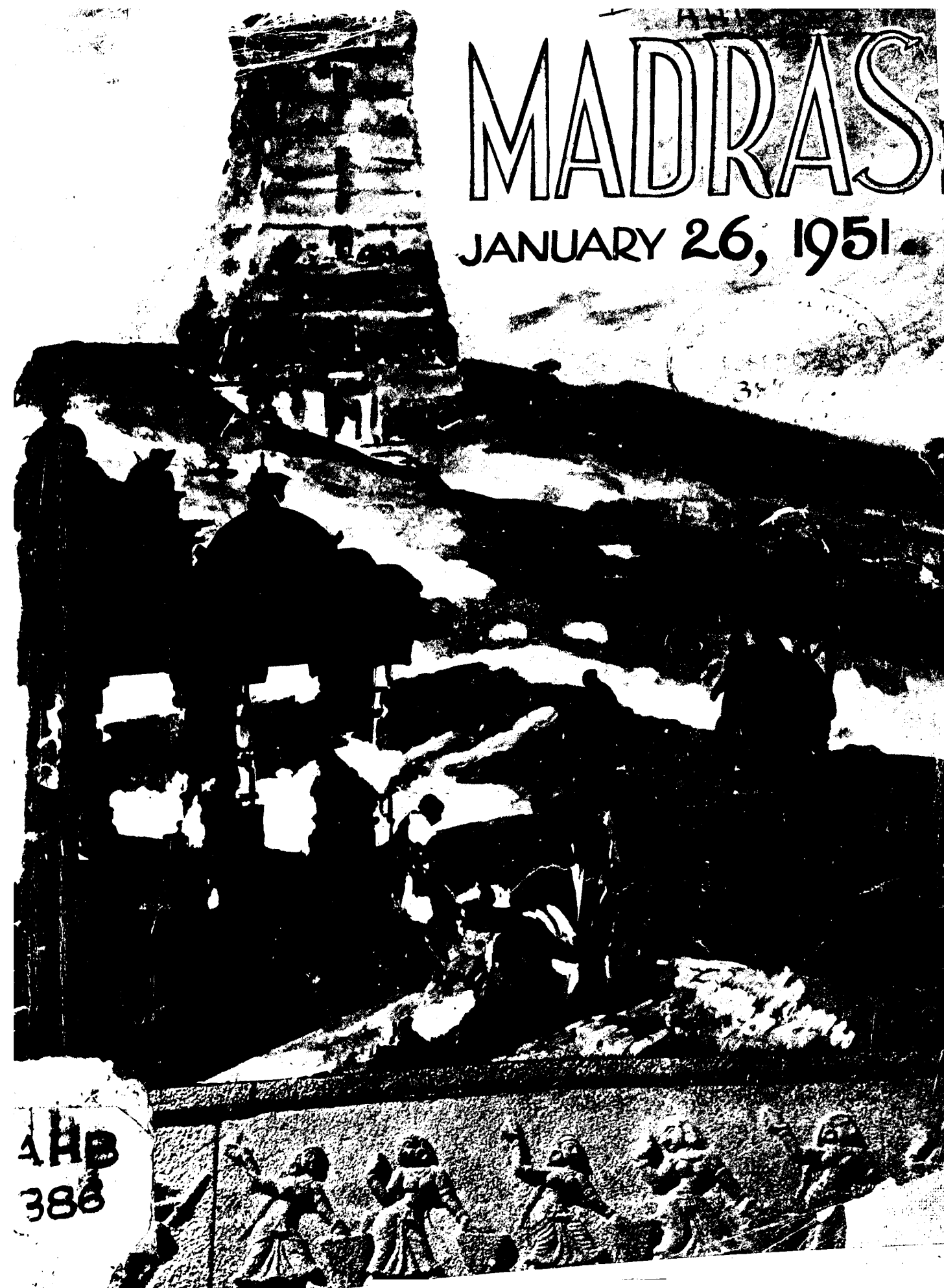
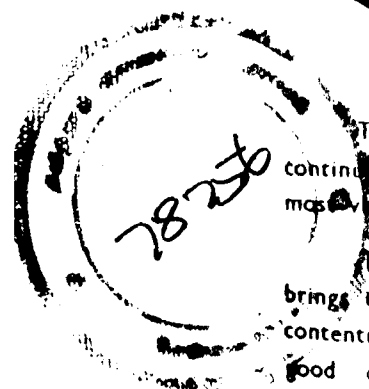


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**For
men
down
the pits**

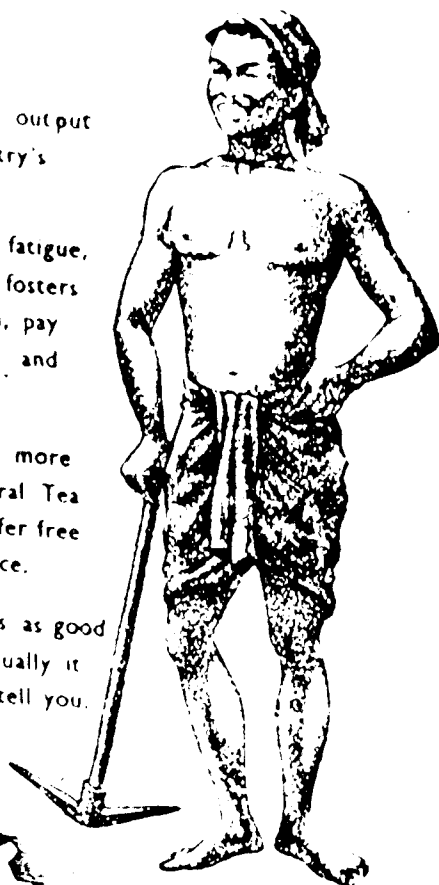


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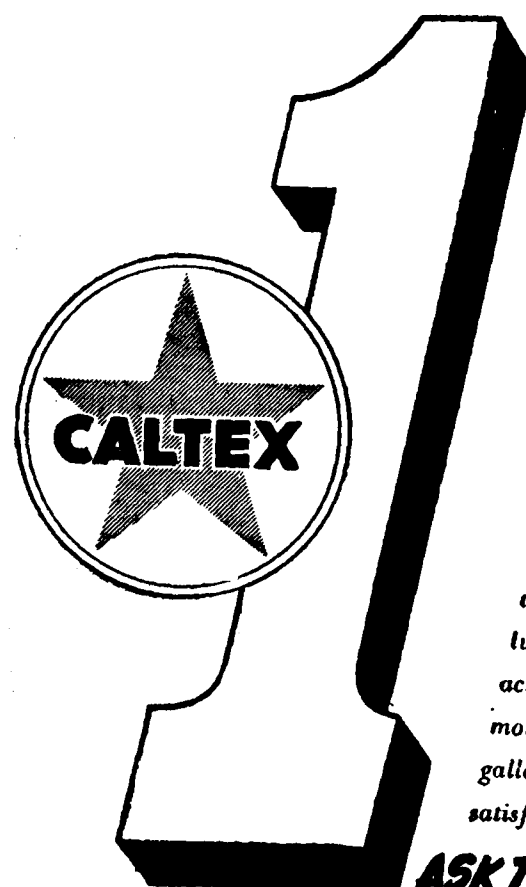


