ft).

4. **Home Science** : (a) Kitchenette-cum-preparation room : 3 7m×3.3m=12.21 sq.m. (12 ft×11 ft=132 sq. ft).

(b) Store room : 3.7m×2.7m=9.99 sq.m. (12 ft×9 ft =108 sq. ft).

The Panel considers that there is no necessity of providing spacious store rooms for keeping stores and equipment. A comparative smaller room, with well-designed shelving carried up to the celling, can provide enough storing space for the purpose. For reasons of economy and durability shelves and ledges of precast concrete type are recommended. Where, however, a store is used as a preparation room, a portion of the bottom shelf may have shutters forming lockable cupboards.

Height of Laboratories

This aspect, though not vital from the point of view educational requirements, is very important from the point of view of economy in construction. A height of the order of 12.14 and even 16 feet is quite common in our country especially for public buildings in hot and dry regions. This can be conveniently reduced. The Panel, therefore, considers that a height of 3 3m (11 ft) may be adequate. This will permit required depth of structural beams as well as sufficient room for fan and light fixtures.

Equipment and Apparatus

Equipment and Apparatus in Science Laboratories: The Board of Higher Secondary Education, Delhi, (now designated as the Central Board of Secondary Education) had drawn up a detailed list of equipment for Physics, Chemistry, Biology and Home Science Laboratories. The schools have, therefore, been guided by this list for placing orders for the quipment required by them for each laboratory. This list was recently revised by the Board. A list of apparatus and equipment was also drawn at a "Workshop" organised by the Directorate of Education, Delhi in May 1962. The Panel made a detailed study of these lists. Besides, the list of equipment, actually available for each of the four science subjects in a few representative schools of Delhi, were also prepared. Discussions were held with the science teachers and principals of several schools. As a result of the data collected from all those sources and the subsequent discussions in several meetings, the Pannel prepared its own list of apparaturs and equipment for various laboratories.

The Panel made a detailed study of the cost involved in equipping the various laboratories. It was, however, not possible to arrive at correct figures in view of the varying prices given by the schools as also by the firms. Another factor which proved a handicap in making correct estimates of the cost was the availability of different makes of the same apparatus at highly divergent prices. For purpose of our study, we took into account the prices given by the "workshop" mentioned above. As explained in subsequent paragraphs, the Panel decided to recommend that the procurement of equipment and apparatus for a school which was to introduce science subjects afresh may be spread over a period of three to four years. In the case of a school which is already imparting instruction in these subjects, the requirements will vary with reference to the available equipment and need for future development within the limits of the Panel's list.

An effort has been made to reconcile the apparently conflicting aims of economy and efficiency in equipping science laboratories. In order to obviate the necessity of incurring heavy expenditure in the initial stages for which there may not be adequate financial provision, the items have been grouped separately as "essential", "desirable" and "supplementary" indicated in the note to the list.

Other Recommendations

The Panel's datailed recommendations about the first two items of the Terms of Reference have been given in earlier chapters. The panel gave considerable thought to the remaining four items and makes the following recommendations ad seriatum :

Laying Down Specification and Standards for Equipment and Apparatus and Procedure for Quality Control. The Panel feels that the laying down of specifications and standards for equipment and apparatus will greatly improve the quality of instruments at present being supplied to schools and recommends that the necessity for Standards Institution and the Central Scientific Instruments Organisation with the request that they may expedite the laying down of standards of atleast those items of science apparatus which are already being manufactured in the country.

Procedure for Allotment of Funds and Procurement of Equipment: The Panel very strongly recommends that the allotment of funds, both capital and recurring, should be made as early as possible so that the funds could be utilised before the end of the financial year. It has been brought the notice of the Panel by several manufacturers that orders are usually placed with them so late in the year that they find considerable difficulty in supplying the articles in time. The Panel was made aware that many suppliers take advantage of the delay by dumping the worst quality materials at the very fag end of the financial year, and the school authorities could only reject the supplies at the resk of losing the grants. The Panel strongly recommends that the schools should be given the allotted grants before they close for the summer vacation and they should be instructed to place the orders for equipment before the schools re-open. Staps should then be taken for obtaining the equipment soon after the reopening of the schools.

Possibility of having a Centralised Agency for the Manufacture and Procurement of Scientific Equipment: The Panel feels that, since a large number of firms are already engaged in the manufacture of scientific instruments, there is no necessity for a centralised agency for their manufacture. The procurement of science equipment, however, can be improved considerably if, for the new schools, package units, conforming to the prescribed equipment, were available to the schools by bulk purchases made through a quitable agency. It has come to the notice of the Panel that most of the Government purchasing agencies have to accept the lowest tenders according to the established procedure. This has led to deterioration in the quality by manufactures. The procedure of bying on the lowest tender needs to be replaced by a more rational system whereby producers of quality goods may get an equitable proce for their product. Where standards are available, purchases should be made strictly in accordance with the Indian Standards Institution standards or any other available standards.

Simplification of Methods of Work in the Laboratories: The Panel feels that, at present, there is considerable over-simplification of practical work. In most science laboratories only one teacher is available. With 20 to 24 students working at a time and trying to complete an experiment within a period of about 80 to 90 minutes the teacher is hardly able to do justice to the personal requirements of the pupils The possibility of providing two demonstrators in each class deserves to be fully explore. It is also recommended that, wherever possible, full use should made of the laboratory during the working hours and the possibility of two or more schools collaborating in practical work may be kept in view. If this is possible the number of science teaching laboratories will not have to be increased in the same proportion as the number of schools.

STUDY TEAM FOR SELECTED EDUCATIONAL SCHEMES, 1961—REPORT

New Delhi, Committee on Plan Projects, 1964. 206p.

Leader : Shri B. N. Jha.
Members : Shri K. L. Joshi; Prof. T. K. N. Menon ; Shri I. N. Menon.
Member-Secretary : Shri Jagdish Singh.

APPOINTMENT

The expansion of education in compliance with the constitutional directive for free and compulsory education has brought in its wake several broblems. One of these is the provisions of adequate number of properly trained teachers at various levels of education. The Committee on Plan Projects in the Planning Commission, which has been organising studies in various fields, therefore, with the concurrence of the Planning Commission and the Ministry of Education, set up a Study Team for Selected Educational Schemes in May, 1961, and entrusted to it the detailed examination inter-alia, of the programmes relating to teacher training at various levels.

TERMS OF REFERENCE

The terms of Reference of the Study Team were as follows :

(a) To enquire into and report on the present position of various types of programmes undertaken at the Centre and in the States in the following Sectors of Education :

(i) Teacher Trainings.
(ii) Social Education; and
(iii) Rural Institute.

(b) Make suggestions on any aspects of the programme with a view to :

(i) Effecting economy and efficiency in the utilisation of resources; and
(ii) Expediting the working of the programmes.

(c) The teacher training programmes may be studied particularly from the point of view of the requirements for :

(i) Enforcement of compulsory education for the age-group six to 11;
(ii) Expansion of Middle/Junior, High/Senior basic education for the age-group 11-16; and
(iii) Expansion of secondary education.

(d) In addition, to make such recommendation for improvement as may be relevant to the success of the programmes referred to above.

For assisting the Team in detailed studies, a Panel of experts, with the undermentioned composition was constituted :

Chairman : Shri B. N. Jha.
Members : Shri K. L. Joshi; Prof. T. K. N. Menon; Shri J. P. Naik; Dr. R. K. Singh; Dr. S. N. Jha; Miss G. R. Samuel; Shri P. L. Shrimali; Shri S. R. Chaturvedi; and Shri B. D. Srivastava.
Member-Secretary : Shri Jagdish Singh.

Shri B. N. Jha, Leader of the Education Team died on April 13, 1964. So the entire responsibility for revising the Report in the light of the comments of the State Governments and Union Ministry of Education, fell on Shri K. L. Joshi.

CONTENTS

Introduction; Objectives of Teacher Education and Trends of Development; Procedure and Preparation; Present Position; Some Aspects of Teacher Education; Problems of Teacher Education; Teacher Education—Suggestions for Administration and Organisation Summary of Conclusions and Recommendations; Appendices from I to XXVI.

RECOMMENDATIONS

Objectives of Teacher Education and Trends of Development

Modern education aims at the education of the whole person. So every teacher should have a deep knowledge and understanding of children and skill in applying that knowledge and understanding.

Overwhelming majority of men and women can only become good teachers if the training programme is built on a sound foundation of theoretical knowledge and supervised practice.

The problem is to examine whether the required number of teachers during the Plans is being properly trained in institutions established for the purpose, keeping in view both economy in training programmes and efficiency among men and women trained.

The following points need to be included in a programme of teacher training ;

(i) To enable the trainees to require the skills and techniques needed to teach young children with the help of modern knowledge of child psychology and methods of teaching ;

(ii) To inculcate in the educants the ideals of accepted behaviour patterns of the society in which they live and whose purposes they serve ; and

(iii) To develop in the teacher trainee certain attitudes, values and interests in conformity with the ideals of democracy and our developing economy.

The following are the recent trends in Teacher Training Programme :

(i) Entrance qualification for primary teacher is being raised to a pass in matriculation or equivalent ;

(ii) Training schools have increased to 1,358 and training colleges to 216 in 1960-61 ;

(iii) More women students are seeking admission to training institutions ;

(iv) Financial allocation for teacher education is not being proportionately increased through plans ;

(v) The question of teachers' salaries cannot be dissociated from the question of training programmes ; and

(vi) Separation between elementary and secondary teacher education has led to a lack of participation of professional persons in the same objectives of teacher education.

Procedure and Preparation

There were in 1960 61, 1,358 training schools and 216 training colleges whose working and effectiveness have been assessed in this study.

Programmes of training in each State have been summarised in the heading under Present Position.

It is not intended to cover the ground already cleared in certain studies examined by the Committee.

It seems to us that while making financial allocations through the Plan, sufficient attention to adequate staff, building, equipment, etc., has not been paid.

State Departments of Education have not been able to supervise and control this programme with efficiency needed in relation to the immensity of the task.

Appendix IX indicates that in primary schools, non-matriculate teachers have been decreasing from 78 to 71 per cent and matriculate teachers rising from 22 to 29 per cent. In middle schools, the non-matriculate teachers are about 45 per cent and matriculates and graduate 55 per cent.

In 1957-58, in secondary schools, 48 per cent were graduate teachers 52 per cent non-graduate teachers.

During the last 10 years, recommendations of the Secondary Education Commission in regard to the Teacher Training Programmes have not been implemented fully probably because of financial limitations.

Report of a study by an International Team made certain recommendations which have been partially implemented but even now a dynamic approach to improve the existing institutions has yet to be made.

The supply of trained teachers for elementary schools is not related to the actual requirements

Location of training institutions is more fortuitous than planned.

There is no uniformity of courses for training of primary teachers in different States and the old traditions of admitting students after the middle school education continue in a number of States.

Physical facilities in majority of training schools are lacking.

Present Position

There is confusion of nomenclature in respect of training institutions. One suggestion is that the training schools for primary teachers be described as Junior Training Colleges. In this document the current terms 'training schools' and 'training colleges' have been employed.

In estimating teacher requirements, if qualitative improvement is taken into consideration, more trained teachers will be required at all stages.

Appendix XX, giving financial provision over the Plans for training programmes, indicates that provision in different States is not necessarily related to the requirement of teacher training programme in the States concerned.

Appendices XIII (a), (b) and (c) indicate various types of training and while training courses in the colleges indicate certain uniform practices, the variety of training courses at the training schools level cannot be reduced to uniform pattern.

The objectives of T.D. courses as obtained in States of Gujarat and Maharashtra conducted by colleges affiliated to universities are commended to other universities from the point of view of supply of middle school teachers.

A study of special courses in teacher's training for specialised teachers should be undertaken by a committee of experts to examine in details the objectives of such courses and syllabus or curriculum as well as the duration. They would be in a position to examine how some of these courses are outmoded and could be eliminated and other could be properly combined in useful and effective courses.

We generally observed that women's training institutions showed a high morale compared with the institutions for men.

We recommend coeducational pattern for training colleges from the point of view of administrative eco-

nomy and tone of efficiency.

Current practice of separate training schools for men and women may continue along with coeducational institutions.

In the Second and Third Plans, financial provisions for teacher training programme in terms of percentage of the total amount provided for general education indicates lack of progress.

Some Aspects of Teacher Training

We recommend that universities should take interest in the appointment of staff to the training colleges.

To staff training schools, teachers drawn from secondary schools are not suitable and, therefore, they should go through an orientation course of at least two three months to make themselves familiar with the problems of the primary schools.

Scales of pay of teachers in the training colleges should be same as recommended by the University Grants Commission for teacher in Colleges of Arts and Science.

We recommend that State Governments may consider giving teachers of secondary schools appointed to training schools either a special allowance for working as Lecturers in the training schools or some other incentive.

The whole question of staff, salaries, conditions of service will need to be examined by different State Governments in relation to other salaries for similar type of work.

In majority of teacher training institutions the problem of selection does not appear to be a serious one.

We found that in some training institutions there was shortage of candidates and the intake capacity was not fully utilised. While in others there was a much larger number of applicants than the capacity.

Certain selection methods are commonly used in institutions where selection from among the applicants is necessary.

Departmental candidates are selected by the Directors of Education in Government institutions and the number of deputed teachers form a considerable majority as compared to freshers, for whom the choice of selection has to be exercised.

Appendix VII indicates data about variations in the methods employed in selection procedures, quality of trainees and the number of trainees.

There is an urgent need for evolving a suitable and objective set of measures of assessment for selection of trainees. Minimum standards have to be established for admission to training institutions whether the number of applicants is more than the capacity or less.

For teachers with set habits, above the age of 35 or with an experience of more than seven years of teaching, other methods of training included in in-service training programmes should be employed.

In selecting candidates, the following criteria, with suitable modifications, may be found helpful :

(i) Past achievements and academic records of the candidates ;

(ii) Results obtained by the candidates in aptitude test ; and

(iii) Interview by a selection committee.

There is a wide gap between what the training institutions produce and what is required in a school.

In the course of studies prescribed, quite a lot of dead wood appears to have been collected and needs to be cleared through a new approach.

Statements of aims and objectives in relation to prescribed syllabi will be found helpful.

There was a general complaint of heavy burden on the students in the prescribed courses of theory and practice.

Appendix XVI gives various courses in methodology. However, the choice of students is not related very often to the requirement of the subject teachers in the schools.

We would recommend about 30 lessons, i.e., 15 each in two school subjects as the optimum for the purpose of practice teaching.

The practical training should also include attendance at demonstration lessons given by masters of methods and other outstanding teachers, observation of lessons, delivering criticism lessons, working on educational projects, preparation of teaching aids, etc.

All practice teaching lessons should be planned under guidance, given under supervision and discussed later by the supervisor.

Appendix XVII indicates allocation of marks for theory and practice.

A moderate and balanced contribution can be struck (in examination of the trainees) by placing proper weightage on internal assessment and checking up by external examiners in a greater proportion. An informal interview of a few minutes for the trainees by the internal and external examiners can also be very useful, in having a proper and balanced estimate of the trainees capabilities.

The details of any proper evaluation and weightage in marks and also in the system of examination in practice teaching, in our opinion should require a review by academic bodies.

In the case of primary teacher training institutions, a suty included in the report (Education of Primary Teachers in India, 1961) bring out wide differences in quality and load of the syllabi from State to State.

We feel that different types of experiments in training programmes have to be encouraged and we commend the Kurukshetra experiment and the experiment of the four Regional Colleges being established by the

Ministry of Education under the National Council of Eductional Research and Training.

We notice that institutions with higher enrolment reduce the cost per capita without endangering the examination results or efficiency of training.

Large-sized institutions are found in some of the advanced countries and we have examined the advantages of such institutions which showed that an academic atmosphere could be established in the campus of such an institution without difficulty. A small training school or college may be educationally ineffective and costly. McNair Report says, "We doubt whether a college of much less than 200 is capable of being staffed, equipped and organised, both efficiently and economically."

Standardised cost pattern for recurring and non-recurring expenditure in the case of training schools or training colleges has to be evolved.

Appendices XXII (a) and (b) summarising cost patterns of institutions in different States indicate interesting variations.

Appendices XXIV (a) and (b) indicate the wide range of pattern of expenditure and lack of uniform models for training institutions.

It is recommended that an estimate of financial provision for different types of training programmes, including those of correspondence courses, evening and vacation courses should be done by an Experts Committee which should take into account suggestions made by the Association of Training Colleges in India.

We had complaints from all concerned regarding non-avilability of text-books for teachers and trainees.

Lack of hand-books leads students to a state of despair and they depend on teachers who employ the method of dictation of notes which they themselves will discard as a method of teaching.

The publication of suitable text-books in Indian languages has to be undertaken on a national scale.

In training schools the use of modern teaching aids has to be very much encouraged.

Facilities of workshops and those for craft training have to be provided in a much greater measure in the training institutions.

Recommendations made by the Working Group of the All India Association of Training Colleges in regard to provision of library facilities should be considered.

Certain training schools and training colleges are attached to high schools of Arts and Science Colleges. We suggest that this arrangement might continue provided the staff requirements are properly met and other physical facilities are made available.

In the case of postgraduate studies and research in education, we have noted disturbing variation and constant deterioration in the practices relating to admission, choice of courses of study and also in the quality of research work required of students.

Teacher education at postgraduate and research level did not always attract the type of students who had either facilities or the capacity to attack research problems in education.

The best minds should be induced to take up research in education and this could be achieved by taking not only those who have done the B. Ed. degree at the graduate level but also others who have done either a good degree in humanities or science. For the latter, a course of slightly longer duration may be desirable.

Extention centres and units in training programmes have given a new lead in teacher education and they will soon cover a very large number of secondary schools in the country.

Extension programme is proposed to be introduced through training schools in elementary schools. The experiment will be watched with interest.

Problems Of Teacher Education

Dimension of the problem of teacher training in terms of numbers is formidable as it includes the training of additional teachers required for expansion of school educational facilities, the backlog of untrained teachers and replacement.

Advancement in training of teachers has proceeded in India, as in other countries, on many fronts without coordination and without any overall or commonly accepted plan. Progress had to be made wherever and whatever it could be made with whatever adjustments in programme or practice were made necessary by the demands of specific local or institutional situtations.

A uniform standardisation of programme would appear to be necessary.

A balance between liberal and pedagogical elements has to be established and specific needs in training have to be identified.

We recommend that if any untrained teaher is appointed to a teaching post, he should be given the scale of pay of the post prescribed for a trained teacher. After he gets training qualifications, he should be granted two increments in the scale. This would also mean that a trained teacher, if freshly appointed, has to be started with two advance increments in the scale.

Our attention was drawn to a certain lack of morale, particularly in training schools-a subject which is related to selection of proper teachers and trainees in the training schools and provision of physical facilities such as buildings, library and equipment, as well as the scope for initiative of the trainee.

If the universities took more interest in the training schools, the latter will not only get academic status but there will also be greater freedom in giving proper initia-

tive to the trainees and the members of the staff.

Some of the existing deficiencies in the training institutions like uneconomic and inefficient training units, absence of well-designed programme for location of training schools and inadequate number of seats in some of the institutions could be avoided after the introduction of the A.T.O. and Correspondence Courses.

Teacher Education-Suggestions For Administration And Organisation

Another line of research has to be undertaken for establishing relationship between the supply of subject teachers in secondary schools who are scarce and the undergraduates in those subjects in the universities.

We are of the view that in the present circumstances in the country, the minimum qualification for elementary teacher should be at least of matriculation or equivalent standard followed by a two-year training course well linked with the content of courses in primary schools with necessary courses in pedagogy.

At the secondary stage, teachers have to know their subjects and the more advanced the grade the more important it is for the teacher to have good training specifically in his particular field.

For secondary teachers, knowledge of subjects to be taught is very essential along with the knowledge of methods of teaching.

A teacher should have wholeness of personality and mind and wholeness of experience and he must be given time and opportunity in his training course to think about education.

Many teachers are taught unscientific psychology for which they are hardly ready, by unimaginative teachers.

The universities can play a decisive part in the training of all teachers.

We recommend that a suitable machinery should be employed to involve universities and university colleges of education to take leadership in the programmes of training schools.

The machinery for this purpose has been a matter of debate.

Considerable thinking done in the McNair Report, in a Study by an International Team and by the Council of Elmentary Education, Ministry of Education, indicates the lines of administrative reforms.

Since the matriculation or equivalent qualification is recognised as a suitable admission qualification for training of primary teachers, the universities should be interested in their training. We recommend that the univerities be made responsible for the academic control of the total training programmes so that the primary and secondary levels and Government and private institutions may continue to have the administrative control.

Some universities have been conducting a T.D. course for those who have passed matriculation or equivalent examination and are supplying the needs of middle school teachers.

We recommend for the consideration of the universities and State Governments, the possibility of setting up Area Training Organisation (A.T.O.) which will integrate and supervise training of teachers at all levels in respective areas, with the assistance of an advisory council.

We recommend that as many of the existing 216 training colleges as possible may be encouraged to develop into the new type of comprehensive or multi-purpose teacher training institutions. This should be possible within the recommendations made about A.T.O.

We feel that correspondence should be introduced immediately of the same duration as the institutional courses, for teachers who are untrained, to deal with the problem of backlog of untrained teachers.

The correspondence courses have been recommended in the study of the All India Council of Elementary Education and an account of their success has been given in the Ministry of Education publication "Education in the Soviet Union".

Correspondence courses could also be considered for training of teachers for middle schools and secondary schools under the proposed A.T.O.

We recommend organisation of in-service training programmes through evening and vacation courses.

We suggest that trained graduate teachers in the same scale of pay they would have drawn in the high schools, should be gradually appointed as Headmasters of Middle Schools, and also of some of the large-sized primary schools.

COMMITTEE ON EMOTIONAL INTEGRATION, 1961—REPORT

Delhi, Manager of Publications, 1962. 277p.+xvip.+2 Vols.

Chairman : Dr. Sampurnanand.

Members : Shrimati Indira Gandhi; Prof. T M. Advani; Prof. Hiren Mukerjee; Shri M. Henry Samuel; Prof. M. N. Srinivas; Shri Bhai Jodh Singh; Shri A. E. T. Barrow; Shri Asoka Mehta; Shri. A. A. A. Fyzee; Shri. K. Kuruvila Jacob; Dr. B. S. Haikerwal.

Secretary : Kumari K. Nair.

APPOINTMENT

At the Conference of Education Ministers held in November, 1960, one of the subjects discussed was the distressing frequency with which disruptive tendencies were making themselves felt in the country. While expressing its concern at such tendencies which, if unchecked, it said, might threaten the unity of the country, the Conference stressed the importance of the role of education in counteracting such divisive trends and in fostering unity. It recommended that a Committee should be set up by the Union Ministry of Education to study the problem and suggest positive educational measures for promoting integration. This was followed by the appointment of the Committee in may, 1961, under the Resolution of the Government of India in the Ministry of Education, No. F. 29-7/60-SE-1, dated May 15, 1961.

TERMS OF REFERENCE

(i) To study the role of education in considering and promoting the processes of emotional integration in national life and to examine the operation of tendencies which come in the way of their development.

(ii) In the light of such study, to advise on the positive educational programmes for youth in general and students in schools and colleges in particular, to strengthen in them the processes of emotional integration.

CONTENTS

Synopses of Chapters; Introduction; Historical Background; Trends Undermining, and Factors Fostering, Unity; The Philosophy of Education; General and Major Policy Suggestions; Language and Script; School Education; University Education; Youth Programmes; Adult Education; Teachers; Curriculum; Textbooks And Other Reading Materials; Summary of Recommendations; Conclusion; Note by Prof. H. N. Mukerjee; Appendices 1 to 35.

RECOMMENDATIONS

General And Major Policy Suggestions

It is necessary to evolve an effective national policy in education, the implementation of which will bring the States and Union Territories closer together. For this, in any matter of educational policy of an all-India character, the Centre, on its own motion or at the instance of the States or statutory bodies like the University Grants Commission, should confer with the State Government and other interested parties and arrive at a decision in consultation with them. Such a policy arrived at by majority decision shall then become an all-India policy and all States shall necessarily follow it.

The Union Education Ministry should set up suitable machinery at the Centre to watch the progress in the implementation of such policies, and should suggest, in consultation with the State Governments concerned, any other measures needed to implement such policies.

All necessary Constitutional changes should be made in order to implement the recommendations made above.

There should be a common pattern of education in the country which will minimise confusion and coordinate and maintain standards. Similar opportunities for education should be made available in all parts of the country.

Education must be planned to suit the aptitudes and abilities of the pupils as well as to meet the economic and social needs of the country.

There should be more terminal stages in the pattern of education where pupils can branch off to vocations or semi-vocational training.

A high school stage at the end of 10 years is a necessity; 12 years of education before the degree course is equally a necessity. The two-year classes following the high school stage will either be attached to the schools and called the higher secondary classes, or attached to degree colleges as pre-university classes. These two classes may also be an independent unit called the junior college which can be controlled and recognized by the State education department or the university, or both. Students successfully completing the higher secondary, pre-university and junior college courses may be awarded a diploma to establish their qualification for entry into the different avenues of employment available to them.

Higher secondary and junior college classes should

be planned as multipurpose or comprehensive institutions providing (a) preparatory courses for students proceeding to college ; (b) all-round terminal education with a semi-vocational or semi-professional preparation ; and (c) terminal education for a vocation. Students from higher secondary courses and junior colleges should be competent to enter many of the public services now open only to those with university degrees.

The technical courses provided in higher secondary classes and junior colleges should be planned in coordination with those in polytechnics.

Junior colleges should serve the local community by providing evening continuation courses of different kinds and different durations for cultural enrichment and professional improvement.

The objectives in the field of education have to be clearly stated and perspective planning is necessary in relating the pattern of education to the employment potential of the country. The Union Ministry of Education should immediately initiate action in this respect.

The number of post-matriculation scholarships given to poor and talented students needs to be enhanced considerably to cover as many students as possible for all types of education.

As a long-term measure, steps should be taken to correct deficiencies noticed in pupils while they are in primary schools so that they get proper opportunities for the growth and development of their talents.

The Government of India should take necessary steps in consultation with the State Governments and other authorities to create a pool of competent and experienced educationists and educational administrators, which the State and the Centre can draw upon for their additional requirements.

The recommendations made in the interest of emotional integration should be classified under national priorities and it is of the utmost importance that speedy and effective action is taken to implement them. Suitable machinery should be set up by the Central Government to watch the progress of implementation. The schemes proposed in this respect will be Centrally sponsored schemes but the responsibility for implementation will rest with the States.

Language And Script

The use of the Roman script may be permitted in certain areas for an interim period to enable persons to improve their acquaintance with Hindi.

Throughout India the international numerals must be used.

To reduce the burden of three scripts, Hindi may be learnt in the non-Hindi areas in the regional script.

To popularise the study of Hindi in non-Hindi-speaking areas a beginning may be made with the publication of Hindi books in the Roman script and the compilation of simple dictionaries in Hindi-Other Languages, also in the Roman script.

Hindi books may be published in the regional script and the Compilation of Regional Language-Hindi dictionaries should be encouraged.

A complete language formula recommended for Hindi and non-Hindi areas is given in para 5.20.

At the high school stage, Hindi must be taught in the Devanagari script, keeping in view the Constitutional provision.

The two link languages--Hindi and English—should be effectively taught at university level so that conditions of emotional and intellectual isolation are not created.

It is necessary to ensure that in implementing any language policy the rights of minorities are adequately protected.

Periodic consultations should be held at Central and State levels for eliciting non-official opinion from minority communities on educational policies which concern them.

School Education

Towards expanding pre-school education steps should be taken for the establishment of play centres for the pre-school age-group three to five years. Such centres should be provided in all mills and factories.

The principles of Basic education emphasised by Gandhiji and the objectives outlined at the 11th session of the UNESCO General Conference in 1960 should be kept in mind in planning courses and teaching methods for primary schools.

Steps should be taken by the Centre and the States to strengthen facilities available at present for school architecture.

Provision should be made for research in the design and construction of school equipment.

Minimum standards must be observed in schools concomitant with the quantitative expansion of primary education, in the absence of which, recognition should be withdrawn.

Schemes for the expansion of girls' education and the training of women teachers which have been discontinued should be revived in order to accelerate the tempo of primary school enrolment.

Effective steps should be taken for the implementation of a national policy to employ women teachers in increasing numbers through special incentives and facilities to attract them to the teaching profession.

The Ministry of Education, in collaboration with other agencies, should immediately finance a well-coordinated scheme to provide midday meals to cover all primary school children by pooling funds including public donations, and by encouraging voluntary contributions.

The qualifications of teachers in the higher secondary classes and junior colleges should be similar to that of teachers for pre-university classes. Also accommodation and equipment for these three parallel stages should be similar.

The low minimum mark accepted now a days for a pass in examinations needs looking into, as the recognition of low standards of attainments for a pass is likely to have unfortunate effects on the character of individuals.

Schemes to provide continuation education should be taken up to cater for those children, who for reasons of economic necessity, leave school between the ages of 11 and 14.

Any training course envisaged in such continuation classes should contain instruction in the regional language and in the rudiments of Indian history and geography as social studies.

The establishment of more trade and industrial schools and more polytechnics is essential. Schools for agriculture, horticulture and forestry may be run by the Union and State Ministries of Education in cooperation with the Union and State Ministries of Food and Agriculture, as such practical diversification will go a long way in stopping the present wastage and consequent frustration.

Greater emphasis should be placed on intensifying educational and vocational guidance services at the secondary stage, and an estimate of employment opportunities to be created in connection with our Plans made available to vocational guidance bureaux.

It is desirable to have a uniform for school children; one common uniform for the whole of India is not necessary; schools may have their own preference in regard to colour and pattern but the uniform should be neat and practical and worn by all the children. Wherever possible, parents are expected to supply the uniform. The village cooperatives or school cooperatives should be encouraged to stitch them for sale so that the cost can be kept to the minimum. The State would have to povide uniforms for those children whose parents cannot afford to buy the necessary material.

Children should be taught to sing the National Anthem in unison and behave in a disciplined way when it is sung. They should also be taught the meaning of the verses. One of the first duties of citizenship is to be taught the meaning of the versus. One of the first duties of citizenship to be taught at the very earliest stage is reverence for the Flag and the Anthem.

National Days-January 26, August 15 and October 2—should be celebrated by schools with the full participation of the teachers and the community.

The handbook of suggestions for teachers should be give practical suggestions on ways of celebrating these National Days.

Recorded music by the All India Radio should invariably be used in schools as a guide both to instrumental and vocal rendering of the Anthem.

Special meetings of the school assembly should be held at the beginning of each term when the headmasters speak to the children on any topic dealing with the unity and oneness of the country.

At these special meetings children take a pledge of loyalty to India. The taking of the pladge which should be an all-India pledge must be preceded by the a flag hoisting ceremony and followed by the singing of the Anthem.

The Government should encourage children to go on excursions outside their State by offering them partial assistance and maximum travel concessions. Educational authorities or institutions in the area visited, should provide free accommodation in their school buildings or hostels for such students, on a reciprocal basis.

A scheme to allow a number of school parties in one State to travel to wortwhhile places to every other State every year should be drawn up. Children should be chosen only from the senior classes of the primary schools and above.

Such tours should be planned well in advance, the number of participants being limited; the programme should be well organised and suitable follow-up, ensured. The various Ministries concerned with travel and tourism and education should pool their resources for an effective scheme of assistance to schools for such excursions.

Educational and travel documentaries with particular emphasis on various aspects of Indian Scenery, flora and fauna, on various developmental and reconstruction programmes should be produced for use in schools.

Films for high school children should include documentaries on some of our important educational institutions and on what is done by children in other parts of the world.

Every trained teacher in secondary schools should have some knowledge of audio-visual techniques.

A scheme to produce childrens films and cartoons dealing with brief historical tales or legends should be launched by the Ministry of Information and Broadcasting.

The cooperation of the film industry may be sought for suggestions and for tapping histrionic talent.

There are various schemes for the production of films/films strips/documentaries in different ministries of the Government of India. A competent committee including representatives of the departments concerned

and of the film industry should be entrusted with the responsibility of Planning, producing and arranging distribution of such films for the use of schools.

A regular programme to show films/posters/documentaries to children and their parents, should also be drawn up by this committee.

With properly conceived and coordinated projects the maximum number of students and their parents can be covered under this programme by an effective use of the mobile vans and projectors now available under the field publicity programmes of the Governments.

Posters should be increasingly used in schools to give children a clear and vivid picture of various aspects of Indian life. Pictures of eminent leaders of all-India fame in all spheres of life should also be displayed in schools.

A comprehensive scheme for the design and distribution of posters to all schools on subjects which help to promote the process of integration should be drawn up by the Union Ministry of Educations. This scheme should be implemented in consultation with the Ministry of Information and Broadcasting through their Department of Visual Publicity.

Schools may conduct several projects which improve their general knowledge of the country. For instance, a 'Known Your Country' project can be undertaken during which children may share in the collection of information about a State in the Indian Union other than their own.

Open-air dramas as recommended in our Preliminary Report should be encouraged.

Every school should have a pupils' committee on which students staff are both represented to see that a regular programme of activities on the suggested lines is implemented.

These projects should be dealt with in detail in a handbook of suggestions for teachers.

The programmes suggested for school children for emotional integration in Chapter VI should have broad similarly in all the States and Union Territories so that the Centre would then be able to evaluate on a comparative basis the impact which these programmes have made. The co-curricular activities taken up should also be similar wherever possible.

University Education

If universities are to play an effective part in providing leadership and fostering the necessary climate for emotional integration, they must maintain uniformly high standards through a judicious basis of admission, and the recruitment of staff on the basis of academic qualifications, character and personality.

Able students drawn from the poorer sections of the people should be helped to evercome their social and economic disabilities not only through financial support but through proper guidance and advice from student-counsellors.

The students who have no room available for quite study at home, need to be provided with facilities for day hostels.

Provision of proper leisure-time activities for collage students is essential and should be expanded to cover the entire university population.

University students should increasingly participate in social service programmes and work camps so that they can acquire some training in service to the community.

A scheme should be worked out with the employment bureaux in the States to ensure that every university should have employment bureaux to assist graduates in securing suitable employment. These bureaux should maintain close liaison with the local employment exchanges.

Collage buildings, wherever possible, should be put to constructive use after normal working hours to avoid 'wastage' in this respects. Their premises could be used for further education classes.

An extended programme of financial assistance should be given to poor but able college standard on the basis of means and merit. If it is difficult to end at once the reservation of seats in educational institutions for backward classes, a phased programme covering five or, at the most, 10 years should be worked out.

The selection of teachers on the basis of caste and community should, on no account, be encouraged and universities must make a determined effort to fight casteism and communalism in all their manifestation.

Caste or communal hostels should not be permitted, where separate hostels have been built for Harijans out of funds set apart for non-Harijans.

It is necessary to foster mutual appreciation of the various religions in the country and universities can assist in this matter by encouraging research on various topics which help towards a greater understanding of and sympathy with different religious faiths.

The University Grants Commission should institute research fellowships for the purpose.

Monographs published as a result of such research should be carefullyselected and published conducted by the Universities Grants Commission.

Courses of an extamural nature should be conducted by universities on subjects of social and political significance in addition to educational programmes.

There should be no migratory restrictions imposed on students. No preference should be shown to students from any particular area in the matter of admission to a university and immediate steps should be taken to remedy such a State of affairs, wherever it exists.

It is desirable in the interest of students that recommendations made by the Inter-University Board in respect of the recognition of degrees are accepted by all our universities. This is a matter which needs further examination.

Centres for advanced study and research in different subjects in the various universities of India are a necessary step in integration.

Distinguished professors should also be deputed periodically to different universities so that a larger range of students can benefit from their experience.

College lecturers should be given periodic in-service training through seminars and summer institutes and funds for such seminars and institutes should be provided by the University Grants Commission.

To attract to the teaching profession young men and women of talent who now opt for more lucrative posts, the scales of pay suggested by the University Grants Commission should be adopted as widely as possible in colleges.

Steps should be taken by the Union Ministry of Education and the University Grants Commission to make the scheme for research scholarships in the humanities more popular through wide and effective publicity and the liberalisation of rules.

Every student who takes up science should have some background in the humanities and a compulsory paper on India's cultural heritage, just as students in the humanities should have some knowledge of general science.

The use of Indian languages as the medium of instruction from the lowest to the highest stage of education is a matter of profound importance for national integration, as only the adoption of regional, languages as media of instruction right up to university level will bridge the gap between the intellectual elite and the mass of the people. Safeguards have to be devised, however, to prevent the lowering of standards.

The change-over to the regional language must be preceded by preparation of textbooks and arrangements for translation from English and, wherever possible, from other modern languages.

In order to maintain inter-university and inter-State communication special attention must be paid to the teaching of the link language, Hindi and English, when the change-over to regional languages is accomplished.

Special efforts must be made to forge links between universities in different parts of the country when the regional languages become media of instruction, or else, wide gaps will be created not only between universities but also between different States.

For purely intellectual purposes students in universities should have a good knowledge of the English language so that they can express themselves with facility. It is necessary, therefore, that they can express themselves with facility. It is necessary, therefore, that they should frequently listen to lecrures and write tutorials in English.

To ensure that the universities are not cut off from one another, that common standards are maintained and gifted Indians are enabled to reach the highest degree of excellence in their chosen fields of knowledge, there should be provision for English as an associate medium of instruction in the universities. This is a necessary corollary to the recognition of English as an associate official language. The use of this associate medium of instruction can be made in some selected colleges, in a university or in some divisions in a large college. Details in this connection will have to be worked out by the universities to suit varying conditions and requirements.

Indian students who go abroad on scholarships or at their own expense, have a duty to the country and to themselves to see that they are fully conversant with India's diverse cultural heritage, her plans for economic progress and security and the background of her struggle for freedom. A special subject dealing with national integration should be made compulsory for all college students throughout the country at the degree level. Failure in the paper would not amount to failure in the whole examination but students should be encouraged to take up a course of this kind through the institution of prizes or awards for outstanding performance in the subject. Special mention should be made in the degree certificate of all those students who have taken this additional paper successfully.

The University Grants Commission may set up a small committee to draw up the details of such a paper and to prepare text books with a national approach, on these subjects.

Pending the introduction of such courses, and as a temporary measure, students who go abroad on scholarships should be given an orientation course on India before they leave and presented with two or three books which give some basic information about the country.

Youth Programmes

The Union Ministry of Education should initiate action to plan a minimum programme of recreational and social activities for young people in the age-group 14-25, to cater for those in schools and colleges and also for those who have left school.

Some of the funds for labour and social service camps could be increasingly diverted to campus work projects through which children help in building stadia, pavilions and other similar amenities for schools and colleges.

An annual inter-State work camp should be held where students in considerable numbers should partici-

pate during the vacation in the construction of projects of national importance.

An All-India Youth Council should be set up to coordinate all the youth programmes taken up by the Central and State Governments and also to help these various agencies to extend their efforts.

Training for youth leadership should be one of the courses offered in universities teacher-training institutions and schools of social work.

The Junior Red Cross should be given every encouragement to flourish and its activities spread amoung as many schools as possible.

Scouts and Guides, in addition to their camping and outdoor activities, should be induced to take up small tasks in keeping their town on the village clean.

A National Playing Fields Association should be founded to organise a nation wide drive to enlist non-official cooperation for donations of land, equipment and funds for providing playing fields.

Every town should at least have one playing field which children from local schools can use.

The scheme of rendering compulsory national service for a period of about one year, before entering life or continuing higher education, should be tried out in certain selected areas as a pilot project.

Holiday camps for young people deserve special attention and voluntary organisations should be given every encouragement to open holiday camps at hill and sea resorts.

Increased facilities for road travel through the provision of special buses or tourist coaches should be provided to enable young people to visit places of historical and industrial interest.

A net work of youth hostels should be established all over India and there should be a better distribution of such hostels in the country.

Accurate information should be obtained from the States as to the use made from all these hostels. Examination and follow-up is necessary.

Non-student youth should be enabled not only to have continuation education but also recreational facilities. There is need for long-range planning in this respect.

A committee should be set up with representatives genuinely interested in the problem, to conduct a socio-economic survey to identify youth interest, their recreational pursuits, the degree of casual employment or unemployment, their occupational interests and educational attainments.

On the basis of the study, the question of creating new employment opportunities for youth should first be taken up by the Ministries of Labour and Education in mutual consultation.

Suitable training schemes to cover non-student employed youth, taking into account training programmes already in existence run by various Ministries and voluntary organisations, should then be formulated.

The youth welfare boards in the various States should undertake full responsibility for the implementation of these programmes although the Centre will be responsible for coordination.

Continuation classes for the age group 14-17, to ensure suitable further education for them, should be planned. The system of one-day-in-the-weak instruction in special colleges for this category of young people deserves detailed examination and a pilot scheme should be worked out for the establishment of one or two such colleges in every State and for the special training of teachers who will be required to staff them.

Schools for young workers to improve their general education and vocational efficiency should be set up.

Adult Education

Education organised for the adult population should also be further education which mainly stems from individual interests-economic, cultural and social.

It is necessary to have adequate motivation for adult education programmes which should, therefore, be linked with the occupational interests of the people.

