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BOMBAY MARCHES ON...

*A Review of the Work and Activities of the Government
of Bombay during the quinquennium 1946-1951*

PEACE, JUSTICE AND SECURITY

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PEACE, JUSTICE AND SECURITY

INTRODUCTORY

The quinquennium from April 1946 to March 1951 is likely to go down in the history of Bombay State and India as perhaps the most momentous and the most memorable.

Full Independence had yet to come but the assumption of power by the Congress Ministry in Bombay brought about momentous changes. It ordered the release of political detenus, refund of collective fines and restoration of attached properties and lifted bans on certain books and publications proscribed by the previous Government. Soon after that it also undertook the reorganisation of the police force, the organisation of the Anti-Corruption Branch of Police, the establishment of the Home Guards Organisation, Village Defence Parties etc., the separation of the executive and the judiciary and such other vital reforms.

The quinquennium also saw the country emerge on August 15, 1947, as a Dominion within the Commonwealth

of Nations, with a large measure of autonomy. It also witnessed the pernicious repercussions resulting in communal disturbances on a scale hitherto unknown following the Partition of the country as a result of the Cabinet Mission's plan and mass migration of populations from one country to another and *vice versa*, which overshadowed even the historic Chinese exodus. The State of Bombay being the nerve centre of the country experienced these repercussions to the full.

What follows is a résumé of the Bombay Government's activities in the sphere of law and order during the period of five years from April 1946 to 1951.

VIOLENCE AND DISORDER

WAVE OF POLITICAL CRIME

When the popular Ministry assumed office in 1946, the general atmosphere in what was then called Bombay Province was surcharged with high emotion, driving sections of the population now in one direction, now in another, often throwing them into strange contradictions, economic, political and social. The temper of 1942 still swayed the minds of the people.

Of the trouble spots, Satara district was the most active. The people of that district had written history in letters of gold during the "Quit India" movement; they had revived and relived their historical traditions of valour dating from the stirring times of Shivaji the Great. They had set up and had been running a parallel administration during the "Quit India" movement. Now they found it hard to readjust themselves to a set of new circumstances wherein the representatives of the people were at the head of the administration.

AMNESTY DECLARED

In the circumstances, the Government declared a complete amnesty for all offences committed by political workers prior to April 1946, when the popular Government was restored to power. At the same time, it decided to take serious notice of such acts freshly committed, whatever their ostensible motives might be. The policy did not mean condonation of violence but was pursued with a view to establishing good will and creating an atmosphere of friendliness, because the Government felt that, however mistaken, the acts in question were committed purely from political motives and patriotic intentions. This policy succeeded in weening a large majority of the boisterous elements from the path of violence and, although sporadic acts of brutality continued to be committed for some time, the situation in the Satara district was well in hand before long.

Since August 1946, there were communal riots in Bombay City and in some other places in the State. The news of outbreak of riots in Bombay City had its inevitable repercussions in other parts of the Province, too. Thus, some stray stabbing incidents took place in Ahmedabad city as also a few cases of bomb- and acid-throwing. Peace was restored by April and the proclamation of emergency was allowed to lapse in May. Communal trouble including incidents involving stabbing, stone-throwing and damage to places of worship also occurred in the districts of Ratnagiri, Kolaba, Broach, Panchmahals, Kheda, Thana, East and West Khandesh, Ahmednagar, Poona, Satara, Sholapur and Belgaum.

The celebration of Independence Day on August 15 drowned all bitterness and acrimony in the unprecedented exhilaration and wild joy at winning back the country's freedom after more than a century of foreign rule. Independence Day scenes served to show how everyone forgot his or her political label and joined together unitedly to celebrate the occasion as citizens of a free country. The communal situation, however, took a serious turn once again on and from September 2 and sporadic knife attacks continued to occur till the end of that month and thereafter. A new factor had now entered the situation, viz., the influx of displaced persons from Sind and the Punjab and the communal wound continued to fester for quite a time before normal conditions were finally restored.

There were large-scale disturbances in the country soon after August 15, 1947 and serious anti-Government riots in parts of Maharashtra and Karnatak following the assassination of Mahatma Gandhi in January, 1948. April of the same year saw serious Hindu-Muslim riots at Godhra and also the Razakar trouble on the Hyderabad border. After the successful termination of Police Action in Hyderabad in September, 1948, there was the Rashtriya Swayamsevak Sangh's campaign to defy the ban imposed upon it. In March 1949, the Communists attempted to carry out sabotage on the entire railway system in the country even after the strike which they wanted to use for the purpose had been called off. There was agitation against moneylenders and landlords for several months in the Ahmednagar district. Then there was the

anti-levy agitation started by the Bahujan Samajwadi Party which had repercussions in several districts in Maharashtra. Added to all this was the Warli unrest in the Thana district.

COMMUNIST TROUBLE

Added to it all, there was the Communist trouble to contend with. First of all, the illiterate Adivasis of the Thana District were incited to acts of violence, leading to burning down of trees, huts and houses. Later on, the saner sections among these backward people came forward and condemned those acts in no uncertain terms. Thereafter, the trouble-makers found it difficult to carry on their nefarious activities among the Adivasis.

The Communists, however, wove an intricate plan to create trouble in 1949 in the Ahmednagar District, which was once considered their stronghold. They had their "cells" and they had infiltrated themselves into the ranks of students and teachers. They used culture as a handmaid of disruption and usually selected backward areas and backward tribes as their spheres of activity and targets of operations. In general, wherever they went, they left a tragic trail of misery, suffering and distress for their unsuspecting victims. The story of Erandgaon has revealed the typical Communist pattern of violence and disruption and is now common knowledge. The Communists had incited mobs not only to loot Government grain godowns there, but had also drawn up a general plan of large-scale murder, loot and arson.

The Government had, therefore, to take special steps to meet this menace.

BANS IMPOSED

It was manifest that any of these troubles if not checked in time would have doubtless led to large-scale violence, loss of life and damage to property. It was therefore found necessary in February 1948 to declare the Rashtriya Swayamsevak Sangh as an unlawful association. Other communal private armies such as the Hindu Rashtriya Dal, the Muslim League National Guards, the Khaksars, the Red Guards and the Samata Sainik Dal were also declared to be unlawful associations. Out of these, the ban on the Rashtriya Swayamsevak Sangh and the Samata Sainik Dal

was later removed. Likewise, it was also found necessary to restrict drills and camps of the following voluntary organisations, viz., the Azad Hind Dal, the Rashtriya Seva Samiti, the Swastik League Volunteer Corps, the Arya Veer Dal, the Sikh Navjivan Dal, the Ansar Guards, the Rashtra Seva Dal and the Loka Sena Dal. Similar restrictions were imposed on the Rashtriya Swayamsevak Sangh and the Samata Sainik Dal after the ban on them was removed.

In an independent country, it is the duty of the army to ensure the safety of the country; there can be no private political armies and no other body can be allowed to usurp the functions of the army in this matter. The Government was, therefore, compelled to place the above restrictions on certain organisations whose work or programme of work revealed a clear tendency to develop private armies which might have put the safety and security of the country into jeopardy. It is, however, significant that despite heavy odds which would have justified very wide use of these and other drastic powers, the situation was handled with restraint, and finally the Government succeeded in maintaining law and order in the State, enabling the people to lead a peaceful and quiet life.

PERSONAL CONTACTS WITH MASSES

In addition, the tours of Ministers enabled them to come into intimate and personal contact with the masses who too could meet those whom they had elected to carry on the Government as their representatives and get all their doubts cleared. This assisted in a considerable measure in the restoration of public confidence, peace and security in the State.

BOMBAY DISTURBANCES

The communal virus was spreading far and wide and riots of a serious nature took place in Bombay City on September 1, 1946 soon after the present Ministry had assumed office. The immediate cause of the disturbances was the hoisting of flags by members of the two majority communities. The Muslims flew black flags to show their resentment at the installation of the Interim Government at the Centre and the Hindus hoisted

Congress flags in retaliation. Feelings ran high on either side and within a couple of hours, the heaviest casualties occurred. The Government had to take drastic measures such as imposition of the curfew and ban on carrying weapons and on an assembly of more than five persons. Troops also had to be stationed in the affected areas and bad characters and suspects had to be taken into custody. These measures produced the desired results and gradually public confidence was restored, normalcy reigning once more in the city.

During all these disturbances the usual measures were taken. In addition, three ordinances were promulgated in order to deal effectively with the situation. One of them provided for the constitution of a volunteer body to supplement the ordinary police. The second provided for the punishment of whipping for the offence of carrying lethal weapons or corrosive substances, the imposition of collective fines, and the employment of additional police in disturbed areas. The third provided for speedy disposal of riot cases, for death penalties for attempt to murder or for stabbing when disturbed conditions prevailed, and for the constitution of special courts. All these ordinances were later on incorporated into the Bombay Public Security Measures Act, 1947.

EMERGENCY LEGISLATION

The situation as it developed since August 1946 manifested the inadequacy of the ordinary law of the land to deal with it effectively and quickly. The secret nature of the violent activities carried on by certain political parties and organisations made it difficult, if not impossible, to bring the offenders to book by recourse to the ordinary law of the land. Added to it was the fear of reprisals which prevented people from tendering evidence in law courts against anti-social elements. Therefore, emergency legislation had to be undertaken to maintain public peace and tranquillity and to ensure the security of the State. As a result, the Bombay Public Security Measures Act, 1947 was enacted. It provided among other things for whipping as a punishment for certain offences and for special courts with speedy procedure to try offences which might be specified.

The policy of levying collective fines on the residents of the areas where these disturbances were frequent and where people were not found helping properly the police in getting hold of the culprits had a very salutary effect in putting down these disturbances. This policy was applied with great care and discretion and fines levied or recovered were ordered to be remitted whenever people of any affected locality undertook to maintain peace and order in their locality. The weapon of collective fines was used more as a preventive measure calculated to make citizens conscious of their responsibility and not for punishment.

POLITICAL PRISONERS RELEASED AND FINES RETURNED

NEW POLICY INITIATED

One of the most important acts of the Ministry upon assumption of office was to safeguard and ensure the fundamental rights and liberties of the people guaranteed to them under a democratic form of Government. With this end in view sentences of 289 prisoners awarded for offences committed in connection with the Civil Disobedience Movement of 1942 were remitted and those under detention for like offences were ordered to be set at liberty. Warrants of arrest pending against 28 persons who were wanted for offences in connection with the movement were cancelled and prosecutions pending against 288 persons were withdrawn.

RESTORATION OF ATTACHED PROPERTIES

The Government issued orders to the effect that properties, movable and immovable, attached, sealed or confiscated in connection with the Civil Disobedience Movements should be restored to the owners concerned, except properties which had been confiscated by an order of a court as a result of a conviction for some violent offence. Adequate compensation was sanctioned in cases in which the properties attached, sealed or confiscated had already been disposed of by public auction, etc. In addition, the Government sanctioned *ex gratia* compensation in the case of innocent victims of police or military firing during the Civil Disobedience Movements, when the persons concerned claimed such compensation. Compensation was also granted to families of political prisoners and detenus who had died in jail in the State of Bombay while undergoing imprisonment or detention in connection with the Civil Disobedience Movements and in cases in which the dependants had been rendered destitute or had no sufficient means of livelihood.

COLLECTIVE FINES RETURNED

Collective fines recovered under the Collective Fines Ordinance in connection with the Civil Disobedience Movement were ordered to be returned to the individuals concerned, unless the inhabitants of any village voluntarily expressed their desire that the amounts should be returned to the village committees concerned instead of to them.

The Government also considered sympathetically and on merits the applications of persons who had suffered in national movements or had been disabled or rendered destitute, or of their dependants, for grant of a pension or gratuity.

The expenditure sanctioned on account of the grant of the above concessions since 1946 came to over Rs. 13½ lakhs as under:

Year	Expenditure sanctioned in rupees	
1946-47	...	9,48,800
1947-48	...	2,22,000
1948-49	...	1,65,000
1949-50	...	8,200
1950-51	...	10,000

Other acts of clemency included release of long-term ordinary prisoners and remission of two and four months of their sentences to convicts sentenced to terms of two to five and over five years, respectively. The Government also decided that no long-term prisoner should be kept in jail after he had been in actual imprisonment for 15 years.