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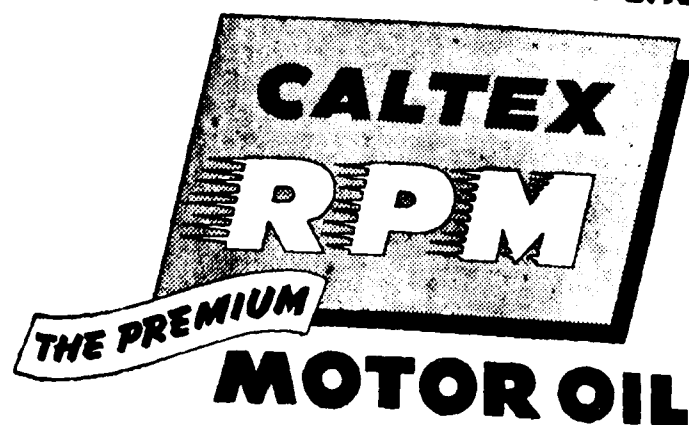
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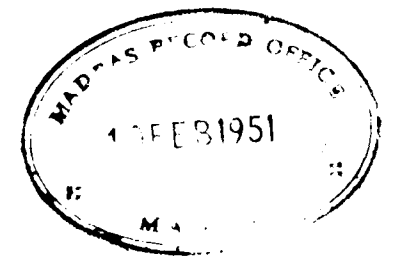
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For
men
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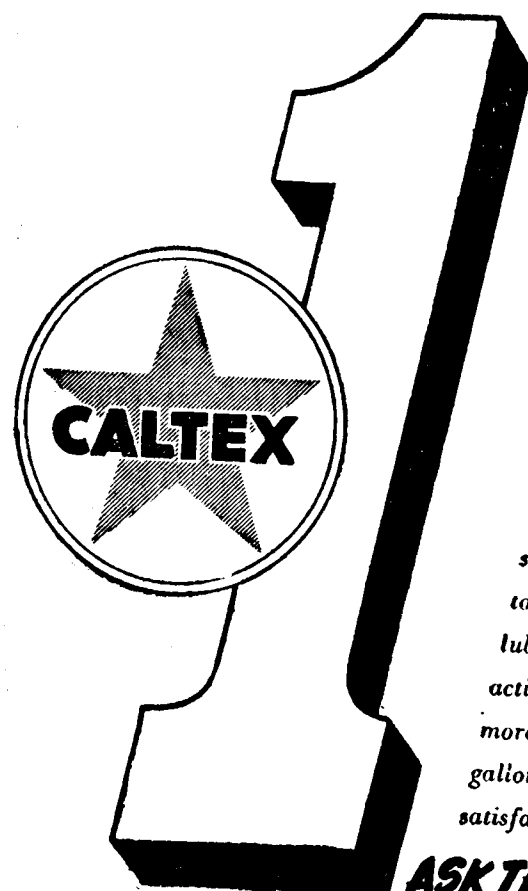
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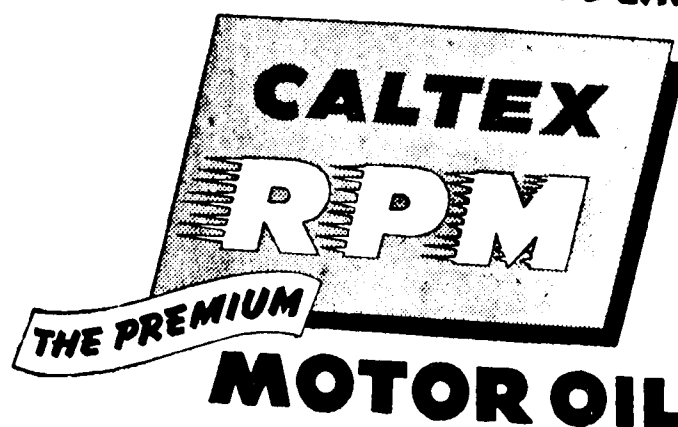
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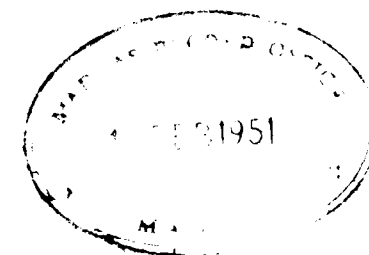
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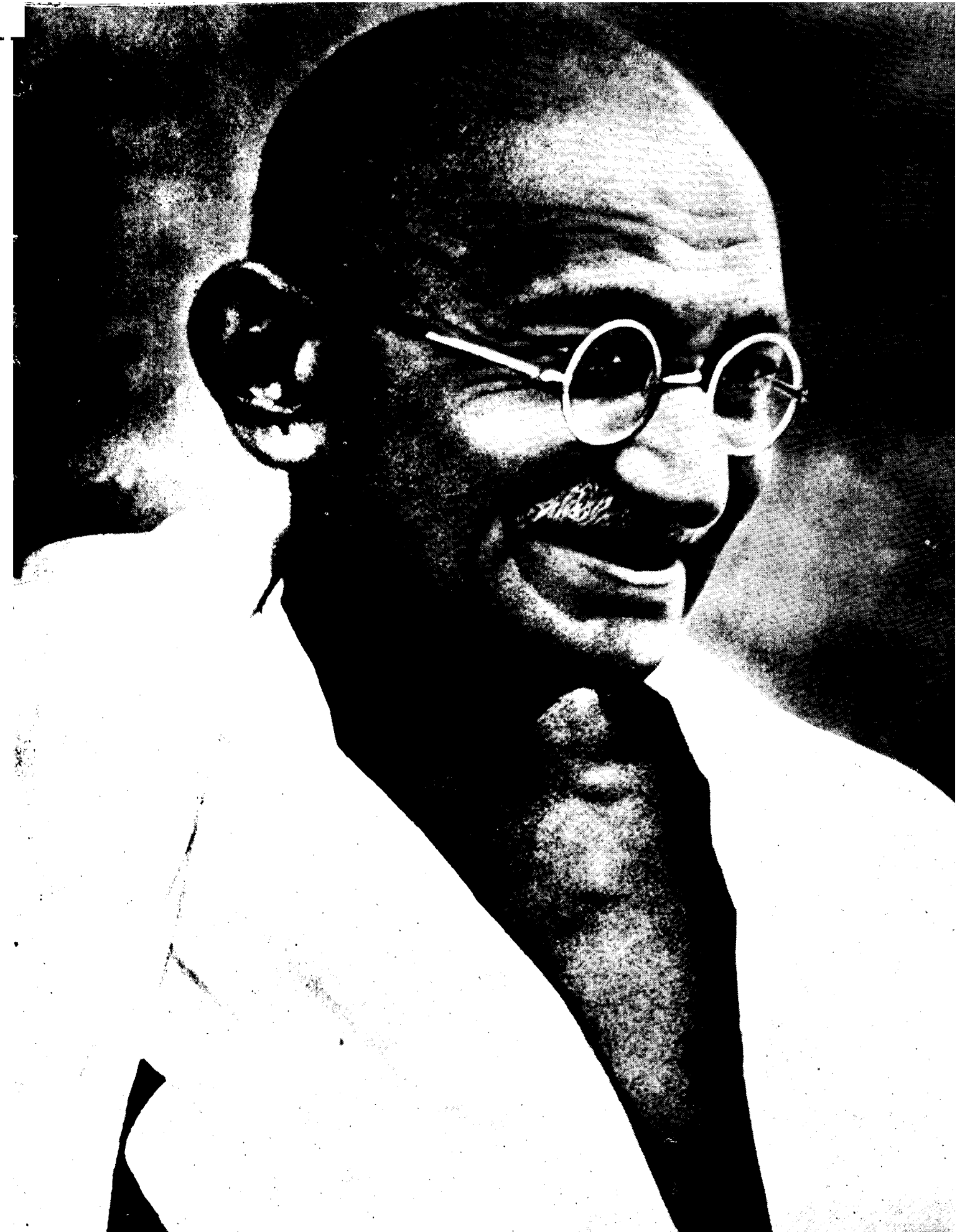


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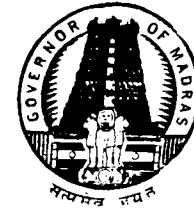
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Message



GOVERNMENT HOUSE

On this, the first anniversary day of our Republic, I greet the people of Madras with felicitations.

It is not without mixed feelings that we can look back on the four years of freedom that have gone by. Three years ago we lost our precious and beloved leader, Mahatma Gandhi. Before we had fully recovered from the shock, another great calamity has befallen the nation in the passing away of another stalwart, Sardar Patel.

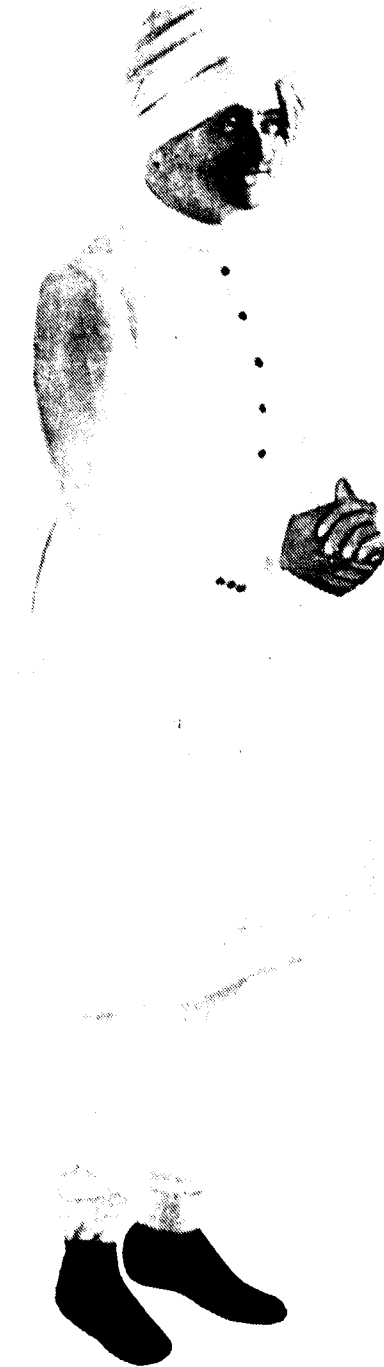
Nature too, has been playing truant with us during the past three years; the monsoons have failed and caused great hardship to cultivators and the people.

