Chapter 14

THE AGE OF PLANNING AFTER 1951

Economic Potential in Saurashtra and
The First Five Year Plan (1951-56).
Targets and Achievements

The life of the people in all spheres has been considerably affected due to India's political independence. Efforts for the amelioration of the economic condition of the masses were taken in hand immediately when the Government at the Centre found some breathing time and the whole atmosphere began to pulsate with new life. The economic life in India has been characterized by stagnation and the transition from medievalism to modern times has been going on for decades. One might quite legitimately agree with Sir Charles Metcalfe when he says that villages in India seem to last where nothing else lasts.

In order to bring about a complete economic transformation and to raise the subsistence level standard of living of the people of India and to open out to them opportunities for a richer and more varied life that the Government of India decided to plan the economic development of the country. The dominant characteristics of the economic life in India are, abject poverty, low level of productivity, very low expectation of life, high birth rate and dearth of almost all commodities
except perhaps the number of mouths that need feeding and the abundance of hands that need to be employed. Under these circumstances, the Government of India have decided to go ahead on the lines of planned economy.

In March 1950, the Planning Commission was set up to make an assessment of the material, capital and human resources of the country, formulate a Plan for the most effective and balanced utilization of the resources and to determine priorities etc.

In Russia economic progress during the last few decades has been achieved through planned economy. The difference in Indian and Russian planning is that it was under communistic dictatorship that the plans were carried through while in India it is through democracy that the plans have to be implemented. India has embarked on an experiment of planning under a democracy.

The object of planning in India is to initiate a process of development which will raise living standards and open out new opportunities for a richer and more varied life. Potential resources have to be utilized for meeting the needs of an increasing population and lifting the existing population above the subsistence level. In India we have unutilized and partly utilized
manpower on the one hand and unexploited natural resources on the other. The aim of planning in India is utilising more effective human and material resources so as to obtain a larger output of goods and services and to reduce inequalities of income, wealth and opportunities.

Planning in India has a two-fold objective viz. increasing production and productivity on the one hand and reducing inequalities on the other. In the initial stages the accent will be on the economic side at the same time the social aspect of reducing inequalities can not be lost sight of.

But the essence of planning is simultaneous advance on all fronts. The urge to economic and social changes comes from poverty and inequalities of wealth and opportunity. The elimination of poverty can not be achieved by redistributing existing wealth nor can increased production remove inequalities. The two have to be considered together; only a simultaneous advance along both these lines can create the conditions in which the community can put forth its best efforts for promoting development.

During the last forty years there has been considerable industrial development in India and this has given
rise to a demand for further industrialization. But 
the development is not commensurate with the potential-
ities of the country nor is it sufficient to satisfy its needs. Transport and means of communications have 
developed extensively but agriculture has remained almost 
stagnant and productivity has not increased. Cottage 
and other small scale industries are in a decaying stage 
and the problem of under employment in rural areas is 
looming large and has to be solved. On the side of 
population it has been rapidly increasing (at least in 
absolute figures) from 1921 and adding something between 
4 and 4.5 crores in each decade. This increase is 
taking place at the subsistence level as productivity 
in industry and agriculture has not increased propor-
tionately. The per capita income and opportunities 
of employment have not increased. It is necessary to 
bring about a complete transformation of the economic 
structure in India to secure greater productivity as 
well as economic equality. At the same time it must be 
linked with a positive population policy which takes 
into account the relationship between population and 
total produced utilities. If we do not properly appraise 
this, there is the likelihood of all planning failing 
(at least in the initial period) to realize its objective 
of raising the miserably low standard of living of the
people in India. Our development plans must place a balanced emphasis on all the above aspects. In particular we must realize maximum production, full employment, economic equality and social justice and a reasonable standard of living which enables an individual to realize the best in himself and attain the level of development of which he is capable.

"The backwardness of the Indian economy is reflected in its unbalanced occupational structure. About 68% of the working population is engaged in agriculture, about 8% in trade and transport and the remaining 10% in professions and services including domestic service." 1 But even with this large proportion of the population engaged in agriculture the country was not self-sufficient in agriculture as productivity was low. A change in the occupational pattern in the direction of greater industrial employment is clearly necessary to lift the masses from their wretched level of existence. It is necessary to build up a big productive machine as also improve health, sanitation and education and create social conditions for vigorous advance. Nothing short

of a complete transformation of the entire system is necessary if efficiency and economic equality are to be realized in practice.

