

CHAPTER - IX

POLICY RECOMMENDATIONS

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9.0 Introduction

One of the basic objectives of development planning in recent years is improvement of the levels of living of the weaker sections of the community. The artisan workers who constitute a significant portion of the weaker sections in the industrial population in rural and urban areas have received due attention. As a matter of fact, the thrust of the new economic policy is promotion of cottage and household industries as a means, among others, of generating fuller employment and higher incomes to the artisan workers. But what has been overlooked in the meanwhile is the feasibility of expanding the decentralised sector to the extent it is envisaged. As it is, this sector is facing a series of constraints imposed by the non-availability of the required organisational and production skills, basic inputs like raw materials and capital equipment and what is more, the limited markets owing primarily to wrong consumer preferences and competition from the organised sector. Any plan of developing the decentralised sector should first be preceded by the evolution of a series of policy measures, for cushioning the impact of these problems (Narasaiah and Naidu, 2006).

It has been revealed from the earlier analysis that the household industrial sector has shown a declining trend and the field survey has revealed that workers are gradually shifting to other occupations. In spite of the various measures taken by the government in connection with the promotion and development, the sector does suffer from innumerable problems. Unless measures are to be taken and implemented, many household industries will be on the verge of extinction. From time immemorial this sector is satisfying the need of rural local consumers and at present they cater the needs of the rural as well as urban people. Therefore, household industries need to be encouraged (Sen, 1987).

Based on the findings of regression and production analysis in the earlier chapters, attempt has been made in this section to suggest suitable policy measures. There are some of the policy recommendations, which are directly concluded from the values of the policy variables for the formulation of the most preferred project. Other recommendations have been made depending on the situations about what could be done for the development of the specific household industry. These recommendations can be taken as guidelines by the entrepreneurs and imperatives by other development

agencies for the overall growth of the sector (Sao, 1988).

The policy recommendations for the development of household industrial sector may be grouped under the following heads:

9.1 Policy Recommendation for the Distribution of Raw Materials

The policy and operational framework for provision of raw materials to the whole lot of household industrial workers, dispersed over the district, is not in tune with the requirements. There is no regulation at present on raw materials trade to ensure reasonable price even of the locally available raw materials. There is unchecked and wide ranging and erratic fluctuations of raw materials. It is very much urgent to stress this aspect of the problem. Price to the workers is most important and it has to be viable. The wide dispersal of household industrial workers and their weak financial position necessitates that their small requirements of raw materials need to be made available at the needed time and at their doorsteps. To ensure the regular supply of sufficient and better quality of raw material, and at the time of requirement the following steps are necessary for different household industries:

- (i) It is desirable for a start to provide raw materials to the workers at the grass root level through a group centre. Dispersed workers are very difficult to be approached in any meaningful fashion and hence concentrated groups of artisans are necessary for effective coverage. However, any individual artisan outside this group would not be denied any facilities easily at his door steps outside this group. The group centre would help the IDPA (Integrated Development Project Authority) and also in assessing the detailed requirements of various raw materials. The group centre would be the effective delivery point for the supply of raw materials. It will supply raw materials to the individual artisans and also subsequently check the proper use of the raw materials. This organisation would run on commercial lines but need not necessarily be a profit making organisation. The intention is to enable the workers to get their raw materials at a reasonable price and at the required time. The supply of raw materials to the group centers would be from the district level agencies.
- (ii) At the district level, it is recommended to form District Supply and Marketing Society (DSMS), which would be given the responsibility for

the procurement of the raw materials. DSMS can buy when it is cheap and supply when necessary. This society could ensure that the raw materials are stored at suitable places near the group centres so that the needed flow to the artisan is maintained. DSMS needs to be run on a commercially viable basis on no profit no loss. The inherent idea is not only to supply the raw materials but to supply the same at reasonable prices so that the earning capacity of the workers is enhanced. The credit requirements of DSMS could be met through commercial and co-operative banks. State governments can help by providing appropriate margin money and treat the same as development expenditure. DSMS should keep a proper rapport with DIC for optimal use of facilities. It is recommended the utilisation of the services of LAMPS by DSMS. The activities of DSMS would be hampered without a suitable link up agency at the state level. It is recommended that the requirements of these industries get the priority treatment and should become the first charge, in that no cut be made in the amounts needed by these industries. Such an assurance would go a long way in making the vulnerable workers less prone to the vagaries to the open market mechanism operated by the traders and middlemen.

- (iii) The district and state level organisations would take some time to develop. Meanwhile in some industries like Khadi, Handloom etc., some system of raw material supply already exists in some districts of West Bengal. It is recommended that these systems should be continued, streamlined and extended to this region for the effectively operation of household industry.
- (iv) It is recommended that in case of forest based raw materials, the forest department should do the needful for delivering the materials at royalties plus transport to the DSMS from the nearest departmental depot, at the needed points.
- (v) It is recommended that the continuous monitoring of the process of availability of raw materials at the field level and its proper utilisation in production be made systematically.
- (vi) Direct sale in hats is a popular practice from time immemorial and these market places cater the needs of the household industrial workers. Thus

sale in hats should not be discouraged. Moreover, most commonly, the workers depend to a great extent on local traders for sale. Thus it is suggested that provision of sale through co-operative should be encouraged so that the poor artisans are not forced either to mortgage or sell their products to the traders for marginal or nil profit. The government should come forward and take steps to provide advance credit to the workers against stock of raw materials. This will greatly reduce the dependence of the workers on traders for the supply of raw materials and work and will also ensure fair returns to them (Planning Commission, 1981).