Suitable programmes should be organised to give them the necessary education in the acquisition of certain simple skills to help them to utilise their spare time.

People working at the lower levels of industry, service or even agriculture should be encouraged to improve their educational qualifications and/or acquire better skills to improve their vocational efficiency.

Employees, government or non-government, should give these workers necessary encouragement; a comprehensive scheme for further education of various types for skilled and unskilled people should be drawn up by the Union Education Ministry in consultation with other Ministries or organisations concerned.

Training must progressively be concentrated on providing more opportunities for those who have left formal studies to take up work. A gradual network of day colleges as suggested in the chapter on Youth Programmes should be established in the country to cater for the needs of non-students. Long range planning in this respect is necessary.

The social education organiser and the block development officer should ensure that the school and community work in close cooperation for the spread of literacy.

Worker's education should cover the entire country enabling workers to take an intelligent and constructive part in citizenship. The programmes launched by the Central Board of Workers' Education need evaluation so that steps may be taken, wherever necessary, to introduce changes to keep abreast of the changing needs in working conditions.

Although the worker's education scheme is now completely financed by the Central Government, regional boards for workers' education for implementation at State level should also be established.

The present syllabus of the workers' training course may be modified to include general lectures on the cultural heritage of India, the deversity of her trade and handicrafts and her natural wealth.

Special orientation courses should be conducted by teacher-training institutions in the field of workers' education.

Background pamphlets on the institutions and way of life of people in different parts of India should be specially prepared for workers.

It should be the responsibility of adult education organisers to use mass media with discrimination and judgment in adult education programmes.

A combined adult education programme may be drawn up by the Ministries concerned for utilizing museums, libraries, the film and the radio in the education of adults.

In the adult schools and industrial training schools, certain immediate programmes should be included which will help adults to have a basic knowledge of their contry and to realise the need for whole-hearted cooperation in its developmental activities.

Teachers

The Union Ministry of Education should implement a scheme providing for a national minimum scale of salaries for teachers in the primary, middle and secondary schools.

Every attempt should be made to ensure that the scales recommended by the University Grants Commission are adopted in colleges and universities.

A Pay Revision Committee, Consisting of representatives from the Planning Commission, the Ministries of Education and Finance and representatives from the teaching profession, should be immediately, set up to work out the full financial implications and operative details of implementing the scheme for a national minimum scale of salaries for teachers with the help of sub-committees at State levels, if necessary. This work should be completed as expeditiously as possible.

Steps should be taken to ensure security of tenure for all trained teachers.

Other ancillary measures to improve the economic and social status of teachers will also have to be taken up on a country wide basis.

A scheme should be evolved by the Union Ministries of Education and Health and the State Governments to provide free medical aid for teachers and their families.

Adequate provision should be made in States Plans for free education upto the secondary stages, at least for the children of teachers.

Teachers should be given free quarters and this facility should be extended in the first instance to women teachers.

The construction of quarters should be taken up as an integral part of the construction of school buildings.

Prospects of higher promotion for teachers and the triple benefit scheme of insurance, provident fund and pension for them should be provided by all the States.

Teachers should not be asked to apply for the annual national awards, but the selection should be made by the authorities concerned based on record of work.

The status accorded to teachers by the public should be related essentially to the role played by them in the service of the community. Provision to enable teachers to serve on committees set up in regard to various expansion programmes for education, should be made.

A Central Council of Teachers with corresponding counterparts at State and district level to coordinate the inter-State programmes recommended for achieving emotional integration, may be formed.

A scheme of further education in the teaching line should be formulated.

There should be selection grades for all types of teachers on the basis of qualifications, efficiency and length of service. The financial implications of such a measure may be referred to the Pay Revision Committee already recommended.

A clear-cut programme for teacher training which will promote a national outlook, sense of citizenship and unity should be drawn up after evaluating present practice.

Teacher-training programmes should be enriched by introducing compulsory courses in group dynamics and cultural. Anthropology and by making specialisation any one subject of the higher secondary school also compulsory.

Excursions, inter-school visits, community work and cultural activities should form part of the carefully planned training given to pupil-teachers.

Geography should receive more attention in teacher-training programmes.

Every geography student in training colleges should have basic training in the use of audio visual material and a thorough training in the use of geographical maps.

Research scholarships in economic and human geography should be made available for study at selected institutions of higher education.

The State Governments should depute their curriculum experts to work in mutual consultation and draw up a suitable curriculum for all training institutions keeping

the national objectives in view.

The duration of the teacher-training courses should not be less than two years at any level.

For staffing training colleges, teachers of proved competence should be selected and given higher professional education in institute of education or universities. Universities and institutes of education should provide special professional education for this purpose.

The minimum age for admission to training schools should be 16.

The minimum qualification for men recruits should be a pass in class X. For the time being, this condition may be relaxed for women teachers.

Teachers should be given in-service training at least once in five years to enable them to keep in touch with new trends of development in the field of education and teaching techniques.

A handbook of suggestions should be produced by the Union Government for use in training institutions.

Similar handbooks of suggestions should be prepared for the use of teachers in primary and secondary schools with special reference to the social studies and languages.

These handbooks should give a brief outline of current problems and suggest a number of practical programmes for teachers to work out as part of curricular and co-curricular activities which help to foster the feeling of Indianness.

A panel of names from the teaching profession should be drawn up from which the most competent should be commissioned to write these handbooks.

Curriculum

Although it is not possible to provide religions education as a part of the curriculum for schools in a secular State, education will be incomplete if students are not helped to appreciate the spiritual values which the various religions present to the people. Talks, open to all, on the teachings of various religions by able and competent persons may be arranged in schools.

The overloading of the curriculum in number and content of subjects should be examined at all stages of school study.

Detailed curricula for all syllabuses and detailed syllabuses for different subjects in the curricula should worked out.

Criteria and methods of evaluating whether the objectives set down for the curriculum are actually attained through the educational programmes, should be evolved and improvements suggested.

Basic research should be conducted in the problem of the conditions under which changes in human behaviour occur.

An efficient and well-staffed curriculum research unit should be set up in each State and also at the Centre under the National Council of Educational Research and Training. These units should work in close cooperation with textbook bureaux in teacher-training colleges and the result of their research should form the basis of curriculum construction and criteria for textbooks.

Fellowships for curriculum research should be instituted in selected teacher-training institutions.

The idea of national unity and the unity of man kind should be introduced from the very outset in the curriculum with due regard to children's age and understanding. The teaching of geography should be made compulsory.

Textbooks And Other Reading Materials

A well-thought-out and comprehensive scheme of publication in Indian languages should be launched without delay.

A large programme of translations must be launched. It is also necessary to produce original work in different branches of study written by Indians in Indian languages.

The University Grants Commission should be create a special fund for an imaginative programme of publishing worthwhile books in the Indian languages.

Immediate steps need to be taken to lift our textbooks from the neglect and low levels to which then have fallen.

Judicious selection of writers and proper coordination between the State Governments and publisher is necessary to get good textbooks written for our schools and colleges.

Potential talent in teachers should be developed by training them in the technique of writing textbooks.

A sufficient number of scholarships should be instituted annually for training abroad in textbook writing and publication.

History and geography textbooks, as the subjects demand all-India treatment, should be Centrally produced.

Supplementary books which deal with local history and geography may be produced by the State Governments in the respective regional languages and English so that they can also serve as useful material for inter-State understanding.

Textbooks especially in languages and the social studies imported from abroad for use in India should be screened and care teken to see that no books are suggested for schools which lead to bias or the creation of stereotypes.

The Central Government should be responsible for effective coordination of the activities of the State Governments in the field of textbook publication and selection.

The Central Bureau of Textbook Research, now under the National Council of Educational Research and Training should be strengthened to enable it to function as the secretariat of a national body dealing with all matters pertaining to textbooks.

The Bureau will prepare model textbooks for all the States and will have the sole authority of producing history and geography textbooks for distribution to all the States.

State textbooks committees will have Central representation and the States will be represented on the Central textbooks Committee.

The Central Bureau of Textbook Research may publish a journal to disseminate information in regard to the latest techniques in textbook writing and production.

The Bureau should have a library of textbooks from all over the world and from the States of Indian Union in the charge of a full-time librarian.

In view of the security of good illustrations a wing of the library should contain blocks for illustration, available on loan to all the States.

The Bureau will maintain liaison with the universities to ensure that textbooks written for them are also free from religious and communal bias.

Unfair suppression of detail should be avoided and facts of history should not be distorted in the attempt to promote integration.

The approach to history teaching and consequently in the writing of history textbooks, should stress cultural and social relationships of our people down the ages.

Geography textbooks should show children that we live today in an inter-dependent world.

The present shortage of up-to-date atlases and maps should be looked into and immediate action taken to meet this inadequacy.

The institution of prizes for children's books written with imagination and originality should be given a wider field.

Every facility should be provided to voluntary organisations to encourage talent in the writing of children's books.

The production of more children's magazines of a high standards, with translations in Hindi and English, would meet a long-felt need.

The help of newspapers which have the advantage of a wide coverage to attract talent should be utilised as fully as possible in getting suitable stories for children.

The best 20 or 30 stories in such a collection can then be compiled for publication in book form.

Newspaper offices which non publish annuals for the adult public may also bring out similar annuals for children with stories and articles about various parts of the country and the world attractively got-up and presented.

The establishment of a syndicate for children's literature might help in meeting the present dearth of good writing in this field through adequate scouting of of talent and maintenance of high standards in illustration and get-up.

The Government of India in collaboration with the National Book Trust, the Sahitya Akademi and the Children's Book Trust, should formulate a scheme for the immediate production of a series of reference books for adults and children on the different States and Union Territories of India.

Brief, attractively illustrated booklets for children on various subjects of Indian economy and planning should be published.

Books should be produced on traditional folklore and folk-songs from various parts of India together with the transliterated texts and the translation. Other books on various aspects of India should also be brought out.

Good reading habits should be cultivated not only in children but also in adults. One of the primary objectives of library development should be the promotion of school libraries and the training of teacher-librarians to run them. These libraries should be supplemented by public libraries running a children's wing, with a separate reading room for children.

The 'book mobile' or mobile library which now serves the adult population should also increasingly cater for children in the villages.

School libraries and children's libraries should have facilities to link books with pictures, maps, films, filmstrips and recordings. A scheme may be worked out to establish such a library in every secondary school in the country to begin with.

The holding of annual book fairs should be encouraged and every incentive given to promote quality in independent publishing.

The free flow of books to this country should not in any way be impeded by trade and import restrictions. Any policy imposing such restrictions should be reviewed. There should be effective liaison between the educational authorities and the customs so that essential books are not held up by red tape. Reduction in postal and freight charges would help the reading habit.

Textbook seminars should be held to highlight methods of production in India and in other countries.

Travelling book exhibitions should be held featuring books in the various Indian languages to help to stimulate public interest in our major languages and their literature.

The scheme for the production of literature for neo-literates operated by the Union Ministry of Education should be strengthened so that the work it has attempted

so far can be expanded and improved.

The Central Bureau of Textbook Research should undertake research in regard to this most important field, to ensure that the books produced for the newely literate cater for all type of adults.

To promote the reading habit among neo-literates, picturestrips with suitably graded reading matter should be produced, as this is bound to be popular.

The need for objective and effectively graded illustrations is important.

The highest priority should be given, in programmes for emotional integration, to the proper writing, illustration and production of textbooks at all levels of education and the building up of a storehouse of attractive and imaginative supplementary reading material.

CENTRAL WAGE BOARD FOR COFFEE PLANTATION INDUSTRY, 1961—REPORT

New Delhi, Ministry of Labour and Employment, 1965. 223p.

Chairman : Shri L. P. Dave

Members : Shri T. Manean ; Dr. R. Balakrishna (Replaced by Shri V. L. D'Souza) ; Shri U. K. Lakshman Gowda ; Shri M. B. Cariappa ; Shri M. C. Narasimhan ; Shri P. Varidd-hagiri.

Secretary : Shri N. Ahmed.

APPOINTMENT

In pursuance of the recommendation in paragraph 25 of chapter XXVII of the Second Five-Year Plan regarding the establishment of tripartite Wage Boards for individual industries, the Government of India, in the Ministry of Labour and Employment, by its resolution No. WB-3 (5)/61/1,dated July 7, 1961, set up a Centrol Wege Board for the Coffee Plantation Industry.

TERMS OF REFERENCE

To work out a wage structure based on the principles of fair wages as set forth in the report of the Committee on Fair Wages as far as practicable.

In evolving a wage structure, the Board should, in addition to the considerations relating to fair wages, also take into account :

(1) The need of the industry in a developing economy ;

(ii) The system of payment by results ;

(iii) The special characteristics of the industry in various regions and areas ;

(iv) Categories of workers to be covered (this may be according to the definition of Workman in the Industrial Disputes Act) ; and

(v) Working hours in the Industry.

Explanation : Whenever applying the system of payment by results, the Board shall keep in view the need for fixing minimum (fall-back) wage and also to safeguard against overwork and under speed.

CONTENTS

Introductory ; Interim Relief ; Wage Development in coffee Plantation Industry ; Staff Wages ; Paying Capacity of the Coffee Plantation Industry ; Board's Terms of Reference and Recommendations ; Revised Wage Structure ; Miscellaneous ; Appendices from I to XIII ; Annexures from A to M.

RECOMMENDATIONS

Terms Of Reference And Parties' Views

The Board has to work out a wage structure based on the principles enunciated in the Fair Wages Committee Report, keeping their practical aspects in view. And while evolving such a wage structure, the Board has to take into account the categories of workers which should be covered by the Board's recommendations ; working hours in the coffee plantation industry ; special characteristics of the industry in the various regions and areas ; needs of the industry in a developing economy, etc. The Board has also to make a study of the system of payment by results and in applying any such system it has to keep in view the need for fixing minimum (fall-back) wage and also the safeguards which should be provided against overwork and undue speed.

As mentioned above, the Board has to evolve a wage structure based on the principles of fair wages set forth in the Report of the Committee on Fair Wages. It would require consideration of several matters which have been dealt with in the Report of the Committee on Fair Wages. In connection with the consideration of fair wage, the Board has to keep in view, among other things, the productivity of labour, the prevailing rates of wages in similar occupation in the same or neighbouring locality ; the level of national income and its distribution and the place of the industry in the economy of the country. In connection with the fixation of wages for the categories of workers, other than the lowest paid, the Board has to give due consideration to the several factors which determine the wage differentials such as skill, training, experience, etc. which have been enumerated in the Fair Wages Committee's Report. This is one aspect of the Board's work. But these considerations are also dependent upon the considerations of paying capacity of an industry. The capacity of the industry has been the central and pivotal point in all the deliberations of the Board. It opens out a very wide field requiring an objective study of the principles of measuring paying capacity, etc., laid down by the Fair Wages Committee with the help of a purposeful and detailed analysis of the financial data. Not merely this, the board, by its very terms or reference, has been required to investigate into the needs of the industry in a developing economy. This condition has added considerably to its responsibilities. Opinions widely differ in connection with the needs of the industry as these have to be viewed and determined in the context of the industry's future needs, at least for a period of five years.

Significance Of The Words "As far as Practicable"

The employers have laid great emphasis on the addition of the words "as far as practicable" to the Board's terms of reference. They consider the absence of these words in the terms of reference of any of the previous wage boards, other than Plantation (Tea, Coffee and Rubber) Wage Boards, as of considerable significance. It is their argument that while the terms of reference place outside limits on the scope of the Board's work, its direction, within the four corners of the terms of reference, is unfettered and the Board is free to vary, modify, combine or reject the norms laid down by Fair Wages Committee to make the Board's recommendations about wages national and practicable.

Omission Of The Factor Of 'Social Justice'

There is yet another point which the employees have raised on the Board's terms of reference. They hold the view that the omission of the factor of social justice from the Board's terms of reference is not without significance particularly when it found a place in the terms of reference of other wage boards. The employers wish the Board to draw an inference that by this omission Government intended that social justice is not to be taken as imperative and the Board should be guided by the practical considerations of he economic needs and the special circumstances of the industry.

Norms Of 15th Session Of Indian Labour Conference

The question whether the norms of need based minimum Wage recommended by the 15th Session of the Indian Labour Conference have a bearing on the Board's investigations and its deliberations in connection with the working out of a wage structure on Fair Wages Committee's principles was also a subject of considerable discussion. The Wage boards have been giving due consideration to these norms. The 15th Indian Labour Conference has resolved that the minimum wage is 'need based' and should ensure the minimum human needs of the industrial worker irrespective of any other considerations and that the norms laid down by the conference for calculating the need based wage should guide all wage fixing authorities including minimum wage committees, wage boards, adjudicators, etc. These norms have assumed importance as the Conference, recognising the existence of instances where implementation of its recommended norms would be difficult, has itself directed that wherever the minimum wage fixed was below the recommendations of the Conference, the wage fixing authorities should justify it by giving circumstances which prevented them from adherence to the norms laid down by the Conference. These norms of the need based minimum wage are discussed later on in this chapter. But, while on the question of Board's terms of reference, it may be pointed out that the workers' side attached great importance to the resolution of the 15th Indian Conference prescribing the need based wage formula and was not willing to accept any alterations therein. On the other hand, the employers expressed the view that the Board was strictly bound by its terms of reference and the criteria laid down by the 15th Session of the Indian Labour Conference did not form part of the terms of reference. They also tried to establish that the need based wage formula is not applicable when wage revision in the coffee plantation industry is being contemplated. They referred to the proceedings of the 10th Session of the Industrial Committee on Plantations to show that the question of applicability or otherwise of the need based wage formula to the plantation industry was left to be looked into by the concerned wage board.

Briefly stated, the employers' point of view has been that the Board should not consider the norms of the 15th Indian Labour Conference and the resolution is to be regarded as extraneous as far as the Board's enquiry is concerned. In regard to the recommendation of Fair Wages Committee also, they are opposed to the Board following them as they are and have urged, in respect of every recommendation of the Committee, that the practi-

cal aspect of it should not be ignored. As has been pointed out (in Chapter IV) in connection with the Board's discussions on paying capacity of the industry, the industry would not like the Board to go by the representative cross section of the industry in a region. According to the industry, the practical way of fixing wages was by determining the capacity of the marginal and uneconomic units of the industry.

The Board does not propose to express any opinion on the arguments of the employers which they have advanced in support of their contention that the Board should not follow Fair Wages Committee's principles of wage fixation and should consider itself free to amend them to sit the requirements of the industry. It may, however, be pointed out that wage fixation is not a simple matter of arithmetical calculations. Other wage boards have fixed the wages to suit the peculiar conditions obtaining in the industry concerned including the extent to which the industry could bear the burden. Even in highly industrialised centres, wages differ from industry to industry and from unit to unit despite efforts having been made to bring about uniformity in wages by the wage fixing authorities. It shows that wage fixing authorities are usually guided, to a large extent, by the practical aspects of wage fixation. The 15th Indian Labour Conference's resolution was before all the wage boards, They gave due consideration to the need-based formula enshrined in this resolution, but no wage board appears to have recommended a need based wage, according to the money value of these norms, irrespective of any other considerations. The employers in the coffee industry are also aware of this position. In support of their contention that the need based wage formula should not be followed in its present form, they have pointed out that the Central Pay Commission the Sugar Wage Board, the Cement Wage Board and the Bank Tribunal have rejected the need based wage norms of the 15th Indian Labour Conference as impracticable in the present stage of the country's economy and have regarded them as distant goal to be reached. The labour, however, did not agree with these views. The approach of this Board also would not and could not have been different in this respect from that of the previous wage boards even in the absence of any specific mention about the application of the Fair Wage Committee's principles of wage fixation to the coffee industry in a practical manner. Even so, the Board might make it clear that at no stage of its deliberations, the practical aspects of wage fixation and the needs and requirements of coffee industry were lost sight of while recommending a wage structure for this industry.

Wage Structure Suited To The Industry

As stated earlier, by the very terms of reference, the Board has to consider :

(i) The special characteristics of the industry in the various regions and areas ;

(ii) The place of the industry in the economy of the country ; and

(iii) The needs of the industry in a developing economy.

The idea of a wage board is that there should be a practical approach to the problems under its consideration. With equal representatives of workers and employers, it has the advantage of expert knowledge of the special problems of the industry. Any wage structure that may be evolved by such a board would bepractical and 'suited to the conditions obtaining in the trade'. The wage structure that is being recommended by this Board is a wage structure which has been devised after having taken into consideration all points discussed in the Report of the Committee on Fair Wages including the paying capacity of the industry. The Board has also taken into account the pecular conditions in the coffee plantation industry as a whole. Any appreciation of the new wage structure in the industry, therefore, is not possible without at least a brief study of the various aspects of the industry including the three mentioned above. Some important features of the coffee plantation industry are, therefore, dealt with below.

Historical Background

Coffee Plantation began as small proprietory farms. More successful among the early pioneers later combined into partnerships and company ownerships. The industry began to expand and by 1872, India was able to export a little over 25,000 tons of coffee and the area under cultivation was 3,00,000 acres. But a series of reverses followed. Keen competition in the world market from foreign coffees, general depression in the thirties and slump in the coffee production resulted in the decline of Indian coffee industry which was depending, very largely, on its export market. The area under coffee shrank to 1,81,000 ares in 1940-41. To meet the situation, Indian Coffee Market Expansion Board was constituted on December 21, 1940, under the Coffee Expansion Ordinance* with the object of controlling and marketing coffee in India and abroad. This Board was the predecessor of the present Coffee Board and since its formation the industry entered into a period of recovery and stability.

Cultivation Of Coffee

The Coffee trees begin to yield from the fourth year though they attain maturity only from the seventh year. There is only one crop in a year in India. Coffee trees blossom in March/April with the first showers received after the preceding dry period. The berries mature and

*No. XIII of 1940.

ripen in the course of the next six to eight months. In some areas the crop is ready as early as in September, while in others it is as late as in January. The harvesting of crop is done in three rounds to ensure that only fully ripe berries are picked in each round and, therefore, in some areas the harvest season lasts till May.

Coffee Growing Areas

Coffee cultivation is confined mostly to the three States of Southern India, viz., Mysore, Madras and Kerala. Besides these, there is a small area under coffee in the States of Andhra Pradesh, West Bengal, Orissa, Assam, Madhya Pradesh and Andamans. The area planted with coffee in different States during 1963-64 season is given below :

State	Planted area under Coffee (in acreas)
Mysore	180,179
Madras	67,554
Kerala	71,336
Other States	737
Total	3,19,806

The important coffee growing regions, Statewise, are :

(a) Mysore State	Area Under Coffee (1963-64) (in acres)
1. Chikmagalur	76,895
2. Hassan	26,720
3. Mysore (Billigiria)	1,327
4. North Coorg	32,393
5. South Coorg	42,515
6. Others	329
Total	180,179

(b) Madras State	Area Under Coffee (1963-64)
1. Nilgiris	15,490
2. Nilgiris-Wynaad	6,970
3. Madurai (Palnis)	30,255
4. Coimbatore (Anamallais)	3,420
5. Salem (Shevaroys)	9,924
6. Others	1,495
Total	67,554

(c) Kerala State	Area Under Coffee (1963-64)
1. Palghat (Nelliampathies)	4,695
2. Cannanore (North Wynaad)	14,008
3. Kozhikodi (South Synaad)	43,633
4. Kottayam (Kanan Devan)	7,270
5. Eranakulam	1,312
6. Others	418
Total	71,336
(d) Other States	737
Grand Total	319,806

(Contd.)

Two Important Varieties Of Coffee

The main varieties of coffee grown are Arabica and Robusta. Out of the total crop of 69,000 tonnes in 1963-64 season, Arabica coffee accounted for 39,125 tonnes and Robusta 29,875 tonnes, i.e., in terms of percentage Arabica coffee account for 57 per cent and Robusta 43 per cent of the total production.

Arabica coffee is grown at the attitudes of 2500 feet and above. It requires shade to protect it from the heat of the sun and the standard of care, attention and cultural practices are of higher order. Arabica coffee is more susceptible to insects and fungus attacks. Robusta coffee cultivation is not much different from Arabica except that it flourishes at lower elevations and can withstand extremes of climate. It is more disease resistant and its cultivation is less difficult. Since Robusta plant is bigger in size, it can be easily distinguished from the Arabica tree. Arabica coffee fetches far higher prices than Robusta in the market.

The State-wise production of Arabica and Robusta varieties of coffee in India during the year 1963-64 was as follows :

State	Estimated Production In 1963-64 (in tonnes)		
	Arabica	Robusta	Total
Mysore	32,880	19,635	52,515
Madras	5,515	1,365	6,880
Kerala	670	8,875	9,545
Other States	60	—	60
Total	39,125	29,875	69,000

Important among Arabica growing regions are Mysore district (including Bababuddin), North Coorg, Nilgiris, Nilgiri-Wynaad, Palnis and Nelliampathies. The Robusta growing areas are Mysore district, South Coorg, Malabar-Wynaad, Travancore and Palnis. The table given below shows the distribution of area under Arabica and Robusta in the various district of growth during the year 1950-51, 1954-55 and 1959-60 :

District of Growth	1950/51 (Area in Acres) Arabics	Robusta	Total	1954/55 (Area in Acres) Arabics	Robusta	Total	1959/60 (Area in Acres) Arabics	Robusta	Total
Mysore State									
Mysore (including Bababudin)	72756	14059	86815	72510	20161	92671	74375	23965	98340
Biligiris	1060	—	1060	1297	—	1297	1313	—	1313
North Coorg	21168	1553	22721	21455	2895	24360	27343	4797	32140
South Coorg	8144	13543	21687	6873	20304	27177	6739	29545	36284
Total	103128	29155	132283	102145	43360	145505	109770	58307	168077
Madras State									
Nilgiris	14758	180	14938	15000	221	15221	14747	694	15341
Nilgiri-Wynaad	6310	1014	7324	5194	1432	6626	3980	2396	6376
Shevaroys	10385	—	10385	10538	1	10539	10039	—	10039
Palnis	25485	625	26110	27344	1214	28558	28571	2722	31293
Anamallais	2287	484	2771	2186	844	3030	2340	925	3265
Total	59225	2303	61528	60262	3712	63974	59577	6737	66314
Kerala State									
Malabar-Wynaad	2627	29009	31636	1595	36669	36264	1371	46223	47594
Nelliampathies	1499	946	2445	2299	1309	3603	1904	2031	3935
Kanan Devans	NA	NA	NA	702	—	702	703	—	703
Travancore	NA	NA	NA	28	2300	2328	292	7453	7745
Total	4126	29955	34081	4624	38278	42902	4270	55707	59977
Grand Total	166479	61413	227892	167031	85350	252381	173617	120751	294368

Regional Peculiarities

In view of the cooperative pooled system of marketing followed in coffee, it is unnecessary to go into the quality characteristics of coffee grown in different regions such as their cup quality, flavour, etc. The entire coffee is pooled under a few specified grades and marketed. Since marketing is not on the basis of individual estate crops or the production of a particular coffee region, individual characteristics have no relevance to the price realised by a producer. The type of coffee produced namely, Arabica or Robusta, and the grades into which they are processed, namely, peaberry, plantations, cherry, flats, etc. determine the sales realisations. The regional differences have therefore, to be traced out to the type of coffee produced, i.e., whether it is Arabica or Robusta and the yields or production trends in each region.

All the coffee districts in Madras, except the Anamallais, come within the North East Monsoon belt and all the districts in Mysore and Kerala and the Anamallais come within the South West Monsoon belt. There was a drop of nearly 500 acres in Arabica in S.W. Monsoon area between 1941-42 and 1949-50 but in the following decade ending 1959-60, the increase was by over 9000 acres. On the other hand, Arabica area in the N. E. Monsoon region increased by more than 13,000 acres in the first decade as against only 500 acres in the second. If Palnis were excluded, this area actually shows a decline of about 4000 acres during the second decade. Many estates in these districts were at one time well known for high quality coffees. The decline is attributed to attacks of pests and diseases as well as to the wide fluctuations in coffee yields caused seasonal vagaries in the region.

Trends In Production

Yield and production, above all other factors, mark the regional differences in the coffee industry. At any rate these are the reliable factors to be gone into the considering the question of wages for the different regions. The distribution of coffee crop among the States of Mysore, Madras and Kerala for the period after the States of Reorganisation is analysed below. As coffee is liable to wide crop fluctuation, any year's production or yield is not safe to take and therefore average over a period of years is invariably taken for such comparisons.

Yearly Average Production For the Years 1955-56 to 1959-60 (In Tonnes)

State	Arabica	Percentage	Robusta	Percentage	Total	Percentage
Mysore	20,652	75.4	9,978	65.2	30,630	72.2
Madras	6,360	23.2	752	4.9	7,112	16.7
Kerala	360	1.4	4,560	29.9	4,920	11.1
Total	27,372	100 00	15,290	100.00	42,662	100.00

It will be seen that both Arabica and Robusta production is concentrated in Mysore State. Madras and Kerala take second and third places but much lower than Mysore. Arabica production in Kerala is only 1.4 per cent of the total Arabica crop, but is next to Mysore in the matter Robusta.

The five years average annual production of Arabica and Robusta by districts from 1941 to 1960 and their respective increase of output are given below :

Arabica and Robusta Production by Districts of Growth Averaged for 1941-42/1944-45 and Five Years ending 1949-50, 1954-55 and 1959-60 (In Tonnes)

Districts of Growth	1941-42/1944-45		1945-46/1949-50		1950-51/1954-55		1955-56/1959-60		% increase of 1955-56/1959-60 over 1941-42/1944/45	
	Ara.	Rob.	Ara.	Rob.	Ara.	Rob.	Ara.	Rob.	Ara.	Rob.
Mysore (including Bababudin)	5522	1008	5553	1503	6516	1740	12205	4017	121	299
Billigiris	108	—	201	—	323	—	495	—	358	—
N. Coorg	2644	51	2671	105	4092	163	6079	458	130	798
S. Coorg	1092	1114	1050	1900	1293	2468	1873	5501	72	394
Nilgiris	—	—	1310	11	990	20	1652	43	26*	291*
Nilgiri-Wynaad	—	—	604	67	625	88	708	186	17*	178*
Anamallais	443	136	399	176	401	178	571	242	29	378
Shevaroys	929	—	1071	—	933	—	1764	—	90	—
Palnis	595	90	845	111	756	156	1665	281	180	212
Malabar-Wynaad	70	1151	64	1743	2	2117	9	4105	—87	257
Nelliampathies	63	27	95	82	133	129	249	212	295	615
Kanan Devans	47	—	76	—	43	—	54	—	15	—
Travancore	—	280	13	201	10	228	18	243	38	13

*The percentage increase is over 1965-46/1949-50 ; since separate figures for Nilgiris and Nilgiri-Wynaad are not available for 1941-42/1944-45.

According to the trend of production the chief Arabica growing districts are Mysore (including Bababydan). North Coorg, Nilgiries, Shevaroya and Palnis. Mysore (121 per cent), North Coorg (130 per cent) and Palnis (180 per cent) have more than doubled their crop by the late fifties. Notwithstanding its greater percentage rise in output, Palnis' yield per acre has not kept pace with other districts. Shevaroya recorded 90 per cent and South Coorg 72 per cent increases in their Arabica output. Although Billigiris and Nelliampathies recorded an increase of 358 per cent and 295 per cent respectively, these are not strictly comparable with the districts mentioned earlier because of their considerable smaller area under coffee.

In Robusta, South Coorg registered the highest increase (394 per cent) with Mysore district coming second (299 per cent) and Malabar-Wynaad third (257 per cent). North Coorg, Nilgiris, Nilgiri-Wynaad, Palnis and Nelliampathies also recorded marked increases in Robusta output Billigiris and Shevaroys have not produced any Robuts crop worth noting.

Yield Per Acre

The average yield per acre periods of five years is given in the table below which will show that district accounting for a larger share of production need not necessarily have a higher productivity per acre :

Average Yield per Acre according to District of Growth for Periods of Five Years ending 1949-50, 1954-55 and 1959-60 (in Cwt/acre)

District of Growth	1945-46/49-50		1950-51/54-55		1955-56/59-60		Percentage Increase of Col. 4 over Col. 2	
1	2		3		4		5	
	Ar.	Rob.	Ar.	Rob.	Ar.	Rob.	Ar.	Rob.
Mysore	1.52	2.36	1.79	2.00	3.48	3.51	129 p.c.	49 p.c.
Billigiris	NA	—	5.47	—	8.42	—	—	—
North Coorg	2.52	2.19	3.84	1.42	5.10	1.83	102 p.c.	16 p.c.
South Coorg	2.45	3.43	3.38	2.96	6.12	4.28	150 p.c.	25 p.c.
Anamallais	NA	NA	3.54	6.58	4.95	6.25	—	—
Nilgiri/Nilgiri-Synaad	1.77	1.67	1.54	1.47	2.39	1.89	35 p.c.	13 p.c.
Shevaroys	2.08	—	1.78	—	3.37	—	62 p.c.	—
Palnis	0.69	3.00	1.16	4.32	1.28	3.41	85 p.c.	14 p.c.
Malabar-Wynaad	—	1.42	—	1.32	—	2 13	—	50 p.c.
Nelliampathis	1.29	1.96	1.04	1.92	2.01	2.40	56 p.c.	22 p.c.
All India	1.67	2.17	1.93	1.94	3.33	2.93	99 p.c.	35 p.c.

Billigiris' is the highest yield per acre of Arabica but it is not strictly comparable with the yield of other districts because of its small acreage. From among the other districts, South Coorg had the best record of average Arabica yield as well as rise in productivity. North Coorg was behind South Coorg during 1955-56/1959-60 which was the result of new area planted with Arabica since 1955.

The average yield of Mysore (including Bababudin was below the all-India average during the periods 1945-46/1949-50 as well as 1950-51/1954-55. It showed a sudden and appreciable increase after the mid-fifties and there was a rise of per acre yield from 1.52 cwts. and 1.79 cwts. per acre to 3.48 cwts. per acre.

Malabar-Wynaad has the lowest yield of Robusta coffee. Apart from the topography and climate, one of the important contributing factors is the larger per centage of small holdings in this area. The number of holdings below five acres in Malabar-Wynaad in 1959-60 was 9.168 (83 per cent) out of a total of 11,089 compared to 4,250 (76 per cent) out of 5, 986 in South Coorg and 5,095 (66 per cent) out of 7,686 in Mysore.

The N.B. Monsoon districts are generally low yielding regions compared with the S.W. Monsoon districts. It is for this reason Shevaroys and Nilgiris have lower yield per acre. Palnis has the lowest Arabica yield per acre inspite of its impressive increase in output.

Small Growers

Small grower is defined in the Coffee Rules, 1955, as a registered owner who is not a larger grower. A large grower is defined in the same Rules as a registered owner owning land planted either with Arabica or Robusta or both aggregating not less than 50 acres ; whether the land is in one estate or in more than one estate.

There is a predominance of small growers in the coffee plantation industry and this is its important feature. The table below shows the distribution of the acreage and production according to sizes in Mysore, Madras and Kerala :

Size of Holdings In Acres	Mysore	Madras	Kerala	Total	Total Production
		Acreage			(1959-60* in Tons.)
Below 50	72,113	36,056	44,788	152,957	18,375
50-100	17,686	4,353	2,756	24,795	4,256
100-200	26,428	8,172	4,574	39,174	8,302
200 and above	51,872	17,985	7,859	77,716	18,857

*1959-60 figures as available in the Coffee Statistics.

Estates of below 50 acres from 50 per cent of the total acreage. The holdings between 50-100 acres account for 8.67 per cent of the total coffee area. The holdings between 100-200 acres are 13.68 per cent and those of 200 and above 27.15 per cent. Company owned properties in coffee is about 20 per cent of the total coffee area. The distribution of holdings shows that out of a total area under coffee (of 272,298 acres in 1960), company owned properties account for 53,959 acres, i.e., just about 20 per cent. Out of this, however, companies

holding 300 acres and more account for 18.25 per cent.

The small growers may not be able to produce as efficiently as large growers can. The small scale operations deprive the small growers of the benefits of advance management and large scale economy. But the small growers have also some advantages. They do not have the over-head charges like those of large estates and their tax liabilities are very much limited. Most of them also are free from the provisions of labour laws. Much of the coffee on small holdings is grown along with other crops like pepper, cardamum, oranges, paddy, etc. The small growers who have diversified crops do not suffer as much as the large growers due to crop cycles and low prices of coffee.

Mixed Estates

Coffee estates, in some cases form part of estates of tea, rubber, cardamum, etc., and are managed as one unit ; such units are called 'mixed estates'. The table given below furnishes information* about the mixed estates having majority coffee acreage in the three Southern States, Mysore, Madras and Kerala :

State	No. of Units	Area under Coffee (in Acres)	Percentage of Coffee	Percentage of other Crop	Total Acreage on planting In the State	Under mixed Estates
Mysore	122	29,722	91.65	8.35	154,007	31,528
Madras	51	10,072	72.97	27.03	67,324	17,922
Kerala	22	4,769	67.32	32.68	49,581	8,619
Total	195	44,563	—	—	270,912	58,069

Source : UPASI—Planning Directory of Southern India—1958.

The mixed product estates pose a problem in Madras due to difference in the conditions between the plantations of various products. In Mysore, however, acreage under tea and rubber plantations being negligible, the problems of mixed product estates are not serious.

Coffee Board

Contribution of the Coffee Board towards the development of coffee has been remarkable. Its constitution is broad based and representation has been given to all the interests directly or indirectly connected with the coffee, industry. Including the Chairman, it consists of 33 members ; three representing Parliament ; three representing the Governments of Mysore, Madras and Kerala; 12 coffee growers ; three coffee traders, one coffee owner, three consumers ; four labour ; and three others. The Coffee Board is responsible for the quality of coffee, its collection, processing, marketing, propaganda, research and development. It functions through sub-committees. The Chairman is the Chief Executive of the Board and also presides over the meetings of the Board and committees. The Coffee Board conducts investigations and researches to attain healthy and prosperous growth of coffee plantations by taking the fruits of researches to the door steps of the planters. Through its development wing, the Coffee Board gives long term loans for intensive and extensive cultivation to registered estates in the 5.50 acreage group. supplies approved coffee seeds to the estates and makes equipment and machinery available on hire purchase terms to estates upto 50 acres. It also renders technical and advisory services through demonstration plots, trial plots, etc.

Marketing Of Coffee

The most important function of the Coffee Board is to organise colletion of coffee from the growers and after rendering it marketable, arrange for its sale to the best advantage of producers and consumers. Coffee produced in the country is marketed through a common pool in which all registered owners participate. These registered owners deliver all the coffee produced by them except such quantities of coffee as may be permitted by the Board to be retained for seed purposes and domestic consumption. The Board makes an estimate of the current season's coffee crop and after making an estimate for the internal market, the balance is allocated for release in the export market. The Board has opened a number of pool depots at convenient centres in the coffee growing areas to enable the small growers to deliver their produce without having to transport it over long distances. Large growers deliver their produce to the pool agents appointed by the Board at the main coffee curing centres. The small growers are paid Rs. two per point immediately towards the price for coffee delievered. The balance is paid in instalments. The large growers are, however, paid in instalments as and when sale prices are realised.

The Coffee Board's estimate of cost of production and actual return to the growers per point value in the last few years are given below :

*Latest figures is not available.

Years	Board's Estimates of Cost of Production. (Value per Point on 50 kg.)	Actual Return to the Grower per Point Value per 50 kg.
	Rs. P.	Rs. P.
1956-57	2.18	2.78
1957-58	2.29	2.47
1958-59	2.23	2.46
1959-60	2.11	2.29
1960-61	2.18	2.02
1961-62	2.07	2.26
1962-63	2.02	2.30
1963-64	2.00	2.50 (payment so far made)

There are no serious complaints about the sales realisations in the internal market. The industry, however, seems to be dissatisfied with the sales realisations in the export market. It has been represented to this board that in the last few years because of the lower export prices, return to the grower had been steadily falling. The industry is not, however, in favour of raising internal prices unduly so as to cover export losses as it considers it against the long term interests of the growers.

Progress Of Coffee Industry

The progress of coffee plantation industry in the last, one decade has been phenomenal, as may be seen from the table* given below. Along with the steady growth in output, internal consumption and exports have also gone up during this period.

Year	Area in Acres	Production in Tonnes	Consumption in Internal Market (In Tonnes)	Exports** (In Tonnes)
1955	252686	25427	22646	10334
1956	554449	35028	24189	3115
1957	260401	42572	26622	19508
1958	268472	44490	27570	12109
1959	272298	46915	30105	16513
1960	294929	49790	30004	14985
1961	297320	68020	33873	19582
1962	308126	46050	34651	29690
1963	319806	56200	33634	20376
1964	319806	69000	35200	33000

The significant factor of the industry is that coffee production has more than doubled in the last 10 years with only 20 per cent increase in the acreage. The increase in production has, therefore, been on account of intensive cultivation and higher yield per acre. During the Second Plan, the yield per acre was 168 kg. ; it has already gone upto 216.59 kg. per acre and is expected to rise to 250 kg. per acre by the end of the current plan. The above table also reveals that there has been substantial rise in the internal consumption and exports have also been rising. India's exports of coffee rose from 19582 tonnes in 1960-61 to 33,000 tonnes in 1963-64. No targets of production were fixed for the First and the Second Plans. The target for the Third Plan was fixed at 80,000 tonnes to be achieved by 1965-66, out of which 35,300 tonnes were to be consumed internally and 44,700 tonnes were to be exported. The actual achievement for the year 1963-64 is 68,922 tonnes of production out of which 35,200 tonnes have been consumed internally and 33,005 tonnes have been exported. The target of production for the Fourth Plan by 1970-71 is 85,000 tonnes out of which 40,000 tonnes are meant for internal consumption and 45,000 tonnes are proposed to be exported.