But planning is not a panacea for all evils and substantial progress can not be achieved on all the fronts simultaneously. Hence it is necessary to proceed in terms of priorities among the above objectives and put more stress on some and less on others. Efforts have to be made to utilize fully the vast man-power in India especially in the country side. "The pattern of priorities to be followed during a particular plan period has to take into account the immediate needs of the economy as also the desirability of initiating certain long-term changes in the economic structure. The emphasis in the development programme as between different sectors will obviously shift as development in those taken up initially prepares the ground for development in others."

It was against this background that the First Five Year Plan of India was formulated. It envisaged a total expenditure of Rs. 2069 crores as shown below.

Table No. 107*

The First Five Year Plan of India
(1951-56)

The distribution of expenditure in the development programme of the public sector

<table>
<thead>
<tr>
<th>Head of the field of development</th>
<th>Expenditure (in crores of Rupees)</th>
<th>Percentage of the total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agriculture and Community Development</td>
<td>361</td>
<td>17.5</td>
</tr>
<tr>
<td>2. Irrigation</td>
<td>168</td>
<td>8.1</td>
</tr>
<tr>
<td>3. Multipurpose Irrigation and Power Projects</td>
<td>266</td>
<td>12.9</td>
</tr>
<tr>
<td>4. Power</td>
<td>127</td>
<td>6.1</td>
</tr>
<tr>
<td>5. Transport and communications</td>
<td>497</td>
<td>24.0</td>
</tr>
<tr>
<td>6. Social Service</td>
<td>340</td>
<td>16.4</td>
</tr>
<tr>
<td>7. Industry</td>
<td>173</td>
<td>8.4</td>
</tr>
<tr>
<td>8. Rehabilitation</td>
<td>85</td>
<td>4.1</td>
</tr>
<tr>
<td>9. Others</td>
<td>52</td>
<td>2.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2069</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

It will be seen from the above table that utmost priority was given to agriculture, including irrigation and power. A higher tempo of development in the industrial field would not be possible without increased

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* Based on para 3, page 70 of the First Five Year Plan, of the Govt. of India, Planning Commission.
production of food and raw materials.

This was quite necessary for strengthening the economy at the base and creating a sizeable surplus in the agricultural sector. The bulk of the resources available to the public sector were to be utilized for the development of irrigation, power and transport while the industrial field was left almost entirely for the private sector. But it was recognized that the State had a special responsibility for the development of key industries like iron and steel, heavy chemicals and electrical equipment. The needs of social services are so large that they can not be entirely achieved by financial investment by public authorities. "The financial investment in social services has to be supplemented by direct community effort on a large scale for the liquidation of illiteracy, improvement of sanitation and hygiene, development of civic services, imparting of elementary technical training etc." The expenditure in the Plan is meant for encouraging community effort.

It is against this background that we have to see the targets fixed and the achievements realized in Saurashtra during the First Five Year Plan of the State.

Of the total expenditure of Rs. 2069 crores outlined in the above Plan the Centre was to spend Rs. 1241 crores and the remainder was to be spent by Part A, B, and C States and by Jammu and Kashmir.

The original Plan of Saurashtra envisaged a gross total expenditure of Rs. 21.8 crores which was later increased to Rs. 26.8⁴ crores as a result of the Central assistance for specific purposes.

The following Table shows the proposed target of expenditure in the First Five Year Plan of Saurashtra.

**Table No. 108**
(Rupees in lakhs)

<table>
<thead>
<tr>
<th>Head</th>
<th>Five years' outlay</th>
<th>% to total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agriculture and Rural Development.</td>
<td>672.36</td>
<td>30.7</td>
</tr>
<tr>
<td>2. Irrigation &amp; Power Projects</td>
<td>680.91</td>
<td>31.1</td>
</tr>
<tr>
<td>3. Industry</td>
<td>14.71</td>
<td>0.8</td>
</tr>
<tr>
<td>4. Transport</td>
<td>386.02</td>
<td>17.7</td>
</tr>
<tr>
<td>5. Social Services</td>
<td>358.87</td>
<td>16.4</td>
</tr>
<tr>
<td>6. Miscellaneous</td>
<td>72.00</td>
<td>3.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2154.87</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>


* Based on Table on page 77; "Sixth Year of Freedom in Saurashtra", Saurashtra Government Publication.
Taking into consideration the recovery during the same period which is calculated at Rs. 144.33 lakhs the net magnitude of the Plan for Saurashtra comes to Rs. 2040.54 lakhs.

