

With the compliments of the Director
of Information, Bombay

Hoible the Review

*Ly 2(a)
1938*



The
Bombay Government and its Work
Review of Second Half Year

Gratis

14844

**G-2
1938
14844**

BOMBAY
PRINTED AT THE GOVERNMENT CENTRAL PRESS
1938

148/111

The Bombay Government and its Work

Review of Second Half Year

The Congress Ministry in Bombay has been in office for over a year. An earlier report published in February recounted the work done during the first six months and indicated the policy followed by the present Government in the several departments. The following summary briefly records its activities during the second half year ending July 19, 1938.

BUDGET SESSION.

The Budget for 1938-39 was presented to the Legislature on February 25. It showed an income of Rs. 12.09 crores, while the budgetted expenditure was Rs. 12.50 crores, showing a deficit of Rs. 41 lakhs. But this deficit was proposed to be met from the revenue surplus of Rs. 51 lakhs accumulated during the previous two years. The expenditure was divided as follows:—

31 per cent. or Rs. 3.89 crores to be spent on primary activities of Government such as maintenance of law and order, administration of justice, etc.

55.5 per cent. or Rs. 6.91 crores for nation-building activities such as public health, medical aid, education, agriculture and industry.

13.5 per cent. or Rs. 1.70 crores for collection charges of revenue-earning departments.

The extra taxation proposed in the budget amounted to Rs. 12 lakhs. Three of the existing sources of revenue, namely, electricity tax, stamps and court fees were continued for one more year, with certain increases; while the tobacco tax was changed and placed on a permanent footing. This 12 lakhs will be spent as follows:—On Education 8.92 lakhs, on Prohibition 1.50 lakhs, on Agriculture and Co-operation 1.80 lakhs, on Industries 0.20 lakh and on Ayurvedic and Unani education 0.20 lakh.

The Finance Minister in his Budget speech said that Government were providing for Rs. 31.50 lakhs as loss of revenue and increase in expenditure on the anti-drink campaign. On Education they proposed a new expenditure of Rs. 33.92 lakhs in the coming year. "The total expenditure on rural areas, apart from the Roads programme financed from the Petrol Fund, for Panchayats, Water supply, Medical Aid, roads in villages, and things of that kind will amount to Rs. 39 lakhs. On Agricultural and Co-operative improvements—also for rural areas—we propose to spend about Rs. 3 lakhs. For industrial development the proposed expenditure is over Rs. 7.50 lakhs. Another lakh of rupees is earmarked for encouraging Ayurvedic and Unani education.

For the social welfare of Labour in industries, we have provided yet another lakh. The total new expenditure, including the loss of revenue on account of prohibition, on the work of national reconstruction will be over 116 lakhs of which about 40 lakhs will be non-recurrent."

"The aim of every proposal in this budget has been the aim of the Congress—and of all true nationalists in this country—to bring some relief to our impoverished masses, to give them opportunities to grow in their own strength, to educate the ignorant and backward, to relieve them from the causes of distress which are beyond their control and to enable them to acquire confidence in themselves. Whether it is the Village Panchayat or the Forest Laws, whether it is education or agriculture, whether it is an anti-drink measure or tobacco duty, the principal object of the proposals in this budget is to improve the lot of the weak in our country and strengthen them in the struggle for a better life. We cannot mint new rupees or print new currency notes. All the money we can get is by readjustments and by such taxation as may only touch the pockets of those who can afford to pay. With these necessarily limited resources we have to strive to help our masses."

LEGISLATION.

The legislation dealt with by the special session of the Legislature convened in January last has been described in the first six-monthly report. An important bill regarding the registration and control of money-lenders, referred to a Select Committee of the Legislative Assembly, could not be discussed at the budget session, because the Select Committee wanted more time to consider its complicated provisions.

The Finance Act was amended providing for continuance for one more year of the existing sources of revenue, namely, electricity tax, stamps and court fees, with certain increases; while the Tobacco Act was amended and placed on a permanent footing.

INDIAN LUNACY ACT.

The Indian Lunacy Act, 1912, was amended so as to permit the transfer of certain classes of patients to more congenial surroundings under the care of relatives or friends.

BOMBAY CITY POLICE ACT.

The Bombay City Police Act was amended so as to enable prompt action to be taken against bad characters. A provision has also been added empowering Government in times of communal and other riots to declare an emergency to exist and the Commissioner of Police may order the removal from the City of any person or persons who are likely to disturb the peace of the City. Such a declaration of emergency will expire after a month unless it is renewed.

REPRESENTATION FOR DISTRICT MUNICIPALITIES.

The Bombay District Municipal Act, 1901, and the Municipal Boroughs Act, 1925, were amended on the same lines as the District Local Boards Act which had been amended at the previous session. Changes now carried out include the abolition of nominations, reservation of seats for women, backward classes, Harijans and other minorities on a population basis and for an optional clause for Muhammadans to have joint electorates at any time they wish to have them. The Honourable Mr. L. M. Patil in his speech in the Legislative Assembly said that it was intended that wherever there was a separate electorate for Muhammadans it would be continued, but an option would be given to them to have joint electorates if they so desired. "This Bill intends to take away the separate electorates of the Harijans and to provide joint electorates for them and also it provides an optional clause in the case of the Muhammadans. In the borough municipalities alone, the Harijans have got separate electorates. In all other local bodies, namely, panchayats, district local boards, district municipalities, cantonments boards and Bombay corporation, the Harijans have got joint electorates. Moreover the case of the Harijans is different from that of the Muhammadans, because of the Poona Pact. The Poona Pact was signed by the leaders of the caste Hindus and the Harijans and if we continue separate electorates for Harijans in the borough municipalities, it will go against the spirit of that solemn Pact. This fact was brought to the notice of the Government by a deputation of the Harijans themselves and this was also made clear by the leader of the Independent Labour Party, Dr. Ambedkar.

* * * * *

The optional clause does not take away the separate electorates of the Muhammadans. It only provides machinery by which they can, of their own accord, choose to have the type of electorate that they want. The reform is not forced on them. It is left to their sweet will. Really this right to decide on a political issue by means of a plebiscite or referendum, intended to be given by this clause to the Muhammadans, is a precious right. No such right has ever been given to any section of the Indian public in the annals of the whole constitutional history of India and instead of opposing or criticising the Government severely because of this optional clause, the honourable members of the Muslim League ought to thank the Government."

ADULT FRANCHISE IN BOMBAY CITY.

An equally important amendment was effected in the City of Bombay Municipal Act. The changes introduced abolished nominations and provided for adult franchise for elections to be held in 1942 and thereafter, for extension of the term of the Corporation from 3 to 4 years and for reduction in the salaries of the Municipal Commissioner, City Engineer, Health Officer, and other officers and redistribution of wards.

INDIAN HORSE BREEDING.

The insistent demand for changes in the system of racing in Bombay with a view to promote Indian horse breeding and the Indianisation of the administration was given effect to by the amendment of the Bombay Racecourses Licensing Act under which Government have imposed certain new terms before renewing the license of the Royal Western India Turf Club. A license fee of Rs. 3 lakhs has been levied by Government who have also laid down that the stakes allotted to Indian horses should progressively increase every year so that by 1943-44 the stakes set apart for such horses shall not be less than 45 per cent. of the total stakes. Further it is stipulated that suitable measures should be taken to increase the number of Indian jockeys by 1942-43 to not less than 40 per cent. of those riding on the race courses. The number of members of the Royal Western India Turf Club is also to be increased to 500, the result of which will be that a larger proportion of the membership will be Indian.

BOMBAY PRIMARY EDUCATION ACT.

The most important measure passed during the session was the Primary Education Bill which tries to overhaul the administrative machinery of Primary Education which has caused waste and stagnation. Government have now attempted to bring about changes calculated to produce efficiency in the system.

The new measure provides for the creation of a Provincial Board of Education composed of persons who are experienced in education whose duty will be to examine and co-ordinate schemes for the expansion of education and to advise Government on all matters connected with primary education. It lays down the strength and qualifications of the members of School Boards and conditions for their removal. It also makes provision for a Primary Education Fund. The Administrative Officers under the School Boards will be Government officers. Experience in the past has shown that local authorities were not able to appoint the right type of men as administrative officers, with the result that efficiency suffered. With the transfer of control of primary education to local authorities under the Primary Education Act of 1923 Government handed over not only the teaching staff but the inspecting staff also, and retained only a skeleton inspecting staff of their own. This Government staff has been quite inadequate for the task of supervision and to see that Government money is properly spent and that the standards of education are duly maintained. Government have therefore decided to resume control of the existing supervising staff of local authorities.

A cardinal defect in the old Act was that it contained no provision giving Government power to intervene in cases of gross mismanagement. It was apparently assumed that the control sections of the District Municipal and Local Boards Act would be applicable to school boards.