The coffee industry's prospects primarily depend upon the cost of production of coffee. To reduce the cost of production all steps are being taken by the industry with the assistance and cooperation of the Coffee Board, which is providing facilities for increasing the yield per acre. The employers have become extremely productivity conscious and have been adopting every possible measure within their means to curtail and cost of production. Not only the operations considered necessary in the past for maintaining a coffee plantation are being restricted, but some operations which were previously carried on by manual labour are now being conducted more economically and efficiently with the help of machines. The employers have fully realised, nad have given expression to their views that labour cannot be wastefully employed when wage costs were rising and mechanisation and technological improvements in the method of production could bring down the cost of production. The land-labour ratio seems to be going down and expectations are that in future less labour might be required to produce large crops.

There is a growing tendency amongst the planters to adopt improved methods of cultivation and processing of coffee. There has been an increase in the demand for fertilizers, machinery and accessories. The growers' fortunes depend, to a large extent, on the timely blossom showers in March-April and the backing showers, thereafter, at appropriate intervals. But due to the vagaries of nature, blossom showers do not always oblige the growers. Absence of blossom showers and occurrence of inadequate showers spell disaster but the growers have now become conscious of the benefits of sprinkler irrigation equipment which could come to their aid in ensuring a good crop inspite of uncertain weather conditions. They are, therefore, going in for such equipment. As has been pointed out in the Board's discussions on paying capacity, the increased production of coffee has been to a very large extent due to the scientific methods of cultivation adopted by the planters and the assistance rendered to them by the Research Department of the Coffee Board. This has led to high hopes about the future of the coffee industry in the country and in the Fourth Plan yield per acre is expected to be further increased as against 250 kg. at the end of Third Plan and as against 216.59 kg. at present. Some coffee estates hold reserve lands which are available for immediate coffee plantation and expansion. Coffee growing areas in Andhra Pradesh and other States also are expected to develop. There is a great scope of coffee growing in these area and large areas are expected to be brought under coffee cultivation. But the increase in coffee production is aimed at mainly by a higher yield per acre. The old and obsolescent coffee plants are being replaced by higher yielding ones and the replacement programme spread-over a period of 12 years at the rate of 10,000 acres per annum is under consideration. The Coffee Board's programme for rehabilitation of coffee provides for long term loans and the depreciation provision made for replanting in the assessment of coffee prices is expected to enable the planters to fulfil the programme of replanting. The employers have some apprehensions of glut of considered by some to be misplaced. There is a growing demand of coffee in the world and this commodity has a potential market at home. It is expected that 80 thousand tonnes of coffee that might be produced in the last year of the Third Plan would be consumed; a large portion of it in the internal market. The prices of coffee in the internal market have been considered to be satisfactory. There is a competitive export market in which only quality and lower prices would help India to sell its coffee. The planters and the curers are becoming increasingly conscious of this fact and are studying modern teachniques for improving the quality of coffee. The Coffee Board is, there to render them every possible assistance in this respect.

Place Of The Industry In The Economy Of The Country

The contribution of coffee plantation industry to the general economy of the country is not insignificant. Its part in the economy of Southern India, particularly of Mysore State, is very great. Besides giving livelihood to the planting community consisting of some 48,000 growers, the coffee plantation industry gives direct and indirect employment to be large number of persons. The average daily number of persons directly employed in the coffee estates is 2,85,444*. Besides, the industry gives employment to a large number of persons in coffee curing works, coffee trade, and other ancillary institutions and firms. The industry supports many other subsidiary industries depending on it as suppliers of goods and services. By its distribution in Mysore State and by its location in the sparesely inhabited Malnad areas, the coffee industry plays a significant role in the economy of this region.

The industry pays excise duty and customs duty to the national exchequer and sales tax and agricultural income-tax to the various States of its location. The contributions of the industry by way of central excise duty and customs duty are on the increase. The central excise duty has increased from Rs. 50 lakhs in 1949-50 to Rs. 165 lakhs in 1960-61 and the customs duty has increased during the same period from Rs. 67,344 to Rs. 7,74,868. The figures of agricultural income-tax collected from coffee estates in the States of Mysore, Madras and Kerala are not available for all the years but from the figures available for certain years it appears that this industry makes a substantial contribution the State revenues by way of agricultural income-tax.

Moreover, from the point of view of national economy coffee is now assuming an important position as foreign exchange earner. In the fiscal year 1963-64, it had contributed Rs. 8.30 crores to the country's foreign exchange earning and elsewhere it has been pointed out that the industry has already earned Rs. 11.31 crores of foreign exchange upto the end of October 1964. It ranks sixteenth amongst the foreign exchange earning commodities of the country.

World Coffee

The total area under coffee cultivation in India accounts for about one per cent of the total world area under this crop. The principal coffee growing areas are situated in four continents namely North and South Americas, Africa and Asia. The largest contribution to world coffee comes from the South American countries of which Brazil is the premier coffee producing country. Brazil's production of coffee has fallen during the last three years and consequently the total production of South American countries has come down from 38.89 million sacks (132 lbs, or 60 kg. each) in 1960-61 to 21.52 million sacks in 1964-65. During the same period, the North American countries production of coffee has, however, slightly increased from 9.5 million sacks to 10.27 million sacks. Among the Asian countries, India and Indonesia are the principal producers of coffee. Production of both the countries is increasing. From

*Source—Coffee Board.

**Exports figures are for financial years.

*Figures for the year 1960-61.

3.71 million sacks in 1961-62, it has increased to 4.31 million sacks in 1964-65. The important coffee growing countries in Africa are Angola, Guinea, Ethiopia, Congo and Uganda. Production of coffee has gone up in almost all the African countries. As against 13.8 million sacks in 1960-61, the production has rise to 16.6 million sacks in 1964-65. The world total production has, however, gone down from 65.5 million sacks in 1960-61 to 52.6 million sacks in 1964-65. It may be pointed, out that world production had recorded a substantial increase in 1961-62, but it fell in 1962-63 to the level of the base year 1960-61. It showed a slight increase in 1963-64 and from a production of 67.8 million sacks, it came down to 52.6 million sacks in 1964-65.

The average yield per acre in India is low when compared to the yield in other coffee growing countries. A comparison with the yields in some of the other important coffee growing countries such as Brazil, Mexico, Tanganiyka and Indonesia indicated that the yield per acre in India is just about 70 per cent of the yield in these countries.

International Coffee Agreement

The world annual production of coffee is now around 52 million sacks, 15 million sacks fewer than a year before. The world consumption of coffee has now reached an average of 44 million sacks. The consumption is increasing and yet a large surplus is left over after current consumption and coffee stocks have been after accumulation in the past few years. The latest estimate of carry over stock of coffee has been put at equivalent of the word requirement for three years. Since 1957, leading world producers of coffee have been trying to organise themselves with a view to arresting the steady decline in coffee prices by regulation the production and export of coffee. The International Coffee Agreement was reached in 1958 and it was followed by the formation of the Federation of Central American Coffee Growers and the Federation of African Coffee Producers. Despite a quota system introduced since 1958, the world stocks of coffee have been accumulating in most of the coffee producing centres and consequently the coffee prices in the world markets are showing a downward trend. The prosperity of Indian coffee is closely associated with the world prosperity. India is, therefore, a signatory to the International Coffee Agreement as one of the 47 countries. The export quota of coffee is governed by the International Coffee Agreement which came into force in September 1962. The Agreement has fixed a basic quota of 21,600 tonnes in 1962-63 exclusive of India's exports to the non-quota countries. India exports to as many as 31 quota countries and 30 non-quota countries. Important amongst the quota countries are West Germany, U.S.A., Italy, Yugoslavia, France, Netherlands, Norway, Sweden, Belgium, Bulgaria and Pakistan. Important non-quota countries are U.S.S.R., Poland, Iraq, Saudi Arabia and Bahrain Islands. In so far as quote countries are concerned, India's share in the international coffee trade is thus restricted and at present there is not much scope of increasing the exports of the quota countries as to the non-quota countries.

The International Coffee Agreement aims, inter alia, at achieving reasonable balance between supply and demand on a basis which will ensure adequate supply of coffee to consumers and market to the coffee producers at equitable prices. It also aims at contribution to the development of productive resources and/or to the promotion and maintenance of employment and income in the member countries, thereby helping to bring about fair wages, higher living standards and better working conditions.

Needs Of The Industry

The Board has to consider the needs of the industry in a developing economy and in order to ascertain these needs views were solicited through specific questions in the questionnaires. The replies reveal that the parties hold somewhat different views. The workers' organisations have expressed the view that the essential need in a developing economy are to step up production to meet the growing demand for coffee by increasing yield per acre and by giving a 'square deal to the workers'. It is their contention that not only the industry has got its needs in a developing economy, the workers also have their needs in a developing economy. According to them developing economy is resulting in developing inflation bringing in its wake a progressive diminition in the purchasing power of the wage earners. In the context of the developing economy, therefore, the workers' organisations have advanced the view that safeguarding the rights of the workers and their purchasing power are also the essential needs of the coffee industry. The employers have, however, enumerated the various measures that should be taken to reduce the cost of production, which, according to them, can be achieved only by increasing the yield and by avoiding imposition of new or higher imposts upon the industry. The replanting and replacement of average yield stands with high yielding materials even if such stands are not averaged, have been considered as essential needs of the industry. The Board realises that the rehabilitation, development and expansion of the industry will require capital resources. Its future depends upon the price at which coffee could be placed in the internal as well as in the foreign markets. The industry has, therefore, a strong case for cost control. While workers' output and their contribution to the production should increase, the growers should concentrate upon producing quality coffee and the planters and curers should study modern techniques adopted in other coffee growing countries to raise the quality of Indian coffee. The prices of Robusta are satisfactory.* But it is a fact that in the export market there had been significant fall in coffee price. The Coffee Board is aware of the price trends in the external markets and it is adopting all possible measures to safeguard the industry's interests. It has introduced open auctions from April 1964 as against the previous system of closed tenders. This method of sale was expected to attract more enterprising bidders from the country and abroad. But the prices received in the open auction have also revealed a downward tendency. The Coffee Board is of the view that the performance of open auction system may have to be observed for a further period before coming to a difinite conclusion whether the desired objective could be achieved or not. The conditions of supply and demand in the world market influence the level of prices in the export sales. There is a considerable demand for quality coffee. There were some complaints that the quality of Indian coffee was going down. It may be one of the causes for lower prices as compared to those in Kenya or Columbia. India is also faced with difficulties in the shipment of coffee without allowing its quality to deteriorate. While African coffees are being shifted in fast moving steamers within a few days of placing an order, it has come to the notice of this Board that the Indian coffee is being shifted months after the sales are concluded. This results in quality deterioration. Adequate shipping facilities are, therefore, required to be made at Mangalore and Calicut in order to ensure the supply of quality coffee.

A few important needs of the industry have been discussed above in view of the Board's specific terms of reference and the Government's directive to the Board that such needs of the industry should be considered while devising a wage structure for coffee plantation industry. It may, however, be pointed out that coffee is, in a way, controlled industry and the Coffee Board is fully aware of the industry's needs and requirements. The Coffee Board has taken effective measures in the past for the industry's benefit and for its development and it is largely on account of the interest taken by the Coffee Board that the industry has achieved such spectacular results. It can be safely presumed that the Coffee Board will not allow the genuine needs of the industry to suffer for lack of attention.

*Coffee Board Chairman's speech at the annual meeting of the Board.

Revised Wage Structure

Workers' Estimates Of Minimum Requirements

The parties were requested by the Board to state the fair wage which was justified in their opinion for the lowest category of unskilled manual worker and for other categories of worker connected with coffee plantations keeping in view the recommendations of the Fair Wages Committee and norms of the 15th Section of the Indian Labour Conference on need based wage. The estimates of fair wage submitted by the workers' organisations for the lowest paid worker are between Rs. 160 and Rs. 200 per month. These are the minimum estimates expenditure for a standard family consisting of three adult consumption units. For a middle class family, a minimum expenditure of Rs.316 per month has been considered essential. It appears that the estimate of Rs. 160 per month is on the basis of the norms laid down by the 15th Indian Labour Conference, although some departures have been made here and there. But it is not clear on what basis an estimate of Rs. 220 per month has been arrived at as the minimum requirements of a working class family. The estimate of Rs. 316 per month for middle class family seems to have been arrived at by providing for better type of food, highest standard of clothing and a number of miscellaneous requirements which are no usually considered essential in estimating minimum requirements of a working class family. In the miscellaneous requirements for middle class family, boarding expenses of two children, tooth paste, brush, face powder, travelling expenses and a number of other items have been included.

Parties Views Of Need Based Wage

Much was discussed about the need based wage both in the written statements and while making submissions to the Board. The parties have tried to deal with this subject very exhaustively. The workers' representatives would like the Board to accede to their demand of need based wage on the basis of the 15th Indian Labour Conference formula, irrespective of the capacity of the industry, the needs of the industry and the return which the industry should get on its capital. The workers' case is that the need based minimum wage should be calculated on the basis of the norms recommended by the 15th Indian Labour Conference providing for balanced diet and that the need based wage recommended by the Board should be sufficient to maintain a family of three consumption units including the wage earner. The employers have opposed this demand. They have taken a stand that the existing wage is a fair wage not only

for the unskilled manual workers but also for other categories of employees and hence the entire wage structure in the coffee plantation industry is a fair wage structure. They not only consider a wage in terms of the Fair Wages Committee's recommendations as impractical but also hold the view that the Board is not bound by the 15th Indian Labour Conference recommendations and should not accept it as a basis for wage fixation.

In the light of the terms of reference, the Board has to base its recommendations on the principles of fair wages as enunciated by the Committee on Fair Wages. The first question that arises is : 'What is a fair wage according the Fair Wage Committee ?' The fair wage as such has not been defined by the Committee. It has, on the other hand, defined the minimum wage and the living wage and has left the fair wage concept dependent upon various facters. It has, therefore, to be determined by the wage boards after taking those factors into consideration. The Fair Wages Committee's principles of wage fixation have never been regarded as inflexible. The commitee has laid down some broad principles of wage fixation and, whether the terms of reference require it or not, these principles have to be applied in each case taking the practical and common sense point of view of all the relevant matters before the Board.

Minimum Fair Wage is Need Based Wage

For the purpose of Board's deliberations, it would be enough if for the time being the Committee's concept of minimum wage is considered. According to the Fair Wages Committee, the minimum wage must provide merely for the bare sustenance of life but for the preservation of the efficiency of the worker. For this purpose the minimum wage must also provide for some measure of education, medical requirements and amenities. The minimum wage obviously is not the same as the bare subsistance wage. It is something more. It has been regarded as the need based wage and the minimum level of the fair wage. It is in this context that the norms of the 15th Indian Labour Conference assume considerable importance. The Fair Wages Committee has only prescribed the broad suggestive principles of need based wage in its definition of minimum wage and has not defined them in quantitative terms. The first attempt in this direction was made by the resolution of the 15th Indian Labour Conference. The norms laid down by this resolution have attracted attention of almost all wage fixing bodies including all the wage boards and these norms have been discussed threadbare from all points of view. It is not, therefore, necessary for this wage Board to repeat them here. But it does not mean that the Board attaches less importance to them. Its non-inclusion in the Board's terms of reference does not make any difference. It is a tripartite agreement and has been so worded that it is not necessary for all wage fixing bodies to adopt the norms laid down therein to to. It has been recognised by the framers of resolution that in some cases it may not be possible to adhere to the norms mentioned in that resolution. What is expected is only a justification of the circumstances which prevent any wage fixing body from adhering to them. In the resolution itself, therefore, the practicability of its application is both implied and expressed. In the circumstances nothing should deter this Board from giving the consideration that the resolution deserves in the light of the peculiar circumstances of the coffee plantation industry.

Board's Office Estimates Of Need-based Wage

The Board's office has, therefore, worked out estimates of minimum requirements for one consumption unit both on the basis of the balanced diet and improved diet for the coffee growing areas and for which price data and other information were available. These estimates have been worked out in the manner they were prepared by the previous wage boards by taking help of the diet formula mentioned in the agenda papers of the 15th Indian Labour Conference on the basis of which the food norms of the need based wage were devised. The weights, (proportional to the expenditure) forming basis of the consumer price index number at a place and the level of prices for September 1963 for those places have been taken to work out the estimates. Expenditure in respect of other items, clothing, housing and miscellaneous requirements—has been calculated in the manner indicated by the need based formula. In the case of the clothing items the yearly expenditure based upon weight and prices (mentioned above) has been calculated for 21.85 metres (24 yards) per unit and in this calculation no allowance has been made for woollen and silk clothing, bedding and footwear. Nothing has also been provided for stitching charges. The standard rent of a small two roomed tenement of Rs. 14 a month has been taken on the basis of the rent fixed by the Ministry of Works, Housing and Supply, under the Subsidised Housing Scheme. As the estimates are for one consumption unit, proportionate house rent cost per month has been taken to be Rs. 4.67. The expenditure on fuel, lighting and miscellaneous requirements has been taken as 20 per cent of the total minimum wage or 25 per cent of the expenditure on the other three items. On the basis of these calculations, the cost of monthly minimum requirements for coffee plantation workers for one consumption units works out

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Centre	Total (In Rs.)with Balanced Diet	Improved Diet
Chickmagalur	50.65	39.23
Ammathi (Coorg)	56.55	39.95
Gudalur	55.14	46.58
Madurai	41.45	35.65
Coimbatore	46.56	36.74
Kozhikode	51.64	47.20
Valparai	42.03	38.31

Employers' Estimates Of Minimum Requirements

The employers have also worked out estimates of cost of living of coffee plantation workers. While doing so their main criticism is directed towards food norm of the 15th Indian Labour Conference formula. The food expenditure has been worked out on the basis of their own formula providing for (i) 2,200 calories; (ii) 2,600 calories; and (iii) Second pay Commission's formula providing for 2,600 calories. In the matter of clothing, the employers budget markes a provision for 15.5 yards per capita per year, i. e. 66 yards per family instead of 72 yards prescribed by the need based wage formula. This has been justified on plea of per capita availability of cloth in the country. No provision has been made for woollen clothings as the two cumblies, which plantation workers of estates of 25 acres and more are intitled to get, have been considered to be adequate to cover the needs for woollen clothings in cold climate. The employees consider that the actual need of a plantation worker for clothing is very much lower than 18 yards per annum and therfore, 15.5 yards provided by them is a generous provision. The cost of clothing has been estimated at the rate of Re. one per yard, as was done by the Sugar Wage Board, the report of which was published in 1960. No provision has been made for housing since, according to the employers, it is provided free under statute. In the miscellaneous group also, the employers have taken only such items on which the plantation workers actually incur expenditure and which have been revealed by the family budget enquiries made in the plantation households and not the 25 per cent of the cost of food, clothing and housing. They have argued that no expenditure is incurred by the plantation workers on fuel, as according to them, firewood is collected free by the workers from the estates. The only expenditure which deserves to be included in the miscellaneous group for fuel is on lighting and match box and kerosene oil. The employers have actually taken 20 per cent of the cost of food and clothing as adequate expenditure on miscellaneous requirements. The total cost of the three budgets for coffee plantation workers' family has thus been worked out on the basis of prices available for Hassan in Mysore State. The details of prices have not been given. The summary of the employers' budgets is given below :

	Budget I (2600 calories)	Budget II (2600 calories)	Budget III (2600 calories, taken by Second Pay Commission)
	Rs.	Rs.	Rs.
Food	43.44	51.87	52.44
Clothing	5.17	5.17	5.17
Miscellaneous	9.72	11.41	11.52
Total	58.33	68.45	69.13

The cost of the coffee plantation workers' budgets providing for three different types of vegetarian diets amount to Rs. 58.33, Rs. 68.45 and Rs. 69.13. Taking the highest priced budget, which is regarded by the employers as a need based wage for a coffee plantation worker's family, it has been argued that the daily wage rate will work out on the basis of 2.25 wage earners and three consumption units at Rs. 1.44 for men, Rs. 1.08 for women and Re. 0.72 for children. It has been further argued that even if it is assumed that only the male worker and his wife are employed, the daily wage rates will be Rs. 1.52 for men and Rs. 1.14 for women. They have compared these rates with the wage rates in Mysore region. Inclusive of the interim wage increase in Mysore, which is the highest wage region in coffee plantation industry, daily wages are Rs. 1.65, Rs. 1.25 and Re. 0.82 for men, women and children, respectively. Thus the employers tried to establish before tne Board that the current rates of wages in the coffee plantation industry were such that they could be regarded as higher than the estimated need based wage and, therefore, a fair wage was already in force. In their subsequent arguments the employers have also claimed that inclusive of the non-cash benefits such as provident fund, gratuity, free housing, free medical facilities, lay off compensation, annual leave with wages, etc., the coffee workers' wages have all the attributes of a living wage as conceived by the Fair Wages Committee. This view of the employers would be discussed later, but for the time being a few observation about the budget estimates submitted by the employers may be made here.

The employees have adopted their own standards in respect of almost every item of the workers' budget. The Board is aware of the fact that a food norm of the need based wage formula is not free from controversy, ever since the norms of the need based wage have been discussed by the Second Pay Commission. The Second Pay Commission has adopted a vegetarian diet of the calorific value of 2,600 and worked out its cost at prices prevailing in Delhi and a uniform wage was fixed for the entire country. There could be a difference of opinion about the type of diet as the need based formula

of the Indian Labour Conference did not specifically provide for it. But the norms adopted in respect of the expenditure on clothing, housing and other requirements need some consideration. The Second Pay Commission has taken expenditure on these items in accordance with the norms recommended by the Indian Labour Conference. What the need based formula has provided is a norm of clothing and within the yardage fixed by it different types of clothing depending upon the climatic conditions have to be provided. If the principle is accepted that the workers' requirements in respect of clothing should be in keeping with the per capita avilability of cloth in the country. It will amount to a progressive increase and continuous revision of this norm depending upon the availability of cloth. The cloth production is rising. As the employers have themselves pointed out, the availability of cloth is expected to rise to 17.2 yards per capita by 1965-66. Now that the Third Five-Year Plan period is ending, 17.2 yards, instead of the provision made for 15.5 yards in the employers budget estimates, may have to be adopted. The norm of clothing will thus be subject to revision from time to time.

The workers' contention is that the Kamblis are an occupational necessity and are not an alternative to woollen clothing requirements in cold climate. The employers, however, contend that Kamblis will take care of the needs of woollen clothing for the workers. The price of cloth at Re. one per yard in the context of the prevailing prices of cloth also requires consideration.

Nothing has been provided for housing on the argument that when a Statute provides for an amenity, it must be presumed that it has been actually provided. It has also been contended that if housing is not provided, an employer may be prosecuted for non-implementation of the Plantations Labour Act; but it would not mean that provision for housing should be made in working out the wages of a worker. The Plantations Labour Act requires an employer to provide and maintain necessary housing accommodation for every worker and his family residing in the plantation. It would thus appear that the employers are required to provide houses only to such of the workers as are residing in the coffee plantations. An idea can be had about the number of houses available for the plantation workers from the report of the Working Group on Plantations Labour Housing, published in 1964. In Mysore State, 65,461 workers are in employment; 19,206 houses are required out of which 14,910 are available and there is a shortfall of 4,296 houses. In Madras State, 83,244 workers are employed in plantation (Tea, Coffee and Rubber); 34,507 houses are required and only 23,048 houses are available showing a shortfall of 11,450 houses. This gives some idea about the availability of houses for plantation workers. But even if it is accepted that housing is provided free to almost every worker, the notional house rent should have been taken for calculating the amount of the miscellaneous requirements.

In justification for taking 20 per cent of the expenditure on food and clothing only for miscellaneous group the employers arguments are as follows:

"In view of the fact that the weight of the miscellaneous group can be ascertained from the actual family budget survey by the Labour Bureau, we have adopted that weight (i.e. 16.3 per cent) for our calculation of the expenditure. This corresponds to 19.5 per cent of the expenditure on other items. Rounding off, we arrive at 20 per cent which we have adopted in our calculations."

Wage Earners In A Family

Apart from discussions about the norms of food, clothing, housing and miscellaneous requirements, there have been very lengthy arguments before the Board about the wage earners in a plantation workers' household. Both the Fair Wages Committee and the resolution of the 15th Indian Labour Conference envisags a working class family consisting of three consumption units and one wage earner. The Committee's decision is that if the standard family is reckoned as one requiring three consumption units and providing one earner, it would be in accord with the results of the family budget inquiries. The resolution is more specific in this respect and in view there the earnings of women, children and adolescents have to be disregarded. As has been stated earlier, the employers and workers hold very strong but divergent views on this subject. Workers are not prepared to compromise for anything less than three consumption units for a wage earner. The employers, on the other hand, have argued strongly in favour of adopting the principle of 2.25 wage earners maintaining three consumption units on the basis of family system of employment in plantations. The employers contend that, if in determining a worker's wage, needs of his family have to be ascertained, the actual income of a household to maintain a standard of life intended to be allowed should also be ascertained. In so far as the Fair Wage Committee's principle of three consumption units and one wage earner is concerned, the employers desire that the Board should ignore it by considering that this principle was recommended by the Committee with reference to a living wage standard. Even otherwise they suggest that this principle could be modified by applying the caution of practicability in the Board's terms of reference in this respect also. The resolution of the Indian Labour Conference is considered by them as one dealing with employments in general and not with any particular industry. It was

also contended that an assurance was given to the plantation industry in the 10th Session of the Industrial Committee on Plantations to the effect that the norms of wage fixation would be decided by the Wage Board.

The industry is not, therefore, in favour of determining wages in coffee plantations on the basis of each adult male worker being presumed to have to satisfy the needs of three adult consumption units. It has been argued that for agricultural community working on plantations almost in a family group, the earnings of a household consist of the total earnings of all the earners in that household. It has further been argued that all the minimum wage committee have recommended need based minimum wage in plantations and while doing so they have accepted the fact of family employment and fixed wages accordingly.

Position Of Family System Of Employment

The Board has given most careful consideration to the question of family system of employment in coffee plantation. Family system of employment in the plantation industry has a historical background. When the plantations started for the first time, most in uninhabited areas, labour had to be imported from far off places; recruitment of labour had to be resorted to on family basis through the recruiting agents. This system of recruitment was also necessary as some operations in coffee plantations, particularly the picking of coffee berries is better carried on by the women labour. In the absence of any organised machinery for wage fixation for the plantation workers, the wages were low and every member of the family had to work to balance the budget. Family system of employment is still in vogue in the coffee plantations although it does not appear to be the same as it was before. It is not a statutory condition that the employers should engage labour on family basis. There is also no condition that only families are to be employed in the industry. It is not possible for the Board to specify the extent to which family system of employment are, however, available in the family Budget Enquiries conducted in 1944 which have been referred to by the Fair Wages Committee in Appendix III of its Report. In Madras and Coorg Coffee plantations, there were 2.05 earners, 0.75 dependents and the earner dependent ratio was 1.37. However, the Deshpande enquiry into the cost and standards of living of plantation workers in South India in 1947 reveals 2.41 wage earners, 1.89 dependents in a family of 3.80 units in Madras and in 1952 the Minimum Wage Committee in Travancore-Cochin State found 2.39 wage earners and 1.85 dependents in a family of 4.25 units. These figures show the factual position as it was in existence in 1947 in Madras and in 1952 in Travancore-Cochin. While replying to the questionnaire of the Board, the Madras Government has favoured the adoption of three consumption units for one wage earner. The Kerala Government is also of similar view. The Mysore Government has expressed no specific opinion in this respect. An ILO survey in 1949 found that women labour constitute 40 per cent in coffee plantations. But since 1949 changes have taken place which may have reduced the family system of employment. The regulation of working of living conditions in plantations, fixing of statutory minimum wages, provision for maternity benefit may have contributed to the gradual diminution of family system of employment. Another ILO Report on plantations published in 1961 shows that the population in the plantation areas has increased to such an extent that the problems of immigrant labour have now given place to the problems of acute unemployment.

The family system of employment is conspicuous in plantations but it is not a unique feature of this industry as this system of employment is also prevalent in industries like textiles, chemicals, matches, bidi making, tobacco curing, iron ore, manganese, limestone, mines, etc. On a careful balancing of the materials available before the Board and the submissions made by the parties and the data supplied by the State Governments to the Board, it appears that while the family system of employment still persists in the coffee plantations, the number of dependents in the plantation areas is more now than what it was in the past. Expression of a more definite view by the Board on the question of wage earners is not considered necessary as in the fixation of a revised wage the Board has not been guided merely by one factor.

Employers' Contention Of Present Wage Being Fair

The employers consider the present wage in the coffee plantation industy as one which is on the higher side of the fair wage and has given the ingredients of a living wage. The employers' arguments are on the following lines.

According to the Fair Wages Committee any wage between the minimum wage and the living wage is a fair wage because it says that while the lower limit of the fair wage is the minimum wage the upper limit is equally set by what may be called the capacity of the industry to pay. The lower limit of the minimum wage is on which would provide not merely for the bare sustenance of life but for the preservation of the efficiency of the workers by making provision for some measure of education, medical requirements and amenities. The wages paid in the coffee plantation industry are fair wages because the minimum wage committee, when they recommend minimum wages for the first time in 1952 in the coffee plantations, did so with the

object of providing sustenance to the worker and his family and for the preservation of his efficiency as a worker. This was subsequently raised by two voluntary agreements, in Mysore, one in 1956 and the other in 1960, raising the minimum wage by 42 per cent and 62 per cent respectively. The incentive rates in coffee picking provide considerable higher earning to the workers in the harvesting season. The annual bonuses further add to the earnings.

Employers' Contention Of Present Wage Being Living Wage

The employers' contention is that in addition to the cash earnings, the coffee plantation workers' real earnings are augmented by the addition of non-cash benefits such as provident fund, gratuity, annual leave with wages, etc., and they claim that the coffee plantation workers' wages have all the attributes of a living wage even if the standards are lower because according to the employers these wage components fulfil the conditions laid down by the Fair Wages Committee in regard to the living wage. According to the Committee a living wage should enable a male earner to provide for himself and his family not merely the bare essentials of food, clothing and shelter but a measure of frugal comfort including education of children, protection against ill health, requirements of essential social needs and a measure of insurance against the more important misfortunes including old age. The employers have asserted that by their wage, besides providing the bare essentials, frugal comforts have also been provided. The claim of the employers that their wage is a living wage is thus based upon their other claims, namely (1) that the workers have been provided with free housing facilities according to the standards prescribed by the plantations Labour Act; (2) medical facilities, water-supply, sanitation and protective clothings, have been arranged for the workers which protect them against ill health; (3) free primary education is available for the children between ages of six and 14; (4) 12 weeks' maternity leave with maternity benefit, rest period, weekly holidays, seven festival holidays with wages, annual leave with wages at the rate of one day for every 20 days' work, creches and recreational facilities, ensure the requirements of essential social needs and constitute frugal comforts; and (5) the provision of provident fund, retirement gratuity, workman's compensation constitute the element providing against the more important misfortunes including old age.

The employers are, therefore, of the view that wages in coffee industry, considered along with the fringe benefits, have all the attributes of a living wage, as conceived by the Fair Wages Committee, and the only omission, according to them, is the requirement that one male wage earner should earn enough to provide for the whole family.

This is the point of view of the employers. There can be a difference of opinion about a wage being minimum fair, adequate, etc, depending upon the background in which it is judged. It is not, therefore, intended to express any opinion for or against the view expressed by the employers about the nature of the existing wage. It may, however, be pointed out that the benefits enumerated above are not such that everyone in coffee industry enjoys. The per capita additional burden in the wage will has been calculated by the employers on the basis of the returns received from company owned plantations. These amenities are not universally provided to all the workers by all the estates and the benefits are also not uniform. As has been pointed out earlier, most of these benefits are statutory and several plantations do not come within the purview of the Plantations Labour Act or the Provident Fund Act. Several plantations are not also covered by agreement by which bonuses have been paid and other facilities and benefits have been extended to the workers. Furthermore, while discussing the question of paying capacity, the employers have urged that in view of the peculiar character of the industry, viz, perdominance of small holdings and small growers, their capacity to pay a given wage rate should have primary consideration. But when the question of adequacy of wages and fringe benefits was being considered they have taken for comparison purposes wages, benefits and facilities available to the employees in large company managed coffee plantations in support of their assertion that the present wage is not only fair but to a certain extent it is living wage.

Board's Approach

The Board has to see whether the minimum wage, as defined by the Fair Wages Committee, is being paid in the industry at present or not. The wage should be such as would provide for not only bare sustenance of life but also for education, medical requirements and certain amenities. The need based wage formula of the Indian Labour Conference is only a quantitative measure to judge whether present wage in the coffee plantation industry is a minimum fair wage which is another way of expressing the need based wage. The existing wage of men workers per day, inclusive of interim wage increases, are between Rs. 1.47 and Rs. 1 65. Some rough estimates of the need based wage were made by the Board. Allowing even for an economic vegetarian diet and other requirements according to the Indian Labour Conference formula, it was found that the present wages required to be enhanced In coming to this conclusion, besides the considerations

of increase in the cost of living, the Board's decision was also influenced by other factors such as the progress which the industry has achieved in the past one decade, the desire of labour to attain better standards of living, etc. A contented labour is also a need of the industry.

In connection with the quantum of which the present wages can be enhanced, the Board gave due consideration to the matters like the place of the industry in the economy of the country and its regional characteristics, capacity of the industry to pay higher wages, productivity of labour, prevailing rates of wages in the same or similar occupations and the level of national income and its distribution, and also desirability of gradually bringing up wages in areas where they are very low at present to the same level as in other areas and inadvisability of giving very steep rises. The Board has already discussed the place of the industry in the economy of the country and its other features in the earlier part of this chapter. The capacity of the industry has also been considered in Chapter IV. It is now intended to deal with the other three factors influencing wage fixation.

Productivity Of Labour

The employers' contention is that they are not against higher wages if the increase in wages does not result in higher cost of production. They therefore, emphasise that any wage increase should come from a higher productivity and should be as a result of it. They have repeatedly brought to the attention of the Board the Fair Wages Committee's observation that the wage fixing machinery should relate to fair wage to a fair work load. The employers have, therefore, been pleading for a proper appraisal of the work-load in coffee plantation industry and desired that, if necessary, by means of a work study the relationship between the wages and the work norms should be determined.

The employers accept that there is improvement in production and yield per acre on account of :

(a) Greater and more scientific application of fertilizers.

(b) Preventive measures taken against pests and diseases.

(c) More scientific methods of cultivation.

(d) Improvement in the care of soil and better field management.

(e) Replanting and new planting with higher yielding and disease resisting material, and

(f) Introduction of improved machinery and equipment on estates.

The workers also claim to be given due credit for a part of increase in production and productivity on the plea that even though the area under coffee cultivation has gone up, the number of workers employed per acre has remained the same and in the output there have been increases of substantial nature. It is argued that the labour works harder and is now better organised and, therefore, loss of production on account of strikes and other labour disputes is not frequent now; labour gives full cooperation to management in their efforts to increase productivity even if such measures cause some hardship to labour. The employers, in their replies to the questionnaire, had favoured a time and motion study for the purpose of fixing reasonable workloads. But at the time of submissions to the Board, they expressed the view that the 'work study' was a possible way of assessing the work loads in the plantations and desired that proper workloads should be fixed after 'work study'. They have not explained the significance and meaning of 'work study' in clear terms. No scheme of 'work study' has been submitted by them either. From the "Introduction to Work Study" by I.L.O. they have, however, quoted the following definition of 'work study': "Work study is a term used to embrace the techniques of method study and work measurement which are employed to ensure the best possible use of human and material resources in carrying out a specific activity." The employers had expected that the Board would conduct a work study. This was too much of an expectation from the Board which had no means to take up such a vast and complex study. At the later stages of Board's deliberations the employers have suggested a system of piece rates for Mysore State devised by the Mysore State Planters' Association and desired that it might be adopted by the Board. This scheme has nothing to do with work study. It will be discussed in connection with the piece rates in coffee industry.

The United Planters' Association of Southern India is best suited to carry on a work study, if it is practical. But the Board understands that nothing had been done so far in their direction. The Board had no means to undertake a work study. A time and motion study was considered to be thoroughly impracticable. Such studies may be useful in industries which are mechanised and wherein workers are employed only to operate machines, and as such there is scope for standardisation of workloads. In the coffee plantations, conditions differ from estate to estate and even in the same estate conditions differ from one season to the other. There was a suggestion that the employers and workers should conduct experiments and fix workloads by mutual agreements. This suggestion has the full support of the Board. Productivity should improve. Any improvement in productivity is in the best interests of the industry, the wage earners, the country and every one concerned. The figures of absenteeism available for plantations in Mysore State reveal the bitter reality that absenteeism is rising from 1955 onwards. As against 16.9 per cent in 1955, it was 21.5 per cent in 1962. The reasons for

absenteeism can be many and it would be desirable to make an objective study to ascertain reasons for this higher rate of absenteeism and efforts should be made by the industry and the labour to eliminate it. Less absenteeism will improve productivity and workers' earnings. It may, however, be pointed out here, as has already been accepted by the Fair Wages Committee also, productivity is the net result of several factors which include the conditions of work and the level of managerial efficiency. It is, therefore, necessary that a thorough and an impartial study should be made at the level of each unit to climate waste and to improve productivity.

Prevailing Rates Of Wages

According to the Fair Wages Committee, the prevailing rates of wages in the same or similar occupations in the same or neighbouring localities should be taken into account before granting a wage increase. In connection with such comparison of wages in relation to coffee plantations different views have been expressed by the parties. The workers have expressed the view that prevailing rates of wages only in organised industries should be taken as a guide while fixing fair wages for coffee plantation workers. The employers, on the other hand, have come out with the argument at the time of the Board's public sittings that all the operations in coffee plantations are comparable only with those in agriculture and coffee plantation labour is therefore comparable by the nature of its work with agricultural labour alone. They have, therefore, emphasised that the nature of work performed by the coffee plantation workers should first be fully understood and no comparison should be made with the manufacturing industries and with wages and conditions of service obtaining in such industries. They have, therefore, tried to establish the agricultural character of the plantation industry before the Board. The workers' representatives, in their counter arguments, have been very keen to prove that the coffee plantations had all the attributes of an industry and should be regarded as such. The determination of the nature of work in the coffee plantations, agricultural or industrial, will not affect the wage proposed to be recommended by the Board, and the arguments in this respect are more of an academic nature. There have, however, been some interesting discussions before the Board on this point. While emphasising the importance of the industry in the economy of the country, the employers have urged upon the Board to consider the coffee plantation industry as one of the more important industries in the agricultural sector. Coffee plantations are not, therefore, purely agricultural organisations nor can they be treated on par with manufacturing industries. For a similar reason wages and working conditions in purely agricultural operations cannot justifiably be compared with those in plantations. Agriculture is not an organised industry and the wages in Agriculture have never been regarded as satisfactory in view of the fact that the agricultural labour is unorganised and, for the time being, has few opportunities of bargaining a proper wage. Moreover, a distinctive feature of agriculture is absent in plantations. Agriculture is a seasonable activity and wages depend upon the availability of labour at the time when it is mostly needed. The system of payment of wages in kind in agricultural operations is another attraction which is not available in the coffee plantation work. There are also other reasons on account of which it is difficult to treat coffee plantation workers like those in agriculture. Coffee plantations are situated in areas remote from the centres of other economic activity. It is, therefore, not possible to determine wage rates for coffee plantation workers in comparison with the wages of other workers also. Some iron ore mines have been opened out recently in Chickmaglure region and the wages in these mines and in road construction and building activities can provide some rough idea about the prevailing rates of wages although the condition of the same or similar industry is not fulfilled in this comparison.

National Income

The Fair Wages Committee requires consideration of the level of national income and its distribution. The national income, in a way, reflects the general economic condition of the country and can, therefore, have a relevance in connection with the wage fixation. The Fair Wages Committee has itself realised that the level of the country's national income was so low that linking of national income with living wage was difficult. The employers in organised industries have always been insisting that the wages of the workers should not be very much out of line with what is justified by the country's national income. The workers, on the contrary, have been opposing this view of the employers and did not want the considerations of national income to be brought in when the wage fixation is being contemplated. The oft-quoted objection of the workers is that the national income of the country include seventy per cent of the rural earnings and since the rural population is only partially employed, the figures of national income can only be used to the detriment of the industrial workers. But the approach of the workers' organisations in the coffee plantation industry had been a little different on the question of giving importance to the national income in connection with the new wage structure for the workers represented by them. They consider that the per capita income of a coffee plantation worker is lower than the national per capita income and therefore they urge that the per capita income of the plantation workers should in no case be lower than the national per capita income. The employers in the coffee plantations have stated that national income could only provide a broad indication of the possible wage levels and should be taken into consideration in fixing wages. The per capita national income at 1948-49 prices was Rs. 294.70 in the year 1962-63. The corresponding figure at currant prices was Rs. 399.40. The discussions on national income in connection with wage fixation have been of an academic nature and, as far as it is known, there are no guide-lines available to indicate the extent to which national income can be utilised in any wage fixation. This factor can, however, be kept in view in the determination of a suitable wage structure and it need not be said here that the Board has given due consideration to the general economic condition of the, country and the national income and the coffee plantation workers position therein, while revising the wages of the coffee plantation workers.

