

Congress Ministries at Work

(1946 April—1947 April)

With a preface by

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PREFACE

For the information of the public, it has been found necessary by the A. I. C. C. Office to bring out this brochure, reviewing the activities of the Congress Ministries in the various Provinces, since the resumption of office in April, 1946. This review has been made by Mr. K. Mitra of the Economics and Political Research Department of the A. I. C. C. Office and is based upon authoritative reports received at our own request from the Publicity Department of the various Congress Governments. In the following pages Mr. Mitra has endeavoured to place before the public only a bird's eye-view of the various important legislative and administrative measures which the Congress Governments have either adopted or which are under their active consideration with a view to implement the pledges made in the Election Manifesto and to meet the critical situation which the country is facing to-day. A careful perusal of the pages of this brochure will, I hope, convince the unprejudiced reader that the achievements of the Congress Ministries within such a short period of less than one year have not been inconsiderable and if he will compare dispassionately the gravity of the economic and political situation, then prevailing, with the improvements effected during these 12 months, he will, I am confident, have a better and more intelligent appreciation of the nature and extent of such achievements. In the introductory chapter Mr. Mitra has explained the circumstances which prevailed at the time of assumption of office and he has described the critical situation which the country was faced with, as a result of nearly

seven years of Adviser's autocratic régime and of the various repressive laws directed against the civil liberties of the people. Moreover, the country was also then faced with a most critical food situation and with an administration which had become corrupt due to the unrestricted powers it enjoyed in the matter of controls of essential commodities without any check of public opinion or any consideration of public interest or convenience. That some of the hardships consequent upon the retention of control are still weighing heavily upon the people is a matter of grave concern to the Congress Governments and every effort is being made to reduce these hardships by gradual removal of controls and if their retention for the time being is considered absolutely essential, to have them administered efficiently and equitably. Much of the criticism levelled against the Congress Governments is based upon insufficient knowledge, about the efforts that these Governments are making to rehabilitate the economic life of the people, which had been terribly upset by the exigencies of war and by the callousness of the Advisers' régime in neglecting to look after the needs of the civil population. This brochure, it is earnestly hoped, will help to dispel any such misgivings in the mind of the reader. It will also help him to appreciate in proper perspective the significance of the measures which the Congress Govts. are adopting to reconstruct the economic, social and cultural life of the people in accordance with the fundamental principles, so clearly enunciated in the Election Manifesto of the Congress.

But for the bold decision the Congress took in 1946 in accepting the responsibilities of office and the determination with which it has, in spite of all difficulties, persevered to ease the situation, the reader well may guess what the consequences would have been.

Many important and far-reaching political change

have taken place during the last 12 months and still more revolutionary political and constitutional changes are impending which will demand constant and anxious attention of the Provincial Governments. The country is passing through critical period in her fateful history and the revolutionary situation which is developing consequent upon the final transfer of power from British to Indian hands can only be successfully and advantageously faced, if the people rally round the Congress.

The country is fortunate, in having, during this critical period, popular governments in the provinces which must be fully supported in the maintenance of law and order and in the adoption of such measures which the exigencies of the situation may demand.

If this brochure helps the reader to a better understanding of the objectives, the Congress stands for, and to inspire in him the confidence about the ability of the Congress to guide the country through these critical times and to shoulder still heavier responsibility of office, which the transfer of power to Indian hands would entail, the following few pages will not have been written in vain.

JUGAL KISHORE

INTRODUCTION

The ban imposed on the All India Congress Committee in August 1942 having been removed by the Government in the month of August, 1945, a meeting of the Committee was held after 3 years in the month of September, 1945 in Bombay to consider the political situation. Amongst the many resolutions passed at this meeting there was one on the new proposals of the British Government and the elections to the legislatures. As the passing of this resolution led to the renewed activities in the parliamentary field, and eventually to the assumption of the office by the Congress Ministries, it would be appropriate to quote that portion of the resolution which deals with the decision to contest the elections. The resolution itself indicates the difficulties which the Congress had to face in contesting the elections but it was determined to fight the elections.

“The announcement that general elections will be held for the Central and Provincial Assemblies has been made in a manner and in circumstances which arouse suspicion. The sudden dissolution of the legislatures in some provinces has emphasised the hostility of the present governmental authorities to even the possibility of popular government in the meantime, and is totally indefensible.”

“Further, free and fair elections are hardly possible when several organisations, like the Congress Socialist Party, the Forward Bloc and Kisan organisations are still under ban, when thousands are still held in detention without trial, or are undergoing sentences of imprisonment in connection with political activities; when in many

places public meetings cannot be held without previous permission of the authorities; and when many persons are labouring under disqualifications arising out of their conviction for political offences."

"It has become notorious that the present Government in India is responsible for the widespread corruption that prevails in the country, for the gross mismanagement of the food and cloth problem, and for the supreme tragedy of the Bengal famine. Yet it is declared that, pending elections and for many months at least, this incompetent and corrupt administration shall continue its misrule. The proposals of the British Government, become, in this context, still more significant indications of their desire to hold on to power in India as long as they possibly can and with all the means and methods at their disposal."

"In spite of the handicaps that the Congress will labour under, as related above, and in order to demonstrate the will of the people, especially on the issue of the immediate transfer of power, the A. I. C. C. resolves that the forthcoming elections be contested, and directs the Working Committee to take all necessary steps in this behalf. The Committee is confident not only that the people will respond to the call of the Congress on this vital and urgent issue, but will also, with the added strength and assurance that the past years have given them, carry the struggle for the independence of India to a successful issue in the near future."

The A. I. C. C. also authorised the Working Committee to issue an election manifesto to enable the public and the electorate to know what the Congress stands for. The following quotation from the Election Manifesto will give the reader an idea of the pledges the Congress made to enable him to judge as to what extent the Congress Ministries have implemented their pledges:

"The Congress has stood," it said, "for equal

rights and opportunities for every citizen of India, man or woman. It has stood for the unity of all communities and religious groups and for tolerance and good-will between them. It has stood for the freedom of each group and territorial area within the nation to develop its own life and culture within the larger frame work."

"It has stood for the rights of all those who suffer from social tyranny and injustice and for the removal from them of all barriers of inequality." "The Congress has envisaged a free democratic state with the fundamental rights and liberties of all its citizens guaranteed in the constitution. The constitution, in its view, should be a federal one with autonomy for its constituent units, and its legislative organs elected under universal adult franchise." The Manifesto stated the Fundamental Rights which the Constitution should provide for. There was also a definite programme of revitalising the economic life of the country completely exhausted by 200 years' imperialist exploitations and relief for the peasant and the worker.

Though the Congressmen themselves had no misgivings about the results of the elections, the sweeping success of the Congress in the elections was beyond the expectations even of the optimist and unmistakably demonstrated the increasing hold the Congress had on the public mind. The Government and the reactionary groups must have been terribly disillusioned by these sweeping successes as they imagined that six years of unexampled repression had disintegrated and demoralised the Congress and inspired fear in the public mind against supporting the Congress.

In the Provincial Assembly Elections out of 1585 seats the Congress captured 923 of which 303 were uncontested. The total votes polled were more than 19 million. Out of 151 seats reserved for the scheduled castes the Congress Scheduled Caste candidates won 36

seats unopposed, and 105 seats contested with 2182.2 thousand votes. Election results fully proved the unrepresentative character of the Scheduled Castes Federation of Dr. Ambedkar. It could get only two seats with a fourth of the votes polled by the Congress Scheduled Caste candidates. Among the Muslim voters, while the League polled 4.5 million, the Non-League parties polled 1.5 million. This at once demonstrated the weakness of the claim of the Muslim League to be regarded as the sole political organisation of the Muslims. What was still worse for the Muslim League, in the North West Frontier Province while Congress Muslim candidates returned to the Legislature were 19, the number of successful League nominees was only 17. This was an effective reply to Mr. Jinnah's theory of two nations and Pakistan.

Though at the time when the decision to contest the elections was made by the A. I. C. C. it was not originally contemplated that the Congress would accept office, but the march of events after the elections left no alternative to the Congress except to shoulder the responsibilities of office in the provinces when they had the absolute majority.

The deteriorating food situation threatened a famine on an all India scale unless it was checked by mobilising public opinion in favour of austerity measures and by inducing the producers to release their stocks of grain. The advisers' régime which had lost the confidence of the people either in their intention to check corruption and black marketeering or in their ability to avert famine, could not meet the situation unless it was replaced by a popular government. The events that followed the assumption of office justified the faith of the public and the famine was averted. The Congress Premiers assured the people that not a single individual would be allowed to starve for want of food and have creditably

succeeded in carrying out their assurance. Moreover, the political situation was also undergoing a change for the better. The announcement by the British Government of their decision to send a Cabinet mission to India to enter into fresh negotiations with the representatives of the people was couched in such a language that it became almost impossible for the Congress to reject it outright. Consequently the Congress was left with no other alternative except to accept office and to carry on the administration till it was found impossible to extend their co-operation to the British Government in the administration of the country. Events have so far justified the wisdom of the Congress in the steps it had taken either in forming an Interim Government or in carrying on the Provincial Administration.

The Congress Ministries took office at a time when conditions were admittedly abnormal. It was not a question of merely picking up the threads which were suddenly broken in 1939 after a brief spell of office for a little over 2 years. Much water had flowed down the bridge since. And 1946 was not 1939. A prolonged global war had left scars on almost all the sectors of nation's life. While on the one hand the economic structure had almost wholly collapsed, the rigours of an irresponsible administration had brought about a feeling of intense exasperation and frustration among the people. The average man looked forward to a period of freedom from not only wants but also from restraints.

It has to be realised that a brief period of a year is all too short to bring about a millennium specially in the economic field. The problems in this sphere are all intricate and not unoften of a global character. Economic progress has to be planned. Planning requires thought and discussion. The year that has closed has necessarily been a year of planning. Considerable time has been given to finding ways and means, drafting

and introducing legislations and setting up the machinery to implement them. The efforts of the Ministries have been hampered times without number by communal strifes and the persistence of a heightened type of corruption, a legacy of war-time inflated business and bureaucratic régime. Besides, the slow moving administration and service personnel could hardly keep pace with the dynamics of popular government.

Still, as the following pages will show in detail, there has been a change in the atmosphere. Immediately on assuming office the Ministries restored civil liberties and tried successively to remove the barriers which impeded the free flow of normal political life. The Ministries have eased the Food Situation by a successful drive for procurement and increased production and by checking corruption and black-marketeering. As agricultural efficiency depends on a sound land tenure, effective steps have been taken to remove the intermediaries between the tiller of the soil and the State and to introduce suitable tenancy legislation. Agricultural Departments have been reshuffled and irrigation policies have been re-oriented. Distribution of agricultural loans, seeds and manures have been popularised—there has been a drive for resuscitating the dying village industries and crafts with a view to relieve the pressure on land and to raise the standard of living. To aid the industries, big and small, efforts are being made to generate cheap electricity through hydro-electric plants. Possibilities are being explored to make the villages self-sufficient in the matter of cloth by stimulating the hand spinning and handloom weaving. Each of the Ministries is pursuing with a crusading spirit the programme of liquidating illiteracy, drunkenness, untouchability and exploitation either in fields or factories. Producer-cum-consumer co-operatives are being developed to eliminate the middleman. Last but

not the least, autonomous village administrative units are being built up, because the independence of the individual's personality and judgment demands decentralisation of power both political and economic.

CHAPTER I

RESTORATION OF CIVIL LIBERTIES

“The Congress has envisaged a free democratic State with the fundamental rights and liberties of all its citizens guaranteed in the Constitution.”

—*Congress Election Manifesto 1945 Dec.*

Elected on this supreme pledge of democracy and liberty the first act of the Congress ministries was to set free the patriots from behind the prison bars, and to remove the barriers impeding the free flow of normal political life. A ministry of Congressmen, who had themselves been in the fore-front of the struggle for freedom, was ill at ease so long as it could not redress the wrongs done by the bureaucracy during 1942 Movement.

Thousands of political prisoners were released. Detenus under restriction and detention orders were set free. Externment orders were cancelled. Warrants of arrests of absconders were withdrawn and surveillance on politicals was stopped.

The Government of U. P. prevailed upon the Central Government to release Sri Jai Prakash Narayan and Dr. Lohia who were in Agra Fort.

The very day the Bihar Ministry was formed the orders of release of Shri Jaglal Choudhari, who was undergoing a long-term imprisonment, were passed and he was taken in as a member of the Cabinet the very next day.

All existing bans on political organisations were lifted. The Ministries ordered the refund of securities

demand of and deposited by the Press. Orders in respect of some books and publications proscribed for political reasons were cancelled and films declared uncertified due to their political background were released from restrictions. In Bihar securities were refunded to the Search-Light, the Rashtravani and the Yogi. In Bombay six newspapers and 20 printing presses benefited under such orders. The Govt. of Bombay lifted the ban on 61 books.

During the 1942 Movement the Advisers' Governments had imposed large sums of collective fines in many districts in the provinces. The Congress Ministries passed orders for the wholesale refund of those fines. While in other provinces the fines would be refunded to persons from whom they were realised, in U. P. the Government decided to distribute the money allotted for the purpose in the Budget, to be utilised for the welfare of the public in accordance with the wishes of the people themselves.

The Ministries also took up the question of compensating those who suffered due to the action of the Police or the Military during the 1942 Movement. The compensation includes cases of loss on account of confiscation of property, occupation of and damage to property. The Governments decided to restore lands and houses which were sold and to reinstate tenants ejected from their houses for taking part in '42 Movement. In Bihar the Ministry decided to compensate the dependants of persons who were killed. The District officers are required also to give particulars of those persons who did not die but suffered physical or mental pain as a result of police or military firing.

In U. P. Government servants who were dismissed during the '42 Movement were reinstated. The Governments of Bombay and C. P. and Berar have decided to reinstate all Government servants who resigned or were

dismissed on grounds of participation in the Movement, in the posts they held at the time of their resignation or dismissal. The C. P. and Berar Government have decided to employ and resettle the personnel of the Indian National Army and reviewed the question of restoration of grants to private institutions in connection with political movement. In Madras hitherto persons convicted of political offences or detained under the Defence of India Rules could not be entertained in the service of local Boards or Municipal Councils. The Ministry has now removed this disability. A similar disability existed in the case of lawyers also. To do away with such a bar a private bill has been introduced in the Central Assembly. But to give immediate relief to disqualified persons, the Government of Madras propose to proceed with Provincial legislation as a temporary measure until it is superseded by Central legislation.

It must, however, be noted that while the Congress ministries treated with the utmost sympathy the cases of those who acted under a genuine motive of service to the country, they made it clear that the most stringent action would be taken against any infringements of law and acts of violence, whether the offenders called themselves political workers or not and whatever the ostensible motive of the offence might be. This was indicated very clearly in the handling of the Satara troubles by the Government of Bombay.

CHAPTER II

SUPPLIES OF ESSENTIAL COMMODITIES

Food

The Ministries assumed office in the midst of a food crisis. India was facing an overall deficit of about 3 million tons. There was a crop failure of an unprecedented magnitude. For a long time India was dependent on foreign imports of food-grains—India's prewar imports in this respect amounting to 1.5 million tons. But due to unsettled conditions specially in Burma and East Asiatic countries India was not getting the normal supply of food-grains from these countries. Besides, the Grow More Food Campaign under the bureaucratic administration during the war years failed to rouse sufficient popular enthusiasm. While substantial sums were spent for propaganda there was not much perceptible change in the acreage and yield in the production of food-grains or shifting of land from cash crops to food crops. Early in February a Food Delegation had been sent to the U. K. and the U. S. A. to plead India's case for import of cereals before the London Food Council and the Combined Food Board, and in the middle of February the basic cereal ration had been reduced from 16 to 12 ozs. per day and the supplementary ration from 8 to 4 ozs. per day. People were anxiously waiting for an assurance of supplies from the Combined Food Board.

A vague apprehension of famine and starvation was gradually developing. And there was a sense of help-

lessness among the masses in the face of utterly corrupt officials and unsympathetic administration.

Taking over in this back-ground the popular ministries, however, did not hesitate to announce their determination that none should starve; be he a villager or townsman, for want of adequate provision in the Government stocks. This announcement was essential as a timely check to progressive demoralisation and loss of confidence.

One of the chief difficulties in the efficient administration of control measures was the absence of reliable data of the actual production and consumption of food-grains. To obviate this the Bihar Ministry arranged for a sample survey of the villages of the Province.

To meet the alarming food situation the ministries generally took the following measures:

- (1) To intensify the efforts to mobilise local resources and in case of deficit provinces to press for imports from outside;
- (2) to adopt austerity measures so as to avoid wasteful consumption of food;
- (3) to consolidate by enlisting popular support, and, where necessary, to extend arrangements for distribution of food-grains;
- (4) to bring food within the reach of all, particularly in the scarcity tract, and to take precautionary measures to protect the vulnerable groups;
- (5) to increase production by rehabilitating "Grow More Food" Campaign.

The popular ministries launched vigorous drives to mobilise local resources by holding Food Conferences and mass rallies. The Governments of Bihar and C. P. and Berar introduced the scheme of compulsory levy. In Bihar Monopoly procurement schemes were tried in

selected areas. The Government of Bombay announced that "every person in the Province who has surplus grain should put it into the common stock" and that the Government would regard "any activity which attempts to obstruct the purchase of surplus for the common stock this year" as anti-social in the highest degree. To give the necessary incentive to the producer to part with the maximum quantity possible the Government of Madras put successfully into operation 3 bonus schemes. According to the schemes the producers were given bonuses according to a scheduled rate for the grains they surrendered. The effect was remarkable and the stock position increased considerably.

It is really a matter to be congratulated that in this country-wide atmosphere of scarcity, the Congress Ministry in Assam was able to send large quantities of rice and paddy to Madras and Bengal without allowing the internal situation to deteriorate in any way. It was a great call and Assam responded in a splendid manner. It was all the more creditable particularly because there were some scarcity areas within the province. The Governments of the Central Provinces and Orissa came to timely rescue of the deficit province of Madras.

But mere control over supplies would be of little avail unless control over distribution was consolidated and extended. This involves on the one hand strengthening distribution arrangements particularly in the scarcity tract and, on the other, formal or informal rationing of additional commodities with a view to regulating offtake or stabilising prices.

Prior to the advent of the popular ministry, in Madras rationing on a statutory basis was enforced in all municipal towns and their suburban areas as also in a few non-municipal towns and in the Malabar district. By the end of September '46 rationing on non-statutory basis was made province-wide. In Bombay more towns

were placed under statutory rationing and the number of Rural Distribution centres increased to 3880. In Bihar projects for expansion of rationing to all big towns were actively considered and instructions were issued to local officers to introduce some sort of partial rationing in deficit rural areas like Saran, Hajipur Palaman etc. In U. P. a scheme of partial rationing was introduced which allowed the citizens of a town to exercise their option in the matter of coming under rationing.

