

APPENDIX¹

DISTRICT, VILLAGE AND MUNICIPAL (URBAN AND RURAL) ADMINISTRATION AND FINANCE

DISTRICT ADMINISTRATION

§1. **The District as the unit of administration.**—The average British Indian province, being too large to be conveniently administered as a unit, is divided into several Districts. In all provinces except Madras, the Districts are combined into four to six groups, called Divisions. The administrative head of a Division is the Commissioner, who in revenue matters is subject to the control of a provincial Board of Revenue or a Financial Commissioner (in all provinces except Bombay). At the provincial headquarters are the Secretariats where the Governor, as head of the provincial administration, the Executive Councillors and the Ministers have their offices. They are assisted by a Chief Secretary and by Departmental Secretaries. Each Department (Education, Police, Forests, Excise, etc.) has its administrative head (such as the Director of Public Instruction, Inspector-General of Police, etc.). The Commissioner of a Division ranks as an administrative head in the Revenue Department and receives his orders direct from the Provincial Government, whose general authority thus descends through the Commissioner in a direct chain to the District Officer.

§2. **The Collector-Magistrate.**—The District is the most vital unit of administration, and a large part of Government business, including normally all communication with the general public, is done by District officers. The principal District officer has a dual capacity; as Collector (known in the old Non-Regulation provinces, like the Punjab, as the Deputy Commissioner), he is the head of the revenue organization; and as Magistrate he exercises general supervision over the inferior criminal courts, and in particular directs the police work. In areas where there is no permanent revenue settlement he is in continuous touch, through his revenue subordinates,² with every inch of his territory, and

¹ This Appendix is intended to meet the requirements of the Intermediate Economics syllabus of the University of the Punjab.

² See §4.

recommends adjustment of the Government land revenue if necessary.¹

The primary function of District administration is to collect the revenue and to keep the peace. But, because it is so close-knit, so well-established and so thoroughly understood by the people, it simultaneously discharges many other duties. It deals with the registration, alteration, and partition of holdings; the settlement of disputes; the management of indebted estates; loans to agriculturists; and, above all, famine relief. The revenue officials, and to a much more limited extent the police, convey the orders of the Government to the people in a hundred ways. These two agencies are the sole representatives of Government over vast areas of the country. Several other specialized services exist, such as the establishments for irrigation, roads and buildings, agriculture, industries, factories, cooperative credit, etc., which are controlled not by the District officer but by their own departmental heads; but in varying degrees the District officer influences policy in all these departments and he is always in the background to lend support or, if need be, to mediate between a specialized service and the people. Indeed the Collector is in the eyes of most of the inhabitants of a District 'the Government' itself. His prestige is very great and the range of his influence wide. He is usually a fairly senior member of the Indian Civil Service, which has always exercised wider powers than any purely civil service in the English sense. Some District officers rise to the rank of Divisional Commissioner, Executive Councillor and even Governor of a province. Before the Reforms of 1919, the Collector, in his capacity as the President of the District Local Board, came into intimate touch with the duties performed by these Boards, and even today has extensive powers of supervision. Although as the result of the constitutional reforms the functions of the District officer are becoming more purely advisory, the Collector is still the most important and most trusted representative of the Government. It is needless to add that his post calls for rare qualities of integrity, judgment and decision.

§3. Other officers in the District and their duties.— Almost all the administrative work of the Districts was originally done by the Collectors and their subordinates. There are now, as stated above, specialized Departments of administration with their respective District heads, provincial

¹ See ch. iii, §§30 and 31.

Heads of Departments and subordinate officers in the District. The more important District officers and their duties are noticed below.

(i) *The District and Sessions Judge* is at the head of the administration of justice in a District and has both original and appellate jurisdiction in civil and criminal matters.

(ii) *The District Superintendent of Police* is the head of the District Police force. He is, however, the assistant of the Collector for police purposes in the latter's capacity as District Magistrate, and has to keep him informed of all matters of importance concerning the peace of the District and the state of crime.

(iii) *The Civil Surgeon* is the chief District medical officer and is in charge of the civil hospitals and dispensaries. He is also the Superintendent of the District jail. A certain number of these posts are reserved for the members of the Indian Medical Service.

(iv) *Deputy Educational Inspector*.—Until recently the District head of education was the Deputy Educational Inspector working under the supervision of the Educational Inspector of the Division. Administrative officers appointed by the District Boards are now in charge of primary education in the district.

(v) *The Executive Engineer* is the District head of the Public Works Department and is in charge of roads, buildings and irrigation works.

(vi) *Other Departments of the administration* (e.g. cooperative, agricultural, excise, forest, veterinary, public health) working in the Districts are also represented by their respective officers. As pointed out above, although all these Departments are controlled by their respective heads, the Collector is in close touch with their general working and is indirectly influential in shaping their policies.