The Government also ordered the refund of securities demanded from printing presses.

BOOKS AND THE PRESS

The Government reviewed the cases of books which were proscribed by the former Government since 1918 and removed bans on all books, except those which were considered likely to create enmity between the two communities (viz., the Hindus and the Muslims), and which advocated violence. Bans on some of the books which were

proscribed during the period from 1905 to 1912 were also removed. Bans on 175 books were lifted during the period 1946-51.

In 1948, the Press and Registration of Books Act, 1867 was amended, making it obligatory on keepers of printing presses to send copies of books or publications printed at their presses to the Central Library and the Regional Libraries, in addition to the Collector concerned.

The Government also decided to amend the Act further, requiring printers of newspapers to deliver three copies of newspapers, instead of two, to the Oriental Translator to Government.

PRESS ADVISORY COMMITTEE

For maintaining harmonious relations with the Press, the Government continued to use the machinery of the Press Advisory Committee consisting of such of the non-official members as were recommended by the President of the All-India Newspaper Editors' Conference. All objectionable articles from newspapers are placed before the Press Advisory Committee for advice, and editors of the offending newspapers are asked to represent their views in person before the Committee. The Government has always respected the opinion of the Committee and action against offending newspapers is taken in accordance with the recommendations of this Committee, except in one case in 1946.

REORGANISATION OF POLICE FORCE

UNIFORMITY AND EFFICIENCY

The general political atmosphere in the Province of Bombay and India grew progressively tense since 1946 and in addition there was economic discontent, labour unrest and communal bitterness to contend with. The crime wave registered an upward curve and civil disturbances were by no means at an end. The heat of political controversy and the dust generated by it blinded the people's vision and the spirit of rebellion, ideological and otherwise, reigned supreme. All these factors gave rise to extraordinary circumstances which naturally called for extraordinary measures to deal with them in the domain of law and order.

The Police organisation had, therefore, to be reorganised to enable it to discharge its manifold and onerous duties with alacrity, efficiency and a degree of perfection commensurate with human ingenuity and endeavour.

LEGISLATION

The following Acts were passed in connection with the maintenance of law and order by the Provincial Legislature; the City of Bombay Police (Amendment) Act, 1946, the Bombay District Police (Amendment) Act, 1946, the Bombay District Police and the City of Bombay Police (Amendment) Act, 1947, the Bombay Public Security Measures Act, 1947, the Bombay District Police and the City of Bombay Police (Amendment) Act, 1948, the Bombay District Police and the City of Bombay Police (Second Amendment) Act, 1948, the Police Force (Control and Direction) Act, 1948, and the Bombay Police Act, 1951.

The state of emergency then generally prevailing in Greater Bombay emphasised the desirability of increasing the powers of the Commissioner of Police, Bombay, to deal with public disorders. It was also noticed that the powers of the Commissioner of Police regarding externment of bad

characters were not adequate. He was, therefore, empowered to extern bad characters to any place within the Province or outside it, and during the pendency of a proclamation of emergency to detain any person whose movements were considered likely to be dangerous to public peace, for a period not exceeding 15 days at a time, or more than two months in all without the order of the Provincial Government. These powers were granted to the Commissioner of Police by amending the City of Bombay Police Act by the City of Bombay Police (Amendment) Act, 1946.

GAMBLING PUNISHED

The chief features of the Bombay District Police and the City of Bombay Police (Amendment) Act, 1948, were that the Police Acts were amended so as to remove the nuisance of street gambling and the nuisance caused by singing girls at night time by providing more severe punishments for these offences. Provision was also made in the Act whereby control could be exercised over the use of loud-speakers in public places or places of public entertainment.

DISPOSAL OF DEAD BODIES

It was found by experience that the disposal of dead bodies at places other than those set apart for the purpose often created obstruction to traffic and there was objection from the sanitary point of view also or it served as a focus for communal strife and disturbances. The District Magistrates were, therefore, authorised by the amended Bombay District Police Act to prohibit the disposal of dead bodies in unauthorised places in towns and areas where places had been set apart for that purpose.

As in Greater Bombay, the disturbances in recent years in the mofussil showed the desirability of increasing the powers of District Magistrates and Sub-Divisional Magistrates to deal with public disorders. These Magistrates were, therefore, given powers similar to those exercised by the Commissioner of Police in Greater Bombay under the Bombay District Police (Amendment) Act, 1946.

RIOT COMPENSATION

The main result of the Bombay District Police and the City of Bombay Police (Amendment) Act, 1947, was that it placed the entire system of assessment, recovery and award of riot compensation on a sound footing by amending the Police Acts.

This Act also provided for the eradication of the evil practice of resale of cinema tickets at higher prices by making it a cognisable offence.

In order to strengthen the administration for effective enforcement of Prohibition, the Police Acts were amended (i) to enhance punishment for the offence of being drunk or incapable of taking care of one's self or behaving in a disorderly manner under the influence of drink in any street, thoroughfare or public place, (ii) to extern persons convicted of excise offences, and (iii) to require all places of public entertainment in Greater Bombay to require a police licence irrespective of the hours of business.

AMALGAMATION OF BOMBAY DISTRICT AND GREATER BOMBAY POLICE FORCES

The Bombay District Police and the Greater Bombay Police Forces were under the control of two independent Heads of Departments, viz., the Inspector-General of Police, Province of Bombay, and the Commissioner of Police, Bombay, respectively. In the interest of closer co-ordination of the two Forces, efficient administration and discipline, it was found desirable to have one single head of the Police Forces in the Province. It was, therefore, decided to make the Inspector-General of Police, Province of Bombay, the head of the Police Forces. As a first step to achieve this the Police Force (Control and Direction) Act, 1949, was passed and enacted. This Act also provided for the transfer of police personnel from the Greater Bombay Police Force to the Bombay District Police Force and *vice versa*.

The Bombay Police Act, 1951, was introduced and passed in the 1951 Budget session of the Legislature with the object of amalgamating the two Police Acts into one Act and the two Police Forces into a single homogeneous force.

Before the Act was passed it was considered by a Subjects Committee appointed by the Legislative Assembly.

In this Act, most of the provisions of the Bombay District Police Act, 1890, and the City of Bombay Police Act, 1902, have been combined together so as to evolve out of them new provisions which will apply uniformly to the whole of the State. In the matter of penalties, efforts have been made to arrive at a reasonable compromise between the punishments provided under the two Acts where these were different and, where it was not possible, the higher of the two penalties has been provided. This Act came into force with effect from 1st August 1951. It has repealed the Bombay District Police Act, 1890, the City of Bombay Police Act, 1902, and the Police Forces (Control and Direction) Act, 1949.

STIPENDIARY POLICE

The Police force consists of two distinct bodies ; the stipendiary force and the village force.

It is not the purpose of the Government to give the stipendiary police a regular military character, and a portion only are armed and to them are mainly allotted the duties of guarding jails and lock-ups and of providing escorts to prisoners and treasure. The more purely police functions are discharged equally by members of the armed and the unarmed branches of the force.

CADRE OF SERGEANTS ABOLISHED

Prior to the assumption of office by the popular Ministry in 1937, recruitment to the cadre of Sergeants both in the Bombay District Police Force and the City of Bombay Police Force was open only to Europeans, with better terms of service, etc. and future prospects than the Sub-Inspectors. After it came into office, this cadre was abolished in the mofussil, in the first instance. Before, however, orders abolishing the cadre in Bombay City could be issued, the Ministry resigned. The cadre came to be continued in Bombay City till the popular Ministry took office again in 1946. This question was re-opened by it and orders were issued abolishing the cadre of Sergeants. Those Sergeants who were already in

the Police Department were allowed to continue to draw the pay, allowances and other considerations which they were entitled to as Sergeants till they retired or were promoted to higher posts.

RESERVE CONSTABULARY

In order to make the State self-sufficient as much as possible in respect of internal security, the Government decided in March 1948 to recruit and train a special Armed Police Force of 2,000 including officers and men for Bombay City and of 5,000 (since reduced to 3,000) including officers and men for the districts. This force is intended to be highly trained and mobile. It has been provided with motor transport and wireless equipment. The mofussil force is divided into three groups of 1,000 each and they are located at Purandar in the Poona District, Sambre in the Belgaum District and at Baroda. It is proposed to have a separate Act for the constitution and regulation of this force.

WOMEN POLICE

In order to assist the ordinary police in carrying out raids and in making investigations in cases under the Indian Penal Code in which women and children are concerned as also in cases under the Prevention of Prostitution Act, a section of women police was established in 1947. Their duties include guarding and escorting of women and juvenile offenders, searching of women passengers at docks and railway stations, and handling of women and juvenile offenders in Prohibition cases.

Women police have been sanctioned for Greater Bombay, Ahmedabad City, Poona City and the B. B. & C. I. Railway. Special qualifications are laid down in the recruitment of women for the posts of sub-inspectors, head constables and constables. There were about 72 women police constables and three women sub-inspectors in the State on March 31, 1951.

Women police are given training in drill, parades, rules and regulations governing police procedure at the Police Headquarters, Naigaum, Bombay, and at the District Headquarters in Poona and Ahmedabad. Experience has shown that they are a great asset to the ordinary police, especially in urban localities where the police have to

deal with women and juvenile offenders involved in criminal and the other cases falling under minor Acts.

POLICE WIRELESS SYSTEM

In accordance with the Government's policy of modernising the police force of the State, wireless communication facilities were provided for the Police throughout the State. Static police wireless stations were established at all district headquarters and in Greater Bombay which are now connected by wireless to Poona, which is the Central Control Station and also the headquarters of the Inspector-General of Police. In addition, a certain number of mobile wireless stations are in operation in some of the important districts where the needs of communication are great. Due to the merger of States in the State of Bombay, the Police Wireless System was extended to the following places:—

1. Kolhapur (Static); 2. Baroda (Static); 3. Mehsana (Static); 4. Amreli (Static); 5. Port Okha (Mobile); 6. Navsari (Mobile); 7. Sambre (Static).

In addition to these, a scheme to form a network for the State Reserve Constabulary Groups was also sanctioned.

General improvement in the police wireless system and equipment is also being gradually effected. It is proposed to extend gradually the system itself to all the taluka places in the State of Bombay and as a first step towards this, it is proposed to extend it to six selected districts, viz., Banaskantha, Sabarkantha, Amreli, Mehsana, Ratnagiri and Kanara (North).

In Greater Bombay, some of the jeeps have been fitted with wireless equipment. These jeeps are being increasingly used for the Mobile Patrols and the Night Flying Squads where they enable the patrols and the squads to be in constant touch with the Wireless Control Room and Police Stations.

TRAFFIC ACCIDENTS AND ROAD SENSE

With a view to minimising traffic accidents on the following main roads a special scheme was sanctioned towards the end of 1948 :—

1. Bombay-Poona-Sholapur Road,
2. Poona-Satara-Kolhapur-Dharwar Road,

3. Bombay-Agra Road,
4. Poona-Nasik and Poona-Ahmednagar Road.

Special attention was paid to checking excess speed, overloading, defective vehicles, dazzling head-lights, etc. Efforts are also being continued to develop road sense among the public by means of loud-speakers, lectures and cinemas. In the main thoroughfares of Greater Bombay, special measures are being taken to teach pedestrians to cross roads at points where crossings are provided and only when the traffic policeman on duty gives the signal to pass. Instructions are also being given to pedestrians to observe the policeman's signal strictly and promptly and to vehicle-drivers to keep to certain sections of the road to proceed to certain directions and not to sound the horn unnecessarily by a police officer moving about in a van equipped with a loud-speaker. These efforts are bearing fruit as may be seen from the decreasing number of street accidents in recent years and the orderly flow of pedestrian traffic during rush hours.

EXCISE PREVENTIVE WORK

In Greater Bombay and the Thana District, Excise preventive work has been the responsibility of the police, but in the mofussil it was done by the Excise Department staff prior to September 15, 1948. The Police Department, with its superior technique of investigation and its experience of criminal matters, was considered a more suitable agency for the detection and prevention of all Excise offences and for enforcing the Government's policy of Prohibition.

Excise preventive work in the mofussil was, therefore, transferred from the Excise Department to the Police Department on September 15, 1948.