In a period of scarcity, it is necessary to avoid as far as possible wasteful consumption of food. With that object in view the Government of Bombay issued an order in May 1946 prohibiting distribution of eatables to 25 or more persons throughout the Province and the order was strictly enforced. By another order in the same month the number of courses to be served by establishments throughout the province were reduced from three to two.

The ministries also felt that purely official distribution, however well intentioned, could not get the amount of public support necessary for efficient distribution of commodities which was the only way to make up the shortage in supply. Besides, the people were expecting more of the essential commodities as the war had long been over and during war years they had been fondly hoping for better state of things after the war. Persistent short supply created resentment in their minds and resulted in irresponsible and bitter criticism. With a view to disabuse the public mind and to lay all the cards before them so that they might realise the inevitability of shortage and consequent rationing, in almost all the provinces, village, taluk and district advisory committees were formed with popular members.

With a view to minimising the hardship, particularly to the poorer section of the community, the Govern-

ment of Bombay adopted a scheme for subsidised food grains to be supplied to the scarcity districts at a rate approximating to that at which locally procured grain would have been sold in a normal year. This scheme is expected to cost the Government nearly Rs. 80 lakhs during the current year. Heavy subsidies estimated at Rs. 330 lakhs were paid by the Government of Madras to make the imported food-stuffs available to the public at reasonable prices.

The Government of Bombay adopted a scheme for distribution of milk to the vulnerable groups, i.e., expectant and nursing mothers, children up to the age of 14 and sick persons, in the urban and rural areas of the scarcity tract. Under the scheme, milk reconstituted from separated milk powder was distributed in 12 selected rationing towns and milk reconstituted from full cream milk powder was distributed at more than 850 centres in the rural areas of the severe scarcity districts. The distribution was free of charge and the quantity of reconstituted milk given to each person was $\frac{1}{2}$ seer per day.

A similar scheme of free distribution of milk among the children reading in elementary schools in the scarcity areas was sanctioned by the Government of Madras.

In Bombay Vitamin A and D tablets specially prepared at Haff-Kine Institute and multi-vitamin tablets imported from the U. S. A. were also distributed free to children upto the age of 12 and expectant and nursing mothers in all the scarcity areas.

In the face of widespread food-shortage the ministries felt the need of popularising unfamiliar food-stuffs among the people, and instructing them to utilise supplementary food. In Madras a special staff was appointed to tour extensively in the province to give demonstration in the actual preparation of various

tasty dishes from unfamiliar stuffs as maize and sweet potatoes etc.—

To increase the supply of food-stuffs each of the provinces carried on an intensive campaign of Grow More Food. We should discuss this aspect of the Ministries' work and achievement under Agriculture.

Cloth

While the Ministries were trying to ease the food situation, their attention and energy had to be diverted to relieve the distress caused by shortage of cloth. During the war a part of the country's textile plant was reconditioned for supplying the military requirements. That created a big drop in the supply of civilian needs. This created a volume of pent up demand. To get food from eastern countries a few hundred million yards of textile had to be exported. Production also suffered because of strikes and communal troubles. The transport bottlenecks and shortage of fuel supply were further causes of fall in textile production. In fact the difficulty created by scarcity of cloth was as acute as that due to food deficit.

Before the advent of the popular ministries rural areas were the worst sufferers in the distribution of controlled commodities, specially in the matter of cloth. Complaints from them could not reach the Government as easily as those from urban areas. Even when they reached, the remedy could not be equally effective. Rural areas did not get a fair share of controlled commodities and where a fair share was allotted it never reached the villages. Whatever went to the rural areas was again not distributed fairly among all sections of the population. There was no workable arrangement for issue of special permits in rural areas unlike those in urban areas. To remove maldistribution, a detailed procedure for allotment and distribution of quotas as between urban and rural areas was laid down.

In U. P. the Government put the urban and rural population on the same level as regards the cloth quota, and provided the province receives its supply in full, everyone will be assured a quota of 11 yards per annum.

In view of the yarn shortage a scheme for distribution of yarn to the weavers through co-operative societies at cheaper rates was put through.

In Bihar also the urban quota of cloth was equalised with that of rural areas so as to release more cloth for the rural areas than had hitherto been possible. The distribution of yarn and cloth was reorganised reducing the quantity diverted for special permits and standardising the method of issuing special permits and the quantity to be issued and releasing more cloth for general supply to the consumers. The imperative need of forming elected panchayats in every village which will assist in and supervise the distribution of cloth and other essential commodities on an equitable basis became manifest. Such panchayats are multiplying in number and this silent revolution now taking place in the countryside through the net work of village organisations will soon reflect itself not only in the more equitable distribution of essential commodities but also in giving the masses the necessary training in autonomy to manage their own affairs.

Government have under consideration the encouragement of multi-purpose co-operative societies which will function both as dealers and representatives of consumers.

The method of Co-operative distribution of controlled cloth and yarn is being strengthened in Orissa. The Utkal Co-operative Cloth and Yarn Syndicate which is a Co-operative body had been formed to act as the sole provincial importer of cloth. The cloth imported by the Syndicate used to be distributed to

different districts through the agency of its member wholesalers. Steps have now been taken to eliminate the member-wholesaler as an unnecessary link in the structure of distribution. Co-operative societies of dealers are being formed in each sub-division to receive their supplies direct from the Syndicate. These Co-operative societies of retail dealers are already functioning in some sub-divisions.

The channel of distribution of yarn from the producing mills to the whole-sale importer, from the wholesaler to the retailer and from the retailer to the consuming weaver has been decided to be put under Co-operative societies. The whole-sale importer is a Co-operative Society for importing textiles as well as yarn. Weavers' Co-operative societies have been formed in rural areas at the rate of one for every 300 looms. The weaver derives his quota of yarn through the co-operative society which gets yarn from the sub-divisional yarn Co-operative society which again gets it direct from the Utkal Cloth and Yarn Syndicates. A tendency was marked of weavers to smuggling their yarn out to border districts and States instead of turning it to cloth as smuggling was obviously more lucrative. To check this practice, the weaver has now to turn his yarn into cloth and produce it before a member of the Union Committee for a certificate that the yarn issued to him has actually been turned into cloth. It is only after production of this Certificate that the weaver is entitled to his next quota of yarn. This scheme precludes the misuse of yarn. It also ultimately aims at the fixation of price of handloom cloth, which was exempted from price fixation by Government of India and was selling at an exorbitant rate. Now the Government of India have delegated powers to provincial Governments to control the price of handloom cloth. The Orissa Government have already taken steps to standardise production of

handloom cloth and to fix its price. In Bombay also the Government had had to tackle the problem of handloom and power-loom cloth, yarn and ready-made clothing so as to have the maximum quantity of cloth available for distribution in the province. With that object in view, a scheme has been worked out for price fixing for the production of powerlooms having four or less looms and for all handloom cloth. As regards yarn, a complete census of all handlooms, powerlooms, hosiery and other machines is in progress. In February '47, a system of licensing ready-made cloth merchants was introduced in order to control their manufacture and to check malpractices.

To supplement the meagre quota of cloth received in the provinces the Governments adopted different schemes. The Government of C. P. and Berar arranged for the purchase of 9 lakh yds. of mill cloth and 2½ lakhs ready-made garments from Disposals Directorate valued at Rs. 15 lakhs. The Government of Bihar decided to encourage through the All India Spinners' Association the production of handspun and handwoven cloth. Certain special facilities have been offered by the Government for the purchase of handspun yarn from the spinners and their conversion into cloth. To make up for the shortage the Government of Madras adopted the Khadi Scheme. The scheme had two aspects—intensive and extensive. The extensive part will be tried for the present in seven selected areas where free instructions in hand-spinning and hand-weaving are to be organised. Self-spinners will also be instructed. Institutions working for the spread of Khadi will be assisted in the shape of local manufacture of charkhas and implements. The intensive part of the scheme aims at bringing about self-sufficiency in Khadi and for the present will be tried in 27 firkas selected for rural development where Khadi ideal is extremely popular.

One of the important charges against cloth control is that production does not pander to popular taste. To meet the complaints regarding unusable varieties, the Government made arrangements in November '46 with nine Mills in the Central and Southern Divisions of this Province to eliminate production of unsuitable varieties of cloth and to switch on to more suitable varieties for wearing apparel. Similar efforts are being made with the mills in Bombay and Ahmedabad.

Other essential commodities which were in short supply were also put on the ration list. Statutory rationing of sugar was introduced in the provinces. In some provinces Gur and Khandsari were placed under controlled consumption. Before the decontrolling of edible oils by the order of the Central Government there was an acute shortage of mustard oil in Assam and after strenuous attempts the Provincial Supply Department could persuade the Government of U. P. to release 3700 mds. of mustard oil. In most of the provinces extra supplies of Kerosene oil released by the Government of India were diverted almost wholly to the country-side.

There was a phenomenal growth of corruption among officials during the war years. The flow of money was free and Government servants fell easy preys to temptation. Bribery and corruption were the wheels on which blackmarketeering, hoarding and smuggling proceeded unchecked. The popular ministries took prompt steps to eradicate the evil and to prepare the fundamental basis for successful operation of a controlled economy. In U. P. a full-fledged department under the control of a D. I. G. of Police assisted by 3 superintendents of Police, 6 Deputy Superintendents of Police and suitable number of Inspectors etc. was brought into being. The Department is required to investigate all cases of corruption referred to it by the heads of departments. In Bombay three Anti-corruption Units were

established—one each in Gujrat, the Deccan and the Karnatak. Bombay city has a separate unit and all units are functioning under the direct guidance of the Home Minister. In Madras a special C. I. D. staff has been sanctioned to detect cases of corruption and black-marketeering. Care has also been taken for the vigilant supervision of subordinate staff in posts in which the temptations are too great. The importance which the Ministry attach to the question of rooting out corruption in the Government Departments can be gauged from the fact that it is proposed to appoint a committee with a chairman of the status of a High Court Judge to advise the Government on the steps to be taken to that end. The Governments have also taken steps to mobilise public opinion against this evil. In U. P. Anti-corruption committees have been set up in each district. In C. P. and Berar the work is being carried on with the joint efforts of the Anti-corruption Section in the Police Department and an Anti-corruption Advisory Committee. The drive of the popular ministries against corruption is not merely a paper propaganda. In Orissa during the last year more than 500 cases were detected, the majority ending in conviction. With the growing public co-operation the anti-corruption drive would gather momentum and place the administration of Civil Supply on an even keel.

During the last year the country passed through one of the worst years of scarcity. It was apprehended that a devastating famine would visit large areas of the country, particularly in the South. Through strenuous efforts of the ministries and unstinted support of the people the country passed through the crisis without any loss of life. There was acute shortage in other spheres as well. The ministries spared no pains to relieve the distress in all possible ways. There was distress but the people felt that all that was possible had been done.

CHAPTER III
AGRICULTURE
SECTION I

“India under British rule, has been progressively ruralised, many of her avenues of work and employment closed, and a vast mass of the population thrown on the land, which has undergone continuous fragmentation, till a very large number of holdings have become uneconomic. It is essential, therefore, that the problem of land should be dealt with in all aspects”—*Election Manifesto*.

One of the fundamental facts of Indian Economic life is that our agriculture is not paying. While it employs about 72% of India's population it lags far behind in efficiency in comparison with the condition in other countries of the West as well as of the East. The low yield has been due to several factors—uneconomic holdings, want of an organised policy in improving implements and manure, lack of drive in pursuing the irrigational policy, dearth of capital at cheap rates and paucity of trained personnel to guide the Indian agriculturist to progressive methods.

The benefits of agricultural research carried on at huge expense of public funds did anything but to help Indian agriculture to increased efficiency.

Agriculture since 1919 Reforms came to be a transferred subject in the Provincial Administration. But in almost all the provinces the department failed to respond to popular needs. The limitations imposed by the

Constitution in respect of illogical division of subjects and want of resources are responsible for the failure of the Agriculture Department. But the primary factor responsible for its failure is the bureaucratic way of administering the Department.

Against the back-ground of overwhelming shortage of agricultural commodities and the soaring food prices during the period of the War the department in every province launched a campaign of "Grow More Food." Huge sums were spent. But there was no perceptible increase in the output.

The popular ministries, therefore, had to give high priority to a programme of galvanising the Department of Agriculture. The main features of their activities were:—

(i) To continue, and in many cases on a larger scale, the measures initiated by the previous Governments to increase production and (ii) to take new measures such as are warranted by the existing situation. The chief methods adopted to achieve increase in production were:—

- (1) Improving the yield per acre;
- (2) Transfer of area from non-food crops to food crops;
- (3) Bringing more land under cultivation; and
- (4) increasing the production of protective foods such as vegetables, milk, eggs and fish.

In Bombay under the Growth of Food Crops Act a cultivator has to grow food-crops only in a specified area of his holding. The Scheme for the distribution of ammonium sulphate for the manurial purposes alone cost the Government more than Rs. 8 lakhs. Government is now considering a scheme for the preparation and distribution of 'Mixed Manure' consisting of groundnut cake, ammonium sulphate and bone-

meal, in the proportion of 8 : 2 : 1. This manure is expected to give better yields of food crops with the added advantage of being more economical to use. The production of foodcrops can be increased appreciably by lift irrigation. All possible sources are being tapped to obtain the necessary plant and machinery for this purpose. Already about 50 pumping plants have been secured from the military surplus and these have been allotted mostly in scarcity areas to co-operative, societies and individual cultivators who have agreed to grow food-crops. The policy of improving the existing minor irrigation works which was initiated by the previous regime is being continued and a Committee has been appointed to investigate the possibilities of harnessing the tail waters of the Tata Hydro-Electric Power Stations in the Kolaba District for irrigation purposes. An allotment of Rs. 29,59,000 has been sanctioned for the grant of *taqai* advances to cultivators for the construction and improvement of wells, tanks, purchase of seed and fodder, purchase of bullocks. The tenants of alienated villages did not, hitherto, get *taqai* loans as they did not possess land or collateral security. Now the tenants who are cultivators should get *taqai* loans, as far as possible, in kind against the security of their tenancy rights. With a view to intensifying the programme of minor irrigation works Government have decided that the District Rural Development Boards should be asked to formulate schemes for such works for their districts.

In Madras while the previous Government were distributing manure free of cost to poor and deserving ryots to an extent of Rs. 2000/- in each district, the present Government have increased this limit to Rs. 4000/- in respect of Vizagapatam and the Nilgiris districts. The Export of manures was strictly restricted. Under the Government's schemes of production of short term paddy it has been estimated that an area of about 1.74

lakhs of acres was manured at a cost of Rs. 32.74 lakhs. It would result in an increased production of about 33,500 tons of paddy. The scheme for manufacture of compost from town refuse in municipalities and Panchayat Boards and from waste vegetable matter in the villages is being continued with a fresh impetus. As regards the supply of improved varieties of seed the previous Government had a scheme for the distribution of improved variety of paddy seeds in 13 districts. The present Government have considerably extended the scope of this scheme and made it applicable to all the districts. According to the scheme, improved varieties of paddy seeds, millets, pulses, groundnuts and green manure will be distributed all over the province. It is estimated that the total area that would come under improved variety as a result of this scheme will be about 100 lakhs of acres at the end of three years. The extra yield anticipated will be about 8 lakhs tons of cleaned grains. Steps have also been taken for the supply of agricultural implements to ryots. The agricultural Department has been working out a scheme for getting these implements and distributing them to the ryots at cost price. Similarly that Department has been arranging the supply of electric pumping sets, appliances, pipe-fittings and oil and petrol engines to ryots. A permanent advance of Rs. 10-12 lakhs has been placed at the disposal of the Director of Agriculture. He has been empowered to levy concessional rates for oil pumps and petrol pumps lent to them.

In C. P. and Berar Takavi loans are freely granted whenever necessary to cover the cost of the seed or manure or improvement undertaken to promote the "Grow More Food" Campaign. Schemes for the distribution of manure and seeds have been put into operation.

In Bihar the Hon'ble Dr. Syed Mahmud initiated an 11-point programme of agricultural development in

his budget speech. It aims at revolutionising the methods of farming and bringing the benefits of scientific knowledge and research to the very doors of the farmer. The scheme of free distribution of improved seeds, good manures and modern implements among the Kisans and to demonstrate on cultivator's plots improved methods of farming is being revived. Export of oil-cake has been prohibited.

In U. P. the Government have undertaken the distribution of artificial fertilisers such as Ammonia Sulphate, bonemeal and other phosphatic manure at $\frac{2}{3}$ rds of the cost. A comprehensive 5 year plan of producing compost manure from town refuse has been drawn up. The Government have further decided to open a basic seed store in every district with a stock of 8000 mds. of only pure pedigree seeds. The cost of constructing these stores comes to Rs. 17 lakhs and twenty stores were expected to be completed by March 1947. With a view to supply improved implements at very low rates some ploughs and harrows have been constructed at the Central Workshop. 20,000 Praja Ploughs were manufactured at Cawnpore for the Grow More Food Campaign. The Government decided to contribute 20% of the cost of improvement of masonry wells by boring and installing Persian wheels.

One of the banes of Indian Agriculture is the excessive fragmentation and sub-division of holdings. It involves waste of time and labour, leads to substantial area remaining uncultivated as boundary strips while permanent improvements such as bunding and fencing are prevented.

The Bombay Consolidation of Holdings Bill aims at preventing further fragmentation and provision for the settlement, determination and prescription of standard areas and registration of fragments below this standard area and prohibition of the transfer of registered frag-

ments except to holders of contiguous lands.

The ministries also considered and in some provinces provided for remedying the evil of uneconomic holdings through Co-operative Farming. Co-operative joint farming would enable the farmers to pool their resources and to get the advantages of large scale farming, at least of farming optimum holdings.

While the Governments of Bombay and Bihar are seriously considering such schemes, the Governments of Assam and Orissa have already begun the experiment. The Government of Assam have declared their policy of encouraging collective farming on co-operative basis as part of their Post-War Reconstruction Plan. Rupees 225000/- have been provided in the budget for this purpose. The Orissa Village Improvement Schemes Bill has been considered in order to experiment on Co-operative farming and crop planning.

It has been found on examination that due to laissez faire maintained by the State and under the influence of price incentive more land has passed under cash crops. The provincial ministries in their drive for "Grow More Food" adopted a policy of transferring areas from cash crops to food crops. Under the Bombay Growth of Food Crops Act the cultivator must grow scheduled food crops in a specified proportion of his holding and under the Irrigated Crops Regulation Act special irrigational facilities have been assured for the purpose. In Madras measures were enforced so that the acreage under food crops does not decrease. In respect of tobacco cultivation the Government have also laid down that none should cultivate tobacco on land on which it has not been raised in any one year during the three faslis ended with 30th June. In Bihar Government offered a special subsidy of Rs. 5 per acre for every additional acre of land brought under

cultivation for hot weather and early paddy last season in the Maniari and Ramnagar sub-divisions of the Irrigations Department in the Champaran District.