§4. *District subdivisions*.—The District, being too large to manage as a single unit, is always subdivided for administrative purposes into a number of subdivisions, and these are again divided into talukas or tahsils. The subdivision is in charge either of a junior I.C.S. officer called the Assistant Collector (known in the old Non-Regulation provinces as Assistant Commissioner), or of a member of the Provincial Civil Service called the Deputy Collector (known in the old Non-Regulation provinces as Extra Assistant Commissioner). These officers, like the Collector, combine in their person magisterial as well as revenue functions. The tahsil or taluka is in charge of an officer called by various names, such as

mamlatdar (in Bombay), tahsildar (in Punjab) or muktyarkar (in Sind). The tahsildar has been rightly called 'the non-commissioned officer of the administration', and discharges a host of duties, including magisterial functions. He is in the closest touch with village officers and the people, and is in most matters the intermediary between the District officers and the people. The tahsildar has his parallel in all the other services (e.g. the Inspector of Excise, the Inspector of Police, etc.).

VILLAGE ADMINISTRATION

§5. **The origin of the Indian village community.**—We now come to the village, which is the primary territorial unit of Governmental organization. From the village are built up the larger administrative entities, the tahsil, the subdivision and the District.

As we have said before¹ India is a land of villages. The Indian village community owes its origin to diverse factors, such as the need for cooperation in undertaking the difficult task of clearing the jungle for cultivation and in securing protection from hostile tribes and wild beasts. A corporate village community was also necessary for administering communal property and carrying out collective social and religious activities.

§6. **Village officials.**—We have already² indicated the two main types of village constitution and described the principal village officials, such as the headman (called by various names, patil, patel, reddy, lambardar, etc.), the accountant (known variously as the kulkarni, talati, patwari, etc.), the chaukidar and the messenger. There was also the village *panchayat* or council of village elders. We have mentioned the respective duties discharged by these village dignitaries, who are in some provinces called *alutes*, as distinguished from the *balutes* or village artisans and menials. The village community in India is very ancient but is not without parallel in other parts of the world—the medieval manor in England, the German mark and the Russian mir are obvious parallels. But the characteristic feature of the Indian village community has been its enduring quality and its persistence in the face of numerous political vicissitudes, which was, however, chiefly due to physical isolation and its corollary, the absence of central control.

¹ Ch. ii, §3.

² See ch. ii, §3.

§7. **Causes of village decay.**—As the Decentralization Commission (1909) pointed out, the Indian villages formerly possessed a large degree of local autonomy. The Central Government, owing to defective means of communication, could not effectively interfere in the affairs of the village. It did not concern itself with individual cultivators, but made the village as a whole, or some large landowner, responsible for the payment of the Government revenue, and for the maintenance of order. This autonomy has now disappeared owing to the establishment of local civil and criminal courts, the present revenue and political organization, the increase of communications, the growth of individualism, and the operation of the ryotwari system which is extending even in the north of India. All these factors brought about the decay of the old village organization, and the village *panchayats* languished in consequence of the policy of administrative centralization. Nevertheless the village remains the primary unit of administration; the principal village functionaries—the headman, the accountant, and the watchman—are largely utilized and paid by the Government, and there is still a certain amount of common village feeling and interests.

§8. **Revival of village panchayats.**—The Decentralization Commission devoted special attention to the advisability of fostering village government, and recommended the creation of *panchayats* in villages. The Government of India in 1915 laid down certain guiding principles. The Resolution on Local Self-Government of 1918 laid fresh emphasis on the need for developing the corporate life of the village as a step in the growth of self-governing institutions. Special Acts authorizing the establishment of village *panchayats* have been passed by the various provincial Legislatures. In the Punjab, for example, a Village Panchayat Act was passed in 1921, which places this ancient institution upon a modern legal basis and provides *panchayats* with powers to settle local disputes, and to take measures for improving the sanitation of villages. Similar measures are in force in Bombay, Madras, Bengal, the United Provinces, Bihar and Orissa. The progress of constitutional reforms and the village uplift campaign during the last few years have further strengthened the movement. It is now realized that local self-government will not be successful unless it is firmly planted on the foundations of the ancient village organization.

§9. **Constitution and functions of village panchayats.**—The village *panchayat*, or Union Board (as in Bengal and

Madras) is an attempt to recreate the village as the unit of self-government. It has jurisdiction over a village or a group of villages. Its primary function is to look after such matters as wells and sanitation, but it is sometimes entrusted with the care of minor roads and the management of schools and dispensaries and, in Madras, of village forests and irrigation works. In some provinces, it has also been given power to deal with petty civil and criminal cases. Except in the United Provinces, nearly all the members of a *panchayat* are elected, voting being often by show of hands. The village patel is an *ex officio* member. The Bombay Act empowers village *panchayats* to levy a house tax.

§10. **Prospects of the village panchayat.**—In spite of the efforts made to revive this ancient village institution, progress has been slow, and only a small percentage of the villages can boast of a really efficient *panchayat*. Difficulties that have to be overcome are the prevalence of illiteracy, ignorance and faction, the poor resources of the village folk, their reluctance to submit to fresh taxation even for their own benefit, and the lack of men of the necessary intelligence, integrity and force of character.¹ Persistent effort, spread of education and financial help should, however, ensure a progressive increase in the power and utility of village *panchayats*.