We begin the Second Year of our Republic under such heavy handicaps, but this should not make us too depressed or disheartened. This is the crucial test of our courage and fortitude and I have no doubt we shall pull through all these difficulties, if only we have the will and patriotism. This is the time for us to sink our petty differences and concentrate on the progress of our country with unflagging vigour and faith in the future.

It is no small gratification for us in this State that we have continued to be the pioneer in the various phases of National progress. Ours has been the first State in the country to have introduced total Prohibition. Temples have been thrown open to Harijans, and discrimination against them in any public place has been made a penal offence. The abolition of Zamindaris has witnessed the redemption of many ryots who were till now in a state of serfdom. The scheme of Separation of Judiciary from the Executive has been implemented and is working successfully in fifteen districts in the State. The Panchayat Act which is expected to come into force from April 1951 will pave the way for the revival of the Village Republics which gave ancient India her glory and strength. Many irrigation and power projects have been completed and more are under way. Tungabhadra, Lower Bhavani, Malampuzha, Manimuthar, Machkund and Moyar have become names to conjure with.

These are no small achievements. But even greater than the material benefits that have resulted from these, is the great change in spirit that has come over the whole Government. Today, more than ever, we have a welfare, nay, service State. If the full benefits of these fruitful services are to be enjoyed the constructive co-operation of a well-informed people is essential. With courage and faith, our future is bound to be no less glorious than our past.

G O V E R N O R





WE SEEK TO SERVE

By

Sri P. S. KUMARASWAMI RAJA, *Chief Minister*

On the 26th January, 1950, a new republic was born. Centuries of struggle and sacrifice had gone into the building of that republic. The infant republic knew fully the value of freedom, and realised the responsibilities of liberty, for it was a freedom that it had once lost, and now regained. That vigilant awareness and conscious appreciation of the fundamental rights and responsibilities of freedom has pervaded every act of the people's Government—in the Centre and in the States.

The keys of the Kingdom are today in the hands of the people; at the helm of affairs are their acknowledged and accredited representatives, tried and trusted workers. The four years in harness have only strengthened their determination and increased their capacity to meet the numerous, formidable problems that have, in the wake of the momentous historical changes, been clamouring for solution. The maximum and real good of the maximum number of people has been the only criterion determining the actions of the Popular Government.

MORAL CONTENT

If, with the attainment of independence, the country has got political freedom, the content of freedom in all its fulness has been brought into the lives of the millions of middle-class men, common men and under-dogs, by the many, bold but considered, reforms initiated by the people's Government in Madras. Freedom would have been cruelly deprived of its moral content if we had permitted the perpetuation of that most infamous perpetration against humanity—the evil of untouchability. The abolition of untouchability has redeemed the submerged sections of Indian society and assured to them their rightful place in the body politic. Side by side with the removal of all the discriminations and the disabilities they were suffering from, the

thoughtful and active assistance of the Government is being given to them in ample measure to forge their future and uplift themselves in educational and economic fields.

The death-knell has been tolled for the demon of drink which had made man an outcaste unto himself. It is now three years since total prohibition was introduced in Madras State, which was the first State in India to go dry. If the Government have lost more than seventeen crores, on account of this, the stain and the stigma that came with the tainted money have also been lost. The ex-addict has rediscovered himself and in the heroic efforts he is making to rehabilitate himself as a respectful and respected member of society, the Government are helping him a great deal. Alternate and more wholesome employment and entertainment have been found for those who had lost a degrading job and a demoralising delusion of pleasure in the liquor traffic.

SOCIAL PRIVILEGE

Life has become more meaningful to the tiller, who till now tilled at another's pleasure and for another's enjoyment. The abolition of Zamindari has released thousands of ryots from serfdom and has given them something worth toiling and tilling for. To these three—the man whom birth had stigmatised as untouchable, the man whose surrender to drink had made a human wreck of him, and the tiller who had been forced to sell his labour and himself to a system that ate into his very marrow—to these three, freedom has been made more real, meaningful and dynamic, than it has been to you and me.

These are some of the outstanding benefits which are sure to stretch beyond the compass of contemporary times. What has for years been a glorious dream and an ambitious ideal—the separation of the Judiciary from the Executive—has been captured in all its vital reality. The scheme has been introduced by the popular administration in fifteen districts, and is working successfully. The introduction of this scheme is one more proof—if proof were needed—of the fact that the Popular Government did not rest on its oars after the attainment of independence, but set about studiously and sincerely to enlarge the scope, enhance the value, extend the privileges and enrich the content of freedom.

MADRAS

HUMAN RIGHT

While the foundations for future stability and prosperity are being firmly laid, all the resources of the Government and the co-operation of the people have been mobilised into an all-out effort to tide over the critical shortage in essential needs—particularly food. These have been trying times, and Nature herself has been none too kind to us. Madras, always deficit in foodgrains, has been hit hard. It has been the policy of the Government to bring justice and equity into full play in the matter and manner of distribution of foodgrains, and thus ensure a share, little though it be, to everyone.

Side by side with planned procurement and equitable distribution, an organised drive to increase production has been undertaken. Many irrigation schemes that had been put aside as unremunerative have been dug out from the archives of the Secretariat, and are being pushed through. In the selection of the irrigation schemes, the orthodox theory of decent returns for the capital investment has been given up, in favour of the more fruitful and realistic theory of benefit to the people. A landmark in the history of irrigation in the State has been reached with the inauguration of the Manimuthur Project in Tirunelveli District, to undertake which the ryots have themselves come forward with loans towards a portion of the total cost of the scheme. This phenomenon is full of promise and is sure to open a new era in irrigation, in which the combined and co-operative efforts of the Government and the people will be put forth to achieve great and immediate results.

What is the psychology of the ryot who has come forward to help the Manimuthur Project with a loan? What has influenced, nay impelled him to volunteer to lend his money? It is the realisation that his good is inseparably tied up with the common good proposed to be achieved by that project. It is in creating this realisation, responsiveness and spirit of responsibility among the people, that the greatest achievement of the Government lies. In stabilising the success of the little that has been done, and in creating a favourable atmosphere for more that is yet to be done, the co-operation of the people is sought, and is being got in very encouraging measure.

SACRED PLEDGE

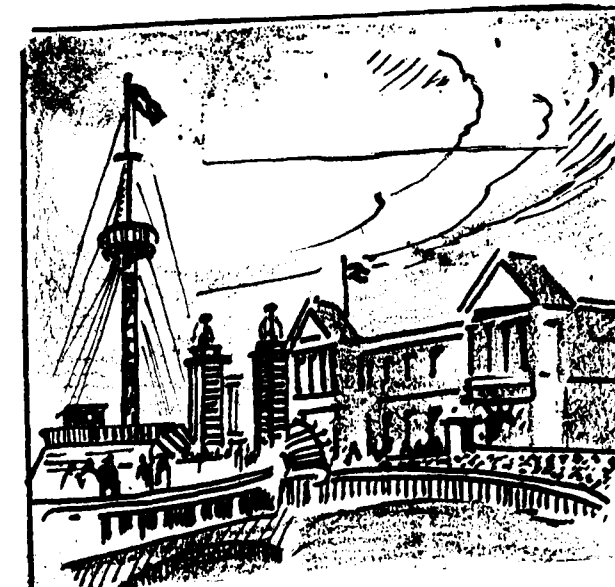
It is easy, even fashionable, to criticise some of the ameliorative schemes undertaken by the

Government, such as the Rural Welfare Scheme for instance, as socio-political experiments. But it is really schemes like these that have been responsible for changing the very outlook of the people, making them more and more socially conscious, and creating a new atmosphere all round. The Rural Welfare Scheme has drawn forth the co-operative efforts of the villagers, and has taught them to work together, and with the Government for the common good. No closer or more living contact with the villagers can be established by any Government than that which the Rural Welfare Scheme has helped to achieve.