SECTION II

Irrigation

While the foregoing measures were directed to improve and rationalise agriculture on land already under the plough, the chronic deficit in food supply of the country urged the ministries to adopt measures for bringing more land under the plough. By extending the arrangements for water supply and breaking waste lands and sand dunes through tractor cultivation and checking soil erosion the provinces added thousands of acres to the cultivated area. When the schemes of irrigation would be completed agriculture would not be a gamble in monsoon.

Under the C. P. and Berar Land Survey Bill '46, the Government to introduce anti-erosion schemes have arranged through a preliminary survey to get data as regards the nature, scope and extent of the problem and to identify the areas where the ravages of erosion are most acute. In Bombay the Government have sanctioned a five year scheme for encouraging the construction by owner cultivator and tenant of 50,000 new wells and improvement of 10,000 existing wells by offering subsidies and loans. In the case of new wells the subsidy will be 25% of the total cost of construction subject to a maximum of Rs. 500. Taqai loans to cover the balance of cost of construction will also be granted under the scheme.

Cultivators are required to grow food crops in two thirds of the area irrigated during the period of the present emergency. The scheme is estimated to cost over Rs. 16,000,000 spread over a period of five years.

Assistance to cultivators in the scarcity areas and

those whose lands are infested with weeds will be intensified by the purchase of more tractors. The Mechanical Cultivation Section of the Agricultural Department has 67 tractors at present in commission which undertake ploughing on payment. These tractors are allotted for plots in the scarcity areas and substantial allotments have been placed at the disposal of collectors, in scarcity areas, for granting taqai loans to cultivators to pay their share of the cost. Fortyfour more tractors have been indented for from the Government of India from the military surplus, and when these arrive there will be a fleet of 40 tractors which can undertake ploughing on a large-scale in the Province. Concession in rates for shallow ploughing is also given to needy cultivators.

In Madras a scheme for subsidising new wells was launched, according to which, liberal financial assistance was given to those who undertook the sinking of new wells. Development Schemes in respect of unexploited areas in Wynaad and Araku Valley are also in progress and these are designed to bring more lands under the plough.

In Bihar 10,000 acres of land in Champaran were brought within the reach of irrigation. Sakri and Khora Irrigation Schemes taken up by the Government will irrigate 75,000 acres. Talaiga Scheme which will irrigate nearly 35,000 acres in Hazaribagh district and Korkar Project are receiving their active consideration. The Government propose to spend Rs. 1 crore and 39 lakhs as capital expenditure in 5 years. The lift irrigation scheme known as PBBEB has started functioning. On its completion it will irrigate 1,50,000 acres of land. The other lift irrigation Scheme is Dchri-Samram Electrification and Lift Irrigation Scheme. Under the Bihar Waste Lands Act of 1946 a large tract of Waste lands rendered unproductive by the movement of the Kosi river and other considerable areas of such lands in the pro-

vince are to be reclaimed and made cultivable and productive without delay. The Act empowers the Government to take such lands into their occupation for such period not exceeding 10 years as is necessary to restore the land to cultivation and to recover the cost of the work from the persons benefited, and then to restore it to the landlord or tenant from whom Government took it over. If the person concerned failed to take it back within one year, the Collector would be free to settle it with a new tenant on such terms and conditions as may be found suitable.

In U. P. the Government have drawn up a scheme of sinking private tube wells for farmers at half of the cost. The idea is to have 600 tube wells in 5 years. The Government subsidy alone will amount to Rs. 60 lakhs. The Government are also proposing to sanction sinking of 25 thousands of masonry wells in 5 years. The subsidy here again is estimated at Rs. 125 lacs. The Government further intends to improve 21,000 existing wells and sanction Rs. 252 lacs as subsidy for the same.

In U. P. a five year programme at an estimated cost of 7 crores of rupees has been drawn up and adequate provision has been made in the new budget for the various schemes:—

(1) Nayar Dam Scheme to be completed in 8 years will irrigate 426000 acres and increase food production by 79,000 tons.

(2) Karamnasa Dam at a cost of 32½ lakhs of rupees to irrigate rice areas in Mirzapur District.

(3) Lalitpur Dam at 27.3 lakhs will give 3000 million cubic feet.

(4) Ramganga Scheme will supplement the irrigation facilities of 2½ lakh acres in Rabi and 2300 acres in kharif.

(5) Kothri Dam Scheme will impound 7850 million cubic feet of water and 2/3rds of gross annual storage

will be available for irrigation. This will cost Rs. 3 crores.

The following canal schemes have also been undertaken:—

(1) The extension of Sarda Canal Scheme will cost Rs. 32,12,000 and irrigate 128,000 acres giving an extra yield of 23,000 tons of food grains.

(2) At a cost of Rs. 954,000 Gorakhpur Canal Scheme will irrigate 9,000 acres and produce 17,000 tons of extra food grains.

(3) A project costing nearly Rs. 3.8 crores has been approved to provide irrigation facilities in the districts of Barabanki, Fyzabad, Sultanpur, Azamgarh and Jaunpur.

(4) It is proposed to construct pumped canals from the Rapti and Kuana rivers at a cost of about Rs. 53,00,000 and Rs. 40,00,000 to provide irrigation in Gorakhpur and Basti districts. A budget provision of 18 lakhs has been made in 1947-48.

In Orissa though irrigation in a large scale with the help of multi-purpose dams on the Mahanadi is still in the survey stage, the Emergency Irrigation Division has examined a number of minor irrigation projects worth over Rs. 80 lakhs which have been taken up for construction. These consist in harnessing natural sources all over the province. Steps are being taken to arrange for experiment in tube-well irrigation too.

Research

While the popular ministries anxiously attended to the immediate needs of the provinces to augment the yield of agriculture and to fight the shortage in food and took prompt steps to extend cultivation to waste and uncultivated lands, they have the vision of a greater future in which scientific knowledge will be harnessed in an ever increasing measure to the wheels of agriculture and the fruits of research will be more effectively

employed in the service of the peasant who is steeped in age old ignorance and conservatism. To that end plans have been drawn up for sending out a number of selected scholars to foreign countries for higher technical education and practical training in the scientific methods of farming which have placed agriculture in those countries on prosperous and progressive basis and have reduced its dependence on Nature to the minimum. Bihar has already sent its first batch of scholars abroad. Others are awaiting accommodation in the Universities. A number of post-graduate scholarships are also being made available for the study of various branches of agriculture in India. In Bombay Agricultural Colleges have been sanctioned and are expected to start from June one at Dharwar in the Deccan and the other at Anand in Gujrat. Research stations are springing up. The Government of Bombay have sanctioned investigation into the methods of reclaiming Karl (Alkali) soils of the Karnatak, establishment of rice and pulse breeding centres in the Surat District and an expansion of the Dry Farming Research Station at Sholapur. The Government of U. P. have also sanctioned research for the development of fruits and vegetables. The scheme envisages setting up centres right inside the districts. At a cost of 1 lakh of rupees a Plant Protection Service has been organised to tender advice on the spot in combating the various diseases and pests and also to help the cultivator in actual combating.

In Orissa a provincial agricultural research Committee has been constituted in order to advise the Government on agricultural matters. It will prove a link between the people and the Agricultural Department, making the latter work more and more in harmony with popular views.

Government of India have established the Central Rice Research Section at Cuttack and it is expected to be

of great help in solving most of the agricultural problems of this province. A scheme for examining the problem of soil erosion in Orissa is contemplated to be taken up soon as also the problem of silting and floods.

To top all the measures to improve Agriculture steps are being taken to reorganise the Department in most of the provinces, so that it might be more responsive to the popular needs and is freed of bureaucratic procrastination. In Bombay to give proper guidance to the rural population efficient and qualified persons have been appointed in each district as District Agricultural officers to co-ordinate the work of agricultural improvement in their respective areas.

SECTION III

Forests

One of the many facets of a progressive agricultural policy is rehabilitation and proper upkeep of forests. It was generally appreciated that to conserve the cow-dung as manure, to supply the agriculturist the necessary material for agricultural implements and to give nutritious fodder from green foliage as well as to turn green leaf into manure, a vigorous and rational forest policy is necessary.

In Madras in pursuance of the recommendations of a Conservator of Forests appointed by the previous Government in 1944 on special duty to survey and assess the damage done to the Government Forests by over-exploitation during the War a Committee is being constituted for underraking a survey of forests in the province and dealing with allied questions of improving the forests as a national asset. The question of afforestation of barren areas is also being considered. The Government have authorised the Director of Agriculture to manufacture 280 ploughs for distribution as an experimental measure from hard wood grown in the reserved forests

of this province. The fee for the removal of green leaf manure from Government forests has been reduced by 50%. The question of providing further facilities to the ryots for the removal of green leaf manure is under consideration.

In Bihar a Provincial Forest Advisory Committee has been formed with a view to foster public interest in forestry and to advise Government on matters of forest policy. The question of forming District Forest Advisory Committees and of starting a Publicity Forest Division, are under the consideration of the Government.

In Bombay the Government have sanctioned a scheme for a greater afforestation programme to supply the Province's needs of timber and fuel. To provide for closer supervision, the existing territorial circles have been increased to four, and an extra post of Conservator of Forests has been created for the purpose.

The creation of a Research and Training Circle supervised by a Provincial Conservator was approved by the Government in principle in order to expand research in silvi-culture and to meet the demand for trained personnel. A temporary circle for Research and Training is likely to be created immediately and placed under the control of a Provincial Conservator. The ultimate annual cost of this training and research scheme for forest officers is Rs. 305,000,

A special working plan division called the Kanara Working Plan Division was created at an annual cost of Rs. 88000. A Forest Engineering Circle was also created, the annual cost of which amounted to Rs. 2 lakhs.

SECTION IV

Animal Husbandry

The cattle wealth of a country plays an important role in its economic life. In a country like India where agriculture is not mechanised they provide the motive

power. As man works behind the plough so also the bullock.

Besides, in this country with a large vegetarian population the importance of milk in the national diet is far more than in other countries where diet is balanced by meat and fish protein. There are in British India about 215 million cattle or as many as are in whole of Australia, New Zealand, North America and Europe (excluding Russia) put together. But due to the poor quality the cattle population is no wealth but a liability to Indian economy. In Assam, for example, according to 1945 census the total bovine population of the province comes to 4,987,982 as against the total human population of about 9 million in the 1941 census. But due to the low yield less than 23 pounds of milk is available for consumption per capita per year or about one ounce per capita per day, the minimum required for a balanced diet being 8 ozs. of milk per capita per day.

The ministries viewed with grave concern this unhappy state of affairs, which was made worse by indiscriminate slaughter of cattle during war time. The Governments of Bombay and Bihar took prompt steps against indiscriminate slaughter.

Generally a threefold programme was adopted by the ministries for improving the cattle population:—

(1) *Better Breeding*; (2) *Better feeding* and (3) *Prevention of cattle disease* through improved hospital and research facilities.

In Bihar Government have under active consideration a model scheme of improving the breed of cattle drawn up by an expert Committee. The existing goshalas and prinjrapoles will be re-organised and transformed into so many breeding centres for multiplying the improved varieties of cows and oxen.

The Government of Orissa have decided to establish a provincial live-stock breeding farm to demonstrate

improvement achieved by cross-breeding of indigenous cattle with pedigreed strains from other provinces and to supply pedigree bulls for service in rural areas. Besides the provincial breeding farm, two other breeding farms have been decided to be established—one at Jaypore and other at Russelkunda.

In Madras the Coimbatore district Board is working out a scheme for the purchase and distribution of breeding bulls. This scheme has been sanctioned for a further period of 3 years and payment has been made at the annual rate of Rs. 10000/- with a view to improve the local sheep in the ceded districts where the Cambly industry is prominent, the Government have approved a scheme for the purchase of 20 Bikkener rams and also a similar scheme of the Registrar of Co-operative Societies.

No less important is the need for the provision of adequate pasture for cattle. In Orissa a Scheme is being worked out for finding the best varieties of grass for grazing. Legislation is contemplated for ensuring compulsory cultivation of fodder crops.

To facilitate the work of Live-stock improvement the Bombay Government is considering the amalgamation of the live-stock section, which is at present under the Agricultural Department and the Veterinary Department into one Department known as the "Animal Husbandry Department." The Bombay Ministry's Schemes for veterinary development envisage the opening of more veterinary dispensaries in the rural areas, conversion of some of the existing dispensaries into "mobile" dispensaries which are now under the Local Authorities, establishment of a research centre for animal husbandry and construction of dipping tanks in tick-infected areas.

In U. P. with a view to conduct research in animal genetics, animal nutrition and animal medicine, the Government have established a live-stock Research

Institute in Muttra and have decided to run a Veterinary College in the Province.

In Assam attention has been concentrated on immunisation of the indigenous cattle. Arrangements are being made for the preparation of vaccine locally. It is also in contemplation to construct two vaccine depots for maintaining potentiality of the medicine. Research has been carried out regarding some fell diseases such as Pleuro Pneumonia etc.

In Madras the old practice of opening Veterinary dispensaries where local bodies and large landholders had promised financial support has been given a go-by and it has been decided that dispensaries should be opened wherever they are required taking into account the cattle population of a locality as well as the previous availability of veterinary aid there. Contributions from the local bodies will be insisted upon but if they are unable to contribute 50% of the contribution will be waived and each case will be decided on its merits. A motor ambulance has been sanctioned for the Madras Veterinary College for use during accidents to animals. A motor mobile Veterinary Unit for purposes of rendering aid to milch cattle in the city has been sanctioned and four motor mobile units with special staff for combating contagious diseases of cattle and for conducting mass inoculation, are awaiting sanction.

The Department has been handicapped by the dearth of trained personnel. In Assam one hundred Veterinary Field Assistants have been trained, and if wanted another batch will be trained.

Provinces like U. P. and Madras propose to open more Veterinary Colleges. In Bihar Government propose to depute a number of students abroad for training in Animal Husbandry as well as for post graduate studies in other parts of India. With a view to afford greater facilities for the study of Veterinary

Sciences, the Ministry is considering to expand the Bihar Veterinary College as also to improve the Government Cattle Farm at Patna.

CHAPTER IV

AGRARIAN REFORMS

“The reform of the land system, which is so urgently needed in India, involves the removal of intermediaries between the peasant and the State. The rights of such intermediaries should therefore be acquired on payment of equitable compensation.”

—*Election Manifesto*

Agrarian reforms are essential not merely for ending exploitation of a class by another class—of the kisans by the land-lords but they are essential preconditions for rehabilitating Indian Agriculture. The very best facilities in seed and manure and water supply, the most improved technique and live-stock will not produce the desired effect in Agriculture unless the agriculturist is given the privileges of the three F's of land tenure—fixed tenure, fair rent and freedom to transfer. The Congress ministries, as the following will show, by comprehensive legislation (sometimes improving upon the legislation passed during the regime of the previous Congress Ministry) have given effect to these but in some provinces have taken the revolutionary step of removing the intermediaries between the State and the tiller through payment of compensation. In the Election Manifesto it was assured to the Kisans that the Zamindari system which has been stopping all progressive reforms would be abolished. This is not so much for liquidating a class, which is not unoften called a parasitic class, but for meeting the national demand for more yield per acre.

This is to assure to the peasant a status on land and to prepare the ground for further reforms, e.g., introduction of Co-operative Farming and mechanised agriculture through State aid where necessary.

The Bombay Tenancy Amendment Act aims at ensuring that the rights conferred on the tenant are effectively asserted and the liabilities imposed on the landlord are effectively enforced. The modifications in the relevant provisions of the Act shift to the landlord the onus of proving that the tenant is not entitled to protection under the Act and prescribe penalties for the failure of the landlord to discharge the liabilities imposed on him by the Act. The amendments also provide that the rent shall not, in the case of dry land, exceed $\frac{1}{3}$ of the crop or its value and $\frac{1}{4}$ in the case of irrigated land.

In Bombay Khoti or village renting tenure is a special revenue system prevailing in the Ratnagiri and Kolaba Districts of the Province. In Khoti villages, the Khoti is responsible for the payment of the village assessment. He collects rent from the cultivators, realising as profit all collections in excess of the Government dues. The object of the amendment of the Khoti Settlement Act which went through the Legislature, is to safeguard the rights and interests of tenants of Khoti lands so that they will be in a position to resist any exploitation by unscrupulous khots.

In Madras the Ministry appointed a special officer to investigate the relationship between the landlord and the tenant in ryotwari areas. He has also been asked to examine the recommendations of the Malabar Tenancy Committee appointed by the previous Congress Ministry with a view to implementing their recommendations.

The C. P. and Berar Government passed two bills. (1) The C. P. and Berar Revision of the Land Revenue of Estates Bill '47 provides for the increase of takali to 50% of the malguzari assets to enable Government to

meet the increasing expenditure on social services and rural reconstruction. (2) The C. P. and Berar Tenancy (Amendment) Bill '47 has the object of giving much needed relief to the tenants who suffer invariably at the hands of the landlords at every time of their intended transfer of the land.

In U. P. the Tenancy Act of 1939 was passed during the regime of the 1st Congress Ministry. But the Ministry resigned before seeing how it worked in actual practice. Some loop-holes remained in the Act and a large number of ejectments took place during the 6 years of the working of the Act. As a preliminary, stay orders were issued to prevent further hardships. The Ministry then addressed itself to amend the Act which was actually operating against the spirit of the Act. The Amendment has been passed. It also provides for uncultivated waste being let out by Collectors to tenants if the Zamindar on receiving notice from Collectors fails to let it out. This will increase the cultivated area and add to food production.

The U. P. Government are also proposing to amend the Land Revenue Act and the Finance Minister has declared in his budget speech the Government's intention to increase the land revenue assessment on bigger Zamindars.

The amendment of the Orissa Tenancy Act of 1913 has given greater security to the under raiyots over homestead land and has given them effective protection against harassment by landlords. A further amendment provides that the judgment debtor or any person whose interests are affected by the sale of a tenure or holding may within 30 days from the date of sale apply to the Court to set aside the sale on his depositing the decretal amount with penalty.

The Madras Estates Land Act operating in Orissa has been amended to give rights to occupancy tenants

under the inamdars. The Act has been further amended to bring down high incidence of rent obtaining in proprietary estates in South Orissa in general. The main principle of the amendment is that expenditure incurred in growing and gathering the crops should be taken into account for deciding fair and equitable rent.

The Bengal Embankment Act in force in the Coastal districts has been amended to meet the difficulty in cases where the owners of private embankments are found not to be legally bound to keep it in repair. It provides for the cost of maintenance and repair of private embankments to be charged not only to persons who are expected to keep it up but also to those who are likely to be benefited by it or who will sustain loss or damage after the embankment is kept out of repairs.

The Bihar Tenancy (Amendment) Act '46 provides clearly that the landlord is not entitled to a share in the straw and bhoosa as rent out of produce of holding. This sets aside the ruling of the Patna High Court that where rent in respect of an occupancy holding is payable in kind by division of produce, the landlord is entitled to a share in the entire produce of the holding including the straw and bhoosa as well as the grain.