9.2 Policy Recommendation for Credit Facilities and Financial Support

Industrial finance has been one of the most important problems of the household industries therefore, require credit facilities and financial support for the purchase of raw materials, payments of wages and for meeting their business obligations (Sankaraiah, 1994). Most of the entrepreneurs do not have enough capacity to store the requisite raw materials to produce their own products, rather they are dependent upon intermediaries either for credit facilities or for financial support on higher rate of interest. Most of the units belonging to different household industries have poor fixed capital as well as working capital. The working capital is essential to enable the small household industrial units to purchase raw materials and implements, to maintain their families while at work and to finance the sale of their products. The fixed capital is needed to renew the tools and equipments and to expand their workshop as their profits are negligible to save anything and to set aside for their renewal (Lakshman, 1966). Therefore, access to the sources of both short and long-term credit is necessary. Further, since the credit institutions or the commercial banks are reluctant to advance credit in absence of security, the small entrepreneurs largely depend on the money lenders or middlemen. In spite of the high rate of interest, the situations compel the workers to avail loans from these moneylenders and middlemen. Even those who have borrowed from the co-operative societies falls much below their working capital needs. With this little money partly used for the workers' maintenance and partly for their business and subject to all kinds of exploitation by the middlemen, they are forced to sell every day's or every week's output at once and buy raw materials in small indents at retail prices or work as per the order of a trader with no material of their own. Thus,

as a result of the shortage of their own capital and the lack of ample institutional credit facilities, not only has there been an exploitation of the workers by the money lenders or the middlemen but also their productivity has been considerably affected.

The basic requirement to realign this sector as an economically viable network of household industries would be to provide start-up grants which are geared towards setting up the workplace as business, apart from providing the already existing subsidies for skill demonstration, temporary sales and design workshops. Despite all the existing skills and drive of artisan workers, today there is hardly a bank that will welcome them in and give them a start-up loan to get a business going in a commercial manner. In addition, there must be considerable state support for increasing awareness and promotion of handmade articles amongst the general public as because of the publicity only, the artisans or non-profit organisations struggling for their development, face unmatchable competition from the multinational corporate sector. Under such circumstances, the following policy measures have been recommended:

- (i) Besides the state government, all commercial banks, co-operative banks, regional rural banks and other financial institutions should come forward to finance the entrepreneurs with short, medium and long-term loans to meet their business obligations. Short-term finance is required for the purchase of raw materials, servicing of tools, payment of wages and for meeting other daily expenses. Medium term financing should be provided in order to enable the workers to contribute the share capital of the co-operatives or to venture for fixed capital investment in the industrial activity. Long-term financing is required for purchasing of land or construction of workshops etc. Besides, long-term industrial financing is needed for mobilisation of capital investment in the share of capital of the co-operatives and private enterprises, which may be introduced through national and state industrial financial institutions.
- (ii) In order to expand the market of the household industrial articles incentives in the form of subsidy should be given to co-operatives to organise annual exhibitions of household industrial products in different blocks and towns and to open up few show rooms in the district.
- (iii) No subsidy on sale of manufactured goods should be given as the subsidy diminishes the self growth of return investment and the recovery in working capital base. It may be given to purchase of new tools.

- (iv) The tools and accessories or machineries required by different household industries must be subsidised by the governments.
- (v) Extension staff, in connection with supervision of credit distribution and realisation is needed to maintain a financial discipline.
- (vi) More attention should be given by the state and central government in the financing of research development as well as training schemes taken up for improving the household industrial products generation of better skills.

Incentives like tax concessions, selective subsidies, access to credit for fixed capita and variable capital demonstration etc. may be provided to motivate entrepreneurs to go for household industries (Sinha, 1988).

9.3 Policy Recommendation for the Development of Skill and Management Training

9.3.1 Skill Development of the Workers through Training

For meeting the demand of better skill, which is a prerequisite for modernisation of production technology it is recommended to improve skill of the artisan workers through training and education of the workers in the related field. However, the exposure to formal education is imperative, as this in fact, has no role to contribute in the best project of any production system. Better traditional skill requirement is necessary only in Handloom, Cane-work and Carpentry sectors. For other household industries the requirement of traditional skill is low and development of the respective sector depends more on the adaption of skills which is non-traditional. The number of training programmes for different industries should be increased keeping pace with the improvement envisaged so that the required trained manpower is not of short supply. Training programmes should be organised in such a manner that it should impart both beginners and advanced courses. In beginner's course, fresh candidate should be taken up while in advanced course fresh as well as workers at work should be enrolled to achieve the target of modernisation of the existing household industries.

Some of the younger generations have zeal for learning the various works of household industrial sector. This necessitates the establishment of vocational based institutes in the region. However, some training is provided by District Industries Centre, but such limited trainings do not provide required skill formation. Besides such

institute, the school itself should introduce a compulsory vocational course with up-to-date practical laboratory based on the regional aspiration. It will be fruitful and will certainly boost the economy of the area.

Only up-gradation of skill of the workers may not help the development of the industry. It may also happen that even after new training; the workers will follow the old production process and produce the same items because of the non-availability of needed raw materials and uncertainty of market demand. This necessitates the arrangements of suitable follow-up programmes including supply of improved appliance, procurement of raw materials which are not available in local markets and marketing of the new items including popularisation of new items of production. Follow-up programme should also include the annual inspection of the industrial units set up by the workers after training. This is essential and will attempt to inspect their accounts, to talk to their bankers, to check their stores, and to provide on the spot advice. These visits will provide valuable information, which could be fed back into the training of the new batches. During the training period, it is necessary that the artisans get individual attention, as they come from the different level of social, cultural and economic background. It is recommended that systematic planning is required for fuller utilisation of available resource for mass participation. In training it is also necessary to make provision for incentives to the participating artisans to meet the expenses and for abstaining from the usual job.

Since the rates of the stipends paid at present are usually low and not attractive, this should be suitably enhanced for the artisan workers as well as for the fresher trainees. Besides, Entrepreneur Guidance Cell should be introduced at block level and this should consist of officials of the industries department, bankers and technician including some successful entrepreneurs and some local experts. This cell may meet every three or four month and the artisans should be invited to these meetings to relate their difficulties. They can obtain on the spot advice from whole battery of experts free of cost.