Place Of Amenities And Fringe Benefits In Wages Fixation

The question of amenities and fringe benefits has been the subject of earlier discussions. It requires some further consideration as the employers attach considerable importance to the amenities and benefits which they are providing to the coffee plantation workers. It has been submitted to the Board that the following benefits and amenities, under statutes or agreement, are available to the workers :

Bonus
Provident fund
Gratuity
Free housing
Free education
Free medical aid
Sickness benefit
Maternity benefit
Protective clothing
Annual leave with wages
Seven festival holidays with wages
Lay off, compensation
Workmen's compensation
Creches
Recreational facilities
Fire-wood collection facilities

Employers' contention is that amenities and benefits provided by them have workers from expenditure as, in their absence, any expenditure in respect of them would have had to be meted out of the wages received by the workers. Since the standard of living of a working class family is the result of cash income and the non-cash benefits available to workers, they desire that the workers' emoluments in cash should be judged in the background of the various fringe benefits and amenities provided to them.

The Fair Wages Committee is of the view that before a wage fixing machinery decides to make an allowance for benefits, statutory or otherwise, it should examine the nature and the extent of these benefits and where benefits are such that they reduce the expenses of a worker on items of expenditure which are taken into account for the calculation of fair wage, they should be taken into account in fixing the actual fair wage payable. The benefits which have no connection with the items of expenditure on which the fair wage is calculated are to be ignored.

As has been pointed out earlier, these are difficulties in the way of assessing the money value of the amenities and benefits accruing to the coffee plantation workers in general on account of the reason that these amenities and benefits differ considerably in standard from unit to unit. They are not also available to all the workers, particularly to the workers employed on plantations to which the Plantations Labour Act is not applicable. The Fair Wages Committee was also conscious of this position. In respect of housing facility, for instance, it has remarked that an important item of welfare work which involves considerable expenditure is the provision of housing; but some employers have provided first rate housing, while others have either done nothing in this matter or only made a show a providing housing. The employers have tried to give to the Board an idea about the cost per worker on account of the statutory and other benefits; but only in respect of some organised big coffee companies. Cost per worker per day in such companies has been worked out at Rs. 174.76 for 280 working days or 62.04 paise per day in the manner shown below :

	Cost of Per Worker
	Rs.
Labour Bonus	27 04
Gratuity	12.24
Provident Fund	28.80
Leave with wages	22.84
Sickness benefit	6.34
Maternity benefit	6.22
Medical aid	24.52
Other Labour benefits	[illegible].76
	174.76

Applying the criterion laid down by the Committee on Fair Wages referred to above, the Board carefully examined the amenities and benefits listed above to see how far they reduced the expenses of a worker so that to that extent account may be taken in the calculation of wages. The facilities of free housing, free medical and

education are no doubt such that, if they are free or subsidised, the savings thereby could reduce the expenses of a worker. Expenditure on such items is taken for the calculation of a fair wage. In case of housing facilities, for example, where houses have been provided or there is a system of paying house rent allowance in lieu thereof, the norm of expenditure on housing need not be taken into account while calculating workers expenses of minimum requirements. Employers' views on the benefits to workers on account of provident fund have been contested by the other side. The workers argue that not only no deduction should be made from their wages on this account, their take-home-pay-packet should be exclusive of the contribution they made towards provident fund.

To be fair to the employers who incur expenditure on providing amenities to their workers, such expenditure should be considered carefully by the wage fixing authorities. But there is a difference when such expenses are considered for an Industry as a whole and for a particular unit whose wage structure is being reviewed. In the case of the industry an assessment of the expenditure on amenities and benefits in exact terms is difficult. A fair idea of the expenditure incurred by an employer on amenities and benfits and the extent to which the workers were saving expenditure on them could be had only when wages of workers in specified units are under examination. The amenities and benefits provided by large coffee companies, though beneficial to the workers employed on them and desirable too from every point of view, could not be taken by the Board as representative of the entire industry. The facilities available to some workers employed by large companies is the result of their association with establishments of better paying capacity. Similarly, workers in profit earning concerns get profit sharing bonus more than the others. In the circumstances of an industry like coffee in which conditions differ so widely in its various units and wherein quite a large number of units are beyond the purview of any statute or agreement, providing for amenities and benefits, it is difficult to draw any specific conclusions with regard to the monetary value of the benefits available to the workers in general. In the case of staff, on the other hand, there is a general system of allowing a servant or a servant allowance. This is a concrete and specific facility which the staff is enjoying and cannot, therefore, be ignored while considering the adequacy or otherwise of their emoluments.

The guidelines suggested by the Fair Wages Committee are not, therefore, capable of practical application when a wage is under consideration for an industry as a whole consisting of units with widely differing conditions. Even so, the Board feels that by custom s and usage the plantation workers are getting some amenities of varying nature and this Board has given due consideration to the overall effect of amenities and benefits on the wages of the coffee plantation workers.

Other Points For Consideration

The other important points which remain for consideration are whether the wages should be uniform for the industry or regional characteristics and size of the plantations should be given due consideration, whether wages should be the same for men and women or different wages should be fixed in view of the nature of work performed by them in coffee plantations. The Board has also to consider whether a consolidated wage should be fixed or basic wage and dearness allowance should be separately prescribed. The system of payment by results also require discussion.

Wage Differences Based Upon Region And Acreage

At the time of Board's deliberations the coffee growing areas were found to be distributed into broad regions of Mysore State, Coimbatore (Anamallais), Nilgiris, Salem and Madurai Districts (Shevaroys and Palnis) in Madras State and Malabar (Wynaad) and Nelliampathis in Kerala State. In the submissions made before the Board the workers appeared to be against given weightage to the regional differences. They have urged that uniform wages should be fixed for the whole of South India, regarding it as one region. The employers reacted to this suggestion by expressing the view that any wage fixation without giving due considerations to regional differences would be arbitrary and impractical.

While discussing the various aspects of the industry, the special characteristics of the coffee plantation industry in the different regions of South India have been explained. The Board has noted that the average yield per acre differ considerably from region to region. The yield per acre is closely linked up with the paying capacity and hence the regional wage difference appears to be inevitable.

When minimum wages were fixed for the first time in Mysore by notification and in Madras on the advice of the Minimum Wages Committee, no differentiation was made on account of the size of the coffee plantations. The workers, who appeared before the Board, were not in favour of any discrimination between coffee plantations on the basis of acreage and their arguments in this respect were more or less the same as in the case of fixation of different wages for different regions. The employers, however, hold the view that the same wage cannot be fixed irrespective of the size of holdings as, according to them, the paying capacity of a large grower cannot be the same as the paying capacity of a small grower. In connection with uniform wages fixed under

the Minimum Wages Act, the employers have pointed out that the minimum wages committees, when they recommended minimum wages, were not so much concerned, at that stage, with the paying capacity. They argued that when fair wage is proposed to be fixed, the size of the holding should be taken into account as that would reflect the paying capacity of the employers.

Although at the stage of minimum wage fixation uniform wage was fixed for the entire industry in a State, by the time this Board was constituted, the practice of fixing different wages on the basis of the size of the coffee plantations had already come into existence. Divison of estates according to acreage had come into effect as a result of agreements between the parties. At the stage of granting interim relief, it was found that the plantations were divided in Mysore into two categories—(i) below 50 acres and (ii) 50 acres and above. In Kerala State the divisions of coffee plantations were (i) below 300 acres and (ii) 300 acres and above. There was no division on acreage basis in Madras. By the Board's interim wage re-commendations, new divisions were created for Madras as (i) below 100 acres and (ii) 100 acres and above.

At the time of the Board's deliberations on the question of final wage structure, the employers had suggested that the acreage division in Mysore should be below 50 acres and 50 acres and above, i.e., the same as the existing ones. For other areas, however, it was suggested that the acreage divisions should be below 100 acres and 100 acres and above. No acreage division was considered necessary by the employers in Shevaroy's and Madurai and a uniform wage was preferred for these areas irrespective of the size of holdings.

In connection with the regional differences it may be pointed out that the Fair Wages Committee favour fixation of wages on industry-cum-region basis and under the various agreements reached between the parties in Mysore, Madras and Kerala States, before this Wage Board was set up, different wages had been fixed for different coffee growing regions. The practice of dividing estates according to area was initiated by agreements, as prior to such agreements the wages were uniform in a region. But the differentiation of plantations in the region on the basis of acreage goes against the practice of wage fixation on an industry-cum-region basis. The predominance of small growers in the coffee plantation industry and the existence of the agreements relating to industry indicating the Will of the parties for making such differentiation has, however, impelled the Board to retain the existing wage differentials on the acreage basis.

In the result, the Board's conclusion is that the present regional differences and the acreage differences should be allowed to continue both in respect of the wages of the labour and the scales of pay, etc., of the staff except for minor adjustments wherever necessary. The regional differences as well as the acreage differences are not the same for labour and staff. This is because not only the paying capacity had to be considered but also the nature of duties performed.

Different Wages For Men And Women

The Board is aware that it is a Directive Principle of the State Policy under the Constitution of India that there should be equal pay for equal work for both men and women. The Fair Wages Committee's view is where employment is on piece-rates or where the work done by men and women is demonstrably identical, no differentiation should be made between men and women workers regarding the wage payable. But the Committee justifies a lesser wage for women who are employed on work exclusively done by them or where they are admittedly less efficient than men.

There is a general practice of fixing different wages in coffee plantations for men and woman workers. In fact, for men and women different wages have been fixed and are being paid in the States of Mysore and Kerala. But in the old Madras State minimum wages were fixed not for men and women workers but for Grade I and Grade II workers. This is still the current practice in Madras and in Malabar part of Kerala State. The Board considered the desirability or otherwise of adopting this practice. It has come to the Board's notice that there has been a misuse of the terms Grade I and Grade II workers to the detriment of the workers' interest in certain coffee growing areas. While fixing different wages for Grade I and Grade II, the Madras Government had indicated that this differentiation was based upon physical capacity, skill, efficiency and out-turn of work. Taking advantage of this explanatory note, certain employers have employed men and Grade II workers. The Board, therefore, considered it inadvisable to fix wages according to Grade I and Grade II.

Unusually, women workers in coffee plantations are required to do less strenuous work than men workers. Further, the tasks assigned to women workers are lower than those assigned to men wokers. Because of this, there has been a practice of fixing different time rates of wages for men and women. On a careful consideration of all facts, the Board has decided to continue the present practice.

There can, however, be a dispute about the extent of disparity between the wages of men and women workers that should be allowed. The present practice is that as between the wages of men and women there is a ratio of 8 : 6. On considerations of differences in the wages of men and women in other plantation areas, the Board decided to alter the present differentiation between men

and women in order that the difference between their wages may be less.

Wage Composition

The question before the Board was whether consolidated wages should be fixed for separate basic wage and dearness allowance should be prescribed. It was natural for the workers' organisations to argue that separate basic wage and D.A. should be fixed and the amount of D.A. should be such as would fully neutralise the rise in the cost of living of the lowest paid employee and the future variations in the cost of living should be compensated by linking the D.A. with the rise and fall in the consumer price index numbers of the region. The employers favour continuation of the existing system for labour and staff which means that labour wages should be consolidated and staff wages should consist of basic wage and D.A., the latter being the same as the UPASI scales of D.A.

It was brought to the notice of the Board that in the past a separate D.A. system for the plantation workers had been prescribed but later on it was discontinued. The Madras Minimum Wages Cammittee had recommended separate basic wage and D.A. and a scheme of variation in D.A., linked with Madras city consumer price index. But the Government of Madras fixed a consolidated wage. The Travancore-Cochin Minimum Wages Committee had recommended separate basic wage and D.A. and a scheme of variation in the dearness allowance on the basis of the changes in the Ernakulam consumer price index number. The Travancore-Cochin Government accepted this recommendation with minor changes in the quantum only. But later on, the parties mutually agreed to abolish the sliding scales of dearness allowance notified by the Government (Notification No. LI-9632/51/DD, dated June 30, 1952). In Coorg also the Minimum Wages Committee recommended a scheme of variations in the dearness allowance linked up with the consumer price index numbers. But it was not accepted by the Coorg Administration even though the Committee's recommendation for a separate dearness allowance was given effect.

The matter was discussed before the Board. The member representating employer and those representing labour had private discussions and negociations on the point. Ultimately, they found a way out. Instead of fixing a separate D.A., they agreed to contiune the present system of consolidated wages for the workers (labour), but they also agreed to a regular rise in the wages from year to year (twice in the first year). They expected that the rise in the cost of living would be compensated by the regular increments.

For the staff, there has been a system of separate dearness allowance; but it is not linked with the cost of living indices. The parties, after discussion and negotiations, have thought it desirable to continue the present dearness allowance.

The Board, and especially the Chairman and independent members, realise that this is by no means an ideal arrangement. They have, however, accepted it as parties have agreed to it, being the best under the circumstances. To some extent, it solves the difficulties of both sides.

Payment By Results

Yet another matter which is required to be considered by the Board in connection with the fixation of wages for the workers in coffee plantation industry is the system of payment by results. The terms of reference require that while applying the system of payment by results, the Board should keep in view the need for fixing minimum (fall-back wage and also to safeguard against over work and undue speed. The employers' contention is that normally there are no piece rates in coffee plantations; there are time rates plus incentive jobs; purely time rated jobs and task rated jobs. For example, picking and gleaning are time rated plus incentive jobs; spraying, manuring, pruning are time rated; and shade lopping, weeding, pitting, trenching are task rated. There is, however, no uniform practice followed as regards tasks and time rated jobs. Items which are given on task on some estates are performed purely as time rated jobs and vice versa on some other estates. In fact all jobs on coffee plantations are, in a way, piece rated. There is a task fixed for almost every job and this makes the job not much different from piece rated ones. The employers favour conversion of the incentive rates into piece rates as it is applicable to tea and rubber plantations in Kerala. They also desire that some of the present field operations conducted on time rate basis should be converted into piece rates after making a proper 'work-study'. The employers suggest that the fall-back wage should be fixed lower than the prevailing time rate. They are also of the view that opportunities should be provided to enable a deligent worker to earn more than the time rate for a normal day's work. They do not, however, favour an incentive rate which increases with increased output as they fear that it may cause damage and result in bad work in certain operations. The workers do not consider that the occupations, other than the picking work, can be brought under pieces rate system.

The tasks differ from one region to another and even from estate to estate depending upon the field conditions and, therefore, tasks cannot be prescribed or standardised by the Board. The tasks may be determined by mutual agreements between the parties at the level of the estates or the regional level. The picking rates also cannot be prescribed for the entire industry. The picking rates are fixed each season depending upon the size of the crop. Different rates are laid down for Robusta and Arabica coffees and for the main picking and the secondary picking, i.e, gleaning. The Board, therefore, did not find it feasible to standardise the picking rates throughout the industry. The Mysore State Planters' Association has, however, submited a system of piece rates of wages to be adopted for the Mysore State. These proposals have been given in Appendix VIII. The Mysore State Planters' Association's Scheme provides piece rates for not only the picking operations but also for weeding, thinning, pitting, trenching, manuring, pruning, shade lopping and for a number of other operations. It has been submitted to the Board that this scheme of the Mysore State Planters' Association has been devised after a careful study of the past and present performances in connection with the extension of the system of payment by results to as many operations as possible where some measuring of the output of work was found to be feasible. The board could not study the practical implications of this scheme and, therefore, it is not in a position to adopt it and make any recommendation in respect of it. The Board, however, appreciates the effect made by Mysore State Planters' Association and would command the scheme to the parties for giving it an impartial and careful consideration.

Board's Recommendations

Having considered in detail the various aspects of the industry and the principles of wage fixation and the parties' views thereon, it now remains for the Board to deal with the various points referred to it by Government in the terms of reference. The points for Board's decision are the determination of the coverage, i.e., the extent of the industry to which the Board's recommendations should apply, the employees who should be covered by its recommendations and working hours. Besides, the Board has to recommend wages for the time-rated workers, piece-rated workers, clerical, medical and other staff.

Extent Of Industry Covered

Coffee plantation industry is mainly concerned with the cultivation or production of coffee for commercial purposes. The Board's enquiry was confined to such departments of the coffee plantations as are directly or indirectly connected with the cultivation and production of coffee and, therefore, its recommendations should apply to all coffee plantations wherein coffee is being produced for commercial purposes.

Coffee Curing Works Excluded

The question of including the coffee curing works had been the subject of detailed consideration by the Board. On a representation from the workers organisations in the coffee curing works. the Government of India had referred the matter to the Board for its decision. According to the Coffee Act, coffee curing means the application to raw coffee of mechanical process other than pulping for the purpose of preparing it for marketing and a coffee curer is a person who undertakes the curing of coffee. There are a number of curers, large and small, firms and individuals and cooperative societies in South India employing large number of workers during the season in their curing yards or curing establishments. Detailed information was collected about the coffee curing works and the employers' and workers' associations connected with coffee curing were addressed for their views about bringing in the curing works within the Board's purview. The Board considered the replies received from the parties and also visited some of the coffee curing works to acquaint itself with the nature of work and employment in the coffee curing establishments. Representatives of the parties in coffee curing works and Chief Marketing Officer of the Coffee Board were heard on the specific question of inclusion of the coffee curing works under the purview of the Board's enquiry. After considering the written and oral submissions made by the parties, the Board came to the conclusion that even though workers in coffee curing works may be said to be workers in coffee plantation industry, they should not be brought within the purivew of the Board's recommendations for reasons and practical difficulties mentioned below:

(i) Cofiee curing works are mostly situated away from coffee plantations;

(ii) Workers in coffee curing works are not under the control of the coffee planters, nor are they paid by them;

(iii) Coffee planters have no direct control over their product as soon as it is haned over to the coffee curers;

(iv) Coffee curers function mainly as agents of the Coffee Board; and

(v) Workers in the coffee curing works are mostly governed by the Factories Act.

In view of the exclusion of coffee curing works from the purview of the Board's recommendations, its recommendations should apply to all the departments connected with the coffee plantations such as coffee fields, offices, hospitals, workshops, schools, centres of welfare activities like canteens, creches, etc.

Workmen To Be Covered

According to clause (iv) of paragraph 4 of the Board's terms of reference, the Board has to consider the categories of workers which should be covered by its recommendations. In a coffee estate there is no elaborate

system of staffing and the usual practice is to employ the same members of the staff, within the prescribed working hours, to carry out a number of duties. Any single duty may not be such that it may occupy the whole day. There is, therefore, no specific categorisation of staff according to the jobs performed by the workers. The workers are broadly classified according to the departments in which they work. The coffee plantations consist of coffee fields, offices, workshops, hospitals, schools, etc. The workers are, therefore, generally known as field workers, office staff, workshops employees, medical staff, school staff, etc. Most of the field operations, being of an agricultural nature, are carried out by men, women and children and persons working there are referred to as field workers. If, however, the field operations, which are usually performed by the field workers, are to be enumerated in order that an idea may be had about the nature of work in coffee plantations, it may be pointed out that they are : (i) weeding in the fields ; (ii) digging trenches ; (iii) manuring ; (iv) pruning i.e., cutting branches other than the main ; (v) hoeing, i.e., loosening of the earth ; (vi) lopping the shade trees ; (vii) uprooting diseased plants ; (viii) spraying the plants to prevent leaf diseases ; (ix) picking coffee crop ; and (x) gleaning, which is secondary picking of berries. These are the jobs done by the workers in the field. Everyone who is performing these jobs need not have a designation. The persons doing weeding, pruning, spraying and picking are generally known as weeders, pruners, sprayers and pickers. The persons in charge of manure mixing, shade lopping and hoeing, are sometimes called manure mixing mazdoors, lopping mazdoors and hoeing mazdoors.

The other employees engaged in coffee plantations are building supervisors, lorry or car drivers, tractor drivers, mechanics and artisans. The staff consists of field staff (such as field conductors and writers) and office staff (consisting of clerks and their assistants, stenographers, typists and store-keepers). The hospital staff including medical officers, nurses, pharmacists/ compounders and malaria surveyors, headmasters, teachers and their assistants come within the category of school staff.

The workers, organisations desired that all categories of workmen employed in the field, workshops, offices, hospitals and schools should be covered by the Board's recommendations. There was also a demand to apply the Board's recommendations to the staff working in the head offices of the coffee plantations. A demand was also made for the simplification of the nomenclature which according to the workers' organisations, varied at present widely from estate to estate. They urged that in the interest of uniformity and in order that same wage might be ensured for the same and similar operations within the industry, a standardisation of nomenclature was necessary. They were also against the existing classification of workmen into permanent, temporary, casual, etc., and desired that a simpler classification of workmen should be introduced.

The employers categories the employees in coffee plantations into : (i) estate managers, assistant managers and other employees on individual contract ; (ii) clerical, field and medical staff and field staff on monthly pay scales ; (iii) non staff categories, namely, artisans, craftsmen, drivers, mechanics, watchmen, messengers, etc. ; (iv) labour supervisors on daily rated wages ; and (v) daily rated labourers working on the estate. The employers desire that the above categories, except those mentioned in (i) i.e., estate managers, assistant managers and other employees on individual contracts should be covered by the Board's recommendations.

In view of the present practice of classifying workmen according to the departments and not according to the nature of work in coffee plantation industry, the Board did not feel it necessary to take up the categorisation of the employees according to specific jobs. It has come to the notice of the Board that same operations are performed by workmen known by different designations depending upon the situation of the coffee growing areas. The Board understands that these nomenclature have their origin in the language spoken in the region and have been in use from the inception of the coffee plantation industry. It was, therefore, felt that a standardisation of nomenclature though extremely desirable from every point of view, may not prove to be very helpful in so far as the wage fixation in the coffee plantation industry is concerned.

In regard to the application of the Board's recommendations to the workmen in coffee plantations, it may be pointed out that in the terms of reference itself the Government have indicated that the categories of workmen to be covered by the Board may be the same which come within the definition of 'workman' in the Industrial Disputes Act. The Industrial Disputes Act's definition of 'workman' is sufficiently wide. According to this definition, a workman means any person (including an apprentice) employed in any industry to do any skilled or unskilled manual, supervisory, technical or clerical work for hire or reward. It does not, however, include army and police personnel and managerial and administrative staff and supervisory staff drawing wages exceeding Rs. 500 per month. This definition is capable of covering all types of workmen except those specifically excluded. It also includes apprentices, contract labour and does not make any differentiation between permanent, temporary or casual workmen. The word 'Industry' used in the definition itself had been very liberally interpreted. The Board, therefore, recommends that all workers employed in coffee plantations in the fields, workshops, offices, hospitals, schools, welfare establishments, etc., who are governed by the definition of workman given in Section 2 of the Industrial Disputes Act, 1947, should be covered by the recommendations of this Board. It may, however, be pointed out that the workmen employed in curing of coffee should be considered as excluded from the purview of the recommendations of this Board.

Contract Labour

There is a practice in some coffee estates of giving on contract some of the normal plantation operations such as, weeding, pitting, trenching, etc. Moreover, the estates have, on occasions, jobs of building construction road construction and repairs to buildings, roads and machinery. These are casual jobs. Such works are usually contracted out by the estates. The Board recommends that no contract labour should be employed in connection with the normal work of coffee plantations. Contract labour may, however be employed when an estate is required to get some work done urgently owing to extraordinary circumstances. All workmen employed in connection with any contract work should also be considered as covered by the recommendations of the wage Board and no differentiation should be made in the matter of wages between contract workers and regular workmen of the estate. Whenever contract labour is employed, the principal employer should be liable for payment of wages to the contract workers and it should be the responsibility of the principal employer to see that all laws relating to labour are implemented.

Working Hours

It is the directive of the Government that in evolving a wage structure in the coffee plantation industry the Board should also take into account Plantations Labour Act, 1951, which applies to coffee plantations which admeasure 25 acres or more and whereon 30 or more persons are employed. This Act has prescribed the maximum working hours for adults, adolescents and child workers. They are 54 hours a week for adults and 40 hours a week for adolescents or children. A child is a person whose age is below 15 years and an adolescent is one whose age is between 15 and 18 years. The rest are adults. The Minimum Wages Act, 1948, applies to all employments in any coffee plantation and since this Act applies to all plantations irrespective of the acreage and the employment it may be presumed that the maximum Rules are applicable to the coffee plantations. According to the State rules the working hours are eight per day or 48 per week for adults and four-and-a-half per day for children. The working hours for the adolescents are the same as for the adults or children depending upon the certificate granted to them to work as adult or child. The wage rates recommended by the Board are related to the daily working hours, i.e., a full eight hours work for adults and four-and-a-half hours work for children. Since many items of field work are performed on task basis and the task is fixed keeping several factors in view including the working hours, there could be no specific hours of work in respect of the workers employed on the basis of a task.

New Wage Structure

The Board has already discussed various principles by which it has been guided in evolving a new wage structure for the coffee plantation industry. The revised wages that are being recommended by the Board reflect the cumulative effect of a large number of factors which were considered relevant to the circumstances of the industry with which the Board was concerned. This wage structure is peculiar to the industry. The Board was keen to evolve for the coffee plantation industry a rational and practical wage structure from all points of view. It is the result of a compromise between the points of view of the employers and labour. Here is a wage structure which, in the opinion of the Board, should be acceptable to all. In devising the new wage structure, the difficulties of small growers have also been taken into account. The capacity of the industry has been given very careful consideration. In fixing wages not only the regional considerations have weighed with the Board but also the size of the coffee plantation and the inadvisability of giving steep rises in wages, especially in low wage areas. The Board has fixed difference in wages for men, women, adolescents and children in keeping with the existing practice, but the ratios between their wages have been altered from 8 : 5 : 4 to 10 : 8 : 6 : 5.

The wage structure for the staff in the past has emerged as a result of a series of agreements between the staffs' union and the employers. The wage structure, which is now being recommended by the Board, has the consent of the parties directly concerned and that is why it has been accepted by the Board.

Period Of Enforcement

The wage structure recommended by the Board is for a period of five years. In case of certain categories, the new wage structure is to come into force from July 1, 1964, and in case of others, from January 1, 1965.

Time Rates Of Wages For Field Workers

The following should be the minimum rates of wages per day of the daily rated field workers in coffee plan-

tations, other than mistries:

(1) All Estates of 50 Planted Acres and Above in Mysore State and Madras State (except Maduri and Salem Districts)* and Estates of 300 Planted Acres and more in Wynaad in Kerala State

From		Men	Women	Adolescents	Children
July 1,	1964	1.80	1.40	1.10	0.90
January 1,	1965	1.85	1.45	1.12	0.92
July 1,	1965	1.90	1.50	1.15	0.95
,,	1966	2.00	1.60	1.20	1.00
,,	1967	2.10	1.68	1.26	1.05
,,	1968	2.20	1.76	1.32	1.10

(2) All Estates below 50 Planted Acres in Mysore

From		Men	Women	Adolescents	Children
July 1,	1964	1.71	1.37	1.03	0.85
January 1,	1965	1.76	1.42	1.06	0.88
July 1,	1965	1.82	1.45	1.10	0.90
,,	1966	1.90	1.52	1.15	0.95
,,	1967	2.00	1.60	1.20	1.00
,,	1968	2.12	1.70	1.28	1.05

(3) All Estates below 50 Planted Acres in Madras

From		Men	Women	Adolescents	Children
July 1,	1964	1.78	1.42	1.08	0.88
January 1,	1965	1.78	1.42	1.08	0.88
July 1,	1965	1.82	1.45	1.10	0.90
,,	1966	1.90	1.52	1.15	0.95
,,	1967	2.00	1.60	1.20	1.00
,,	1968	2.12	1.70	1.28	1.05

(4) All Estates in Madurai and Salem Districts of Madras State

From		Men	Women	Adolescents	Children
July 1,	1964	1.65	1.32	1.02	0.82
January 1,	1965	1.70	1.36	1.05	0.85
July 1,	1965	1.78	1.42	1.08	0.90
,,	1966	1.88	1.50	1.12	0.95
,,	1967	2.00	1.60	1.20	1.00
,,	1968	2.12	1.70	1.28	1.05

(5) All Estates below 300 Planted Acres in Wynaad

From		Men	Women	Adolescents	Children
July 1,	1964	1.68	1.32	1.02	0.82
January 1,	1965	1.72	1.36	1.05	0.85
July 1,	1965	1.78	1.42	1.08	0.90
,,	1966	1.88	1.50	1 12	0.95
,,	1967	2.00	1.60	1.20	1.00
,,	1968	2.12	1.70	1.28	1.05

(6) All Estates, other than in Wynaad, in Kerala State

From		Men	Women	Adolescents	Children
July 1,	1964	1.83	1.45	1.10	0 90
January 1,	1965	1.88	1.50	1.12	0.92
July 1,	1965	1.90	1.55	1.15	0.95
,,	1966	2.00	1.60	1.20	1.00
,,	1967	2.10	1.68	1.26	1.05
,,	1968	2.20	1.76	1.32	1.10

A statement giving wages in coffee plantation industry existing on June 30, 1964, and the recommended wages is in Appendix IV.

Maistries Wages

(a) Mysore State

The daily rates of wages of maistries should be as follows :

From		In Mysore State except Coorg.	In Coorg area of Mysore State
		Rs.	Rs.
July 1,	1964	2.10	2.30
January 1,	1965	2.15	2.35
July 1,	1965	2.20	2.40
,,	1966	2.30	2 50
,,	1957	2.40	2.60
,,	1968	2.50	2.70

(b) Madras And Kerala States

Existing wages of maistries in Madras and Kerala States differ not only from estate to estate but also from person to person even in the same estate. The Board's recommendations with regard to maistries/supervisors in these States are as follows :

(i) The wages of maistries as on June 30, 1964, on all estates employed on daily wages, inclusive of commission or headmoney merged under the memorandum of settlement dated November 4, 1958, in Madras State and the memorandum of settlement dated September 20, 1962, in Kerala State*, should be increased by 24 paise from July 1, 1964. The subsequent increase in their wages should be as follows :

From	January 1, 1965	—	5 paise
,,	July 1, 1965	—	5 paise
,,	,, 1966	—	10 paise
,,	,, 1967	—	10 paise
,,	,, 1968	—	10 paise

(ii) Kole-maistries, who were in service on June 30, 1964, should also be paid the above increases in wages.

(iii) With effect from July 1, 1964, the wages of maistries absorbed as supervisors without commission or headmoney under the memoranda of settlement referred to in (i) above and of those appointed since then by promotion from the ranks of labour, should be the minimum time rate of the adult male worker, for the time being in force, plus a differential of 60 paise per day.

(iv) With effect from July 1, 1964, the supervisors directly recruited by the estate by 50 planted acres and above, after the memoranda of settlements referred to in (i) above should be placed in the scale of Rs. 2.50-0-20-90 and their wages should be fixed in that scale in accordance with the provisions for fitment in paragraph 5.122.

(v) The daily wage of supervisors directly recruited by estates of below 50 planted acres should be as follows :

From			Rs.
July 1,	1964	—	2.30
January 1,	1965	—	2.35
July	1965	—	2.40
,,	1966	—	2.50
,,	1967	—	2.60
,,	1968	—	2.70

Fitment of the supervisors placed in the scale of Rs. 2.50-0-20-3.90 should be effected by adding 10 per cent of their wages as on June 30, 1964, subject to a minimum of 30 paise per day. If the amount so arrived at is less than Rs. 2.50 per day, the supervisor concerned should be fixed on Rs. 2.50 per day with effect from July 1, 1964. If the amount so arrived at is not a stage in the new scale, the pay of the supervisor should be fixed at the next higher stage in the scale. If by reason of fitment, the pay of the supervisor exceeds the maximum of the new scale, the excess amount should be treated as personal pay. Any increases granted to these supervisors as a result of the Board's recommendation dated December 9, 1964 (Appendix XII) should be adjusted against these fitment increases.

Piece Rates

The Board did not find it feasible to fix picking rates, which are piece rates in the coffee plantations because conditions differ from region to region and estate to estate in the same region and in some cases even in the different parts of the same estate depending upon several factors. For this reason there can be no standardised piece rates for picking. The picking rates are, however, fixed by the employers every year taking in view condition of the crop and a number of other circumstances. The wages of time rated workmen have been increased as detailed above and the picking rates would also require to be correspondingly increased. The Board recommends that picking rates should be revised every year bearing in mind the increased wages which the time rated workers would be getting at the time of such revision and the relevant factors which are now being taken into account while fixing the picking rates.

Staff's Pay Scale In Madras And Kerala States

The revised pay scales, with effect from January 1. 1965, for the staff in coffee plantations in the States of Madras and Kerala should be as follows :

(A) For staff in Small estates, as defined hereunder :

(1) General Grade—Rs. 40-3-70-4-90.

(2) Senior Grade (for Heads of Departments) —Rs. 90-5-120-EB-6-

(B) For staff in Medium Estates, as defined hereunder :

(1) General Grade—Rs. 40/50-3-56-4-80 EB-5-130.

(2) Senior Grade (for Heads of Departments only) —Rs. 90-6-120-EB-7-148-EB-8-180-10-220

Note : A probationer in the general grade mentioned in (1) should start at Rs. 40 per month and the probationery period should not exceed one year.

(C) For staff in Large Estates, as defined hereunder :

(1) General Grade—Rs. 40/50-3-56-4-80-EB-5-120-EB-6-180.

(2) Senior Grade A—Rs. 90-6-120-EB-7-148-EB-8-196-200.

(3) Senior Grade B—Rs. 150-10-280.

(4) Selection Grade I—Rs. 250-12½-350.

(5) Selection Grade II—Rs. 300-15-420.

Note : A probationer in the general grade mentioned in (1) should start on Rs. 40 per month and the probationary period should not exceed one year.

Estate Grading

The following are the definitions of the Large, Medium and Small Estates :

(a) **Large Estates** : Large Estate owned by companies or proprietors whose total area in Madras State or Kerala State, taking each State as a separate unit, comprises more than 600 acres of coffee or more than 400 units of mixed products, reckoning as one unit, one acre of tea, one-and-a-half acres of coffee or two acres of rubber and other plantation products.

(b) **Medium Estates** : Estates which do not come under the category of Large Estates or Small Estates.

(c) **Small Estates** : Estates owned by companies or proprietors whose total area in Madras State or Kerala State, taking each State as a separate unit, comprises 300 acres or less of coffee, or 200 units or less of mixed products reckoned as mentioned in connection with the definition of Large Estates.

Staff's Pay Scale In Mysore State

The revised pay scales, with effect from January 1, 1965, for the staff in coffee plantations in Mysore State should be as follows :

(A) **Small Estates 'A'** : 51 acres to 80 acres. General Grade—Rs. 30-3-45-4-65-5-75

*Memoranda of settlements reproduced in Appendix XIII.

Small Estates 'B' : 81 acres to 150 acres. General Grade—Rs. 35-3-50-4-70-5-80-EB-5-90

Provided that if a senior member of the staff employed in small estates of 120 acres of above is required to exercise considerable degree of independent managerial responsibility, he should be fixed in the grade of Rs. 80-5-90-6-120.

(B) **Medium Estates 'A'** : 151 acres to 300 acres. General Grade—Rs. 40-3-55-4-75-ES-5-105

Senior Grade – Rs. 90-5-120-EB-6-156.

Medium Estate 'B' : 301 acres to 450 acres. General Grade—Rs. 40/45-3-60-4-80-EB-5-135

Senior Grade—Rs. 90-6-120-EB-7-148-EB-8-196.

Note : A probationer in the general grade should start on Rs. 40 per month and the probationary period should not exceed one year.

(C) **Large Estate** : 451 acres and above. (1) General Grade—Rs. 40/50-3-56-4-80-EB-5-120-EB-6-180.

(2) Senior Grade 'A'—Rs. 90-6-120-EB-7-148-EB-8-120-196-200.

(3) Senior Grade 'B'—Rs. 150-10-200.

(4) Selection Grade 'I'—Rs. 250-12-1/2-350.

(5) Selection Grade II—Rs. 300-15-420.

Note :—A probationer in the general grade mentioned in (1) should start on Rs. 40 per month and the probationary period should not exceed one year.

Explanation

The acreage planted with coffee as registered with the Statutory Board, irrespective of the total acreage of ownership, should be the basis for classification of estates into Large, Medium and Small Estates, subject to the following provisions :

(i) Where there exists a practice of interestate transfer within the same ownership, the acreage of the total ownership and not the individual estate should determine the size of the estate for the purpose of grading.

(ii) Where a member of the staff, though employed by a single registered estate, works permanently and regularly for differently registered estates, the aggregate of the planted acreage of all such estates will form the total which should be taken for estate grading.

(iii) In the case of mixed estates, one acre of tea should be reckoned as one acre of coffee and one acre of rubber should be reckoned as half acre of coffee.

Employees In The "Excluded Categories"* (In Madras And Kerala States)

The scales of pay of the qualified mid-wives, lorry, tractor and ambulance drivers and non-SSLC teachers and non-SSLC K.PS (Kanaka pillais), who at the time Madras and Kerala Settlements of October 1975 and November 1957, respectively were on the scale of Rs. 35-3-53-4-65-5-100 should be revised and with effect from January 1, 1965, the new scale of pay should be Rs. 35-3-53-4-65-5-110.

Fitment For Staff And 'Excluded Categories'

Members of the staff and employees in the "excluded categories" mentioned in paragraph 5.127 should be given one additional increment in their existing scale of pay as on January 1, 1965. Those who have already reached the maximum of any scale should be given one increment as a personal allowance at the rate equal to the increment last drawn. This personal allowance should not attract any benefits or allowance, except dearness allowance, overtime allowance and provident fund, and should be continued in the case of those to whom it is granted until their retirement or promotion, as the case may be ; provided that in the case of promotion to a higher scale of pay, such employees should be fitted at that point in the higher scale which is immediately above the sum of the basic pay and the personal allowance, referred to earlier, and on such fitment the personal allowance should be considered as merged in the basic salary.

Dearness Allowance (Revised)

With effect from January 1, 1965, the United Planters Association of Southern India scale of dearness allowance mentioned in Appendix IV, for staff (in Mysore, Madras and Kerala States) and excluded categories (in Madras and Kerala States) should be revised in the manner shown below :

(1) A sum of Rs. 26 should be added to the existing dearness allowance for the members of the staff drawing a basic pay of Rs. 104 and below, per month :

(2) A sum of Rs. 32 should be added to the existing dearness allowance for the members of the staff drawing a basic pay of Rs. 105 and above, per month ;

(3) In addition,

(a) An amount equal to 10 per cent of the sum arrived at as above should be added in respect of the members of the staff drawing a basic pay of upto Rs. 75/ per month ; and

(b) An amount equal to 17-1/2 of the sum arrived at as above should be added in respect of the members of the staff drawing a basic pay of Rs. 76 and above, per month.

Note : The interim increases granted according to the recommendations of the Wage Board should be absorbed in the above increases in the dearness allowance and all interim increases so granted should not be payable from January 1, 1965.

*Proviso 3 of the Madras and Kerala Staff Settlements, dated October 28, 1957, and November 7, 1957, respectively mentioned in Appendices V and VI.

The interium increases paid since January 1, 1965 should be adjusted towards the amounts due under this revision. A table showing the revised rates of Dearness Allowance is given in Appendix X.

Servant Allowance

The Servant Allowance should continue to be paid in cash at the rate of Rs. 350 per month on all estates except Small 'A' Estates in Mysore State, where it should be paid at the rate of Rs. 17.50 per month.

Pay Scales Of 'Non-Staff' Categories Of Employees (Other Than "Excluded Categories" In Madras And Kerala States)

(a) The following should be the pay scales (consolidated, i.e., all inclusive) of car drivers and tractor drivers employed on coffee estates coming into effect from January 1, 1965.

For Estates of :

(i) More than 50 planted acres :

Daily rated—Rs. 2.75-0.15
Rs. 3.80-0.20
Rs. 4.80

Monthly rated—Rs. 72-4-100-5-125.

(ii) 50 planted acres & less :

Daily rated—Rs. 2.75-0.75-3.80-0.20-4.00.

Monthly rated—Rs.72-4-100.

(b) The following should be the pay scales (consolidated i.e., all inclusive) of vehicle drivers and heavy vehicle drivers, coming into effect from January 1, 1965 :

Daily rated—Rs. 3.20-0.15-3.80-0.20-6.00.

Monthly rated—Rs. 84-4-100-5-155.

(c) **Mechanics** : The following should be the pay scales (consolidated, i.e., all inclusive) of mechanics, coming into effect from January 1, 1965 :

Daily rated—Rs. 3.20-0.15-3.80-0.20-6.00

Monthly rated—Rs. 84-4-100-5-155.