The above Table fully brings out the importance given to agriculture and irrigation in the First Year Plan of Saurashtra. Out of a total expenditure of Rs. 21 crores 31% was to be spent for agriculture and rural development and another 31% for irrigation and power production. It will be easily seen that agricultural production was rightly given top priority in the State Plan. The next important position is occupied by transport and social services as the proposed expenditure on these heads was 18% and 16.4% respectively. More than 8 annas in a rupee were to be spent for producing more food.

As the Planning Commission has rightly observed that the largest portion of the natural resources of India consists of land and as agriculture gives employment to more than 60% of the people, agricultural re-organization and reform hold a position of basic importance in any scheme of planned economy. Hence in Saurashtra also agriculture was given an important position in the First Five Year Plan. Saurashtra's
food requirements were not precisely known before integration. But Saurashtra had to import food grains from other parts of India. The volume of imports depended on the condition of the food production in Saurashtra. The imports of food into Saurashtra are shown in the following Table:

Table No. 109

<table>
<thead>
<tr>
<th>Year</th>
<th>Food imports into Saurashtra (in tons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>93,454</td>
</tr>
<tr>
<td>1949</td>
<td>1,37,392</td>
</tr>
<tr>
<td>1950</td>
<td>16,734</td>
</tr>
<tr>
<td>1951</td>
<td>1,21,881</td>
</tr>
<tr>
<td>1952</td>
<td>58,347</td>
</tr>
<tr>
<td></td>
<td>(Jan. to March)</td>
</tr>
</tbody>
</table>

Except for 1950, (when they were deliberately restricted in the hope of meeting the needs through local production) the imports were continuously on an increase. The imports which constituted 15% of the local production rose to 36.5% in 1951 when they were nearly 1/3 of the local production. From the above Table it seems that

* Table based on Table No. 5 page 117, Economic Survey of Saurashtra, by C.N.Vakil.
Saurashtra roughly requires a little more than 1 lakh tons of food grains at the present low level of consumption.

As feudalism prevailed for centuries in Saurashtra, agriculturists were reduced to the condition of serfs. Land was neglected and agriculture was looked upon almost as an extractive occupation. "Existence of double tenures with oppressive crop-share extortions, perpetuated farm poverty and insecurity of tenure - the evil of tenancy at will, robbed the cultivator of all interest in striving for permanent improvement of land." 5

Two-fifth of the land was held by landlords who were called Girasdars, Talukdars, Mulgarasias etc. The cultivators of such lands paid heavily in kind as also cash to these land lords. Their relations were never good. Even if the tenant put in hard work to produce a bumper crop the major share went to the idle land lord. This age-old feudal system of Girasdari was abolished in 1951 and the tiller of the land was made the owner of the land.

Neither people nor the different administrations could undertake preventive measures to save soil erosion

with the result that land became bare practically to rocks. Cultivators had no permanent interests in land while the Girasdars were interested in parochial gains and had also no sufficient technical or financial resources. Out of a total cultivable area of 86 lakh acres, only 30,000 acres were under canal irrigation and about 3 lakh acres were under well irrigation. The rest of the land (i.e. 96%) depended on timely and regular rains for its crop. But the rainfall in Saurashtra was always erratic and uncertain and so total and partial failures occurred very frequently. From 1870 to 1953 Saurashtra suffered from 41 famines of a greater or lesser severity. The yield, therefore, was very low.

It was against this background that the development plans for agriculture in Saurashtra were formulated. When the First Plan was being finalised the agricultural economy had two main problems viz. permanent improvement of land and improvement in farm technology. Land required improvements in the shape of soil conservation measures, increased irrigation facilities and land reclamation works. These measures could only raise the agricultural potential for larger yields but it required introduction of improved agricultural practices also which alone would ensure increased production and fuller utilization of opportunities available through permanent improvement of land.
A large portion of the total expenditure under the First Plan was allotted for agricultural schemes and the main targets aimed at improving the potential of land productivity and improving agricultural practices.

As pointed out earlier the First Five Year Plan of Saurashtra envisaged a net outlay of Rs. 20.4 crores. It broadly aimed at the following objectives.