9.3.2 Skill Dissemination by Master Artisans

It is recommended that state government should take initiative to identify master artisans at district level. Further these master artisans would be entrusted with a responsibility of identifying artisans in the different areas of the district and impart Training for Trainers (TOT) to them. These trained master artisans will further visit the

clusters and disseminate their newly acquired skills to the local artisans. It will result in skill up-gradation of local artisans which will enable them to get good price for their household industrial items.

9.3.3 Training of Management to the Workers

In an overwhelming majority of the household industries surveyed, the artisan is both an entrepreneur and labourer. They raise their own finance, purchase the raw materials and attend to production, marketing and controlling labourers. These multiple and varied activities by the artisans have limited specialisation and prevent them from securing the efficient techniques available to their counterpart, the large-scale manufacturer. Moreover, they have no systematic plans, spend more time in the production shop and pay less attention to marketing and finance. The chief management problems, therefore, are those of planning, coordinating and controlling the various activities, which increase the competitive efficiency of the small producer. These problems can be avoided by the application of proper management techniques. The important management techniques are plans for sales, better production methods, labour, purchasing of raw materials and capital expenditure over a definite period ahead, market research and utilisation of resources, plant and labour to the maximum capacity. Therefore, management training should be introduced which will widen the artisan workers outlook, increase the knowledge of systematic approach to all activities, make them realise the necessity of basic plans on the factual data and thus promote the understanding of the principles and advantages of industrial management (Lakhsman, 1966).

9.4 Policy Recommendation for the Development of Entrepreneurship

Entrepreneurship is a purposeful activity indulged in initiating, promoting and maintaining economic activities for the production and distribution of wealth. The individual as an entrepreneur is a critical factor for development in an industrial unit. For the development of the entrepreneurs, it is necessary to stress the efforts of change in artisan workers behaviours (Rao and Misra, 2005). To accomplish this among the artisans, it is necessary to stress on the following facts:

- (i) Adopting modernisation and carry each individual through his own practical application of it among the workers of different household industries.

- (ii) Increase the perception of profit maximisation and highlight the differences between sales maximisation and profit maximisation among the workers in the sectors.
- (iii) Stress the practical needs for new ideas and related changes which follow it, vividly show some reasonable real life change possibilities through following optimistic ideas, and constantly reiterate the belief that any individual can cultivate the optimistic ideas among workers in the sectors.
- (iv) Increasing and widening information sources and inculcate the concept of combining ideas and fact among the workers in the sectors.
- (v) Strengthening a pervasive achievement motivation that emphasise long-term profit maximisation among the workers in the sectors.
- (vi) Sharpen the understanding of planning with special focus on short term planning among the workers in the sectors.

The inadequacy of entrepreneurship talents is an inhibiting factor to accelerate the development process of the household industries. However, the above subjects are all complex and one can readily envisage separate training programme to develop various facts of each. One of the most pronounced insights in the whole study of the entrepreneurship building has been that the individual factors are clearly not as important as composites. Therefore, the adoption of this 'composite' strategy for the initial pilot training effort should be the basic goal. Besides the basic factors other research finding should be interwoven to minimum degree possible into one training package of entrepreneurship building programme.

Entrepreneurship, in its true sense, is a function of multiple factors. The entrepreneurship building programme should also adapt proper measures so that capability to handle moderately high capital than traditionally used, both with allocation on proper head and phasing at different time interval, are inculcated among the household industrial workers. High formal educational attainment, though directly does not contribute to the development of the household industrial activities in a significant way, will indirectly help the workers in acquiring the ability and confidence to correspond effectively with various organisations. Training programme should also include measures for greater awareness on the various financial schemes, loans and grant opportunities provided by banks, other institutions and government organisations. They should also be made familiar with various accounting and book keeping methods.

Several other considerations of the entrepreneurship building programme are as follows:

- (i) As majority of the potential entrepreneur will be full-time worker, a short training programme should be imparted to them. The potential entrepreneur should be brought together as a group in residential environment with which artisans are familiar with. So that strong group support could be reinforced.
- (ii) The main object of training should be to bring about change in the attitude of these artisans in organising their work and moving towards new production techniques. A secondary target, though indirect, should be to promote by demonstration, the effects of the consumers and other member of the workers.
- (iii) Entrepreneur guidance cell (Boggert, 1980) should be introduced at block level and this should consist of officials of the industry department, bankers and technicians including some successful entrepreneurs. This cell may meet every three to four months and artisan workers should be invited to these meetings to relate their difficulties. They can obtain on the spot advice from the whole battery of experts (Sao, 2009).
- (iv) Emphasis should be given on the self motivation by stressing that they are a specially chosen pilot group that they would be the first to learn valuable new methods to improve industrial activities. In this way, a set of cognitive and group support would be focused. The programme should further highlights strongly on action outcomes. The ultimate results thus would bring about heightens their practical ability to be an entrepreneur and a change agent in the traditional culture.
- (v) At the end, a careful follow-up programme should be conducted over a sufficiently long period after the short-term programme.

Socio-political and economic policies of the government and the opportunities available in a society also influence entrepreneurship significantly. In addition, an effective functioning of the support system like government and non-government agencies including financial, commercial and consultancy services etc. should play crucial role in the development of entrepreneurship.

9.5 Policy Recommendation for Modernisation of Production Technology and Diversification of Products

9.5.1 Modernisation of Traditional Production Technology

Modernisation of the production technology is one of the basic prerequisite in order to increase productivity and efficiency of the production system in the household industrial sector. The artisan workers use obsolete equipment and inferior techniques. Though in many cases, better equipments having higher levels of productivity and returns are available, the same are not being made use of. This raises the cost of production to a level which the market cannot absorb. To steer clear of such a situation efforts need to be directed towards increasing the productivity of the workers. A three pronged attack on the problem of technological development of the workers is needed. In the first step, an effort must be made to equip the workers with the better techniques of production that are already available. The second stage would be to remove the drudgery element from these techniques through technological development, so as to make them more productive. The third element would be to innovate new techniques through research and development. While introducing new technologies it should be kept in mind that the artistic values are not sacrificed. To facilitate such efforts the state industries department should also step in, and set up common facility workshops where facilities in the use of improved tools and appliances are easily available to the workers (Planning Commission, 1981).