(d) **Mode of Employment of Tractor and/or Vehicle Drivers** : The estates may continue their practice of employing mechanics, tractor drivers and/or vehicle drivers on daily basis or on monthly basis.

(e) **Fitment** : The pay of mechanics, tractor drivers, car drivers, vehicle drivers and heavy vehicle drivers, who were in service of the estates on January 1, 1965, should be fitted in the new scales of pay by granting increase of 10 per cent subject to a minimum of Rs. 7.80 in case of monthly rated workers and 30 paise in case of daily rated workers over and above their total emoluments as on December 31, 1964. If the amount so arrived at is not a stage in the new scale, the pay of the worker concerned should be fixed at the next higher stage in the scale. If by reason of fitment, the pay of a worker exceeds the maximum of the new scale, the excess amount should be treated as personal pay.

(f) The following should be the pay scales (consolidated, i.e., all inclusive) of peons, office attenders, ward-boys and watchmen, coming into effect from January 1, 1965 :

Daily rated—Rs. 2.50-0. 10-3.00-0.15-3.90.

Monthly rated—Rs. 65-2-75-3-96.

(g) **Fitment** : The pay of the peons, office attenders, ward-boys and watchmen, who were in service on January 1,1965, should be fitted in the new scales by granting an increase of 10 per cent of their total emoluments as on December 31, 1964, subject to a minimum of Rs. 3.90 in case of monthly rated workers and 15 paise in case of daily rated workers over their total emolument as on December 31, 1964. If the amount so arrived at is not a stage in the new scale, the pay of the workman should be fixed at the next higher stage in the scale. If by reason of fitment, the pay of the workman exceeds the maximum of the new scale, the excess amount should be treated as personal pay.

Explanation : 'Total emoluments' mentioned in the fitment clause (e) and (g) above mean the sum of basic pay, dearness allowance, if any, and the first interim wage increase.

Wages Of Artisans Like Carpenters, Blacksmiths, Etc.

Artisans like, carpenters, blacksmiths, etc., are not usually borne on the regular pay rolls of the coffee estates and hence no pay scales for these categories of employees are being prescribed. In case, however, such categories of workmen are borne on regular pay roll of any estate, such workmen should be paid increases in wages in the manner shown below :

From July 1, 1964, 25 paise per day (less second interim wage increase of 20 paise per day) over their wages as they stood on June 30, 1964.

From January 1, 1965, a further increase of 10 paise per day.

From July 1, 1965, a further increase of 15 paise per day.

From July 1, 1966, a further increase of 15 paise per day.

From July 1, 1967, a further increase of 15 paise per day.

From July 1, 1968, a further increase of 15 paise per day.

Gratuity

Gratuity schemes have been evolved both for labour and staff by agreements between the parties. By Staff Agreement dated May 4, 1965, the gratuity scheme for the staff has been revised. Gratuity schemes for labour and staff, as they are applicable at present, are given in

Appendix XI. The Board is satisfied that a very large section of workers engaged by coffee plantation industry is covered by these schemes and they are being benefited by them. It is the desire of the Board that all the workers employed in coffee plantation industry should be covered by these gratuity scheme-

Miscellaneous

Splitting Of An Estate Not To Affect Wages

Any split of coffee estate, as it existed on June 30, 1964, hereafter into smaller units for any reasons whatsoever, should have no effect upon the wages of the workers and they should be paid at the same rate at which they would have been paid if there had been no such split.

Supply Of Foodgrains

After considering the demand of the labour representatives for supply of foodgrains at concessional rates to the workers by their employers and the difficulties expressed by the employers' representatives in supplying foodgrains regularly due to the lack of supply by the Government concerned, the Board recommends to government that the coffee estates should be supplied with foodgrains regularly and to the employers it recommends that, on foodgrains being so supplied to them by the Government, they should supply the same to their workman on no profit and no loss basis, bearing, in addition, all expenses incurred in connection with storage and distribution of foodgrains.

Permanent Workers

Every estate should make permanent not less than 75 per cent of the average number of workers, who actually worked on it in the year from April 1, 1964 to March 31, 1965, excluding the picking season. The Board makes it clear that by making this recommendation, it does not fix land-labour ratio.

Employment level

Complaints have been made before the Board that the level of employment in coffee plantations are going down, which is due to employers reducing the number of workers and employing casual and contract labour. The Board learns that a similar complaint was also made at the 11th Session of the Industrial Committee on Plantations and, as decided at the said Session, the Government of India has appointed One Man Fact Finding Committee to go into all aspects of the question of employment in plantations. Its terms of reference are as follows :

(i) To find out how and to what extent the vacancies that have arisen since 1959 due to natural wastage or otherwise have been filled.

(ii) To find out whether there has been any increase the ratio of employment of contract/temporary/'bigha' labour in plantations to permanent labour since 1959.

(iii) To find out whether there has been a material change in the land-labour ratio since 1959 and if so, to what extent ?

(iv) To find out by means of a sample survey or otherwise whether there has been any significant increase in the workload by plantation workers since 1950, and to assess broadly the extent of such increase.

(v) To find out whether there has been sizeable reduction of employment in the plantation industry as a whole since 1959, and, if so, the reasons therefor.

(vi) Any other related matters that the Committee may deem fit to consider.

The findings and the report of the Fact Finding Committee will bring out facts on the subject and as such the Board concluded that unless definite findings of the said Committee on the points mentioned above are available, the Board cannot express any opinion. The Board has, therefore, abstained from making any recommendation on the subject.

Part Implementation

It may be mentioned that the Board's recommendations about wages of field workers in coffee plantations were to come into force from July 1, 1964 and January 1, 1965, have already been notified by Government through resolution No. WB-3 (26)/64, dated January 14, 1965 (Appendix III).

CENTRAL WAGE BOARD FOR RUBBER PLANTATIONS, 1961—REPORT

New Delhi, Ministry of Labour and Employmen, 1966. 179, 22,4,4,23,7,4,11p.

Chairman : Shri L.P. Dave.
Members : Shri T. Manaen ; Dr. R. Balakrishna, (resigned and replaced by Shri V. L. D'Souza), Shri M.M. Varghese ; Mr. C.H.S. London ; B.K. Nair ; Shri P. Ramalingam.
Secretary : Shri N. Ahmed.

APPOINTMENT

In pursuance of the recommendations contained in paragraph 25 of Chapter XXVII of the Second Five Year Plan, regarding the establishment of Tripartite Wage Boards for individual industries, the Government of India in the Ministry of Labour and Employment appointed a Central Wage Board for Rubber Plantation Industry by its Resolution No. WB-3(5)/61/II dated July 7, 1961.

TERMS OF REFERENCE

"To work out a wage structure based on the principles of fair wages as set forth in the report of the Committee on Fair Wages as far as practicable".

RECOMMENDATIONS

(1) Daily Rates Of Wages

The following are the daily rates of wages :

	FROM				
	1.5.64 Rs.	1.4.65 Rs.	1.4.66 Rs.	1.4.67 Rs.	1.4.68 Rs.
I. For Estates of 100 Acres or More					
	(a) Kerala and Madras States Field Workers				
Men	2.10	2.20	2.25	2.30	2.35
Women	1.80	1.90	1.95	2.00	2.05
Adolescents	1.31	1.38	1.41	1.44	1.47
Children	1.05	1.10	1.13	1.15	1.18
Factory Workers					
Men	2,30	2.40	2.45	2.50	2.55
Women	1.95	2.05	2.10	2.15	2.20
Adolescents	1.44	1.51	1.54	1.57	1,60
	(b) Mysore States				
Field Workers					
Men	1.80	1.90	2.00	2.10	2.20
Women	1.40	1.50	1.60	1.68	1.76
Adolescents	1.10	1.15	1.20	1.26	1.32
Children	0.90	0.95	1.00	1.05	1.10

In evolving a wage structure, the Board, in addition to the considerations relating to fair wage, has also to take into account.

(i) The needs of the industry in a developing economy ;

(ii) The system of payment by results ;

(iii) The special characteristics of the industry in various regions and areas ;

(iv) Categories of workers to be covered (this may be according to the definition in the Industrial Disputes (Act) ; and

(v) Working hours in the industry.

Explanation : Whenever applying the system of payment by results, the Board shall keep in view the need for fixing a minimum (fall-back) wage and also to safeguard against overwork and undue speed

CONTENTS

Introductory ; interim wage increase ; wage Structure in Retrospect ; Staff Wages-Fair Wage Structures ; Wage and Working Conditions ; New Wage Structure ; Miscellaneous ; Appendices from I to XII.

1	2	3	4	5	6
Factory Workers					
Men	1.90	2.00	2.20	2.20	2.30
Women	1.50	1.60	1.68	1.76	1.84
Adolescents	1.15	1.20	1.26	1.32	1.38
II For Estates Of Less Than 100 Acres					
	(a) Kerala and Madras States				
Field Workers					
Men	2.03	2.13	2.18	2.23	2.28
Women	1.76	1.86	1.91	1.96	2.01
Adolescents	1.29	1.36	1.39	1.42	1.45
Chiidren	1.03	1.08	1.11	1.13	1.16
Factory Workers					
Men	2.23	2.33	2.38	2 43	2.48
Women	1.91	2.01	2.05	2.11	2.16
Adolescents	1.39	1.46	1.49	1.52	1.55
	(b) Mysore State				
Field Workers					
Men	1.71	1.81	1.91	2.01	2.11
Women	1.29	1.39	1.49	1.57	1.65
Adolescents	1.05	1.10	1.15	1.21	1.27
Children	0.90	0.95	1.00	1.05	1.10
Factory Workers					
Men	1.81	1.91	2.01	2.11	2.21
Women	1.39	1.49	1.57	1.65	1.73
Adolescents	0.95	1.00	1.06	1.11	1.16

(2) Field Classification

Rubber fields are to be classified into seven classes in the manner shown below :

Class	Yield Per Acre	Standard Output Per Tapping Block
I	Upto 110 kg.	1 kg.
II	More than 110 kg. upto 180 kg.	3 kg.
III	More than 180 kg. upto 270 kg.	5 kg.
IV	More than 270 kg. upto 360 kg.	7 kg.
V	More than 360 kg. upto 450 kg.	10 kg.
VI	More than 450 kg. upto 540 kg.	121 kg.
VII	More than 540 kg.	15 kg.

(3) Tapping Blocks

Tapping blocks for (a) ordinary tapping ; (b) ladder tapping ; (c) assisted collection tapping are to be as follows :

(a) In ordering tapping, 250 trees, where stand per acre is 100 or below and upto 300 trees in other cases as at present.

(b) In ladder tapping—135 trees.

(c) In assisted collection tapping (under prescribed conditions) : (i) 375 trees in the first year in which the system of assisted collection tapping is introduced ; (ii) 400 trees in the second and subsequent years ; (iii) Higher tasks by mutual agreement.

(4) Safeguards Against Retrenchment

Recommendations in respect of tasks and assisted collection tapping are subject to the condition that there should be no retrenchment of any tapper as a result thereof.

(5) Price Rates

In addition to the fall-back wage mentioned below (paragraph 6), the price rates for tappers to be as follows :

Class of the Rubber Field	Rate in Paise per 1/2 kg. upto Standard Output	Rate in Paise per 1/2 kg. for output above the Standard Output
I	39	7
II	20	7
III	13	8
IV	9.5	8
V	8.30	10
VI	6.64	10
VII	5.30	10

(6) Fall-Back Wage

Tappers are to be paid a fall-back wage at the rates mentioned below :

From	Kerala & Madras	Mysore
1.5.64	Re. 1.04	Re. 0.74
1.4.65	,, 1.11	,, 0.81
1.4.66	,, 1.15	,, 0.90
1.4.67	,, 1.18	,, 0.98
1.4.68	,, 1.22	,, 1.07

(7) Safeguards For The Existing Level Of Earnings Of Tappers In Malabar

Recommendations for uniform piece rates through out Kerala are subject to the condition that the higher earnings of the existing tappers under the old system should remain uneffected by granting them the difference between the earnings under the old system and those under the revised piece rates as personal pay.

(8) Rubber Industry Covered

Recommendations are to apply to all rubber holdings and estates as defined under the Rubber Act, 1947 in the States of Kerala, Madras and Mysore.

(9) Categories Of Employment Covered

Recommendations are to apply to all workers on Rubber Plantations, whether they work on the plantation itself or at any place in the rubber plantation district, coming within the purview of the definition of workman in clause (s) of Sec. 2 of the Industrial Disputes Act, 1947. Employees working in any office situated at a district headquarter town are to be excluded.

(10) Working Hours

The time rated workers, for whom a task is not fixed, should work for eight hours a day.

(11) Time Rated Tappers

Time rated tappers, who are employed exclusively for tapping, should be paid not less than 40 paise more than the respective wage rates for the ordinary daily rated workers.

(12) Supervisors/Maistries

The supervisors/maistries in rubber plantations are to be fitted in all inclusive scale of Rs. 85-4-125-5-150 in the manner prescribed.

(13) Staff Wages

The pay scales, dearness allowance and servant allowance, and provisions for fitment (mentioned below) are the same as modified by the staff settlement dated May 4, 1965.

(i) **Scales Of Pay With Effect From January 1, 1965**

Large Estates in all the three States :

General Grade : Rs. 40/50-3-56-4-80-EB-5-120-EB-6-180.

Senior Grade 'A' : Rs. 90-6-120-EB-7-148-EB-8-196-200.

Senior Grade 'B' : Rs. 150-10-280.

Medium Estates in Madras and Kerala :

General Grade : Rs. 40/50-3-56-4-80-EB-5-130.

Senior Grade (for Rs. 90-6-120-EB-7-148-EB-8-180-10-220 heads of Depts. only).

Medium 'B' Estates in Mysore :

General Grade : Rs. 40/50-3-60-4-80-EB-5-135.

Senior Grade : Rs. 90-6-120-EB-7-148-EB-8-196.

Medium 'A' Estates in Mysore :

General Grade : Rs. 40-3-55-4-75-EB-5-105.

Senior Grade : Rs. 90-5-120-EB-6-156.

Note : The definitions of large, medium, 'A' and medium 'B' estates are the same as in the staff settlement of 1957 and 1958.

(ii) Fitment is to be according to the provisions made in the staff settlement dated May 4, 1965.

(iii) Dearness allowance, with effect from Jan. 1, 1965, is to be according to the United Planters Association of Southern India's revised scales of dearness allowance ; a scheduled of which is attached to staff settlement dated May 4, 1965.

(iv) Servant allowance at the rate of Rs. 35 p.m., except in the case of small A estates in Mysore where it is Rs. 17.50 p.m.

(14) Mixed Estates

Recommendations are to apply to all workers in rubber areas of the mixed estates.

Miscellaneous

(15) Period Of Enforcement

Recommendations in respect of daily rated workers and supervisors/maistries are to take effect from May 1, 1964, and to remain in force till March 31, 1969, and the recommendations for the staff should take effect from January 1, 1965, and remain in till December 31, 1969.

(16) Spliting Of Rubber Estates

Spliting of rubber estates is not effect wage rates.

(17) Contract Labour

No contract labour is to be employed on normal work on plantations. All workmen employed on contract are to be considered as covered by the Board's recommendations and no discrimination is to be made in the matter of wages between the contract workers and regular workers. The principal employer should be responsible for payment of wages and implementation of Labour Laws.

(18) Board's Recommendations Without Prejudice To Existing Earnings And Benefits

Recommendations are without prejudice to the existing earnings, amenities and benefits, etc.

Machinery For Interpretation

Any dispute about recommendations to be referred to the Labour Commissioner of the State concerned for interpretation, with the cooption of a representative each of the employers and labour in the rubber plantations in the State.

COMMITTEE ON TAKAVI LOANS AND COOPERATIVE CREDIT, 1961—REPORT

New Delhi, Ministry of Community Development & Cooperation, 1963. 113p.

Chairman : Shri B. P. Patel.

Members : Shri B. D. Pande; Shri G. D. Goswami; Shri Y. N. Verma; Shri Satish Chandra; Shri L. N. Bongirwar; Shri T. P. Singh; Shri R. Tirumalai; Shri V. Kodandarama Reddy; Shri K. P. Pande; Shri T. Satyanarayana Rao.

Secretary : Shri B. S. Dhavle.

APPOINTMENT

In its meeting dated the November 8 and 9, 1958, the National Development Council adopted a resolution on cooperative policy in which it was considered essential that by making takavi loans and other facilities available through cooperatives, conditions should be created in which every peasant and rural worker will find it to his advantage to join the village cooperative. The new policy was communicated by the Government of India to all State Governments in May, 1959. While communicating the new policy, the Government of India had suggested that, exopts in the case of distress takavi all assistance to farmers should be channelled through cooperatives organisations. While a few State Governments took steps to channel takavi loans through cooperatives in specific areas and/or for specific purposes, the progress by and large was not appreciable. It was felt that the various organisational, procedural and administrativs difficulties that came in the way of successful implementation of the policy called for careful consideration. Accordingly, under Notification No. F. 6-9/61-UT, dated July 26, 1961 issued by the Department of Cooperation, the Government of India in the Ministry of Community Development and Cooperation, appointed a Commitee to examine the whole question and suggest suitable procedures for the implementation of the policy.

CONTENTS

Introductory; Background; Takavi Loans and Cooperative Credit Present Position; Need and Scope for Channelling Takavi Loans through Cooperatives; Specified Issues and Recommendations; Conclusions; Appendices from I to VII.

RECOMMENDATIONS

Statistical data relating to takavi operations are not readily available with State Governments. They should, therefore, arrange for the maintenance of department-wise and consolidated uptodate information relating to takavi operations.

Cooperatives should be accepted as institutional agency to provide credit to agriculturists for normal production and land improvement purposes subject to certain expections and government should discontinue the issues of such loans to them directly..

There are certain purposes for which because of the echnical nature of the operations or the financial risks involved or delayed returns on investments, it will not be possible for the cooperatives to finance agriculturists. Government will have to continue to provide finance directly to the agriculturists for these purposes.

The responsibility to provide the entire finance required by agriculturists for normal production and land improvement purposes, excluding those purposes which it will not be possible for them to finance for special reasons, should be transferred to the cooperatives according to a phased programme.

When cooperatives become the sole agency to provide credit to agriculturists for normal production and land improvement purposes, the funds available with government for making advances to agriculturists should be utilised to supplement the resources of the cooperatives.

After transfering to the cooperatives the responsibility to finance agriculturists, government should continue to make budgetary provisions in an increasing measure for financing agriculturists and utilised such provisions for strengthening the structure and resources of the cooperatives.

All development departments of government should continue to provide the technical guidance and other assistance that will be required in preparing and processing applications for loans evenafter cooperatives take over the work.

Some States have not yet taken effective steps to rationalise the central banking structure so as to have one central cooperatives bank for each district. The concerned State Government should take steps to complete this programme as quickly as possible.

Cooperative banks have to make more determined efforts to attract deposits not only by offering competitive rates of interests but also by providing certain essential banking facilities and services. Among the minimum of such facilities would be issue of cheque books and demand drafts coupled with making effective arrangements for clearing such documents at the various clearing houses in the country.

One of the services which the depositing clients expect from their banks is occasional overdraft accommodation-which is different in character from the grant of loans and other credits-to help them tide over emergent temporary difficulties. Cooperative banks should, therefore, have the freedom to offer occasional and small overdrafts to their depositing clients-both individuals and public institutions. There should be specific limits both in regard to individual accommodation (which should bear a proportion to monthly income) and total limits so granted which should not exceed a specified proportion of the overall deposits of the institution concerned.

The implementation of the scheme of opening branches by central cooperative banks should be accelerated and States should provide adequate assistance to central cooperative banks to cover that might be incurred by their branches till they become self supporting.

The short and medium term credit structure in the nine States of Andhra Pradesh, Gujarat, Maharashtra, Kerala, Madhya Pradesh, Madras, Mysore, Punjab and Uttar Pradesh is sufficiently developed both organisationally and financially except for certain specific pockets to be identified as areas of inadequate cooperative development. Government in these nine States should, therefore, discontinue issuing of short and medium term takavi loans for purposes of normal production and land improvement and entrust the work exclusively to the cooperatives, leaving out certain pockets and certain purposes which it will not be possible for them to finance for varous reasons.

The development of the cooperative structure has lagged behind, for various reasons, in certain parts of Jammu and Kashmir, Orissa, Rajasthan and West Bengal. In Bihar, huge takavi overdues, in some districts, have handicapped cooperative development. Governments of these five States of Jammu and Kashmir Orissa, Rajasthan, West Bengal and Bihar should in the first instance discontinue issuing of short and medium term takavi loans for normal production and land improvement in selected cooperatively developed districts areas only. The scheme should be extended to other district areas as and when the cooperative structure these gathers adequate strength so that ultimately no district/area is left outside the purview of the scheme.

Government of Assam should continue issuing of takavi loans and simultaneously take steps to revitalise and strengthen the cooperative institutions. The question of channelling takavi loans through cooperatives in Assam should be considered by the State Government only after the process of rehabilitation is completed.

The principles that have applied to the States in deciding the question of channelling takavi loans through cooperatives should apply to Union Territories also.

The land mortgage banking structure in any State should ultimately be a federal one with a Central Land Mortgage Banks at the State level and primary land

mortgage banks at a lower level. In State where Central land Mortgage Banks are financing agriculturists directly through branches, it would be advantageous to organise primary land mortgage banks at the district level.

In States, where primary land mortgage banks are functioning at the district level, there should be some agency at a level below the district which is easily accessible to the agriculturists. The primary land mortgage banks in such States should take steps to open branches at the tehsil or taluka/block headquarters if they have not already done so.

With a view to reduce delays in the sanctioning of loans power to sanction loans upto certain limits should be delegated to primary land mortgage banks and their branches and the branches of central land mortgage banks.

As in the cases of Maharashtra and Gujarat States, the other States also may consider the amendment of the Cooperative Societies Act to include provisions extending to land mortgage banks the special privileges that are available to Government in the matter of security and recovery of loans under the Land Improvement Loans Act which would induce land mortgage banks to advance loans in an increasing measure and help to reduce delays in the sanctioning of loans.

The land mortgage banking system has gained considerable strength in Madras, Andhra Pradesh, Mysore, Maharashtra and Gujarat. Government in these five States may, therefore, discontinue issuing of long term takavi loans, except for those purposes which the land mortgage banks are not in a position to finance at the present juncture and entrust the work exclusively to the land mortgage banks. In other States, a purposewise and regionwise phasing will have to be adopted.

The recommendations of the Committee on Cooperative Credit to raise the Reserve Banks annual contribution to the Long Term Operation Fund to Rs. 15 crores should be implemented as early as possible for augmenting the medium term resources of Cooperatives.

Cooperatives should be helped to raise substantial amounts by way of time-deposits by introducing some measure comparable to the deposit insurance scheme introduced in the case of commercial banks. Attention is also drawn in this connection to the guarantee scheme introduced by the Government of Madras in respect of fixed deposits with cooperative banks for more than three years.

The quantum of medium-term funds that would be made available to central cooperative banks through reimbursement should not be less than that available under the credit limits applicable to them in accordance with the recommendations of the Mehta Committee.

The funds earmarked by Government for making short-term and medium-term advances to agriculturists for normal production and land improvement purposes, excepting those for implementing schemes which the cooperatives are not in a position to finance at the present juncture, should be utilised mainly to supplement the medium term resources of the cooperative structure.

Government funds which can be utilised for supplementing the resources of co-operatives should be made available to the Cooperative structure, preferably in the form of medium-term loans.

In exceptional cases where the owned funds of cooperative institutions need strengthening a part of government funds can be routed through cooperatives and may be utilised for share capital participation in cooperative institutions, if it is found difficult to obtain funds for this purpose from the Reserve Bank of India.

Government loans to supplement the resources of the cooperative structure should be routed through the State cooperative banks.

The rate of interest on Government loans for supplementing the resources of the cooperative structure may be the same as that charged by the Reserve Bank of India on the medium-term advances made by it to the State cooperative banks. If for any reason, a State Government is unable to advance loans at this rate, the rate of interest may be equal to the pooled rate of interest incurred by the State cooperative bank concerned on its deposits or the rate at which the State Government obtains loans from the Central Government, whichever is less.

To overcome the difficulty experienced by Central Land Mortgage Banks in obtaining and utilising interim accommodations being provided by the State Bank of India, State Governments should sanction continuing guaruntees in respect of such accommodation and State Bank of India should renew the accommodation from time to time on the basis of such continuing guarantees. This procedure should apply to interim accommodation from State cooperative banks as well.

State participation in the share capital of Central Land Mortgage Banks should be related to their requirement of interim finance and matching contribution should not be insisted upon in such cases.

The rate of interest on interim finance provided to Central Land Mortgage Banks by State Governments should be the same as that at which they raise funds from the Central Government or open market.

Interest rate on the interim finance being provided by the State Bank of India to Central Land Mortgage Banks should not exceed by one-and-half per cent to basic rate at which the State Bank of India is eligible for accommodation from the Reserve Bank of India on the security of government paper.

The recommendations made by the Committee on Cooperative Credit for securing assured support from the various agencies in the public and cooperative sector for the debentures floated by land mortgage banks should be implemented.

The Government of India should expedite the setting up of the proposed Refinance Corporation for Agriculture so that it may help the Central Land Mortgage Banks in finding long term resources.

Well established Central Land Mortgage Banks should be permitted to issue debentures in excess of the amount covered by mortgages to enable them to muster enough funds to maintain continuity in their loaning operations.

State Govrnments should make over to the cooperative land mortgage banks at least fifty per cent of the dividend due to them in excess of the interest payble to the Reserve Bank on the amounts borrowed for investment in the shares of cooperation land mortgage banks for strengthening their Agriculture Credit (Stabilisation) Funds for enabling them to give short postponements of instalments in years of scarcity and to meet unforeseen contingencies.

State Governments should continue to make budgetary provisions for advancing long term loans to agriculturists for such purposes as have been transferred to the land mortgage banks and such provision should, after meeting the requirement for managerial grants and other subsidies, be utilised primarily for supplementing the medium term resources of the cooperative structure. Such funds may also be utilised for meeting the shortage of interim finance experienced by cooperative land mortgage banks and for purchasing debentures floated by them where necessary.

While assessing the credit needs of an agriculturist, all his needs should be taken into account. Societies should be assisted to organised ad-hoc chit funds for meeting the social needs of members. They should also be encouraged to build up special funds for meeting special needs of members. Societies which show tangible results on these lines should further be permitted to utilise a portion of their owned funds for these purposes if this can be done without affecting adversely their borrowing capacity for purposes of production.

Land mortgage banks should, while concentrating on financing development works, be free to issue loans for liquidating all categories of secured prior debts.

Effective measures should be taken wherever necessary to adjust the burden of prior debts, especially government debts, incurred under conditions of distress and to arrange for their repayment in easy instalments over a period consistent with the repaying capacity of the debtors, so as to enable cooperatives to make advances to their members in a normal business like manner without fear of the first charge of Government on their properties standing in the way of effecting recoveries.

Cooperatives in backward areas should be treated on a special footing and given adequate managerial grant which may be on a more liberal scale and for a longer period than that to societies in developed areas.

Cooperatives may continue to charge their economical lending rate on short and medium term loans even after becoming the sole institutional agency to provide all such loans required by agriculturists for normal production and land improvement purposes.

The economic lending rate of cooperatives on short term and medium term loans should not be more than seven-and-a-half per cent to eight per cent, depending upon the development of the cooperative movement in each area.

Central cooperative banks in Kerala should work out a pooled rate, taking into account the interest paid on all borrowings and deposits and make advances to cooperatives at a uniform rate of interest irrespective of the source of funds.

Socities which are charging higher rates of interest may be given some special assistance to enable them to bring down their lending rates to the level prevailing in the cooperatively developed States or areas. This special assistance may take the form of additional managerial grant over and above the normal grant of Rs. 900 spread over a period of five years and the Central Government should offer encouragement to the States in this regard by recognising the additional expenditure for Central assistance in the proportion already prescribed for sharing managerial assistance.

Cooperatives should review their economic lending rate from time to time with a view to bringing them down to the extent possible.

The rate of interest on long term loans advanced to agriculturists for undertaking works of agricultural development should be kept reasonably low. It is for the State Government to decide as to what should be this reasonable rate, but it should not be above six-and-a-half per cent.

State Governments should assist the land mortgage banks in advancing loans for developmental purposes at reasonably low rates of interest by liberalising grants for meeting overhead costs on the technical and managerial staff employed by them and their branches and by providing subsidy at a rate equal to the difference between their economic lending rate and the prescribed reasonable rate of interest.

Adequate number of land valuation officers—as far as possible one for each branch or principal office of a primary land mortgage bank—should be placed at the

disposal of the land mortgage banks. The financial assistance from government for the land valuation officers and for the managerial and supervisory staff attached to primary land mortgage banks and branches of primary and Central Land Mortgage Banks should be available for four years instead of three years on the same pattern as in the eastern States, viz., full cost in the first two years and two-thirds and one-third cost in the subsequent two years.

Long term loans for redemption of prior debts and purchase of lands have to be treated on a different footing and they may not call for concessional rates of interest.

The preparation of production plans may be the responsibility of Panchayati Raj institutions while the responsibility to such plans should be that of the cooperatives.

Cooperatives should be closely associated with the preparation of production plans at all stages. They should, however, be free to make advances to agriculturists after paying due regard to the objectives of the production plans.

Cooperative institutions will be in a position to give an indication of their resources position and quantum of funds that may be available with them for making advances during a particular season. These should be taken into account while preparing production plans and cooperatives should be expected to provide funds only up to such limits.

The loans policy of the cooperatives and other matters in which the panchayats are legitimately interested may be discussed in joint meeting of the panchayats and the managing committees of the cooperatives. The panchayats may formulate suggestions on the activities of the cooperatives on the basis of such discussions and communicate them to the zila parishads which may take them up with district level cooperative institutions or with departmental officers, if necessary.

An agriculturist desiring to avail of institutional credit should join as member of the local cooperative society recognised by the government for this purpose and confirm to the usual terms and conditions applicable to borrowing members.

Cooperatives should implement as early as possible the recommendation of the Committee on Cooperative Credit relating to financing upto Rs. 200 of persons who do not have enough money to purchase the requisite number of shares in one instalment.

Agriculturists who do not desire to continue as members of cooperatives after repaying the amounts borrowed by them should be given facility to withdraw from membership and to obtain refund of the share capital invested by incorporating necessary provisions in the bye-laws of cooperatives.

Land mortgage banks should also finance cultivators not eligible for loans under normal rules irrespective of whether they are small holders or persons having for all practical purposes permanent right though not transferable rights on the lands cultivated by them or persons whose ownership of land cannot be confirmed in law provided (a) the loans are required for implementing production schemes which on examination are found to be technically sound; (b) the cultivators are adjudged to have sufficient repaying capacity; and (c) government guarantees to make good the losses arising out of such financing to the extent of the short fall in the security.

Special committee should be constituted at the level of primary land mortgage banks consisting of representatives of primary land mortgage banks, community development organizations and government for examining the loan applications of cultivators who are not eligible for loans under normal rules. The applications recommended by such committee only need be sanctioned by land mortgage banks. Government should by a general order extend guarantee to all loans sanctioned by the land mortgage banks on the recommendations of these committees.

To enable cooperatives to play the role that is expected of them, the recommendations of the Committee on Cooperative Credit relating to (i) pattern of organisation at the village level; (ii) State partnership in primary credit societies; (iii) increasing resources of cooperatives; (iv) relaxing the standards for fixing the credit limits of cooperative banks; and (v) avoiding competition between national small savings and savings through cooperatives should be implemented by all concerned as quickly as possible.

Takavi loans for relief of distress should be indicated as such in govenment records.

Recovery of cooperative dues should be given priority as against the outstanding of distress takavi loans.

Effective measures should be taken for the timely recovery of takavi loans issued for genuine production and land improvement purposes so that those who have taken takavi loans for these purposes will not remains defaulter on account of takavi dues and will not be debarred from obtaining loans from cooperatives.

Cooperatives should change over to the system of making available production credit to agriculturists on the basis of their repaying capacity and on their producing adequate sureties irrespective of whether they are owners, tenants or lessees without further delay so that even defaulters on account of takavi dues may be able to obtain necessary credit for seasonal agriculture operations.

Grant of loans for relief of distress shall as a rule be the responsibility of government.

Cooperative of a particular area effected by natural calamities may be permitted to disburse distress takavi loans if they are financially strong enough and consider that they can undertake the work without detriment to their normal business, provided they function purely on an agency basis with being required to bear the risks involved and obtain the specific sanction of the Registrar of Cooperative Societies in each case.

THE COMMITTEE ON CONTEMPT OF COURTS, 1961—REPORT

New Delhi, Manager of Publications, 1963. 68p.

Chairman : Shri H. N. Sanyal.
Members : Dr. W. S. Barlingay; Shri G. R. Rajagopaul; Shri L. M. Nadkarni
Secretary : Shri H. C. Daga.

APPOINTMENT

The Committee on Contempt of Courts was consittuted under the Ministry of Law, vide their Order No. F. 49/61-Adm dated July 29, 1961.

TERMS OF REFERENCE

(i) To examine the law relating to contempt of courts generally, and in particular, the relating to the procedure for the punishment thereof.

(ii) To suggest amendments therein with a view to clarifying and reforming the law wherever necessary; and

(iii) To make recommendations for codification of the law in the light of the examination made.

CONTENTS

Introductory; Historical; Constitutional Provisions relating to Contempt; Definition and Classification; Contempt in Relation to Pending Proceedings; Contempt in relation to imminent proceedings; Contempt in relation to Innocent Dissemination; Contempt in relation to Proceedings in Chambers or in Camera; Defences; Practice and Procedure; Right of Appeal; Conclusion; Appendix.

RECOMMENDATIONS

Confidence in the administration of justice is essential for the preservation of our liberty and nothing should be done which may tend to undermine that confidence.

At the same time, as the jurisdiction to punish for contempt trenches upon two important fundamental rights, namely, the right to personal liberty and freedom of speech and expression, rights which are of vital importance in any democratic system, the law of contempt of court should be viewed mainly from the stand point of these rights rather than on the basis of its origin or its present position in other countries.

The Contempt of Courts Act, 1952, though sound so far as it good, touches only the fringes of the subject. While the existing provisions should be continued, there is need for widening considerably the scope of the Act.

Want of knowledge of a pending proceeding, whether civil or criminal, should afford a complete defence to a person accused of contempt.

The rule of contempt in relation to imminent proceedings may be abolished so far as civil cases are concerned. As regards criminal cases, want of knowledge should be a complete defence as in the case of pending proceedings. Further, where in respect of an offence, no arrest has taken place, a presumption should be drawn in favour of the alleged contemner that proceedings are not imminent.

A case which has reached the stage of execution shall not be deemed to be a pending case for the purpose of the law of contempt.

An innocent distributor of a newspaper or other publication, that is to say, a person who had no reasonable grounds for believing that a publication distributed by him contained any offending matter, small not be guilty of contempt of court.

The burden of establishing any of the defences aforesaid shall be on the alleged contemner.

No contempt proceeding in respect of the publication of the text or a fair and accurate summary of the whole or any part of an order made by a court sitting in chambers or in camera small be competent unless the court has expressly power conferred by any enactment for the time being in force.

Contempt proceedings in relation to cases of secrecy should be initiated only when no other punishment is prescribed.

Some of the existing defences open to an alleged

contemner may be given express statutory recognition. These are :

(i) That a person shall not be guilty of contempt for publishing a fair and accurate report of a judicial proceeding or any stage thereof;

(ii) That a person shall not be guilty of contempt for publishing any fair comments on the merits of any case which has been heard and finally decided or on the conduct of any judge of it be for the public good, the question of public good being in each case a question of fact; and

(iii) That a person shall not be guilty of contempt in respect of any statement made by him in good faith concerning the presiding officer of any court subordinate to a High Court, say, to the Chief Justice of that High Court.

In the case of contempts committed in the face of the court, the present summary powers of courts have to be continued and a simple procedure consisting of oral appraisal of the charge to the contemner, the giving of an opportunity to him to make his defence and provisions as to bail and custody, on the lines suggested in paragraph 4 of the Chapter X, may be adopted.

Applications for transfer of proceedings for contempt committed in the face of the court may be entertained by the judge in whose presence the contempt is committed and if he feels that in the interests of proper administration of justice the application should be allowed, and that it is practicable to do so, he should cause the matter to be placed before the Chief Justice for his directions.

A criminal contempt (other than a contempt committed in the face of the court) should be heard only by a Bench of not less than two judges except in cases where the court consists of one judge, e.g., court of the Judicial Commissioner. That contempt may be taken cognisance of only of a motion or on a reference made by some other agency. That is say, in the case of the Supreme Court, the motion may be made by the Attorney-General or a person authorised by him, and, in the case of a High Court, by the Advocate-General or a person authorised by him. Such motion may be made either on the initiative of the Attorney-General or the Advocate-General, as the case may be, or at the instance of the court concerned. Where the contempt is that of a subordinate court, action may be taken on a reference made by that court.

A provision may be made that no court shall punish any one for contempt unless the contempt is of such a nature as substantially to interfere with due course of justice.

The provisions of the Contempt of Courts Act, 1952, as to punishment and apology may be continued but it may be made clear that in cases of civil contempt, where fine is not an adequate punishment, the punishment of simple imprisonment to be awarded should consist of detention in a civil prison for a term not exceeding the prescribed statutory period.

It may also be provided that in cases where the person found guilty of contempt in respect of any undertaking given to a court is a corporation, the punishment may be enforced, with the leave of court, by the detention in a civil prison of the directors or principal officers of the Corporation.

Every order of punishment for contempt shall state the facts constituting the contempt, the defence of the person charged, the substance of the evidence taken, if any, as well as the finding and the punishment awarded.

Provision may be made for an appeal as of right from any order or decision of a High Court in the exercise of its jurisdiction to punish for contempt. The appeal should be to a Bench of Judges of the High Court and where the order of decision is of a Bench, the appeal should lie to the Supreme Court.

The rule of practice as to 'purge' of contempt may work hardship in many cases and, therefore, both the appellate court and the court from whose judgment or order an appeal is being preferred should have the power to stay execution of the sentence, to release the alleged contemner on bail and to here the appeal or allow it to be heard, notwithstanding the fact that the appellant has not purged himself of the contempt.

The Supreme Court may, in the interests of university, be conferred power to make rules to supplement where necessary the rules of procedure recommended by us. It may also be provided that the Supreme Court may make rules in relation to High Courts only after consulting the High Courts.

COMMITTEE ON STANDARDS OF UNIVERSITY EDUCATION, 1961—REPORT

New Delhi, University Grants Commission, 1965. 282p. Charts.

Chairman : Prof. N.K. Sidhanta.
Members : Shri S. Govindarajulu ; Dr. A.C. Joshi ; Shri G.D. Parikh ; Shri G.C. Bannerjee ; Shri R.M. Roy ; Dr. R C. Majumdar ; Dr. George Kurian ; Prof. A.B. Lal ; Shri T.K N. Menon ; Dr. G J. Datta.
Member-Secretary : Dr. P.J. Philip.

APPOINTMENT

One of the important functions of the University Grants Commission is to take, in consultation with the Universities or other bodies concerned, all such steps, as it may think fit, for the promotion and coordination of University education and for the determination and maintenance of standards of teaching, examination and research in Universities. The University Grants Commission appointed a Committee in August 1961.

TERMS OF REFERENCE

The terms of reference of the Committee are as follows:

To undertake a systematic and objective investigation of problems relating to the standards of higher education in Indian Universities.

CONTENTS

Preface ; Aims of University Education in India ; Evaluation of Standards ; Admission Policy ; Courses of Study ; Undergraduate Education ; Postgraduate Education ; Science Education ; Improvement of Teaching ; Medium of Instruction ; Examination Reform ; Colleges ; Organizations of Universities ; Maintenance and Coordination of Standards ; Summary and Main Recommendations ; Appendices from 1 to 36.

RECOMMENDATIONS

The Standards Committee was appointed by the University Grants Commission to make a systematic and objective assessment of standards of university education and to suggest various measures of improvement. In addition to using the questionnaire method, the Committee visited a number of university centres in India and held discussions with Vice-Chancellors, educationists, teachers and students. The main conclusions and resulting recommendations of the Committee are summarised below.

Aims Of University Education In India

Recent developments in the economic, social and political spheres in the country call for a reappraisal of the functions of the Indian university. In the context of the far reaching economic and social changes taking place in India, universities should lay much greater stress on development-oriented education.

The pursuit of liberal values should, however, be a perennial activity of every university, irrespecive of its courses of study. Even in institutions which are primarily concerned with training in professional skills, the inculcation of these values has to be promoted.

The preservation and communication of existing knowledge is an important function of the university. It is, however, essential to transform teaching from routine instruction to acquisition of knowledge by bringing about a living contact between students and teachers.

The university has also to advance the frontiers of knowledge. This has, however, to be done in combination with teaching. Experience has shown that these two activities communicate strength to each other and flourish in combination.

While many Indian universities encourage the study of subjects like Indian languages, Indian history, Indian philosophy, etc., they have, on the whole, failed to create a modern intellectual tradition of their own. Apart from imparting to their students and understanding of India's cultural heritage, universities in India should try to develop in them a modern Indian outlook. This requires a reinterpretation and adaptation of our traditional values in the context of the contemporary situation.