1. An increase in food production of 82,000 tons
2. Sinking 10,000 new wells.
3. Bringing 1,08,000 acres under direct canal irrigation.
4. Raising the road mileage per hundred square miles to 18 from the initial 14 miles per hundred sq. miles.
5. Raising the handling capacity of ports to 15 lakh tons of cargo.
6. Increasing the power generating capacity to 25,000 k.w.
7. Raising the number of hospital beds.
8. Raising the total number of primary schools in Saurashtra to 3113 by the establishment of 800 new schools.
9. Extention of Ayurvedic services and conversion of third and fourth class dispensaries into Ayurvedic dispensaries and opening of 41 new Ayurvedic dispensaries.

Most of these physical targets were realized by 1956 and in some, the performance actually exceeded
the Plan targets. The actual performance on the financial side showed that Rs. 21.55 crores were spent up to the end of March 1956. The following Table based on the Draft Second Five Year Plan (1956-61), page 5 shows the sectorwise expenditure of the First Plan.

Table No. 110*
Total expenditure from 1951 to 56 (Rupees in lakhs)

<table>
<thead>
<tr>
<th>Sector</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>I Agriculture &amp; Rural Development</td>
<td>624.43</td>
</tr>
<tr>
<td>II Irrigation &amp; Power Projects</td>
<td>666.37</td>
</tr>
<tr>
<td>III Industry</td>
<td>18.18</td>
</tr>
<tr>
<td>IV Transport</td>
<td>499.04</td>
</tr>
<tr>
<td>V Social Services</td>
<td>281.45</td>
</tr>
<tr>
<td>VI Miscellaneous</td>
<td>66.40</td>
</tr>
</tbody>
</table>

Total ... ... ... ... ... 2155.87

The total expenditure for the whole Plan is shown to be Rs. 22.5 crores according to Appendix I which was attached to Shri Ramamurty's notes of Enquiry and Inspection of the First Plan. In addition to the Plan programmes several important activities were undertaken under the Central Government's programmes. These programmes included the programme of permanent improvement in scarcity areas, special minor irrigation works.

* Adapted from Table on page 4, General Review, Draft, Second Five Year Plan (1956-61), Directorate of Statistics and Planning, Government of Saurashtra.
programme, local development works, programme of hygienic water supply and drainage, programme of rural water supply and environmental hygiene, subsidized industrial housing scheme and rural electrification programme. In the field of cottage, village and small-scale industries the State Government constituted three Boards. It participated in the Central Government's programme of relieving educated unemployment. Six Community Development Blocks and 5 N.E.S. Blocks have been started. Under the programme of "Permanent Improvement in Scarcity Areas" irrigation schemes of Machhu, Bhogavo, Gondali and Munji-asar were taken up. Shetranji Irrigation project was started and contour bunding programme was initiated. Under the special minor irrigation works programme 29 works of irrigation and reclamation were to be completed. A programme of hygienic water supply and drainage, covering 32 municipal townships was to be taken in hand while 400 villages were to be benefited under the scheme of Rural Water Supply and Environmental Hygiene. 1700 tenements were to be constructed for housing industrial labour. Rural Electrification Programme was to be undertaken to ensure availability of electric power in most of the 63 Taluka head-quarters and near-about villages. The production of foodgrains in Saurashtra rose to 4 lakh tons in 1953-54 and thus fulfilled the target under the Plan. The level of production was maintained in
1954-55 and additions were expected in 1955-56. The
groundnut production rose from 2.5 lakh tons to 4 lakh
tons in 1954-55 owing to the very large increase in the
area under groundnut. The production is expected to
stabilize in 1955-56 to about 3.5 lakh tons. Saurashtra
produced 2,53,000 bales of cotton in 1954-55. About
12,000 acres came under irrigated long staple variety
of cotton- Co 2- 170 during 1955-56. The improved
varieties of Kalyan and Pratap cotton are gradually
replacing the Waged Mathio and other locals. A fairly
rust-resistant and high-yielding variety of wheat NP-710 has been introduced to safeguard the production of
irrigated wheat and it was expected that about 2000
maunds of wheat seed of this variety would be distrib-
uted in 1955-56. As against 450 tons of manure mix-
ture distributed in 1949-50, nearly 8000 tons were
distributed in 1954-55 and the demand was on the in-
crease. Under the scheme produced of preparing compost
produced in municipal towns, 14,500 tons of compost was/in 1954-
55. The Sewage Water utilization from the various
drainage schemes that are being implemented under the
National Water Supply and Drainage Programme, will fur-
ther raise this production. The institution of subdi-
dized farms and progressive farmers has been assisting
the spread of improved agricultural practices. In 1956,
23 subsidized farms were in operation and 8000 cultivators were registered as Progressive Farmers.