MUNICIPAL (URBAN AND RURAL) ADMINISTRATION AND FINANCE

§11. **Progress of local self-government.**—Governmental functions in India are exercised on three distinct planes: (i) Central, such as defence, currency and customs, affecting the whole country; (ii) Provincial, such as land revenue, excise, forests and education, affecting a province; and (iii) Local, such as sanitation, lighting, roads and water supply, affecting the inhabitants of a town, District, or tahsil. Certain subjects like education and roads are of interest to all three authorities. For the proper discharge of the third type of functions and for the convenience of people living in different localities, subordinate local bodies have been set up by provincial legislation. In the evolution of local self-government in India, Lord Ripon's Resolution (1882) on this subject is of basic importance. It stresses the great benefits

¹ *Report of the Simon Commission*, vol. I, par. 347.

of a well-developed system of local self-governing bodies, not so much in the shape of an improved administration, as of the valuable training it affords in the art of self-government. The progress of local self-government was, however, very slow, and local bodies, especially in the rural areas, were subject to excessive official tutelage before the Reforms of 1919. Since 1919 they have been enlarged and made more democratic and they are showing greater interest in civic affairs. But the relaxation of official control has perhaps been too sudden. Poverty and communal strife have also militated against rapid progress.

§12. **The Presidency Corporations.**—Before reviewing the constitution, functions and finance of Municipalities and Rural Boards, a few words may be said about the Municipal Corporations at the three Presidency towns, which were the first to develop self-governing institutions in India in the British period. The Corporations of Calcutta, Bombay and Madras have been constituted under separate statutes, each with its own specific powers and privileges. The Councillors vary in number from 106 in Bombay (which has always led the way) to 61 in Madras, and are elected on a fairly wide franchise, business interests being given special representation. The Corporations have now their own elected Mayors. These cities enjoy a considerable measure of freedom in the administration of their municipal affairs and have financed major sanitation and water works by extensive borrowings. They command large resources. For example, in 1932-3 the Bombay Corporation had an income of Rs. 3·00 crores, Calcutta Rs. 2·29 crores and Madras Rs. 0·67 crores. It may be noted, however, that the city of Glasgow, which is comparable to Calcutta in population, has twelve times its income.

In the big cities Improvement and Development Trusts have been in existence for many years, and loans are floated on such objects as the abolition of slums, the provision of open spaces, the construction of model tenements, the realignments of streets and the segregation of offensive trades.

§13. **District (mofussil) Municipalities.**—The unit of local self-government in other urban areas is the Municipality. There were 786 Municipalities in British India in 1932-3. Most Municipalities now have elected Presidents and substantial elected majorities. The percentage of nominated members has appreciably decreased. Since the Reforms the qualification for the municipal vote has been lowered in every

province, and about 14% of the urban population enjoys the municipal franchise. The voters are usually divided among a certain number of wards. There is a general body of municipal councillors with an elected chairman; a smaller body known as the Managing Committee; and several standing committees to look after the different municipal activities. There is also a Municipal Secretary and, in bigger towns, a Chief Officer.

§14. **Municipal functions.**—Municipal functions are divided into two classes, obligatory and discretionary. (i) The former include lighting public streets and places; removing noxious vegetation; extinguishing fires; regulating or abating offensive or dangerous trades; acquiring and maintaining places for the disposal of the dead; constructing, altering and maintaining public streets, markets, slaughter-houses, drains, privies, washing places, drinking fountains, tanks, wells, etc.; obtaining supply of water; registering births and deaths; public vaccination; establishing and maintaining public hospitals and dispensaries; establishing and maintaining primary schools, etc. (ii) The principal discretionary functions are the laying out of public streets; constructing and maintaining public parks, gardens, libraries, museums, lunatic asylums, rest houses, dharmshalas and other public buildings; taking a census; making a survey; maintaining a farm or a factory for the disposal of sewage, and any other measure likely to promote public safety, health, convenience or education.

While possessing little control over the details of administration, the provincial Government holds the ultimate power of superseding, suspending or abolishing a municipal council.

§15. **Municipal finance.**—Municipalities are given a wide choice as to the form of the taxes they may levy. The taxes levied by the local authorities may be grouped under four main heads: (i) taxes on trade, for example octroi duties, terminal taxes, and tolls; (ii) taxes on property, for example taxes on houses and their sites (and, in rural areas, the cess on land); (iii) taxes on persons, for example taxes on professions, trades and callings, on pilgrims, on menials and domestic servants; and (iv) fees and licenses. Fees are either for specific services rendered by the Municipality, such as scavenging fees, or are partly of the nature of luxury taxes, and partly levied for purposes of regulation, such as licenses for music, vehicles, dogs and other animals. There are also license fees for dangerous or offensive trades.