The Bihar Tenancy (Second Amendment) Act and the Chota Nagpur Tenancy Amendment Act will permit the average of the prices ruling in the five years before 1939 (i.e., before the wartime fluctuation of prices) to be considered in commuting rents instead of 10 years immediately before the date of commutation and will thus ensure that the tenants paying produce rents which are now to be commuted into cash rents are not put at a disadvantage as compared with their cash rent-paying neighbours and that they are not saddled with cash rents at very high rates which they will not be able to bear, should food prices drop as they are bound to in future. In selecting the period of five years before 1939 Govern-

ment have tried to be fair to both the tenants and the landlords inasmuch as during this period prices were neither so high as during the war nor were so low as during the period of slump. Government have also taken care that this amendment does not apply for any period longer than what is considered suitable in view of the economic conditions prevailing in future.

In accordance with the policy enunciated by the Congress Election Manifesto the Governments of U. P. Bihar and Madras accepted the principle of abolition of Zamindari. The principle implies the acquisition of the rights of the intermediaries between the State and the tiller on payment of equitable compensation. In U. P. a Committee has been appointed and it is proceeding with the work on a scientific and comprehensive way. To a man in the street the progress seems to be slow. But to have an economic revolution overnight and that too peacefully is an impossibility. In Bihar the work has reached almost the final stage. The Ministry is ready with a draft bill. But as in Bihar there is permanent settlement and there is no record of rights, abolition of Zamindari will take time before it is completed for every district of the province. The Ministry is, therefore, introducing a bill 'Bihar State Management of Private Estates Bill' under which the Government propose to take over private estates under their management. This will bring the tenantry immediately in direct contact with the State.

In Madras about 1/3 of the area is under "Zamindari system." The 1st Congress Ministry (1937-39) appointed a Committee to go into the whole question of the Zamindari System. The report of the Committee could not be implemented as the Ministry went out of office. The thread was taken up by the present Ministry and by the Madras Estates Land Revenue Bill it aimed at removing the disabilities of the ryots in Zamindari

areas. The recent reshuffling of the Ministry has delayed the introduction of a bill to abolish Zamindari. The present Ministry is contemplating the introduction of legislation straight-away for the purpose.

The question of removal of intermediaries in Orissa has been complicated by the operation of three systems of land laws in the province—one in the Ex-Madras area, the second in the Ex-Bihar area and the third in the Ex-C. P. area. Each system again is cumbrous. Whereas in some cases there is no intermediary interest between the State and the tenant, in others there are many intermediaries. Some of these intermediaries again are Zamindars whose puskus or revenue payable to Government is fixed in perpetuity and in the case of others it is subject to periodical enhancement. Under both classes of Zamindars there are other intermediary interests such as Padhans, Sarbarakars etc. Some of them own interests in large tracts of land, whereas others are much worse off than even most of their own tenants.

The abolition of intermediary interest has been accepted as the policy of the Ministry. The actual implementation of the policy involves a host of problems. Whether the Zamindars should be compensated at uniform rate and at what rate, whether the compensation should be paid at once or it should be spread over a number of years, whether the Zamindars should be allowed to be tenants of their nijchas lands (i.e., lands in the cultivatory possession of the Zamindars), whether a limit should be placed on the acreage of land which a bought-off Zamindar should be allowed to hold as rivoti land, are problems which need careful consideration. To go into these matters and recommend measures for adoption, the Government of Orissa have appointed a Committee on Land Tenures that are in vogue in different parts of the Province with very comprehensive terms of reference.

CHAPTER V

CO-OPERATION

“Free India may develop into a Co-operative Commonwealth.”—*Election Manifesto.*

About half a century back the Co-operative movement was started in this country to achieve better living, better farming and better business. Due to lack of imagination on the part of the sponsors and apathy of the officials the movement has a lopsided growth. Little has been achieved in the non-credit sphere. Even in respect of credit advances to the indebted peasants the movement could hardly boast of any remarkable achievement. The Indian peasant is born in debt, lives in debt and dies in debt.

Indian National Congress had always high hopes in Co-operative methods of production, distribution and finance. The above extract from the Election Manifesto points out Co-operation as the ultimate means of economic salvation of Indian masses with little education and less resources.

The Co-operative Department in all the provinces has been galvanised into greater activity under the popular ministries. During the War years the shortage of supplies was a blessing in disguise to the Consumers' Co-operative Societies. They got fresh vitality. This wartime growth is being harnessed into a planned development.

In Bihar a scheme of Multipurpose Co-operative Societies has been taken into consideration. These societies will not only cater for the economic needs of

the people, but also serve as the focal point of rural welfare activity, which is contemplated to be engaged in on a scale much greater than anything attempted hithertofore. The agency of the existing Co-operative Societies is already being utilised for the equitable distribution of essential commodities at controlled rates, and it is proposed to bring in more of village societies in this vital and pressing work.

The Co-operative movement is growing on similar lines in C. P. and Berar. A separate section of the Co-operative Department has been organised for planning rural development Schemes. In Orissa we have seen how Co-operative societies have taken up the work of distribution of controlled commodities, e.g., cloth, sugar etc. The Co-operative Department is being reorganised to meet the increasing needs of post war development programmes. A special officer with competent staff has been appointed to survey the possibility of cottage industries and organise them on co-operative basis. Some oil pressing and paddy-husking societies have been organised.

In Madras a number of District whole-sale and Primary Co-operative stores were entrusted with the work of procurement and distribution of food-grains, which they carried out efficiently. The Primary Co-operative Stores participated in the scheme of statutory rationing of food grains in Municipal towns. The Stores Societies also undertook the distribution of commodities in short supply. The formation of Co-operative house building societies for building houses for middle class people in the city was also taken up. Village Credit Societies have also been entrusted with the work of procurement and distribution of controlled commodities. In view of the fact that Co-operative Societies have expanded their work specially on the procurement side, they had to be more liberally financed. Government

have therefore permitted the Registrar of Co-operative Societies as a temporary measure to raise the maximum credit limit of the Madras Provincial Co-operative and Central Banks to 25 times their owned capital as against the usual limit of 12 and 10 times respectively.

In U. P. the scheme of multi-purpose Co-operative societies will tackle credit, better-farming, marketing of agricultural produce, cattle welfare and dairy farming, hand-spinning, supply of consumers' goods etc. As soon as the necessary staff has been recruited and trained, the scheme will be tried out as an experiment in 300 villages.

While Bombay is following the general programme of reconstructing rural economy on Co-operative basis both for the production and marketing of village industries products, attempts are being made to organise Co-operative Better Farming Societies. Fragmented and uneconomic holdings will be formed into economic blocs and redistributed among Co-operative societies of the holders who will jointly own them. The societies will also in effect be multi-purpose societies catering for all the needs of members.

In April 1946, the Government of Bombay appointed a Committee on Co-operative Education and Training, whose recommendations have been accepted by the Government. Training in Co-operation will be under the aegis of the Bombay Provincial Co-operative Institute.

Four regional schools, one in Bombay and three in the linguistic divisions of the Province Gujrat, Maharashtra and the Karnatak, will be established to train the lower staff of the Co-operative Department and other Co-operative organisations, while a college will be established in Poona for the training of higher departmental staff and persons holding key positions in co-operative institutions.

CHAPTER VI

INDUSTRY

“In the development of land and industry there has to be a proper integration and balance between rural and urban economy. In the past, rural economy has suffered, and the town and city have prospered at the cost of the village. This has to be righted and an attempt made to equalise, as far as possible, the standards of life of town dwellers and villagers. Industry should not be concentrated in particular provinces, so as to give a balanced economy to each province, and it should be decentralised, as far as this is possible, without sacrifice of efficiency.

Both the development of land and of industry, as well as the health and well-being of the people, require the harnessing and proper utilisation of the vast energy that is represented by the great rivers of India, which is not only largely running to waste but is often the cause of great injury to the land and the people who live on it.” —*Election Manifesto*

Thus runs the Election Manifesto. It gives us the picture of a balanced economy of agriculture and industry, perfectly decentralised and run with the help of cheap power generated through hydro-electric schemes. While cottage industries would be given maximum aid for levelling up the rural side, big industries should also be developed so that the country might be freed from dependence on foreign supply of basic materials. In the development of the industries while private ownership

and management will play a profitable role, co-operative ownership and management, national control and even complete nationalisation would have to be progressively introduced. The last one year of industrial development in the provinces, as the following will reveal, was generally keyed to the above programme and principle.

In U. P. the Government is following the dual policy of encouraging a rapid industrialisation of the province, giving as much scope to state control of the industries as possible, and of fostering the growth of suitable cottage industries.

In the field of large-scale industries, the provincial Government with the co-operation of the Central Government are trying to obtain capital goods for the province and setting up large-scale industries so that U. P. might get a proper share of India's industrialisation.

Measures for the proper dispersal of industries so that the evil arising out of the concentration of industries in single cities may be avoided, employment diffused, and benefits of industrialisation extended in due proportion to all parts of the Province are under consideration. In particular, Government have well in view the development of the eastern districts.

Plans to start Cement factories were considered and completed after a committee had gone into the question and in the new budget proposals a provision of Rupees 5 lakhs has been made for establishing a factory. Similarly Government are to contribute a sum of Rs. 90.35 lakhs to the Ammonium Sulphate factory to be put up at Sindhari in Bihar.

In C. P. and Berar sites for Cement and Paper factories have been decided upon, and Textile Industry is being given concessions for expansion. An Iron and Steel factory and a factory for the manufacture of alcohol for industrial purposes are getting Government

support. Government have taken a substantial share in two provincial transport companies.

In Bombay the Government have appointed a Committee to examine a scheme for the manufacture of artificial silk in the Province.

In Bihar it has been decided to set up a Super-phosphate factory to grind thousands of maunds of bones per day producing excellent manure. *The ministry has decided to oppose the setting up of new vegetable ghee factories* in the provinces as it is not sound food. On the other hand a scheme is being worked out for encouraging the establishment of new oil mills on modern lines with a view to utilise linseed which is at present being exported from the province in large quantities. This will give a sufficient supply of genuine edible oils and additional supplies of oilcake available to cultivators as fertilisers. The oil mills will also process the oil to make them suitable for paints and varnishes.

On the ground of displacement of labour the Government *opposed the establishment of artificial silk industry and ready made clothing factories.*

In Orissa for large-scale industries Government have decided to help in the establishment of cloth and jute textile mills, sugar factories etc. The allotment of the following industrial plants for Orissa has been secured:

1. Textile—Five units (4 units of 25,000 coarse spindles and one unit of 19,000 fine spindles).
2. Sugar Mill—One unit.
3. Jute Mill—One unit.
4. Umbrella Factory—Allotment for 3,38,000 yds. of umbrella cloth for 1947-48 monsoon has been secured and allotment of a further quota of 3,12,000 yds. is expected as soon as the present supply position improves.

Efforts are being made to secure the following in-

dustrial units for Orissa, and it is hoped that the allotments will be made soon by the Central Government.

Cement Plant	..	..	..	1
Paper Mill	..	..	..	1
Card Board Mill		..	..	1
Iron Plant	..	..	..	1
Alkali Plant	..	..	..	1
Plaint Factory	..	..	..	1

A rolling mill, bucket factory and mat and bolt factory are being put up and efforts are being made to build up glass, pottery and ceramic, pharmaceutical, chemical and oil industries.

The programme of Industrialisation of N. W. F. P. is a programme of nationalisation. Industrial enterprises have been placed in three categories. The 1st category would be cent per cent national concerns. In the 2nd category popular government would hold 51% of shares. The 3rd—private enterprises would be under State Control. In Cottage Industries, Kumarrappa Report is being implemented.

While the establishment of large-scale industries will naturally take time due to dearth of plant and equipment and to devise a proper plan and ways and means for financing the industries, the provincial Governments have gone ahead in the sphere of Cottage industries.

In Bombay the policy of the Government in connection with cottage industries is a comprehensive one. It covers:—

- (i) experimental work to devise improved process, appliances etc.;
- (ii) training of artisans and others in the use of these;
- (iii) grants of subsidies and loans to trained artisans;
- (iv) marketing the products of the artisans and

(v) organisation of artisans into Co-operative associations.

The work relating to cottage industries has recently been transferred from the Department of Industries to the Co-operative Department and a special officer known as the Joint Registrar for Industrial Co-operation and Village Industries has been appointed in the Co-operative Department to organise rural industries. The Government have also set up a non-official Committee to advise the Joint Registrar for Industrial Co-operation and Village Industries to run village industrial schemes. The grants given to this Committee are as follows:—

Palm Gur Industry	Rs. 21,375
Erandol and Jurmar Paper Centres ..	Rs. 20,000
Paper Research Centre Poona	Rs. 21,860
Cottage Industries Schemes	Rs. 55,820

Grants-in-aid to the extent of Rs. 1,30,250 have also been given to the Karnatak Charkha Sanghs for starting hand-spinning as a famine relief measure and to the All India Spinners' Association to the extent of Rs. 71,000.

Training in the improved design, lathes and appliances is being imparted at the door of the artisan by the Peripatetic Demonstration Parties organised by the Department of Industries. Fifty-three such parties teaching dyeing and printing, wool-weaving, cotton-weaving, tanning, fibre-work, coir, ropes and brush manufacture, lacquer work, cane and bamboo work, pottery, carpentry and smithy are working at present. It is contemplated to multiply these peripatetic parties under the Post War Reconstruction Scheme.

The finance required by the Cottage worker is provided under the State Aid to Industries Rules, 1935,

as amended in 1943. Under these rules, loans are granted to Cottage Industries for (i) construction of buildings, godowns, ware-houses, wells, tanks and other works necessary for industrial operations; (ii) purchase and erection of machinery, plants and appliances; (iii) purchase of raw materials. Loans for amounts not exceeding Rs. 2000 are sanctioned by the Director of Industries provided the expenditure sanctioned by him during the course of a year does not exceed Rs. 10,000. Loans exceeding Rs. 10,000 are not granted to a single person except with the sanction of the Government. Loans are to be secured by the borrower pledging to the Government any buildings that may be erected or any plant purchased from the loan money and in addition by providing adequate collateral security by mortgaging his lands or buildings and by providing personal or other security.

Loans and subsidies are also granted to hereditary artisans for purchase of tools and appliances. 50% of the cost of equipment delivered and erected at the site ready for operation is borne by the Government as subsidies to artisans and the remaining 50% is treated as a loan to the artisan.

Loans and subsidies are also granted to educated unemployed persons who have been trained in any industry to set up in that industry or trade connected therewith and to those already in business, industry or trade with a view to helping them to develop and expand their activities. Under this scheme grants are given for (i) purchasing of tools and appliances or machinery including cost of erection; (ii) for enabling the recipient to tide over the early stages of manufacture on a commercial scale; (iii) for helping the recipient to meet losses due to poor production in the beginning; and (iv) for similar purposes, depending on the circumstances of each case; 50% of the amount advanced is treated as a loan

and the remaining 50% as a subsidy. Grants not exceeding Rs. 1000/- are sanctioned normally, and in special cases grants upto Rs. 2000 are sanctioned. They are repayable in equal monthly instalments in five years, the first instalment to start after 18 months after the disbursement of the loan.

With a view to assisting cottage workers in marketing their finished products, seven sales depots have been opened in the province. The nine District Industrial Co-operative Associations which were set up since 1935 were assisting them in disposing of their finished products. The Government have now broadened the basis of those associations by converting them into primary industrial co-operative societies of different handicrafts and rural industries. A Provincial Industrial Co-operative Association has recently been registered and a grant-in-aid of Rs. 42,480 has been sanctioned to the Association for the current year for organising primary industrial co-operative societies.

In C. P. and Berar the Government have decided to give encouragement to as many industries as can be supported by the raw materials available. State Aid to Industries Act will contribute towards the successful implementation of this policy. A separate section of the Co-operative Department has been organised for planning rural development schemes. As a first step oil ghannies of improved type are being introduced and subsidies at the rate of Rs. 50 per ghani are offered for popularising the scheme.

Madras with Shri Prakasam at the head of the Ministry evolved a scheme for the planned development of Cottage Industries. The Khadi Scheme of the Madras Government has been dealt with in the section under Cloth. As regards other industries, a scheme consisting of three parts has been prepared for the development in selected firkas of some thirty industries including

fish-curing, jaggery manufacture, cashewnut roasting, handloom weaving, leather industry, hand-made paper making, soap making, dyeing, wood work, manufacture of trunks, suit-cases and buckets. The first part of the scheme deals with the establishment of some 200 training and demonstration units which will give training for about 4000 persons at a time in one or other of the above industries for a period ranging from 3-10 months, with a stipend of Rs. 7-8-0 to Rs. 10/- to 50% of the total number of trainees. The second part of the scheme relates to the reorganisation of the industrial and commercial museums with a view to extend their activities to the sale of cottage industries products, grant of financial aid by Government towards rent of sites and furniture, maintenance of staff etc., for Museums, and supervision of these Museums by the District Industries Officers. The third part of the scheme provides for facilities to be given to the village artisans after the completion of training to establish themselves in the trade of their choice, like loans for purchase of the required raw materials and implements or facilities for higher training in particular crafts. The Government is contemplating to open a Cottage Industries Research Institute. The scheme is estimated to cost the Government Rs. 20,56,380 under non-recurring and Rs. 27,15,428 under recurring heads.

In Bihar to overcome the crisis created by the prevailing shortage of cloth, a scheme has been introduced for the saving of handspun yarn through the Handloom Product Development Parties of the Department of Industries and for giving every assistance to the All India Spinners' Association (Bihar Branch) for increasing the production of handspun yarn. It has been decided to introduce weaving of handspun yarn as a part of the training given at the weaving institutes under the Department, so as to produce skilled weavers

who could serve to augment the output of handspun yarn.

In Orissa four industrial schools and 5 craft schools have been sanctioned. The primary purpose of these schools is to provide training in cottage industries both to the illiterate villagers who may turn out actual craftsmen and to more intelligent men who may set themselves up as master craftsmen. The crafts and industries that are to be taught in these institutions are weaving, tanning, smithy, carpentry and cane-works.

The Government of U. P. have provided Rupees one lakh for loans to small-scale workers, particularly in kind. In order to improve the quality of the products of cottage industries there is a proposal to have grading centres for quality-marking textile, leather, metal and wooden articles. It is intended that these grading centres should give designs and lay down standards of specifications which will help in marketing of goods of uniform quality.

The Government of U. P. have also taken a scheme of development of Cottage Industry on the line of survey, reorganisation and provision of tutorial classes. *The striking feature is the employment of lady supervisors in the development of chikan embroidery. In some cottage industries bulk of the workers are female. Because of the conservatism and purdah, they cannot get the benefit of the training imparted by the Industries Department officials.*

In Madras and Bombay the Governments have accepted a comprehensive plan for putting the industry of Fisheries on modern lines. In the list of protective foods fish occupies an important place. Besides, in the background of huge deficit in food, fish might be utilised as a supplementary food. It has also a manurial value, steps were taken to improve both the marine and inland fisheries.