"An important achievement in the field of agricultural extension, in context of the sentiments prevalent in Saurashtra, is the acceptance by the cultivator and the rural population of the efficiency of plant protection and control methods."^4

Though the actual expenditure for agriculture and rural development was little less than the target fixed, a very large portion of the total expenditure under the Plan was allotted for agricultural schemes and improving the potential of land productivity and agricultural practices.

The Saurashtra Government also carried out the fundamental programme of agrarian reforms. Land Reforms Legislation of an epoch making importance was enacted in 1951 with the close cooperation and active understanding of all the three parties to the issue— the cultivator, the land lord and the state. Within the short span of 4

years, the Zamindari interests were completely liquidated and direct relations established between the cultivators and the State Government.

As pointed out already, Saurashtra had only 30,000 acres (or 35% of the total cultivated land) under canal irrigation. This was the lowest in the whole of India and was extremely inadequate.

The State Plan for Irrigation comprised of 16 schemes which were estimated to cost Rs. 10.96 crores. Of this amount Rs. 92 lakhs had been spent prior to 1950-51, Rs. 4.68 crores were to be spent during 1951-56 and the spill-over was to be carried forward. It was expected that 11 out of these 16 schemes would be completed during the First Plan period. The programme was expanded by the schemes under the Protective Works Programme and by schemes under the Special Minor Irrigation Works Programme.

Ranghola, Brahmani, Surajwadi, Shimad, Ghee, Moj, Sasoi, Puna, Mala, Ai, Bhogaro, Gondali and several other schemes have been completed. Work on Machhu, Ozat, Hiran, Rawal, Machhundri, Manjiasar, Ghelo, Demi, Sakrili, Bhogaro II and Limbdi—Bhogaro has been started and will be continued in the Second Plan period. Shetr-anji and Bhader Irrigation Schemes were also initiated.
As a result of these schemes the original Plan target of bringing 1 lakh 8 thousand acres under irrigation was achieved in the Fourth year of the Plan. At the end of the Plan period, it is expected that Saurashtra will have 1,97,000 acres under irrigation by direct canals. As against the Plan target of Sinking 10,000 new wells and repairing 10,000 old wells as many as 16,000 new wells have been sunk and about 13,300 old wells have been repaired during the Plan period. 29 works of special minor irrigation programme were taken up out of which 16 works were completed while more than 80% of the protective irrigation works were completed by the end of the Plan period. As compared to the preintegration figure of 30,000 acres of area under canal irrigation the increase works out at 250% and it is expected that the potential of irrigation would have been raised to 1,97,000 acres. This will mean an increase of 557% over the figure of preintegration period. The area under irrigation in Saurashtra will be 5.6 lakh acres i.e. 6.5% of the area under irrigation as against the All India average of 25% The achievement is good but greater efforts will have to be made in the Second and subsequent Plans to increase the area under irrigation to a reasonable percentage of the total land under cultivation.

Forests have a moderating effect on the extremes of climate. They ensure regular and adequate rainfall.
In pre-integration days none of the States of Saurashtra except Junagadh had a separate department for looking after the forests. Even in Junagadh State, the department had no trained hands and forest revenue was the main interest of the State. In other States also the revenue considerations were the most important. The States looked mainly for expansion of cultivable land at the expense of forests with a view to augment revenues. This lack of a suitable forest policy led to a wanton destruction of forests in Saurashtra. The Gir forest has been reduced to 576 Sq. miles from 1250 Sq. miles during the last century.

In 1951 Saurashtra had only 2.5% of its land under forests as against 14% in the whole of India. The Economic Survey points out that Saurashtra should have about 5,200 Sq. miles of additional forests on the basis of a normal requirement of 25% forest area for a region. Moreover forests should be well distributed. In Saurashtra, of the total area under forests Sorath alone has 66% while Malbar has 33% of forest lands. Due to this inadequacy and uneven distribution of forests rainfall in Saurashtra is scanty and uncertain.