This was not the case and Government could exercise control only by reducing grants. Such a course is open to grave objection since it means interruption of the education of children without removing the cause of the trouble. It has therefore been considered necessary to vest Government with powers of control over school boards similar to those at present exercisable over local bodies.

RECOGNITION TO INDIGENOUS SYSTEMS OF MEDICINE.

There has been an insistent demand for recognition of Ayurvedic and Unani systems of medicine. Government have now introduced a bill for this purpose. It provides for the registration of such indigenous medical practitioners as have had a full scientific training and also of those who have been continuously practising for not less than 10 years. Provision is also made for those with less than 10 years' practice provided that they prove that they had training considered satisfactory by the Board of Indian Systems of Medicine.

There will be a Board of Indian Systems of Medicine, who will look after registration, training courses, examinations, etc. The Board will also maintain lists of those practising indigenous systems on March 10, 1938, and also of those, who though not registered under any of the registration Acts, have been practising any system of medicine, on March 10, 1938. This will enable Homœopaths and others to come on the list. None but those registered under this Bill or under the Bombay Medical Act, 1912, or entered on the lists mentioned above would be allowed to practise any system of medicine, midwifery, or surgery. But this prohibition will not affect dentists, nurses, midwives or dais. The Select Committee of the Legislative Assembly having reported on the Bill, it is now ready for Second reading.

RESOLUTIONS.

The Legislature approved also three important resolutions moved by Government. One of them sought sanction for utilising the Power House at Bhatgar Dam for supplying electricity to certain villages at a cost of Rs. 85,000 and for supplying current to Government House at Poona, Yeravda Jail and Yeravda Mental Hospital at a cost of Rs. 3½ lakhs. Another resolution approved the scheme of making experiments in artificial silk, while the third resolution supported the proposal for converting the Government Law College from a part-time into a full-time institution.

The Legislative Assembly also passed a resolution moved by Mr. V. N. Jog recommending that steps may be taken for the creation of a new Governor's Province by amalgamating all the Kanarese-speaking areas of the Provinces of Bombay, Madras and Coorg.

A similar resolution moved by Mr. N. S. Desai was passed by the Legislative Council. Both these resolutions were accepted by Government.

CIVIL LIBERTY.

Never did the press enjoy so much freedom as during the last 12 months. In only one solitary instance was it found necessary to demand security under the Indian Press (Emergency Powers) Act from a Bombay paper for scurrilous writings on communal affairs.

The ban has been lifted from about 100 forfeited publications, and the question of removing it from other forfeited publications is under consideration.

The remaining three "political" prisoners in this Province, of whom two had been sentenced in the Bhusawal Bomb case and one in the Dhobi Talao Shooting case, were set at liberty, and there is now no "political" prisoner convicted before the present Ministry came into power, in any jail of this Province.

The Bill to repeal the Bombay (Special) (Emergency) Powers Act of 1932 was passed almost without a dissentient voice in the Legislature.

COMMUNAL SITUATION.

The communal situation has been on the whole satisfactory. The policy of releasing communal riots prisoners who had undergone a substantial term of imprisonment was tried with success in Poona, Surat and Sholapur.

A serious riot, however, over a trivial incident broke out on April 17th in Bombay City. Three Hindus and a Muhammadan who were playing cards in the Northbrook Gardens, quarrelled among themselves under the influence of liquor. Rumours of a Hindu-Muslim disturbance soon spread in the City resulting in panic which was taken advantage of by hooligans and stray assaults, stabbing and stone-throwing commenced. The Home Minister was at the Police Headquarters within an hour or so of the outbreak and after consultation with the Chief Presidency Magistrate and the Police gave instructions for the issue of a Curfew Order and an Order forbidding the assembly of five or more persons under section 144 of the Criminal Procedure Code. Orders were also issued prohibiting the carrying of lethal weapons and prescribing the routes for Hindu and Muslim funeral processions. Troops were also asked to stand by. The result of these prompt measures was seen at once; a clash that threatened to assume serious proportions was soon brought under control. Sporadic assaults, however, continued for a few days and altogether there were 14 deaths and injuries to 98 persons. But the police continued to comb the city and round up bad characters and in the course of about a fortnight arrested over 2,488 persons, probably the largest number arrested in such a brief period in the history of Bombay riots.

Government were also prompt in taking measures to control the communal press. Six papers had to be placed under censorship and were forbidden to publish any news or comments relating to the riot that had not been approved by the Director of Information.

While the cause of the riot was ostensibly a row among members of a small card party under the influence of drink, it was generally admitted that a communal riot on such a large scale could not have developed in the absence of other circumstances. The ground for it seems to have been carefully prepared by the secret circulation of leaflets and by inflammatory writings in an irresponsible section of the press. The Bombay Government, however, received congratulations from all sides for bringing under control within a short time a serious situation which might have been much worse, but for the prompt action, sound judgment and firmness of Government.

As an aftermath of this disturbance Mr. Munshi introduced in the Legislature a Bill to restore to the police the power of deporting undesirables from Bombay city which had been rendered inoperative by a recent decision of the Courts. He acted with promptitude. The usual seven days' notice of the introduction of a Bill was waived by the Speaker at his request and the Bill introduced on April 25, passed its third reading on the 29th.

Two other minor riots occurred during the Muharram celebrations in March—one at Nadiad in the Kaira District and the other at Dharangaon in the East Khandesh District involving 46 and 23 casualties respectively, but the local authorities were able to bring the situation under control almost immediately.

The Working Committee of the Congress which met in May last in Bombay commended the measures adopted by the Bombay Government to quell the riots to other Provincial Governments.

The fact that peaceful conditions between the two communities prevailed generally during the period throughout the province is due to the good sense of the majority of the people, but Government have noticed with regret that there are individuals in both communities who seem to aim at embittering the minds of their co-religionists against the sister community by exaggerating and giving undue publicity to unfortunate incidents that may have occurred. An example of this is the highly objectionable comment on the recent Hindu-Muslim disturbances in Hyderabad State.

Government think it necessary to repeat the warning that they gave last year that attacks, insinuations and alarmist reports spread against any community will be promptly dealt with and they give notice that from now on they will deal most severely with anyone, whatever his status, whose activities by spoiling the good relations between the two communities do so much harm to the country.

POLICE.

The reorganisation of certain sections of the Police Force is under consideration. For example, Government are examining the question whether the conditions of service affecting Europeans and Indians in the subordinate ranks of the Bombay City Police cannot be modified so as to eliminate the differences between Sergeants and Sub-Inspectors.

Though certain factors arising out of the cost of living might necessitate the retention of special pay for Europeans, Government think that other differences could be composed without impairing the efficiency of the force.

An important change which Government propose to introduce in the Police system is the establishment of a Volunteer Police Corps in Bombay. It is to be a part of the police machinery subject to the control of the Commissioner of Police and will assist the police in times of emergency. The change cannot be introduced without legislation and a Bill will be brought in the Legislative Assembly as soon as it is ready.

COURTS.

A scheme for the separation of the Executive and Judiciary is still under examination. In the meantime some reforms in the working of the Courts have been introduced. The hours of work in Courts have been revised and extended to reduce arrears. The District Judges have been instructed to take note of unpunctual or irregular attendance of subordinate judges.

Proposals for cheaper and more expeditious methods of disposal of litigation in Bombay City, including the establishment of a City Civil Court are also under contemplation.

Government have discontinued the system of appointing Benches of Honorary Magistrates in the mofussil. Their places have been taken by single sitting honorary magistrates in all districts. In making the appointments of these honorary magistrates Government have laid down and followed the following principles:—

- (a) The Honorary Magistrates should be men of status and integrity.
- (b) They must have educational qualifications which would enable them to write appealable judgments in English.
- (c) They should not ordinarily be practising lawyers in the district, but if they are, they should be prepared to give up their practice during the term they are honorary magistrates.

PRISON REFORM.

One of the earliest measures of reform which the present Government took in hand was the reorganisation of the jail system. Government have long felt that the Jail rules required alteration in many respects and that a revision of the Jail Manual was necessary. Pending a complete reorganisation of the system, Government have introduced a number of changes in jails as shown below:—

Instructions have been issued to the effect that 'C' class prisoners should be permitted to write 2 letters (one at Government's cost and the other at the prisoner's own), to receive two letters and to obtain one interview in the course of 2 months, while 'B' class prisoners should be given the same privileges monthly. The normal privileges of prisoners in respect of interviews and letters should not be curtailed except in extreme cases.

Orders have been issued that adequate facilities for interviews should be provided, where such do not already exist, in order that both prisoners and their friends should be able to sit down and talk with reasonable comfort. Instructions have also been issued that both prisoners and their friends should be treated with all proper courtesy and tact at the time of interviews as well as on other occasions.

Subordinate Medical Officers have been instructed to show consideration, courtesy and tact in their attitude towards prisoners.