As regards marine fisheries, Madras Government have sanctioned the purchase of 8 Motor Fishing Vessels

for off-shore fishing operations. Government have also sanctioned two ice factories, cold stores, six insulated vans and have purchased six refrigerated motor vans. Difficulties regarding fishing crafts have been removed. 8 more Demonstration Units with a view to establish aquaculture on a practical basis and to survey every piece of cultivable water in the province have been decided to be established. Demonstration Fish Farms in 4 places with Fish curing yards have been sanctioned. In order to deal with marketing the appointment of a Provincial Fishery Marketing Officer has been sanctioned. To attend to the education of fishermen's children, Government have provided for the conversion of the Fisheries Higher Elementary School in Madanapalli into a Technical High School and for the supply of free mid-day meals to fisher children attending 33 private schools.

The development of the fishing industry in Bombay is working more or less on the lines taken up in Madras. The Bombay scheme will cost the Government nearly Rs. 30 lakhs. To provide for deep sea fishing provision has been made for modern power-propelled crafts equipped with a 20 B. H. P. engine and costing Rs. 26000/- a piece. It is proposed to build seven vessels each year and make them available to the fishermen, so that at the end of five years, the fish trade will have 30 vessels costing approximately Rs. 8 lakhs.

The scheme also provides for additional schools at Kolak and Umersadi in the Surat District, Mithbad, Jaitapaur and Devbag in the Ratnagiri District and Majali in the Kanara District.

A further scheme for providing scholarships to fishermen's children for higher training abroad in different branches of fisheries and financial assistance to fishermen to adopt modern crafts aims at the socio-economic improvement of the fishermen. The Govern-

ment propose to send abroad a batch of students with B. Sc. degrees, to specialise in the manufacture of Shark liver oils, gelatine, shark skins, fish glue etc., and the methods of fish preservation, refrigeration, curing and smoking. The number of stipends given to candidates fishermen for training abroad on power vessels as mechanics has been increased. It is proposed to establish research stations at convenient centres like Ratnagiri and Karwar. Bombay will also have a Marine Biological Station. A 15-ton ice plant will be established in Bombay and five ton ice plants at important fish landing sites along the coast. Arrangements have also been made with textile mills for the supply of twine for fishermen for preparing nets.

In Orissa the Fisheries Department is being reorganised and strengthened. A scheme for catching more fish from the Mahanadi estuary is operating with success. Legislation is contemplated for conserving fish and preventing indiscriminate fishing.

To support these ambitious schemes of industrialisation adequate technical personnel and Research facilities must be developed. In U. P. besides effecting improvements in and enlarging the scope of the existing institutions, Government have completed the proposals of new occupational institutes. Subjects like Electric wiring, plumbing automobile machineries, radio technique, chemical engineering, heavy chemicals, leather, glass, refractors, food and pharmaceuticals have all been covered and provided for.

In Orissa for manning the different technical departments and meeting the requirements of trained personnel in different industries a number of candidates have been sent abroad for training in various industrial, technical and engineering subjects. During 1947-48 sixteen scholarships will be awarded for higher training abroad.

In Bihar it is proposed to establish a first grade mechanical and electrical engineering College in the industrial area of Dhanbad. The number of admissions to the degree course in Electrical Engineering at the Bihar College of Engineering has been increased to meet the increased demand for training in electrical engineering.

CHAPTER VII

POWER PROJECTS

The Election Manifesto (quoted in the previous chapter) and the Report of the National Planning Committee indicate the increasing realisation of the importance of harnessing the power that lies hidden in India's waterways. The close of the War has intensified the realisation of the manifold uses of electricity. In the face of a food crisis naturally people's thoughts turned to the employment of electricity for increasing production in agriculture. The discovery of atomic energy has set the world athinking on the line of decentralised economies through progressive use of electricity. Besides the rapid development of large-scale industries and mechanisation of village industries have demanded the generation of electricity at cheap rates. Electrification of villages has come to be regarded as an attractive amenity in village life which may serve to give a set back to landslides towards urban areas.

The Ministries took account of all these facts and decided to launch schemes for expansion of generation of power. In C. P. and Berar a full fledged Electricity Department has been created and large-scale power generating stations will begin to function from 1948.

In Bihar during the regime of the first Congress Ministry a complete plan of electrification of the province was visualised and investigations were taken in hand. These investigations are being actively pursued and the Ministry is taking whatever im-

mediate steps are possible to extend the scope of electrification and to make its benefits available as extensively as possible. The electric grid for the coal-field areas has been approved which will extend to Ramgarh, Hazaribagh, Ranchi, Purulia, Kumardhubi, Madhupur, and Giridih. A similar grid scheme for South Bihar is also under examination and a start has been made as regards its construction in PBEB Scheme.

The Electric Works Branch is being reorganised with a view to cope with the increased volume of electrical work that will result from the new schemes. By the end of this year, licences for the supply of electric energy to most of the towns in Bihar will have been granted. *In the meanwhile the Ministry proposes to make a beginning with the nationalisation of this public utility.* It is proposed to take under direct control and management the distribution of electrical energy throughout the PBEB Scheme (as is now already done in the case of Dehri and Sasaram on the D. S. Scheme), which include the electrification of Bihar Sharif, Barbigaha, Bakhtiarpur, Barh, Fatwa and Bihta.

In U. P. the following schemes for generating hydro-electricity have been decided:—

(1) Extension of the Harduaganj Power Station by increasing its capacity to 20,000 k. ws.

(2) *Riband Dam Project*—It is proposed to impound 9 million acres feet of water in the Riband Basin in the district of Mirzapur by a dam 3000 feet long and 280 feet high across the gorge at Pipri village. Hydro-electric power will be generated by the artificial fall thus created at a power station immediately below the dam. The capacity of the installed power plant will be 200,000 horse power. The scheme will supply power to the eastern and South eastern districts of the U. P., Rewa State and other adjacent territories. It will enhance

the utility of the Ganges river for navigation below Patna.

(3) *The Sarda Transmission System*—Sarda Hydel Scheme under construction will generate 20,000 K. W. firm and another 20,000 K. W. Seasonal power. The power will be distributed in the districts of Nainital, Pilibhit, Bareilly, Shahjahanpur, Kheri, Hardoi, and Sitapur.

(4) *Future Transmission System of Ganges Hydel Grid*: It is proposed to extend transmission lines concerning the Ganges Hydro Electric Grid to transmit the power to be generated by the Muhanundpur Power Station (under construction) and the Sarda power which it is proposed to inject into the Ganges Grid at Moradabad, for utilisation inside and around the western districts.

(5) *Sarda Hydel Utilisation (Gogra Pumping Scheme)*—This is a scheme for providing irrigation facilities to the districts of Bara Banki, Fyzabad, Sultanpur. *In U. P. also the Government are contemplating nationalisation of the management and distribution of electrical energy.*

The Madras 5 year plan of power generation proposes to double the generating capacity and the Government propose to spend to the tune of Rs. 15 crores on the scheme. The major electricity Schemes and extensions which the Government have sanctioned are briefly as follows:—

(i) The Pykara Plant Extensions III Stage and Moyar Extension II Stage Scheme at an estimated cost of Rs. 250 lakhs;

(ii) The Ceded Districts Scheme at an estimated cost of about Rs. 50 lakhs.

(iii) The Kurnool Distribution Scheme at an estimated cost of about 5 lakhs;

(iv) The Hindupur Distribution Scheme at an estimated cost of about Rs. 5 lakhs.

(v) The Kollegal Distribution Scheme at an estimated cost of Rs. 2 lakhs;

(vi) Conjeevaram—Chingleput—Arkonam Extensions at an estimated cost of about Rs. 17 lakhs.

(vii) Erode—Salem Extension Scheme at an estimated cost of about Rs. 25 lakhs.

(viii) Erode—Trichinopoly—Dalmiapuram Extension Scheme at an estimated cost of about Rs. 39 lakhs.

Besides these, the Government have already taken steps to acquire the Madras Electric Supply Corporation with effect from 29-8-47. The power capacity of the Electric Supply Corporation being inadequate, steps have been taken to modernise the plant and increase the capacity. The nine schemes which are in progress are expected to be completed before 1951 or earlier. Over and above these, 3 major schemes are under consideration of the Government. They are:—

- (1) Nellore Thermal Scheme;
- (2) Tanjore-Mayavaram-Chidambaram Extension;
- (3) West Godavari Scheme.

Special efforts have also been made for increasing the use of electricity in the production of food crops. A circular was issued to all electrical licensees, urging them to give utmost priority for supply of electricity for agricultural purposes. As an inducement to the Electric licensees getting bulk supply from the hydro-electric systems of the Government for agricultural extensions in their areas the Government permitted in June 1946 the grant of a rebate to the licensees on the energy sold by them for agricultural purposes. The concession is proposed to be extended to thermal areas also. In the case of self-generating licensees where plant capacity has been inadequate with the resultant consequence of inadequate supply, the Govt. have been

taking all possible steps to acquire plants from other sources. The Government by arranging with the Electrical Commissioner and the Director General of Disposals have obviated the difficulty of supplying electricity to rural areas due to short supply of suitable poles.

CHAPTER VIII

COMMUNICATIONS

Roads and railways are the arteries of the economic system of the nation. Wealth may be produced through efficient methods of production. There might be sound distribution agencies through consumers' co-operatives. But prosperity may be hampered through difficulties in the movement of goods. Communications bring prosperity. Besides emergencies—famines, earth-quakes, civil disturbances, cannot be tackled promptly in the absence of proper communications. A country's Industrial Revolution must be preceded by a programme of road-building. In England Telford and Macadame roads built up the high ways of British prosperity.

The Popular Ministries while giving effect to ambitious schemes of regenerating agriculture and industry did not forget to place proper emphasis on road-development.

The Government of Bihar accepted the following principles in planning the construction of Provincial Highways and major new roads:—

- (1) Every important industrial centre or market should be on a major district road; and should be further connected to the nearest railway station or riverine junction by a major district road;
- (2) Any subdivisional headquarters not connected to a Provincial Highway with its district headquarters should be so connected by a major district road.
- (3) Each police station should be connected with

its subdivisional headquarters by at least a major district road.

(4) Every subdivisional headquarters not already connected by a Provincial Highway to its neighbouring subdivisional district headquarters should be so connected by at least a major district road.

(5) Generally the planning of roads should be on the principle that the roads should be capable of taking road traffic into the heart of rural areas throughout the year with only minor interruptions, if inevitable. Every village in all thickly populated areas should be within two miles of such a road and within five miles or so in other areas.

About Rs. 4.38 crores would be spent by the Bihar Government during the next two years on the development of road communications. The immediate programme of the Government consists of the improvement and construction of about 900 miles of road which includes National Highways, Provincial Highways and Major District Roads in North Bihar, because the want of communication facilities in that area is more marked than at other places, particularly in the matter of metalled roads. Apart from the Postwar Road Development Programme as a wartime measure the improvement of the Grand Trunk Road within the province has been undertaken. The road was found at places to be unsuitable to carry heavy traffic, and it is now being improved to a special standard of loading at a cost of about Rs. 37 lakhs. The entire cost, however, will be met from the Central Road Fund Reserve. Another big project is the improvement of the road leading from Dhanbad to Sindri (the site of the Chemical Fertiliser Factory of the Government of India now under construction).

As a means of further improvement of internal communications, it is proposed to construct landing grounds at several places in Bihar. Railway and road

communications, particularly in North Bihar, are insufficient to meet present requirements and it is difficult to reach certain places in emergency. The work on the air strips at Patna, Muzaffarpur, Bhagalpur and Purnea has been taken up and is expected to be completed very soon.

U. P. Government's road programme is estimated at Rs. 68.70 crores, while the provision for the current year amounts to Rs. 4.49 crores. A special grant of Rs. 22,50,000 has been made to some of the municipalities for the repair of the roads damaged during the War Period specially by the military traffic. The opening of certain new railway lines has been recommended to the Central Govt. mainly in central and western districts. In the Bus Transport Joint Stock Companies with Government, Railways, and operators as cosharers are to be framed. Rs. 133 lakhs have been provided in the new budget as Government's contribution. A "Highway Code" is to be prepared and publicised. Particular attention is being paid to development of civil aviation and Rs. 10 lakhs have been provided in 1947-48 Budget.

The Government of Orissa have undertaken a popular scheme for the establishment of a Provincial Road Transport Company. To facilitate the work of formation of such a company certain sections of the Motor Vehicles Act are going shortly to be modified.

Assam also has undertaken a heavy development programme for improvement of road communications and embankment and drainage system. The Five Year Postwar Reconstruction Programme envisages an improvement of the mileage and categories of roads as below:—

- | | |
|----------------------------|----------------|
| (1) District Roads | 319.05 miles. |
| (2) Village Roads | 1857.56 miles. |

Hill areas:—

(1) District Roads	33	miles.
(2) Village Roads	178.5	miles.

During the war in Madras six railway lines were dismantled. The Ministry took up the question of the restoration of dismantled lines and recommended to the Railway Board the reinstallation of 4 of these lines. Construction of four new lines is envisaged in addition to the provision of one or more lines to link up South Kanara with Mysore or Bombay. Proposals are also under consideration for linking up Bangalore with ceded districts. Expansion of suburban railway traffic is also under consideration. As part of the Postwar Scheme the Government of Madras have in hand the improvement of useful posts in this province.

The Government of Madras also have decided to nationalise motor transport at the earliest possible date and have appointed a cabinet sub-committee to work out the ways and means for giving effect to that decision. Government have sanctioned the starting of a Govt. Bus Service in Madras city with 6 buses to begin with, more buses being put on the road as more vehicles become available.

CHAPTER IX

WELFARE OF LABOUR AND OTHER EMPLOYEES

“In regard to labour, the State shall safeguard the interests of industrial workers and shall secure for them a minimum wage and a decent standard of living, proper housing, hours of work and conditions of labour, in conformity, as far as economic conditions in the country permit, with international standards, suitable machinery for the settlement of disputes between employers and workmen, and protection against the economic consequences of old age, sickness and unemployment. Workers shall have the right to form unions to protect their interests.”

—*Election Manifesto.*

The above extract from the Congress Election Manifesto in short is the Labour Manifesto of Congress. As a mass party Congress has always stood for the legitimate interests of the workers in the fields and factories—and for the matter of that of the exploited in various spheres of life. It has been shown how through comprehensive agrarian reforms the ministries have protected the interests of the peasants. If they have not forgotten the man behind the plough, they have taken equal interest in the lot of the man behind the machine. It is not merely to stem the squalor and misery which comes in the wake of capitalist industrialisation but to oil the machinery of national production that ministries addressed themselves to a comprehensive programme of labour legis-

lation and labour welfare. It is a fact that in the atmosphere of strife and discontent engulfing the world the measures adopted by the ministries could not assure unbroken industrial peace. The work of the ministries was made all the more difficult by factors over which they had no control, such as inflation and shortage of essential commodities leading to high cost of living and by the unhealthy propaganda and activities of the communists among labourers. Fully conscious as they were of the hardships of labour, they could not but handle delicately the interests of production in the early phase of Indian Industrial Revolution.

The Government of Bombay set the pace by passing the Industrial Relations Act. It came to rectify the outmoded Bombay Industrial Disputes Act and to cut fresh grounds in several directions. It facilitated the organisation of labour by creating a list of approved unions and introducing a category of primary unions. The condition relating to the recognition of a union by the employer for the purpose of registration has been removed. The membership for a representative union has been brought down from 25 to 15 per cent and the qualifying period for registration has been reduced from six to three months.

The Act also provides for the establishment of Labour Courts to ensure impartial and relatively quick decisions in references regarding illegal charges, illegal strikes and lock-outs and complaints that either side may bring up. The Labour Courts are an innovation so far as this country is concerned.

Another provision is made for setting up Joint Committees of representatives of employers and employees in various occupations and undertakings in industry. This is a device of establishing direct and continuous touch between representatives of employers and workers and securing speedy consideration and dis-

posal of difficulties which arise from day to day relations between employers and employees.

The maximum duration of conciliation proceedings has been very much curtailed; a wider field for the exercise of discretion has been given to the Government to refer disputes to the arbitration of the Industrial Courts and the powers and duties of the labour officer have been extended to enable him to function more efficiently.

In addition to organising industrial relations through a comprehensive piece of legislation the Bombay Government created a separate Directorate of Labour Welfare whose main concern is to provide the labouring population of important industrial towns such as Bombay, Ahmedabad, Sholapur and Hubli with facilities for healthful activities and wholesome amusement in leisure hours. The Directorate has under its control 27 Welfare Centres—15 in Bombay, 5 in Ahmedabad, 6 in Sholapur and 1 in Hubli. Welfare centres have their own play grounds and arrange dramatic performance, cinema shows, musical entertainment and literary classes. Some of the larger ones have a central hall for meetings, libraries and gymnasia. Training is also given in hand spinning, first aid and home nursing. In fact these centres provide a rendezvous for industrial workers and, by giving them opportunities for relaxation, help keep them from the path of temptation.

While Bombay has gone ahead in the matter of labour legislation and labour welfare, other provinces have in their own way done a lot for labour welfare. Bombay is perhaps the most industrialised of the provinces and factory labour in organised form constitutes one of the important elements of the economic life of the province. Naturally enough Bombay Government have the most progressive labour programme.

In Assam the Oil and Coal Mine Labour is under the charge of the Central Government. Tea Garden

Labour consisting of a million souls, is the main concern of the Labour Department of the Assam government. The government are also considering ways of ameliorating labour conditions in Cement and Saw Mill Factories.

The Assam government have set up an Advisory Committee (Plantation) with the representatives of the employers, employees and labour welfare workers. The committee will advise on the measures to be taken up by the government for the improvement of the conditions of the plantation labour.

Due to the initiative taken by the Ministry in convening a tripartite Conference of the employers and employees of Tea Industry in India and the representatives of the provincial governments and the central government a conference was held in January and adopted the following measures:—

As regards wages, a report will be submitted and the rates will be agreed upon in the next Session of the Tripartite Conference.

Pending settlement of rates, and hoc dearness allowance of two annas per day will be given in Assam Valley on the increased wage of 1946 which would bring the total earnings of a male labourer to annas fourteen. Corresponding increases would be given for women and children workers in both the valleys.

Maternity benefit, sickness benefit, housing, medical aid, education, welfare activities etc. fall under the purview of the enquiry.

For ameliorating the conditions of the employees other than Labour in the Tea Gardens the government are proposing to introduce a bill.

In Madras since the Ministry took up office a number of labour disputes arose. Through the timely intervention of the government they were amicably settled. In the settlement of industrial disputes the Industry and Labour Department has a creditable record. In order

to provide employment for unskilled labourers in the areas affected by adverse seasonal conditions in the districts of Anantput, Bellary, Nellore and Coimbatore, road works were started and grants amounting to Rs. 886,524/- were sanctioned by the government to the district boards towards the cost of these works.