Universities in developing countries like India have firstly to ensure that they reflect and respond to the life of the people living around them. It is mainly through the intellectual and moral leadership of our universities that a tradition-bound and stagnant society is to be transformed into a modern and progressive community. It should be considered obligatory on the part of the university to make an intensive study of problems faced by its neighbourhood as well as by the nations. Universities are expected to influence the thinking and planning activities of the government and other bodies.

A national outlook and purpose has also to be cultivated in our universities by a deliberate pursuit of national ends in preference to local interests. Universities as national institutions should devote themselves to

a study of this problem in all its aspects.

Evaluation Of Standards

For a variety of reasons, a categorical answer cannot be given to the question whether standards have deteriorated during the last 10 or 15 years. Standards are said to have declined from the point of view of examination results as also with reference to the expectations entertained by employing agencies and the general public.

It is a fact that courses of study in many universities are not related to well-defined educational objectives The conditions under which teaching and learning are carried on are also far from congenial.

The general opinion, however, seems to be that while the quality of the best students is as good as ever, the average product of an Indian university does not compare favourably with his counterpart in some of the well known universities in the world.

On the other hand, it has to be recognised that many of our scholars and scientists have done outstanding work and that the various schemes of national development have been implemented by personnel trained in our universities.

Further, the various steps taken by the University Grants Commission have made a definite contribution to improvement of facilities in the universities and colleges. It has, however, necessary to point out that the resources placed at the disposal of the Commission have been far from adequate to deal effectively with this problem.

Admission Policy

In the interest of standards, it is of the utmost importance to adopt a bold and imaginative policy in respect of admission of students to university courses. Current practices lead to a great many students, who are neither emotionally nor intellectually prepared for higher education, entering the universities.

There are several ways in which a more careful selection of students could be made such as approving only such students as have secured a fairly high percentage of marks at the school examinations or special weightage being given to marks in important subjects like languages and mathematics. A consideration of their cumulative record at school or a viva voce or written test is also desirable. Each university will have to identify by investigation over a number of years the particular method or combination of methods which is likely to yield the best results.

We should provide for alternative training programmes for those who are not admitted to the universities but possess the necessary aptitude for vocational training. Existing facilities in this regard need further expansion and improvement.

The school system should contain a number of terminal points from which students could be diverted to technical and vocational courses and removed from the passage to the university.

Another solution consists in a large scale expansion of facilities for correspondence courses, part-time courses, etc. It will also be desirable to institute two streams of undergraduate education—a pass as well as an honours. Admission to the honours course will have to be limited to the intellectually abler students, with provision for shifting students from the pass to the honours courses and vice versa according to their aptitutde and ability.

Some have commended the setting up of central institutions of higher education in different parts of the country, where admissions could be strictly controlled and based exclusively on merit.

Universities should agree on the minimum age for entrance to the degree course. It would be desirable to have 17 plus as the minimum age but as a first step, a minimum of 16 plus may be prescribed.

Universities should also agree on the core subjects required for admission to degree courses. All students who aspire to enter the university should have an adequate grounding in science, mathematics, history and geography, apart from languages. Universities should further demand a fairly high standard of English for entrants.

Courses Of Study

The problem of formulating suitable courses of study in Indian universities has to be judged in the light of the rapid advances being made in the field of knowledge, particularly in science and technology. The general impression one gets is that, except in a few universities, no serious attempt is made to evaluate syllabuses in the light of modern developments. Universities should devote themselves more assiduously to a definition of what is expected of students at particular points of their education.

There are several reasons why courses of study have not been rationalised and modernised in our universities. One reason is that the procedure of revision is at present complicated and cumbersome. There is also a lack of competent teachers for imparting instruction in the new areas. Sometimes the universities do not have the required equipment and physical amenities for carrying out reforms.

It is necessary to make the Boards of Study solely responsible for formulation and modification of syllabi. The Boards should include a number of young teachers who are acquainted with the latest developments in the concerned areas.

The reports of the Review Committees appointed by the University Grants Commission to examine courses

of study in different disciplines give valuable guidance in this direction and full advantage should be taken of the recommendations made by them. Such reviews should also be undertaken periodically.

The University Grants Commission should explore the possibility of instituting standing review committees for continual study of university courses in the light of modern developments in the respective fields.

The universities may also appoint review committee periodically to carry out a critical evalutaion of their courses.

There should be a regular programme of seminars and conferences of teachers in different subjects for considering issues relating to objectives of teaching, content of courses, organisation of research, teaching methods, etc.

It may be desirable to make permanent arrangements for year-round refresher courses and seminars to which teachers may be exposed for short periods in groups.

The centres of advanced study, set up by the University Grants Commission, should have an extension section for offering facilities of refresher courses and research to selected teachers from universities and colleges.

It is necessary to have a built-in device in every university to look after the maintenance and improvement of courses of study.

Undergraduate Education

All universities in India with the exception of the University of Bombay and the four State Universities in U.P., have accepted the three-year degree course pattern but many of the conditions essential for its implementation have not been fulfilled.

In recent years, there is a general agreement on the total duration of school and university education being 15 years. Most of the members of the committee support this proposal. It is, however, necessary to ensure that the new pattern is harnessed to conditions which are conductive to a refinement of both school and collegiate education.

The period of 15 years may be split up in a convenient way. It does not seem possible to have a 12-year school education except in exceptionally good schools. The pattern of having 10 years of school education followed by two years in an intermediate or a junior college and three years in a degree college deserves serious consideration. The junior college could provide an opportunity to a large number of students to acquire a university degree without having to proceed further, besides being a point for dispersal to vocational and technical courses.

The pre-university course needs to be reorganised, keeping in view the capacity of students as also the need for giving them an adequate grounding for higher studies. Special attention should be directed to the teaching of English in the pre-university course.

There is a considerable lack of unifo mity in regard to the honours courses in the universities. While we should make provision for a variety of courses and combination of subjects to suit different kinds and degrees of ability, it is essential to have a clear idea of their specific objectives. The honours course should aim at greater specialisation on the basis of which the student could proceed to postgraduate studies.

The idea of "general education", interpreted, imaginatively and in a flexible way, could serve as a rational principle of reorganisation of undergraduate education to make it more balanced and appropriate to the intellectual and spiritual needs of students in the modern world.

Postgraduate Studies And Research

In recent year there has been a rapid expansion of postgraduate studies in the Indian universities. It is a matter of satisfaction that, by and large, results at the postgraduate level the qualitatively as well as quantitatively superior to those at the undergraduate level. But a great need exists for strengthening and consolidating these gains to make them comparable to the best international standards.

The chief aim of postgraduate education should be the acquisition of specialised knowledge. The courses should produce competent scholars and scientists for employment mainly in the learned professions.

Universities do not seem to be careful in permitting colleges to start postgraduate studies. Postgraduate colleges should be allowed to come into existence only if they fulfil requisite stringent conditions, particularly in respect of research.

The proper method for developing postgraduate education in the colleges is to orgonise it in places where at least three to four good colleges may pool their resources in equipment and teaching personnel. Universities should also appoint some professors and readers, who could visit these colleges and deliver lectures.

It would be desirable to lay down that universities should consult a body like the University Grants Commission before postgraduate colleges are started. This will also enable them to resist local pressures and have at their disposal the advice of an expert body in the matter.

Though the research activites of the universities have gained considerable momentum in recent years, such more remains to be done in this regard. While it is true that a good deal of research is being done by institutions and organisations outside the universities, it is in the universities that research can grow in a natural way.

A greater coordination between the departments of different universities in the matter of research programmes seems desirable.

Universities should also make use of the research facilities available in institutions outside the university, e.g., in national laboratories, as in a country like our's research resources are scarce and should be made the best use of.

There seems to be a tendency in some universities to register candidates without due attention being paid to their research aptitudes. It is also doubtful whether the research degree committee in the university has sufficient time to consider the large number of applications placed before it. The chief responsibility for acceptance or refusal of research candidates should belong to the professor/supervisor.

Research students should be admitted only provisionally, to begin with, their confirmation being related to good work. They should be introduced to the methodology of research and asked to prepare a bibliography and read widely.

Universities should ensure careful supervision of research work. The practice prevailing in some departments of permitting eight to 10 candidates to register under one professor should be discontinued.

These should be referred only to competent scholars in the field. The candidate should also be given a viva voce test with a view to finding out more about his suitability for award of the doctorate degree.

It would be desirable to introduce an intermediary degree, viz., M.A./M.Sc. by research, especially in the languages, in order that standards of the Ph. D. may be maintained at a high level.

Teachers should be given necessary facilities for quiet reading, writing and research. It may be desirable for universities to give due consideration to the research work done by teachers before they are confirmed or promoted.

Science Education

Science education in India has grown fairly rapidly during the past four or five decades. The proportion of science students to the total enrolement in the Indian universities compares favourably with a large number of countries but the same cannot be said about the number of students enrolled in the professional faculties.

The resources available to the universities for the development of science departments have not been commensurate with their requirements, considering the great need for improving standards of science education in the country.

There are several factors which have adversely affected the standards of science education. Although the quality of science teaching has not declined at the higher levels and it has probably improved, it cannot be claimed that instruction is satisfactory in the case of a large majority of students.

Standards of science teaching should be improved at the school level in order to provide adequate foundation for upgrading standards at the university level. Science text books for schools should be written by top scientists in the universities. It is also necessary to ensure that science is taught at the school level by first-rate teachers.

The programme undertaken by the University Grants Commission of organising summer institutes for improving the teaching of science in schools needs considerable expansion.

Students with scientific potentialities should be identified sufficiently early and given special attention and care.

Students for science courses in the universities should be selected very carefully, with particular emphasis on their mathematical ability and capacity to do practical laboratory work.

In view of the rapid advance of scientific knowledge in recent years, it is of the utmost importance that courses of study in different science subjects should be reviewed from time to time and made uptodate. Requisite facilities by way of laboratories, equipment, etc., should be provided to enable universities to introduce modern teachniques in teaching science.

It is desirable to provide more diversity in the selection of subjects both at the undergraduate and postgraduate levels. There should be far greater communication between science subjects which are closely related.

Universities should also encourage students to build up their own apparatus and to improvise methods of their own to develop far greater skill and insight into practical work.

It is understood that in some departments very little work is being done with the equipment available to them. In such cases, equipment should be transferred to other departments, where it can be used more effectively.

Although the government has taken several steps for encouraging scientific research in the country, provision for research and development appears to be highly inadequate. Apart from difficulties such as foreign exchange, laboratory facilities, books, etc., there is also a shortage of well-qualified personnel.

Indian scientists working abroad should be offered congenial conditions of work and encouraged to return to the country.

It is important to recognise the international aspects of science and to explore the possibilities of fruitful collaboration between Indian universities and universities abroad. Full advantage should be taken of the assistance available under various foreign aid programmes, particularly at the level of research.

Information about scientific careers and opportunities should be disseminated widely to impress upon promising young people in the universities the attractive rewards which science offers in the developing situation of our country.

Improvement Of Teaching

Conditions in which teaching and learning are carried on in the Indian universities and colleges are unsatisfactory. This is largely due to the enormuous expansion of numbers which has diluted the available resourses such as staff, libraries, etc.

Very little attempt is made in Indian universities to involve the students in the learning process through direct contact with the aid of the teacher. The emphasis is mainly on lecturing, which is not supplemented by other recognised methods of instruction.

The dictation of notes in university classes should be discouraged as it develops a tendency among students to rely on guide books, bazar notes, etc., and encourages memorisation. It will, however, be useful if the teacher prepares a synopsis of his lectures containing carefully selected bibliography and makes it available to the students for their guidance.

Students should be persuaded to take part in academic discussions. Some time should be left at the end of each lecture period for questions.

Encouragement should be given to students to go to the library, select books and read for themselves. One method of doing this would be to insist upon more written assignments and tutorials during the course of the year.

Tutorials should have an important place for writing. The size of the tutorials should be kept reasonably small. It may not be possible to provide separate tutorials for each subject, but with the limited staff available, every student could be given at least one tutorial per week.

At the post-graduate level, tutorials should be supplemented by seminars. Postgraduate students should be encouraged to do independent thinking and to take part in group discussions of an inter-disciplinary nature.

The generally prevailing idea that lectures should "cover" the syllabus must be given up. Syllabuses could also be broken up into suitable parts, each part being dealt with by different teachers.

An attempt should be made to select more promising students and give them better facilities in the laboratories and libraries, instead of dealing with all students alike.

Universities are facing an acute shortage of good teachers. Conditions have, therefore, to be created for attracting and retaining in the teaching profession the services of well-qualified people.

Salaries paid in the universities should be comparable to those in the National Laboratories, Institutes of Technology, etc, which, at present, are higher. No further revision of salaries in the allied scots should take place without due consultation with the University Grants Commission.

Salaries of college teachers are very low and it has not been possible for a number of colleges to introduce even the Second Plan scales of pay recommended by the Commission. The existing gap in the salaries of teachers in the affiliated colleges and those obtaining in the university departments should be narrowed.

There is an urgent need to make the rules for provident fund or pension benefits, health services, etc., as attractive as those prevailing in the administrative and other sectors.

Apart from increasing residential accommodation in the university and college campuses, the possibility of making loans available to teachers on easy terms for building houses in the vicinity of the campuses should be considered.

University rules should provide for 'sabbatical leave' for study and research by teachers. The leave should be provided for professional work and confined to deserving cases only.

The right of universities to appoint their own teachers should be preserved and protected. Universities on the other hand should act with a high sense of responsibility as cases are not uncommon of considerations other than academic; merit being brought to bear upon the appointment of teachers.

It would be desirable to lay down fairly well-defined qualifications for teachers of different categories for the guidance of selection committee.

It would be of great advantage to appoint one or two experts from universities on the selection committees of colleges.

University teachers should have some orientation in the techniques of teaching. They should also be frequently brought together at refresher courses, summer schools; seminars, etc, for exchange of ideas and modernisation.

Teaching aids like radio, television, teaching machines, films, tape recorders and so on can be used with great advantage by Indian universities and colleges. It would be necessary for a central agency like the University Grants Commission to collect and communicate to the universities and colleges information about such equipment and also periodically to organise exhibitions at suitable centres in regard to their uses.

Medium Of Instruction

By and large, English continues to be the chief medium of instruction of university education. Some universities have, however, changed over to Hindi or a

regional language at particular stages or permit their use in examinations. It is doubtful whether these changes have been brought about after necessary deliberation and assessment of facilities.

Changeover to the regional language as the medium of instruction at the university stage requires careful preparation as the area of pertinent knowledge to be covered is large and the technology of acquiring knowledge in the universities differs widely from the one used in schools. Unless an Indian language has grown upto its full academic stature, it would be unwise to introduce it as the medium of instruction at the university stage.

Before any changeover is brought about, universities must satisfy themselves about the competence of teachers to teach in the language concerned and about the availability of sufficient number of good books.

Where the medium of instruction changes from the school to the university stage or from the undergraduate to the postgraduate level, it has to be ensured that students do not suffer from it.

It would be desirable to undertake some experimental studies concerning the relative performance of students who study through the English medium and others. It is claimed that at present the best students elect English as their medium and that their standards are also higher.

Even when the medium of instruction is changed to a regional language, it would be necessary to provide for imparting adequate knowledge of English, for English is a great integrating factor, both for unity in India and for access to world literature especially in science, technology, etc. English will also be helpful as a common link for inter-university communications not only within India but also between India and other countries.

The teaching of English should begin sufficiently early at the school stage. Special methods which have been evolved recently for teaching English as a foreign language should be widely introduced in our institutions. Teachers of English should also be given special training at such places as the Central Institute of English at Hyderabad.

Summer schools and refresher courses should be organised on a large scale for teachers of English and use should be made of equipment specially designed for language teaching.

Examination Reform

Examinations have many important functions to perform, such as measurement of the student's competence and his suitability for employment or continuation of studies, etc.

The present examination system in Indian Universities lacks sufficient reliability and validity and has come in for much adverse criticism in recent years.

The aim should be to remove the sources of error in the present method rather than to replace it by some other method which may prove to be equally unsatisfactory. There should, in fact, be a combination of different methods of evaluation as well as the objective and written types of examination.

The main difficulty in regard to internal evaluation has been that in some of the affiliated colleges attempts are sometimes made to raise the value of the sessional work with a view to improving the position of their candidates in the final examination. Internal marks should, therefore, be scaled to the same mean and standard deviation for each college. Another way of making internal assessment more reliable will be to award to each student along with his university diploma, a separate record of the internal tests and other relevant information without adding these marks to the score in the final examination. Yet another alternative would be to confine internal assessment to objective tests, which are easy to administer and quick to score.

Universities should also arrange convenient spacing of examinations. The system of holding a final comprehensive examination has become outdated in view of the rapidly growing content of knowledge which has considerably heightened the burden of the student.

The question papers set at university examinations have a number of defects such as poor sampling of content, ambiguity and lack of standard answers. Paper setters do not devote sufficient time to the framing of questions. Every paper should be related to such educational objectives as recall of knowledge, comprehension, application, analysis, synthesis and evaluation. It should also define the direction and scope of the answers desired. The paper setters should prepare a tentative outline of answers to ensure uniformity in evaluation.

Marks in different subjects should be scaled to a common mean and standard deviation before they are combined. Results should also be moderated with reference to approved statistical procedures of the kind outlined in the University Grants Commission publication, "Three Studies in Examination Technique".

Earnest attempts should be made by universities to reduce the time consumed by examinations. Use may be made of mechanical aids for purposes of tabulation and analysis of marks. Universities should also lay down clearly the maximum number of answer books that a teacher may examine during a year, either from his own university or from outside.

Colleges

Colleges occupy a pivotal position in the present day pattern of higher education in India. The fact that

nearly 85 per cent of students are enrolled in the colleges and that they have 83 per cent of the total number of teachers in the universities, is significant. It shows that standards cannot be improved without raising the quality of collegiate education.

The assistance so far made available by the University Grants Commission for providing facilities for affiliated colleges has not been adequate.

Even government colleges and missionary colleges which were noted for their high standards in the past are finding it difficult to maintain them under the present conditions. In a community of colleges weaker colleges have a tendency to pull down standards in the better institutions.

Colleges are allowed to be set up these days under the influence of political pressure, regional rivalry, parochial sentiments, etc. This situation calls for regulative control. A number of colleges in India do not have adequate enrolment, with the result that they cannot be considered viable economic or intellectual units. Before new colleges are started, due consideration should be given to the existence of such institutions and attempt should be made to explore the possibility of utilising them to the fullest extent.

There should be a reasonably uniform system of granting affiliation to colleges all over the country. The norms and conditions formulated by the college Committee of the University Grants Commission in regard to staff requirements and physical and other facilities should be strictly adhered to. The power of granting affiliation should vest in the university and there should not be any interference or pressure from government or any other agency in this matter.

Efforts should be made to bring universities and colleges closer together and the universites should concern themselves more actively with collegiate education.

A certain number of good colleges should be given an "autonomous" status to experiment with new techniques of teaching, courses of study, internal examinations, etc. Special assistance should also be made available to selected colleges for the pursuit of excellence.

A number of outstanding colleges all over the country should be chosen for treatment in the same way as 'centres of advanced study' are in respect of postgraduate teaching and research.

The possibility of every university setting up a college or 'centre' under its own auspices to serve as a 'pace-setter' for other colleges should be explored. Such colleges can in turn grow into full-fledged universities in due course.

The system of government meeting 90 per cent of the deficit of the constituent colleges of Delhi University should be extended to other colleges also. Instead of determining grants on an ad-hoc basis, there should be a grant-in-aid code to regulate financial assistance to colleges.

Colleges should organise extension lectures by distinguished scholars and scientists from the university and outside to explose their students and teachers to the influence of experts in their respective fields.

Organisation Of The University

Universities should have a high degree of autonomy. They should have the freedom to choose their students, to appoint their staff, to organise their courses of study, etc.

Universities in India enjoy freedom in many of these matters, but there are occasions when its exercise is threatened. Some of the methods now employed in the election or selection of Vice-Chancellors, for example, impinge on the autonomy of universities.

The Vice-Chancellor should be an able and academically minded person, preferably with a record of teaching and research. He should be given full authority and facilities to discharge his duties in an efficient way.

There is no inherent conflict between the principle of accountability and the idea of autonomy. State governments should follow the example and procedures initiated by the University Grants Commission in dealing with the universities.

While universities should enjoy autonomy in academic matters to the fullest extent, they should on their part be fully alive to and aware of their social obligation in respect of training leaders and administrators in various walks of life.

Participation of aly-men in the legislative and administrative organs of the university may be desirable, but in no case, should they be allowed to become a hampering factor in the performance of academic activities. The Senate and the Syndicate should be concerned mainly with administration and academic programmes should be left, by and large, to academic men.

The constitutions of our universities which were modelled to suit different circumstances are not suitable for the present conditions which require quick action and efficiency. An attempt should be made to get rid of large and cumbersome bodies and also to do away with unnecessary administration.

There should be a Board of Undergraduate Education and parallel to it, a Board of Postgraduate Education. The boards might jointly constitute the Academic Council, or operate under it, but should have sufficient authority to organise the work of the university in their respective spheres.

There is an urgent need for streamlining the present methods of administration involving such procedures as

filling up of unnecessary forms, maintenance of useless records, etc.

Many heads of departments, specially in science subjects, have so much routine work to do that they have practically no time left to devote themselves to study and research. The possibility of dividing administrative work over as many members of the department as possible should be explored.

Maintenance And Coordination Of Standards

In pursuance of the functions entrusted to the University Grants Commission under the University Grants Commission Act of 1956, the aim of the Commission is to raise the levels of university education ; firstly, to the highest standards obtaining in our own country, and secondly, to raise the best attainable in our country to international standards.

Although, education is a State subject in India, the function of the University Grants Commission to coordinate university education signifies that issues have to be judged in a wider context and a proper coordination of university education brought about with resources as well as requirements.

The Commission would also be able to organise development and strengthening of academic facilities among universities on a regional basis to ensure optimum utilization of material and personnel resources particularly in respect of highly specialised subjects.

The University Grants Commission has dealt with the problem of university autonomy with great tact and wisdom. The Commission has to continue to provide effective leadership to the universities in the sphere of standards. The legal powers of the Commission in this behalf cannot however, be exercised to the fullest extent and with beneficial results unless resources are made available to the Commission on a scale much higher than has been the case hitherto

The academic activities of the University Grants Commission such as the holding of seminars and conferences, appointment of review committees, setting up of centres of advanced study, etc., need to be strengthened further.

While expenditure of an order undertaken by advanced countries may not either be applicable or possible in India, unless the present outlay on higher education, as also the cost per student is sufficiently increased, many of our institutions will not be able to rise above sub-standards.

In India, education in general arts and science subjects is being given to far too many students. It would be necessary to pay particular attention to and expand those sectors of education, which are of more direct value to the developmental programme of the country.

A strict control should be exercised by the Central Government on the establishment of new universities by State Governments.

Concerted efforts have to be made for promoting among teacher and students a sense of pride in the university as also for raising their morale and bringing into being a truly academic community.

DERAILMENT OF 2TF DOWN PASSENGER TRAIN BETWEEN MAINPURI AND BHONGAON STATIONS (NORTHERN RAILWAY) ON OCTOBER 29, 1961—REPORT

New Delhi, Ministry of Transport and Communications (Railway Inspectorate), 1964. 12p.

One Man Commission : Shri A. C. Khastgir.

APPOINTMENT

The Commission was constituted under the Ministry of Transport and Communications (Railway Inspectorate) in accordance with Rule 9 of Railway Board's Notification No. 1926-T, dated March 19, 1930.

TERMS OF REFERENCE

To inquire into the accident No. 2 TF Down passenger train at Km. 1268.69 between Manipur and Bhongaon stations on the Shikohabad—Farukhabad section of the Northern Railway at 10.35 hrs. on October 29, 1961.

CONTENTS

Summary; Inquiry; Brief Description of the Accident; Casualties; Composition of the Train; Damage; Relief Measures; Restoration of Communications; Number of Passengers; Weather Conditions; Description of the Locality; Description of Permanent Way; Distances; Booked and Permissible Speeds; Summary of Evidence; Observations and Tests; Discussion (Possible Causes of the Accident; Tampering of Track; Defect in Track or Obstruction on Track; Defect in Mechanical Equipment; Excessive Speed; Riding Qualities of AWD/CWD Engines; Probable Sequence of Events); Conclusion.

CONCLUSIONS

After full consideration of all the facts, and material and circumstantial evidence, I have reached the conclusion that the derailment of No. 2 TF Down Passenger train at Km. 1268-69 between Mainpuri and Bhongaon stations on October 29, 1961, was caused by the train attaining the high speed of 45 miles per hour, which is far in excess of the maximum permissible speed of 30 miles per hour on the section for AWD engines. The high speed caused excessive flange forces and violent oscillation of the engine followed by distortion of track and derailment. The sudden application of the brakes caused a rapid loss of speed and almost instantaneous capsizement of the engine and the consequent telescoping of the following four coaches. I hold Driver Bhagita, who unfortunately lost his life in the accident, responsible for driving his engine at such a high speed, in contravention of GRs 89 (a) and (b).

I am satisfied that the medical relief afforded was prompt and satisfactory, inspite of the comparatively large number of casualties. This was possible, because the accident occurred at a place where the main road between Shikohabad and Farukhabad crosses the railway track and buses and trucks plying on the road were requisitioned to remove the injured to the hospitals.

DERAILMENT OF NO. 16 UP SAURASHTRA EXPRESS BETWEEN BROACH & ANKLESHWAR STATIONS OF THE WESTERN RAILWAY ON OCTOBER 4, 1961—REPORT

New Delhi, Manager of Publications, 1967. 13p.

One-Man Commission : Shri K. C. Pathak.

APPOINTMENT

The Commission was constituted under the Ministry of Transport & Communications (Railway Inspectorate) in accordance with paragraph 9 of the Railway Board's Notification No. 1926-T, dated March 19, 1930.

TERMS OF REFERENCE

To inquire into the Derailment of No. 16 Up Express at Km. 322/1-2 T. P., between Broach and Ankleshwar stations on the Bombay—Baroda Broad Gauge Main Line (Double Line) Section of the Western Railway on October 4, 1961.

CONTENTS

Summary; Inquiry; Description of the Accident; Casualties; Information of the Accident and Relief Measures; Restoration; Particulars of Train; Damage; Local Conditions; Summary of Evidence; Discussion (Speed of the Train; Examination of the Coach; Inspection of Site; Weather Conditions; Occurrence of Creep and Buckling; Cause of Derailment; Responsibility of Mate Isale Umar; Responsibility of Permanent Way Inspector; Responsibility of the Assistant Engineer); Conclusions.

CONCLUSIONS

Having inspected the site of accident and having considered the recorded as well as material evidence. I have arived at the following conclusions :

(a) **Cause :** The derailment of No. 16 Up Saurashtra Express at km. 322/1-2 T. P., at 12.14 hours on October 4, 1961, was the result of the track having buckled under the train, while it was passing over the spot. The buckling, which occurred during the hottest part of the day, was due to excessive creep which already existed at the site, the expansion gaps having disappeared and the rail joints having jammed hard, and the end of the creeping rails being followed immediately by track consisting of 210 feet long welded panels of rails laid on new steel through sleepers with loose jews which held the rails firmly keyed to the sleepers and prevented any creep.

(b) **Responsibility :** (i) I consider the Permanent Way Inspector, Shri Stanley D'Lima, primarily responsible for the accident because he did not take steps be times to pull back the rails for adjustment of creep in

spite of having received a request from the Gang Mate of the length to do so.

(ii) I also consider Shri J. N. Marfatia, Assistant Engineer, Broach, responsible for the accident in that being himself ignorant of the dangerous condition of the track that existed at the site of the accident he did not give necessary directive to the Permanent Way Inspector when the latter failed to take the initiative himself.

The action taken by Shri M. H. Ahmed, Station Master, Broach, in rushing to the site of the accident and conveying the injured passengers to the hospital by commandeered motor vehicles, is indicative of commendable presence of mind and initiatlve on his part.

(c) **Relief Measures :** The injured persons were taken proper care of in the Sarvodaya Hospital at Broach after their admission there by 13.15 hours,

STUDY GROUP ON THE TRAINING OF ELEMENTARY TEACHERS IN INDIA, 1961—REPORT,

New Delhi, Ministry of Education, 1963, 72p.

Chairman : Shri Raja Roy Singh.
Members : Dr. Salamatullah; Shri L. R. Desai; Shri K. S. Radhakrishna; Shri A. C. Devegowda; Shri S. P. Verma; Shri D. P. Nayar; Shri T. K. N. Tandon: Shri J. K. Shukla.
Secretary : Shri J. P. Naik.

APPOINTMENT

This Study Group on Training of Elementary Teachers in India was appointed by the All India Council for Elementary Education in its first meeting held at New Delhi on October 30 and 31, 1961.

TERMS OF REFERENCE

The following were the terms of reference of this Study Group :

(i) To prepare a programme for the improvement of teacher training at the primary stage.

(ii) To study and report on the following topics referred to by the All India Council in its meeting held on and October 30 and 31, 1961, viz.

(a) The need of specific training in the theory and practice of primary education for those who are required to work as teachers in primary training institutions and inspectors of primary schools.
(b) Measures to effect qualitative improvements in the preparation of elementary teachers.
(c) A time limit should be laid down with regard to the realisation of minimum educational qualifications for recruitment and training of candidates of scheduled castes, scheduled Tribes and women candidates as teachers.
(d) The maximum upper age limit for admission in the training schools should be prescribed.
(e) Making provision for deputing teachers in service for training, specially in States where there are a large number of untrained teachers in service.
(f) Education of primary teachers in India.
(g) Report of the first national seminar on the training of primary teachers in India.

CONTENTS

Introduction; The Education of Elementary Teachers in India; A Historical Survey (1800-1961); The Present Situation; An Appraisal; Pre-Service Education of the Teacher In-Service Teacher Education; Towards a Comprehensive Organisation for Teacher Education; Summary of Recommendations; Annexures; Statistical Tables.

RECOMMENDATIONS

In the three preceding chapters, we have made a number of recommendations relating to a programme of action for the improvement of teacher education at the elementary level. For convenience of reference, these have been briefly summarised in this concluding chapter.

Significance Of The Programme

No other single factor can make such a vital difference, for the better, as a proper system of teacher education and a "break-through" here is urgently necessary. It does not really involve any 'additional' expenditure; all that it implies is the incurring of an expenditure, which will ultimately have to be incurred under any circumstances, but which would lead to great improvement in quality, if incurred in the near future. This programme should, therefore, receive high priority in the remaining period of the third plan as well as in the fourth plan. (Paras 64-66)

Clearing The Backlog Of Untrained Teachers

By the end of the Third Plan, there would be a backlog of about 4,00,000 untrained teachers in primary and middle schools. Special measures should be devised for training these teachers. We recommend the following :

(i) A substantial number of these untraind teachers would be above 35 years of age and would have put in a service of 10-15 years. Little useful purpose is likely to be served by sending them for a regular course of pre-service training. Their training should be undertaken through short-term in-service course.

(ii) For teachers below the age of 35, who have put in five to 10 years of service, the pre-service training course should be of one year.

(iii) Full-term training courses would be required for those untrained teachers who have put in less than five years of service and are below 35 years of age. The number of additional training places would have to take account of these untrained teachers. (Paras 72-74)

Correspondence courses are particularly suited for clearing this backlog of untrained teachers. They would not take away the teachers from their schools for any length of time; and teachers in categories (i) and (ii) above may be trained effectively through correspondence, supplemented by some short-term courses, mainly for practical work. A committee of experts should be appointed to work out the details of the correspondence courses in collaboration with the National Institute of Education and a pilot project should be started in each State to try out this method. It may be expanded suitably in the light of practical experience.

Expansion Of Training Facilities

A large expansion of training facilities is necessary and steps to secure this should be taken immediately. In estimating the requirements of additional places in training institutions for elementary teachers, a pupil-teacher ratio of 45 may be adopted. This would mean of pupil-teacher ratio of about 50 in classes I-V and of about 40 in classes VI-VIII. The target of enrolment to be reached by 1975-76 should be 100 per cent enrolment in the age-group six to 14 in all areas where an enrolment of 60 per cent or above has been reached by the end of the Third Five-year Plan. In the remaining areas, the target of enrolment should be 100 per cent enrolment in the age-group six to 11 and 75 per cent in the age-group 11-14.

The minimum size of a training institution should be 160, preferably 200. This would secure efficiency as well as economy.

The facilities for teacher training should be so expanded that the annual output of training institutions would match the annual requirement of additional teachers. To achieve this equilibrium between the supply and demand for trained teachers is the most significant programme in the "breakthrough" we have urged for teacher education. The programme for each State and Union Territory should be so drawn up that this goal would be reached by 1967-68, the first year of the Fourth Plan, and steps towards it should be taken from now. (Paras 75-78)

Appointment Of Study Groups

Each State and Union Territory Administration should immediately set up a Study Group to :

(a) Work out detailed estimates, on the lines indicated in Annexure I, of the additional enrolment in the elementary schools upto 1975 and the additional teachers required annually ;

(b) Assess the size of the existing backlog of untrained teachers and prepare a detailed scheme for clearing the backlog;

(c) Examine the possibilities of expanding the capacity of existing institutions;

(d) Determine the additional training places which need to be created so that, by 1967-68, the output on the basis of a two-year course should match the annua requirements (estimates to be worked out separately for primary and middle schools);

(e) Assess the requirements of teachers for the special categories, e.g., women teachers, teachers for remote areas, teachers for tribal areas, etc., and

(f) Work out the estimate of the cost and the phasing of the whole programme.

The Study Groups should starts functioning immediately and complete their work by March, 1963. The plans prepared by the Study Groups should be combined for the over all plan of teacher education for the country. (Para 79)

Location And Planning Of Training Institutions

The location and planning of training institutions should be done with great care. The following general principles are suggested in this regard :

(a) A district should be taken as the unit of planning and each district should be provided with as many training institutions as are required to meet demand of elementary teachers within its area;

(b) Since 80 per cent of the population is rural, about four-fifths of the training institutions should be located in rural areas;

(c) As the training institutions need practising schools of a fair size, an ideal location for a training institution would be a township with a population between 5,000 and 15,000. This will provide the necessary facilities of a practising school on the desired scale without detracting from the rural character of the location; and

(d) The institutions should be so located that they would be easily accessible from all parts of the district. There is a proposal that each training institution should provide extension services to primary and middle schools within its neighbourhood. The location of training institutions should, therefore, be so planned, that when these services are started, it should be possible to cover most of the primary and middle schools in the district. (Para 80)

Cost Of The Programme

Each State and Union Territory should prepare a blueprint of an elementary training institution of the optimum size and work out the details of its total cost-both capital and recurring. It should also prepare a detailed estimate of the capital and recurring costs involved in raising the existing training institutions to the desired level in size and efficiency as well as in the establishment of the new institutions required. (Para 81)

General Education Of Elementary School Teachers

The following policies should be adopted in respect of the general education of elementary school teachers :

(a) As soon as practicable, and in any case not later than 1965-66, the recruitment of teachers for primary and middle schools should be only from those who have passed the matriculation or equivalent examination.

(b) Beyond the deadline fixed for the recruitment of matriculates only, the selection of a non-matriculate teacher should be permitted in the following exceptional cases :

(1) For tribal or remote areas, if suitable matriculate teachers are not available; and

(2) Women teachers in rural areas, if no matriculate women teachers are available.

(c) Even in the exceptional cases mentioned in (b) above, suitable measures should be adopted to see that the need to recruit non-matriculate teachers disappears as quickly as possible and at a date which does not extend beyond 1971.

(d) The employment of graduate teachers in elementary schools should be encouraged. It is desirable that the headmaster of every primary school with more than 250 children should be a graduate. (Paras 82-88)

Duration of the Training Course

The duration of the elementary course should be two years for all teachers who have completed secondary school, or the higher secondary or even the intermediate course. For those who have not completed the secondary school, the duration of the training course should be three years which should be divided into two period a continuous pre-service training programme of two years followed by an in-service training programme of one year. (Paras 89-92)

Revision of Syllabi

The existing syllabi of training institutions for elementary teachers need considerable revision. The programme can be helped if a model syllabus can be evolved to serve as the general framework within which such adaptation as may be required to suit the conditions of different States may be made. This work should be undertaken by the National Institute of Education in collaboration with the representatives of the State Governments and selected Principals of training institutions. (Para 93)

Training of Teacher Educators

Special in-service training courses should be organised for teacher educators. It is desirable that universities provide specialised courses at the M. Ed. level to prepare teacher educators for training institutions. It would also be a distinct advantage if persons taking such specialised courses become familiar with methods of infant teaching. (Para 94)

Improving The Physical Conditions In Training Institutions

A blueprint of the minimum essential needs of a training institution for elementary teachers should be prepared and immediate steps should be taken, during the Third Five-Year Plan itself, to improve the physical conditions in training institutions such as buildings for classrooms, hostels, staff quarters, laboratories, land for the farm and teaching equipment. The Study Groups proposed to be set up in States and Union Territories should examine the existing position in this respect and prepare development programmes with estimates of cost. (Para 95)

In-Service Teacher Education

In-service teacher education is of the highest importance and a beginning should be made in the Third Five-Year Plan itself for developing a nation-wide network of in-service training programmes. The ultimate objective should be to give, to every elementary teacher, in-service training of not less than two months' duration in every five years of service.

The in-service training programmes have to be institutionalised; and an adequate provision for this purpose should be made, either in existing institutions, or in special institutions created for the purpose.

In-service training programmes should also be organised for headmasters and members of inspecting staff. (Paras 96-99)

Extension Services

The scheme of the National Council of Educational Research and Training for establishment of extension service centres in training institutions for elementary teachers is welcome. The number of such centres should be increased to 240 at least by the end of the Third Plan and 50 per cent of training institutions should be covered by the end of the Fourth Plan. (Para 100)

State Institutes Of Elementary Education

State Institutions of Elementary Education established as early as possible and should be charged with the following functions :

(i) To provide in-service training to teachers Self educators and the inspecting staff connected with elemen tary education;

(ii) To undertake studies, investigation in all problems of education and research in methods of teaching and the curriculum in elementary schools;

(iii) To prepare instructional material and teaching aids for the use and guidance of the teachers; and

(iv) To carry out periodic evaluative studies of the programmes of training institutions, extension activities and the progress of elementary education in general and of basic education in particular. (Para 102)

Incentives And Facilities For Further Self-Education

Adequate incentives and facilities for further education should be provided to elementary school teachers. For this purpose :

(i) The conditions governing the grant of study leave should be liberalised;

(ii) Advance increments or higher scales of pay should be given to teachers who acquire higher academic or professional qualifications;

(iii) The possibilities inherent in the correspondence courses should be examined with a view to providing to elementary teachers opportunities for acquiring higher professional qualifications. A beginning in this direction can be made through the State Institutes of Elementary Education; and

(iv) The teachers who acquire higher qualifications should be eligible for promotion to the inspecting cadre and to the training institutions. (Para 103)

Productional Of Education Literature In Indian Languages

The non-availability of adequate educational literature in Indian languages is one of the main handicaps of the elementary teacher in India. Steps will, therefore, have to be taken to produce this literature in all the Indian languages. The primary responsibility for this programme should be on the National Council of Educational Research and Training and the State Institutes of Elementary Education. The organisations of teachers have a particularly important role to play in this sector and should be encouraged in all possible ways to assume a share of this responsibility. (Paras 104 & 105)

Comprehensive Organisation For Teacher Education

The programme for the reform of teacher education cannot be implemented effectively through adhoc measures; it must be supported by an adequate organisation. We are firmly of the conviction that a time has come to create a permanent organisation at all levels which would be charged with the responsibility for improving teacher education and which should be giving continuous thought to its problems. (Paras 106-108)

State Councils Of Teacher Education

In every State, there should be a State Council of Teacher Education, consisting of the Director of Education, representatives of the University Departments of Education, representatives of training colleges for secondary teachers, representative of the Principles and teachers of training institutions for pre-primary and elementry teachers, and non-official educationists. The Council will deal with teacher education at all levels, pre-primary to secondary, and have the following functions :

(i) To prepare programmes for the development of teacher education and supervise their implementation;

(ii) To set standards for teacher education;

(iii) To confer recognition on institutions which fulfil the requirements prescribed by the Council;

(iv) To prepare the curriculum and syllabuses according to which the training programmes, both pre-service and in-service should be carried out;

(v) To conduct examinations and award Certificates and Diplomas;

(vi) To arrange for the inspection and supervision of the training institutions recognised by it;

(vii) To coordinate the training programmes and collaborate with other agencies in the State and outside in the furtherance of its objectives. (Paras 109 & 110)

Special Officer For Training Institutions

Every State should have a Special Officer (or any other suitable administrative machinery) whose whole-time responsibility would be for the programmes of training institutions and that the annual inspection of the training institutions should be carried out by panels of experts.

Department Of Teacher Education In the NIE

The decision to establish a Department of Teacher Education in the National Institute of Education is welcome. The Department should have the following functions :

(i) To act as a clearing house of ideas and information;

(ii) To provide advanced level training courses in teacher education;

(iii) To conduct research in various aspects of teacher education;

(iv) To prepare instructional literature in Hindi and other regional languages for the use of training institutions; and

(v) To provide consultative services to the States.