The First Five Year Plan provided an amount of Rs. 19.65 lakhs for forest development. The programme envisaged creation of administrative machinery for forest
development, training of officers, forest rangers and institution of a school at Junagadh. A comprehensive scheme of renovation and regeneration of the existing forest areas has also been taken up. A pilot project of afforestation of desert fringe in Zalawad and a programme of afforestation for immobilization of shifting sands in the coastal belt were taken up as a part of Central Soil Conservation Programme.

These programmes have progressed satisfactorily and a stage has been set for more comprehensive and expanded programme during the Second Five Year Plan.

Saurashtra has 5,92,000 acres of land under forests. These forests are very poor and there are many blanks. About 6,000 acres have been treated under the First Plan. The Pilot project for immobilization of the shifting sands has been successful in affording protection. But much still remains to be done in increasing the area under forests and the even distribution of forests. The transport facilities in forests will have to be radically improved for their proper exploitation. Much also remains to be done in the field of soil conservation. Coastal lands have to be saved from the continuous winds laden with salt and sand particles. Fertile lands have also to be saved from the menace of the Little Rann of Cutch on the northern boundary of Saurashtra.
Animal husbandry is one of the most important occupations allied to agriculture and is the "largest occupation next only to agriculture in Saurashtra". Animal husbandry gives useful employment to the farmer who remains idle for quite a good part of the year when busy season is over. There are certain factors which have made animal husbandry of comparatively more importance in the life of the people of Saurashtra. Agriculture in Saurashtra is uneconomic or financially precarious.

"There are large areas of cultivable wastes and uncultivable lands in Saurashtra. The fodder of the region is nutritious and highly suited to cattle. Besides, there are certain castes in the land which are well up in the art of animal rearing and breeding." 5

The cattle wealth of Saurashtra is placed at 15 lakh heads and nearly 1 lakh families depend on cattle breeding and rearing for their livelihood. The Gir breed of cow and the Jafrabad buffalo have a distinct place among the milk cattle of India. The kathi horse was also at one time famous for its stamina and endurance. But due to the neglect of pasture lands which were increasingly and indiscriminately brought under the plough

the occupation acquired a nomadic character and the cattle suffered from mal-nutrition. Continuous inbreeding resulted in some deterioration of the main stock. Adequate transport facilities have denied the producers ready markets for their milk. The rural population suffering from abject poverty could not undertake sufficient measures to revitalize the cattle wealth. The preventive and curative aspect of animal health was also completely neglected.

Under the First Plan schemes were drawn up for supply of quality bulls to improve village herds, for castration of scrub bulls and for rearing of select bull-calves. Survey of available pasture lands and the question of improvement of pastures were also taken in hand. Livestock Improvement Act was enacted and has been applied to the entire state. Five Key Village Centres have been opened and the number of veterinary dispensaries has been increased to 27. Four mobile veterinary dispensaries have also been started. Persuasive methods and propaganda have helped in dispelling the deeprooted apathy of the village people to the castration of scrub bulls. Steps in settling the nomadic tribes of cattle breeders - Maldharis were also taken and under the programme about 3700 Maldhari families were settled on permanent holdings.
The installed power generation capacity at the time of integration in 1948 was 11,500 K.Ws., adding 14,000 K.Ws. The plan target aimed at bringing the total of generating capacity to 25,500 K.Ws. by March 1956. The Plan target was exceeded in 1955 when the generating capacity had risen to 29,200 K.Ws. Now the generating capacity has risen to 37,620 K.Ws. The power generation programme in the state is now being executed by the Saurashtra Electricity Board. As against the contemplated outlay of Rs. 212 lakhs, the actual expenditure was Rs. 234 lakhs. The programme of rural electrification covered most of the 63 Taluka and Mahal headquarters excepting those places which will be covered by extension of grid lines in 1956-57.

The First Five Year Plan did not do much in the industrial field in Saurashtra. The target of expenditure to be incurred was only Rs. 14,71 lakhs during the five year period. On the financial side the total expenditure on industries was 21.83 lakhs of rupees.

On account of the administrative and political divisions of the pre-integration days in Saurashtra the pattern of economic life was significantly more urban in character than in the rest of the country. It is necessary to stabilize and expand the industrial sector to prevent urban disintegration in Saurashtra and give
employment to the increasing population.