Efforts should be made to induce the workers to shift over to better tools and equipment which will help in eliminating long strenuous hours of work and low productivity. Arrangement should also be made even to supply these tools on hire purchase basis to them. Moreover, there is every possibility of mechanizing certain processes of industries without sacrificing the artistic value. The government may explore the possibility of designing such machine locally. These intermediate technologies would be immensely helpful which is also immensely cheaper than the highly sophisticated modern technology (Thakur, 1985).

Though semi-automation of the household sector has been prescribed by many experts, the scopes for such improvements are limited in the industries of household sector. However, modern technology can be used in some industries in the following fashion.

- (i) The tribal artisans still use traditional pit loom for weaving. They should be encouraged for fitting sophisticated implements in the looms like jacquard. Improved looms should be introduced for raising production.
- (ii) For spinning of jute fibre automation is possible which can raise production many times. State industries department may be consulted for developing semi-automation of the sector which can raise the production.
- (iii) In Bamboo-work and Cane-work the scope for automation is limited and it is the use of better implements and skill formation among the artisan workers by which production can be raised.
- (iv) In Carpentry units, similar modern appliance such as electric drill, fared saw machine, improved chisels, power driven design machine could be beneficial.
- (v) Improved wheel should be used in Pottery sector. For the use of such wheel necessary training to the workers could be given by Khadi and Village Industries Commission.

More research in optimum technology to suit the stage of development of the industry is to be undertaken instead of indiscriminate application of techniques (Vepa, 1969). Keeping this in view, the government agencies like KVIC are providing necessary assistance to modernise these industries. If capital investment permits the units to go for adopting new technology and skill development of the artisan workers through training requirements it is advisable to go for semi automation, wherever possible, to increase production. But it should be kept in mind and be careful that, while giving opportunities for higher production, the intermediate technology should not create an environment in the household where workers are not free to work informally in consonance with their way of life. However, introduction of an intermediate technology means a genuine forward movement into new territory, where the enormous cost and compilation of production methods for the sake of labour saving and job elimination is avoided and technology is made appropriate for labour surplus societies (Schumacher, 1974).

9.5.2 Guidance and Encouragement to the Workers to Innovate and to Improve the Quality of the Products

Household industries like Bamboo-work, Cane-work, Carpentry, Pottery and

Blacksmithy have evolved out of tradition or for the cultivation of particular agricultural products, using techniques that have been handed down over the generations. The problem with this type of industry is that the potential for replication or imitation is very high. To compete effectively against low-priced foreign products, local industries in the study area need to improve the quality of their products. The market of the products being small, local industries need to develop a vision that encompasses the development of national and global markets. The simplest, most immediately effective method of guidance is therefore, to show local industries in identifying consumer needs and in developing products that, while embodying traditional culture, also conform to the tastes of foreign customers in terms of design and packaging (Nebasina, 1996). In this respect, artisan workers of regional areas would do well if the example of Thailand could be followed (Islam, 1987), which recruited leading international designers to help local industries in packaging of product and design to ensure that, besides their local character, the product of these industries are also redolent with high quality and high aesthetic beauty. In this way, products can be made to appeal to the overseas consumers.

9.5.3 Diversification of Products of Household Industries

Non-traditional goods should be introduced along with the traditional products after identifying consumers' preferences, market orientation and type of skill available. Products of artisan workers are usually traditional, utilitarian and the objects of artistic value are not commonly produced by them. Production of these items should be continued as there is high demand for these articles, but at the same time diversification of product with inception of the new technology will help increasing their production and income.

There is ample scope for introducing various products in Food-processing sector. In Handloom, scope for product diversification is very high. Non-traditional articles like furnishing fabrics, dress materials, bed covers, bed sheets shopping bags etc. can be introduced. Productions of traditional items like dokono, mekhla should not be discouraged as these are in demand too. There is also scope for introduction of weaving design, block printing, and in some cases tie and dye design. There should be a design development centre which should try to introduce tribal motifs thus maintaining distinction and continuity as well.

Other than utilitarian articles, various non-traditional items preferred by consumers and objects of artistic value can be produced by rope makers as well as bamboo and cane workers. However, all the workers should be allowed to produce

traditional items as there is high demand of those products particularly among the rural people. Proper training and skill generation among the workers should precede product diversification in these cases.

There is also scope of product diversification in Carpentry. Besides producing traditional furniture and agricultural implements, non-traditional articles like toys, crafts and other demand based furniture should also be introduced in this sector (Bhattacharjee, 1984).

In Pottery, besides the traditional utilitarian articles modern decorative products can be made especially in the slack season in large quantities. There is ample demand for these products in the market as a whole.

It is difficult for Blacksmithy sector to compete with the organised mill sector in the present market set up. It is therefore, recommended that the artisan worker of this sector should concentrate on servicing and repairing instead of manufacturing as they have monopoly over it especially in rural areas. Modernisation of agricultural sector have widened scope to earn further avenues for them like repair of tiller parts, shallow tube wells and hand pumps (Jain, 1980).

9.6 Policy Recommendations for Marketing Facilities

9.6.1 Extension of Marketing Support to the Household Industrial Articles

A good market for the products of household industries is important to promote the well being of the artisan workers or small entrepreneurs (Rao, 1989). Marketing support can be given to workers group through institutional arrangements or departmental support, so that the workers may get a better return. The essential element of mass marketing is that items demanded by the consumer should be available where the consumer demand exists. This necessitates having a wide network of retail outlets. Such networks as are available through the outlets of Manjusha, handicrafts and handloom boards, super bazaars etc. are very limited and are hardly in tune with the requirements.