The following table sets forth the principal sources of income and the main heads of Municipal expenditure in British India :

(In lakhs of rupees)

| SOURCES OF INCOME | 1915-16 | 1932-3 | HEADS OF EXPENDITURE | 1915-16 | 1932-3 |
|--|---------|--------|---|---------|---------|
| Municipal Rates and Taxes: Octroi ... | 1,45 | 1,51 | General Administration and collection charges ... | 75 | 1,68-0 |
| Taxes on houses and lands ... | 1,87 | 4,89 | Public Safety: Lighting ... | 43-7 | 1,11-0 |
| Taxes on animals and vehicles ... | 21 | 45 | Police ... | .4 | .8 |
| Taxes on professions and trades ... | 18 | 31 | Fire, etc. ... | 9-1 | 14-8 |
| Tolls on roads and ferries ... | 17 | 31 | Total ... | 53-2 | 1,26-6 |
| Water rate ... | 97 | 2,03 | Public Health and Convenience— | | |
| Lighting rate ... | 15 | 20 | Water supply, drainage and Conservancy ... | 3,32 | 4,82 |
| Conservancy rates ... | 61 | 1,21 | Hospitals and Dispensaries and Vaccination ... | 50 | 91 |
| Other taxes ... | 19 | 1,65 | Plague charges, markets, gardens and sanitary ... | 50 | 79 |
| Total rates and taxes. | 5,80 | 12,56 | Public Works ... | 1,42 | 2,01 |
| Realizations under special Acts ... | 11 | 15 | Public Instruction ... | 62 | 2,17 |
| Grants from Government ... | 84 | 84 | Contributions for general purposes ... | 27 | 65 |
| Rent of lands, houses, etc. ... | 23 | 51 | Miscellaneous: Interest on loans ... | 77 | 1,79 |
| Fees ... | 38 | 99 | Other miscellaneous expenditure ... | 43 | 1,07 |
| Receipts from markets and slaughter houses ... | 47 | 92 | Total Expenditure ... | 9,12-2 | 17,15-6 |
| Other sources and miscellaneous ... | 85 | 1,30 | Extraordinary and Debt: ... | 6,33-0 | 21,70-0 |
| Total Income ... | 8,67 | 17,27 | Grand Total ... | 15,45-2 | 38,85-6 |
| Extraordinary and Debt: ... | 6,44 | 21,82 | | | |
| Grand Total ... | 15,11 | 39,09 | | | |

INCIDENCE PER HEAD

| | 1915-16 | 1932-3 |
|---|-----------|-----------|
| Rates and Taxes ... | Rs. 3-5-9 | Rs. 5-8-2 |
| Total income, excluding Extraordinary and Debt. | Rs. 5-0-3 | Rs. 7-9-3 |

Since the total income, indicated in the above table, is distributed among as many as 789 Municipalities (including

the three big Presidency Corporations), it is obvious that the average Municipality in India is very poor in resources. The main source of income is rates and taxes, which accounts for about two-thirds of the total municipal revenue. The remaining one-third is derived from municipal property, contributions out of provincial revenues, and miscellaneous sources.

The heaviest items of expenditure, as the table shows, are conservancy and public works, water supply, drainage and education. Municipalities are often unable to meet their expenditure from ordinary revenues and have generally to borrow money, either from the Government or in the open market, for carrying out large projects in connexion with water supply and drainage works.

§16. **Rural Municipalities: the District Board.**—In all the provinces except Assam, the most important unit of self-government in rural areas is the District Board, the jurisdiction of which is coterminous with the District. It may be compared in composition and powers with the English County Council, though the area and population for which it is responsible are, as a rule, far larger than those of an English administrative county. The majority of the members are elected on a franchise which, though greatly extended since the reforms of 1919, even now gives the vote to little more than 3·2% of the population. The chairman is elected, except in the Punjab, where, although the option to ask for the privilege of election exists, only a few Boards have exercised it. This result has been attributed to the feeling that the District officer could generally be trusted to be freer from communal bias than an elected chairman.

§17. **Minor rural bodies.**—Within the area covered by the District Board there are minor authorities varying in name, function and composition from province to province. The Local, Taluka or the Circle Board exists in all provinces, except in the Punjab and the United Provinces. It has jurisdiction over part of a District and is a subordinate agency of the District Board, except in Assam, where it takes the place of the District Board. It is composed in the main of elected members and, as a rule, chooses its own chairman. All the elected members of the District Boards in Madras and Bengal, and two-thirds of them in the Central Provinces, are chosen by the members of the Taluka Boards. In Bengal, Madras, Bihar and Orissa there are also Union Committees.

§18. **Importance and functions of District Boards.**—As only about 11% of the population of British India lives in towns, the vast majority of the people do not come within

the scope of urban municipal administration at all, and are only aware of the District Boards, or rural Municipalities. In 1932-3 there were 1,324 District Boards in British India (including 454 Union *panchayats* in Madras).

The functions of the District Boards are much the same as those of Municipalities, allowing for the different conditions of town and country, and the powers of control and intervention are similar. In Madras, the Boards have power to construct and manage light railways, and the Tanjore Board actually operates 134 miles of railway.