It is the endeavour of the Government to identify itself with the people, serve their needs,

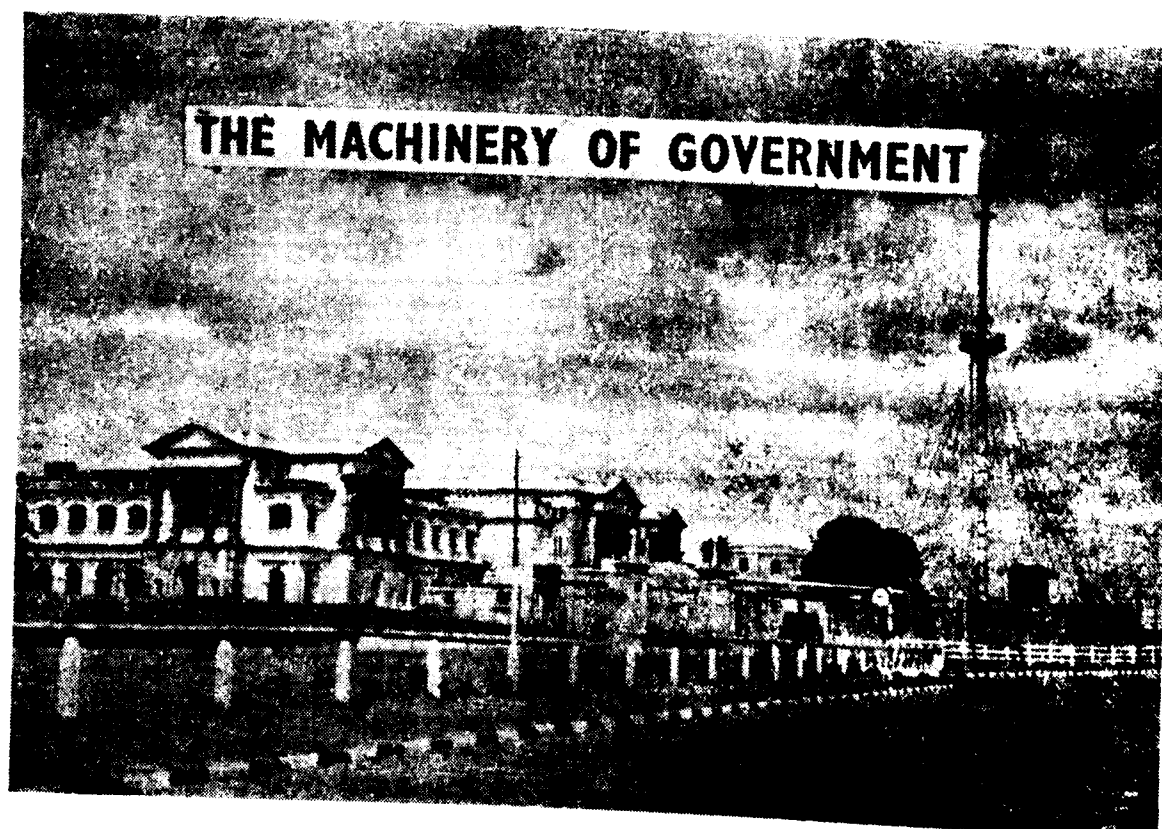
understand their aspirations and help them to help themselves. The popular administrators are today trying their best to implement the pledges given to the people and to fulfil the mandate the people gave them, four years ago. We certainly have not achieved all that we wished to; but considering the difficulties we have had to overcome, we can certainly be proud of our record of devoted service in the cause of the people during the past four years. On this, the second anniversary of our republic, let us renew our pledge to serve the people with unflinching zeal, unflinching courage and selfless devotion.

JAI HIND



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By
Sri K. RAMUNNI MENON I.C.S., *Chief Secretary to the Government*

To a large extent the machinery of Government that we see in operation today is a creation of the British Government for over nearly a century. In the early period, the British tried to build upon the existing Indian institutions and the general trend of administration was conservative in concept. In the second half of the 19th century, however, a greater Westernisation of the system of Government followed. The Government became more closely organised and its functions were enlarged: in short, the bureaucratic regime began. It was at this time that Secretariats and various departments were formed and rules and regulations made on a large scale. There was, however, one important difference in the organisation of Government which differentiated it from the Western pattern. This difference was to be seen in the district administration, where local authority was largely delegated to, and concentrated in the District Officer.

The Government, however, was largely regarded as a trustee for the people, but, not in the sense that

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it was bound by the will of the people: the idea that the good of India could be secured not by self-government, but by good government still prevailed and good government was taken to be that of the British pattern. However, with the increasing influence of Western education and the increasing contact of the machinery of Government with the public, there was a slow but steady awakening of political consciousness, followed later by the rapid strides of nationalism against the yoke of an alien rule. These developments have resulted ultimately in the birth of the Republic of India a year ago, but in spite of all these political changes, the machinery of administration has largely retained its original structure, only the authority which it has to enforce is not an alien authority, but that of the people.

EXECUTIVE POWERS OF THE STATE

In the New Constitution of India the executive power of the State is vested in the Governor and is exercised by him either directly or through officers

subordinate to him. The Governor himself is appointed by the President. A Council of Ministers with the Chief Minister as its head, aids him and advises him in the exercise of his functions. The Chief Minister is appointed by the Governor and other Ministers are appointed by the Governor on the advice of the Chief Minister. The Chief Minister and his Council of Ministers, or the Cabinet, is collectively responsible to the Legislature of the State.

It will thus be seen that, while all executive action is taken in the name of the Governor, the Chief Minister and his Council of Ministers are responsible for practically all matters relating to the administration of the State. The State enjoys a large measure of autonomy in matters provided for in the subjects included in the "State List" and has also powers to make laws with respect to subjects included in the "Concurrent List". The executive power of the State, however, is exercised in such a manner as would ensure compliance not only with the existing laws of the State, but also with the laws made by Parliament.

THE SECRETARIAT

The business of the Government is transacted in the headquarters organisation known as the Secretariat. The Secretariat organisation consists of the Chief Secretariat, directly under the control of the Chief Secretary, and also known as the Public Department, and eleven other departments, each under the administrative control of a Secretary to Government. The business of the Government is classified and distributed between these departments in the manner specified in the Schedule to what is known as the "Business Rules". In this schedule, the subjects generally dealt with by the Government have been classified under various headings, in the light of past experience or new developments, and are assigned to departments in such a manner as would ensure, as far as possible, that allied or mutually inter-connected subjects are handled in the same Department, and also so as to ensure that no one department has an undue burden to discharge.

This business of the Government is allotted also amongst the different Ministers by the Chief Minister. This allotment need not necessarily follow the distribution of business amongst the departments. Thus, it is possible that the different subjects allotted to a particular department may be allotted to different Ministers. A case requiring the orders of Government is ordinarily disposed of by the orders of the Minister in charge. This does not necessarily

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mean that the Ministers are responsible only for the subjects allotted to them. Under the Business Rules, the Council of Ministers is responsible, as a whole, for all advice tendered to the Governor, whether by an individual Minister on a matter relating to his portfolio or as a result of a discussion in a meeting of the Council. Thus, the Minister, in passing orders on a file, is regarded as tendering advice to the Governor, on behalf of the entire Council of Ministers. It is again under this same principle of what is generally known as 'the collective responsibility of the Cabinet' that, though the Ministers themselves, either individually or collectively, may be responsible for a decision, the orders of Government are issued in the name of the Governor and signed by the Secretary or a responsible officer of the concerned department.

The Chief Secretary to Government occupies a particularly special position. It is his duty to see that the regular Secretariat business is properly and expeditiously transacted, and in that capacity he has a superintending control over the whole Secretariat. He is also regarded as the most important permanent Government official, and as such has general administrative control over all Government servants, in particular, over the Civil and the Administrative Services. In the Secretariat itself, he functions as Secretary to Government in the Public Department and also attends the meetings of the Council of Ministers. Besides, he has responsibility on a number of other important matters which will be referred to later and also on matters not falling strictly within the category of subjects assigned to other departments.