HOTEL LICENCES

Prior to 1948, only those places of public entertainment in cities and towns which conducted business between 9 p.m. and 5 a.m. required licences. In order mainly to check effectively the sale or consumption of liquor in places of public entertainment and generally to have better control on these establishments for the maintenance

of law and order, the City of Bombay Police Act, 1902, and the rules for the keeping of such places framed under the Bombay District Police Act, 1890, were amended so that all such places, irrespective of the hours of business, now required a licence, and no hotel, restaurant, etc. could be run without a licence.

PREVENTIVE ACTION

Some of the new measures introduced to improve the police administration included the Mobile Flying Squad, anti-pilferage measures in Bombay Docks, a Special C. I. D. Squad to tackle pickpockets, etc. The Mobile Flying Squad operates in Greater Bombay in a given zone throughout 24 hours and takes initiative in handling any incident which it might come across or which is reported to it by the Wireless Control Room.

Anti-pilferage measures in the Docks include perimeter patrols, armed guards at gates and sheds to safeguard valuable cargoes. The Port Trust authorities have also introduced a permit system restricting admission into the Docks.

The Special C. I. D. Squad dealing with pickpockets is distributed in batches and operates at bus and trams stops during rush hours and takes special steps to prevent bicycle thefts and shop-lifting and motor car thefts by children.

NIGHT POLICE SQUADS

In order to give protection to unwary citizens going about their business during night hours against attacks by miscreants in Greater Bombay, armed squads of plain-clothes men were detailed to patrol certain parts of Greater Bombay in August 1951. They are picked members of the constabulary trained in the use of revolvers and are allotted to selected localities with instructions to put down any incidents of violence with a strong hand. There are at present 15 such squads operating in the city and their presence has had a salutary effect on the activities of miscreants and bad characters. Recently, they arrested some men in the early hours of the morning when they were returning after having broken open a Government grain shop and looted its contents.

DEVELOPMENT OF PUBLIC RELATIONS

In order to improve the relations of the Police administration with the public, the Government directed the formation of Police Advisory Committees in the districts. These consist of the District Magistrate, the District Superintendent Police and four or five non-official members, representing the District Local Board, the Municipality, the transport service and the general public. The function of the Committee is to discuss matters relating to crime, traffic, etc., in respect of which public co-operation is very necessary.

The Government also took steps to bring about a change of attitude in the relations between the public and the police. Whereas formerly the latter were looked upon as mercenaries and agents of an alien Government who were carrying out their duties, often unpleasant and even anti-national, they have now assumed the welcome role of friendly guides and courteous public servants, ever ready to assist the people in any emergency whenever their help or aid is sought. They are always on the alert and keep a sharp look-out for anti-social elements and guard and protect the unwary. An increasing number of people daily approach them for one thing or another and their ready response and eagerness to help has won them the confidence and admiration of the general public.

FALL IN CRIMES

The general unsettlement caused by changing economic conditions, the communal tension in the Province, the partition of the country and the growing unrest on the Hyderabad border coupled with the increased readiness of the public to lodge complaints with the police in view of the changed political situation were the factors which led to an increase in the number of crimes from 1946 onwards. As a result of the reorganisation of the Police Force and other measures adopted by the Government the crimes showed a decrease towards the end of 1949 and 1950. In 1949 there were 70,100 crimes committed in the whole State excluding Bombay City and in 1950 the total number of crime cases rose to 73,300 for the same area owing to the merger of State territories into the State of Bombay.

Out of the area merged in the Province in 1949, the new districts of Baroda, Mehsana, Amreli and Kolhapur were formed, while a part of the merged territory was amalgamated with the remaining districts of the State. These newly-created four districts recorded 3,400 and 8,000 crimes in 1949 and 1950, respectively. If this figure is excluded from the figure of the total crime in the State excluding Bombay City, we find that in 1949 the crime in the State was 66,700, while in 1950 it was 65,300. This shows that there is a net decrease of 1,400 cases of crime in the State excluding Bombay City. A similar decrease has also been noticed in the case of Bombay City.

The recording of crimes has also improved in the merged areas after their merger in Bombay State. Formerly, in some of the merged areas there prevailed a system of recording crime which ensured a lower registration. But after their merger into the State the Bombay system was made applicable to these areas with the result that recording of crimes improved and the total number of crimes registered in these areas also went up. This is bound to swell the figures of crime in the State and that accounts for a part of the apparent increase in crime in the State.

CRIMES IN GREATER BOMBAY

On account of the communal and other disturbances in Greater Bombay there was an appreciable increase in the number of offences against public safety and tranquillity and other serious crime in the year 1946. The number of such offences registered was 18,495 as against 14,308 in 1945, representing an increase of 4,187 cases. In their efforts to suppress betting and gambling, the Greater Bombay Police raided eight bucket shops and 464 gambling houses and arrested 2,554 persons during the same year. Of these 540 were convicted. Out of 4,881 persons arrested for gambling in public places, 3,862 were convicted. In all, 287 cases were brought to trial in 1946 under the various sections of the Bombay Prevention of Prostitution Act. Street accidents claimed 243 persons dead and 3,874 injured in that year. The accidents were due mainly to want of care on the part of pedestrians while walking on and crossing roads. Instruction was given through loud-speakers about traffic

regulations to pedestrians, cyclists and drivers of vehicles for the general safety of all concerned.

The number of serious offences registered in 1947 was 20,742 as against 18,495 in 1946. The increase was accounted for by the continuance of disturbed conditions in Greater Bombay.

The police raided three bucket shops and 352 gaming houses and arrested 2,297 persons in order to check betting and gaming. Of course 457 were convicted. Out of 4,866 persons arrested for gaming in public places, 3,995 were convicted. In all 232 cases were brought to trial under the various sections of the Bombay Prevention of Prostitution Act.

The total number of crimes in Bombay City fell from 23,906 in 1949 to 22,938 in 1950, recording a net decrease of 968. The decrease, which was most noticeable under the heads dacoity, robbery and rioting, becomes more significant when viewed against the background of the recent increase in the population and area of the City.

THE C. I. D. ORGANISATION

In addition to the police attached to individual districts, there exists a special organisation for detection of crime called the Criminal Investigation Department, which includes the Finger Print Bureau, and is under the immediate control of a Deputy Inspector-General of Police. The Criminal Investigation Department in co-operation with the police of other States is engaged in the prevention of spread of serious crime, in the investigation of crime having ramifications over several jurisdictions and in the pursuit of criminals. The Finger Print Bureau has been working satisfactorily since its establishment in 1901.

With a view to having a closer liaison between the Government, the C. I. D. and the Greater Bombay C. I. D., the Government decided to shift the headquarters from Poona to Greater Bombay. In view of the acute shortage of accommodation it was not possible to bring all the Branches of the State C. I. D. to Bombay. The Headquarters were, therefore, shifted to Greater Bombay with a skeleton staff. The remaining Branches will be moved there as and when accommodation becomes available.

POLICE TRAINING SCHOOL

The Central Police Training School, Nasik, continued its work of enlisting direct recruits of a good social status and educational attainment for the posts of sub-inspectors of police in the Police Department. Certain minimum requirements are insisted upon as regards age, height, education, knowledge of Indian languages, general knowledge, etc. With the dawn of Independence in India, a new spirit of patriotism and an intense desire to serve the country have been apparent in those who take up a career in the Police Department. Every effort is being made in the course of indoor and outdoor training to imbue in the cadets the highest principles of absolute integrity and exemplary honesty, so that every member of the police force who is constantly exposed to the scrutiny of the public and is often called upon to take instantaneous decisions in circumstances of varying degrees of complexity may acquit himself creditably.

With a view to enhancing the prestige and raising the standard of efficiency of the Police Force as a whole, sub-inspector students are selected from among direct recruits and the cadre of head constables in the districts. The qualifications laid down for direct recruits include the passing of the Intermediate Examination or the holding of a bachelor's degree of the University of Bombay or a university recognised by it. Formerly, matriculates were recruited in this category.

The general tone of the Department appears definitely to have improved during the period under review in all spheres of its manifold activities.

CINEMA THEATRES

The State Government is mainly concerned with the rules regarding licensing and controlling theatres and other places of public amusement. The District Magistrates and the Commissioner of Police are the licensing authorities within their respective jurisdictions and licences are granted by them under the "rules for the control of cinemas and places of public amusement" framed under section 39 of the Bombay District Police Act, 1890 and Section 22 of the City of Bombay Police Act, 1902, respectively.

When the present Ministry assumed office, black-marketing in cinema tickets was rampant in big cities, particularly in Bombay. The District Magistrates and the Commissioner of Police were, therefore, asked to frame model rules prohibiting the re-sale of cinema tickets. Similarly, they were directed to issue rules prohibiting hawking or selling of any eatables, drinks, etc., in the auditoria of theatres during intervals. These rules have already been brought into force in the mofussil. They are proposed to be enforced in Greater Bombay shortly.

FILMS

The Bombay Board of Film Censors, as the only organ of film censorship in Bombay, continued to do its work on the principle of precluding that which was definitely undesirable or unsuitable for public exhibition.

The Board's censorship policy became stricter than it was before. Formerly, the practice was that all films, Indian as well as foreign, were seen in the first instance by an Examiner and only in the case of a difference of opinion with the producers or distributors or on receipt of a complaint from the public, was the film examined by the full Board or its sub-committees. However, since 1948, all the films were seen, in the first instance, by the sub-committees and then by the full Board, when necessary.

The differences which arose with the launching of the Prohibition policy of the Government necessitating the deletion of drinking scenes and sequences presenting drinking attractively or as an admirable social practice or as a desirable and fashionable custom were removed when this problem was discussed exhaustively at the various joint meetings of the Board with the Cinematograph Reuters' Society of India, Burma and Ceylon, Ltd., and thereafter the working of the Board's policy became smoother.

In its drive for improving the quality of Indian films as a wholesome entertainment for the masses, the Board, in co-operation with the producers, formulated something like a Production Code or suggestions calculated to guide them in the production of films.

However, with the amendment of the Cinematograph Act, 1918, the Central Government undertook film censorship in all the States. Consequently, the Bombay Board of Film Censors was dissolved and it ceased to function from 18th January 1951.

RACING

The policy of the Government in regard to racing before the Congress Ministry assumed office was one of permitting racing freely by the grant of a licence under the Bombay Race Courses Licensing Act, 1912. This question was considered by the Ministry soon after it re-assumed office in April 1946 and it was decided to put a stop to racing as it involved organised gambling with all evils which usually accompanied gambling. In order to give sufficient time to the parties concerned to wind up their affairs, this decision is to take effect from 1953. Incidentally, this policy of the Government has encouraged the breeding of Indian horses.

LOTTERIES AND PRIZE COMPETITIONS.

When the Congress Ministry came into office in 1946, the law relating to lotteries and prize competitions then existing was contained in the Bombay Prize Competitions Tax Act, 1939, and in section 294-A of the Indian Penal Code. By experience, the former had been found to be defective in that it did not adequately check unauthorised prize competitions and the latter did not apply to private lotteries and competitions in which there was no 'drawing' in the physical sense. As a large amount of money was being wasted by poor and credulous persons in the hope of winning prizes in a lottery or a prize competition promoted by unscrupulous persons to profit themselves, legislation was passed by the Congress Ministry in 1948 to prevent this method of exploiting the public. This is the Bombay Lotteries and Prize Competitions Control and Tax Act, 1948. In view of the provisions of this Act, it has become possible to stop all private lotteries and license harmless ones and to control prize competitions through a licensing system.

In respect of crossword puzzles, the Government continued to follow the system of licensing crossword prize competitions and a proposal to impose new conditions

while issuing licences hereafter is before the Government. The new conditions are that the promoters should not offer in respect of any one prize competition prizes of a total value exceeding Rs. 30,000, should not offer more than one prize competition in two weeks or seventeen in a year, should not offer or allow any free entries and should deposit with the licensing officer half the amount of the prize money offered by them in respect of any competition. Accordingly, the Bombay Lotteries and Prize Competitions Control and Tax Rules, 1949 will be suitably amended in the near future.