§19. **District Board finance.**—The main source of the revenue of rural authorities is a tax or cess (shown under 'Provincial Rates' in the following table) levied on the annual value of the land and collected with the land tax, though this may be and often is supplemented by taxes on companies and professional men, and by tolls on vehicles. Recently there has been a tendency in some provinces either to increase the general rate, or, as in Madras, to add new cesses for specific local purposes such as elementary education. The rates of the cesses are left to the discretion of the local bodies, subject to certain maxima and minima laid down by the provincial Legislatures. The limits vary from 6½% to 12½%. A very large proportion of the revenue of the Rural Boards consists of subventions from provincial Governments. These are given not only as grants-in-aid for particular services, but not infrequently in the form of capital sums for the provision of works of construction.

The subjoined table indicates the principal sources of revenue and items of expenditure and the aggregate revenue and expenditure of District and Local Boards in British India :

(In lakhs of rupees)

| INCOME (excluding balances) | | | EXPENDITURE | | |
|--------------------------------|---------|--------|------------------------------------|---------|--------|
| | 1915-16 | 1932-3 | | 1915-16 | 1932-3 |
| Provincial rates ... | 3.39 | 5.12 | Education ... | 1.82 | 5.91 |
| Civil Works ... | 1.43 | 1.94 | Civil Works ... | 4.16 | 3.70 |
| Other sources ... | 2.68 | 8.45 | Sanitation, Hospitals, etc. ... | 70 | 1.93 |
| Total ... | 7.50 | 15.51 | Debt and Miscellane- ous ... | 1.32 | 3.57 |
| | | | Total ... | 8.00 | 15.11 |

| | | |
|--------------------|---------------|-----------|
| | 1915-16 | 1932-3 |
| INCIDENCE PER HEAD | ... Re. 0-5-1 | Re. 0-9-5 |

The above table shows an increase of income from Rs. 7.50 crores in 1915-16 to Rs. 15.51 crores in 1932-3. But as this income has to be divided among 1,324 Boards, the poverty of the average Board stands out clearly. Indeed the rural District Boards are even weaker financially and have shown less progress than the urban Municipalities.

§20. **Inadequate resources of local bodies, and their improvement.**—The question of local finance has come into increased prominence since the transfer of local self-government to the Ministers (1921). Considering the devolution of powers that has taken place and the wide range of functions—including public health and education—assigned to Municipalities, District Boards and *panchayats*, the resources of these bodies at present are utterly inadequate. It is impossible for them to reach modern standards unless they have more money. Apart from the low taxable capacity of the people and their alleged unwillingness to tax themselves, another difficulty is that only a very small share of the taxation of land (which in other countries like England is the principal source of local finance) is allotted to local bodies. The Taxation Enquiry Committee has rightly pleaded for the standardization of land revenue at a low rate so as to leave more scope for local taxation. The same Committee has also recommended (i) empowering Municipalities to tax advertisements; extending the scope of taxes on entertainment and betting; and giving local bodies a substantial share of the proceeds; (ii) empowering local bodies in selected areas to levy a fee for the registration of marriages; and (iii) supplementing the resources of local authorities by subsidies which ordinarily should be restricted to services of national importance and granted in such a way as to enable the provincial Government effectively to enforce efficiency.

PART II

TYPICAL QUESTIONS

CHAPTER I

RESOURCES AND POPULATION

1. Consider India's advantages and disadvantages in respect of geographical location.
2. Draw a sketch map of India showing the principal harbours and rivers.
3. Describe the principal natural regions of India and emphasize their characteristic features.
4. Show the vital importance of rainfall to economic life in India. Briefly describe the course of the monsoons in India.
5. Draw a map of India to indicate the distribution of the rainfall in the different parts of the country.
6. Give a classification of the soils of India, and mention their chief products.
7. Do you consider India's mineral resources as adequate for industrial development on modern lines?
8. Describe the principal minerals mined in India and indicate their distribution by means of a sketch map.
9. Indicate the economic potentialities of forests in India. Give a short description of forest administration in India.
10. Explain the part played by the vegetable and animal resources in the national economy of India.
11. What are the principal sources of power available in India? Consider in this connexion the possibilities of hydro-electric development.
12. What is the average density of population in India? What inferences, if any, can you draw from average density with regard to the economic condition of the Indian people?
13. What are the factors governing density of population in the different parts of India? Illustrate your answer by means of a sketch map.
14. Give the principal statistics bearing on the occupational distribution of population in India, and comment on them.
15. Account for the fact that barely 11% of the Indian population lives in towns. How would you bring about a more even distribution of the population between town and country?
16. The Indian birth-rate is one of the highest in the world. What are the economic consequences of this fact?
17. 'The Indian birth-rate is high, but so also is the death-rate. Therefore there can be no question of over-population in India.' Do you think this is a valid line of argument?
18. State and explain the peculiarities of the death-rate in India.
19. Consider the remedies for over-population in India under the two headings (i) deliberate restriction of numbers; (ii) indirect remedies.