With a view to laying the foundations of sound industrial structure in the State, in the initial stages, the Government advanced loan assistance for rehabilitation and expansion. Simultaneously expert enquiry committees were appointed to recommend measures of expansion of the existing units and for investigation and reporting on the possibilities of new enterprises for fuller utilization of the indigenous raw materials. The Cotton Textile Committee has made exhaustive suggestions for rehabilitation and further development of the textile industry in Saurashtra. Mineral Development Committee has assessed the possibilities of developing mineral deposits in Saurashtra.

Soda Ash is a basic material for a number of other heavy and light industries and economic development of India. Saurashtra has a plentiful supply of the basic raw materials, namely high grade limestone and high quality salt. Soda Ash Committee was appointed to survey and report on the possibility of starting a third soda ash factory in Saurashtra. A Soda Ash Plant producing 200 tons daily has been licensed to be installed at Porbandar. A third rotary kiln is being added to the Digvijaya Cement Works at Sikka and three new cement factories with an aggregate production capacity of 1500
tons per day are licensed to be located at Porbandar. The
Government also appointed a Committee to assist the pri-
vate sector to draw up its development programme for the
period of the Second Plan.

The Saurashtra Small Scale Industries and Handi-
craft Board has initiated a comprehensive programme for
the expansion and development of small scale industries.
These developments will create opportunities for several
small scale feeder industries and workshops.

The development of roads was lopsided in the pre-
integration Saurashtra because of the conflicting in-
terests of different states. Gondal had 32 road mileage
per 100 square miles while Junagadh had 9 and Jamnagar
had as low as 6 per 100 square miles. At the time of
integration, the average road mileage in Saurashtra was
as shown in table no. 111. *

<table>
<thead>
<tr>
<th>Table No. 111</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Concrete Roads. ... ... 1 Mile.</td>
</tr>
<tr>
<td>2. Asphalt Roads. ... ... 84 Miles.</td>
</tr>
<tr>
<td>3. Macadam Roads. ... ... 1790 Miles.</td>
</tr>
<tr>
<td>4. Murrum Roads. ... ... 745 Miles.</td>
</tr>
<tr>
<td>5. Earth Roads. ... ... 445 Miles.</td>
</tr>
<tr>
<td>Total ... ... 3035 Miles.</td>
</tr>
</tbody>
</table>

* Based on Draft, Second Five Year Plan (1956-61) Roads,
Page 1, Directorate of Statistics & Planning, Saurashtra
Government.
Of these 1,160 were merely fair-weather roads of improvised cart-tracks. Even the so-called Macadam roads were without adequate cross-drainage and could function in a majority of cases only as fair weather roads. A number of rivers and rivulets had no bridges, causeways or culverts and even Rajkot, the capital of Saurashtra did not have direct means of communication with important district towns and district headquarters. The total road mileage per 100 square miles was 14 for the whole of Saurashtra.

Under the First Five Year Plan Rs. 3 crores were allotted to the programme of road development. The physical targets which were aimed at were the construction of 38 bridges and causeways, modernizing 108 miles of highways, providing 338 miles of missing links, improving 83 miles of existing roads providing cross drainage works to 144 miles of existing roads and constructing 476 miles of village and other roads. The road mileage was to be raised from 14 miles per 100 square miles to 18 miles at the end of the Plan. Towards the end of 1954-55 the Government of India approved the expenditure of Rs. 1.05 crores for improving the rural roads.

The physical targets in respect of road development were not only achieved but exceeded in many respects.

Under the scheme of improvement of existing roads 175.6
miles of existing roads were improved, 184 cross-drainage works were provided, 163 miles of state highways have been modernized, 40 bridges and causeways have been built. Under the programme of missing links 315.9 miles of roads and 134 cross drainage works were constructed. 322 miles of village and other roads have been constructed and 717 miles of Kacha Roads which were constructed during scarcity conditions have been brought to a satisfactory level. "It is expected that by the end of the First Plan period, almost all the targets will have been exceeded and the road mileage per 100 Sq. miles will be raised to 22 miles instead of the original target of 18 miles per 100 Sq. Miles." 6

Saurashtra had 21 working ports of which 16 are minor ports linked up to 5 main ports. The development programme for ports consisted of rehabilitating the shore installations and replacement and expansion of the port flotillas. The programme was further strengthened by various schemes costing Rs. 46 lakhs sanctioned by the Government of India under their minor ports development programme. The target of raising the handling capacity of ports to 15 lakh tons per annum has been achieved. On the financial side the transport expenditure was Rs. 505 lakhs against the original target of Rs. 386 lakhs, made possible due to Central grants.