It has been impressed upon all jail officials that Government attach very great importance to the scrupulously fair and courteous behaviour on their part towards their charges.

Members of the Provincial Legislature (including any available lady M.L.A.s or M.L.C.s) residing in the area in which a jail is situated have been brought on the Committees of Visitors, as non-official members, for the Central and District Prisons and the Jails in the City of Bombay. Local M.L.A.s and M.L.C.s have also been included in the Committees of Visitors for sub-jails at the head-quarters of the districts where such Committees existed. Committees of Visitors with the local M.L.A.s or M.L.C.s as non-official members have been constituted for the sub-jails at most of the remaining District head-quarters where such Committees did not exist. The Mayor of Bombay in the case of the Bombay City Jails and the President of the local Municipality in the case of the Central Prisons have also been included in the Committees of Visitors as non-official members.

Hand-spinning has been introduced in Yeravda Female Jail experimentally and an experimental class has been opened in the Thana Jail.

Jail authorities have been authorised to grant ordinary and special remission to prisoners up to the increased maximum of $\frac{1}{3}$ rd instead of $\frac{1}{4}$ th of their sentence.

Orders have been passed that whipping should not be inflicted as a jail punishment without the approval of Government, pending the consideration of the whole future policy of Government in the matter.

The scale of ordinary remission to prisoners has been revised as follows :—

Ordinary convict—from 12 days to 15 days per quarter.

Night Watchman—from 15 days to 18 days per quarter.

Convict Overseer—from 18 days to 21 days per quarter.

In addition to the above, prisoners are to be allowed 10 days remission per standard for educational attainments.

Orders have also been issued directing that the remission granted by Rule 722 of the Bombay Jail Manual should be extended to prisoners employed as hospital attendants, barbers, gardeners, etc.

A new revised and comprehensive list has been printed of newspapers allowed for "A" and "B" class prisoners.

A circular has been issued that the Medical Officer should always take a second opinion if a patient in jail hospital is not progressing satisfactorily.

Chapter XXV of the Bombay Jail Manual regarding special rules for short-term prisoners in the Bombay City Jails has been cancelled.

A section for juvenile female prisoners has been opened in the Yeravda Female Jail.

Schemes have been sanctioned for :

- (i) the installation of power-driven flour mills in the four Central Jails, three District Jails and the Borstal School, Dharwar ;
- (ii) the installation of radios in the four Central Jails and the Borstal School, Dharwar ;
- (iii) the installation of a power-driven water pump at the Borstal School, Dharwar, and
- (iv) the employment of a Weaving Assistant to organise and instruct the textile Departments of Jails.

A proposal for the reorganisation of jail services is under consideration of Government at present. Sanction has been accorded to an improved scale of diet for "C" class prisoners. Certain forms of manual labour such as hand grinding as at present are proposed to be abolished, except as a punishment. Proposals for introducing flour mills worked by bullocks as in the Punjab and chakkis with ball-bearings in small jails are under investigation. Monetary awards for prisoners' labour will also be given under certain conditions, that is to say, a prisoner will be allowed 3 pies for each day of remission.

The whole question of prison industries is under examination and the Director of Industries has been asked to report on it. But in the meanwhile agricultural assistants in the three Central Jails at Yeravda, Sabarmati and Nasik are being appointed to train prisoners in vegetable gardening.

Special measures are being adopted to promote education among the jail population. Appointments of two trained teachers to work among prisoners at the Sabarmati and Belgaum Central Jails are being sanctioned, and Magic Lantern lectures will be provided in principal jails as soon as suitable arrangements are ready.

Facilities for those observing religious fasts are also being provided. Under the existing rules Muhammadan prisoners are allowed to observe fast during Ramzan. It is now proposed to extend these facilities to other communities as well, Hindus being allowed to fast on Ramnavami, Gokul Ashtami, Maha Shivaratri and on Ashadhi and Kartiki Ekadashis. Suitable diet will be given to those who observe fast on these days.

Government have also under consideration proposals for the issue of chaddars to prisoners during hot weather, and for introducing electric lighting in the district prisons at Dhulia and Bijapur and improved lighting arrangements in other jails to enable prisoners to read at night.

The Visapur Prison Farm has been closed as the recent investigation into its administration, which was far from efficient, revealed that it was not advantageous to continue it. The prison population of Visapur has been transferred to other central prisons where accommodation was available and this will result in an annual saving of about Rs. 56,006.

CRIMINAL TRIBES ENQUIRY.

The Committee appointed to enquire into the working of the Criminal Tribes Act has recently completed its labours and is expected to submit its report shortly.

Meanwhile, orders have been passed that in the Criminal Tribes Settlements each religious community should have religious teachings from its own priests and the religious teachings from the Christian Padres should be restricted to the Christians already converted.

Arrangements have been made in the Settlements for a Hindu Kirtanakar in Hindi once a week for the benefit of the Hindus and for a Moulvi once a week for the benefit of Mahomedans.

Compulsory Bible teaching has been stopped and orders have been issued that no religious teacher should preach or teach tenets of his religion to members of another community.

GOVERNMENT SERVANTS AND THE PUBLIC.

Special instructions have been issued to Government officers impressing upon them the need for closer contact between themselves and the public. The Commissioners and Collectors have been told to get into touch with the local leaders of the people where their co-operation could be helpful.

A successful administration requires harmony and understanding between the general public and Government servants. Abusive attacks on the services, it is pointed out, do not help the public, without whose co-operation no progress is possible.

A strict warning has been issued against the acceptance of parties by Government officers on their visits to villages at the expense of the villagers.

Government servants are now permitted to attend political meetings or party gatherings provided they take no part in them which would

indicate or suggest their political or party leanings. There is also no bar to watandars, other than officiating watandars, becoming members of political organisations but, when watandars officiate, they are considered as Government servants and as such they have to sever all connection with such organisations.

ANTI-CORRUPTION DRIVE.

Government have been striving to root out corruption among subordinates wherever it exists. Special instructions have been issued to Heads of Departments to take prompt steps to investigate charges of corruption when they are brought to their notice and they have been asked to submit six-monthly statements showing cases dealt with. The Revenue Minister recently held a series of Divisional conferences of responsible Revenue officials for inviting suggestions for the suppression of the evil among revenue subordinates.

COMMUNAL PROPORTION IN THE PUBLIC SERVICE.

The attention of all Heads of Offices has been invited to the orders of Government regarding the recruitment of the Backward and Intermediate Classes and they have been asked to see that these orders are strictly observed.

REINSTATEMENT OF OFFICIALS.

Orders have now been passed in the Revenue Department reinstating all permanent whole-time Government servants in that Department, including 11 talatis in Kaira and 3 in Surat, who resigned their posts in 1930-31 in connection with the civil disobedience movement. Pensions which had been forfeited for offences relating to the civil disobedience movement have also been restored.

In most cases the men who resigned were in the subordinate services, but there were two Provincial Service Officers who resigned, namely, the Honourable Mr. Morarji Desai and Mr. Durlabhji Desai. The Honourable Mr. Morarji Desai has waived any claim to a pension, but Government have relaxed the ordinary pension rules in favour of Mr. Durlabhji Desai who served for over 26 years before his resignation and he has been given a special pension of Rs. 150 a month.

Orders have also been passed directing the re-employment of men in the Public Works Department who had resigned or were dismissed in connection with the civil disobedience movement of 1930-31.

Similar cases are being examined in respect of teachers who took part in the civil disobedience movement and orders are being issued from time to time. The examination will be complete within a short time.

INSTRUCTIONS TO TALATIS.

There were complaints against talatis leaving their headquarters and living outside the village. Government have issued special instructions requiring all talatis to reside within their *saza* unless specially exempted by the Mamlatdar or Prant Officer. Talatis acting in contravention of these orders will be punished with fine or reduction in pay on the first occasion and with dismissal on the second.

RELIEF TO RYOTS.

Proposals for the formulation of new principles of land revenue assessment and for the protection of tenants are under examination. A new bill aims to protect tenants from eviction where these hold land in tenancy for not less than 6 years immediately preceding 1st January 1938 in Inam, Khoti or Talukdari village, or if the landlord owned 33½ or more acres of irrigated land or 100 or more acres of other land in ryotwari areas. This security is however subject to certain conditions, namely, the desire of the landlord to cultivate the land himself or to use it for a non-agricultural purpose, failure by a tenant to pay rent, bad or injurious tenancy, sub-letting the land, or failure to cultivate himself. A protected tenant will be entitled to compensation on eviction where he has made any improvement on the land held by him and his tenancy will be transferable to his heirs under certain restrictions; but his rights cannot be mortgaged or otherwise alienated, nor will they be liable to seizure or sale by process of any court. The bill also provides the procedure for determining the reasonable rent payable by the protected tenant. The proposed reform will affect tenants in 2,084 Inam, 677 Khoti and 503 Talukdari villages and also tenants of 9,000 out of 22 lakhs holders in ryotwari areas. The bill also provides for suitable remission and suspension of rents in case of failure of crops and prohibits exaction of all cesses, rates and customary service from tenants.