20. Briefly indicate the main features and economic effects of (i) the caste system; (ii) the joint-family system; and (iii) the laws of inheritance and succession in India.

21. Trace the influence of western individualism on the characteristic social institutions in India.

22. Is there any connexion between 'Indian spirituality' and the economic backwardness of India?

23. Examine the influence of social and religious institutions on economic life in India.

CHAPTER II

ECONOMIC TRANSITION IN INDIA

1. What is meant by saying that India is passing through a stage of economic transition?

2. Compare the economic transition in India with the Industrial Revolution in England.

3. In what respects does the old economic order differ from the new in India?

4. Describe the main features of the social and economic organization of the old village community in India.

5. How has the economic transition affected the Indian village?

6. Give a short account of the old village crafts and indicate their present position.

7. Show by means of suitable illustrations the varying success with which the different village artisans in India have met the forces of the economic transition.

8. Indicate the transition in Indian agriculture and show how it has been commercialized.

9. Trace the progress of ruralization in India and indicate the main causes governing it.

10. 'In the past India was both a great industrial as well as a great agricultural country.' Comment.

11. Account for the decay of the old indigenous industries of India.

12. Review the course of the transition in Indian industries, indicating the progress made by organized industries of the western type. (See also ch. iv.)

CHAPTER III

AGRICULTURE

1. Discuss the importance of agriculture as the chief national occupation in India.

2. What are the principal staple products of Indian agriculture?

3. Draw a crop map of India and account for the specialization of the several regions in the different crops.

4. Do you find any legitimate cause for alarm in the tendency for the non-food crops to encroach on the food crops in India?

5. Give a brief account of the sugar industry in India.

6. Indicate the efforts that are being made to improve the quality of Indian cotton.
7. Examine the part played by irrigation in India and show how it is an important factor in India's rural economy.
8. What are the different forms of irrigation prevalent in India and what do you consider to be their relative importance?
9. Give a brief description of the Canal Colonies in the Punjab.
10. Review the irrigation policy of the Government and mention some of the recent major irrigation works.
11. Explain the distinction between productive and unproductive irrigation works, and indicate the objects of each of them.
12. What are the causes of the low agricultural yield in India? What measures would you adopt to bring about an improvement?
13. 'One of the greatest handicaps of Indian agriculture is the endless subdivision and fragmentation of land.' Comment.
14. Show how consolidation of holdings has been effected in the Punjab and indicate its benefits.
15. What are the strong points and the special weaknesses of the Indian cultivator? What are the directions in which improvement is to be sought?
16. Describe the methods followed and the implements used by the Indian cultivator. What improvements would you suggest?
17. Explain the live-stock situation in the rural areas and show how the quality of cattle could be improved.
18. Consider the problem of subsidiary industries in Indian rural economy.
19. Discuss the uses and limitations of hand-spinning as a subsidiary rural industry in India.
20. Examine the question of the marketing of agricultural produce in India.
21. What is the approximate amount of rural indebtedness in India? Explain why you regard it as a serious evil.
22. What are the important general causes of rural indebtedness in India?
23. Describe the money-lender and his system and account for the high interest rates charged by him.
24. What measures have been taken by the State to safeguard the interests of the agriculturist borrower in the different provinces?
25. What steps have been taken so far for remedying the evil of rural indebtedness in India? Have you any suggestions to offer in this connexion?
26. Trace the progress of the cooperative movement in India between 1904 and 1912.
27. What are the principal developments that have taken place since 1912 affecting the cooperative movement in India?
28. How far has cooperation helped the agriculturist to improve his economic position?
29. Mention the principal forms of non-agricultural cooperation in India and emphasize its value to cottage industries. (See also ch. iv.)
30. Give a reasoned estimate of the cooperative movement in India.
31. How would you solve the problem of long-term rural finance in India?
32. Give a brief account of Land Mortgage Banks established in India. How are these banks helped by the State?

33. In what different ways has the State come to the aid of agriculture in India?
34. Trace the evolution of the agricultural departments in the provinces and describe their functions.
35. Write short notes on: (i) Imperial Council of Agricultural Research; (ii) Provincial Boards of Economic Enquiry.
36. What are the principal items of rural uplift and how is it to be brought about? What do you know of the Gurgaon experiment?
37. Give a short history of Land Revenue in the pre-British period and explain the main changes effected during the British period.
38. What is a Land Revenue Settlement? What are the main systems of land revenue settlement prevalent in India?
39. Consider the relative merits of the zamindari and the ryotwari systems.
40. Why is it that Permanent Settlement has comparatively few advocates at present?
41. Examine the basis of assessment under the different land revenue systems in India.
42. Write notes on: (i) the question of land ownership in India; (ii) land revenue: a tax or rent?; (iii) legislative control over land revenue; and (iv) the proper scale of land revenue assessment in India.
43. How far does the Ricardian theory of rent apply to the land revenue in India?