In the educational field 28 schemes estimated to cost Rs. 64,90,000 were included in the Plan. These included improvements of school buildings, furnishing of educational equipment and teaching aids, starting of new schools, appointment of additional teachers in existing schools, expansion of N.C.C. etc. These efforts were further augmented by the programme sponsored by the Govt. of India.

The programme of construction of primary schools contemplated public co-operation by way of cash donations and contribution in the form of labour. Response was very good. Most of the villages in Saurashtra will now have a suitable school building.

The Government of Saurashtra have accepted the principle of basic education. In the First Plan 600 primary schools were converted into basic schools. The most satisfactory development of education in the State is vividly brought out in the following Table (No. 112 on P. 416)

In the matter of medical facilities, the problem before the State was to even out the lopsided distribution of these facilities and to bring up the standard of treatment and equipment. The development programme of the First Five Year Plan was designed to overcome these shortcomings. The number of hospital beds in the Government hospitals
Table No. 112

(A) Institutions

<table>
<thead>
<tr>
<th>Institutions</th>
<th>1948</th>
<th>1956</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Primary Schools</td>
<td>2,182</td>
<td>4,400</td>
</tr>
<tr>
<td>2) Secondary Schools</td>
<td>103</td>
<td>131</td>
</tr>
<tr>
<td>3) Arts &amp; Science Colleges</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>4) Technical &amp; Professional Colleges &amp; Institutions</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>5) Primary Teachers' Training College.</td>
<td>2</td>
<td>12</td>
</tr>
<tr>
<td>6) Secondary Teachers' Training Colleges &amp; Post-graduate Basic Training College.</td>
<td>Nil</td>
<td>2</td>
</tr>
</tbody>
</table>

(B) Number of Pupils

<table>
<thead>
<tr>
<th></th>
<th>1948</th>
<th>1956</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2,09,000</td>
<td>3,75,000</td>
</tr>
</tbody>
</table>

(C) Number of Trained Teachers.

<table>
<thead>
<tr>
<th></th>
<th>1948</th>
<th>1956</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>843</td>
<td>5,300</td>
</tr>
</tbody>
</table>

rose from 1621 in 1948 to 2065 in 1956. In each of the five main district hospitals T.B. wards of 20 beds were added. Nursing schools have been established at Jamnagar and Bhavnagar and a training centre for Auxiliary Nurses has been started at Junagadh. A training school for Health Visitors is being established at Bhavnagar. A State-wide maternity and child health programme has been worked out and is being implemented with the help of WHO and UNICEF. Under this programme 3 maternity hospitals will be supplied with up-to-date equipment and 3 children's hospitals will be started. The programme also envisages

* Vide Page 139, Second Five Year Plan (1956-61)
Government of Saurashtra.
20 primary health centres in the rural areas and 40 maternity and child health centres in the urban areas.

Under the National Water Supply and Drainage Scheme, an elaborate programme of protected water supply and sanitary sewage and sullage disposal estimated to cost Rs. 9.5 crores has been drawn up for 32 municipal towns and the implementation has commenced. Rural water supply and environmental hygiene schemes for 400 villages were undertaken during the First Plan.

The First Five Year Plan not only achieved the physical targets but in many cases exceeded them. On the financial side also it was found necessary to increase the planned expenditure. The credit of implementing the plan goes to the Government as also the governed. It can be confidently said that the life of the people in Saurashtra would be profoundly changed as a result of the implementation of the successive plans.

It seems that the Saurashtra Government have succeeded in infusing people to accept the State Plan as their own Plan and all strata have contributed their mite towards the fulfilment and acceleration of various schemes. "Palaces have been donated to house institutions of higher learning or for conversion into a hospital. Cash donations and donations of land have been received for increasing the maternity beds or building new maternity
and labour have helped to build primary school buildings in the villages and adding class rooms in secondary schools."

As pointed out earlier the target of expenditure had actually to be increased. As against the target expenditure of Rs. 21.8 crores the actual expenditure was Rs. 22.5 crores. The performance on the financial as also physical side was quite satisfactory.

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