Meanwhile, after considering all the objections and suggestions in this regard, the Government decided to finalise all the conditions already published except the one relating to the intervals at which the prize competitions were to be held. Under the conditions as finally adopted, a licensee has been permitted to hold one prize competition in a period of two weeks instead of three weeks. The new conditions will come into force from October 1, 1951.

TAMASHAS AND MELAS

In 1948, the Government appointed a committee to examine the question of improving Tamashas. Most of the recommendations made by the committee were accepted by the Government. The following were the three important recommendations :—

- (1) There should be a Central Board for the whole State for Tamasha censorship;
- (2) "Daulat-Jada" should be allowed to continue but the persons offering it should not be allowed to touch actresses and the programme should be continued while "Daulat Jada" is being offered, and
- (3) Women-artists should not be allowed to sit at the entrance or at the ticket windows as an attraction.

The question of constituting such a board is under the Government's consideration.

The District Magistrates and the Commissioner of Police have been asked to form committees of officials and non-officials in their respective jurisdictions to examine scripts of Melas.

GUN CLUBS

In respect of confiscated or forfeited guns, the Government has issued orders that they should first be offered at fair prices to gun clubs, crop protection societies and Sarvodaya Centres before they are made available to licensed dealers and other persons entitled to possess them, and that after meeting the requirements of gun clubs, crop protection societies and Sarvodaya Centres, preference should be given to individual licence-holders who are agriculturists and are in need of guns for purposes of crop protection.

So far, crop protection licences could only be made valid for the village or villages in the immediate vicinity of the licensee's holdings. The Government has since liberalised its policy and has issued orders that licences in form XIX for the protection of crops and cattle should be made valid for the whole taluka or district, as the case may be.

Till 1951, only the District Magistrates could grant licences in form XIX for crop protection. In January 1951, the Government issued orders empowering all Sub-Divisional Magistrates in this State to grant such licences. Accordingly, licences in form XIX for the possession of guns (breach loading and muzzle loading) for crop and cattle protection will be issued by the Sub-Divisional Magistrates. This will be more convenient to agriculturists and will also facilitate early disposal of applications for such licences.

For the convenience of holders of licences for revolvers and pistols who do not know the handling and use of such firearms, the Government has made arrangements for imparting training at Taluka and District Police Headquarters to such licensees in the handling and use of revolvers or pistols on payment of a fee. In all, five lessons are given and a proficiency certificate is granted to trainees, who, at the end of the course, satisfy the officers concerned that they have acquired sufficient knowledge of the handling and use of revolvers or pistols.

ANTI-CORRUPTION CAMPAIGN

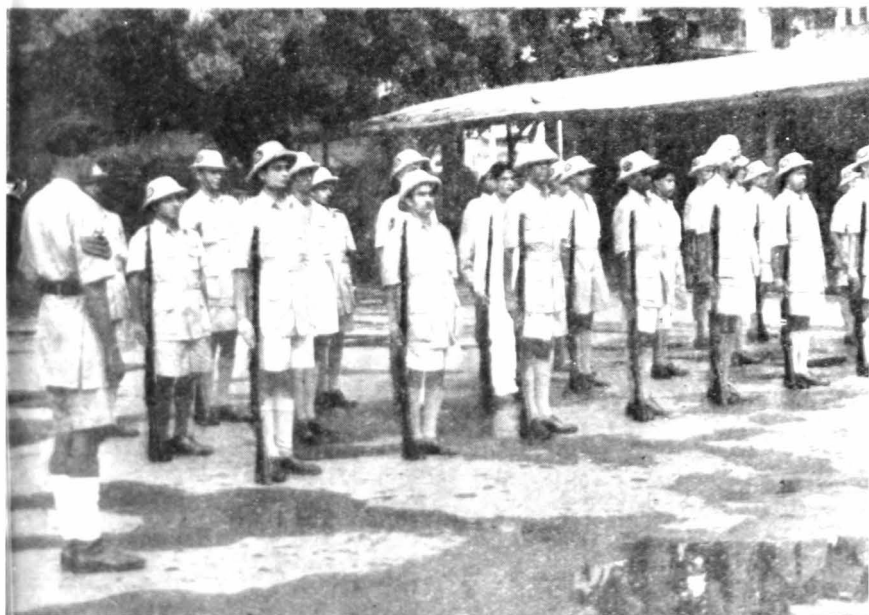
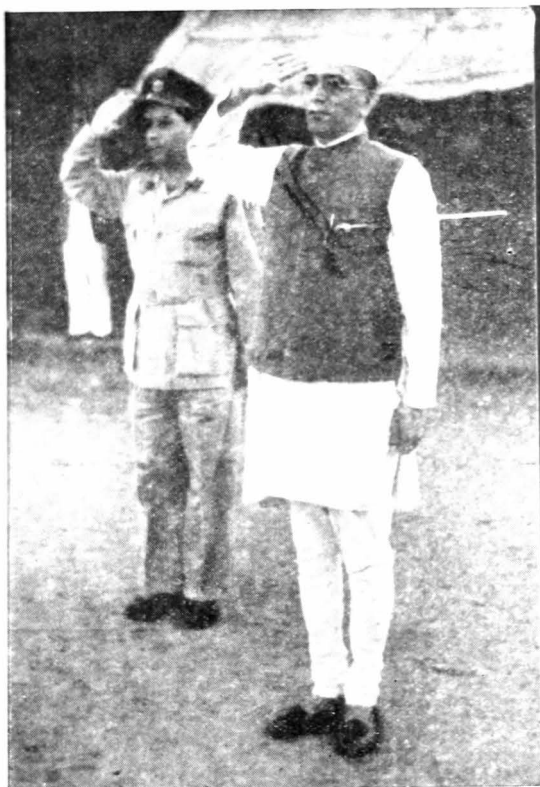
GOOD WORK ACCOMPLISHED

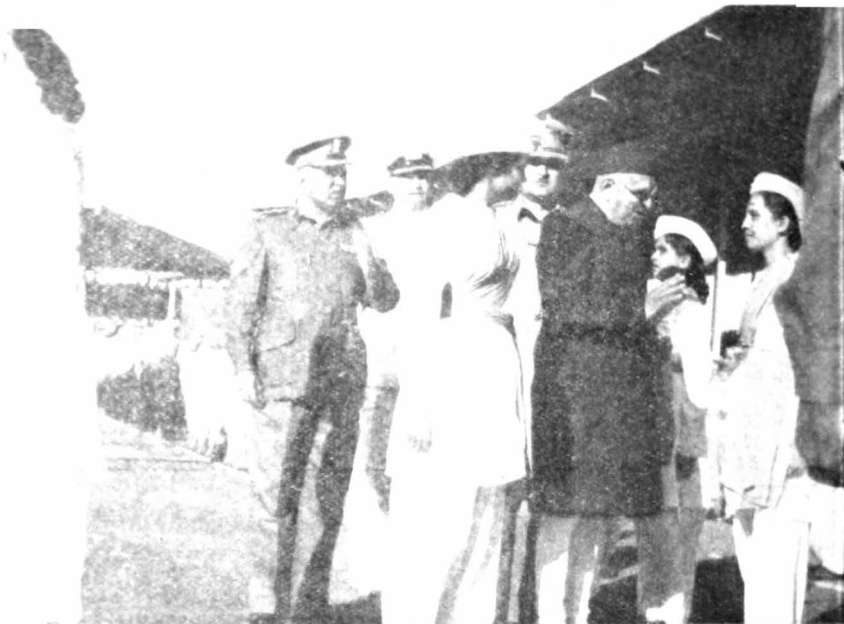
The new Ministry attached great importance to the work of rooting out corruption and bribery from the ranks of Government servants. Accordingly anti-corruption units were established each in charge of a Deputy Superintendent of Police in Gujarat, the Deccan and the Karnatak with headquarters at Ahmedabad, Poona and Belgauni, respectively. These units were in charge of the State Anti-Corruption Branch of the Police Department. A similar unit was also established in Bombay City under a Deputy Commissioner of Police.

Since the formation of the State Anti-Corruption Branch i.e., from May 1946 to March 1951, in all 1,768 cases were detected by it. Details of the cases detected in each year are as under :—

Nature of offence.	1946	1947	1948	1949	1950	1951	Total
(1) Cases of corruption in which public servants were caught redhanded just after they had accepted illegal gratification.	70	119	118	139	111	32	589
(2) Cases of corruption against public servants detected after instituting inquiries on receipt of complaints from the public.	23	36	42	39	23	7	170
(3) Cases of bribery in which private persons were "trapped" while offering and paying bribes to public servants.	2	..	6	21	15	1	45
(4) Cases of hoarding of food-grains and other essential commodities.	30	63	64	17	14	1	189
(5) Cases of black-marketing.	14	250	17	48	25	5	360

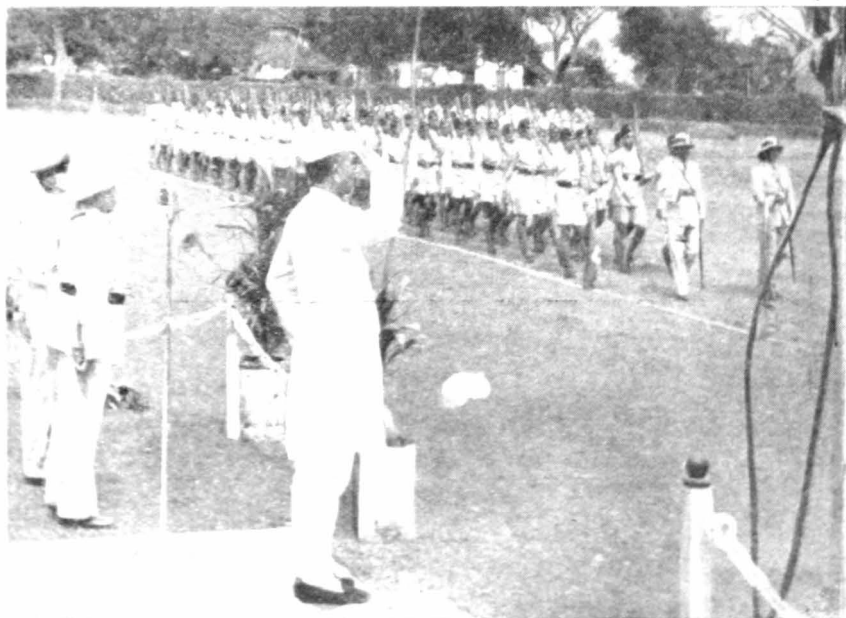
Bombay's Home Minister, Shri Morarji Desai, is seen taking the salute at one of the parades of Home Guards. By his side is the Home Guards Commandant-General, Captain M. J. B. Maneckji. The picture at bottom shows the Home Guards at an arms drill.





How do you like being a Home Guard? His Excellency asks a woman Home Guard at the Republic Day rally held at the Brabourne Stadium, Bombay on January 26, 1951.

Picture below shows Shri Morarji Desai, Home Minister, taking the salute at a march-past of the police at Thana in August 1951.





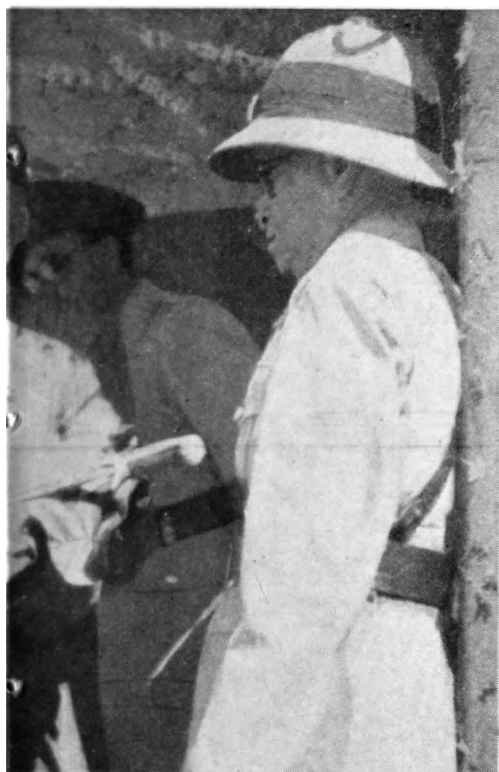
The Chief Minister, Shri B.G. Kher, inspected a contingent of women police on the Oval Ground in Bombay on Independence Day, 1951.