A comprehensive measure for the relief of the indebted ryot is likewise being prepared. In the meanwhile Government have taken a number of other measures for the benefit of the agriculturist. The Small Holders Relief Act passed at the January session of the Legislature has given them protection for a while against eviction or loss of property in execution of decrees of civil courts. The rate of interest on all tagavi loans including those outstanding on 1st February 1938 has been reduced to 5½ per cent. A sum of Rs. 5 lakhs originally intended to give permanent reduction in land revenue in excessively assessed parts has been utilised for extending relief to ryots in distressed areas. A scheme for a graded tax on agricultural income is being looked into.

OTHER MEASURES OF RURAL RELIEF.

The overhauling of the village panchayat system is in hand, and a draft bill on the subject is before the Legislature. It has passed its first reading and is now under consideration by a Select Committee appointed by the Legislative Assembly. Government have in the meanwhile

provided over Rs. 4 lakhs for the initial activities of these panchayats. Government lands, wherever available, will be placed at their disposal for providing open spaces to villagers and a special allotment of Rs. 1 lakh has been set apart to enable the panchayats to acquire lands for such purposes where Government land is not available. A sum of Rs. 10 lakhs has been sanctioned for the supply of drinking water to villages. A like amount was provided last year, but could not wholly be spent for want of organisation.

CO-OPERATION.

Among the questions of rural reconstruction which first engaged the attention of the present Government was the reorganisation and development of the co-operative movement with a view to utilising it as an effective agency for promoting rural economic welfare. Government appointed two experts to examine and report on the present position of the movement in the province and to suggest further lines of development. The proposals submitted by these experts provide remedies against frozen credits, promotion of banking unions, reorganised audit, revival and development of secondary occupations and cottage industries, and for the reorganisation of the Provincial Co-operative Institute.

DEVELOPMENT OF AGRICULTURE.

Efforts are being made to bring to the notice of the cultivator improved methods of agriculture. Non-official agricultural agents are being appointed in charge of larger villages or groups of villages to assist the agricultural officers in propaganda work. It has also been decided to establish 50 taluka demonstration centres in the first instance in order to enable the ryots to utilise the results of successful research work carried out at Government research stations and farms. These centres will be organised on cultivators' lands at or near taluka headquarters and will be cultivated in accordance with the methods advocated by the Agricultural Department, the land and produce remaining the property of the cultivator-owner. They will also be developed as seed and implement distribution centres, and wherever possible, as horticultural dairying and live-stock improvement demonstration centres also. Ultimately when the scheme is in full working order 180 taluka demonstrations will be organised, but a beginning is being made in the present year with 50 stations as indicated above. Government have also set up a special travelling organisation for helping the mango growers in the destruction of mango hopper with the help of insecticidal treatment of the pest. Skilled spraying parties have been organised by the Agricultural Department to combat with Bordeaux mixture the Koleroga disease of betel-nuts in the Kanara district. Schemes for investigation into *striga* attacks on jowar crops and other schemes for the improvement of agriculture, etc., at a cost of about Rs. 1,20,000 have been sanctioned. Over 8,315,000 acres are under jowar cultivation in the province and *striga* occurs in the Karnatak, the Deccan and Gujarat, though the soil

and climatic conditions differ in these parts. A scheme for eradication of the disease on the lines suggested by the Imperial Research Council of Agriculture is therefore considered necessary. Government have also sanctioned Rs. 40,000 for improvement of the tobacco crop in the Karnatak.

The importance of improving pastures for cattle has been specially stressed. A Provincial Fodder and Grazing Committee has been constituted for the examination and control of fodder measures.

FOREST GRIEVANCES.

Government have decided to open a Rangers' course at the College of Agriculture, Poona. This has become necessary by the abolition of the Forest College at Coimbatore, where the Bombay students used to be sent for training. The course is open to candidates who are selected for the Bombay Forest Service and those who are deputed by other provincial Governments or Indian States.

Encouragement is given to private persons to plant trees for producing edible fruit in open forest lands in charge of the Forest Department. Any person availing himself of this concession will be given a sanad and the rights obtained under it will be continued to his legal heirs, without giving any proprietary rights over the land which belongs to Government.

The Revenue Minister visited Kanara for a personal inquiry into the grievances of villagers and after inspecting the various forest tracts, he held an informal conference of officials and non-officials to discuss certain suggestions which had been received from several quarters. The conclusions of these discussions are under consideration but, in the meantime, a substantial concession to villagers has been sanctioned. There will be no forest within half a mile of any substantial village or within a quarter mile of any substantial cultivation wherever the villagers assure the Collector that they will undertake to keep the area assigned to them clear of undergrowth. This measure, apart from redressing a long standing grievance, will place at the disposal of villagers considerable areas which can eventually be utilised for co-operative or collective farming.

WASTE LANDS.

Small and scattered waste lands will be given on restricted tenure to individuals who may be landless or whose holdings may be too small to be economic. Larger tracts will be placed at the disposal of co-operative societies or agriculturists for collective cultivation.

RESTORATION OF FORFEITED LANDS.

The policy of repurchasing at Government cost lands forfeited during the civil disobedience movement with a view to restoration to the original holders which had been approved by the Legislature, was explained in the last Review. Negotiations set on foot in pursuance of that policy

have not been successful in obtaining lands in most cases, and Government have since decided to acquire these lands by legislation. A bill to this effect has been passed by the Legislature.

PROHIBITION.

The prohibition policy already announced in the previous report has been put into force in certain parts of the Province. Three rural areas Newasa and Sheogaon taluka and Pathardi mahal in the Ahmednagar district ; Kumta and Ankola talukas in the Kanara district, and Wagra and Jambusar talukas in the Broach and Panch Mahals district and one industrial area consisting of Ahmedabad City, Cantonment of Ahmedabad and 27 villages around them and Suburbs, have been declared to be "dry areas" where licenses for the retail sale to the public of country liquor, toddy and foreign liquor including spirits, wines and beer have been stopped. The import into and possession in the rural dry areas of up to one bottle of country or foreign liquor and of small quantities of other intoxicants is permitted, while in the Ahmedabad Dry Area the import and possession of country and foreign liquor is restricted to persons licensed under permits and to the amounts shown in the permits. Provision has been made within all the dry areas for the sale of opium and hemp drugs to persons certified to be addicted to the use of these drugs from a single drugs shop. One shop for country liquor, one for foreign liquor and one for toddy have been provided within reasonable distance of Ahmedabad to enable permit holders to obtain their supplies.

The result of these experiments is being very carefully watched since the primary object which they are to serve is to provide data on which the pros and cons of introducing total prohibition into an ever widening area may be estimated. For this purpose a special observation staff has been appointed. Though it is early to speak of results, the evidence so far is on the whole favourable. One remarkable factor is the almost complete neglect by the industrial population of Ahmedabad of the facilities offered for the obtaining of permits.

Meanwhile from August 1st an experiment of total prohibition has been started in Bardoli taluka and in part of Mandvi taluka of Surat district that is comprising the villages of Tarsada, Bargama, Varjakhana, Jankhla, Birama and Sadadi, as this area has been held to be peculiarly favourable for the successful working of this experiment.

A Prohibition Department has been established and is at present working at Ahmedabad. It has proved a most efficient instrument in assisting the smooth introduction and working of prohibition in Ahmedabad.

Government have also closed, since the beginning of April, 205 country spirit shops, 507 toddy shops and booths, 60 hemp drug shops, 72 opium shops and 11 foreign liquor shops at a sacrifice of revenue of nearly Rs. 5 lakhs.

Sixty-four excise shops in the province have been ordered to be removed to unobjectionable sites, the new sites to be over 100 yards from a hospital, school or place of worship and not in the close vicinity of mills and factories, at a cost of Rs. 1 lakh of revenue.

An examination of the figures of sales of country liquor, toddy, and foreign liquor in Bombay City showed that a large proportion of the total consumption takes place on the monthly pay days of mills and on the next day following. The temptation of liquor and toddy shops being open on the days when the mill labourer has just received his pay leads to a serious waste and economic loss to the labouring classes. Government therefore decided to close from August 1938, all excise shops in the Town and Island of Bombay (excluding opium and hemp drug shops) on the monthly pay days of most of the mills and factories and the day after, these days usually being the 10th and the 11th of the month. The cost of this measure is estimated at Rs. 7.30 lakhs during the current year.

Besides the introduction of dry and total prohibition schemes and the closure and removal of excise shops, Government has sanctioned a sum of Rs. 40,000 for prohibition propaganda as a part of its prohibition policy.

MEDICAL RELIEF FOR RURAL AREAS.