SUBMISSION OF PAPERS

Each department, as has already been pointed out, has, at its head, a Secretary. He is a Secretary to the Government and not to the Minister, who may be in charge of that department, e.g., he may be required to submit papers—this is technically known as circulating files—from his department to one Minister or to a number of Ministers. It is in this view that a Secretary is regarded as a Secretary to Government and not as a Secretary to any particular Minister. He is responsible for the careful observance of the Business Rules and Secretariat Instructions issued by the Government. It is his duty to see that the policy of the Government in the department with which he is concerned is carried out.

The Secretary has the right to tender the necessary advice to a Minister either orally or in a written note at any time before the Minister passes final

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orders on a case, and he may also draw the attention of a Minister to the fact that any proposed course of action is contrary to the provisions of any rule or law, or is at variance with the previous policy adopted by Government. Ordinarily a case requiring the orders of Government is disposed of under the orders of the Minister in charge of that subject, but the rules provide that the Secretary to Government may dispose of cases that are not of special importance without submitting them to the Minister in charge. All cases where a question of policy may be involved, or schemes of new expenditure, or where there may be a difference of opinion between the Secretary and the Head of a Department, invariably go to the Minister for orders.

CONSULTATIONS AND DECISIONS

It has already been pointed out that it is not necessary that a Minister should be concerned with only one department, and it is therefore possible that any matter which comes up for discussion, may involve various subjects, which may be allotted to different departments and different Ministers. In such cases, the department which handles the matter consults other departments, including also the Finance Department where financial considerations are involved, and often such references are effected through personal discussions between the officers concerned. After such inter-departmental references as may be necessary, the case is carefully examined and circulated to the Minister or Ministers concerned.

The Secretariat Instructions provide that certain cases shall be circulated in addition to the concerned Ministers, to the Chief Minister, and occasionally also to the Governor before the issue of orders. In addition, the instructions also provide that certain cases shall be circulated by other departments to the Ministers concerned through the Chief Secretary. When the case is received back with final orders, the decision of the Government is communicated in the form of an order, or a letter, or a memorandum, as the case may be, and all orders are signed by the Secretary or the Deputy Secretary or Under Secretary, or at least an Assistant Secretary, and are issued in the name of the Governor. Important decisions are taken generally in consultation with the Chief Minister, and if he so orders, at a meeting of the Council of Ministers; besides, the instructions provide that certain subjects shall invariably be considered at a meeting of the Council of Ministers.

STAFF AND SECTIONS

The handling of all this work in the Secretariat necessarily requires considerable staff, and each

Secretary has to exercise general supervision over his staff and see that efficient steps are taken for the prompt despatch of business in his department; he is generally assisted by a Deputy Secretary and one or more Under or Assistant Secretaries. Occasionally, the Secretary is also assisted by an Additional Secretary or a Joint Secretary. The Additional, Joint or Deputy Secretaries are allowed, under the Secretariat Rules, to send papers direct to the Ministers, and in that sense, the same duties of tendering advice to Ministers, etc. are cast upon them as on Secretaries. In practice, all cases which may be important, either as involving a question of policy or on account of other special reasons, are submitted to the Ministers only through the Secretary.

The Under Secretary and Assistant Secretaries exercise direct control over what are known as "Sections" of the Department. These sections of the department are under the charge of a Superintendent, who is usually assisted by two or three upper division clerks and one or more lower division clerks and typists. The upper division clerks assist the Superintendent by putting up all papers relating to the disposal of a case, and do a certain amount of noting, i.e., a brief precis of previous papers, a statement of facts reported, and proposals made, etc. The lower division clerks and typists do work mostly of a routine nature, such as maintaining the section registers, typing drafts, fair copying, despatching and indexing. The Superintendent and clerks are not expected to give suggestions about the orders to be passed excepting in simple or routine cases or in cases where there may be precedents. Definite suggestions for the disposal of cases are to be made only by the Assistant Secretaries or officers of higher status, and in important cases, even drafts of letters proposed to be issued are, as far as possible, prepared by the Under Secretary or the Assistant Secretaries.

In addition to this general structure of the departments, a Central Despatch Branch functions in the Public Department, and is responsible for the despatch of all papers from all the departments of the Secretariat. Similarly, there is a Central Record Branch which is responsible for the maintenance of the confidential records of all departments, and the non-confidential records relating to the last five years. In addition, there is a Central Cash Bureau under the control of the Finance Department dealing with all matters relating to cash, stationery, forms and stores, etc. The Secretariat has also a Library under the control of the Under Secretary in the Public Department.

LEGISLATIVE WORK

Departments of the Secretariat are not merely concerned with the administration of laws or with the dispensation of justice. One of the functions of the Government is also to frame laws with a view to the good and efficient administration of the State. The Departments of the Secretariat are also, therefore, concerned with proposals for legislation. There is often a mistaken impression amongst the members of the public that the Legal Department of the Secretariat is the one department responsible for all legislation. In practice, the Legal Department in the Secretariat does not initiate any legislation, and its function is merely to advise the administrative departments concerned on legal and technical points connected with legislation and to prepare drafts of Bills, when required by the administrative departments to do so.

The need for legislation may be felt either as a result of difficulties experienced by the executive machinery of the Government or by popular opinion finding expression through different channels, or again by the need of augmenting the Revenues of the State. Suggestions for suitable legislation may, therefore, emanate from a Minister or the Council of Ministers, or in the course of a discussion on a Secretariat file on any subject.

Legislation in such cases is always sponsored in the form of Government Bills and such proposals are considered in the administrative department principally concerned with the subject-matter of the legislation. The department proceeds to discuss the necessity for the legislation, and all points connected with it are examined and discussed in consultation with any other concerned departments and if financial implications are involved, also with the Finance Department. The administrative department then consults the Legal Department as to whether the proposal is *intra vires*, whether the legislation is necessary to give effect to it, and also with a view to obtain any other relevant legal advice. A Memorandum of Legislation is then prepared on the proposal, setting forth the points at issue, and the manner in which it is proposed to deal with them, and circulated to the Ministers concerned and where necessary, discussed in a meeting of the Council of Ministers. If a decision is taken that legislation should be undertaken, the Legal Department furnishes a draft Bill after obtaining from the administrative department precise details as to the lines on which the legislation is sought.

A similar examination is undertaken in the administrative department even in the case of private Bills moved by a non-official Member of the Legislature, with a view to tender the necessary advice to the Minister in charge, in respect of the implications of the proposed Bill, and the sanctions, if any, which may be required.

DEPARTMENTS OF THE SECRETARIAT

The Chief Secretariat, known also as the Public Department, has a number of important functions to discharge. It is in charge of appointments, transfers, etc., of the higher services of the State. It is in charge of the maintenance of law and order and also of matters of political interest, including relations with representatives of Foreign Governments in Madras. The department deals with all service questions, and is also now working the 'Scheme of Separation of the Judiciary from the Executive'. It also deals with elections, and a branch of the Department deals with statistics and undertakes economic enquiries. The Home Department is to a great extent concerned with the administration of justice in the broad sense of the term. The Police Department, which prosecutes offenders, the Courts which administer justice, and the Jails where persons are confined, all come under the Department. In addition, it deals with motor transport and passports. It is axiomatic that no Government can function efficiently unless its finances are sound, and the Finance Department of the Secretariat has general responsibility for seeing that the system of financial administration is sound and the rules of financial procedure are strictly complied with.

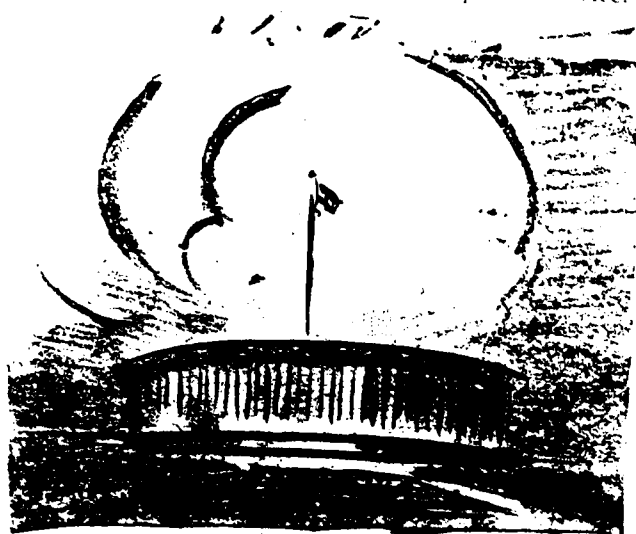
The Revenue Department has dealings with the Board of Revenue, an important statutory body entrusted with the collection of the major share of the State Revenue, including land revenue, irrigation revenue and commercial taxes. The Department also deals with land revenue, assessment and its administration, and a Committee has recently been set up to consider this question. Another important item dealt with in this Department relates to Zamindari abolition. As its very name connotes, the Development Department is concerned with a variety of nation-building activities, such as co-operation, forest administration, industries and fisheries, besides animal husbandry. In view of its intimate association with industry, labour questions are also handled by this Department. The Local Administration Department is in charge of local bodies in the State. The Education Department is in charge of educational insti-

tutions and deals with papers sent by the Director of Public Instruction. Similarly, the Health Department is in charge of medical administration of the State and the maintenance of public health, with the assistance of the Surgeon-General and the Director of Public Health.