CHAPTER IV

INDUSTRIAL DEVELOPMENT

1. Examine the benefits which will follow in the wake of industrial development in India.
2. Account for the industrial backwardness of India and review the industrial policy of the State.
3. Give a brief account of the events which led to the adoption of the policy of discriminate protection in India.
4. Describe the functions of the Tariff Board and mention the principal industries to which protection has been granted on the recommendations of the Board.
5. Emphasize the value of technical and industrial education in India.
6. Describe the functions performed by the provincial Departments of Industries.
7. How is Government patronage extended to Indian industries?
8. Draw an industrial map of India and account for the localization of the principal manufacturing industries.
9. Give a brief account of the cotton and jute mill industries and bring out their strong and weak points.
10. Explain the main provisions of the Indo-Japanese Trade Agreement. Why was it considered necessary?
11. Give a short history of the iron and steel industry and indicate its present position.

12. Write brief notes on the following Indian industries: (i) the tanning industry; (ii) the chemical industries; and (iii) paper-making.
13. Account for the survival of cottage industries in India.
14. Describe the principal cottage industries of India and indicate the difficulties experienced by them.
15. Give a brief account of the Indian hand-loom industry and discuss its present position.
16. What is the present position and the future prospects of the sericultural industry?
17. Describe the various methods of helping cottage industries. What measures have recently been adopted by the Government of India in this behalf?
18. Indicate the peculiarities of the factory labourer in India, and compare his position with that of the western worker.
19. How far in your opinion is the complaint regarding scarcity of industrial labour in India justified?
20. Review the labour legislation passed in India, and clearly show the nature of the protection afforded to the worker.
21. Write brief notes on: (i) industrial housing, and (ii) welfare work, in India.
22. Give a brief account of the Trade Union movement in India and indicate the difficulties in its way. What is the legal position of a Trade Union in India?
23. To what causes do you attribute the relative inefficiency of the Indian industrial worker as compared with the western labourer?
24. What provision has been made to bring about the settlement of industrial disputes in India?

CHAPTER V

TRANSPORT AND TRADE

1. Give a brief account of the state of communications in India before the advent of railways.
2. Give a brief history of railway construction in India, showing the changes in the policy of the State from time to time.
3. Distinguish between the old and new Guarantee Systems. Why was such a guarantee necessary?
4. What were the principal recommendations of the Acworth Committee, and how far were they accepted?
5. On what grounds is the State management of railways in India advocated?
6. Examine the economic effects of railways in India and emphasize the need for further development.
7. Give a short history of roads in India and indicate the main features of her existing road system.
8. What is the importance of road development in India? What measures have recently been taken to expedite it?

9. Give an idea of the rail *versus* road controversy. Give your own conclusions on this controversy.
10. Describe the organization of the Public Works Department in India, both at the Centre and in the provinces.
11. What are the main divisions of public works in India, and how are they managed?
12. Discuss the present position and the future prospects of waterways in India.
13. What has been done so far and what more could be done for the encouragement of shipping and shipbuilding in India?
14. Give a brief account of the development of India's foreign trade.
15. How does India's foreign trade at present differ from her foreign trade in the pre-British days?
16. Indicate the effects (i) of the World War (1914-18); and (ii) of the economic depression (1929-35) on India's foreign trade.
17. What are the main characteristics of India's foreign trade?
18. Indicate the principal articles of: (i) the import; and (ii) the export trade of India, and show their relative importance.
19. Review the changes in the direction of India's foreign trade between 1913-14 and 1934-5.
20. Discuss the relative position held by the United Kingdom and other countries in the foreign trade of India.
21. Write brief notes on: (i) the re-export trade of India; (ii) the land-frontier trade; and (iii) commercial intelligence.
22. Explain why India has normally a favourable balance of trade. Indicate the changes in her balance during the recent years of economic depression.
23. What are Home charges? Explain and criticize the 'drain' theory.
24. Give a short account of: (i) the coasting trade; and (ii) the inland trade of India.
25. Mention the principal trade centres of India.

CHAPTER VI

INDIAN CURRENCY, PRICES AND BANKING

1. Give a brief history of the Silver Standard in India during the last century. Why was it abandoned in 1893?
2. Examine the principal features and the mechanism of the Gold Exchange Standard before 1914. How was it upset during the war period (1914-19)?
3. What are Reverse Councils and Council Bills? What purpose do they serve?
4. Explain the scheme of the Gold Bullion Standard as recommended by the Hilton-Young Commission. How far was it given effect to by the currency legislation of March, 1927?
5. How and why was the rupee linked to sterling at 1s. 6d. in September 1931?
6. What do you understand by the ratio controversy?