In C. P. and Berar the Government have appointed a Committee to enquire into the conditions of textile workers. Trade Dispute Bill and shop Assistants' Bill have been presented to the Legislature. 8 hours' day has been decided upon and medical facilities have been extended to certain Coal fields. In the mining areas three ambulance cars have been provided.

In Bihar the Government are trying to implement most of the recommendations made by the Bihar Labour Enquiry Committee of which Hon'ble Dr. Rajendra Prasad was the Chairman. Some of the recommendations will form the subject of Central Legislation. The Bihar Maternity Benefit Act (1946) has been brought into force to implement the recommendations of the Bihar Labour Enquiry Committee with regard to maternity relief.

A special officer has been appointed to prepare an industrial Housing Scheme. A Census of Industrial Production is being set on foot under the Industrial Statistics Act. The compilation of the Cost of Living Indices is being put on a sounder footing as a result of exhaustive family budget enquiry undertaken at the important industrial centres of the province. Attempts are being made to make the provisions of the Workmen's Compensation Act widely known and the Labour Commissioner has been appointed Commissioner for Workmen's Compensation in all contested cases. The factory inspection department is being reorganised and strengthened.

In U. P. a Labour Enquiry Committee with Sri

R. R. Bakhale, M. L. C. (Bombay) (who has long-standing connections with the Trade Union Movement in this country) has been appointed. The terms of reference are wide and the enquiry is intended to be comprehensive. The Committee has issued a questionnaire. The Committee will, however, recommend ad interim proposals with regard to wages, hours of work etc.

An Inquiry Committee appointed to inquire into the outstanding questions relating to labour employed in Sugar Factories has already submitted its report. An Adjudication Board was set up in respect of the industrial dispute existing in the Martin Group of Industrial Undertakings. An adjudication Board was appointed to adjudicate in the trade dispute in the printing presses in Lucknow.

U. P. Shops and Commercial Establishments Bill has been introduced.

In addition to the establishment of an Industrial Relations machinery the Government have accepted a comprehensive programme of labour welfare. The question of labour housing in Cawnpore has been referred to a high class American planning expert and a survey of housing conditions in other industrial centres outside Cawnpore is being made.

A lump sum of Rs. 20,000/- has been placed with the labour Commissioner, to enable him to reimburse industrial concerns, where cooked food canteens are set up, to the extent of their losses on these experiments. The Labour Commissioner has been authorised to organise one off the ration food canteen at Cawnpore and a similar canteen at Lucknow.

CHAPTER X

EDUCATION

“Adequate arrangements should be made for the education of the masses with a view to raising them intellectually, economically, culturally and morally, and to fit them for the new forms of work and services which will open out before them.”

—*Election Manifesto.*

Under the bureaucratic control the educational system of the country had no touch with the needs of the people and the country. It was used generally as a machinery for rearing the personnel of the ministerial ranks of the administration and a few fortunate members of the Civil Service. There was very little emphasis on mass literacy which is the foundation of Swaraj. There was inadequate provision for technical education and fundamental research which support the economic machinery before and after industrial revolution.

There was little thought for education through purposeful activities and vocational education, which might check unemployment generally and unemployment of the educated middle class in particular. There was no planned drive for cultural uplift of the backward elements in society.

The programme of education taken up by the Ministries is a programme of national education in the sense that it subserves the needs of the nation and keeps pace with the spirit of the time. Wide in outlook, bold and realistic in vision and popular in sympathy, the Minis-

tries have undoubtedly salvaged Education from its narrow, anaemic and anachronistic existence.

Introduction of compulsory Primary Education in the shortest period throughout the province has been given the foremost priority in these plans.

SECTION I

Compulsory Primary Education

In Bombay at an Education Conference convened by the Prime Minister in June 1946, the general opinion expressed was that compulsion should be extended in the first stage, at least to a four year course for the age limit 6-11. Children should be brought under compulsion progressively, taking the age group of 6-8 first year and carrying it to 6-11 in the fourth year. The Government have decided to follow this programme and, to begin with, compulsion will be introduced first in villages with a population of 1,000 and over and later in all other areas.

In U. P. with a view to making education universal a comprehensive scheme has been drawn up under which compulsory Primary education in urban areas where it was not in force was extended and 2,200 new primary schools will be opened each year for 10 years till every two villages in the province are provided with a school, with the ultimate aim to provide one school in every village with a population of 100.

In Bihar the Primary Education Act has been amended so as to allow compulsion to be introduced for boys between the ages 6 and 14 and girls upto the age of 11 in the area where basic education is in force to enable experiments being made so that on the basis of the results obtained compulsory education may be planned on a wider basis.

In Assam Primary Education Act has been amended

to improve the administration of Primary Education.

In Orissa the Government sanctioned a sum of rupees five lakhs in 46-47 budget and a similar grant in the budget of the current year for improvement of primary schools in the non-agency areas. In order to encourage primary education in the partially excluded areas of the province Rs. 1,30,000 were provided in the Budget of 1946-47 for the establishment of 100 primary schools in backward areas. This is proposed to be continued at the same rate for the next four years.

The greatest snag in the primary education was the very low pay given to the primary school teachers. In most of the provinces substantial relief has been granted to the primary school teachers. In Bombay when the Ministry assumed office, the Primary teachers were on strike. The Ministry assured them that their grievances would be looked into with the utmost sympathy and consideration.

The Government after carefully considering all factors and obtaining expert advice, issued orders sanctioning higher scales of pay with effect from 1st August '46 for trained and untrained teachers and dearness allowances at Government rates was also made payable to all teachers with retrospective effect from July 1, 1944, the Government bearing the entire extra expenditure on this account.

The recent increase in dearness allowances paid to Government employees has also been extended to primary teachers. The Government has further sanctioned the grant of interim relief to primary teachers at the same rates as for Government servants. The Government has for this purpose disbursed about 98 lakhs of rupees as advance to Local authorities for the current year. The Government have also given assurance that as soon as the Central Pay Commissions' Report is received, the primary teachers' pay will once

again come under review along with that of Government servants. Government have also sanctioned the grant of bonus to primary teachers as in the case of Government servants. The new pay scales have secured uniformity throughout the Province. The ultimate annual cost on account of this increase in the pay scales and on account of the programme of compulsory education may go up to well over Rs. 8 crores.

The Government have also issued instructions to all Administrative officers to advise their School Boards that teachers who had taken part in the Civil Disobedience Movement of 1942 and had resigned or were dismissed should be re-employed as teachers in permanent vacancies.

In Bihar schemes for revising the salaries of teachers of all grades are under consideration and as a temporary measure, to give immediate relief, Government have sanctioned payment of dearness allowance at an average rate of Rs. 10 per head per month to primary and middle school teachers with effect from 1st December '46 involving a total cost of nearly 50 lakhs of rupees a year. Similarly a sum of rupees ten lakhs has been sanctioned for payment of dearness allowance to secondary school teachers—private and aided. These do not include dearness allowance paid to teachers of Government schools and colleges.

In Assam the pay of the primary school teachers has been increased—the trained teachers are getting a five rupee increment. In the beginning the municipal School teachers were left out. Later on this barrier was lifted and all primary school teachers irrespective of their departmental affiliations are receiving equal treatment.

In Orissa during the war years the minimum pay of primary teachers was kept at Rs. 7—less than that of agricultural labourers. One of the first tasks of the

Ministry was to raise the scales of pay of primary teachers to a maximum of Rs. 20/-.

The expansion of elementary education postulates the availability of trained teachers. In C. P. and Berar ten additional normal schools for training of primary school teachers and three Diploma Training Institutes for Secondary School teachers have been opened. Government of Madras have also sanctioned additional training classes.

In view of the programme of compulsory primary education, a very *large number of school buildings* will be required in each province. In Bombay the Government are anxious to spend on the voluntary donations that may be forthcoming in their districts together with Government grants which will be substantially increased hereafter. An expenditure of Rs. 32 lakhs per year has been provided for the construction of school buildings in the Government's reconstruction programme.

In U. P. the buildings of the new primary Schools will as far as possible be provided by the villagers themselves with a subsidy from the Government to the extent of Rs. 1000/-. Each school building will have a garden and an akhara attached to it. A library and a reading room will also be provided for each school. In the new budget a provision of Rs. 28.16 lakhs has been made for the purpose.

As the present costly types of buildings for these purposes are obviously beyond the resources of the country, cheaper types but fulfilling the requirements of sanitation, accommodation, durability etc., will have to be evolved. In Bihar the work of constructing buildings for basic schools in Brindaban area is being developed on a wider and more comprehensive basis. It is also being examined if the same building may be used for both a school and a hostel.

SECTION II

Basic Education

Basic Education or education through purposeful activity is no more an experiment. It is the accepted programme of the eight ministries without an exception.

In Bombay, Basic Education was introduced, in 1938 and at present the Government run 54 special Basic Schools. For further expansion, trained personnel and adequate equipment are necessary. Until these become available, the Government have decided, as a first step, to introduce craft training in all primary schools and extend the syllabus of training colleges to cover Basic Education also. The scheme is expected to cost in the neighbourhood of Rs. 14 lakhs (non-recurring) and Rs. 7 lakhs (recurring). The Government have started refresher courses in Basic Education for staffs of training institutions and assistant deputy educational inspectors at the Training College at Poona and also deputed some teachers from the department to Wardha for training in Basic Education in the training class organised by the Hindustani Talimi Sangh.

In Madras two training schools have been opened for the training of teachers in the basic system of education and about 12 officers have been deputed to Wardha to attend a course of training there. A representative board has been constituted to advise the Government on matters pertaining to basic education. The Government have also undertaken to arrange for the publication of textbooks on Basic Education in Tamil and Telegu.

In U. P. Government sanctioned the opening of 200 Basic Primary Schools for boys and 200 for Girls in rural areas, with effect from July 1946, spread over the whole province according to the requirements of the province. Primary Education in rural areas was further extended by opening another 200 Basic Primary Schools for

boys and introducing the shift system. A majority of the existing primary schools will be converted in the course of next five years. Grants in aid were given to libraries, reading rooms and pre-Basic schools.

In Orissa to assist the Government in the implementation of their policy with regard to this scheme, a Board of Basic Education has been formed and 8 teachers including one lady teacher, have been deputed for special course of training at Wardha. The trained teachers on returning from Wardha will open 2 centres for elementary training of pupil teachers, who are intended to be employed in the junior basic type of schools. A sum of Rs. 2,42,000 has been provided in the budget of 1947-48 for the purpose. Eleven basic schools existing in the Bari area of Cuttack are being maintained by the Government and steps have already been taken to open the two elementary training schools—one at Angul and another at Rassulkunda.

Assam has adopted a comprehensive scheme of Basic Education. Twenty-four selected students have already been sent to Wardha and Delhi for training in the system of Basic Education and about thirty six more are going to be sent next year. It is proposed to start nine centres of Basic Education including three for females within the province immediately. Besides ten schools have been proposed to be converted to Academic High Schools under the Sargent Scheme in the villages. Two junior Technical schools will also be opened soon. The scheme when fulfilled will give the Province about 300 Basic Schools, some Junior Technical Schools and possibly one Senior Technical School. As the Government is contemplating to introduce Compulsory Primary Education throughout the province, six training centres for Primary school teachers on aided basis have been started. These centres will be able to turn out 240 trained teachers annually besides those now trained in

the other two centres—in Jorhat and Sikhar.

In the Bihar Scheme provision has been made to improve and expand the elementary training schools and to turn them into full-fledged basic training schools. Besides, new basic training schools are being opened so that in course of 5 years on an average two basic training schools will be working in each of the 16 districts of the province. To start with thirty instructors are already under training to staff the new basic training schools one of which has already been started in the Brindaban area in Champaran where the experiment in basic education has been going on for the last eight years and another will be opened soon at Bikram in Patna district. The existing basic training school at Patna has also been further expanded to accommodate 50 more trainees. When the instructors now under training will complete their course, four new basic training centres will be started—3 of which will be located among the Adibasis in Chotanagpur Division and the district of the Santhal Parganas. According to this programme 50 more instructors are proposed to be trained next year and with their help more basic training schools will be started in 1948. In the meantime the existing elementary training schools will grow and develop into basic training schools and within ten years at the outset there will be about 60 basic training schools, four on an average to a district and at least one per sub-division.

The scheme contemplates the opening of at least 50 basic schools round each training school and affiliated to it for the purpose of inspection and guidance. From the eighth year of the starting of the 1st basic school every centre will have either five different post-basic schools each teaching one definite course or one or two multilateral post-basic schools teaching more than one course as may be found convenient on

consideration of the requirements of the locality.

It is also proposed that after two years the Patna Basic Training School will be converted into a Basic Training College to train teachers for the post-basic schools and instructors for the basic training schools and a second basic training college will be started in some rural area so that the necessary number of teachers for the post-basic schools and supervisors and inspectors to fill the administrative posts may be trained.

The first post-basic schools will be started soon in Brindaban area. This school will be a multilateral school and will provide for five different courses suitable for those who complete the courses for direct entry into the profession of (1) agriculture; (2) textile; (3) technology (including wood and metal work and village engineering) and (4) teaching. The fifth course will be specially for women and is intended to train them up in all aspects of homecraft. This new school is growing to be so organised as to help students in becoming self-supporting to the largest extent possible in the matter of their educational and maintenance charges and will be in that matter an extension of the idea of self-sufficient basic schools envisaged in the Zakir Hussain Committee's scheme of basic education.

While the programme of expanding basic education will be pushed on, in the syllabus of the existing primary and middle schools as also the high schools a basic bias may be imparted by introducing art and craft work, so that the ground may be ready for their conversion later on into full-fledged basic and post basic schools in the course of a few years when the necessary number of trained teachers for actual basic school work may be available.

To this end it is proposed to introduce spinning, weaving, gardening and such other crafts as can be conveniently introduced, in the first instance, in the existing

training college and other training schools of the older type so that all new teachers even though trained according to the old syllabus may have necessary training in at least one art or craft which they could introduce in the existing schools.

The entire system of girls' education in Bihar is to be reorganised and courses and activities are to be re-orientated as to make every girls' institution a centre of training girls for life. A Committee has been appointed to draw up these revised courses and programme of activities. As a preliminary step 6 women teachers of proper mental make-up and training would be sent to receive training at the Kasturba Training Centre at Sevagram or elsewhere. After their return they will train other teachers for the purpose. To staff the increasing number of girls' schools and colleges it has been decided to recruit widows of respectable families with the necessary equipments and train them up to take teaching work. The entire cost of this training including all expenses of the recruits will be borne by the government and each trainee will receive training according to her mental calibre and will be allowed to go up according to her capacity to the highest stages possible. There will be a number of training schools for women and ultimately a Training College. A senior basic school for girls is to be opened by government during the current year and the staff is already under training. To attract more women to receive training as teachers for basic schools the rate of stipend for them has been increased from Rs. 20/- to Rs. 30/- per month.

SECTION III

Liquidation of Mass Illiteracy

To build up the very foundations of democracy as the ministries took up the question of compulsory pri-

primary education and Basic Education, Liquidation of Mass Illiteracy and Adult Education were given top-priority in their Education Programme.

With this end in view in Bombay the Congress Ministry had launched in 1938 a Scheme for the establishment of voluntary primary schools. Briefly put, private associations and individuals interested in rural education were called upon to start single-teacher schools in small schoolless villages, particularly in educationally backward areas. Maintenance grants were paid to these schools on capitation basis to a maximum of Rs. 200/- a year.

When the Ministry resumed office it was found that there was a fall in the number of schools started under this Scheme during the past few years. With a view to arresting this fall, the Government issued an appeal to the managements of these schools urging them to go ahead with their activities and assuring them of its financial support. Conditions regarding eligibility for grant to Mass Literacy Schools have also been liberalised. Associations conducting Mass Literacy Schools are being paid from 1st November '46 dearness allowance grants equal to $\frac{2}{3}$ of the expenditure by them on dearness allowance. Teachers conducting their own schools under the Mass Literacy Scheme are also being paid a bonus equal to $\frac{2}{3}$ of the dearness allowance at government rates. Ten per cent of seats in government training institutions have been reserved for teachers in mass literacy schools.

The Government consider it of great importance that simultaneously with the extension of compulsory primary education and mass literacy, a drive should be made to remove Adult Illiteracy. The scheme regarding the reorganisation of Adult Education which worked satisfactorily in four districts has been extended to 13 additional districts. It is further con-

templated to extend the schemes to the additional 165 centres. In Bombay City, the efforts of the Bombay City Adult Education Committee have been highly successful. They hitherto made 100,000 adult literate and have drawn up a plan for removing adult illiteracy in the city within a period of 10 years. The Govt. propose to assist the Committee in a larger measure in this programme. In this effort the Govt. propose to take advantage of Visual Education, in particular Film Education. Film projectors will be placed in charge of both government and non-government institutions. A scheme is being worked out in this respect and for obtaining suitable educational films produced by private agencies.

The Government of Bihar have also drawn up a new programme of adult education which will include not only the liquidation of illiteracy by opening many literacy centres all over the province but also the education of the people through *oral lectures, visual instruction and provision of libraries*. For this purpose a co-ordinate programme of utilising the different agencies of Govt. and in particular the agency of the field publicity section of the Publicity Department has been drawn up and under the field publicity scheme a film section is soon to be started which will arrange for the production of educative films of all kinds covering all aspects of life—sanitation, co-operation, agricultural improvement, village industries, organisation of village panchayats, utilisation of leisure and waste materials, physical culture, celebration of national festivals with a view to promote unity, national solidarity and united action etc.

Arrangements are in progress for starting a network of libraries beginning with a central library at the provincial headquarters at one end and with village libraries at the other end. In between there will be libraries at the district and sub-divisional headquarters. Ultimately there will be a library for every group of five villages

or so. These libraries will be provided by Govt. with books—several series of which are to be planned and published, each of 100 books and covering all topics of interest to the ordinary people and all aspects of social life and activities—past and present. Each library will be supplied also with a weekly newspaper and monthly magazine both of which will be published by the government.

To begin with the high schools and the middle schools in the rural areas will be organised as permanent centres of adult education where the publicity workers with their charts and films will visit regularly and show their pictures and give talks to the people of the area. The teachers of the school will arrange that the meeting is well attended. The teachers and the students of the schools will be entrusted also with the task of arranging for a regular reading of the books and magazines supplied once a week to the people of the locality. The library will also be located at the schools and the teachers and the students will undertake to run these libraries properly as a library for the whole village and the locality. The services of the workers of public bodies and associations like the All India Spinners' Association, All India Village Industries Association etc., will also be utilised to further this programme of adult education and their different centres in the rural areas, whenever possible, will be converted into centres of adult education work and cognate activities.

The Ministries devoted special attention to the question of the cultural progress of the Harijans and other backward elements in the society. We propose to discuss the subject under a separate section—"Uplift of the Harijans and other backward classes."