The Bombay Government have recently sanctioned two important schemes for providing medical relief in rural areas.

The first relates to the extension of a former scheme for subsidising medical practitioners in six selected rural centres. Government have now decided to open, in all, 200 centres for medical aid in the province by giving subsidies to private medical practitioners. The subsidy will be given to Allopathic medical practitioners and to some Ayurvedic and Unani practitioners who may get themselves registered.

Under the new scheme each subsidised medical practitioner professing the allopathic system of medicine will ordinarily be in charge of three or four villages easily accessible by road or rail, and he will be expected to visit them on definite days of the week. He will be subject to such rules or orders as have been, or may from time to time be, prescribed by Government. He will receive a subsidy of Rs. 50 a month *plus* a fixed travelling allowance of Rs. 25 a month if his duties are not confined to one village area. He will also receive an annual grant of Rs. 350 for medicines and instruments. The total cost of subsidising each medical practitioner will thus amount to Rs. 1,250 per annum on the assumption that he will ordinarily be allotted three or four villages. Four-fifths of this cost (or Rs. 1,000 a year on account of each subsidised medical practitioner) will be borne by Government, and the remaining one-fifth will have to be borne by the District Local Board concerned. The conditions relating to the payment of subsidies to Ayurvedic and Unani medical practitioners will be the same as those relating to the payment of subsidies to medical practitioners of the Allopathic system, with the difference that the Ayurvedic and Unani medical practitioners will be paid a subsidy of Rs. 30 per mensem each *plus* a fixed travelling

allowance of Rs. 15 per mensem each and that the allowance for medicine to be placed at the disposal of each such practitioner will be Rs. 150 per annum.

QUALIFIED NURSES AND MIDWIVES.

The second scheme of medical relief consists of a special provision for an increased number of qualified nurses and midwives in the districts. Under a scheme sanctioned in 1936, Government undertook to pay one-third of the cost of any additional nurses employed by the District Local Boards. The response of the District Local Boards was disappointing. Few Boards took advantage of the facilities offered by Government. The scheme has now been revised and it provides for the appointment of four additional qualified nurses or midwives in each of the nineteen districts of this province, except the Bombay Suburban District. The nurses and midwives employed under the scheme may either be attached to the District Local Board dispensaries or allowed to settle and work in a group of villages like the subsidised medical practitioners, as the District Local Board may desire, subject to the approval of the Surgeon General. The above scheme will cost over Rs. 36,000 to Government.

ECONOMIC SURVEY.

The question of the economic and industrial development of the province is seriously engaging the attention of Government and with a view to provide a well planned scheme on the subject, a Committee has been appointed to make an economic and industrial survey of the province. The Committee will examine the position of small industries in relation to agriculture and large industries and will advise Government on the measures to be taken to promote economic development of the province.

INDUSTRIAL ADVISORY BOARD.

An Industrial Advisory Board has also been constituted to advise Government on all schemes or proposals relating to industrial development in the province.

NEW INDUSTRIES.

Important steps are being taken to develop new industries in the province. While encouragement to cottage industries, such as hand weaving and spinning, khadi manufacture, hand made paper, etc. still continues, Government have started experiments in other directions also.

A scheme has been approved for making experiments in artificial silk and the possibilities of developing a sericulture industry are being examined. Investigations are also proceeding with a view to develop the paper industry. A scheme for helping a pencil industry if the quality of wood found in the forests is suitable is also under consideration. The Southern Division of the province abounds in stone which

can possibly be used for the manufacture of slate. Samples of stone have been sent to America for ascertaining their value for starting an industry of this kind. The leather tanning school already sanctioned will come into existence early next year, by which time the requisite buildings will be ready at Chamdevalla-Ki-Wadi at Khar (Bombay Suburban District). The school will teach not only the processes of leather tanning but also those of preparing finished products from leather.

Schemes for the development of the fishing industry are also in progress. One of these provides for the construction of a big launch costing about Rs. 40,000 and the appointment of a demonstrator to teach fishermen modern technique, while a biologist will be entrusted with the work of grading fish according to quality.

Sanction has also been accorded to the establishment of two model demonstration fish curing sheds in the existing fish curing yards at Malwan in the Ratnagiri district and Majali in the Kanara district where demonstrations of improved methods of curing fish will be given for the benefit of the fishermen.

Government have also sanctioned a scheme for establishing a pottery factory in Bombay and a special research worker has been engaged for this purpose.

Provision is being made by the Industries Department for dyeing demonstrations in villages, a wool weaving school, village farming, lacquer work and art crafts.

The Committee appointed to advise Government regarding the purchase of Swadeshi goods for Government Departments has submitted its report.

The State-Aid to Industries Rules are being liberalised so that it will not be necessary for applicants for loans to furnish sureties; it will be enough if they are able to give adequate collateral security the value of which is twice the amount of the loans asked for. Simple interest will be charged instead of compound interest.

The present limit of Rs. 10,000 up to which loans could be granted to any one individual will be done away with. Many enterprising persons applied to Government for grant of loans and these applications are being dealt with on merits. It may, however, be mentioned that the All-India Spinners' Association has been granted a loan of Rs. 38,000 free of interest, repayable after 2 years.

PURCHASE OF STATIONERY AND STORES.

Government have instructed the Superintendent, Government Printing and Stationery, to purchase only Indian made articles whenever available, and not to purchase foreign articles without the previous sanction of Government.

LOCAL SELF-GOVERNING INSTITUTIONS.

Government have issued from time to time general instructions to local bodies advising them to put their own houses in order.

Government have themselves adopted measures with a view to preventing maladministration in local bodies, and as an earnest of their determination to promote civic well-being they have in a few cases superseded some local bodies where there was a reason to believe that the administration was far from satisfactory, e.g., Ashta Municipality and the Village Panchayat of Kurhe.

An Enquiry Committee has been appointed to examine and report on the affairs of local bodies.

Soon after the amendment of the Local Boards Act, and the Municipalities' Acts, Government reconstituted the District Local Boards in the Northern, Central and Southern Divisions and the various municipalities whose terms of office were due to expire on or before the 31st October, the basis of reconstitution being uniform.

RELIEF TO HARIJANS.

The Bombay Government can claim to have given a bold lead to the rest of India in dealing with the Harijan problems. The Bombay Harijan Temple Worship (Removal of Disabilities) Act passed in the early part of the year was a statutory measure permitting trustees of temples, if they so desire, to open Hindu temples for worship to Harijans. It is an enabling measure and removes certain legal difficulties in the way of those who are convinced of the justice of the claim of Harijans for free and unrestricted admission to temples for worship. The reaction to this seems to have been very favourable. Many temples have recently been thrown open to the depressed classes.

Government have devised stringent measures to safeguard the rights of the Scheduled Classes in regard to the use of public wells. All officers of Government are enjoined to deal severely with all cases where Scheduled Castes are prevented from using the wells. In particular steps are taken to ensure deterrent punishment for those who foul the drinking water of Scheduled Castes, to stop or curtail grants to local bodies and, if necessary, to supersede them in case they fail to carry out their obligation to throw open public wells and tanks to all castes and communities without distinction.

Government have also warned local authorities that no grants will be paid to them in respect of a school where admission is refused to Scheduled Caste pupils on grounds of caste or community, and it is emphasised that it is the declared policy of Government that no discrimination should be made against Scheduled Castes, in educational institutions aided from public funds.

Instructions have been issued to the Superintendents of Police to see that the rules which forbid any discrimination against members of the Scheduled Classes in respect of the use of public buses or conveyances are strictly enforced and that breaches of these rules are severely dealt with.

The rules recently framed under the Police Acts provide that no person keeping a public place of entertainment under a license shall refuse admission to any member of Harijan caste or Scheduled Classes on the ground of their caste. A breach of the rule will entail the forfeiture of the license.

BHILS AND ABORIGINAL TRIBES.

The improvement of the economic and social conditions of the Bhils and other aboriginal and hill tribes in the partially excluded areas has been the special concern of Government. Government servants of all departments concerned with the partially excluded areas have been charged with carrying out this policy. In order to ascertain how this policy could be further developed and improved, Government detailed a special officer to take stock of the present situation and to put up proposals. He has submitted a valuable report which is under their consideration.

EDUCATION.

Government have long recognised that problems arising out of the poverty of the masses cannot be satisfactorily solved by any temporary expedients like debt relief or remission of land revenue. A permanent remedy against this evil lies in raising the economic efficiency or purchasing power of the people and this can be largely advanced by education. It is for this reason that Government have attached the greatest importance to their educational policy which, as has already been announced, definitely aims at overhauling the existing system. Government have appointed several committees to report on different aspects of the problem and some of their reports are dealt with below.