7. Discuss the main issues raised by: (i) linking of the rupee to sterling; and (ii) export of gold. Do you favour the prohibition or regulation of gold exports?
8. How was the Gold Standard Reserve established? What were its main functions?
9. What is the present monetary standard of India? By what authority and how is it administered?
10. Describe the Paper Currency System in India before the war of 1914-18. How was it affected by that war?
11. Give a brief history of the Indian Paper Currency Reserve.
12. Indicate the existing arrangements for the issue and regulation of paper currency. In what respects do these constitute an improvement over the earlier system?
13. Review briefly the movements of Indian prices before the war of 1914-18.
14. Why did prices rise in India during the World War? How did this rise affect the country?
15. Account for the slump in prices during the last few years. How has it affected the Indian agriculturist and other classes?
16. Describe the principal constituents of the Indian money market.
17. Give a short history of indigenous banking in India and examine the functions performed by the indigenous banker today.
18. Suggest measures for strengthening the indigenous banking system.
19. Give a brief review of joint-stock banking in India.
20. Give a short account of the establishment of the Reserve Bank of India. What advantages is it expected to confer on the country?
21. Describe the constitution and functions of the Reserve Bank. How is it managed?
22. Show how the Reserve Bank can control other banks and make its credit policy effective.
23. In what ways can the Reserve Bank assist in the financing of Indian agriculture?
24. What are the duties of the Reserve Bank as bankers to the Government?
25. What are the functions of the Imperial Bank of India? How is it related to the Reserve Bank?
26. Describe the business transacted by the Exchange Banks in India.
27. What steps would you take to increase the share of Indians in the financing of the foreign trade of India?
28. Examine the functions performed by the Joint-Stock Banks in India. Mention the names of the leading joint-stock banks in the country.
29. Discuss the causes of bank failures in India. What can be done to prevent such failures?
30. Give a brief account of the Indian Postal Savings Banks. What purpose do they fulfil?
31. Why are industrial banks necessary in India? Show how they should be organized.
32. Account for the hoarding habit in India and suggest means of fighting it.

CHAPTER VII

FINANCE

1. Indicate the main characteristics of Indian finance.
2. State and discuss the main heads of revenue in the Central Budget.
3. Give a brief history of the customs tariff in India and indicate the main changes since 1914.
4. (i) How is the income-tax graduated in India?
(ii) What are the justification for and objections to the salt tax?
5. Write a brief note on the principal heads of revenue and expenditure in the budget of a province. Is the provincial revenue adequate for provincial needs?
6. Write brief notes on: (i) excise revenue and policy; and (ii) scheduled taxes.
7. What are the criticisms to which public expenditure in India is usually subjected?
8. What is meant by the 'burden of taxation'? Is it evenly distributed in India?
9. How has Indian finance fared during the recent years of depression?
10. Give a brief account of the public debt in India.
11. Comment on the distribution of the public debt as between (i) England and India; and (ii) productive and unproductive loans.
12. Give a short history of the financial relations between the Central and Provincial Governments.
13. What was the Meston Award? Why was it so unpopular?
14. Give a short account of Indian finance under the new Federal constitution.
15. What do you know of the Niemeyer financial settlement?

CHAPTER VIII

NATIONAL INCOME AND UNEMPLOYMENT

1. Mention the principal estimates of the national income of India.
2. What are the main general causes of Indian poverty? How has it affected the standard of living and efficiency?
3. Indicate the relation between diet and efficiency in the various provinces of India.
4. Distinguish between the various forms of unemployment in India.
5. Compare unemployment among industrial workers in India with that in western countries.
6. What are the causes of middle-class unemployment in India? What remedies would you adopt?
7. Examine the recommendations of the United Provinces (Sapru) Unemployment Enquiry Committee.
8. What are the causes of famines in India? What measures have been adopted for the prevention of famines?
9. Give a brief history of famine relief in India.
10. Describe the principal features of famine relief organization in India.

APPENDIX

DISTRICT, VILLAGE AND MUNICIPAL (URBAN AND RURAL)
ADMINISTRATION AND FINANCE

1. Show how the District is the most important unit of administration in India.
2. Explain how the authority of the Provincial Government is exercised in the Districts.
3. Mention the chief duties of the District officer and show how he has a dual capacity.
4. What are the powers and duties of the Collector with reference to the Superintendent of Police and other important officers in the District?
5. What is the justification for saying that the Collector is, in the eyes of the people living in a District, 'the government' itself?
6. Mention the principal officers in the District and describe the duties performed by them.
7. What are the various administrative subdivisions in a District? How is their administration carried on?
8. Show how the Indian village is the primary unit of governmental organization.
9. How did the Indian village community arise? How was it kept together?
10. Mention the principal village officials in India and describe their duties.
11. What are the causes of the weakening of the Indian village organization?
12. Clearly explain the need for the revival of village *panchayats*. How are they constituted? What are their functions?
13. Review the movement for the revival of village *panchayats* and indicate the difficulties experienced by these bodies.
14. What is local self-government? Give a brief review of local self-government in India.
15. Write a note on the Municipal government of the three Presidency towns in India.
16. Give a short account of the functions performed by Municipalities in India.
17. How is a Municipality constituted and managed?
18. What are the principal sources of income of a Municipality?
19. Enumerate the items on which municipal funds are expended.
20. Give a brief account of the organization of Rural Boards in India.
21. Examine the constitution and functions of a District Board.
22. What are the chief sources of revenue and expenditure of District and Local Boards in British India?
23. Comment on the poverty of local bodies in India. How would you strengthen their resources?

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