SECTION IV

Secondary and Higher Education

While accepting the claims of primary education, mass literacy and adult education as the first charge on the Education Budget, the ministries did not fail to give due consideration to Secondary, Vocational and Higher education in the Colleges and the University.

In Assam the aided high schools will receive increased grants in aid. In the sphere of collegiate education provision has been made for affiliation in new subjects in the Intermediate and Degree classes (Arts and Science). To pave the way for the Gauhati University, post graduate sections in Botany, Philosophy and Economics have been opened in the two government colleges. Provision for teaching vocational subjects, introduction of teaching of weaving in the govt. high schools and aided high schools are recent improvements.

In Bombay to meet the growing demand for secondary education with an agricultural or vocational bias, the Govt. have decided to start additional Agricultural High Schools. Already one high school in Surat District has been taken over and converted into an Agricultural High School. A special grant has been given to the Anjumani Islam for its girls' schools. A special grant on a 50-50 basis has been sanctioned for payment of dearness allowance to teachers of non-government secondary schools. The grant is given to schools which pay dearness allowance to their teachers at govt. rates.

The Government of Bombay are also considering a bill to overhaul the Bombay University Act with a view to remove its defects. The need for the establishment of Regional Universities has been accepted in principle. A bill on the basis of the Maharashtra University Committee's recommendations is being actively considered

by the Government. Two separate Committees will also be appointed to advise the Government on the formation of regional universities for Gujarat and the Karnatak. A second College of Engineering will be opened in Ahmedabad in June '48. The Govt. have decided to send abroad students for higher studies in technical and scientific subjects including Agriculture. The number of students recommended for 1947-48 is 30.

In the Post-war Development Plan of the C. P. & Berar Government the aim of the educational policy is to provide ultimately universal compulsory basic education for all children of ages 6-14, supplemented by adult education to liquidate illiteracy completely. A Board of Basic Education will be set up to advise the Govt. and 242 Senior Basic and 484 Junior Basic Schools will be established in the first five years. In order to ensure a living wage of Rs. 30 per month to teachers of primary and Indian middle schools, Govt. have undertaken to bear the difference between the present salaries of teachers and the proposed minimum of Rs. 30/-. To house adequately about 800 primary and middle schools of the province the Govt. would spend Rs. 150,000 per year for the next three years.

The scheme of high school education envisages improvement in the system of education with particular stress on science subjects and intends to pay more attention to the training of character of pupils and the improvement of physique. For this purpose compulsory physical and military education is being introduced in high schools. In order to get well trained teachers provision has been made for expanding the Spence Training College at Jubbulpore. To encourage girls to take to teaching every year 300 girls studying in middle schools and 50 in high schools who undertake to enter and stay in teaching profession for at least 5 years will be given stipend and exemption from tuition fees.

A technical school is being started at Jubbulpore and three Junior Technical Schools at Nagpur, Akola and Raipur. The Berar Victoria Memorial Technical Institute will be assisted by grants to give electrical training. At the University Stage Science education will be emphasised. As it is intended *that instruction should be imparted through the medium of the mother tongue even in colleges* it is proposed to assist the University in establishing chairs for Hindi and Marathi. The University has decided to introduce compulsory military training in all its affiliated colleges and assistance to enable it to implement this decision is provided in the plan of post-war development. A college of Engineering is being opened in the current year at Jubbulpore and the Govt. Engineering School is being extended to enable it to impart instructions in architecture, art and electrical engineering besides civil and automobile engineering. Increased grants have been made for extending hostel accommodation. The total expenditure in the post-war plan comes to Rs. 10.22 crores and the future annual recurring expenditure will be Rs. 1.29 crores.

In N. W. F. P. to check up irregularities in education programme Advisory Committees have been set up in every tehsil. To attract capable men to the teaching profession the same Scale of pay is going to be set up for a headmaster, an inspector of police and a tehsildar.

In Orissa the Govt. propose to give grant in aid for opening of 6 high schools each year for a period of 5 years through the local bodies and private management. Incremental scales of pay have been granted to teachers of 27 aided high schools, and it is proposed to extend similar concession to 14 new high schools next year. Govt. have given interim relief to the teachers in high schools pending the revision of the existing scales of pay

with a view to remove the disparity between the scales of pay of Govt. high schools and aided ones.

In order to man the middle English schools and high schools the scheme of secondary training has been extended by increasing the number of seats in the 2 secondary training schools at Cuttack and Birhampore and increasing the value of their stipends. The number of seats in the training college at Cuttack has been increased from 30 to 80.

Govt. of Orissa have gone forward in providing college education to almost all districts. A degree college was established last year for girls at Cuttack. To encourage education amongst girls it has been decided to give free studentship to them at all stages of education except to those whose parents are assessed to income-tax or agriculture tax.

In order to facilitate foreign training of teachers in the Colleges, the Govt. of Orissa have deputed 14 teachers including 2 lady teachers from colleges and schools for foreign training in different subjects. Physical education is receiving attention as never before.

In Bihar University Education is to be reorganised and a Govt. bill to convert the Patna University into a teaching and affiliating University is ready and will soon be introduced in the provincial legislature. There is no provision at present for teaching many subjects which have important bearing on the life of the province. For instance, although this province abounds in mineral wealth, there is no arrangement for teaching mineralogy. The province has a large forest area. But there is no arrangement for teaching forestry. The Province has richest materials for study of antiquities. But there is no arrangement worth the name for such study. It is proposed, therefore, to start teaching in Geology, Mineralogy, Forestry, Botany, Zoology, Physiology, Anthropology. Schemes are under consideration for

opening classes in Journalism, Linguistics and Social Welfare work etc., which are necessary for training youngmen for all varieties of national work today. To provide facility for research in all branches of study a scheme is receiving active consideration. A Research Institute will be started in conjunction with the Patna Museum where arrangements will be made for carrying on research and training research workers in Archaeology, Epigraphy, Numismatics, Pali Literature, Buddhist Philosophy, Prakrit Literature and Jain Philosophy etc.

The Patna University has decided to change the medium of instruction and examination upto the graduate classes in Arts and Science and Commerce from English to Hindustani practically with immediate effect. A scheme for early production of suitable books for the purpose is being worked out.

As there is an acute and increasing demand for accommodation both in colleges and hostels, expansion schemes are under consideration. A degree College has already been opened at Ranchi in July '46, which will incidentally help in spreading higher education among the Adibasis of Chotanagpur.

To free poor but meritorious students from financial worries and dependence on charity which has a deleterious effect on the development of self-respect and character generally and to enable them to devote all their time to studies so that they may make full contribution by their character and capacity to national welfare, it is proposed to make special provision for granting debts of honour to selected students which they would return after they have finished their studies and started earning.

In U. P. the reorganisation of Secondary Education has been receiving attention in all its aspects and a provision of Rs. 5 lakhs has been made in the new budget for grants-in-aid. To effect changes in the set up of the

supervising staff an officer in each district to supervise Primary and Secondary Education is to be appointed. To meet the growing demand for trained teachers, a Government Training College for men was started this year at Benares and another is proposed to be started from July, 1947. The number of Intermediate and Degree Colleges has also increased. The Government have considered (1) the appointment of a Provincial Universities Grant Committee consisting of a few eminent persons not directly connected with Government who might have considerable experience of University administration, in order mainly to exercise a general supervision over the allocation of grants to Universities; (2) the appointment of Scientific Research Advisory Committee for the promotion and encouragement of scientific research in Universities, (3) appointment of a Committee for reorganising museums, (4) appointment of a Special officer to prepare a programme of the revival of national culture in the province and (5) creation of "a U. P. Fund for the encouragement of Hindusthani Literature" by giving reward to eminent scholars for outstanding work or payment to indigent scholars. A provision of Rs. 50,000 has been made for the purpose in the current budget.

The Government have appointed (1) a committee under the Chairmanship of Maulana Abul Kalam Azad to advise on the reorganisation of Persian and Arabic studies and (2) a committee to devise means for the better management of aided Anglo Hindusthani institutions.

The need for expert personnel has been fully appreciated if there is to be a rapid all round development. A number of additional foreign scholarships will be given in the ensuing financial year at the estimated cost of 187 lakhs.

A new feature in the educational system has been

introduced specially in Orissa by appointing a teacher in each high school to advise the parents as to the occupation for which their wards are most fitted. In the current year Government have decided to pay an honorarium of Rs. 20 per month to the *career advisors* to be maintained in each school.

In Bihar experiments are going to be made in Psychological tests which are extremely necessary both for testing the aptitude and capacity of students and as a substitute for formal public examinations. It is proposed in the first instance to attach one or more Psychologists to the basic training schools, particularly at the Basic Training School at Brindaban.

CHAPTER XI

HEALTH AND HYGIENE

“Public health services which are essential for the growth of the nation should be provided for on the widest scale and in this, as in other matters, the needs of the rural areas should receive special attention”

—*Election Manifesto*

India is a land of high birth rates and high death rates. Infant mortality is also frightfully high. Frequent epidemics visit the country-side with a heavy toll of lives. Medical aid especially hospital arrangement has been almost non-existent on the countryside. While there has been no systematic effort on the part of the State to introduce modern methods of health measures, indigenous systems of treatment of diseases due to lack of patronage have gone in many places out of existence. The scourge of malaria has rendered certain areas absolutely uninhabitable. Illness and malnutrition have sapped the vitality of the peasant and the worker. It has added to the inefficiency of production.

Recently the Government of India appointed a committee known as the Health Survey and Development Committee under the chairmanship of Sir Joseph Bhore. The illuminating report covering a wide field has visualised a plan of extending health services to the remotest corners of rural India and bringing medical relief within the easy reach of the common man. The provincial ministries have considered during their

year in office the ways and means of implementing the recommendations of the Bhore Committee.

In Bihar a Health Development Committee of officials and non-officials has been appointed to examine the Bhore Committee's report in all its aspects and to advise Government how best and to what extent the recommendations of the Committee could be adopted to suit the peculiar needs of Bihar and its resources. In order to combat malaria Government have increased the grant on anti-malaria schemes from Rs.1,50,000 to Rs.2,00,000 in 1947-48 Budget. To remove the danger of contamination of the sources of water-supply which spread the infection of diseases like cholera a scheme has been provisionally approved for sinking tube-wells on a large scale in areas where cholera generally breaks out. In order to help the municipalities to purchase necessary equipment for sanitary services Government have decided to grant Rs. 10 lakhs to municipalities during the current and the next year. Through the Public Health Engineering Department necessary staff is being recruited for the execution of big post-war development plans countering the schemes of water supply and drainage in the municipality. Provincialisation of some subdivisional hospitals, raising the Darbhanga Medical school to the standard of a College, substantially increasing the number of epidemic doctors and inoculators and spending huge sums on relief measures are the main features of the work of the Public Health Department of the Government of Bihar. Indigenous systems of medicine such as Ayurveda and Tibbi with proper reorganisation are being utilised for the relief of distress.

In N. W. F. P. 8 dispensaries have been opened and six more rural dispensaries, one in each district, are going to be opened soon. The capacity of the medical service has been increased by providing extra staff

and extra leave reserve. T. B. clinics at Madras, Kohat, Abbotabad, D. I. Khan, Peshawar and Bannu have been sanctioned. 5 motor ambulances would soon be operating and the province will have a medical college in 1948-49 to 1951-52.

In Assam the Medical Department have purchased medical equipments of 3 U. S. A. military hospitals of the value of 13 lakhs. Travelling dispensaries and increased grant to local boards for purchase of medicine will give some relief to the rural population. The Anti-malaria and Nutrition Schemes have removed long felt wants. To top everything Assam is going to have a full-fledged medical college at Dibrugarh and the post-graduate medical college at Sylhet is a certainty.

In the sphere of Public Health in C. P. and Berar, the Government have been going ahead with many schemes. Anti-Malaria units and mobile dispensaries to give effective relief in rural areas are being organised. With a view to encouraging the indigenous systems of medicine like Ayurved and Unani, an Act is going to be passed giving a higher status to the practitioners of these therapeutics. Government have called for proposals from the public for establishment of dispensaries in areas which do not have dispensaries within a radius of 10 miles. Nutrition officers to promote nutrition work and an Assistant Director of Public Health (Maternity and Child Welfare) have been appointed. Grants in aid have been extended to certain leprosy clinics. Liberal grant has also been given to the Eye Relief Mission. The service conditions of the licentiates are under consideration of the Government. A medical college is being started in July 1947.

In Madras the Agency tracts of Vizagapatam and East Godavari and other places offer great possibilities for land development and colonisation if these were free from malaria. The Ministry have, therefore, es-

tablished two antimalarial units, one in Vizagapatam and the other in East Godaveri.

As regards maternity and child welfare, it is proposed to open 3 training centres in 1947-48 for the training of health visitors. One centre will be at Guntur for Telegu candidates, a second will be at Madura for Tamil candidates and the third will be at Madras to serve all linguistic areas. Owing to paucity of candidates for training it is proposed to lower the qualifications for admission and to impart education in Vernaculars.

Besides this, it is proposed to inaugurate Public Health Centres in the special areas selected for intensive rural reconstruction work. 26 firkas distributed all over the province have been selected for the purpose and it is proposed to have two public health centres for a population of 30000-40000 covering 3 firkas each. A medical unit with an infectious disease ward will also be attached to these centres.

A ten year post war programme of rural water supply has been drawn up and the collectors have been instructed to execute works as expeditiously as possible. So far as 619 wells have been sunk in various districts since the Ministry took up office and estimates of 795 wells have been sanctioned. Lack of trained personnel is a handicap in the speedy execution of well works. Action has been taken to get over this difficulty by training a batch of 40 S. L. C. candidates as maistries. They are instructed first in theoretical matters and for practical training they are placed under minor irrigation overscers in each district. As regards urban water supply and drainage a compendium of requirements of the province has been drawn up. Work is in progress but owing to shortage of materials and dearth of technical personnel work could not progress satisfactorily.

In U. P. the Government have appointed a Com-

mittee to examine the Bhole Committee's recommendations. In the current year one hundred dispensaries in rural areas, a new medical college at Agra, expansion of Lucknow Medical College and hospitals in 7 cities besides expansion of a number of existing hospitals was taken up. The expansion of the Government nursing service is engaging the attention of the Government. Provincialisation of District Headquarters hospitals is nearing completion, thus enabling District Boards to concentrate on providing rural areas with medical facilities. Preparatory work in connection with the implementation of the recommendations of the Health Survey and Development Committee is nearing completion.

In the budget grants on Public Health the Government have provided Rs. 80-94 lakhs for opening a large number of new hospitals in the next financial year, Rs. 1.05 lakhs for rural dispensaries and Rs. 2.86 lakhs for mechanised travelling dispensaries and Rs. 3 lakhs for a leper asylum. A sum of Rs. 2½ lakhs has been earmarked for a Unani and Ayurvedic College to be completed within two years. Provision has also been made in the new budget for the study of medicinal herbs and establishment of an Eyebank. To give a concrete shape to the Bhole Committee's recommendations provision of a sum of Rs. 98 thousand has been made for setting up 10 primary and 10 secondary indigenous units. The Government have decided to take over from the Red Cross the Maternity and Child Welfare organisations at a cost of 5.82 lakhs for which provision has been made in the next budget. The sanatorium at Bhowali is also being provincialised at a cost of 1.54 lakhs. Local bodies are to receive loans and grants to the tune of Rs. 1 crore and 20 lakhs separately for new projects and improving their water supply and drainage systems. The importance of anti-epidemic work is realised

and provided for by a sum of 3 lakhs in the new budget. Six malaria units have been created for an intensive drive against malaria in the most affected regions and a sum of Rs. 6 lakhs has been sanctioned to fight malaria. The Government appointed 100 medical officers and 100 nursing orderlies in July last when the province was faced with a cholera epidemic. Twenty mechanised units for rushing medical aid to the affected areas were created and Rs. 2 lakhs were provided to meet the calamity. In order to fight the menace of plague in certain areas Rs. 1 lakh was sanctioned over and above the provision already made for an anti-rat campaign. In small towns the Government have decided to establish detached blocks in the existing hospitals for the treatment of infectious diseases. To check the adulteration of foodstuffs and drugs a comprehensive bill with large powers has been drafted.

In Orissa cholera, small pox, malaria, filaria and yaws take a heavy toll of life every year. 20 lakhs of people die of malaria in India and Orissa's quota comes to a lakh. Orissa leads the rest of India in leprosy. With a view to implement the recommendations of the Bhole Committee as a postwar measure Govt. have decided to expand medical relief in rural areas by establishing ten dispensaries in 1946-47 at a cost of Rs. 220,000 and propose to establish 12 more dispensaries. During '47-'48 at a cost of Rs. 2,51,000 2 maternity centres would be opened. 5 'subdivisional hospitals have been provincialised and 2 more are going to be this year. 2 health units to fight malaria have already been established and more units in each of districts during 1947-48 are going to be opened. Leprosy is prevalent throughout the province and the incidence is reported to be 1.4%. In Postwar Development Scheme it is proposed to open asylums in each district with 3 infective patients. A model colony was established in Khanda sub-division.

A bill for the segregation of lepers is now under consideration. A provincewide survey is being conducted under a specialist to ascertain the incidence of tuberculosis on local population. Itinerant dispensaries for yaws have been established and would be continued during the current year. Improvement in medical education and hospital facilities has been duly attended to by the ministry.

There are over 21,000 villages in Bombay and as it will take some years to bring every village under the Govt's rural health schemes, the Govt. have decided to extend to the whole province the District Health Officers' scheme, which was started in 1941 in some selected districts to carry out intensive public health work. A permanent Malaria Organisation has been established. An ambitious scheme for controlling malaria in rural areas by using the DDT insecticide has been launched in the malaria affected areas of North Kanara and Dharwar districts. The scheme estimated to cost Rs. 4,00,000, will benefit a population of nearly one and a quarter million. The scheme covers all villages in the Kanara District with a population of over 100 each and all villages in Dharwar with a population of over 200 each. Two more squads for carrying out malaria survey work and to take control measures effectively and on a broad basis in malarious areas in Gujrat and one squad for the Dindori and Kalyan Talukas of the Nasik District will also be sanctioned shortly.

With the aid of the Rockefeller foundation, the Government established a health unit in the Sirur Peta of the Poona District and the Parur Taluka of the Ahmednagar District. The unit is now manned entirely by the Govt. staff. It gives advice to villagers on health problems, specially with regard to maternity and child welfare. The establishment of a similar unit has been sanctioned for a suitable centre in the Northern

Division. One more centre will be sanctioned for the Southern Division next year. A grant of Rs. 50,000 has been made in 1946-47 to the Bombay Maternity Child Welfare and Health Council for the opening of a welfare centre at Palghar in the Thana District. Over 1000 hospital beds, compact and self-contained, have been recently purchased from the army surplus. These will be rushed to epidemic and other areas in cases of emergency.