The Primary Education Act, 1923, already referred to above, has been overhauled to remedy some of the evils in the machinery of primary education. More funds have been given to the several agencies which look after primary education. The grant to the Ahmedabad Municipality for primary education, which had been withheld since 1930 for participation in the civil disobedience movement has been restored. Government have restored the remaining 8 per cent. cut in the grants to local authorities at a cost of over Rs. 8 lakhs ; Rs. 1 lakh have been allotted to help local bodies in providing school buildings ; and Rs. 3.35 lakhs have been allotted for additional grants on account of such admissible expenditure incurred by local bodies for which no grant was being paid to them in the past owing to financial stringency. Attempts are being made to stimulate interest in the study of Hindustani and Government will give assistance to those who are making any serious effort in this direction. It is also proposed to provide facilities for teachers under training to learn Hindustani.

Special provision of Rs. 85,000 has been made for educational facilities to the Backward and the Intermediate Classes and Mahomedan girls. Additional scholarships and free studentships in schools and colleges have

been sanctioned for them out of the above provision and grants have been provided to Harijan Sevak Sanghs and other hostels conducted for Harijan boys and girls.

RECOGNITION OF VIDYAPITHS.

Government have suitably dealt with the long standing question of the recognition of students who had abandoned Government or aided institutions in favour of National educational institutions. Orders have been passed that degrees and diplomas issued by the Gujarat Vidyapith and Tilak Maharashtra Vidyapith before 1932 must be regarded for the purposes of Government and semi-Government service as equal to corresponding degrees and diplomas of the Bombay University.

PHYSICAL EDUCATION.

Government have passed orders on the recommendations of the Physical Education Committee whose report was mentioned in the last six-monthly report. It has been decided to make physical education compulsory for all children. Arrangements are also being made for the medical examination of each pupil to determine his fitness for receiving physical training. Special grants will be given to schools for this purpose.

Government have established a Board of Physical Education to advise on these matters. The Board will consist of six non-official members nominated by Government with the Director of Public Instruction and the Director of Public Health as *ex-officio* members. A training institute for physical education is to be established at Kandivli where arrangements will be made to train 100 candidates for about nine months in a year. The Institute will start work from the 1st November 1938.

FEMALE EDUCATION.

Government has issued orders to convert all the Government Middle Schools for girls, viz., those at Thana, Nasik, Ahmednagar, Dharwar and Bijapur, into full-fledged high schools and higher classes will be added to them from the year 1939-40.

MUHAMMADAN EDUCATION.

In response to the Muhammadan public feeling in Poona, a Muhammadan lady has been appointed as the Lady Superintendent of the Urdu Training College for Women, Poona. It has also been decided to convert the Anglo-Urdu Middle School for girls, Poona, into a full-fledged high school and steps are being taken to popularise the school among the Muhammadan girls on the basis of the recommendations made by Mrs. Faiz Tyabji, M.L.A., who was requested to make a report in the matter. Without reference to the grant-in-aid code rules a liberal grant of Rs. 6,000 non-recurrent and nearly Rs. 5,500 recurrent has been given to a Muhammadan Purdah Girls' School in Bombay as a special case.

VOCATIONAL EDUCATION.

The committee appointed to report on the question of vocational training for boys and girls in primary and secondary schools has laid stress on the need of reorientation of educational ideals. According to it education should be made thoroughly practical both in the primary as well as in the secondary stages with a view to bringing schools into intimate touch with the life, needs and traditions of the people. The committee considers that the principle of educating children through purposeful creative activities leading on to productive work is sound and that its adoption is best calculated to remedy the main weakness obtaining in the present system of education. It is further urged by the committee that a continuous course of seven years should be the minimum education for every child and that the secondary course should consist of four years and begin at the end of a seven years' course of primary education.

Government are taking steps to convert some of their High Schools for Boys into junior vocational schools of the Agricultural, Technical and Commercial types.

ADULT EDUCATION.

The Adult Education Committee has made some very useful recommendations. According to the Committee the first step in the programme of adult education, as it affects the villager, is to endeavour to help him to overcome his dejection and apathy and to find an interest in life, the second stage being the attempt to lead the villager actually to experience the resources available in his natural environment so that he may provide himself with amenities of life and be able to protect himself against calamities. The Committee advocates the creation of a central Adult Education Board to organise and control the adult education movement in the province. Government have constituted such a Board and will in consultation with it issue orders for the spending of the amounts provided in the current year's budget for this purpose.

RURAL BROADCASTING.

The Educational potentialities of the Radio have been fully recognised, but its progress in rural areas must largely depend on the spread of electric power. Government have recently decided to provide a radio set for each taluka headquarter town where electric energy is available.

PRIMARY TEACHERS.

The importance of providing suitable training to primary teachers to meet the new conditions has not been overlooked. A special committee was appointed to examine the question and its report has been published.

SECONDARY TEACHERS.

In order to increase the number of trained teachers for secondary schools it was proposed to start another Government Secondary Training College at Poona as a part of the scheme for the revival of the Deccan College but in view of the strong public feeling in the Karnatak for starting such a college in that area it has now been decided to open the college at Belgaum and to provide facilities in it for Kanarese as well as Marathi speaking graduates. Government also propose to introduce a scheme for the starting of provident funds for secondary teachers in recognised schools.

DECCAN COLLEGE.

The Deccan College which was closed down in 1934 is being revived as an institution for post-graduate research in History and Linguistics in the first instance. A committee of four experts appointed by Government to draw up a scheme has submitted its report on which action is being taken. It is hoped that the institution will now soon be starting.

GRANT MEDICAL COLLEGE.

Steps have also been taken to improve teaching at the Grant Medical College where the teaching staff for clinical and non-clinical subjects has been reorganised.

LITERACY CAMPAIGN FOR CHILDREN OF SCHOOL-GOING AGE.

Of the 21,668 towns and villages in this Province about 12,693 villages are still without primary schools. The problem of providing educational facilities in these villages presents many difficulties. Although nearly 300 of these villages have a population of 950 or more, only a few of them form compact units. They are generally aggregates of a number of small scattered hamlets where access is difficult, especially during the rainy season. It is very doubtful how far 8,371 of these 12,693 villages, which have a population below 400 will be able to provide attendance adequate for the establishment of Local Board schools. While therefore a sum of Rs. 47,000 has been allotted for opening 200 local board schools in villages with a population of 1,000 or more, it has also been decided to give special encouragement to persons and associations to start voluntary schools in as many villages as possible. Efforts will be made to see that these voluntary aided schools are properly organised and managed. A sum of Rs. 4 lakhs has been placed at the disposal of the Director of Public Instruction for distribution among voluntary and other agencies who may come forward to start such schools and wide publicity has been given to the conditions on which capitation and equipment grants will be paid to such schools. A simplified and practical course of instruction for these schools has also been drawn up for the guidance of village teachers.

IRRIGATION.

As already stated in the last report, the whole irrigation policy is under revision. The Committee presided over by Sir M. Visvesvaraya has presented a report which is under examination. Government have set apart Rs. 12½ lakhs for minor irrigation works and an additional provision has been made for a detailed survey of certain projects in Belgaum, Bijapur and Dharwar. The Meshva irrigation project in Gujarat, which will cost about Rs. 12 lakhs, is being revised. The question of the use of tail water of the Tata Works at Khopoli is under examination, and it is hoped that this waste water will shortly be put to agricultural use.

AMBERNATH WATER SUPPLY.

A project for utilising the tail race water of the Ulhas River for supply to the South Salsette area including *en route* the towns of Kalyan, Dombivli and Thana, has been prepared and is under the consideration of Government. The scheme is estimated to cost Rs. 91 lakhs inclusive of Rs. 12 lakhs of the existing capital of the Ambernath water works, but it will meet the ever increasing demands of the rapidly developing suburbs for an adequate and unfailing supply of potable drinking water.

CHEAP ELECTRICITY.

If Government's plans of encouraging industry and developing agriculture are to succeed, some provision for cheap electricity must be undertaken. The production of electricity on a large scale and its transmission from a few central stations to consuming centres is likely to ensure a cheap supply with a fair margin of profit on capital. The question of using hydro-electricity from the Lloyd Dam at Bhatgar and at the Wilson Dam at Bhandardara has been investigated. But a full survey of the province is considered necessary.

Government have therefore ordered a survey of the power resources of the Province of Bombay with special reference to the possibility of establishing big central thermal and hydro power houses to generate electricity at cheap and economic rates and to put up a grid system interlinking the various power houses in the Province of Bombay to make electrical energy available both in urban and rural areas at cheap rates.

With a view to protecting the interests of consumers of electrical energy, orders have been issued that every electric license to be granted hereafter should be subject to certain terms, which would ensure the division of net profits (after allotting a guaranteed minimum to the licensee) among shareholders or the licensee and the consumer. An investigation into the rates already levied and the maximum that could be charged by all the Electric Supply Companies is being carried on by a special committee presided over by Diwan Bahadur K. M. Jhaveri.