The Home Minister, too, is seen in the picture below inspecting women police on another occasion.



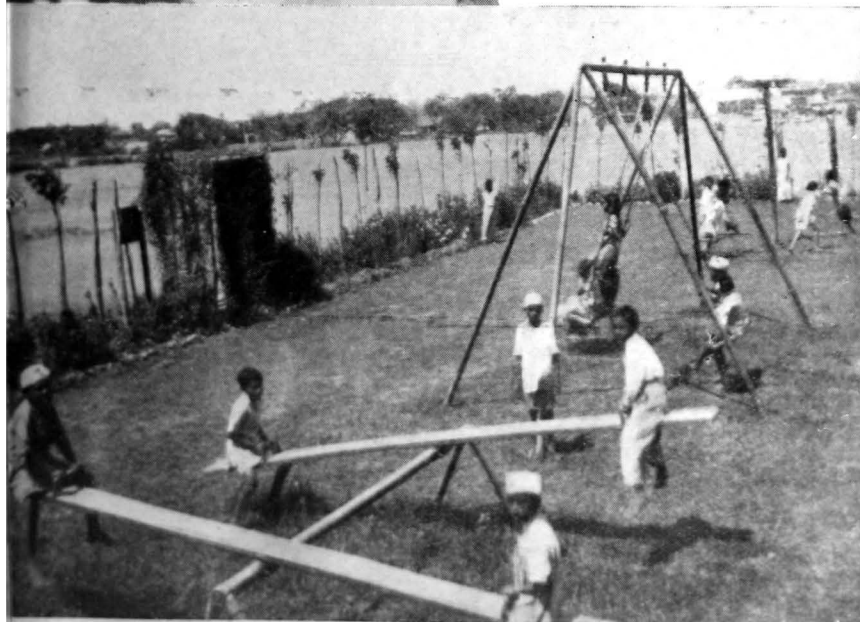
The institution of Village Defence Parties has done much to instil courage and self-reliance in villagers. For capturing a dacoit, Pandu Dhondu Monde of village Riswadi, Kolaba District, was awarded a sword and Rs. 50. The award was made at the hands of H. E. the Governor, Raja Maharaj Singh, who is seen in picture at right.





Promotion of the weal and welfare of policemen and their families has always claimed the State Government's earnest attention. A police canteen was recently opened at Alibag in the Kolaba District.

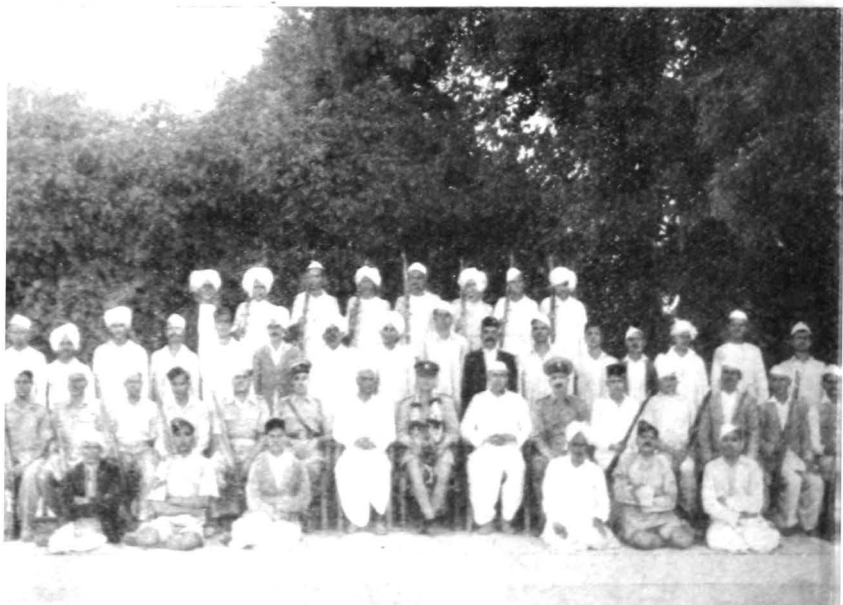
Below are two views of the Rani Maharaj Singh Kridalaya at Nasik, where children of policemen play and seek healthy open-air recreation.





Here the Inspector-General of Police, Shri N. M. Kamte, is seen presenting a sword to the Police Patil of Asundi in the Dharwar District for meritorious services.

Village Defence Parties are now in existence in almost all villages in the State. This is one of such Parties from the Ahmednagar District.

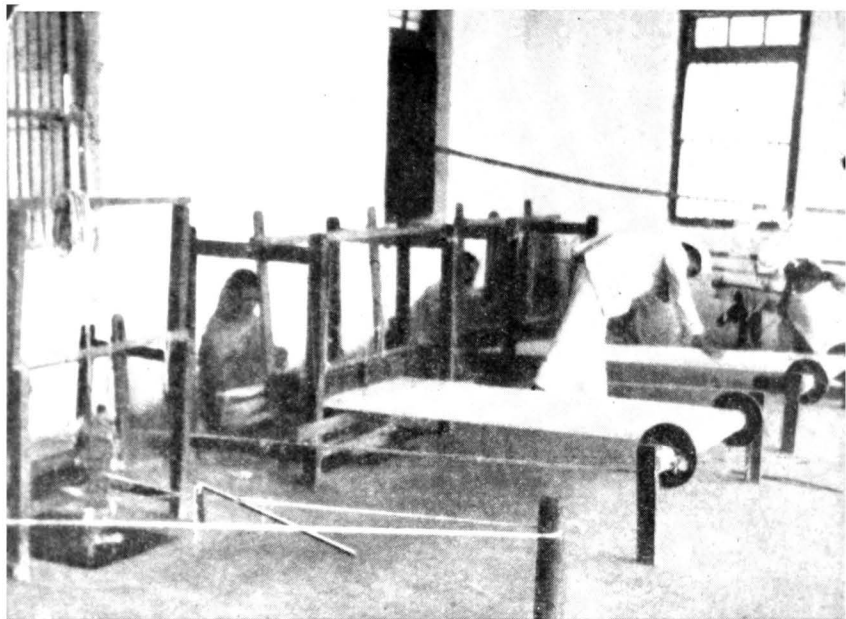




These two lads and their uncle, Pandu Ganpat Bhoys, of village Dehre Gandole in the Peint Mahal of the Nasik District, were awarded turbans and silver bracelets and a gun, respectively, for showing conspicuous bravery in capturing a dacoit in September 1950.

Members of the Anti-Corruption Branch have often to have recourse to disguises before carrying out raids. Picture below shows one such party before undertaking a raid.





Beggar homes have been established in Bombay State where the inmates are trained to be socially useful citizens upon leaving the homes. Above, female beggars are seen being taught weaving, while below are seen some male beggars engaged in cleaning corn for the daily fare of their home.



Nature of offence.	1946	1947	1948	1949	1950	1951	Total
(6) Cases under the Bombay Motor Vehicles Act.	4	13	15	25	32	18	107
7) Cases under the Bombay Prevention of Gambling Act.	3	1	4	10	3	..	21
(8) Cases under the Bombay Abkari Act and the Bombay Prohibition Act.	..	8	27	47	18	4	104
(9) Miscellaneous cases such as evasion of Income-Tax, smuggling of gold from Goa, serving food to more than 24 persons, etc.	2	21	56	50	47	7	183

Of the total number of cases, 1,352 cases were sent up to courts of law for trial of the accused persons involved in them and 416 cases were referred to Heads of Departments of the several Departments of the Government for departmental action against defaulters.

Of the 1,352 cases sent up to courts of law, 583 ended in conviction, 335 ended in acquittals, 248 cases are *sub judice*, 21 cases are pending investigation, 66 were classed as 'A', and 45 were discharged by the law courts before trial for want of sufficient evidence to proceed against the accused persons and 54 cases were classed as 'C'.

DEPARTMENTAL ACTION

Of the 416 cases referred for departmental action, in 105 cases the defaulters were dismissed or removed from service, and in 159 cases the defaulters were reverted or degraded or awarded other departmental punishment. In 73 cases the defaulters were exonerated of the charges framed against them for want of convincing evidence and 79 cases are still pending decision by the authorities to whom the cases were sent for departmental action against the persons concerned.

This Branch was also able to detect cases of corruption and other offences of misconduct, preparing false travelling allowance bills, etc., against 111 gazetted officers of the various departments of the Government. Five officers were dismissed from service for their corrupt conduct as a result of these enquiries,

The Branch has also detected cases in which many private persons were trapped for offering and paying bribes to public servants as mentioned in the statement given above.

The Branch could also unearth cases of evasion of income-tax, involving wealthy merchants. In respect of these cases Rs. 24,50,000 are likely to be recovered as evaded tax and penalty.

Cases of smuggling of gold approximately valued at Rs. 60,000 from the Portuguese territory of Goa have also been detected by the Branch.

The other important activities of the Branch included detection of cases of black marketing in food grains and other essential commodities, cases under the Bombay Prohibition Act and the Bombay Prevention of Gambling Act, etc. The officers of the Branch had to use even disguises and other intelligent methods in their detection work.

GREATER BOMBAY DRIVE

Steps were also taken to root out bribery and corruption from the public services in Greater Bombay, where are housed some of the most important Government and public offices. With this end in view, and in view of the growing problems of the black market and related evils, an Anti-Corruption Branch was formulated for this area in the year 1946.

Since then this Branch has done much to minimise and check the evils of the black market and bribery; it has also dealt with cases ranging from black-marketing in foodgrains, petrol coupons and other rationed commodities to those involving blackmailing, cheating, trafficking in stolen and smuggled firearms and explosive substances, gambling and certain anti-social practices, such as giving and acceptance of "pugrees" etc.

The point to note in this regard is that an act (Bombay Act XX of 1946) made the offences of bribery cognisable, where before they were non-cognisable under sections 161 and 165 of the Indian Penal Code. This facilitated the

handling of cases which before entailed a lengthy legal procedure. Section 3, however, of the Prevention of Corruption Act (India Act II of 1947) modified these sections of the Bombay Act, making the offences cognisable only by officers of and above the rank of Deputy Superintendents of Police with effect from March 11, 1947. By this change, investigation of offences under sections 161 and 165 of the Indian Penal Code required previous magisterial permission and application to a Magistrate for process on completion of enquiries.

ACTION TAKEN

In cases where the public servants involved could not, due to insufficiency of evidence, be proceeded against in a court of law, departmental action was taken. Several public servants have in consequence been dismissed. In addition, action was taken against about 200 members of the public in courts and convictions were obtained. Corruption has been checked to a considerable extent on account of the work of the Anti-Corruption Branch and despite the difficult nature of the problem, the Branch is determined to root out this evil finally.

The following are the statistical data relating to the work of the Branch for the period from May 11, 1946 to March 31, 1951:

Total cases detected	...	...	1018
Cases disposed of	...	...	880
Cases pending from previous year			
disposed of	...	...	125
Cases pending at the end of the year	...	...	138

THE HOME GUARDS

A PEOPLE'S ORGANISATION

The Home Guards organisation was started in Greater Bombay on November 6, 1946 by an ordinance as the communally disturbed conditions then prevailing in Bombay City pointed to the urgent need of securing fuller and more effective assistance from members of the public in the maintenance of law and order, supplementing the ordinary police in guarding public buildings, patrolling work for prevention of crime, enforcing such regulations and orders issued under the Bombay City and the District Police Acts or any other law which a police officer might be required to enforce and assisting the ordinary police in the discharge of their day-to-day duties.

The Home Guards Ordinance was later on replaced by the Home Guards Act, 1947. The organisation was gradually set up in all districts of the State. Today district and taluka units are functioning in most parts of the State.

ORGANISATIONAL SET-UP

The organisation consists of a Commandant-General in charge of the whole force in the State, a Commandant for each district and such other staff officers as the Commandant-General and the District Commandants may consider necessary. The appointments of the Commandant-General and the Commandants are made by the Government from among suitable non-official gentlemen and the posts are purely honorary, carrying no remuneration. The Home Guards are a non-political and non-communal organisation. All members have, on enrolment, to sign a pledge to the effect that they will, well and truly, serve the Government of Bombay without fear or affection, malice or ill-will or communal or political bias, and will assist to the best of their ability in the maintenance of peace and prevention of crime against persons and property.