There are many reasons for poor efficiency in the existing marketing arrangements, most important of which are – the inadaptability of the production to the needs in terms of attitudes, tastes and preferences of known markets, lack of quality control and non-standardisation of the product, limited size of local exploitable market, competition from the organised sector or substitute products, lack of market

intelligence and lack of constructive advertising. On top of it the artisans are, by tradition and circumstances, production-oriented and not market oriented.

To rectify the languishing marketing aspects household industries requires not only market intelligence but also active organisation for actual marketing. A marketing network can be created with the help of governmental agency, co-operative or voluntary association, for collective action. It is suggested that marketing functions would be undertaken by covering organisation, which would also be responsible for performing other functions.

The marketing of household industrial products is to reflect modern trends. The marketing system of these industries must be as equally organised and sophisticated as that in the organised sector. These sectors must produce products which in designs, quality and price can compete with the organised sector output. The product must be available where and when the consumer normally purchases it. For each product a strong brand image should be built up and projected through advertisement in mass media and other promotional measures. To give a boost to marketing, a linkup between the supply of raw materials and marketing should be maintained. With the assured supply of raw materials, the workers need to be assured of a certain amount of off-take at the minimum. Broadly, it may be assumed that an assurance of lifting 50 per cent of the products from the workers would give him great relief. The remaining 50 per cent may be left to him to meet his own personal needs and for marketing as per the demand of his clients in the local markets at hand (Sinha, 1995).

Identification of markets, other than the local, would obviously have to be entrusted to some agency. At the district level the function can be rightly undertaken by the DSMS. The agency at the state level viz. Manjusha or West Bengal Handicrafts Development Corporation Ltd. would be the right agency to undertake the functions at that level.

A separate organisation for raw material and marketing is recommended to cover household industries. For technical support and training, other organisations of a hierarchical nature starting from the group unit have also been recommended. If these recommendations are accepted, the role of the rural marketing centre will be purely a notable one for maintaining a suitable display and marketing centres at the urban level for all types of household industries. It is recommended that the Raw Material Committee (RMC) be formed and the operation of the RMC may be limited to this particularised service of the household industries.

This proposed committee would recommend that all existing structures should become multidisciplinary centre and sell such other products which can be profitably handled. But for the products of other organisations and other group units covered by the marketing chain, the rural marketing centre should preferably act as agents for sale.

The responsibility for maintaining quality of goods, studying the consumer market and pulling in the right type of goods at the urban centre should be the responsibility of the DSMS where intensive development is contemplated.

Where new rural marketing centre have to be developed, it is desirable that from the beginning they are developed as multi-commodity display and sales centre. They should be placed squarely under the DSMS.

The study observes and wants to make it clear that one sale centre in an urban market may not be enough for pushing the entire production of household industries to market. Existing private retail shops should in any case be fully brought in the chain of distributors. The workers at present not being able to hold back the products and have to go to the middleman or trader who does the effective distribution for the festival and other seasons. The marketing organisation will have to take over this important role.

The marketing organisation has to cover one very important problem of the present marketing system. The problem is that the artisan has to continuously produce and earn a livelihood though his wares have generally a seasonal market. Strategy of marketing coverage must have facilities for storage to keep goods in condition till the festival season and push the wares in the ready markets. A suitable linkage with government purchases can yield an assured market for the produce of the household industries. The artisans wares will be accepted by the marketing organisation only if it fulfills the basic standards laid down for the goods by the organisation. There should be no compromise in this matter (Ganapathy, 1979).

It is to suggest that a neutral body for resolving disputes about quality may be set up by DSMS under DIC for each district, comprising of technical experts who will be relevant to the problem. The decisions of these technical groups will be binding on both parties.

To push the goods and clear the goods quickly from stocks and encourage the workers to produce more, the strategy should be for a lower price during the off-season. There has to be some organisations, which studies the market patterns and changing tastes and then prepares the specifications for new types of goods that have to be produced. This responsibility can be divided between the central government and the

state governments. The district marketing organisation and the state marketing organisation can draw the standards for purchase of goods from the artisans on their assessment of the market.

The whole focus to the development of household industries need to be market oriented and commercial and not sheer production-oriented, and should ensure fair wage to the workers. It is recommended that in the initial stages marketing through advertisement will have to be a service to be rendered by the state organisations for the development of household industries. A subsidised service for this purpose will be fully justified. This of course will have to be linked up with the capacity of the chain of organisations to produce the quality and quantity required in the market. If a proper marketing strategy is evolved, it should be possible to sell the products of household industries in new and distant markets in the country. The state will have to take the initial lead in developing such industries most prevalent in the state (Sood, 2007).

The centre's contribution will be provision of marketing intelligence, training institutions, design development and suitable guidance to the states in improving their marketing strategies. Many products of the household industries are finding special markets in foreign countries and therefore, it is recommended to have full tapping of such potential markets.

9.6.2 Expansion of Existing Marketing Channels

Majority of the units of traditional household industries, being small have limited marketing resource and capabilities. Presently, the most important channels for traditional household industries are religious and cultural activities that attract the tourists in large numbers, which provide opportunities to promote the sale of local products. However, such activities take place over a limited period of time. The key issues in guidance provision are how to get tourists to buy local products on regular basis, and how to market these products in other parts of the country and overseas. In future, government agencies organising large-scale events of this sort need to co-ordinate their activities with other agencies, arranging the participation of local industries that fall under the merit of other ministries and agencies, and working to create new marketing channels for local industries (Agarwal, 1983).

Besides the arrangement for the display of local industries' products at international trade shows, the government should also organise international exhibitions in India. These exhibitions would give household units in the study area the opportunity

to study the products of local industries of other countries, while at the same time providing a venue for international exchange, helping to strengthen the image of local industries of the district. They would thus constitute an important channel for strengthening the development of local industries (Prasad, 2001).