ROADS.

Government have recently revised the entire road policy and drawn up a seven year programme of development of communications costing about Rs. 4 crores. The scheme for the construction of the Bombay-Ahmedabad road is awaiting the approval of the Government of India. Schemes for constructing a road from Surat to Dhulia and from Bulsar to Nasik are also under consideration.

The policy of Government is to provide missing links in the existing roads such as bridges and other approaches and to improve and resurface arterial roads so that they will stand up to modern traffic. Dustless surfaces are also to be provided to important sections of roads and to roads passing through towns and villages; nor are the villages to be forgotten; it is definitely in the general public interests to open up rural areas and facilitate the movement of agricultural produce. Government have framed a comprehensive programme of feeder roads connecting villages with market towns, rail heads, and main roads.

Government have decided to spend from the Central Road Development Account Rs. 34 lakhs for widening and improving other roads of which Rs. 16 lakhs would be spent in the Southern Circle; Rs. 9 lakhs in the Central, Rs. 2 lakhs in the Deccan Irrigation and Rs. 7 lakhs in the Northern Circles. A further sum of about Rs. 3 lakhs is being spent on communications from the general revenues of the Province.

Government have at a total cost of about Rs. 60 lakhs decided to modernise the Bombay-Poona and the Bombay-Nasik roads by providing a cement concrete surface having a 20' roadway and 2' metalled side widths. A beginning on the former road has already been made by providing Rs. 2 lakhs from the Provincial Road Fund and Government have appointed a Committee to investigate and report on the question of cheap and durable village roads and other roads. The deliberations of the Committee are over and the report is expected shortly.

VILLAGE ROADS.

Government have allowed Rs. 4½ lakhs for the construction of approach roads to villages during the current year in addition to the usual grant of Rs. 7,96,000 to the District Local Boards for local public works. Instructions have also been issued, on the recommendation of the Legislative Council, to officers and departments concerned to provide facilities to Scheduled Classes to take up contracts for construction of village roads, wells and other works of similar character.

MINOR PORTS.

Government have appointed a Committee to suggest improvement of minor ports in Kolaba, Ratnagiri, Kanara Districts, Dholera and Broach in Broach District and Bulsar and Surat in Surat District. The report of the Committee has been received and is being examined.

LABOUR PROBLEMS.

Labour problems continue largely to engage the attention of Government whose policy was once again commended by the Working Committee of Congress. The interim report of the Bombay Textile Enquiry Committee was generally accepted by all parties concerned and largely helped to ease the labour situation in Bombay. The wages and conditions of work of workers engaged in shops are being examined and will form the subject of a Bill to be shortly introduced in the Legislature.

An important measure for the peaceful and amicable settlement of industrial disputes has been introduced in the Legislative Assembly. The basic idea of the Bill is to ensure that the redress of the grievances of industrial workers is taken in hand without delay and for this purpose it is provided that no employer can make any alteration in the conditions of service, wages, etc. of his employees without giving them due notice and at the same time informing the Government authorities who will function under the Act, the Labour Officer, the Conciliator—and in some cases the Registrar—as well as registered unions or other representatives of the workers. Negotiations with regard to the acceptance or the refusal of the proposed change will then take place and if agreements are reached they will then be properly drawn up and registered with the Registrar. Only if the parties fail to reach an agreement is a trade dispute considered to have occurred and the official Conciliator will then step in and endeavour to bring about a settlement of the dispute. If he fails or if Government otherwise order a Board of Conciliation may be appointed.

The Bill provides for an Industrial Court which is a distinctive feature of the new measure and which, it is hoped, in the course of time, will play an important part. The Industrial Court will be a voluntary Court of Arbitration to which an industrial dispute can be referred by the parties for a final and binding decision.

The Factories Act has been now extended to factories employing ten persons or more where manufacturing processes are carried on with or without power.

While problems of housing labour in Bombay City are not easy of solution, Government has taken some initial measures to improve conditions in the Development Department Chawls. It has been decided to spend about Rs. 10 lakhs to make the chawls at Worli, Naigaum, DeLisle Road and Sewri more comfortable and suitable for labourers to live in. Special provision has been made to provide necessary amenities such as electric lights in the rooms, play grounds for children and radio sets. There will be rooms reserved for reading and recreation purposes. Social workers have been appointed to look after sanitary arrangements and undertake social propaganda to improve the habits of the tenants.

Government have provided one lakh of rupees for labour welfare work in industrial centres such as Bombay, Ahmedabad and Sholapur and they propose to appoint suitable welfare officers in such areas to carry out the work.

RENT CONTROL.

The conditions and rentals of premises occupied by the working and middle classes in cities have been under the consideration of Government for some time. A Committee has recently been appointed to examine the whole question in relation to conditions in the cities of Bombay, Ahmedabad and Sholapur and to report whether any control by legislation is necessary.

STOCK EXCHANGE REFORMS.

The Morison Committee Report came under the review of Government who have accepted practically all their conclusions. The rules of the Bombay Native Share and Stock Brokers' Association have been revised, embodying many of the reforms suggested by the Committee.

Government have not overlooked the necessity of some effective measures to control forward trading both in stocks and shares and commodities. The Bombay Securities Contracts Control Act, 1925, is said to be ineffective for controlling or regulating transactions in shares and stocks, because the Act does not provide that contracts not made in accordance with the rules issued under it are illegal. It only provides that such contracts are void. Likewise it has been urged that the Cotton Contracts Act has been ineffective in restricting voidable contracts. Government have invited the opinions of commercial bodies on these and cognate questions.

SALT CONCESSION.

The concession regarding the private manufacture and collection of salt granted under the Delhi Pact has been restored by the Government of India at the instance of the Bombay Government to those areas where, on account of abuse, it had been cancelled. Local residents in villages immediately adjoining the areas where salt could be collected or made are permitted to collect or make salt for domestic consumption or sale within their respective villages *but not* for sale to people living outside the village concerned.

UNEMPLOYMENT.

Government have accepted the recommendation contained in the following resolution passed by the Bombay Legislative Assembly in January last and instructed all Departments of Government to give effect to it :

“ This Assembly recommends to Government to issue instructions to all Departments of Government, semi-Government bodies, Municipal Corporations and Municipalities to insert in all contracts and agreements with all manufacturers and suppliers for the supply of stores, materials, machinery or services a clause to the effect that the manufacturers concerned and the suppliers concerned shall afford

or procure, as the case may be, every facility to Indian apprentices for practical training in factories, workshops or offices, owned, managed, controlled or patronised by them so as to enable the Indian apprentices to acquire a full knowledge of the technique and work of their trade, industry, calling or profession."

RETRENCHMENT.

Since Government took office, they have been devising various measures of retrenchment. It was at one time believed that reduced scales of salaries could be applied to nearly all classes of Government servants, but there are obvious difficulties in resorting to this course. Government servants at the lower end cannot have reduced salaries, while those appointed by the Secretary of State also cannot be subjected to a cut without the sanction of that authority. The question of revised and reduced scales to new entrants is under examination.

Government appointed a special officer for examination of the contingent expenditure of the various offices and Departments of Government in order to check any waste that may be taking place and to suggest economy. The re-examination and application of the Thomas Committee's recommendations where they have not been given effect to will probably lead to more savings.

Proposals regarding reduction of travelling and other allowances mentioned in the last "Review" have been examined and Government have issued orders making permanent reductions in travelling allowances and compensatory (local) allowances resulting in a permanent saving of nearly two lakhs of rupees a year.

APPENDIX.

THE GOVERNMENT OF BOMBAY.

HIS EXCELLENCY SIR LAWRENCE ROGER LUMLEY, G.C.I.E., T.D.
GOVERNOR OF BOMBAY.

CABINET.

Portfolios.

1. The Honourable Mr. B. G. Kher (Prime Minister). Political and Services, Education and Labour.
2. The Honourable Mr. A. B. Latthe .. Finance.
3. The Honourable Mr. K. M. Munshi .. Home and Law.
4. The Honourable Dr. M. D. D. Gilder .. Health and Excise.
5. The Honourable Mr. M. R. Desai .. Revenue, Rural Development and Agriculture.
6. The Honourable Mr. M. Y. Nurie .. Public Works.
7. The Honourable Mr. L. M. Patil .. Local Self-Government.

PARLIAMENTARY SECRETARIES.

1. Gulzarilal Nanda, Esq., P. S. to the Honourable the Prime Minister (Labour) and to the Honourable Minister for Excise.
2. B. M. Gupte, Esq., P. S. to the Honourable Minister for Home Department and to the Honourable Minister for Local Self-Government.
3. Mrs. Hansa Jivraj Mehta, P. S. to the Honourable the Prime Minister (Education) and to the Honourable Minister for Health.
4. M. P. Patil, Esq., P. S. to the Honourable Minister for Revenue, Rural Development and Agriculture.
5. T. R. Nesvi, Esq., P. S. to the Honourable Minister for Public Works.
6. B. S. Hiray, Esq., P. S. to the Honourable Minister for Home and Law.