THE QUALIFICATIONS

Any person who is between the ages of 20 and 50 and who has studied up to standard IV in any of the regional languages is eligible for enrolment in the organisation.

The Home Guards are trained in squad drill, lathi drill, use of arms, traffic control, elementary law, mob fighting, unarmed combat and guard and escort drill. In addition, they are also trained in First Aid and fire fighting. They are encouraged to take up social work and lectures are arranged for such of them as show an inclination and aptitude for it.

When the Home Guards are called out on duty under section 4 of the Bombay Home Guards Act, they enjoy the same powers, privileges and protection as officers of the Police Force appointed under any act for the time being in force.

UNIFORMS AND REMUNERATION

The Home Guards have been issued with uniforms consisting of two Khaki shirts, two pairs of trousers, two caps, one pair of shorts, ankle boots, anklets, etc.

Although the Home Guards organisation is purely a volunteer body, the officers and men are paid a duty allowance of Rs. 2-8-0 per diem whenever they are called out on duty under section 4 of the Act. They are also given a conveyance allowance up to Rs. 5 per month for attending parades, etc., in big cities such as Bombay, Poona and Ahmedabad. Arrangements have also been made for the washing of uniforms at Government cost.

The present strength of the Home Guards in the State is about 16,333 and about 9,000 have completed their training in drill and use of arms. More attention is paid to the quality of the men enrolled and to their thorough and efficient training than to the mere numerical strength of the organisation. A large number of men have been trained in the regulation of traffic, First Aid and fire fighting. It is proposed to form a nucleus of a Home Guards Auxiliary Fire Service shortly.

THE AIR WING

The organisation has started an Air Wing to give opportunity to young boys and girls to learn flying. It is hoped by this to make the youth of the country more and more air-minded.

WOMEN'S UNIT

A women's unit of the Home Guards has been started in Bombay, Poona, Ahmedabad and Satara and similar units are being started at Belgaum and Ahmednagar. The Women's Unit gives a chance to young women to train and discipline themselves to render service to their country. The Women Home Guards of Greater Bombay were for the first time placed on duty on the one-day token strike along with men Home Guards.

RECORD OF SERVICE

The Home Guards were called out on duty to assist the police on several occasions. For the first time, they were called out during the communal disturbances of April, 1947. They were then posted in the worst affected areas of Bombay and performed their duties to the satisfaction of all concerned. They were again called out on the occasion of the Anti-Pakistan Day disturbances and during the disturbances following the assassination of Mahatma Gandhi in January-February, 1948 and on several other occasions. During the Hyderabad emergency in September 1948, the task of organising the A. R. P. was entrusted to the Home Guards and the Commandant, Home Guards, Greater Bombay, was appointed A. R. P. Controller and in a very short time, the Home Guards were trained in different kinds of A. R. P. work. They were also called out on duty in almost every place during the threatened Railway strike to guard public property. Last but not least, the Home Guards of Greater Bombay were placed on duty to assist the Municipal authorities to maintain public health during the sweepers' strike, which was later called off.

The work hitherto done by the Prohibition Guards has now been transferred to the Home Guards and the members of the former Prohibition Guards have been taken up in the Home Guards organisation.

PROGRESS IN ADMINISTRATION

In order to co-ordinate the work of the various district units, the post of Commandant-General was created. With the establishment of the Central Headquarters, uniformity in the matter of training, etc., has been achieved. In the year 1949, the Government abolished the organisation of Prohibition Guards, and the work that this organisation was doing was transferred to the Home Guards. Since that date, the work of carrying on propaganda, detection of Prohibition offences and assisting the police in carrying out Prohibition raids, etc., has become one of the functions of the Home Guards and they have been discharging this function to the entire satisfaction of both the public and the authorities. The Home Guards have helped on some occasions to run and maintain essential services. Thus, they manned trams and buses on August 31, 1950, when the Socialists called a general strike in Bombay. This was a great blow to the strike.

CO-ORDINATION EFFECTED

Immediately after his appointment as Commandant-General, Shri M. J. B. Maneckji convened a conference of all the District Commandants in the State of Bombay in May 1949 at Bombay. Various problems were discussed at this conference and a uniform procedure for the working of the organisation throughout the State was laid down. With the same end in view, the Commandant-General toured the various districts.

It was decided during the conference of Commandants of Home Guards in 1949 that instead of holding a conference of all District Commandants at Bombay, it would be better if Regional Conferences were held at some district place. Accordingly, Regional Conferences were held at Anand and Poona.

DESH SEVA

The motto of this organisation is "Desh Seva", i.e., service of the country. Almost every day, the assistance of the Home Guards is sought by the authorities in one place or another. The members of the public look upon the organisation as their own and the Home Guards rush to their aid in times of need. Instances of Home Guards

who went to the rescue of fellow citizens in emergencies like fire, etc., are not rare. Several of them risked their own lives in their work and earned a good name for themselves and for the organisation. Some notable occasions when such duties were performed by the Home Guards were (1) The railway strike; (2) the oil companies' strike in Bombay and (3) the one-day token strike in Bombay. During the threatened Railway strike, Home Guards all over the State were posted on duty for days together and they worked ungrudgingly without a thought for their personal safety or comfort. Similarly, during the strike of the workers of oil companies in Bombay, the Home Guards assisted in the movement of this essential commodity, by taking over the driving of oil tanks for over a week. On the general strike day, the Home Guards took over the driving of trams and it has been a good example of how the members of this organisation have helped in the maintenance of essential services in times of emergency. Transport is the life line of a city and it was essential for the Home Guards to keep this 'life line' moving at all sacrifices, even at the risk of their lives. The Home Guards also assist the authorities in enforcing controls and to fight smuggling and blackmarketing. Several proclaimed offenders who were terrorising the districts and who were evading arrest for years were arrested on the information and help given by the Home Guards.

VILLAGE DEFENCE PARTIES

SELF-HELP FOR RURAL COMMUNITIES

The scheme of Village Defence Parties was first started in the year 1948 to combat the depredations of criminals in the rural areas. The immediate cause was, however, the border incidents then taking place, in spite of the standstill agreement between the Dominion Government and the Government of H. E. H. the Nizam.

With a view to instilling confidence and self-reliance in the rural population and enabling it to cope not only with local bullies and bad characters but also with organised gangs of robbers, dacoits and other anti-social elements, the ancient system of "Gaon Senas" was revived. The system of helping one another in times of difficulty existed in many villages. For instance, at the beat of a drum, all villagers used to collect with whatever weapons they could lay their hands upon, and help one another against outside aggression.

Village Defence Parties were first started in the villages bordering the Hyderabad State and within a radius of about 25 miles from the border. Later, they were started in other villages where dacoities and robberies were taking place frequently. The scheme has now been extended to all the districts of the State and in a short time there will be a Village Defence Party in every village. So far, these Parties have been formed in 26,032 villages out of a total number of 41,404 villages in the State. The strength of the personnel of these Parties is at present 10,38,541 out of whom 38,322 have been trained in the use of arms and 288,687 have been trained in drill and lathi drill. In addition to this training almost every member of the Party is taught to assemble at a given place with whatever weapons he can obtain on the alarm being sounded either by beat of drum or by the ringing of temple bells.

THE ORGANISATION

Each Village Defence organisation is under an officer known as the Kotwal. The Taluka and District Village Defence Officers are known as Assistant Village Defence Officers and Village Defence Officers, respectively. These officers are assisted by non-officials known as Joint Village Defence Officers and Assistant Joint Village Defence Officers. The Kotwal, the Assistant Joint Village Defence Officer and the Joint Village Defence Officer are non-officials and the posts are purely honorary carrying no remuneration. These appointments are made by the District Superintendent of Police from among suitable non-official gentlemen in the district and all these officers are subordinate to him.

QUALIFICATIONS FOR ENROLMENT

Every able-bodied villager between the ages of 20 and 50 is eligible for membership of the party, provided he is recommended by the Kotwal and other officers.

The training given to the members of the Village Defence Parties is not as intensive as that given to the Home Guards. They are, however, trained in the use of arms, drill and lathi drill and to gather together at a given place at the beat of drum with available weapons and to defend themselves.

No uniforms are issued to the members of these Parties. They are, however, given whistles and arm bands.

FEAR BANISHED

The scheme of Village Defence Parties has gone a long way in removing the natural fear in the minds of villagers and in making them bold in face of danger. The members of the Parties perform night patrol duties, as a result of which there has been a fall in the number of petty offences such as house-breaking, thefts, thefts of standing crops, etc. The Village Defence Parties of the bordering villages rendered very useful service in instilling confidence and warding off attacks during the Hyderabad emergency.

It is not proposed to issue arms to the Village Defence Parties. But if a member of a Party applies for a licence

for a firearm, it is readily granted. Instructions have also been issued to give preference to members of the Parties in issuing permits for the purchase of firearms.

Unlike the Home Guards, the Village Defence Parties do not exercise any powers. They are mere citizens helping one another to defend themselves in times of emergency.

The Government instituted prizes to be awarded to villages for doing meritorious work in warding off attacks on them by miscreants or dacoits through the agency of the village defence parties. Several villages have already won these prizes.

JAIL ADMINISTRATION

POLICY OF REFORM AND RECLAMATION

The present Ministry's policy in regard to prisoners is that of reformation of prisoners with a view to making them useful citizens after their release from jail. With this object in view, it has introduced several reforms of a far-reaching character in the Jail Administration. This was done on the recommendation of the Jail Reforms Committee which was set up in 1946 under the chairmanship of Shri Mangaldas M. Pakvasa, President of the Bombay Legislative Council (later appointed Governor of C. P., now called Madhya Pradesh). Employment of specially trained nurse-orderlies in place of the ordinary prison orderlies in the jail hospitals was a conspicuous improvement in jail administration in 1947. Some of the important jail reforms implemented or in the process of implementation or to be implemented are briefly listed below :—

Classification of prisoners into two classes, namely, I and II, as against the former three classes—A, B and C. This reform has been implemented.

Setting up of a model farm at the Visapur Temporary Prison for imparting agricultural training to prisoners from rural areas. The intention is to transfer long-term prisoners to the model farm from the peasant class after they have undergone a substantial portion of their sentences, so that they may receive training in improved methods of agriculture. A tentative scheme has been drawn up and is being examined further. In the meantime steps are being taken to acquire 150 acres of land for the farm.

The punishment of whipping is not to be inflicted without the prior sanction of the Government.

PENAL DIET ABOLISHED

Penal diet and gunny clothing have been abolished and the use of fetters has been restricted.

Imparting literacy and adult education to prisoners. Steps are under way to implement this fully.

Payment of wages to prisoners. This has been implemented. The Government has gone beyond the recommendations of the Jail Reforms Committee and introduced a system of payment of wages at the rate of 1/5th of the charges, provided they finish their daily quota of work and full payment for the work done over and above their tasks. Prisoners are permitted to remit part of their earnings to their families, if they so desire.

CANTEENS OPENED

Opening of canteens from which prisoners may buy healthy items of food, including tea, milk or coffee, out of the remuneration they have at their credit. This has been implemented. Smoking has also been permitted in jails and no restriction has been placed on the number of bidis which may be purchased.

Release on furlough for short periods of well-behaved non-habitual prisoners sentenced to more than one year who have not been convicted of robbery, dacoity or whose presence is not considered as dangerous or prejudicial to public peace and tranquillity. This has been implemented. Prisoners are also released on parole in case of serious illness or death of their near relative or relatives or for any other sufficient reason.

Liberalisation of the privileges relating to letters and interviews. This has been implemented.

Rules regarding supply of books to prisoners have been liberalised. The rule about supply of books has now been completely changed. Prisoners can now read anything which is not subversive or immoral. Prisoners are now supplied with newspapers.

Prisoners whose unexpired sentences are less than six months are not required to wear ankle rings while engaged on extra-mural work.

Supply of hair oil *gratis* to all prisoners. This has been implemented.

Supply of additional clothing to prisoners and permission to use private clothing as a reward for exemplary behaviour and good work. This has been implemented.

Payment of remuneration for conservancy work at the rate of four annas per head per day. This has been implemented. Such work is allotted to those who do it outside by way of profession and those who volunteer to do it. Outside sweepers are also employed if the prisoners doing conservancy work are unable to cope with it.