The Public Works Department deals with Government buildings, irrigation works, electricity schemes and important roads and bridges; it is assisted by four Chief Engineers. The functions of the Legal Department have already been referred to. The Food Department was created to deal with the abnormal food situation created by the last war, and deals with various questions such as procurement, storage, and rationing. The Agricultural Department which essentially deals with food production, has also been recently attached to it. The Rural Welfare Department, recently constituted, deals with intensive development in selected firkas, charitable institutions, Harijan welfare, Khadi production and Agency tracts.

DISTRICT ADMINISTRATION

Even though the Government have a large machinery at the headquarters, consisting of the Secretariat and the various Heads of Departments, the basis of the administration is still preserved in its structure in the districts. The district is invariably the unit of administration in all the States, and the Collector functions as the direct representative of the Government in the district. He has multifarious duties to perform, and he is the most important officer in the machinery of Government. He has to act as the eyes and ears of the Government so far as all the activities in his district are concerned. To him or to his local representatives, the people have to approach for redress.



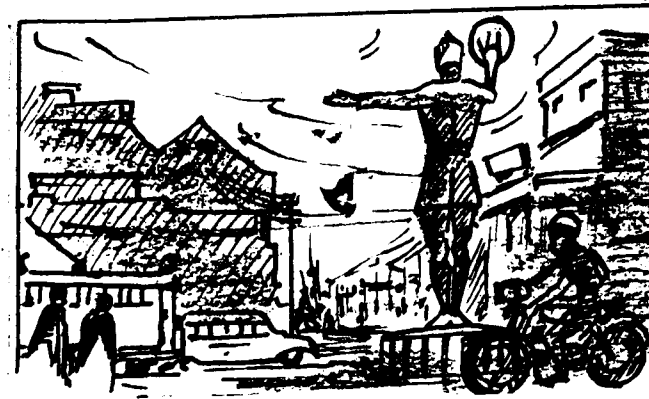
As District Magistrate, he is the chief executive authority in the district, and as such is responsible to the Government for the maintenance of law and order and the criminal administration of the district. The District Superintendent of Police is his assistant in matters relating to law and order. As Collector, he is responsible to the Board of Revenue for the collection of revenue due to the Government in the district. He exercises a general supervision over the District Forest Officer, and has also the assistance and professional advice of the Executive Engineer. Practically, for all general purposes, he acts as the direct representative of the Government. Besides the Collector, the other departments have also district officials, in charge of various subjects such as the District Judge, the District Superintendent of Police, District Forest Officer, District Educational Officer, District Medical Officer, District Agricultural Officer, etc.

In general, it may be stated that the machinery of Government is a well integrated structure, the various components of which consist of officers of experience who may be trusted to assist the representatives of the people to the fullest extent in the discharge of their duties. Though to a casual observer the machinery appears cumbersome, each unit of it has its allotted function to perform and having regard to the complexities of modern Government it is not possible to substitute for it anything that may appear simpler. The primary function of the Government being the promotion of the welfare of the public, the machinery of Government is so planned that it is constantly in touch with the public and is thus able to discharge its twin functions of service to the people and service to their trusted representatives, namely the Ministers, with unstinted zeal, and a devotion to duty, and prompted by all the noble ideas of public service.

Police and the Welfare State

By

Sri O. PULLA REDDI, I.C.S., Secretary, Home Department



In the beginning, when social life was still unorganised, man's life was "nasty, brutish and short." With the evolution of the organised State some measure of protection was afforded though it was all the time the fragile arm of law trying to combat and control the persistent and resentful law-breaker. As the Police State perfected itself law and order came to be maintained often times with Draconian rigour, but not always with the friendly co-operation of the people. The benevolent State of the 19th century appeared at the time to be the limit of perfection but revolutionary changes have taken place in the 20th century and they are largely ideological.

Nor has India escaped from world influences. Within a period of about a quarter of a century from 1920 to 1947 India has witnessed a revolution which normally should have taken several decades, if not centuries. Today, the ideal before the Government and the people of India is the achievement of the "Welfare State", not far removed from Plato's conception of the "Ideal State". In this silent revolution that is occurring before our very eyes the Police have their part to play and most of them are endeavouring to do so. Trained mainly in the concept of a Police State they are now expected to and are endeavouring to transform themselves from being

the stoutest pillar of a foreign bureaucracy into a bulwark against all those disruptive forces which have periodically reared their ugly heads in this country.

CHALLENGE AND BURDEN

The years that immediately followed the attainment of our independence proved a challenge and a burden to the Police force. Unfavourable seasonal conditions, unemployment due to demobilisation, communal tension, widespread labour and agrarian unrest, general shortage of essential commodities such as food and cloth, and above all the rise and spread of new slogans and ideologies greatly hampered the smooth and easy maintenance of law and order. Cognizable crime steadily grew from 1940 to 1948. It is noteworthy that grave crime dropped in 1949 and the detection of crime in 1949 compares favourably with the results achieved in any other State in the Union.

The year 1948 was particularly difficult and eventful for the Police. Sporadic communal disturbances following the unfortunate assassination of Mahatmaji and the subversive activities of certain organisations coupled with the political situation in the Hyderabad State with its serious repercussions on the border-districts of this State strained the Police force to an unprecedented extent. In the months prior to and even in the beginning of the Police Action against Hyderabad, some of the companies of the Madras Police distinguished themselves. The Communist organisation which had consolidated its hold in certain areas during the disturbed years 1941-45 slowly developed into a menace in certain districts of the Andhra Desa and a large tract in Hyderabad. Members of the Dalams engaged in subversive activities steeped in foreign ideology and fairly well equipped with weapons seized from or surrendered by Razakars, revelled in several objectionable activities. Simultaneously, they were active in areas far away such as Tanjore and Malabar and in por-

tions of Coimbatore, Madurai, Ramanathapuram and Tirunelveli Districts.

SPECIAL FORCES RAISED

To cope with all these additional calls the Madras Government raised four battalions of Special Armed Police and also created the Home Guard Organisation. The District Police as well as the Special Armed Constabulary had to meet these several and varied burdens and succeeded in maintaining law and order and barring occasional lapses, be it said to their credit, without indulging in excesses reported in earlier years. The efficiency of the force has latterly been considerably increased because of the special police radio network provided and the better equipment and mobile transport supplied by the Government.

The work of the Home Guard was never spectacular but it did its work silently till with the return of normal conditions it was considered unnecessary to maintain an organisation of that type. Village Protection Committees have been formed in most of the villages of the "affected" areas and public co-operation is being freely enlisted. The Fire Services, till recently a separate organisation, is now a limb of the Police force. Efforts are being continually made to increase its efficiency and popularity and the part it has so far played in protecting life and property from the ravages of accidental fires is by no means inconspicuous.

RECLAMATION OF CRIMINALS

Even in regard to the administration of jails, it has been found necessary to enlist the aid of the Police. Owing to the general increase in crime and the subversive activities of certain organisations, jails have been hard put to accommodate the large number of convicts and detenus and the Police are doing their part in assisting the Jail staff. While the Police and Jail staff are doing their best to guard the jails, the Government have not lost sight of the fact that jails are not merely penal institutions but also centres where work of reclamation and rehabilitation of the criminal is best done so that when they come out of the jails they once again take their place in society and make themselves useful citizens of the State.

The repeal of the Criminal Tribes Act has thrown extra work on the Police in certain districts in the maintenance of law and order and their

duties seem to be growing as enforcement of prohibition is being entrusted to them in district after district till in the near future they will have to be in charge of prohibition in all the districts of the State.

TOWARDS COMMON IDEAL

Against the growing burdens of the force must be remembered the fact that with the attainment of our independence a large number of senior officers left the force and a number of junior officers had to be promoted to positions of responsibility. It cannot be denied that on the whole these officers have proved equal to their unexpected responsibilities.