With regard to the development of international markets, the government can undertake the selection of the most distinctive products and then commission private-sector organisations to organise overseas promotional activities or to attend international trade exhibitions in other parts of the world. Foreign distributors could be employed to market the products, thereby increasing the level of exposure that these products enjoy. Indian overseas representative offices and trade promotion offices would have an important role to play here (Paraswar, 1969).

9.6.3 Setting up of Separate Markets for Household Industrial Articles

In the past, artisans were allotted some space in the market place for the sale of their produce and where they could sell the product based on consumer's taste and preference. Presently such system does not exist. Therefore, it is advisable that the system should be restarted all over again. The space in the market place must be allotted to the household industrial workers so that they could sell their produce directly to the consumer. Such a market for the household industrial products brings an interaction that could certainly bring motivation on the part of workers to bring about change in motif for the further development of the same.

9.6.4 Setting Up of Urban Hats and Sale cum Demonstration Centres

In order to promote the household industrial products at the places of tourist spots, sale centres may be opened to provide regular marketing channel to artisans (SEEDS, 2006). A sale cum demonstration centre may be established at important urban centre like Alipurduar. Government may release fund for the same as part of promotion of household industrial products. TRIFED and other craft development bodies should set up tribal emporium at important places of tourist destination like Lataguri, Madarihat etc. Support from Industrial Development Bank of India (IDBI) in this regard may be sought, which gives assistance in setting up emporia and marketing centres for facilitating the sale of household industrial products (Malhotra, 1985).

9.6.5 Promoting the Globalisation of Household Industrial Articles

As India opens up her door to the multinationals during the post-liberalisation

era, it is not only the economies that often meet in the global market sphere, but also the people and culture. Indian economy experiences the existence of both the traditional household crafts and modern mechanised production. It is true that during the present day of globalisation, the local household based industrial products have enough opportunities in the global market. However, to be competitive in international term, products of the study area need to be able to offer innovative, high-quality products (Sandesara, 1993).

Other important strategies for helping local industries to develop new business opportunities include the holding of and participation in international exchange activities, and the promotion of image building advertising in order to build up international awareness and attract the interest of consumer from other countries. To make the products globally acknowledged and commercially viable, steps should be taken together by Ministry of Information, Commerce and Tourism. But, careful intervention is needed to prevent hijacking of profits, intrusion of middlemen in order to promote marketing and to maintain originality as well as identity of the products, therefore, ensuring high growth of the sector. This will help the workers enlarging their choices in life and expanding human capabilities, something that could lead to human development (Jena, 2006).

9.7 Policy Recommendation for the Development of Household Industrial Articles through Tourism

The impact of tourism can be powerful on people who come into direct contact with tourists particularly on those who work in tourism facilities. Tourism provides economic benefits as well as emphasizing the cultural and identity aspects of the local population of the host country and as a tool for job creation and raising the level of economic welfare. Among developing countries, international tourism is seen as a way to gain foreign capital. When the artisans begin to cater the tourist market, their work often loses its (authenticity) and the result is commodisation of culture. On the other hand, far from leading to a degeneration of arts and crafts, tourism can contribute to their preservation and revival. Traditional household based or community based crafts or industries are a vital part of country's cultural, national and popular heritage over the centuries, these products have been associated with the style and mode of people's living (World Tourism Organization, 2008) However, today these industries are threatened with extinction of various reasons. This sector, while benefitting from the

demand from tourism, can lose out on quality because this demand sometimes goes hand in hand with dramatic degeneration of finished product. Tourist demand can provide the basis for the growth and diversification of artisanal production and the creation of markets in major tourist areas (Follad, 2006).

If there is any sector whose fate is intimately bound up with that of tourism, it is clearly that of the household industrial sector or craft sector. Indeed, whatever the type of tourism whether resort holiday tourism or tour holidays, the tourist never fails to take home the obligatory souvenir. Tourism has developed into a new market for the household based handicrafts industry, and the articulation of the tourism handicrafts mechanism is seen through the creation of new products directed towards the domestic and foreign tourist demands (Toops, 1993). Tourism is considered as a creative industry, which has a vast potential for improvement and growth. It flourishes best where it provides variety and ethnicity. Household industrial products have always been given the 'piggy' status, presumed to be riding on the back of tourism by producing goods for the souvenir industry. However, Dilli Hat, the Surajkund Crafts Mela and many other such experiences have shown that the reverse is the reality. These experiences and mechanism be extended in collaboration with different nodal agencies to the study area as this area has a rich cultural heritage. Besides, tourism is one of the main stay of the economy of the study area. The region has both the composition of tourist both domestic and international. If planning is extended incorporating tourism, household industrial products and the workers would transform the greater perspective of the cultural aspect of the region and provide sizeable earning to masses as well. Tourism can be packaged around the workers and his or her handmade, exotic, utilitarian or merely attractive articles, all of which create a cultural identity that is unique to that area or region – the very thing tourists look for rather than synthetic or easily replicable products (Smith and Brent, 2001). Low cost handmade products made by local communities should be made available so that it can draw large numbers of tourists who want to shop for the local rather than global brand names which they can always access with boring familiarity in modern shopping malls. It is, therefore, recommended that the traditional artistic products of the study area be brought in the itinerary of the tourist.

9.8 Policy Recommendations for Protection from Organised Sectors

Development of household industries like Handloom, Bamboo-work, Carpentry

and Pottery is not possible unless measures are taken for its protection from organised sector. Government must enforce reservation of some items exclusively for the household industrial sectors. For example, especially the Handloom and Pottery sectors needed such actions. Besides, government should impose a cess or levy on identified industries so that similar products from household industrial sector are protected from competition. A statutory tax making system must be the first essential for a levy or cess on identified industries (Rao, 1978). Government should give protection, so that whatever is produced in the household industrial sector, may not be allowed to accomplish by other sectors. Government may have to take steps for the up-gradation of skills of the artisans to produce non-traditional goods in terms of shapes, designs and forms. For example, in Pottery steps may be taken to encourage the artisans to manufacture decorated garden and flowers pot. However, protective and promotional measures should aim at increasing the growth potential along with the survival of these industries (Papola, 1982).