SUPPLEMENTARY DIET

Permission to prisoners to supplement diet and medicines at their own cost on the recommendation of the Medical Officer. This has been implemented. If supplementary diet or medicines are necessary during illness of a prisoner, they are supplied at Government cost.

The introduction of spinning in jails. A start has been made in the Yeravda Central Prison and it is proposed to introduce this scheme in other prisons also.

A scheme for the starting of a leather factory at the Yeravda Central Prison has been sanctioned. This scheme is not only self-supporting, but profit-yielding also. It has the additional attraction of employing and training prisoners, who will be able to earn their living as skilled men on release.

INDUSTRIAL TRAINING

A scheme for the installation of power-looms at the Ahmedabad Central Prison has been sanctioned. The scheme is both self-supporting and profit-yielding. Apart from improving the production of textiles in jails and making it more paying, it provides training to prisoners in the operation of power-looms, etc., so that on release they can readily get work in mills.

For offering industrial occupational training to prisoners and for increasing the production of jail-made articles, sanction was accorded to the purchase of carpentry machinery for the Yeravda Central Prison.

It is proposed to instal bullock-driven improved type of oil *ghanis* in the Ahmedabad, Kolhapur, Baroda and Nasik Road Central Prisons. It is expected that the scheme will

be self-supporting as well as profit-yielding. The scheme will provide vocational training to prisoners, so that on their release they can start this industry on a small capital and earn their living.

A scheme for the concentration of prisoners suffering from leprosy in a section of the Ratnagiri Sub-Jail has been sanctioned.

A proposal to utilise the Vadgaon Sub-Jail exclusively for the confinement of female prisoners has been sanctioned.

TRAINING OF PRISONERS

All women prisoners and detenues are allowed to retain their glass bangles irrespective of the class they are placed in. If any female prisoner requests that she be supplied with bangles at Government cost, unbreakable bangles of a suitable type are supplied.

Training of female prisoners as Dais and in mothercraft and personal hygiene. Steps are under way to implement this.

Half an hour's drill is prescribed for prisoners. It is also proposed to allow Class I prisoners to play indoor games like chess, carom, draughts, etc.

The cases of long-term prisoners are considered by the Advisory Committee on completion of half their sentences including remission, and in no case later than five years. Well-behaved, non-habitual prisoners are generally released on completion of ten years' actual imprisonment. A life sentence is now treated as a sentence 15 years instead of 20 years.

A scheme which contemplates the treatment of well-behaved prisoners as free men while serving their sentences has been sanctioned on the lines of the Alco Prison Road Camp System, California, U.S.A. Under the scheme, the prisoners will be sent out of jails in batches to be employed on public works such as road-building and construction of tanks, etc. and while so engaged, they will get their wages and after a time they will be allowed to live with their wives and families in a camp run by themselves and will be responsible jointly and severally to see that there are no attempts at escape.

RELEASE SCHEME

In addition to the scheme referred to above, the Government has sanctioned a scheme known as the Swatantrapur Release scheme. Under this scheme, prisoners who have remained in jail for a year or two but still have over a year to go will be released on condition that they will work on a particular farm near Aundh in the North Satara district. They will be allowed to bring their families and will be paid wages for their work on the farm. They will also share in the profits of the farm which will be given to them on their release.

It will be seen from the above that the majority of reforms listed above have either been implemented or are under process of implementation. All the reforms especially those regarding (a) the payment of wages, (b) the opening of canteens, (c) the abolition of penal diet and gunny clothing, (d) the release on furlough and parole, and (e) the abolition of the punishment of whipping, etc. have caused a great deal of satisfaction among prisoners, their relatives and also among the general public.

A Jail Superintendent has been specially trained under the UNO with a view to introducing modern methods of training in jails.

ADMINISTRATION OF JUSTICE

RELIEF TO LITIGANT PUBLIC

The Government has undertaken special legislation designed to give relief to the litigating public. The most important development here was the setting up of the Bombay City Civil Court and the Bombay City Sessions Court. The proposal for the establishment of a City Civil Court for Bombay had been engaging the attention of the public and of the Government for over 50 years past. During that period there had been a growing demand for the establishment of such a Court and a Draft Bill was even published by the Government in the year 1931. The present Government appointed Shri P. M. Lad, I.C.S. to report on the question, and a bill, based largely on his recommendations, was moved in the Legislative Assembly in the first session of 1948. The Government considered it desirable to establish a City Civil Court for Greater Bombay with a pecuniary jurisdiction of Rs. 10,000 in the first instance, with power to enhance it up to Rs. 25,000. The admiralty, testamentary, matrimonial and insolvency jurisdiction of the High Court was left unaffected as also its jurisdiction under any special law other than the Letters Patent. The City Civil Court is made subordinate and subject to the superintendence of the High Court. The law, which does not include procedure in force in the High Court, to be administered by the City Civil Court is the same for the time being administered by the High Court in its ordinary original civil jurisdiction. With a view to giving relief in court fees to suitors in causes which are determined without trial, provision has been made for the repayment of a part of the court fee paid upon institution. Provision has also been made to invest the Registrar of the City Civil Court with powers for the purpose of saving judicial time.

PECUNIARY JURISDICTION RAISED

The pecuniary jurisdiction of the City Civil Court was raised to Rs. 25,000 on 20th January 1950. The High Court, however, held this extension of the City Civil Court's jurisdiction *ultra vires* and the Government appealed to the Supreme Court which set aside the decision of the Bombay High Court so that today the Bombay City Civil Court exercises jurisdiction up to Rs. 25,000.

The question of establishing a separate Sessions Court for Greater Bombay was taken up along with the question of the City Civil Court. When there was no City Sessions Court, all sessions cases from Greater Bombay were tried at the criminal sessions of the Bombay High Court. Appeals from the decisions of Presidency Magistrates were also heard by the High Court. This threw a heavy burden on the High Court. Shri P. M. Lad, I.C.S., who was appointed to make a report on the establishment of the City Civil Court, was also entrusted with the task of reporting on the establishment of a separate Sessions Court for Greater Bombay. It was found that such a separate Sessions Court would result in the saving of judicial power in the High Court since it was considered unnecessary that the valuable time of High Court Judges should be taken up in criminal trials which in the rest of the State and in other States are held before Sessions Judges and their assistants. The establishment of such a Court would, the Government considered, secure to the accused in Greater Bombay a more liberal right of appeal than was available to him before ; in particular, he would get the benefit of the rule which makes death sentences subject to confirmation by a Bench of the High Court. It was also expected to result in a saving to public revenues. In constituting this Court, all the privileges which an accused person in Greater Bombay enjoyed then in the matter of criminal trials were left entirely unimpaired. Power was given to the City Sessions Court to hear appeals from the decisions of Presidency Magistrates, so as to make the practice in this matter uniform throughout the State.

SMALL CAUSE COURT POWERS

From the point of view of the convenience of the litigant public, there is another piece of legislation put through by

the Government which needs mention. The jurisdiction of the Court of a Civil Judge of the Junior Division was limited to original suits and proceedings of a civil nature, the subject matter of which did not exceed Rs. 5,000 in amount or value. With the rise in prices of articles and the increase in the value of immovable property, there had been a considerable influx of special jurisdiction suits in the Courts of Civil Judges of the Senior Division. In order to attend to their work in such suits, the parties and witnesses concerned had to travel long distances from their places to the District Headquarters. With a view to saving the litigants the hardships, expense, and inconvenience resulting from the position, it was decided to raise the jurisdiction of the Courts of Civil Judges of the Junior Division to Rs. 10,000. This was done by the Bombay Civil Courts (Amendment) Act, 1949 (Bom. LIV of 1949). Civil Judges of the Junior Division were also invested with Small Cause Court powers up to Rs. 500 and Civil Judges of the Senior Division were invested with Small Cause Court powers up to Rs. 1,500.

SEPARATION OF JUDICIARY AND EXECUTIVE

A review of the Government's achievements in the field of the administration of justice during the past five years cannot be complete without a mention of the Bombay Separation of Judicial and Executive Functions Act, 1951, the passing of which is of momentous significance, both in principle and in practice. Separation of the Judiciary and the Executive is one of the directive principles of State policy mentioned in the Constitution. Article 50 lays down that the State shall take steps to separate the Judiciary from the Executive in the public services of the State. The Indian National Congress has been the strongest supporter of the demand for the separation of the executive and judicial functions. This is a matter in which Bombay has taken the lead as no State has so far attempted such a thorough separation. The question of the separation of the judicial and executive powers and functions of the executive officers of the Government had been under the consideration of the Government for a long time. A committee under the chairmanship of Shri Justice N. S. Lokur was, therefore, appointed by the Government in February 1947 to

consider the question and to present a report to the Government with its recommendations. The Committee examined a number of prominent persons of both judicial and administrative experience and made a painstaking and thorough survey of the problem. While advocating a complete separation of the Judiciary from the Executive, the Committee made the following two main recommendations :—(i) that Magistrates should be divided into two classes—Judicial and Executive and (ii) that wherever a judicial inquiry or judicial decision is required, the matter should be dealt with by Judicial Magistrates alone. At the same time, the Committee proposed that the Collectors, Deputy Collectors, Mamlatdars and Aval Karkuns should continue to exercise, respectively, the powers of District Magistrates, Sub-Divisional Magistrates, and Subordinate Magistrates for purposes of law and order. After giving careful consideration to the recommendations made by the Committee, the Government decided to amend the various enactments to give effect to the recommendations accepted by it. The result is the Bombay Separation of Judicial and Executive Functions Act, which was passed by the Legislature in its first session of 1951 and received the assent of the President in June 1951. The various sections of the Act are to be brought into force as soon as the preliminary arrangements involved are completed. It must be noted, however, that there was separation of the Judiciary from the Executive in practice even before the bill for their separation was introduced. In civil matters, the separation had been complete for years and even on the criminal side, there were 185 Resident Magistrates, with no executive functions, out of whom over 125 were recruited from the Bar and were directly under the control of the High Court. The Bombay Separation of Judicial and Executive Functions Act only serves to complete the work and to give it statutory status.

It may be mentioned in conclusion that during the five years under review, a number of new districts came into existence due to the merger of Indian States in the State of Bombay. In order to provide facilities to the litigant public in the ex-Indian State areas which now form part of this State, new Judicial Districts have been formed and Civil Courts established at a number of places.

OPEN COMPETITION ENCOURAGED

Accepting the recommendation of the Administrative Enquiry Committee, the Government of Bombay brought the posts of Presidency Magistrates and the Editor, *Indian Law Reports*, Bombay, within the purview of the Bombay Public Service Commission.

Likewise, the post of Inspector-General of Prisons, which was reserved for an officer of the Indian Medical Service, was de-reserved and appointment to it was thrown open to qualified candidates in or outside Government service. It did not involve any question of policy of the Government and hence no legislation was undertaken in the matter.

PUBLICITY ORGANISATION

MAIN DIRECTORATE

On reassumption of office by the Congress Ministry in 1946, the activities of the Government increased even more than before and with a view to acquainting people with these activities, the then existing publicity organisation was renamed as the Directorate of Publicity and placed in charge of an officer called the Director of Publicity.

The work of the Directorate principally consists of supplying the Press with up-to-date, authentic news about the Government and its day-to-day activities. This is done through the issue of Press Notes, News Items and special hand-outs. In addition, a weekly paper entitled "The People's Raj" in English, Marathi, Gujarati, Kannada and Urdu, a monthly magazine called "The Farmer" in English, Marathi, Gujarati and Kannada, two quarterly publications—"What Bombay Government Did and Said" being a selection of important Press Notes and News Items which comes in handy as a ready reference book, and "The Police Quarterly", a magazine in English, Marathi, Gujarati and Kannada devoted entirely to the welfare of the police force and containing items of interest to police officials and information regarding the Police Department, are issued. In addition, there are occasional publications, such as pamphlets, folders, posters, slides, etc., which emphasize certain aspects of publicity concerning special or important activities of the Government.

In order to meet the needs of publicity of district activities and of district papers, Regional Publicity Officers were appointed at Ahmedabad, Baroda, Hubli, Kolhapur and Poona. Each Regional Publicity Officer looks after four to five districts.