PARTIES IN LEGISLATURE.

| Legislative Assembly. | | Numerical Strength. |
|-----------------------------|-------|---------------------|
| Congress Party | | 88 |
| Opposition :— | | |
| Muslim League Party | .. 26 | |
| Independent Labour Party | .. 14 | |
| Progress Party | .. 12 | |
| Peasants and Peoples Party | .. 9 | |
| Peasants and Workers' Party | .. 8 | |
| Democratic Swaraj Party | .. 5 | |
| Independents | .. 13 | |
| | | 87 |
| | | Total .. 175 |
| Legislative Council. | | Numerical Strength. |
| Congress Party | | 14 |
| Opposition | | 16 |
| | | Total .. 30 |

SESSIONS OF THE LEGISLATURE.

BOMBAY LEGISLATIVE ASSEMBLY.

| | Date of Commence- ment. | Date of Prorogation. |
|-------------|----------------------------|-------------------------|
| 1st Session | .. 19th July 1937 | .. 23rd September 1937. |
| 2nd Session | .. 10th January 1938 | .. 5th February 1938. |
| 3rd Session | .. 25th February 1938. | 7th May 1938. |

BOMBAY LEGISLATIVE COUNCIL.

| | | | |
|-------------|----|----------------------|-------------------------|
| 1st Session | .. | .. 20th July 1937 | .. 24th September 1937. |
| 2nd Session | .. | .. 12th January 1938 | .. 5th February 1938. |
| 3rd Session | .. | .. 5th March 1938 | .. 7th May 1938. |

Principal Acts Passed by the Bombay Legislature, 1937-38.

| Title of Act. | Date of Publication in the B.G.G. | Objects. |
|---|-----------------------------------|--|
| 1. Bombay Legislature Members (Removal of Disqualifications) Act, 1937 (Bom. I of 1937). | October 18, 1937. | To specify offices of profit under the Crown in India which will not disqualify their holders from being chosen as, or, for being members of the Provincial Legislature. |
| 2. Bombay Legislative Council (President and Deputy President) and the Bombay Legislative Assembly (Speaker and Deputy Speaker) Salaries Act, 1937 (Bom. II of 1937). | October 22, 1937. | To determine the salaries of the President and Deputy President of the Bombay Legislative Council and the Speaker and Deputy Speaker of the Bombay Legislative Assembly. |
| 3. Bombay Legislature Members' Salaries and Allowances Act, 1937 (Bom. III of 1937). | October 23, 1937. | To provide for the salaries and allowances of members of both the Chambers of the Legislature. |
| 4. Bombay Ministers' Salaries Act, 1937 (Bom. IV of 1937). | October 28, 1937. | To determine the salaries of Ministers. |
| 5. Bombay Local Boards (Amendment) Act, 1938 (Bom. I of 1938). | January 28, 1938. | To abolish nominations in the case of all local boards and to reserve seats in joint electorates for members of backward classes, minorities and women. It also gives an option to the Muhammadan voters in any Muhammadan constituency in a District to declare that the said separate Muhammadan constituency be abolished in which case they would get representation by means of reserve seats in joint electorates. |
| 6. Bombay Provincial Collection of Taxes Act, 1938 (Bom. IV of 1938). | February 3, 1938. | To provide that in cases in which Government make a declaration to that effect, the tax proposed in the Bill shall become leviable from the day on which the Bill is published. |

| Title of Act. | Date of Publication in the B.G.G. | Objects. |
|---|-----------------------------------|--|
| 7. Bombay Tobacco (Amendment) Act, 1938 (Bom. VI of 1938). | March 24, 1938. | Amends two Acts, namely: (1) the Tobacco Duty (Town of Bombay) Act, 1857, and (2) the Bombay (District) Tobacco Act, 1933. The object of amendments in the first Act is to increase the license fees in the City of Bombay in accordance with the quality of the tobacco. The amendments in the Bombay (District) Tobacco Act are designed to make the Act permanent and to shift the main burden of the license fees generally from the retailer to the wholesale dealer. |
| 8. Bombay Finance (Amendment) Act, 1938 (Bom. VII of 1938). | March 26, 1938. | The Bombay Finance Act of 1932 containing provisions for the imposition of an electricity duty and for varying fees under the Court Fees Act and the duties under the Indian Stamp Act, is continued for one more year with certain increases. |
| 9. Bombay Small Holders Relief Act, 1938 (Bom. VIII of 1938). | March 31, 1938. | To postpone the execution of decrees passed against small agriculturists up to April 1, 1939, by which time it is hoped to pass legislation for the relief of agricultural indebtedness and the regulation of tenancies. |
| 10. Bombay District Municipal Boroughs (Amendment) Act, 1938 (Bom. IX of 1938). | May 12, 1938 .. | To abolish nominations in the case of all municipal boards and to give representation by means of reservation of seats in joint electorates to members of backward classes, minorities and women. Also to give an option to the Muhammadan voters of any municipality to declare that separate Muhammadan constituencies should be abolished in which case they would get representation by reservation of seats in general constituencies. |
| 11. Bombay Race-Courses Licensing (Amendment) Act, 1938 (Bom. X of 1938). | May 26, 1938 .. | To make it clear that the conditions which Government may impose under the existing Bombay Race-courses Licensing Act, 1912, may provide for the payment of a license fee to Government and for such other matters, directly or indirectly, connected with racing or not, as Government may deem fit. |

| Title of Act. | Date of Publication in the B.G.G. | Objects. |
|--|-----------------------------------|--|
| 12. Bombay Harijan Temple Worship (Removal of Disabilities) Act, 1938 (Bom. XI of 1938). | May 27, 1938 .. | To remove all legal difficulties in the way of those trustees of public temples, who are convinced of the justice of the claim of Harijans to make use of Hindu public temples and who desire to throw open the temples under their control to the Harijans. |
| 13. Bombay Primary Education (Amendment) Act, 1938 (Bom. XII of 1938). | May 27, 1938 .. | To remove certain difficulties experienced in the working of the Bombay Primary Education Act, 1923. The important change made by the Act is that the power of appointing administrative officers of School Boards and Inspecting staff will in future vest in Government. It also provides for the establishment of a Provincial Board of Education to advise Government in all matters connected with Primary Education. |
| 14. City of Bombay Municipal (Third Amendment) Act, 1938 (Bom. XIII of 1938). | May 30, 1938 .. | To effect— (a) Abolition of nominations; (b) Introduction of adult franchise for elections of 1942 and thereafter; (c) Redistribution of wards. |
| 15. City of Bombay Police (Amendment) Act, 1938 (Bom. XIV of 1938). | June 10, 1938 .. | To enable the Commissioner of Police to direct any person to remove himself from the City of Bombay, if in the opinion of the Commissioner his presence, movements or acts, is or are causing or are calculated to cause danger or alarm, or a reasonable suspicion exists that unlawful designs are entertained by such persons. |
| 16. The Indian Lunacy (Bombay Amendment) Act, 1938 (Bom. XV of 1938). | June 24, 1938 .. | To permit the transfer of certain classes of patients to more congenial surroundings under the care of relatives or friends. |
| 17. Bombay Special (Emergency) Powers (Repeal) Act, 1938. | October 10, 1938 | To repeal the Bombay Special (Emergency) Powers Act, 1932. |

| Title of Act. | Date of Publication in the B.G.G. | Objects. |
|--|-----------------------------------|--|
| 18. Bombay Probation of Offenders Bill, 1938 (Bill No. III of 1938). | | <p>To enlarge the provisions of section 562 of the Criminal Procedure Code for the release on probation of offenders and to provide particularly for the supervision of certain offenders by a probation officer named by the Court.</p> <p><i>Note.</i>—Reserved for the consideration of the Governor General.</p> |

Principal Government Bills Introduced.

| Title of Bill. | Objects. |
|---|---|
| Bombay Money-lenders' Bill, 1938 (L. A. Bill No. VII of 1938). | To regulate and control money-lending business. |
| Bombay Medical Practitioners' Bill, 1938 (L. A. Bill No. X of 1938). | To provide for the registration of persons who practise Ayurvedic and Unani systems of medicine and to protect the public from the activities of uneducated and half-educated quacks of all systems. |
| L. A. Bill No. XVI of 1938 (A Bill to amend the Bombay Village Panchayats Act, 1933). | Its provisions include proposals for the compulsory establishment of Panchayats for every local area having a population of 2,000 or more, the abolition of the system of nominations and the constitution of Panchayats consisting of elected members only, the establishment of village benches for every Panchayat, the compulsory levy of house-tax in village areas and provision for appeal and revision to District Courts and District Magistrates in cases decided by the Village benches. |