9.9 Policy Recommendation for the Development of Infrastructure

Lack of infrastructure is the basic problems of household industrial sectors. Infrastructure facilities were either very weak or non-existent in majority of the rural areas. In urban areas, with necessary industrial climate and infrastructure facilities were comparatively better (Malegawekar, 1973). Development of infrastructure is necessary for the survival as well as promotion and development of many household industries. In connection with this, following policy recommendations have been made.

9.9.1 Establishment of Workshop and Workshed

Workshops can be established in different blocks of the district to strengthen the technical set of the workers. This will help the workers to reap the benefit of the appliance or the machine for their work. This community workshop should be strictly under community supervision and monitored by the groups working on the trade. There should not be any hinge from outside to disappoint the working of the workers. They must be free to use the benefit of the community workshop. In the same way work-shed can also be established in different blocks for the same purpose. State government should make the provision for the supply of required tools, implements and machineries at the subsidized rate with technical support. It is also important to make provision to provide the artisan workers with the supply of the modern scientific tool kits and a workshop be set up for the immediate know how by the concern institution at village.

9.9.2 Setting up of Institute of Design

With the view to procuring the extensive market for the products of household industrial sector, design should be improved according to the tastes and preference of the consumers. In some of the industries, there are ample scopes for introducing new design, which may widen the foreign as well as the domestic market. The regional design development centre may be helpful in this regard. Further, the designs that are often over elaborated may also be simplified so as to economise the cost of production. Under such circumstances, it has been suggested that the state government might consider setting up an Institute of Designs under the aegis of Directorate of Small Scale Industries or any other departments at some suitable place. The design centre will work with the mission to become professional centre of design excellence and innovation, disseminate technical knowledge and develop skill. Some of the artisans producing different household industrial articles may be deputed to design centre for undergoing refresher training course to this direction. This design must represent traditional ethos and art of the region while designing a new artifact. Besides, these designs may be circulated by the development agencies network after market analysis of its demand. The design centre shall also work for value addition of products of art leading to higher demand of the products while preserving the traditional skill and excellence and blending with contemporary marketing content and taste for the products. The central or state government should also explore the possibility of involving ITI for skill development and training in household industrial sector.

9.10 Policy Recommendation for Extension of Employment Opportunities During Slack Season

Household industries like Handloom, Bamboo-work and Cane-work require more skilled artisans for their development. It is suggested that young men and women belonging to all communities should be trained by the master artisans to have more production without any marketing bottleneck. It has been observed that during the busy season some entrepreneurs getting bulk order from the traders suffer from shortage of skilled workers. Whereas, during the slack season they are without the continuous employment and sit idle. Therefore, it is recommended that state government emporium and the co-operative marketing agencies should get standard articles of most popular items produced for their stocks during the slack season so as to provide regular employment to the artisan workers.

9.11 Policy Recommendation for the Establishment of Co-operatives

Except few co-operative societies in Handloom, Pottery no such societies exist in other household industries. There is an immediate need for co-operative societies organised on the sound footing so that they give a lead in the manufacture of the quality and standard products and make the workers co-operative minded. These co-operative societies should take up the responsibility of supplying raw materials, purchase of finished goods from artisans, marketing and provision of credits. A scheme of rehabilitation of different household industrial units should be taken up by these co-operatives which can be made viable with supervised credit. The main ingredient in this programme will be the share capital participation of the state government. The National Co-operative Development Corporation may be the participating body for giving loan to the state government for their capital participation. New co-operative societies should be formed with optimum number of artisans to visualize the initiation and funding of sick units. Once the co-operative societies are formed, further developmental measures such as usual faculties of loan, grants, subsidies, marketing, design assistance, mechanization and equitable distribution of products can be effectively channelled. It has been observed that the artisan workers are highly dependent on dealers for the supply of finance and for marketing of their products. The result is the exploitation of the artisan workers by the dealers. It is suggested that the co-operative societies should be strengthened more in order to reduce significantly the exploitation of workers by traders. Besides, the co-operative societies should be given adequate assistance in respect of share (Kamat, 1986).

9.12 Policy Recommendation for Sustainable Development of Household Industries

9.12.1 Active Cultivation of the Human Talent for Household Industries

As the educational level in the study area is increasing, many household industries faced with shortage of young people interested in carrying out these age old traditional business. In spite of the various efforts undertaken by the government to rejuvenate the traditional household industry at state level as well at national level, the local household industrial units could not enjoy the benefit of planning and development programme. At the level of basic education, more works needs to be done. In addition, secondary schools and higher secondary schools need to arrange visits to local household industrial work place and to include materials relating to local

industries in their teaching material. By doing so, they can inculcate interest in young people who may in future decide carrying out a traditional or special local industry. In the area of human development, the government needs to provide funding and training opportunities, making effective use of cultural and artistic talent to help the sectors giving their products a unique flavour or develop their own brand. In this way, the cultivation of cultural and artistic talent and enhancing the artistic value of local household industrial products can be a boost to the sector. The cultivation of managerial and marketing talent provides an effective means of strengthening the management and efficiency of local household industrial products.

8.12.2 Building of Consensus to be Achieved at Local Level

It is an important element in the process of providing guidance to household industries to build of consensus at local level. The operation of local organisation and groups are often the important factors determining whether or not a local industry succeeds in transforming itself. After the completion of the formal guidance period, these local organisations and groups can play a significant role in the development of the industry. The main source of competitiveness for household and special local industries is the ability to maintain or develop a local character. The success of this local character depends on whether a consensus can be formed among local inhabitants, and on how actively they participate in the process of fostering the industry's development. Local organisations and groups normally enjoy good relations with the local community, enabling them to undertake the communication needed to build up consensus with respect to the upgrading of culture, technology, innovation and value added, and to encourage the development of environmental consciousness. Only then will it be possible for local industries to achieve sustainable development and enhance the quality of life for local inhabitants, while they themselves can grow steadily and take control over their own destiny (Vyasulu, 1987). One of the biggest constraints facing guidance providers is how to overcome opposition to the local industry development plans, by establishing a strong platform for calm, reasoned discussion so as to get everyone in the community working together for a common goal, and turning local political factions from an opposing force into a supporting one. Nevertheless, this is a challenge that must be overcome if the unnecessary waste of resources is to be avoided and a new vision to be established for the community as a whole.