(Paras 113 and 114)

Financial Implications

The total cost of a programme of teacher education, both pre-service and in-service, would be of the order of Rs. 112 crores spread over a period of 10 years. This would be about five per cent of the total direct expenditure on elementary education.

A beginning should be made for implementing this programme by providing a sum of Rs. 20 crores in the Third Five-Year Plan. A sum of about Rs. 60 crores would be needed in the Fourth Five-Year Plan for this programme. (Paras 115-117)

PUNJAB COMMISSION, 1961—REPORT

New Delhi, Manager of Publications, 1962. 16p.

Chairman : Shri S.R. Das.
Members : Dr. C.P.Ramaswami Aiyar ; Shri M.C. Chagla

APPOINTMENT

The Punjab Commission was constituted under the Government of India vide their Resolution No. 40/12/61-Poll. (I), dated October 31, 1961, to inquire into the general question of discrimination and examine any charges of alleged differential treatment or grievances of the sikhs in the Punjab.

TERMS OF REFERENCE

To inquire into the general question of discrimination and examine any charges of alleged differential treatment or grievances of the Sikhs in the Punjab.

CONTENTS

Resolution ; Order ; Report ; Resolution.

RECOMMENDATIONS

As regards charges of alleged discrimination against non-Sikhs we are clearly of opinion that the same cannot be entertained by as substantive cases and independently of charges of alleged discrimination against the Sikhs in the Punjab. If any case were put forward alleging discrimination against the Sikhs in the Punjab, those parties contesting that case might conceivably be permitted to allege discrimination against non-Sikhs only by way of rebuttal of the charges of discrimination against the Sikhs in the Punjab. In other words, they might have been permitted to plead discrimination against non-Sikhs only to disprove the case of discrimination against the Sikhs in the Punjab. They cannot, we hold, be allowed to allege discrimination against non-Sikhs independently of the question of discrimination against the Sikhs in the Punjab. In view of the terms of reference construed as aforesaid we are unable to entertain the cases of discrimination against non-Sikhs as no case of discrimination against Sikhs has been made or pressed before us.

The individual grievances put forward before us refer to denial of employment, official promotions, fair allotment of lands and matters of dismissal from service or the like. Some of these cases refer to a period before or immediately after the partition of the country in 1947. It is true that discrimination against individual Sikhs may go to make up a general case of discrimination aganist the Sikhs as a community. But the memoranda submitted before us are very few and there are also memoranda filed by non-Sikhs making similar complaints. Stray cases of injustice against individuals cannot ipso facto be accepted as discrimination against the community to which he belongs. Apart from the question of construction of our terms of reference outlined above, the investigation of such individual grievances would properly be a matter either for the Public Service Commission or for the courts, involving examination of materials and witnesses. This Commission cannot sit in judgment upon the decision of the appropriate authorities, executive or judicial. A writ procedure may be appropriate where it is alleged that individual rights and privileges have been infringed by reason of discrimination contravening the provisions of the Costitution. We are, therefore, of opinon that it is not possible for us to deduce from such instances any general conclusion of discrimination against the Sikhs as a community in in the Punjab.

The question of refusal to grant transport licences by the West Bengal Government to the Sikhs and the eviction of Sikhs from land in the Terai region of Uttar Pradesh obviously are outside the scope of our reference for, these do not constitute discrimination against the Sikhs in the Punjab. But that strict construction apart, in those two States, there is no problem of Sikhs versus non-Sikhs. What happened is that the respective Governments concerned have tried to do something for the benefit of citizens other than Sikhs who they considered, had not a fair chance in the matter of obtaining transport permits or allotment of land for cultivation. Giving a fair chance to every section of citizens and particularly to bring about nationalisation of an essential trade or a public utility service cannot ipso facto, be called a discrimination against any particular community. If there is discrimination at all, it is against the non-Bengalis is one case and against the non-Terai peasants in the other.

The question which has been seriously urged and equally earnestly contested before us relates to the case made by the Nationalist Sikhs of non-implementation, of the Regional Formula and introduction of the Punjabi language in Gurumukhi script upto the Secretariat level. It is to be noted that no memorandum has been filed on behalf of the Akali Dal or any other community alleging discrimination against the Sikhs as such. Indeed the statements made by Master Tara Singh as early as June 19, 1947, and January 21, 1955, and referred to by Shri Virendra of the Hindi Raksha Samiti in the course of his arguments were that the real grievance of Master Tara Singh and the Akali Dal was the non-formation of the Punjabi Suba. As a matter of fact, in his statement made on January 21, 1955, Master Tara Singh stated categorically that he did not believe in a linguistic Punjabi State but wanted a Sikh State. To the same effect is the statement of Master Tara Singh reported in the Indian Express in its issue of December 12, 1961 that the only discrimination against the Sikhs was about the non-formation againt the Punjabi Suba. The demand by Master Tara Singh, therefore, was not based on any emphasis on the Punjabi language but his argument, in substance, was that the Hindus had got a State, the Muslims had got a State and, therefore, the Sikhs must have a State for themselves. This is, however, a question which has not been referred to this Commission.

In the statement filed on behalf of the Nationalist Sikhs, the Nationalist Sikhs stated categorically and emphatically that the Sikhs as a community have no grievances rising out of discrimination under any of four heads referred to in their memorandum, namely,

(1) Constitutional and legal,
(2) Political and social,
(3) Public services, and
(4) Government patronage to business and industry.

The Nationalist Sikhs concede that there is nothing whatsoever in the Constitution of India or in any law passed by any legislature which has denied equal treatment to the Sikhs or an honoured place to the Sikhs as citizens of India. Every adult Sikh, man or woman, has the right to vote and to practise and propagate his or her religion. The Nationalist sikhs maintain that in the Punjab Legislature as well as in the Parliamant, the Sikhs have political representation commensurate with their historical and social importance. Though they are only 34 per cent in the Punjab population, their representation in the Punjab Cabinet ever since independence has been 40 to 50 per cent and they had always had a sikh in the Central Cabinet ever since 1947. The present Chief Minister of the Punjab is a sikh. There is a Sikh Governor of an Indian State and several Sikh Ambassadors and holders of important political positions. The Sikhs in and outside the Punjab are an heonoured part of the Indian Society. As regards representation in public services, the Sikhs cannot have any grievance as the figures show, if anything, that they are over-represented. Except for a few sporadic cases of injustice immediately after the partition, the Nationalist Sikhs have not been able to find any case for grievance under this head. In other important services like engineering, medical, veterinary, revenue, cooperation, judiciary and administrative services their number is no way less than what their population warrants. They believe that they are maintaining their historic position in the Indian Army both in the officers rank and in the men's rank. As regards the grievance that there are no industrial undertakings in the Punjab, the Nationalist Sikhs recognise that it is not a grievance of the Sikhs above. If there had been any grievance, it is of all the the Punjabis. Factually, it is not correct as pointed out by some of the other parties, because, there is a big fertiliser factory in Nangal, next in importance to Sindri. Further, a number of industries are being started round about Delhi within a belt of 18 miles of the capital city. The figures given by the Haryana Lok Samiti and the Punjab Hindi Raksha Samiti and also by the Punjab Government in their respective memoranda fully support the view that the Sikhs as such cannot complain of discrimination under any of the four heads mentioned

above. This clearly disposes of the case sought to be made out by Sardar Bhagat Singh Chawla. The only grievance that the Nationalist Sikhs have stressed before us is based on (a) a non-use of the Punjabi language as the official language of the Punjao State at the Secretariat level to which the Government stands committed and (b) the non-implementation of the Regional Formula which the Government claims they have done. According to the Nationalist Sikhs the whole trouble in the Punjab would be set at rest if the Regional Farmula had been scrupulously and promptly applied. Reference is made by the Nationalist Sikhs to the observation by the Prime Minister that Punjabi is the dominant language of the Punjab and the observation made by Malik Hardit Singh reported in the Times of India in its issue of October 5, 1961, and the joint statement of Sardar Teja Singh, former Chief Justice, PFPSU, and Sardar Ujjal Singh, former Finance Minister of Punjab reported in the Times of India on Septmber 10, 1961, and finally to the editorial in "Jathedar" in its issue of October 28, 1961, to the effects that if the Regional Formula had been implemented in the spirit in which it had been conceived by the Central leadership under the guidance of Pandit Jawaharlalji, then no further trouble would have arisen in the Punjab. The question of division of the Punjab into two regions, Hindi and Punjabi, the Sachar Formula and the Regional Formula and the setting up of the Regional Committees have been very severely criticised and opposed by the All-India Bharatiya Jan Sangh, the Haryana Lok Samiti and the Punjab Hindi Raksha Samiti. They maintained that although Punjabi is understood by the vast majority of people in the Punjab, it is nothing more than a spoken language, or a mere dialect. They maintain that the demand for a Punjabi Suba has been given a new twist and is now presented in the garb of a demand for the Punjabi language in Gurumukhi script. Gurumukhi, is a religions script of the Sikhs and cannot be foisted on non-Sikhs. Formerly, Punjabi used to be written in Persian, Devanagari and Gurumukhi scripts and there is no reason why a scriptural should be made compulsory. It has been further pointed out to us that in the interest of the Punjabi language itself, it would be a mistake to insist on Gurumukhi as the only script. For the purpose of our Report, it is not necessary for us to express any opinion one way or the other, for we hold that the case put forward by the Nationalist Sikhs regarding the non-implementation of the Regional Formula cannot be said to amount to a complaint of discrimination against the Sikhs. All that it implies is that certain decisions taken by the Government which they approve of as being in their favour are not being implemented fast enough and their only grievance is that they are not getting all the fruits of their victory. This we feel, is not a case of discrimination at all so as to come within the purview of our Commission. There are strong arguments advanced before us on both sides but we express no opinion their respective merits, for we do not conceive ourselves to be a Language Commission. Accordingly we simply draw the attention of the Government to the memoranda filed by the respective parties for such consideration as they may think fit to bestow on them and to take such action on them as they think fit to do.

It is clear from what has been stated above that the Commission, which was constituted mainly, if not exclusively, by reason of the agitation carried on by Master Tara Singh and his Akali Dal and the demands made by them, can only record the fact that no formal complaint of discrimination against the Sikhs in the Punjab has been placed before it. The Commission records the fact that none of the individuals or organisations that appeared before it has alleged any discrimination against the Sikhs in the Punjab as such and these have, in fact, expressly repudiated that there has been any such discrimination. In the result, the Commission holds that, on the materials before it, no case, of discrimination against Sikhs in the Punjab has been made out.

ACCIDENT TO NO. 14 DOWN MADRAS-BOMBAY JANATA EXPRESS AT KOSGI (SOUTHERN RAILWAY) ON NOVEMBER 9, 1961—REPORT

New Delhi, Manager of Publications, 1964. 15p.

One-Man Commission : Shri H. S. Hart.

APPOINTMENT

The Commission was constituted under the Ministry of Transport and Communications (Railway Inspetorate) in accordance with Rule 9 of the Railway Board's Notification No. 1926-T, dated March 19, 1930.

TERMS OF REFERENCE

To inquire into the accident to No. 14 Down "Madras-Bombay Janata Express" at Kosgi station of the Guntakal-Raichur Broad Gange main line section of the Southern Railway at about 02-30 hours on November 9, 1961.

CONTENTS

Summary; Inquiry; Restoration of Communications; Number of Passengers; Weather Conditions; Description of Local Conditions (Description of the Locally; Description of the Station and Method of Working; Description of the Permanent Way; Permissible Speeds;) Summary of Evidence; Observations and Tests; Discussions (Time of the Accident; Permanent Way; Signals and Interlocking; Speed of the Train; Brakes; Condition of the Engine; Driver's fitness to Perform his Duties; Conclusions.

CONCLUSIONS

Cause Of The Accident

From the evidence available, I have come to the conclusion that the accident to No. 14 Down "Madras-Bombay Janta Express" at Kosgi station on the Guntakal-Raichur Broad Gauge main line section of the Southern Railway at about 02-30 hours on November 9, 1961, was the result of the train passing the Down Main Starter Signal in the 'ON' position and entering the Sand Hump taking off the main line just beyond the Down Main Sterter signal.

Responsibility Of The Accident

The Driver, Shri A. J. D.'souza, was responsible for the accident, in that he failed to control his train and passed the Down Main Starter signal in the 'ON' position without authority. He thereby violated General Rules 76 (a) and (b), and 79.

The driver was 34 years of age and had over 13 years' service, having been first promoted as a 'C' Grade Driver in May, 1955, and confirmed in that grade in May, 1957. He had a fairly good record of service, and, since November, 1954, had only had the following punishments meted out to him :

(a) Increment with held for three months with effect from Ianuary 3, 1955, for having misjudged traffic signals white performing shunting and derailing an engine.

(b) Increment withheld for three months with effect from November 29, 1960, for having failed to examine his engine thoroughly before leaving the shed which resulted in an engine failure.

(c) Increment again with held for three months for negligent working of a goods train resulting in an engine failuer.

(d) Censured for not being alert and failing to examine his engine in August, 1960, which resulted in the derailment of the engine during shunting operations in a siding.

Relief Arrangements

(i) The two fireman were apparently killed instantaneously. The driver was not killed outright, but the Asstt. Surgeon, Southern Railway, Gooty, stated that his life could not have been saved without modern hospital facilities being available within half an-hour of the accident, and this statement has been endorsed by the Asst. Medical Officer, Southern Railway Guntakal. It is obvious that making available such facilities in so short a time was quite impossible.

(ii) The Civil Asst. Surgeon at Kosgi stated that he arrived at the station at 02-55 hours and immediately went to see the driver who had by this time expired. On the other hand, the Guard stated that this doctor examined the driver at 03-55 hours and this statement was corroborated by the Station Master. It would appear, therefore, that this Civil Assistant Surgeon only arrived at about 03-55 hours, i. e., one hour and 10 minutes after being informed. This delay may be pointed out to the Andhra Pradesh Government.

(iii) The Station Master Adoni, tried to procure the services of a doctor and an ambulance to go out to Rosgi from Adoni. His evidence reveals that two private doctors (Drs. Narayana Rao Phone—No. 78, and Krishnaswamy Iyengar Phone No. 112) would not

come out, one giving as an excuse at an urgent case and the other that he was unwell. Again when he contacted Dr. Raghavan of the Government Hospital, the latter stated that he had urgent work and could not go out. As a result, there was considerable delay before the ambulance set out from Adoni for Kosgi. The attention of the Andhra Pradesh Government may also be drawn to this.

(iv) The Medical Relief Van was called out from Gooty at 02-45 hours, but only left at 03-40 hours as against the 15 minutes' time limit allowed. The Southern Railway should take up this delay and ensure that such delays do not recur.

(v) The Officers' Special left Guntakal only at 03-55 hours and arrived Kosgi at 06-05 hours, having been delayed at Adoni for 12 minutes for detaching a vehicle with a hot axle. This delay should also be looked into by the Southern Railway.

(vi) Kumari Pratibha Shenoy, aged 11 years, who was rendered first-aid and sent to Raichur Government Hospital for further investigation, was not X-rayed at Raichur, but treated there by the doctor for a minor injury. On return to Madras, an X-ray revealed that she had sustained injuries at the base of the neck and middle of the spirel which would necessitate her being in a clinic for atleast a month. It is not understood why the Civil Docter at Raichur did not X-ray this patient, but classified the injury as 'simple'. The attention of the Mysore Government may be drawn to this lapse.

(vii) More than one person testified to the help rendered by one of the passengers (Shri Abdul Munaf) in trying to extricate the driver when the latter was struggling to get out of the engine. This passenger also went to the nearly mill and helped in getting an electric connection to the spot. His efforts were indeed praiseworthy and deserve special mention.

(viii) The help rendered by Shri K. Ramachandra Setty, merchant at Kosgi, who arranged for temporary electric lighting from his oil mill, to light up the scene of the accident, also deserves special mention.

THE REAR END COLLISION BETWEEN RMR (MG) GOODS PILOT AND NO. 4 ATF (BG) PASSENGER TRAIN BETWEEN RAJA-KI-MANDI AND AGRA CITY STATIONS, CENTRAL RAILWAY) ON NOVEMBER 25, 1961—RFPORT

New Delhi, Manager of Publications, 1964. 9p.

One-Man Commission Shri K. C. Pathak.

APPOINTMENT

The Commission was constituted under the Ministry of Transport and Communications (Railway Inspectorate) in accordance with Rule 9 of Railway Board's Notification No. 1926-T, dated March 19, 1930.

TERMS OF REFERENCE

To inquire on the Rear end Collision of the R. M. R. Goods Pilot and No. 4 ATF Passenger train in the tunnel between Roja-Ki-Mandi and Agra City stations on the Jhansi Division of Central Railway at about midnight of November 25, 1961.

CONTENTS

Summary; Description of Accident; Casualties; Relief Measures; Particulars of the trains; Damage; No. 4 ATF Passenger; Local conditions; System of Train Working Weather Conditions; Summary of Evidence; Discussion; Conclusions.

CONCLUSIONS

Cause of the Accident : Having gone through the proceedings of the Committee and the Remarks and Reasons given by them, I agree with their Conclusions generally, and find that the collision between R. M. R. Down Goods Pilot and No. 4 ATF Down Passenger between Raja-Ki-Mandi and Agra City stations on November 25, 1961, was Caused by allowing No. 4 ATF Down Passenger to enter the Block Section between Raja-Ki-Mandi and Agra City, while it was still occupied by R. M. R. Down Metre Gauge Pilot.

Responsibility : (a) Assistant Station Master B. D. Arora of Agra City station exhibited extreme carelessness after having granted Line Clear for the R. M. P. Down Goods Pilot in having cleared the section before that pilot had been admitted and had cleared that Block Section. He was further guilty of having granted Line clear for No. 4 ATF Down Passenger while the Down R. M. R. Goods Pilot was still waiting at the outer signal. He breached General Rule 248 (a) and is primarily responsible.

(b) Driver Bhimchand of Down R. M. R. Metre Gauge Pilot was responsible for inaction in not sending anybody to the station even when he was detained at the outer signal for over an hour. He breached General Rule 125 and was accessary to the occurrence of this accident. He made his case worse by freely prevaricating in which his fireman loyally initiated him.

(c) Guard Rawtani of Down R. M. R. Metre Gauge Pilot did not protect his train in the rear and did not fix the tail lamp in the rear end of the brake van; thereby he breached General Rule 144. Had he done so, this accident would not have occurred. By his inaction he proved himself to be accessory to the occurrence of this accident.

I am satisfied that the injured persons, whose number was small and injuries simple, were given adequate attention at the site by the Railway Staff.

FINANCE COMMISSION, 1961—REPORT

New Delhi, Manager of Publications, 1962. 118p.

Chairman : Shri Ashok Kumar Chanda.
Members : Shri P. Govinda Menon ; Shri Divigendra Nath Roy ; Prof. M. V. Mathur.
Member-Secretary : Shri G. R. Kamat.

APPOINTMENT

In pursuance of the provision of article 280 of the Constitution of India and of the Finance Commission (Miscellaneous Provisions) Act, 1951 (XXXIII of 1951), the President is pleased to constitute a Financial Commission under his Order Notification No. FC.5 (1)-A/60, dated December 2, 1960.

TERMS OF REFERENCE

The terms of reference are as follows :

In addition to the matters on which the provisions of sub-clauses (a) and (b) of Clause (3) of Article 280 of the Constitution, the Commission is required to make recommendations ; the Commission should also make recommendations in regard to :

(a) The States which are in need of assistance by way of grants-in-aid of their revenues under article 275, and the sums to be paid to those States other than the sums specified in the proviso to Clause (1) of that article, having regard, among other considerations, to :

(i) The requirements of the Third Five-Year Plan, and

(ii) The efforts to be made by those States to raise additional revenue from the sources available to them ;

(b) The changes, if any, to be made in the principles governing the distribution amongst the States under article 269 of the net proceeds in any financial year of estate duty in respect of property other than agricultural land ;

(c) The changes, if any, to be made in the principles governing the distribution among the States under article 296 of the net proceeds in any financial year of the additional excise duties levied on each of the following commodities, namely : (i) cotton fabrics ; (ii) rayon or artificial silk fabrics ; (iii) woollen fabrics ; (iv) sugar and (v) tobacco including manufactured tobacco, in replacement of the States sales taxes formerly levied by the State Governments.

Provided that the share accruing to each State shall not be less than the revenue realised from the levy of sales tax in the financial year 1956-57 in that State.

The recommendations of the Commission shall, in each of the above cases, cover the period of four years commencing from April 1, 1962.

CONTENTS

Constitution of the Commission and its Terms of Reference ; Procedure Addopted ; Distribution of Assigned Taxes ; Devolution of Union Taxes/Duties ; Distribution of Aditional Duties of Excise ; Grants-in Aid ; General Observations ; Summary of Recommendations ; Acknowledgements ; Minute of Dissent by Shri G. R. Kamat ; Observations on the Minute of Dissent ; Appendices from I to VII.

RECOMMENDATIONS

Our recommendations to the President are set out below :

I. Estate Duty

For a period of four years with effect from April 1, 1962 :

(a) Out of the net proceeds in each financial year of estate duty in respect of property other than agricultural land, a sum equal to one per cent be retained by the Union as proceeds attributable to Union Territories ;

(b) The balance of the net proceeds be apportioned between immovable property and other property in the ratio of the gross value of all such properties brought into assessment in that year ;

(c) The sum thus apportioned to immovable property be distributed among the States in proportion to the gross value of the immovable property located in each State ; and

(d) The sum apportioned to property other than immovable property be distributed among the States as follows :

State	Percentage
Andhra Pradesh	8.34
Assam	2.75
Bihar	10.78
Gujarat	4.78
Jammu and Kashmir	0.83
Kerala	3.92
Madhya Pradesh	7.51
Madras	7.80
Maharashtra	9.16
Mysore	5.46
Orissa	4.08
Punjab	4.71
Rajasthan	4.67
Uttar Pradesh	17.10
West Bengal	8.11

II. Grant Of Rs. 15.5 Crores In Lieu Of The Tax On Railway Passenger Fares

With effect from April 1, 1961, a sum of Rs. 12.5 crores be distributed each year during the quinquennium 1961-66 among the States as follows :

State	Rupees in Crores
Andhra Pradesh	1.11
Assam	0.34
Bihar	1.17
Gujarat	0.68
Kerala	0.23
Madhya Pradesh	1.04
Madras	0.81
Maharashtra	1.35
Mysore	0.56
Orissa	0.22
Punjab	1.01
Rajasthan	0.85
Uttar Pradesh	2.24
West Bengal	0.79

III. Income Tax

For a period of four years with effect from April 1, 1962 :

(a) The percentage of the net proceeds in any financial year of taxes on income other than agricultural income, except in so far as those proceeds represent proceeds attributable to Union Territories or to taxes payable in respect of Union emoluments, to be assigned to the States by 66-2/3 (sixty-six and two-thirds) ;

(b) The percentage of the net proceeds of taxes on income which shall be deemed to represent proceeds attributable to Union Territories be 2-1/2 (two-and-a-half) ;

(c) The percentage of the net proceeds assigned to the States be distributed as follows :

State	Percentage
Andhra Pradesh	7.71
Assam	2.44
Bihar	9.33
Gujarat	4.78
Jammu and Kashmir	0.70
Kerala	3.55
Madhya Pradesh	6.41
Madras	8.13
Maharashtra	13.43
Mysore	5.13
Orissa	3.44
Punjab	4.49
Rajasthan	3.97
Uttar Pradesh	14.42
West Bengal	12.09

IV. Union Excise Duties

For a period of four years with effect from April 1, 1962, a sum equal to 20 (twenty) per cent of the net proceeds of the Union duties of excise on the articles scheduled below be paid out of the Consolidated Fund of India to the States and distributed among them as follows :

Schedule of Articles

1. Suger
2. Coffee
3. Tea
4. Tobacco
5. Kerosene
6. Refined diesel oils and vaporizing oils
7. Diesel oil, not otherwise specified
8. Furnace oil
9. Asphalt and bitumen
10. Vegetable non-essential oils
11. Vegetable products
12. Pigments, colours, paints, enamels, varnishes, blacks and cellulose lacquers
13. Soap
14. Tyres and tubes
15. Paper
16. Rayon and synthetic fibres and yarn
17. Cotton fabrics
18. Silk fabrics
19. Woollen fabrics
20. Rayon or artificial silk fabrics
21. Cement
22. Pig iron
23. Steel ingots
24. Aluminium
25. Tin plate and tin sheets including tin taggers and cuttings of such plate, sheets or taggers
26. Internal combustion engines
27. Electric motors and parts thereof
28. Electric batteries and parts thereof
29. Electric lighting bulbs and fluorescent lighting bulbs
30. Electric fans
31. Motor vehicles
32. Cycles, parts of cycles other than motor-cycles
33. Footwear
34. Cinematograph films exposed
35. Matches.

Schedule of Distribution

State	Per centage
Andhra Pradesh	8.23
Assam	4.73
Bihar	11.56
Gujarat	6.45
Jammu and Kashmir	2.02
Kerala	5.46
Madhya Pradesh	8.46
Madras	6.08
Maharashtra	5.73
Mysore	5.82
Orissa	7.07
Punjab	6.71
Rajasthan	5.93
Uttar Pradesh	10.68
West Bengal	5.07

Additional Duties Of Excise

For a period of four years with effect from April 1, 1962, out of the total net proceeds of the additional duties of excise levied in replacement of sales tax on cotton fabrics, rayon or artificial silk fabrics, silk fabrics, woollen fabrics, sugar and tobacco (including manufactured tobacco) :

(a) A sum equal to one per cent of the net proceeds be retained by the Union as attributable to Union Territories ;

(b) A sum equal to one-and-a-half per cent of the net proceeds be paid to the State of Jammu and Kashmir ; and

(c) A sum equal to the balance of the net proceeds of the duties, i.e., after the deduction of the amounts mentioned in sub-paragraphs (a) and (b) above, be distributed as follows :

(i) The sums mentioned below, representing the income of the States in 1956-57 on account of sales taxes by whatever name called, on the six commodities, be first paid to them :

State	Rupees in lakhs
Andhra Pradesh	235.24
Assam	85.08
Bihar	130.16
Gujarat	323.45
Kerala	95.08
Madhya Pradesh	155.17
Madras	285.34
Maharashtra	637.77
Mysore	100.10
Orissa	85.10
Punjab	175.19
Rajasthan	90.10
Uttar Pradesh	575.81
West Bengal	280.41
	3254.00

(ii) The remaining sum, if any, be distributed as follows :

State	Percentage
Andhra Pradesh	7.75
Assam	2.50
Bihar	10.00
Gujarat	5.40
Kerala	4.25
Madhya Pradesh	7.00
Madras	9.00
Maharashtra	10.60
Mysore	5.25
Orissa	4.50
Punjab	5.25
Rajasthan	4.00
Uttar Pradesh	15.50
West Bengal	9.00

Grants-in-aid

(i) Under the substantive portion of article 275 (1) of the Constitution, in each of the four financial years beginning on April 1, 1962, the sums shown in the table below be charged on the Consolidated Fund of India as grants-in-aid of the revenues of the States mentioned against them :

State	Rupees in Lakhs
Andhra Pradesh	1200
Assam	900
Bihar	800
Gujarat	950
Jammu and Kashmir	325
Kerala	850
Madhya Pradesh	625
Madras	800
Mysore	775
Orissa	1600
Punjab	275
Rajasthan	875
Uttar Pradesh	200
West Bengal	850

(ii) Under the substantive portion of article 275 (1) of the Constitution in each of the four financial years beginning on April 1, 1962, the following further sums be charged on the Consolidated Fund of India as grants-in-aid of the revenues of the States mentioned against them for improvement of communications ;

State	Rupees in lakhs
Andhra Pradesh	50
Assam	75
Bihar	75
Gujarat	100
Jammu and Kashmir	50
Kerala	75
Madhya Pradesh	175
Mysore	50
Orissa	175
Rajasthan	75

BONUS COMMISSION, 1961—REPORT

New Delhi, Manager of Publications, 1964. 154p.

Chairman : Shri M.R. Meher.

Members : Shri M. Govinda Reddy; Dr. B. N. Ganguli; Shri S.R. Vasavada; Shri S.A. Dange; Shri N. Dandekar; Shri D. Sandilya (resigned and replaced by Shri K. B. Mathur).

Secretary : Shri K.R. Wazkar.

Assistant-Secretary : Shri M.B. Prabhoo.

APPOINTMENT

The Government of India (Ministry of Labour and Employment) have decided to set up a commission to study the question of Bonus to workers in the industrial employment and to make suitable recommendations vide their Resolution No. WB-20 (9) 161, dated December, 6, 1961.

TERMS OF REFERENCE

(1) To define the concept of bonus and to consider in relation to industrial employments, the question of payment of bonus based on profits and recommend principles for computation of such bonus and methods of payment.

Note : The term "Industrial employments" will include employment in the private sector and in establishments in the public sector nor departmentally run and which compete with establishments in the private sector.

(2) To determine the extent to which the quantum of bonus should be influenced by the prevailing level of remuneration.

(3) (a) To determine what the prior charges should be in different circumstances and how they should be calculated.

(b) To determine conditions under which bonus payments should be made unit-wise, industry-wise, and industry-cum-regionwise.

(4) To consider whether the bonus due to workers, beyond a specified amount, should be paid in the form of National Savings Certificates or in any other form.

(5) To consider whether there should be lower limits irrespective of losses in particular establishments, and upper limits for distribution in one year and if so, the manner of carrying forward profits and losses over a prescribed period.

(6) To suggest an appropriate machinery and method for the settlement of bonus disputes.

(7) To make such other recommendations regarding matters concerning Bonus that might be placed before the Commission on an agreed basis by the employers' (including the public sector) and the workers' representatives.

CONTENTS

Appointment of the Bonus Commission and the Terms of Reference, Historical Background-Evoluation of the Full Bench Formula of the Labour Appellate Tribunal; Proposals of some Employers' Association to abolish Bonus as a Long-Term Objective-Experience of Profit Sharing Systems in other Countries-The Concept of Bonus in India-Divergent Views of Employers' Association and Unions-Views of the Commission; Proposal of Some Employers' Associations to link Bonus based on Profits with Productivity/Production Considered; Some Formula proposed by Unions considered; Principles of Bonus-Whether Bonus should be Unitwise, Industrywise or Industry-cum-region-wise; Principles of Bonus (Continued)-whether Bonus should be subject to a Minimum or Maximum-Whether Profit of the Particular Year should be taken as the Basis, or the Average of Two or Three Years; Recommendations on the Formula for Bonus-Computation of Profit for the Year; Our Recommendations on the Formula of Bonus (Continued); Recommendations on the Bonus Formula (Continued)-Proportion of the Available Surplus to be Allocated as Bonus-Minimum and Maximum Bonus and Set-off and Set-on Proposed; Application of the Formula to Particular Industries-The Jute Industry and the Plantation Industries; Application of the Formula to the particular Industries (Continued)-The Coal Industry; Application of the Formula to Particular Industries (Continued)-Bank and Insurance Companies; Application of the Formula to Particular Industries (Continued)-The Sugar Industry; Application of the Formula to Particular Industries (Continued)-Miscellaneous Industries; Application of the Formula-The Public Sector; Miscellaneous; Note by Dr. B.N. Ganguli; Minute of Dissent by Shri N. Dandekar; Summary of Conclusions and Recommendations; Appendices from A to B.

RECOMMENDATIONS

Concept Of Bonus

It is difficult to define in rigid terms the concept of bonus but it is possible to urge that once profits exceed a certain base, labour should legitimately have a share in them. In other words, we think it proper to construe the concept of bonus as sharing by the workers in the prosperity of the concern in which they are employed. This has also the advantage that in the case of low paid workers such sharing in prosperity augments their earnings and so helps to bridge the gap between the actual wage and the need based wage. If it is not feasible to better the standard of living of all the industrial and agricultural workers as aimed at in Article 43 of the Constitution, there is nothing wrong in endeavouring to do so in respect of at least those workers whose efforts have contributed to the profits of the concern in which they have worked. The validity of such a conception of bonus is not affected by the difficulty of determining or quantifying precisely the 'living wage' or even the 'need-based wage' at any given time and place.

It appears to us that a properly conceived bonus system that is linked to profit also imparts a measure of desirable felexibility to the wage structure. The workers are enabled to share in the prosperity of the concern, without disturbing the underlying basic wage structure.

It would neither be feasible nor desirable to require industries to incorporate existing schemes of varying bonus payments into the wage structure permanently with a view to eliminate bonus, for while profits are variable, wage rates are fixed on the industry-cum-region basis and not on the basis of the particular unit's ability to pay. This is not peculiar to this country.

The profit bonus system has little direct incentive effect. Bonus is usually paid to all workmen at the same rate in terms of monthly basic wages in some cases, or in some cases in terms of consolidated wages. The efficient as also the inefficient worker gets bonus at the same rate. An annual but uncertain bonus varying from year to year and paid long after the close of the financial year can hardly act as an incentive to greater effort. Incentives, to be effective, have to be given soon after the effort which it is sought to reward. Besides, the best incentives are those applied to results achieved by individuals or small groups of workmen; the incentive becomes weaker when applied to large groups and when the factory is treated as a unit, the incentive is too weak to have any influence on the quantity or quality of work turned out by the individual worker. Profit bonus is in reality a very different thing from incentive bonus, for incentives to efficiency operate only under properly conceived production bonus schemes which establish a direct relationship between better production, efficiency and higher earnings.

No case for evolution for Bonus

Having taken into consideration the role that profit bonus has played in the past and is playing at present in the industrial system in India, we are unable in the present circumstances to support the proposal of some Employers' Associations and individual employers that we should recommend the abolition of bonus altogether. If bonus disputes have led to strife and litigation, it should not be overlooked that industrial disputes on other subjects have also led, unfortunately, to industrial strife and it cannot, therefore, be an argument of denouncing the bonus system which has served and is serving a useful purpose. The remedy is to evolve a satisfactory bonus scheme. The worker is habituated to this system in which he receives a lump sum payment every year. It suits the workers' pattern of consumption for spending, at least once in a year, on some

articles of additional and diversified consumption and on needs which cannot be conveniently met from the monthly wage packet. In any event, we do not think it feasible or advisable to abolish this long standing system by attempting to the merge bonus in wages.

In our openion the formula for computing bonus need not, however, be perfectly logical or aim at giving mathematical justice; it would be futile to attempt to do so. It should be a formula which is not complicated, which is easy to understand and broadly just and fair to all concerned. In making our recommendations we have kept aims in view.

Linking of Bonus with production

In view of the objection to the proposal by a large sections of employers, as well as by almost all the Unions, and the practical difficulties inherent in any such proposal, we are unable to recommend that the concept of bonus based on profits should be replaced by an annual bonus linked with production or productivity. It is doubtless true that properly devised incentive systems in manufacturing concerns form a useful part of the substitute to replace the annual profit sharing bonus. Where in particular companies, as in the case of Indian Aluminium Co. Ltd., the employer and the Union have adopted or, in future, opt for such a scheme in substitution of bonus based on profits, it would be a different matter; and our recommendations would then have no application to such cases.

Bonus as a certain percentage of Gross Profit

We are unable to recommend that bonus should we determined at a certain percentage of the gross profit after deducting only depreciation, for the following reasons:

(1) It is not possible to work out a percentage satisfactorily for each industry. The proportion between bonus and paid in the past and the gross profits (after depreciation) in the relevant years may reveal wide disparity between various units even in the same industry.

(2) The formula would also necessitate a separate examination of each unit, as a single rate for the whole industry would be impracticable; a percentage acceptable to labour would be quite unacceptable to the companies in the industry and vice versa.

(3) The calculation of the percentage is complicated by too many variable factors such as the type of industry, whether the industry is capital-intensive or labour-intensive, the proportion of bonus paid by different units to the profits made by them in the past, etc. The capital employed for units of identical capacity may be different; and to apply a uniform percentage for determining bonus would not take account of disparities in the quantum of employed capital and the composition of the capital, i.e., the proportion of owned capital and borrowings.

(4) It gives the highest priority to bonus without regard to the claims of capital for even a minimum return or to the needs of the indusry.

We appreciate that it may be feasible for particular concerns to enter into long-term agreements with the unions concerned on the basis of percentage of bonus to the profits after deducting depreciation and after taking into consideration the proportion of bonus paid in the past year the prospects of the concern and other relevant factors; but the Commission cannot recommend any such formula for general application as it is impracticable to determine bonus as a certain percentage of the profits applicable to all units in the different industries.

Bonus Pool

There is a system of pooling bonus to a limited extent in the tea industry in North East India, but it is by industrywise agreement in which bonus is payable on the basis of a certain percentage of the profits. There is also a minimum bonus in those cases where there is a loss or only a small profit. Most employers are strongly opposed to any such pooling arrangement. We think there is force also in the objection that a bonus pooling system puts a premium on inefficiency by requiring the profits an employer who has made profits to be distributed to workmen of loss making units. This may be not also be welcome to the workmen of the profit making units. If one of the aims of a profit bonus system is to create in the workers a sense of belonging to concern, to the have a stake in the industry and its continued prosperity," this cannot be achieved if bonus is unconnected with and dissociated from the profit made by the concern, and is payable, in case of loss, from the profits of other concerns.

It seems to us doubtful whether the bonus scheme prevalent in the tea estates in West Bengal, Assam and Tripura, which is acceptable to the employers and the workmen in the tea industry could be worked out for other industries.

In the plantations in South India, bonus is paid at a certain percentage of the annual earnings and this arrangement appears to have worked satisfactorily.

Whether Bonus should be Unitwise, Industrywise or Industry-Cume-regionwise

We are of the opinion that ordinarily the computation and payment of bonus should be unitwise in accordance with the formula recommended by us in the succeeding Chapter. We are of the unable to recommend a formula for a uniform rate of bonus for all industries generally or for the cotton textile industry in Southern India or for the plantations. Where industrywise arrangements already exist, the parties are at liberty to renew agreements with such modifications, if any, as may be agreed to by them. If the Employers and Employees' Associations can agree to make or continue industrywise agreements on a basis acceptable to them, the formula proposed by us in our recommendations in the succeeding Chapters would not apply. The formula proposed by us would also not apply during the currency of any industrywise or unitwise agreements, except where such agreements stipulate that the formula recommended by the Bonus Commission should apply in modification or substitution of existing arrangements.

Minimum and Maximum Bonus

There can be no doubt that bonus should be subject to a reasonable maximum.

It there is a maximum so that however high the profits in a year, the workers cannot be given more bonus than at a certain rate expressed in terms of wages, it stands to reason that there should be a minimum also. Labour cannot be expected to accept as reasonable a formula which provides for a ceiling on bonus without also providing for a floor. An arrangement of minimum and maximum would have the added advantage of evening out bonus payments over the years and thus avoid the obvious disadvantages of widely fluctuating bonus, with years in which there may be no bonus at all and others in which the bonus would be very large. In some industries there have been agreements providing a formula for bonus with a minimum and maximum and a set-off and set-on arrangements. If a reasonable minimum and maximum are fixed, linked with system of set-off of deficiencies and set-on of excess in the succeeding years, it would be a satisfactory arrangement both from the point of view of employers and labour. An exception would, however, have to be made in the case of new concerns upto a certain period.

Bonus Based On single year's Profits

The opinion of the representatives of Employers' Associations who appeared before us was generally in favour of continuing the present practice of taking the profits of the particular year as the basis. The Unions were also not in favour of taking the average of two or three years as the basis. In the circumstances, we think it would be best that bonus for any particular year should be related only to the profits of that year.

Computation Of Profits

The first step in the formula must necessarily be the ascertainment of the gross profit of the accounting year for the purposes of the bonus formula.

Extraneous Profits

We have considered the question whether extraneous profits, i.e., profits unrelated to the efforts of workmen should be excluded from the computation of profits for the purposes of bonus. In actual practice, the question of extraneous profits has led to much controversy and litigation as to what should be considered as extraneous profits. To attempt to scan too closely profits unrelated to the efforts of workmen serves little useful purpose. We are of the opinion that only the following items should be excluded from the profit computed for the purpose of the bonus formula; (a) profit or loss from the sale of immovable property or fixed assets of a capital nature (other than those on which depreciation has been allowed) comprised in the undertaking unless the business of the company consists, wholly or partly, of buying and selling such property or assets; (b) income, profits and losses from businesses outside India; (c) income of a non-Indian concern from investments outside India; and (d) refund of income-tax paid for previous years and any excess provision for income-tax for previous years written back to the profit and loss account.

Donations

It is usual for companies and firms to make donations to charities, both to maintain the goodwill of the public and also to make a contribution through the exercise of reasonable charity towards the public welfare, which to some extent is to be expected of every prosperous concern or individual in the country. We have not heard that shareholders have objected to such reasonable donations to charities, and we do not believe that workman are as a rule averse to it. The Income-Tax Act allows donations to charities as expenditure within certain limits. Such donations have sometimes to be made to help flood relief and for other landable objects, and a large number of companies have contributed according to their mite to the Defence Fund. It would be unreasonable to add back such amounts to the profits and consider them notionally available for bonus. But donations in excess of the amount admissible under the Income-Tax Act stand on a different footing and cannot be allowed as expenditure for the purposes of the bonus formula.