FIELD PUBLICITY

Mobile Publicity Vans tour the districts extensively and provide entertainment with education to villagers by show-

ing them films made by the Films Section of the Directorate of Publicity and those loaned from other producers of educational and documentary films.

In view of the fact that the majority of our people are not literate, visual education has assumed a great importance. In order to present to the people activities of the Government in the visual form, the Directorate has started a Films Section which makes films on the different development activities of the Government like soil conservation, Grow More Food Campaign, irrigation, literacy drive, etc.

The Rural Broadcasting Section looks after and maintains community radio receiving sets in villages where villagers tune-in to special programmes of interest to rural listeners broadcast by the Radio Stations in the State. The Section has upto now installed 656 sets free of cost in the villages in the State and more sets will be installed soon. In addition, there are 38 labour welfare sets and 16 miscellaneous sets, making a total of 710.

RECLAMATION OF JUVENILE DELINQUENTS

POTENTIAL ASSETS TO SOCIETY

With a view to evolving a Welfare State in India, the various State Governments have to shoulder the responsibility of organisation of welfare activities in the field of social welfare. Perhaps it is worth recording that Bombay State is the most progressive State in this country so far as these activities are concerned, though there is much yet to be done.

The Juvenile and Beggars Department constituted in 1947 has been entrusted with the administration of social welfare activities for the following socially handicapped groups, viz.:—

- (i) Destitute, dependent, delinquent, neglected, victimised and such other children.
- (ii) Beggars.
- (iii) Habitual offenders.
- (iv) Youthful offenders.

The Juvenile and Beggars Department administers this work through its four branches, viz., (a) The Juvenile Branch for correctional treatment and rehabilitation of children, (b) The Bombay State Probation and After-Care Association Branch for organisation of probation and after-care, (c) The Beggars Act Branch for rehabilitation of beggars, and (d) The Habitual Offenders Restriction Act Branch for reclamation of habitual offenders.

PROTECTION OF HANDICAPPED CHILDREN

The Juvenile and Beggars Department provides for custody and protection to socially handicapped children through District Probation and After-Care Associations in

receiving centres popularly known as Remand Homes for the reception of these unfortunate children. The Probation Officer, who is technically trained, finds out the reasons why a particular lad went on a wrong path. He also tries to find out a way by which the child can be resettled in life. With these data, the cases of these children are presented to the Juvenile Courts, where the cases are well studied and thus a solution to the problem is found. If the Court feels that the child needs specialised treatment, it is committed to Certified Schools either organised or recognised by the Government. In such an institution the child is accorded special correctional treatment and is trained in various trades so that he may be rehabilitated. If these delinquent, truant and destitute children are not well looked after and given kind treatment, they develop into social problems, and once these traits of behaviour and anti-social habits are crystallised in their minds, it is very difficult to remodel them in their later years. Therefore, this is preventive work by which we can not only protect society from potential anti-social elements but can also reclaim our children who have unfortunately and unknowingly gone on the wrong path.

The Habitual Offenders Branch was started in 1948 and it is now being well organised. This Branch is responsible for welfare work among habitual offenders and their reclamation. The basic difference in the Criminal Tribes Act and the Habitual Offenders Restriction Act is this that the Criminal Tribes Act dubbed certain tribes as criminal and even the family members, including innocent children, had to undergo the punishment of restriction. In our enlightened age of democracy, it has been realised that crime cannot be a common hereditary trait of a certain social group. It is the individual who is responsible for it and who should be treated for it.

CORRECTIONAL TREATMENT

All correctional and rehabilitation activities in respect of juveniles, beggars and habitual offenders have been grouped together and entrusted to the Juvenile and Beggars' Department under the Home Department. The Juvenile Branch is under the control of the Education Department.

The Juvenile and Beggars Department administers the following items of social legislation:—

1. The Bombay Children Act, 1948.
2. The Bombay Probation of Offenders Act, 1938.
3. After-Care under the Bombay Borstal Schools Act. 1929.
4. The Bombay Beggars (Repeal and Re-enactment) Act, 1947.
5. The Bombay Habitual Offenders Restriction Act. 1947.

HABITUAL OFFENDERS

REFORMATORY TREATMENT PROVIDED FOR

The Bombay Habitual Offenders Restriction Act was passed in 1947 with a view to making provision for restricting the movements of habitual offenders in the State of Bombay, for requiring them to report themselves, and for placing them in settlements. Prior to that, the Criminal Tribes Act, 1924, was in force. The Criminal Tribes Act was an all-India measure, and according to that certain tribes were declared as "criminal" and restrictions were imposed upon persons belonging to that tribe.

The Criminal Tribes Act Enquiry Committee appointed by the Government of Bombay in 1947 recommended that the Criminal Tribes Act, 1924, be repealed so far as its application to the State of Bombay was concerned and a new Act in respect of habitual offenders be enacted. Accordingly, the Bombay Habitual Offenders Restriction Act, 1947, was passed and made applicable throughout the State of Bombay. This Act provides for the restriction of movements of a habitual offender within a specified area, and also for his internment in a Settlement established by the Government for this purpose. Unlike the Criminal Tribes Act, the Habitual Offenders Restriction Act is made applicable to persons of all castes and communities alike and restrictions are imposed not as a matter of course but only after a judicial enquiry prescribed under the Act. Now, any person who is regarded as a habitual offender in the framework of legal definition, irrespective of his birth, status or community, can be treated under the Bombay Habitual Offenders Restriction Act.

SETTING-UP OF SETTLEMENTS

Under Section 15 of the Habitual Offenders Restriction Act, the Government may establish industrial, agricultural or reformatory settlements for the purpose of interning habitual offenders. Accordingly, an Industrial and

Agricultural Settlement was started by the Government at Bijapur with effect from April 1, 1949 and settlers are interned there after the District Magistrate has passed internment orders in respect of them. This Settlement provides for the training of inmates in certain trades and industries with a view to enabling them to earn an honest living after their release.

AIDS TO REHABILITATION

The settlers are allowed to bring their families to reside with them in the Settlement, so that a proper atmosphere for their rehabilitation in normal life is created. Posts of case workers have been sanctioned for the Settlement at Bijapur, and they will help settlers to establish themselves in normal and honest lives both inside and outside the Settlement.

In addition to the Industrial and Agricultural Settlement at Bijapur, it is proposed to open an industrial settlement at Ahmedabad. The site and buildings of the former Criminal Tribes Settlement at Naroda, Ahmedabad, have been transferred to the Juvenile and Beggars Department. The buildings require some additions and alterations, and as soon as they are carried out, the Industrial Settlement will be started and suitable habitual offenders will be interned there. There are many textile mills and other industries at Ahmedabad, and settlers can be sent there as apprentices for receiving training.

BEGGARS

PROGRAMME OF ORDERLY REHABILITATION

It was recognised long ago that beggars were a product of the present state of society and the economic conditions obtaining therein. Beggary has been fostered by the misguided instinct of charity and by the religious customs of the country which encouraged hereditary mendicancy. The provisions made here and there in the Municipal Act and the Bombay District Police Act were inadequate in view of the magnitude of the problem. The object of the Beggars Act was, therefore, to tackle the problem systematically and as a whole.

LEGISLATION UNDERTAKEN

The popular Government replaced and re-enacted the Bombay Beggars Act of 1945 with some changes. It was passed by the Legislature in 1947 and the Government pursued the policy of (i) externing beggars who were not subjects of this State, and (ii) interning destitutes in Beggar Homes called 'Certified Institutions' for training them in suitable vocations with a view to making them fit to earn their livelihood as honest members of society on release from the institutions.

The Juvenile and Beggars Department further undertook the policy of rehabilitating beggars by making exhaustive enquiries regarding their home circumstances and restoring them to their guardians wherever possible on an undertaking that they would not be allowed to beg in future.

The Act was actually put into effect on March 18, 1946, on which date beggars were rounded up for the first time in Bombay City.

BEGGARS COURT

A Beggars Court presided over by a Stipendiary Magistrate was established in B. D. D. Chawl No. 116 Worli, Bombay, and a receiving centre for both male and

female beggars including able-bodied and infirm beggars was located in Chawl Nos. 117 and 118 of the B. D. D. Chawls, Worli. In this way, it was possible to make a beginning under the new Act and a large number of beggars were taken charge of. The drive against beggars, however, had to be suspended temporarily from September 5, 1946 when the chawls were required by the Jail Department for re-use as a temporary prison, consequent on the disturbances in Bombay City.

From the beginning upto March 31, 1950, on the whole, 5,828 beggars have been taken charge of under this legislation within the limits of Greater Bombay of whom, 3,790 have been committed to Certified Institutions, both for their training and because some of them happened to be disabled, blind, crippled or otherwise physically handicapped persons.

OUTSIDE WORK

On 30th December, 1950, the Government directed that able-bodied inmates of all Certified Institutions should be sent under suitable escort for outside work and 50 per cent. of their wages subject to a maximum of annas eleven per day be credited to the Government as part recovery for their maintenance and the remaining 50 per cent. should be deposited in their names and paid to them at the time of their release or even during the period of their detention at their request. The intention behind the scheme of 'outside work' is to provide an incentive to able-bodied male beggars to acquire the habit of work whether skilled or unskilled.

In order to create confidence in the inmates that they can live by their own work, the introduction of the piece-work system in Certified Institutions is being considered.

CASE-WORK IN CERTIFIED INSTITUTIONS

In Certified Institutions, separate case files are maintained in respect of each inmate. Entries in the case files are made based on personal contact and observation of the inmates by the senior staff including the Superintendent of the Institution who has an intimate day-to-day contact with them. The inmates are taken into confidence, their family history and antecedents are correctly gathered in due course, and their special aptitudes, if any, are also ascertained.

PREVENTION OF BEGGARY

At the Juvenile and Beggars Departmental Conference held at Surat from 15th to 17th of April 1950, recommendations were made for the application of the Act to the other areas in the State, particularly the border stations on the railway lines in the State with a view to checking the influx of beggars from outside.

The Bombay Beggars Act extends to the whole of the State of Bombay but has at present been brought into force only within the limits of Greater Bombay and the limits of the railway lines upto Kalyan on the G. I. P. Railway and Virar on the B. B. & C. I. Railway.

Along with able-bodied male and female beggars, a number of blind, deaf and dumb, crippled, disabled, aged and infirm leprosy patients and other beggars suffering from infectious diseases are also rounded up by the police. They have all to be admitted to the receiving centre constituted specially for the purpose, so that the necessary treatment may be given in needy cases and the types of institutions suitable for different categories may be selected before the Court is approached for passing appropriate orders in each case.

In 1946, there were only 12 institutions certified under the Bombay Beggars Act, and in 1951 their number has gone up to 17. Sites for institutions have been selected at Ahmedabad, Nasik and Pandharpur and the scheme of constructing institutions is in progress.

ADVISORY COMMITTEE

The Advisory Committee constituted under section 13 of the Act assists the Juvenile and Beggars Department in the eradication of the beggar menace. It arranged for an Anti-Beggary Week from 26th to 31st March, 1951 in order (a) to disseminate special knowledge among the public regarding the provisions of this Act and the working of Certified Institutions, (b) to secure public co-operation in preventing beggary, and (c) to approach philanthropic and generous gentlemen and request them to donate and/or contribute considerable amounts of money to meet the growing need of existing Certified Institutions and for starting new ones.

A donation of Rs. 62,000 was secured from the Honorary Secretary, Shri Nirashrit Bhojan Griha, Ahmedabad, for construction of two dormitories at Odhav for disabled beggars.

VISITING COMMITTEES

Under section 12 of the Bombay Beggars Act, visiting committees for the Beggars Home for Females and Receiving Centre, Chembur, the Dhunbai Jehangir Home, the J. J. Dharmashala, the Beggars Home for Males, Visapur, and the Leprosy Hospital, Pui, have been formed. Apart from the advice given by the Visiting Committees in individual cases of beggars with regard to their release on licence, the Committees have been very helpful in discussing various problems, viz., amenities to be secured for inmates by way of recreation, finding of employment for them, etc.

CORRIGENDUM.

Page 13, lines 1 and 2—

Please read "a Select Committee" for "a Subjects Committee".