In the discharge of their normal duties and in enforcing prohibition, maintaining law and order and controlling subversive elements, the Police are enlisting the co-operation of the people, their local leaders and the legislators in several ways through District Advisory Councils, Village Committees, etc., thus enabling the man in the street to feel that the men of the police force are no longer their enemies and oppressors but friends, all engaged in the common task of working towards the common ideal of the "Welfare State".

Age-long traditions die hard. The Police forces of all ranks have shown a resilience and capacity to adjust themselves to changing conditions which could hardly be expected so readily of men trained in the concept of the Police State. In our new "Welfare State" it must be our constant endeavour to achieve social security so that men and women in every walk of life should be able to rise to their full stature without risk of any kind to person or property, and in the attainment of this ideal the role of the Police Force cannot be overlooked or overemphasised.



OUR POLICE FORCES

By

Sri T. G. SANJEEVI PILLAI, *Inspector-General of Police*

With the advent of our Independence great changes have come over our Police Force. In the past, the Police was looked upon as a great obstacle in the path of national aspiration. The work of these forces in the maintenance of Law and Order in the country and in the protection of person and property was lost sight of in the political issues. On the transfer of power, the national leaders found themselves charged with the duty of governing the country. They and the officers of the Police were thus to work together for a common cause and a common purpose, namely, to serve the people.

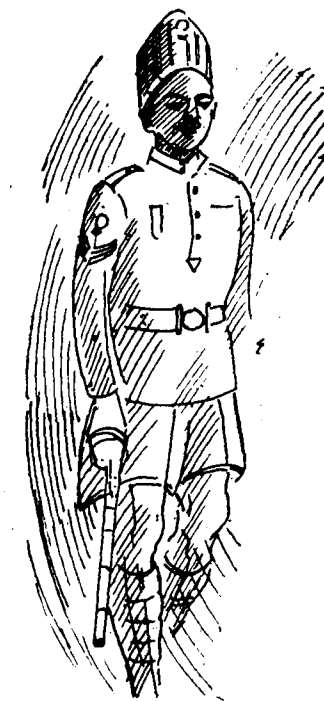
The transition period was one of severe test to the Police. As many as 26 Police Officers left the force on leave preparatory to retirement on the transfer of power. The sudden departure of these senior officers, who had been training and leading the Force, was a great handicap, but those that remained, for the most part Indian Officers, carried on the service to the country in a manner which soon gained for them the confidence of all sections of the law-abiding people and of the Government. The internal security of the country has been placed in the hands of the Police and our Police Force took up this great responsibility entrusted to them with zeal and energy.

NO EASY TASK

The task they had to face during the last three years was no easy one. Crime was steadily on the increase since 1940 (the total cognizable crime during 1940 and 1949 being 46,371 and 77,717). Various causes such as unemployment, demobilisation and economic instability, contributed to this increase. In spite of the various handicaps, of junior officers placed in positions of responsibility and of inexperienced Head Constables and Sub-Inspectors entrusted with the running of Police Stations and circles, the general level of investigation and detection was maintained at the standards prevailing before 1947. The Senior Officers and the Force stood up to this

strain with remarkable zeal and loyalty. Madras State was fortunate that communal hatred and the disturbances which came in the wake of the Partition and so dangerously threatened the normal life of provinces in North India, did not at any stage assume a serious aspect here. This was not merely due to the good sense of the public but to the alertness of the Police who promptly stamped out communal trouble as soon as it made its appearance anywhere.

The Police action in Hyderabad was a period of great strain for the Police Force. The border districts were in a state of turmoil and this called for the utmost vigilance from all ranks during those days



of great uncertainty. It is but natural that when a Police force has to combat increasing crime and contend against subversive forces, its strength should be fully augmented to make it equal to the task assigned to it. Six Battalions of Special Armed Police were raised in a very short time and were stationed along the Madras-Hyderabad border. The excellent part played by the Special Armed Police Units in conjunction with the Malabar Special Police and the Armed Reserves, both prior to and during the Police action, has won for them the greatest admiration. Later the Special Armed Police was divided into four Units with Headquarters at Red Hills, Palni, Bellary and Visakhapatnam and used as a striking force to deal with any threat to internal security. Some of the Companies are still in Hyderabad.

COMMUNIST MENACE

By far, the greatest challenge to the Police Force during these years came from the Communists. The Communists had, in the period immediately preceding the transfer of power, gained positions of vantage and influence with large sections of the public. Owing to the unsettled economic conditions, the industrial labourer and landless worker came under the spell of their pernicious propaganda. After the Hyderabad Action their activity intensified greatly.

The avowed object of the Communists was to overthrow the present form of Government established by law. Adverse economic conditions, the high cost of living, scarcity of food and clothing, widespread poverty and discontent contributed to provide fertile soil for Communist exploitation. To achieve their end, they preached violence, organised militant youth into *dalams* in various centres and gave them training in the use of arms and in guerilla warfare. Their activities were widespread covering many districts of the State, but were most intense in the districts of Krishna, Guntur, East Godavari and West Godavari which border the Telangana area of Hyderabad State. They embarked on a campaign of indiscriminate killing, loot, arson, sabotage and pillage. Remote villages were raided and innocent men, women and children were brutally killed in cold blood in an attempt to strike terror and bring about chaos and anarchy in the country. Three Police Stations were also attacked and generally the accent was on violence against the Police who stood between them and anarchy. On account of unsettled conditions prevailing in Nalgonda, Warrangal and

other districts of the Hyderabad State, Communists from Hyderabad State launched attacks on some of our border villages.

PROMPT AND FIRM ACTION

The normal life of the villages was seriously threatened and if it succeeded and spread the internal security of the State was in some jeopardy. The Police were faced with a situation which called for prompt and firm action. Many police stations and outposts were opened in Communist affected districts. Armed forces were stationed on the Hyderabad border and patrols were intensified. The Police offensive gradually mounted in intensity and an all round improvement was soon effected. Public co-operation was sought in full measure and Village Protection Committees were formed in all the villages of affected areas. Village Defence Squads have exhibited exceptional energy and enthusiasm. The Police frequently came up against armed bands of Communists and in the encounters, where resistance was offered by a free resort to the use of high-powered fire-arms, stood their ground firmly and accounted for a large number of the enemy.

It has been a steady and persistent effort and the tempo has been maintained throughout because of the determination, courage and zeal of the officers and men of the force. The achievements on record call for the highest praise for all ranks of the force, who have carried out their responsibility for peace and order under most trying conditions.

The Fire Service Department which was separate and independent till October 1, 1949, has been brought under the administrative control of the Inspector-General of Police. Prohibition which is a socio-economic reform, has been introduced throughout the State and its enforcement has been entrusted to the Police in ten districts. Prohibition work throughout the State will be entrusted to the Police in due course. A new relationship has thus sprung up between the public and the police.

MODERNISED AND TRAINED

A high standard of literacy and physical qualification is being insisted on in the recruitment of officers and men at present, and it is hoped that with mutual trust and persistent effort, the Policeman will prove himself to be the friend of all law-abiding citizens.

Almost all the districts of the State are now linked by a wireless network for the quick dissemination of information and orders. An additional branch in the C.I.D. called the 'X' Branch has been formed to deal with corruption in this State. This Branch has been working fearlessly and has achieved a considerable measure of success in the investigation of corruption cases. The Crime Branch, C.I.D. has got on its staff a Foot-Print Expert, the Coin and Currency Expert and the Fire Arms Expert. Besides there is the Finger-Print Bureau attached to the

C.I.D. An Officer has been appointed as the Examiner of Questioned Documents and he is now under training. The need for scientific aids in the investigation and detection of crime has been recognised and measures are under way to establish those principles and their practice as part of the police system in this State.

The equipment and transport of the Armed Forces has been modernised and every member of the Police Force is now armed.



In Krishna District, police officials (inset) distribute prizes to villagers for good work done in apprehending subversive elements.

Separation of the Judiciary from the Executive

By

Sri S. BALAKRISHNAN, M.A., B.L., Assistant Secretary to Government.

The reform effected in this State which goes by the name of Separation of the Judiciary from the Executive is in substance one whereby Criminal Judiciary has been placed on a par with Civil Judiciary. It is only incidentally and indirectly associated with the doctrinaire theory and sentimental cry for "Separation of powers" which at one time held the imagination of politicians since the days of the American Independence. Civil Judiciary in our land has ever been quite independent and has been enjoying a prestige all its own, comparable with the situation in even the most advanced countries of the world. Such a position has not been obtaining in the case of Criminal Judiciary, which for various political and historical reasons, has been laying itself open to the charge of being a handmaid of the Executive.