A combined scheme embracing the activities of both the Public Health and Medical Departments is to be put into operation in all the talukas of the province within the next five years. The scheme will be in charge of a subsidised medical practitioner and at present sanction has been accorded to its introduction in 26 talukas. It has been decided to extend this scheme to 10 more talukas shortly.

The existing dispensaries in the rural areas mostly cater for outdoor patients and are provided with only a few beds for emergency cases.

Such a dispensary is an unsatisfactory terminal link to the chain of medical relief. The correct role of the rural dispensary should be to serve as "Cottage Hospital," serving the area and collaborating with the practitioners of the locality. For this purpose it should have better equipment and adequate staff, including nurses and aftercare arrangements. A rural dispensary thus reorientated as a cottage hospital would take such cases from general practitioners as cannot be treated at home and pass on to larger hospitals those who require special facilities for diagnosis and treatment. The Government have so far opened five cottage hospitals, one in each district, and it is proposed to extend the scheme by opening 33 more cottage hospitals in other parts of the province.

As a measure of rural medical relief medical practi-

tioners are being subsidised by the Govt. on condition that they practise in rural areas. Each subsidised medical practitioner is ordinarily in charge of three or four villages easily accessible by rail or road, which he visits on definite days of the week. As the scheme has worked well the scheme is going to be extended.

In places where it is not possible to establish dispensaries, on account of the dearth of medical practitioners, steps are being taken to extend the village aid scheme. This scheme envisages the establishment of first aid centres in villages, where there are no medical practitioners and which are situated at a considerable distance from the Govt. or local board dispensaries. Under this scheme primary school teachers of the villages concerned will be trained and provided with boxes containing simple remedies and first aid equipment.

In order to improve the condition of the aboriginal and hill tribes of the partially excluded areas in the Province, touring medical-cum-propaganda units are working.

To meet the shortage of nursing hands the Govt. have opened a number of training centres in the district. Except Bombay College of Nursing there will be soon two more colleges one at Poona and the other at Ahmedabad.

In order to devote full attention to anti-plague work, including Cyanide fumigation, a plague organisation is being created for a period of five years in the 1st instance. By distributing vitamin "A" and multi-vitamin tablets liberally Govt. have adopted admirable nutritional measures. It is also being proposed to establish three tuberculosis hospitals, one in each division, infirmaries and leprosy clinics and to expand some of the existing leper hospitals.

CHAPTER XII

SOCIAL REFORMS

(UPLIFT OF THE HARIJANS AND OTHER BACKWARD CLASSES)

“The State shall further provide all necessary safeguards for the protection and the development of the backward and suppressed elements in the population so that they might make rapid progress and take a full and equal part in national life. In particular the state will help in the development of the people of the Tribal areas in a manner most suited to their genius, and in the education and social and economic progress of the scheduled classes.”

—*Election Manifesto*

For more than quarter of a century under Gandhiji's leadership Congress has been working for the uplift of the Harijans and the backward classes. Swaraj means perfect social equality, and therefore the ministries in the provinces worked heart and soul for all round progress of the backward elements in society.

By passing the Harijan's Social Disabilities Removal Bill, Bombay gave a lead to the rest of India in effacing this blot on the social escutcheon. The measure is aptly called Bombay's birthday gift to Mahatma Gandhi—the Bill was passed in the Legislative Assembly on Oct. 2, the birthday of Gandhiji. The object of the new measure is to penalise those preventing Harijans from the enjoyment of the rights of public amenities. It will be

an offence, under the new measure, to prevent a Harijan from having access to or using a river, stream, well, tank, cistern, water tap or other watering place; any public sanitary institutions including places of amusement or entertainment (hotels, eating houses etc.) and conveyances licensed to ply for hire. No harijan will be considered, merely on the ground that he is a harijan, ineligible for holding an office under any authority constituted under law. Similarly all harijans will enjoy the benefit of a charitable trust created for the benefit of hindus generally. The measure also provides that customs or usages imposing civil disabilities under which the harijans are at present suffering should, in no circumstances, be recognised by law courts or by any local authority.

The Bombay Government have also under consideration another Bill for throwing open all places of public worship which are open generally to all hindus. In addition to this Government have also incorporated in its Post-war Reconstruction Scheme, various measures for the amelioration of the backward classes. The scheme in broad outline pertains to the Government's educational drive for literacy amongst the backward classes, the raising of the general level of education amongst them and attempts to make them fit through education to take part in the future agricultural industrial and commercial development of the province and improvement of their general standards of health and well being and of the surroundings in which they live. *A sum of Rs. one crore is allotted for this purpose in the five year plan.* The following is tentative allotments:—

	Rs.
Education and Social	40 lakhs
Medical	10 lakhs
Public Health .. .	15 lakhs
Cooperative and Cottage industries, Agriculture & Rural Development	35 lakhs
	<hr style="width: 10%; margin-left: auto; margin-right: 0;"/> 100 lakhs

The Provincial Backward Class Department looks to the interests of the backward classes generally.

No disability is imposed on the children of the scheduled classes in any school conducted by a public authority. All the pupils are made to sit together, irrespective of caste or creed. All Civil Surgeons and Medical officers in charge of Govt. and aided hospitals have been instructed to see that no distinction is made in the treatment of patients belonging to the scheduled classes on grounds of custom, religion or orthodoxy of the hindus. The Govt. have directed that local bodies should put up notice boards at their dispensaries and dharmashalas stating that they are for the use of all classes including the scheduled classes. Unless all castes alike have equal use, lands for dharmashalas and dispensaries would not be assigned to public bodies. Grants for village water supply may be reduced in case of local bodies which take no measures to secure equality of treatment of all classes at public wells.

To afford unhampered use of common wells to the harijan population whenever a new common well is to be constructed in a village it should be constructed as far as possible in or near the harijan locality. Notice boards instructing unrestricted use to all classes are to be put up near wells in the compounds of mamlatdars' kacheries, hospitals, dispensaries and courts.

Elective representation has been given to the sche-

duled classes in the local bodies by means of reservation of seats in joint electorates on a population basis under the Bombay Local Board Act, Bombay Municipal Borough Act and in the District School Boards and Provincial Board of Primary Education.

In Madras a sum of Rs. 1 crore has been allotted to Harijan uplift Detailed schemes for the utilisation of the amount are under examination. By amending the Madras Civil Disabilities Removal Act it has been made penal to refuse admission to harijan to places of public resort like hotels, restaurants etc. By another piece of legislation harijan's entry to temples has been facilitated. Several temples in this province have already been thrown open to harijans and the legislation is calculated to give a fillip to the movement. A separate department to look after harijan welfare may be started soon.

The C. P. and Berar Hindu Disabilities Removal Bill '47 and the C. P. and Berar Harijan Disabilities Removal Bill '47 are meant to abolish differential treatment to some of their co-religionists and to confer the full rights of citizenship on the Harijans respectively.

In Assam in the Education Budget of this year of the special scholarships more than half was allotted to the Tribal and scheduled castes pupils. The Tribal Welfare Committee has been given a special grant for spread of education among ex-tea garden labour population.

The first Congress Ministry in Orissa appointed a Committee in 1938 to enquire into the administration of the partially excluded areas of Orissa and make recommendation for its improvement. The Committee submitted their report to the Government in 1940, but the recommendations were not considered till the present Congress ministry assumed office. The present ministry has now taken up in right earnest the question of improving the condition of the backward classes

including harijans and have appointed a Special officer for the welfare of backward classes and have added a new section to the Planning and Reconstruction Department to deal with all matters relating to the backward tribes and scheduled castes.

A comprehensive five year plan for the physical, economic and cultural improvement of the tribal population is under preparation. A sum of three lakhs has been provided in the budget of 1947-48 for uplift measures. To start with, three boarding schools of the ashram type at three places in predominantly aboriginal areas, are being opened. To associate public support and advice with uplift measures of the backward classes an Advisory Board has been constituted.

Similar to the Bombay Bill for removal of Harijans' disabilities U. P. Government have passed a bill securing to the scheduled castes the undisturbed enjoyment of their lawful rights. It has settled the *dolapalki* disputes of guaranteeing to scheduled classes the right to use any public conveyance. It further protects the scheduled castes from forced labour or from being engaged on labour on inadequate wages.

Government have increased the existing provision for the education of the backward classes both among Hindus and Muslims by Rs. 10000 in the current financial year. Out of the total provision for backward classes a sum of Rs. 10000 has been reserved for the expansion of education among the Momin Ansar community of the Muslim Backward classes. Educational grants for scheduled caste students have also been increased, hostel accommodation in aided or non official institutions has been provided. Grants in aid to 25 Depressed class libraries for the purchase of new books have been made. Grants have been given to Harijan Ashram, Allahabad and to students receiving training in handicrafts. Provincial Scheduled Caste Education Committee has been

constituted afresh for a period of three years.

In Bihar a special department known as the Welfare Department has been created to deal with the amelioration of the conditions of the Adibasis, Harijans and the backward classes of the Muslim community. A sum of Rs. 5 lakhs has been provided for aboriginal uplift work. Apart from other ameliorative measures the immediate objective is to provide one bundh or tank in every predominantly aboriginal village, one grain gola in every thana with a predominantly Adibasis population and a hostel for Adibasi students at important centres. This fund will also be utilised for grant of additional scholarships to Adibasi boys and girls.

To cater for the cultural needs of the Adibasis, it is proposed to create a Cultural Board for every important aboriginal tribe, particularly for the Santhals, Paharis, Uraons, Mundas, Hos and Kharis. It is proposed to have two conferences every year of persons having interest in the welfare of the Adibasis to have the benefit of their advice with regard to the execution of the schemes of welfare.

A sum of Rs. 2 lakhs has been provided in the budget for Harijan's uplift work. A similar provision has been made for the benefit of the backward classes of the Muslim community. For granting scholarships, extending hostel accommodation and providing all other facilities to the students of the Adibasis, the Harijans and the backward Muslims, a sum of nearly five lakhs has been provided in the current budget. An equal amount or more is likely to be provided next year.

CHAPTER XIII

PROHIBITION.

The use of alcoholic drinks and narcotic drugs has always been opposed by all decent people. There is not a single religion in India nor a single section of public opinion which does not look down upon this practice. It injures mental alertness, physical fitness and degrades moral character. In the case of the poor this evil entails a considerable drain on their limited resources and not unoften spells the ruin of the entire family. The Congress has accordingly accepted the goal and policy of total Prohibition. Certain steps in this direction were taken when the Congress Ministries were in office last time but in most of the provinces during the interregnum of the Advisors' regime the policy of Prohibition was reversed. During the war years excise became a fruitful source of revenue. To take up Prohibition as a policy the Congress Ministries will have to accept the inevitable fall in revenue. It is, however, felt that revenue consideration should not hamper the ideal of ruling for good life. Besides, prohibition by making the working population more temperate and enabling them to spend for efficiency articles, would increase the national income and taxable capacity. During the last one year while some of the provinces could adopt definite measures for Prohibition, others owing to major practical difficulties could only arrange the preliminary.

In Madras the Prakasam Ministry decided to introduce prohibition in 8 districts and to extend to 8 more districts by October '47, bringing nearly $\frac{2}{3}$ of the pro-

vince within the purview of the scheme. A prohibition department was constituted and it operated on two fronts, namely, on the enforcement and ameliorative sides. *The social aspects of prohibition have to be reckoned in their full implication if drinking is to be permanently banished.* It is an admitted fact that the social environment of a man is responsible for acquiring the drink habit and this social environment has necessarily to be changed if the habit is to be exterminated. So counter-attractions were provided for the drink addict. In the former ganja and arrack shops, tea, coffee, butter milk and lime squash etc., are being provided. In the early stages these were provided at Government cost. But now private enterprise is doing it. Other forms of counter attractions are encouragement of rural sports and games, folk dances and village dramas. A thrift movement has also been initiated in order to enable the drink addict to save the money spared from drink. Taluk and village committees have been brought into existence to assist in the enforcement and amelioration sides of prohibition. Provision for employment of toddy tappers who have been thrown out of employment as a result of prohibition has also been attended to.

In Bombay with a view to translate the policy of complete prohibition into practice the Government propose to introduce three bills, Viz., (1) the Bombay Abkari-(Amendment) Act '47 (2) The Opium (Bombay Amendment) Act '47 and (3) The Bombay Molasses Act '47. Total Prohibition would be enforced in four years. In order to prevent smuggling of liquor and the excisable articles, the Government have sanctioned the purchase of motor boats for the Broach Prohibition area and the Thana Cruk, while motor trucks have been purchased for the Kunara and the Broach Prohibition areas to enable the Excise staff to carry out their duties more expeditiously and effectively.

In N. W. F. P. Prohibition was introduced in D. I. Khan district with effect from 1-4-1938. The loss of excise revenue caused to the province was Rs. 69692/-. All the excise shops in the Indian Military Canteens in the D. I. Khan District were closed. Bhang cultivation was stopped. Instructions were issued to doctors to give every possible medical aid to addicts who may suffer some bodily trouble owing to Prohibition. There is a special Prohibition staff and a Prohibition Society is being formed. It is a fact that Prohibition as a programme must succeed on public co-operation. The Government are extending total Prohibition to Bannu District from 1-4-1947 at a loss of about 3 lakhs of Excise Revenue per annum.

In Assam during the war years due to military concentration the Opium Prohibition Campaign introduced by the Congress Coalition Ministry in 1939 was rendered meaningless through huge traffic in contraband opium. The Government have now taken up this scheme with redoubled vigour and their determination is manifest in the Opium Prohibition Bill they are going to introduce in the Assembly to arm themselves with more powers.

The Ministry in C. P. and Berar have announced its decision to declare the whole province "dry" during the next few years. On 1st October 1946 prohibition area was extended and the total dry area now is about 40,000 square miles out of the total area of 98,369 square miles.

In Orissa enforcement of Prohibition has been rendered specially difficult because the province is surrounded by a number of states from which smuggling on a vast scale might be carried on. In order to evolve a common excise policy for this province and the bordering States, which is the essential precondition for a successful programme of prohibition, a Conference was held in November 1946 and important decisions for regis-

tration of Opium addicts and gradual reduction of sale of opium were accepted.

In U. P. the Government ordered reduction of *tari* shops by 10% from October 1, 1946 and a similar increase in *tari* tax. The Government have just announced to introduce Prohibition in 7 districts which will mean a loss of 41 lakhs of rupees in revenue along with another loss of 10 lakhs over other prohibition measures and enhanced expenditure of 4 lakhs over staff to check smuggling and illicit distillation.

CHAPTER XIV
ADMINISTRATIVE REFORMS

SECTION I

Local Self Government and Gaon Hukumat:

The attitude of a popular Government towards the local self-governing institutions cannot be anything but one of natural sympathy and accommodation. The autonomy of these local bodies must be safeguarded and they must be helped as best as possible to serve the people within their spheres. They should be freed from communal constitution and be made more representative to make their full contribution to national development.

In U. P. the Ministry undertook the examination of the Municipalities Act and decided to give a new orientation to the structure of the local bodies by introducing adult suffrage and joint electorates with reservation of seats for minorities. The system of nomination is to be abolished. It has also been decided to elect the Chairman by the direct votes of the voters. The next elections of the District Boards will also be held under an extended franchise similar to that prescribed for the Legislative Assembly.

In N. W. F. P. joint electorate has been introduced in all the local bodies of the province.

In 1939 the Bombay Government appointed a Committee under the chairmanship of Prof. V. G. Kale to consider the whole question of Local Self-Government. But before any action could be taken on their recommendations the Ministry went out of office. The question of improving the finances of the Local Boards particularly with reference to the recommendations of

the Kale Committee is at present under the consideration of the Government. Pending a decision on this question the Government have increased substantially the grants given to the District Local Boards, in particular the grants for Local Board roads and village approach roads.

In Bihar the Ministry's immediate task was to lift the supersession orders and to restore a number of municipalities to their autonomy. The Government are considering the revision of relevant acts with a view to ensure a more efficient management of the local bodies and eradication of corrupt practices.

Local self governing institutions are the means of decentralising political power. They are the channels through which political power percolates down to the hands of the masses. India is a land of villages and to establish Swaraj on a stable foundation in this country it is only logical to broadbase democracy by restoring the ancient village republics to life and by endowing them with comprehensive administrative and judicial powers. This would revitalise the village corporate life and instil in the people a spirit of self-reliance. This would through a silent revolution so transform the governmental arrangement that the common man freed from the control of the bureaucrat can breathe freely and develop his personality and his moral ideal.

In 1939, the 1st Congress Ministry of Bombay amended the Bombay Village Panchayat Act making it obligatory for the Government to establish a Panchayat in every village with a population of 2000 or more. In the subsequent years, Panchayats were established in about 1,500 villages of the Province. However, owing to the paucity of funds, most of the Panchayats have found it difficult to discharge satisfactorily all the duties entrusted to them under the Bombay Village Panchayat Act and many of the Panchayats are at present lying in a

moribund state. The question of reorganising the Panchayat system in the Province and, in particular, the question of improving their finances is under the consideration of the Government.

The C. P. and Berar Panchayats Act was passed in 1946 to create a democratic village organisation co-ordinating all activities impinging on village life. The Act is to bring out an organisation pulsating with life which would serve as the unit of administration. Besides being a unit of local government, it will also be the unit for all collective activity, social, political and economic calculated to benefit the rural population. It provides for the compulsory establishment of Gram Panchayats in every village of not less than 1000 inhabitants. Government will have discretion to establish Gram Panchayats for smaller villages or groups of villages irrespective of their population. A Nyaya Panchayat will be established for each revenue inspector's circle.

But the completest shape of the Village Republic has been envisaged in U. P. Government's Gaon Hukumat Bill. The scope of activity of the contemplated village organisation, the Gaon Sabha, the Gaon Panchayat, and the Adalti Panchayat (Nyaya Mandal) will be comprehensive and will embrace such matters as sanitation, village communications, primary education, medical relief, the levying of certain taxes, the administration of civil and criminal justice in ordinary cases.

SECTION II

General Administration

The separation of the Executive from the Judiciary, Jail reforms and other measures have engaged the attention of the Ministries. Most of the provinces have appointed Committees to suggest more liberal conditions for the prisoners.

Communal problem took a serious turn in the whole country. Riots, arson and loot resulting in immense loss of lives and property became the order of the day. The Governments took vigorous and prompt action. But for the swift action taken by the Governments, there would have been chaos and disorder. Of course there have been slight lapses on occasions. But considering the abnormal circumstances and the slowly changing psychology of the service personnel and the organised way in which the rioters operated, we can only say that the departments of Law and Order discharged their duties fairly. To enlist popular support, Peace Committees were formed in all the cities and towns and the Press was approached to do its part in promoting peace and harmony. The Press entered into a gentleman's agreement whereby it voluntarily imposed certain restrictions on news of communal character. Information Departments published leaflets and pamphlets in lacs and dropped them from air and further arranged special numbers on unity and communal peace of leading newspapers and weeklies.