9.12.3 Cultivation of Local Guidance Team

Household industries are generally very closely integrated with the local community. It is comparatively easier to communicate and build a consensus with the people who are from the same community than the outsiders. If the guidance team can be formed at the local level, then even after the completion of formal period of guidance, the household units in the industry in question will have someone they can address queries to, and the guidance team, which will now have built up significant experience, may be able to provide guidance to other industries in the same area. By forming local guidance team, work can be made to settle to facilitate its continuing implementation over the long term. The government's guidance planning should also emphasis collaboration with local guidance organisations, so that these small sized groups have opportunities to learn, to build up experience, and to cultivate local talent.

9.12.4 Extension of Consultancy Services for Household Industrial Sector

It is recommended that consultancy /seminar should be organised from time to time for different household industries for the benefit of artisan workers, exporters and dissemination of market intelligence, up-gradation of technology, standardisation of quality and packaging for higher value addition of products. In such a scenario an all India survey for promotion of household industries need to be carried out and the results of the survey may be utilised for formulating policies while drafting plan proposals.

9.12.5 Popularisation of Household Industrial Products through Media

The household industrial products can thrive if these can be popularised among masses, both urban and rural. In order to popularise the household industrial products among the masses, more utilitarian articles should be produced at cheaper rates. Moreover, wider publicity through news papers, journals, television and other medias, and also through the opening of more show room and arranging exhibition would go a long way in popularising the household industrial products among masses. Unless masses form the bulk of purchasers, such industries cannot thrive. Besides these, Duars region of the district is by itself renowned for its world famous wild life and it is an important tourist destination. So it is further recommended to include the important household industrial products itinerary of the tourist destination as such the workers gets the first hand contact to find customers' taste and preference for some of the

valued household industrial products like handloom articles, products of Bamboo-work, Cane-work, Pottery etc.

9.12.6 Identification and Recognition of the Artisan Workers

It is reported that the artisan workers occasionally face problems regarding his identity. Issue of identity card to the workers is essential to avoid confrontation with the government official. This would not only facilitates the workers for marketing the product but also to mitigate other problems such as transporting raw material, availing concession on transportation, banking, education of their children, and other extended facility what so ever available. Issuance of identity card to artisans is necessary to avoid harassment and confrontation.

9.13 Policy for Implementation of Welfare Schemes

Provision should be made through government by introducing medical insurance for health of the household industrial workers and relief from illness, in a very short term especially for the critical illness. These systems could be helpful in liberating the workers from the clutches of the money lenders, traders and dealers of the products as much of the money in the medical expense are credited from these agencies. Thus, the workers are reduced to misery due to illness.

The DIC should implement various welfare schemes with central assistance for the benefit of the workers judiciously. Under this, work sheds may be constructed for the workers. For implementing health package scheme for workers DIC must take up the matter to cover the different scheme for workers life insurance cover for the family as a whole (Vepa, 1986). Besides, it is suggested to cover workers under group insurance scheme with L.I.C. to help workers who die in harness.

9.14 Policy Recommendation For in-depth Research

It has been observed that in the study area the problems of different household industries vary from place to place. Therefore, unless various studies are conducted on the whole or partly, it is very difficult to form a rational and meaningful idea of what is required to be done for their growth and development. So far, no studies have been done on their problem and how to overcome them, particularly at the regional levels. So, need of the hour is to understand the previously mentioned issues either as a whole or a part through studies. It is, therefore, recommended to set up research and development unit at regional and district level to give thrust and for the revamping of

the household industrial articles and the artisan workers reaching out to the masses at village level.

9.15 Other Policy Recommendations

- (i) To make production system more efficient, the needs of the household industrial units relating to infrastructure should be fulfilled. Power supply, water supply, transport and communication provisions, financial provisions should be handled by the right authority.
- (ii) The traditionally used communication network should be improved and market centres and points of social and cultural importance be connected with the main district road on priority basis.
- (iii) Before implementing any scheme, technical feasibilities and other possible infrastructural facilities should be examined.
- (iv) Government should take such steps that all household industrial units, irrespective of size and capital can be brought under the coverage of insurance policies.
- (v) A single line of administration can be recommended which assumes the overall responsibilities for the development of the household industries that can take care of all aspects for reducing the inconveniences faced by the workers.
- (vi) Tool centre may be established at least at the sub-division level so as to facilitate workers to explore and get the first hand experience of the modern appliances. The development agencies should also make the provision for the supply of required tools, implements and machineries at the subsidised rate with technical support.
- (vii) The household industrial sector has not been focused of its' elaborate art and craft. It needs an attention of planner, academicians, businessperson etc. as there is no such literature on it so far. While looking back on the household industrial products, one usually gets the reference from the census reports. Thus, effort may be laid to get the facts and figures of the study area in detail by the concerned department. This would be necessary for the planner to frame policy and implement the same to foster the sector (Sao, 1988).

9.16 Conclusion

The above outlined policies are not an exhaustive one. These policies are subject to change with changing time, environment and the activity. Many more policies may be necessary for bringing significant changes in all the household industrial sector. This however, needs examining specific problems of individual units and entrepreneurial ability of any particular household industry. It goes without saying that implementation of alternative plans and realisation of policies will need very efficient and devoted functionaries, since the workers or beneficiaries here directed by stereo type motivation and inward-looking conflicting cultures of many groups. It may be necessary that the entire programme for the development of household industry may be marshalled through various governmental institutions and selected voluntary organisations bestowed with missionary zeal.

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