The manner in which the gross profits of the accounting year should be computed for the purpose of bonus formula in the case of companies is indicated in the proformla reproduced below. The same mode of computation would apply, mutatis mutandis in the case of proprietory and partnership conceres.

Computation Of Gross Profits (Before Depreciation And Taxation) For Purposes Of Bonus

Accounting year ending .....

Item No.	Particulars	Amount of Sub-Item	Amount of Main Items	Remarks
1	2	3	4	5
		Rs.	Rs.	
1.	Net profit as per Audited profits and Loss account.			
2.	Add back provision for :			
(a)	Bonus			
(b)	Depreciation			See foot note (1)
(c)	Direct Taxes, including the provision (if any) for previous years			See foot note (2)
(d)	Development Rebate Reserve			See foot note (2)
(e)	Any other Reserves			
	Total of Item (2)	Rs.		
3.	Add back also :			
(a)	Payment of bonus, if any, relating to previous years.			See foot note (2)
(b)	Donations in excess of the amount admissible for Income-tax.			
(c)	Capital Expenditure and Capital Losses (other than losses on sale of capital assets on which depreciation has been allowed for Income-tax).			See foot note (2)
(d)	Losses of, or Expenditure, relating to, any business situated outside India. Total of Items (3)	Rs.		
4.	Add also :			
	Income, profits or Gains (if any) credited indrectly to Reserves, other than :			
(i)	Capital Receipts and Capital Profits (including Profits on the sale of Capital assets on which depreciation has not been allowed for Income-tax).			
(ii)	Profits of, Receipts relating to, any business situated outside India,			
(iii)	Income of non-Indian Companies from Investment outside India.			
	Net Total of Item (4)	Rs.		
5.	Total of Item 1, plus 2, plus 3, plus 4.		Rs.	
6.	Deduct :			
(a)	Capital Receipts and Capital profits (other than profits on the sale of assets on which depreciation has been allowed for Income-tax.			See foot note (3)
(b)	Profits of, Receipts relating to, any business situated outside India.			See foot note (3)
(c)	Income of non-Indian companies from Investment outside India.			See foot note (3)

1.	2	3.	4.	5.
		Rs.	Rs.	
(d)	Expenditure of losses (if any) debited directly to Reserves, other than :			
(i)	Capital Expenditure and Capital Losses (other than loss on sale of capital assets on which depreciation has not been allowed for income-tax).			
(ii)	Losses of any business situated outside India.			
(e)	In the case of non-Indian concerns proportionate Administrative (overhead) expenses of Head office allocable to Indian business.			See foot note (4)
(f)	Excess provision, if any, of previous years relating to Bonus, Depreciation, Taxation or Development Rebate if written back.			See foot note (3)
	Total of Item (6)	Rs.		
7.	Gross Profit for purposes of Bonus. [Item (5) minus (6)]		Rs.	

(1) This includs Income-tax, Super-tax Corporation Tax Super Profits Tax and other Taxes on Income.
(2) If, and to the extent, charged to Profit and Loss Account.
(3) If, and to the extent, credited to Profits and Loss Account.
(4) In the proportion of Indian Gross Profit (Item 7) to Total World Profits [as per consolidated Profit and Loss Account, adjusted as in Item (2) above only].

Note : The computation of Gross Profit for purposes of Bonus as above should bear a certificate as to its correctness by the Company's Auditors.

Depreciation

In our opinion depreciation should be the first prior charge on the gross profits. In fact, it can be said that the real profit of the accounting year is ascertained only after deducting depreciation. Depreciation is an estimated sum representing the loss incurred by wear and tear of an asset and must be written off to keep the capital intact.

Depreciation under the Income-Tax Act is allowed on the "written down value" system, i.e., at the prescribed rates of depreciation applied to the full costs of the assets in the first year and to their reducing values in subsequent years (that is to say, the value as reduced by the amount of depreciation). If this is understood as the "normal" depreciation, then under the Labour Appellate Tribunal formula it is the "notional normal" depreciation that is to be allowed as a deduction, for purposes of Bonus.

Since that decision, the "initial" depreciation and "additional" depreciation allowances which were admissible under the Income-Tax Act on assets installed after March 31, 1948, which necessitated the concept of "notional normal" depreciation have been abolished. The initial depreciation has been replaced by the development rebate. Meanwhile, the concept of "notional normal" depreciation in bonus computation has, in practice, led to much litigation, though fortunately, in the case of machinery installed after the abolition of the additional depreciation allowances referred to above, the notional normal depreciation and the income-tax normal depreciation would be the same.

We have given much thought to the question of the computing depreciation and, in particular, to the alternatives suggested, viz., straight line depreciation and a formula of "wear and tear depreciation" suggested by some Unions. We are not in favour of imposing a new type of depreciation and requiring employer to maintain separate books and accounts for calculating such depreciation. Even if the straight line method were now adopted for the purposes of the bonus formula, it could only be adopted in respect of new companies ; and in the case of old companies, it could readily be adopted only in respect of plant installed after the coming into effect of our recommendations for otherwise a portion of the depreciation which has been already written off would have to be written back after

laborious calculations. The formula would also work out unevenly as between new companies and old companies, and as between old companies, some of whom may instal considerable new machinery and others who get on with the bulk of the old machinery. The straight line basis required keeping a separate record of each as set and each addition to an asset, while the reducing balance method is simple of calculation and has been increasingly followed in this country.

Having given careful consideration to the matter, we are in favour of allowing as prior charge only the normal depreciation admissible under the Income-Tax Act (including multiple shift allowance). Though in the initial years of the life of assets, such depreciation is higher than on a straight line basis, in later years the expenditure on repairs and maintenance increasing as the plant becomes older, and so the increasing charge on repairs offsets, to some extent, the diminishing charge for depreciation. Besides, in the case of existing companies, while the income-tax depreciation in the case of new plant will be higher in the initial period, it will be much lower on the older plant, so that the sum total of the normal depreciation admissible under the Income-Tax Act (including multiple shift depreciation) is, on the whole, likely to be a more appropriate prior charge for the purposes of the bonus formula than depreciation calculated in other alternative way. We recommend, therefore, that the normal depreciation including multiple shift allowance admissible for income-tax should be a prior charge both for existing and new companies.

There are, however, cases in which bonus has been determined and paid in the past after deducting from the profits the "notional normal" depreciation. In such cases, if a switchover is now made to the normal depreciation admissible under the Income-Tax Act, the company may not get the benefit of the entire depreciation of certain assets for the purposes of the bonus formula and a portion of the depreciation would lapse. We, therefore, recommend that in any case where bonus has been paid in the past under an Award or agreement after allowing "notional normal" depreciation from the profits, the depreciation to be deducted from the profits for the purpose of the bonus formula should at the option of such company, continue to be the "notional normal" depreciation.

Taxation

The next prior charge to be deducted should be the income tax and super tax. In the case of companies these should be deducted at the current standard rate applicable for the year for which bonus is to be calculated. In the case of plantation companies, agricultural income-tax would also have to be deducted on the portion of income taxable as agricultural income.

We have recommended in the previous Chapter that the present practice of determining bonus on the basis of the profits of the particular accounting year for which bonus has to be determined should be continued. Since this involves that losses or arrears of depreciation of previous years are not taken into account, it stands to reason that the concession given in income-tax on account of previous years' losses or arrears of depreciation should not also be taken into account in deducting the income-tax and super tax at the standard rate from the profits. This is equitable and also secures indirectly to the company some degree replenishment of previous losses and arrears of depreciation.

The tax should be deducted at the standard rate; but when the rate is less on account of double taxation, e. g., investment income from shares in companies, income from subsidiary companies, the tax leviable on that portion of the income would be at the lower rate applicable. In deducting tax, we would, however, leave out account rebate in tax given by the Finance Act in respect of income from articles exported, as the saving in tax is specifically intended as an inducement to export. So also the concession given in section 84 of the Income-Tax Act in respect of certain new undertakings should not be taken into account.

Development Rebate

Under the Income-tax Act development rebate is not part of the depreciation allowance and is granted over and above the depreciation allowance. It is a special allowance to encourage Companies to install new machinery. In a year in which installations of machinery are very large, the inclusion of the whole of the development rebate together with the statutory depreciation, as prior charge, might wipe off of substantially reduce the available surplus, even though the working of the concern may have resulted in very good profit. Development rebate has not been treated as a prior charge under the Labour Appellate Tribunal be formula and we are also of the view that it should not deducted as a prior charge.

It seems to us that if development rebate is not allowed as a prior charge it is fair that the concession in tax on account of development rebate should not be taken into consideration in deduction income-tax and super tax in the bonus formula.

Super Profit Tax

We are of the opinion that in the calculations for the purposes of the bonus formula no deduction need be made on account of super profits tax for the following reasons :

(1) Bonus paid upto a reasonable amount is allowable as expenditure under the Income-Tax Act.

(2) The super profits tax has been notified by the government as a tax on excess or abnormal profits, under Section 349 (4) (d) of the Companies Act.

(3) Super profits tax is leviable an the 'chargeable profits" as defined in Section 2 (5) of the Super Profits Tax Act, read with the First Schedule to the Act.

(4) Super Profits Tax is chargeable at certain rates on so much of the chargeable profits as exceeds the standard deduction, i. e., 6 per cent of the capital, computed in a certain manner. The calculation of super profits tax itself is beset with complications. It is desirable not to make the bonus formula unnecessarily complicated.

(5) Another reason for not deducting the super profits tax as a prior charge is that the tax should be payable only if the surplus left to the company is sufficiently large, for only the portion of income over the standard deduction is liable to tax.

Different Rates Of Tax

In the case of companies in which the public are not substantially interested, according to the definition given in Section 2 (18) of the Income-Tax Act, the deduction of tax should be only at the standard rate applicable to companies in which the public are substantially interested.

In the case of non-resident companies, tax should be deducted at the chargeable (higher) rate. As in such cases the available surplus would be greatly reduced by the higher rate of tax, while the saving in tax on bonus paid would be larger, we are of the opinion that in the case of such Companies the percentage of the available surplus allocated as bonus should be increased by seven per cent, so that it should be 67 per cent instead of 60 per cent in the case of other companies as recommended by us in Paragraph 12.1.

In the case of co-operative societies, income-tax should be deducted from the tax profit, at the rate if any, at which the society is liable to pay tax according to the provisions of Section 81 of the Income-tax Act, but the amount required by statute to be transferred to the reserves should be allowed as a prior charge.

In the case of partnership concerns, the tax to be deducted as a prior charge should be the aggregate of the tax payable by the partners on their shares of the profit from the concern as if it was their sole income, plus the income-tax and super-tax payable by the firm.

In the case of proprietory concerns, the tax should be deducted on the same basis, viz., the tax payable by the proprietor on the profit from the concern in which the workmen are employed, as if it is his only income.

Rehabilitation

Having considered the complications created, the resulting litigation in respect of calculations of rehabilitation requirements which the employers themselves have conceded as matters of guess work, and having regard to the fact that the formula proposed by us leaves a fair surplus for the company, we are of the view that no specific provison need be made for rehabilitation in addition to the normal depreciation in the formula. If rehabilitation were allowed at a certain arbitrary percentage of the available surplus, it would have to be different in respect of companies engaged in manufacturing and companies engaged both in trading in general and also in manufacturing. In respect of non-manufacturing companies, rehabilitation would be required only for buildings owned by them, on the assumption that depreciation allowances are insufficient. Thus no satisfactory method of calculating rehabilitation requirements can be devised.

We are of the opinion that computation of rehabilitation at a certain percentage of the available surplus or a certain percentage of depreciation or of the block would be arbitrary and without reference to the real requirements of the company, the state of the machinery and buildings and the funds available with the company for rehabilitation from out of its reserves and surplus profits. The same objection would apply to computing rehabilitation as a certain percentage of the gross profits after deducting depreciation. We have, therefore, come to the conclusion that no special provision for rehabilitation need be made as a prior charge in the bonus formula. The formula proposed by us provides for the normal (including multiple shift) depreciation allowed under the Income-Tax Act, and indirectly for half of the development rebate, but not taking into account the saving in tax on account of development rebate. Further, we are proposing a substantial portion out of the available surplus, after meeting the prior charges to be left to the company or concern. This amount together with the tax relief on the amount payable as bonus would be available, among other things, for rehabilitation.

Return On Paid-Up Capital

Having given careful consideration to the representations made before us, we are of the view that the return on paid-up capital to be allowed as a prior charge in the bonus formula should be at seven per cent. We are of the opinion that on preference share capital the return should be at the actual rate at which divident is payable, and in the case of participating preference share capital the return should be at that rate of dividend payable on them when the dividend on ordinary shares is declared

at seven per cent.

Computation of Capital of Foreign Companies

In the case of foreign companies whose business in India is confined to trading and/or who have no paid-up capital in India, capital for the purposes of return in the bonus formula should be computed as the sum of amount of the net fixed assets, plus the amount of current assents minus the current liabilities. When capital is thus computed, the amount of current assets minus the current liabilities. When capital is thus computed, the amount, if any, appearing as due to or advanced by the Head Office is not to be included in the current liabilities, and the interest, if any, paid to the Head Office is not to be included as expenditure for the purposes of the formula.

Return On Reserve

We are of the opinion that in the bonus formula the prior charge of return on reserves should be at a lower rate than on paid up capital and that it should continue to be at the rate at which the return is usually allowed on reserves used as working capital under the existing formula, viz., at four per cent. This return should be allowed on all reserves and surplus shown in the balance sheet at the beginning of the year including profit carried forward from the previous year. Provision for taxation should not be considered as reserve, but a specific reserve for taxation (in addition to the full provision) should be included. Return is to be allowed on the reserves and surpluses proper, not on items such as the amount appropriated towards dividends but remaining with the company for some months until the dividend is paid. It is to be noted that depreciation cannot be included in the reserves entitled to a return. But depreciation reserve specifically created out of additional depreciation provided over and above the amount of normal depreciation under the Income-Tax Act and figuring as such on the liabilities side of the balance sheet should be treated like any other reserve and allowed a return.

Remuneration For Working Partners

We think it desirable, in order to avoid unnecessary controversy and litigation, that for the purposes of the bonus formula the remuneration of the working partners should be determined on the analogy of managing Agency Commission. We recommend as a general rule that the total remuneration of the working partners may be fixed at 25 per cent of the gross profits after deducting normal depreciation admissible under the Income-tax Act. If the terms of the partnership deed provide for remuneration which is lower than this figure, then that remuneration would be allowable, subject to a maximum of Rs. 48,000 for each working partner or the working proprietor, as the case may be If the terms of the partnership provide for a higher remuneration, it would be subject to a maximum of 25 per cent or a sum calculated at Rs. 48,000 per annum for each working partner or the working proprietor, as the case may be, whichever is less.

Allocation Of The Available Surplus As Bonus

It is not necessary in each case to take into consideration the prevailing level of remuneration in the concern in allocating a proportion of the available surplus as bonus. The fixing of a certain proportion of the available surplus (after meeting the prior charges recommended by us) to be distributed as bonus, subject to a minimum (coupled with an arrangement for set-off and set-on) in the formula which we recommend, would lead to an equitable result. We recommend that this proportion should be 60 per cent. The balance left with the concern would be 40 per cent and this would be increased by the saving in tax on bonus payable. The aggregate balance thus left with the industry is intended to provide for gratuity and other necessary reserves, the requirements of rehabilitation in addition to the provision made by way of depreciation in the prior charges, the annual provision required, if any, for redemption of debentures and return of borrowings, payment of super profits tax, if any, and additional return on capital.

Bonus To Be In Terms Of Basic Wages And D.A.

We are of the opinion that the distinction between basic wages and dearness allowance for the purposes of expressing the bonus quantum should be done away with and that bonus should be related to wages and dearness allowance taken together. But all other allowances such as overtime wages and incentive, production and attendance bonus including attendance bonus under statutory bonus schemes, should be excluded. The inclusion of such allowance would introduce anomalies in regard to bonus as between workmen not getting such allowance and workmen getting such allowance. On the other hand, Puja bonus and other customary bonus, if paid, should be considered as bonus paid "on account" and deducted from the amount finally payable as bonus under the formula recommended by us.

Quantum Of Minimum And Maximum Bonus

The minimum bonus we recommend is equivalent to four per cent of the total basic wage and dearness allowance paid during the year (excluding all other allowances and other bonuses such as production bonus, attendence bonus, statutory attendence bonus, etc.), or Rs. 40 to each workes, whichever is higher. This amount of Rs. 40 would be payable to workmen who have worked for all the working days of the year (including periods of privilege leave and maternity leave with pay, casual or sick leave with pay). In the case of children the minimum should be equivalent to four per cent of their basic wage and, dearness allowance, or Rs. 25, whichever is higer. For employess who have worked for a lesser beriod, the amount payble would be pro rata. The maximum bonus should be equivalent to 20 per cent of the total basic wage and dearness allowance paid during the year.

We are of the opinion that bonus payable in accordance with our recommendations should ordinarily be paid not later than eight months after the close of the accounting year.

We recommend that in the bonus formula proposed by us, the portion of the available surplus allocated for bonus should be deemed to include bonus to employees drawing a total basic pay and dearness allowance (taken together) upto Rs. 1,600 p.m., regardless of whether they are "workmen" or "non-workmen" as defined in the Industrial Disputes Act or any other relevant Act, with the proviso that the quantum of bonus payable to emyloyees drawing total basic pay and dearness allowance over Rs. 750 p.m. shall be limited to what it would be, if their pay and dearness allowance were only Rs. 750 per month. As regards officers and supervisory staff drawing over Rs. 1,600 p.m. it would be open to the Company or concern, if it considered necessary, to pay them bonus out of the balance (40 per cent) of the available surplus left to it under this formula.

New Units

we recommend that the general bonus formula proposed by us should not apply to new concerns until they have recouped all early losses including all arrears of normal depreciation admissible under the Income-Tax Act, subject to a time limit of six years. In other words, in such cases we recommend that the liability to pay bonus (including minimum bonus) in accordance with our formula should commence only.

(a) from the year in which there is for the first time an overall net profit, i.e., sufficient profit, after providing for that year's normal depreciation, to wipe off all accumulation; or

(b) from the sixth year following the year in which the undertaking begins to sell its products and/or services; whichever may be earlier.

This recommendation applies also to existing concerns in respect of new industrial units or undertakings established by them, whether in the same industry (e.g., a new cement factors established by an existing cement manufacturing concern) or in a different industry (e.g., a new cement factory established by a jute manufacturing concern). Where, however, it has been the practice of such concerns to pay bonus to its workmen at a uniform rate on the basis of a consolidated profits computation in respect of all their units (whether limited to the consolidation of all units engaged in the same industry, or extending also to the consolidation of all units regardless of the industry to which they belong), that practice should continue in respect also of new units started by that concern. What we have stated in this paragraph applies equally to new concerns and new units of existing concerns in the public sector.

The Bonus Formula

The general bonus formula recommended by us, subject to the explanations and particular provisions set out in the various Chapters, is as under :

Gross Profit for the year computed as as per Chapter VIII Paragraph 8,10 Rs.
Less-Depreciation as per Chapter IX paragraph 9.2. Rs.
Less-Income-tax and Super-tax as per Chapter IX paragraph 9.6 Rs.
Less-Return at the actual rate payable on Preference Share Capital and at seven per cent on Ordinary Capital, plus at four per cent on reserves as per Chapter XI paragraph 11.13. Rs.
Balance Rs.

The balance would be the "available surplus". Of this balance, 60 per cent shall be allocated as bonus subject to a minimum equivalent to four per cent of the annual basic wages and dearness allowance (excluding all other allowances and bonuses such as production bonus, attendance bonus, etc.) or a minimum amount of Rs. 40 whichever is higher (Rs. 25 in the case of children). The amount of Rs. 40 (or, Rs. 25 as the case may be) would be the sum payable to a worker who has worked for all the working days in the year (including periods of privilege leave with pay, casual leave with pay, sick leave and maternity leave with pay). For a worker who has worked for a lesser period the amount payable would be pro rata.

Set Off And Set On

Where the amount allocable as bonus exceeds the maximum, i.e., exceeds the equivalent of 20 per cent of the earninigs as defined above, then the excess upto a limit of a further 20 per cent is to be carried forward to be "set on" in the succeeding years upto a maximum period of the next four years. Where there is no available surplus, or the amount of the available surplus allocable as bonus is a sum less than four per cent of the

annual earnings as defined above, then the whole of the quantum of four per cent, or the amount necessary to make up four per cent as the case may be, should carried forward and set off in the succeeding years, the amount of set on or set off brought forward from the earliest year should first be taken into account.

Any amount left undistributed out of what has been specifically allocated for distribution as bonus should be carried forward to the bonus account or the following year and dealt with on the lines already discussed.

Jute Industry

Having carefully considered the representations of the employers and the unions and the views expressed unanimously by the Tripartite Wage Board for the jute industry, we are of the opinion that the plea of employers in the jute industry that the bonus system should not be introduced in the jute industry cannot be accepted. We are of the view that the general bonus formula recommend by us should apply to the jute industry also, unless the Employers' Associations and the Unions concerned agree to any other arrangement.

Plantation Industries

In reference to plantations in South India, we would urge on the Employers' Associations and Unions concerned to continue industrywise agreements with such modifications, if any, as may be agreed to by them. What we have said applies also to plantations in Bengal, Assam and Tripura. If the parties are unable to renew industrywise agreements, our general bonus formula should apply. We are of the opinion, after taking into consideration the history, progress and present position of the plantation industries, that they would be in a position to pay the minimum bonus recommended by us. Bonus higher than the minimum would be payable only if adequate profits are made. We see no good reasons for recommending exemption from the general bonus formula recommended by us in the case of the plantation industries, nor do we recommend any modification of the formula in its application to these industries, if they are unable to renew industrywise agreements for bonus.

Coal Industry

It has to be borne in mind that profit bonus is also paid in industries which have incentive bonus schemes ; and merely because in the coal industry there is a statutory bonus scheme linked to attendance as part of the wage structure, it is not a valid reason why the workmen should not, as in the case of other industries, be allowed to participate in the prosperity of the industry. We may, however, mention that coal is a very labour-intensive industry and the price of coal is controlled. Some rough calculations made by us give ground for the belief that if the general bonus formula were applied to the coal mining industry, the workers would probably get only minimum bonus in a large majority of cases It might also transpire that in the case of this industry which has never paid profit bonus, the payment of a minimum bonus may necessitate some though not an appreciable increase in the price of coal. If the payment of a minimum bonus necessitates a rise, we think that it would be preferable to the discontent that might be caused by singling out this industry for excluding the workers in it from the benefits of a profit bonus scheme. It has to be borne in mind that coal mining is one of the most strenuous of occupations. We have, therefore, come to the conclusion that our general bonus formula should apply also to the coal industry.

Mining Industry

What we have said about the application of our bonus formula to the coal mining industry applies also to the mining industry generally.

Banks

Having considered the representations made to us, we are of the opinion that the entire formula of the Desai Award (including the computation of gross profits) should continue to be applicable in future with the following modifications :

(1) Where for any earlier year bonus has been paid after making deduction of notional normal depreciation, should continue. In all other cases the depreciation admissible under the Income-tax Act should be deducted from the profits.

(2) Our recommendations in regard to super profits tax, donations, extraneous profits and losses will also apply to banks.

(3) There should be no specific provision for rehabilitation.

(4) The distinction between reserves used as working capital and reserves not so used should be abolished (vide Chapter XI Paragraphs 11.14 to 11.17). And as regards return on reserves, depreciation should not count as reserve except in the circumstances indicated in Chapter XI Paragraph 11.17.

(5) The percentage of the available surplus allocable as bonus after meeting the prior charges should be 60 per cent.

(6) The distribution of the quantum of bonus to employees should be on the same basis as in the case of other industries, as proposed in Chapter XII, with a minimum equal to four per cent of the wages (inclusive of basic wages and dearness allowance) and a maximum equal to 20 per cent, with provision for set off and set on up to four years.

State Bank Of India

It might be mentioned that the Award of Justice Shri Desai in regard to banks does not apply to the State Bank of India which was not a party to the reference. Having considered the different views on the question of bonus to employees of the State Bank of India, we are of the opinion that the formula proposed by us in regard to Banks generally should also apply to the State Bank of India.

Insurance Companies

The bonus formula of the Labour Appellate Tribunal has not in the past been applied to the insurance companies on account of the provisions of Section 31 A (1) (c) of the Insurance Act. And in view of these provisions, we feel that our recommendations should not, in terms, apply to employees of general insurance companies. It would, of course, be open to the parties concerned to come to mutual agreements concerning the matter, and also for the Department of the Government of India concerned to consider whether in giving its sanction to any proposal for bonus under the proviso (vii) to Section 31 A (1) (c), such agreements and/or the principles recommended by us in respect of bonus should be applied, with such modifications, if any, as may be necessary.

Sugar Industry

We are of the opinion that the general formula proposed by us should be applicable to the sugar industry unless the Employers' Associations and the Unions concerned agree to any other arrangement or formula in their respective regions.

Tile, Cashes And Coir Manufacturing Industries In Kerala

We are of the opinion that if the representatives of industries and unions concerned can come to an agreement on the subject matter of bonus on an industrywise basis, it would be a good thing, and such agreement should of course be acted upon. Failing such agreements, however, the general bonus formula recommended by us should also apply to industries in Kerala referred to above.

Electricity Undertakings

At present disputes regarding bonus in Electricity Undertakings when referred to Industrial Tribunals are decided in accordance with the Full Bench formula of the Labour Appellate Tribunal. We are of the view that there is no good ground for exempting electricity undertaking from the general approach of bonus. Our general formula would, therefore, apply, subject to this that, as in the case of banks and co-operative societies, the amount required to be transferred by statute from the profit of the year to the reserves should be allowed as a prior charge. The formula would, of course, not apply to electrical undertakings run by municipalities, for the terms of reference to us exclude industries in the public sector run departmentally.

Seamen On High Seas

Section 150 (9) of the Merchant Shipping Act lays down that the Industrial Disputes Act shall not apply to any disputes between seamen and the owners of ships and such disputes have to be referred to special tribunals. It is, therefore, doubtful whether seamen come within the purview of the reference to us.

In the view we have taken, our recommendations would not apply to seamen. Even otherwise, the quistion of bonus to them raises certain difficulties which must be borne in mind. If Indian shipping companies engaged in foreign trade were required to pay bonus to seamen, it would put them at a disadvantage to competition with foreign shipping companies and it would be difficult to attempt to apply the bonus formula to foreign shipping companies. Any attempt to force the bonus formula on them would discourage the employment of Indian seamen, and foreign companies may well prefer to employ seamen from other countries. It may, therefore, be unwise to apply the bonus formula in respect of these employees.

We were informed at one of our meetings that one Indian company, viz., the Bombay Steam Navigation Co. (1953) Ltd., which is a subsidiary of the Scindia Steam Navigation Co. Ltd., and engaged wholly in coastal trade, pays bonus to seamen engaged in costal ships. The bonus is one the same scale as that paid to the shore staff of the Scindia Steam Navigation Co. We hope this practice willbe continued by the company.

Stevedore Labour

We are of the opinion tnat stevedore labour should not *per se* be ineligible for bonus. It has not been suggested that stevedoring is less profitable in Calcutta than in Bombay. The circumstance that employment is from a pool, rotation and intermittent, is not a good argument against giving bonus and there should be no practical difficulties since a record is regularly maintained of the persons who have been employed under each stevedore.

Since stevedoring is done by some firms in addition to other business and it may be difficu't to go into the accounts and separate the profit in stevedoring from other lines of business and in view of the past practice, it, is desirable that the present practice in Bombay which has worked well should be continued. So far the Stevedore's Association has been able to come to an

agreement with the Transport and Dock Worker's Union about the rate of contribution by the employers to the bonus pool. We hope that this will continue to be the case. If in future, the parties cannot for any year agree as to the rate of contribution to the bonus pool and/or as to the manner of its distribution among the entitled workmen, we recommend that the same should be determined by arbitration. If in any year the parties do not agree to arbitration, the machinery of the Industrial Disputes Act would be available for settlement of the dispute. In view of the particular circumstances in which stevedore labour is employed under the decasualisation scheme, we are clear that our general formula would be inapplicable; so also any system of minimum and maximum bonus. We recommend further that the bonus pool system for stevedors labour in Bombay should also be applied at other ports, including Calcutta, subject to such modifications as local conditions may require. In the event of disagreement the matter should be referred to arbitration or adjudication.

Small Shops And Trading Establishments

Having given consideration to the matter, we recommend that the general bonus formula proposed by us should not apply to all small units employing less than 20 persons except those which are factories as defined in the Factories Act.

Institutions

We recommend that the bonus formula should not apply to institutions such as Chamber of Comerce, Red Cross Associations, universities, schools, colleges and hospitals and social welfare institutions. Such institutions are not established with a view to make profits, though they may have a surplus of income over expenditure.

Industries Run By Charitable Institutions

We are of the opinion that employees of industrial establishments engaging 20 or more persons and factories within the meaning of the Factories Act, owned by charitable institutions for profit should be eligible for bonus according to the bonus formula; but we agree that in such cases income-tax and corporation tax should be deducted as a prior charge at the full rate applicable to companies notwithstanding that no tax may, in fact, be chargeable. Organisations operatting concerns of this type should not be deprived of the benefit of tax concession which is given for promoting the charitable purpose.

Building Workers

These workers get minimum wages fixed under the Minimum Wages Act. Most of them are unskilled. Workers engaged directly by construction companies would be getting bonus according to our formula if they have worked for the company for not less than 30 days in the year. But the question of bonus to workers engaged through contractors raises difficulties. Such workers are engaged for a particular contract job. To attempt to pay them bonus according to the profits of the particular job would create serious practical difficulties. We think that the problem relating to workers on building construction engaged through contractors is one of evolving and enforcing a proper wage structure. It is not feasible to apply the bonus formula to such workers engaged through contractors on building construction work, and we recommend accordingly.

The Public Sector

We recommend that if not less than 20 per cent of the gross aggregate sales turnover of a public sector undertaking consists of sales of service and/or products which compete with the product and or services produced or sold by units in the private sector, then such undertakings should be deemed to be competitive and our formula should apply to such units. We recommend further that in the event of any disputes in particular cases as to whether any anomalous and marginal cases fall within or outside the dividing line of being "20 per cent competitive" the machinery for deciding them should be that recommended by us in paragraph 10.23 Chapter XIX for the settlement of bonus disputes generally.

We may mention here that we are aware that some non-competitive public sector enterprises have in the past been paying bonus in some form to their workers by mutual accommodation. They are, of course, outside our purview. But we trust they will not, merely for that reason, discontinue the payment of bonus in future.

Proof Of Items in Balance-Sheet And Profit And Loss Account

If a prima facie case is made out showing that the balance sheet or profit and loss account is incorrect, the Tribunal or other authority may go into the question of the correctness or incorrectness of the items. The Tribunal deciding a bonus dispute may, in its discretion, permit unions to obtain clarification of items in the balance sheet or profit and loss account or major break up figures of large items. But we consider that tribunals and Arbitrators should not embark on investigations into questions such as whether stocks have been correctly valued, whether a portion of the revenue expenditure which has been the adequacy of remuneration to Directors and Managing Agents of companies, whether expenditure on travelling allowance is excessive, etc. The Companies Act and other Acts provide ample safeguards against malpractices. There are also provisions under the Companies Act for directing investigations into the affairs of companies in certain circumstances.

Accounts Of Partnership And Proprietory Concerns

In a bonus dispute, the Tribunal may, if it thinks it necessary, require the accounts in such cases to be audited. When they are audited and certified to be correct the same principles should apply as in the case of audited accounts of companies.

Audited Accounts of Banks

We are of the opinion that in a bonus proceeding audited accounts of banks should not be permitted to be challenged or gone behind. Unions may, however, be permitted to obtain from the bank such information as is necessary for working out calculations according to the bonus formula, e.g., figures of basic wages and dearness allowance, bonus for previous years included in the account of the year, whether provision for bonus is included in expenditure for the year etc.

Minimum Attendance To Quality For Bonus

In a number of agreements between companies and unions a minimum period of work in a year is specified to qualify for bonus. We are of the view that there should be a minimum period of 30 days' work in the year for qualifying for bonus. In the profit sharing system in other industrialised countries there is usually a minimum qualifying period. A minimum qualifying period, is, on principle, desirable. It would also avoid administrative difficulties caused to companies by having to keep records of attendance of casual and temporary workers who may have worked at any time during the year and to verify that bonus payments claimed are made to the right persons.

Non-Payment Of Bonus Due To Misconduct

Bonus certainly carries with it the obligation of good behaviour which helps sustaining the industry.

According to the existing practice, bonus is withheld only in the case of misconduct, causing financial loss to the company to the extent of the loss.

We recommend that, for the present, the existing practice may continue, but with the addition that bonus may be withheld for dismissal only in cases of riotous or violent behaviour on the works premises, theft, fraud, misappropriation or sabotage of property of the concern.

Payment Of Bonus in Cash

We are of the openion that the amount of bonus payable to the workers should be paid in cash and not in the form of National Saving Certificates or any other form.

Machinery for Settelement of Bonus Disputes

Since we have simplified the bonus formula and reduced the factors of uncertainty in its operation, there should be less scope for disputes and for litigation. The formula could be worked out, in the large majority of cases, without difficulty. There may, however, be a residue of cases where the parties do not agree on the calculations of bonus or some other minor issues may be involved. In such cases, we would recommend that the matter be referred to arbitration, each party appointing one arbitrator. The arbitrators before entering on the reference should choose an umpire to whom the matter would be referred in case of disagreement between the two arbitrators. If the parties are not willing to refer the dispute to arbitration, the machinery of the Industrial Disputes Act would be available for the settlement of the dispute.

Retrospective Effect To Our Recommendations

We suggest that our recommendations should apply to all bonus matters relating to accounting year ending any day in calendar year 1962 other than those cases in which settlements have been reached or decisions have been given.

COMMITTEE ON NATURAL RESOURCES, 1961—REPORT

New Delhi, Planning Commission, 1962. 57p.

Chairman : Deputy Chairman, Planning Commission.

Vice - Chairman : Member (Education), Planning Commission.

Members : Director-General, Council of Scientific and Industrial Research; Chairman, University Grants Commission; Chairman, Central Water & Power Commission; Chairman, Atomic Energy Commission; Member (Production), Oil and Natural Gas Commission; Vice-President, Indian Council of Agricultural Research; Inspector General of Forests; Scientific Adviser, Ministry of Defence; Director-General, Geological Survey of India; Director, Indian Bureau of Mines; Surveyor-General, Survey of India; Director-General, Survey of India; Director-General, Meteorological Department; Director, Indian Standards Institution; Director, Central Statistics Organisation; Director, Indian Statistical Institute; Mineral Adviser to the Government of India; Director-General, National Council of Applied Economic Research.

Secretary : Adviser, Natural Resources, Planning Commission.

APPOINTMENT

The First and the Second Five-year Plans were formulated on the basis of available information concerning the land, water, mineral and the energy resources of the country. In recent years various organisations concerned with the survey and utilisation of natural resources have been expanded and have undertaken a series of new investigations. These investigations have led to a greater knowledge of the nation's natural resources and have also brought to light gaps in information and deficiencies in relation to future requirements. As envisaged in the Third Five-Year Plan and with a view to drawing up long-term plans of development, it is necessary to take a comprehensive view of the information available in respect of the Country's main natural resources. The principal gaps which exist, the surveys required and the further measures needed in relation to specific long-range objectives in the development of irrigation, power, steel, coal, oil and minerals, and land and forest resources have to be identified. For achieving long-term goals, it is also necessary to assess the resources and requirements in relation to different regions. The Third Five-Year Plan has stressed the need for a coordinated and continuing efforts on the part of the Planning Commission, the various organisations of the Central and the State Governments, leading institutions engaged in scientific and economic research, and the universities to ascertain the nature and extent of the country's natural resources and the requirements of development and to suggest appropriate measures. In pursuance of these recommendations, it has been decided to constitute a Committee on Natural Resources. The Committee was Constituted under the Planning Commission, vide their resolution No. F. 6/40/61-S. R, dated December 23, 1961.

TERMS OF REFERENCE

(i) To assess from time to time the available information regarding the natural resources of the country and to identify gaps in it in relation to programmes of planned development;

(ii) To arrange for the formulation, in collaboration with the various organisations concerned, of coordinated programmes for surveys of natural resources in different parts of the country in relation to plans for long term economic development;

(iii) To initiate studies on problems relating to natural resources;

(iv) To make recommendations bearing on the conservation, utilisation and development of natural resources; and

(v) To disseminate information concerning the country's natural resources through publications.

CONTENTS

Organisation; Staff; Problems Proposed for Study; (a) Long-Term Studies; (1) Land, (2) Water. (3) Minerals (4) Energy; (b) Short-Term Studies; Studies and Surveys approved by Committee on Natural Resources: (1) Land, (2) Water, (3) Minerals, (4) Energy; Appendix.

RECOMMENDATIONS

Long-Term Studies

Land

Resource maps at State level, e. g., climatic maps, maps showing areas liable to regular flooding, land use potential of waste lands, areas which have been water-logged or subject to salinity, and permanent fallows, etc., will be prepared. The methods and scale of mapping will be standardised.

Agricultural Crops

The major need of India is the production of food crops and commercial crops. If a concentrated attack is made on this problem and resources are conserved, better results could be expected. A good deal of money which is now being spent on animal husbandry and dairying in States where there is no prospect of their development could be better utilised by its use on more productive schemes.

A State like Kerala is most suitable for the production of tropical crops like spices, coconut, arecanut, rubber, coffee, etc., which the rest of India cannot produce. In such areas emphasis should be on these crops.

The role of prices and their stability from year to year requires consideration.

Forests

A total survey of forest resources is urgently required.

There is need of a more dynamic forest policy and we must make effective use of existing knowledge regarding fast growing trees of economic value.

Fisheries

An urgent need is a complete survey of waters which do not dry up during summer and which can be stocked with fish.

India's marine fisheries resources have not been properly assessed and there is need of a comprehensive survey.

Water

It will be necessary to clearly demarcate the assured rainfall areas in the country.

A close analysis of the minor irrigation surveys is required so that the States which have not undertaken such surveys may be asked to do so.

Minerals

The most pressing needs in the context of programmes of planned industrial development were (i) systematic and detailed surveys and investigations by the Geological Survey of India, and the Indian Bureau of Mines, and the National Laboratories with a view to quantitative and qualitative assessment of the reserves of the more important minerals and their proper utilisation; and (ii) a broad National Policy with particular attention to systematic exploitation of minerals with due regard to conservation.

There is an urgent need to investigate and prove fresh reserves of quality limestone required for the steel industry. In the context of the rapidly increasing demand for petroleum products, it would be necessary to intensify search for petroleum and prove indigenous resources to conserve foreign exachange.

Energy

Fuel resources can be conserved by improving efficiencies.

Short Terms Studies

Surveys of forests in which close coordination is required between the Survey of India and the authorities concerned with forests in the Government of India and the States could be more effectively organised. It will also enable the Planning Commission to develop coordinated programmes for surveys of natural resources in relation to plans for long-term economic development.

For preparing a sound inventory of our agricultural resources, it is very necessary that full use should be made of the Patwari agency and revenual records system of the different States are studied on a coordinated basis and improved keeping in view the requirements of national planning. Now the aim should be to make these records a tool for fostering agricultural production.

A coordinated study of the fibre resources as well as of connected problems as a whole can be very paying.

It would be examined whether the use of cement sleepers would not be in national interest as compared with wooden sleepers.

Present fertiliser use and allocations used to be reviewed critically and future fertiliser use and allocation planned in light of best experimantal evidence and best export knowledge.

A modest number (perhaps 24 to 40) districts or areas where available irrigation water is not being used effectively should be identified. A programme for most efficient, immediate productive use of available water in these districts should be formulated and the requirements and programmes necessary to achieve the programme of water use requires to be set forth specifically in quantitative terms.

A systematic study of the ground water table should be made.

Exact methods of assessing flood damages should be evolved and the subject requires further studies. It will be necessary to develop and standardise the techniques of assessing flood damages.

Forestry plans to ensure an adequate supply of raw materials also require to be formulated.

Present forest legislation in the various States should be analysed and the extent to which the forest legislation is actually effective should be ascertained by means

of field studies; gravity of forest denudation and the degree to which inadequate legislation or inadequate enforement is responsible should be determined and in specific terms, a programme of forest protection and afforestation should be formulated.

No data is available on the quantity of water being used by Indian industries. A comprehensive survey is, therefore, called for.

At present, only a few hundred tons of potassium chloride are recovered from bitterns against a possible total of about 80-90 thousand tons, though our requirement of potash (KzO) for agriculture are considerable. Similarly, bromine is recovered to the extent of 25-30 tons per year against a possible total of several thousand tons.

A study should be made to be extent these minerals should be extracted, and the economics of extraction as well as use in ancillary industries.

The utilisation of blast furnace slag in India for cement making and for various other purposes, e. g., road making, stag wool manufacture, stowing of mines, etc., requires to be studied.

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