It is well-known that in India the demand for reform in this matter, dealing as it did with the life and liberty of the individual, has been as insistent and as loud as the demand for political freedom: in fact, both these demands have been voiced forth from the same platform. It will be very interesting indeed to study the history of the demand, particularly with its political background, but this is beyond the scope of the present article. We need only note that being closely associated with the movement for political freedom, there has been a great deal of zeal and sentiment about this. It is no wonder that in our Constitution, which is the culmination of decades of political aspirations, there is a specific provision among the Directive Principles of State Policy, namely, Article 50, requiring every State to separate the Judiciary from the Executive.

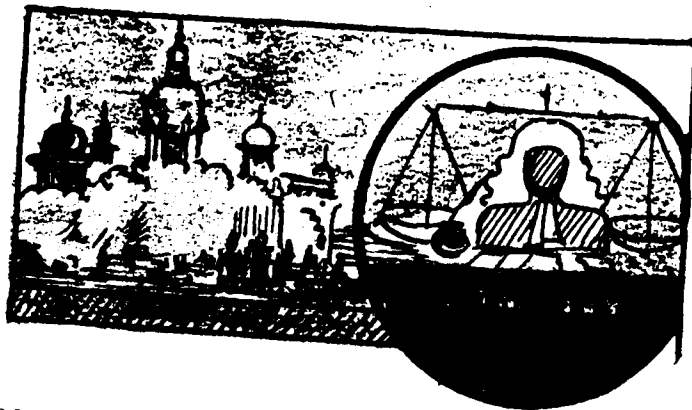
Any discussion on the need for the reform is therefore purely academic, at any rate so far as our State is concerned, as a workable scheme has already been implemented here even before the advent of the Constitution. The scheme is in force in about half the State and will be extended to the rest of the

State as early as possible. Our immediate concern is to see whether this reform for which there has been so much zest has after all brought anything to the people at large.

THE MADRAS SCHEME

A few words about the Madras Scheme itself will not be out of place here. The Scheme is very simple and operates by means of executive orders only. It may be noticed, in this connection, that in our Constitution which came into force after the introduction of the Scheme in this State, an Article (Article 237) has been added making it possible for effecting a measure of Separation of the Judiciary by means of executive orders.

Under the Madras Scheme, there will be a separate class of full-time and stationary officers under the control of the High Court for discharging magisterial functions of a purely judicial nature, all of whom will be fully qualified in law. For doing "magisterial" work of a non-judicial nature, such as the grant of a licence or the promulgation of an order under the preventive sections of the Criminal Procedure Code, the officers of the executive will continue to have and exercise magisterial powers of the appropriate class. In other words, the scheme divides all the functions assigned to Magistrates under the law into two classes and entrusts work



of a judicial nature to specially chosen and trained magistrates who will be removed from the control of the executive and placed under the control of the High Court: other magisterial functions are left to the executive. This division has been effected by means of executive orders.

One may ask why the officers of the executive should continue to be called magistrates. Now the Criminal Procedure Code and other relevant enactments were designed for conditions obtaining under the system of combination of the functions, in which system a magistrate was also an officer of the executive. That is why we find in enactments like the Arms Act and the Dramatic Performances Act, the relevant functions have been assigned to magistrates, although these have little to do with the magistracy as ordinarily understood. If, therefore, these functions should continue to be discharged by these officers, they should also be designated as magistrates, unless of course we amend all these hundreds of Acts. Instead of launching on this complicated process of legislation, we have adopted the expedient of executive instructions by which we see that although the new officers as well as the officers of the executive will be magistrates, they will be asked to confine their activities to their respective fields as defined by such instructions.

Based as it is on executive orders, the scheme is quite novel and everyone was naturally anxious to see how it worked in practice. Indeed, a few were also sceptic about the results. However, the experience gained in the working of the scheme in the State for more than a year has definitely proved the fact that the scheme is not only workable and sound but has also resulted in substantial benefits to the people. Further, many of the illusions entertained by well-meaning critics have not materialised.

PROVED QUITE SAFE

In the first place, certain persons whose opinions are entitled to great respect and considerable weight had grave misgivings about the effect of the reform in the field of maintenance of law and order; they had genuine fears that by interfering with the well-tried arrangements of the magisterial set-up, we help the hand of the wrong-doer and make it difficult for the police to discharge their duties. It can now be definitely stated that the Madras Scheme has, beyond all reasonable doubt, proved itself to be quite safe. There has been no instance of any detriment to the law and order position in this State as a consequence of this scheme. Secondly, there was a

section of opinion which presumed that by removing certain powers from the officers of the executive, their prestige will suffer, resulting in repercussions on their task of collecting revenue; there is no evidence of any such loss of prestige or of any adverse repercussions. Thirdly, quite a few held the view that by having two sets of magistrates under different controlling authorities, with functions defined by executive orders only, we create a fertile field for friction and mutual conflict between them resulting in undesirable effects on the administration as a whole. This again has been disproved; the respective functions are being discharged smoothly and without any confusion.

There was also a section of opinion which could not reconcile itself to the possibility of effecting a reform of this magnitude without recourse to legislation; these men suspected that there was some catch somewhere and prophesied that in the actual working of the scheme, certain legal difficulties will come to the surface. So far no such difficulty has been felt. Lastly, there were those who surmised that the new scheme would land Government in heavy additional expenditure: this surmise has also proved to be not correct.

ENCOURAGING RESULTS

The success of the scheme has of course to be assessed only with reference to the concrete results achieved as a consequence: and in this respect there is every reason to feel satisfied, because the experience so far gained discloses very encouraging results. It is not of course possible to list out all the advantages and benefits derived under the Scheme, but we may mention a few notable changes brought about by it.

In the first place, there has been a welcome change in the atmosphere of Criminal Courts. Any one familiar with Criminal Courts will be in a position to appreciate this. Before the reform, there was something in the very air of Criminal Courts of our land which was not exactly what one is accustomed to feel in a Civil Court; this difference has now vanished. Secondly, a definite advantage to the people has been secured in that the new magistrates, just like civil judicial officers, are all stationary and have fixed hours of sitting.

REGULAR HOURS

We are familiar with the touring magistrates we had before the reform. In defence of the itinerant



His Excellency the Governor of Madras taking the salute at the March Past in a Police parade

magistrate we have often heard it said that he brought justice to the doors of the villagers. What exactly obtained in practice was, as few can deny, the reverse. Litigants had often to chase a magistrate from place to place and it was not uncommon for a party to traverse a whole taluk or division a number of times before his case got disposed of. One also heard of magistrates—happily rare—deliberately adopting the device of tiring out a party to dispose of the case. Moreover, these officers lost a good deal of time in actually moving about and could rarely keep hours of sitting. The scheme has put a stop to all this inconvenience.

No doubt critics are not wanting against the system of stationery magistrates, particularly in regions where, because of the replacement of part-time touring officers by full-time stationary officers, fewer in number, we had to abolish some of the officers. However, taking things by and large, it has come to be realised that the stationary magistrate conduces to the convenience of the public to a greater extent than the touring magistrate. Thirdly, the scheme has resulted in a measure of relief even to the Executive. Now that the onerous "Court" work has been taken off from them, they can devote their undivided attention to the other nation building activities which they are increasingly called upon to do by the National Government. This has enabled them to be friends of the people instead of being the target of attack and insinuations which was their lot when they were doing judicial work.

CONFIDENCE INSPIRED

The benefits to the accused are, of course, obvious. He comes to the Court with the full confidence that he will be getting at least as much consideration as the prosecution and that no extra-

neous considerations will prevail with the magistrate in coming to a decision about his guilt or innocence. To the magistrates themselves, the scheme is a blessing. They are now able to do their work with complete independence and with no thought of anything except the merits and the justice of the case for giving a decision thereon. Lastly, the fact that Criminal cases just like Civil cases, will be heard by persons qualified in law, inspires greater confidence in people and evokes greater respect towards magistrates, besides rendering the lawyers' task of arguing intricate questions of law much easier.

In short, Criminal Judiciary will hereafter be indistinguishable from and will enjoy the same prestige as Civil Judiciary and will not be singled out for suspicious treatment at the hands of the public. The high regard for and the full confidence in the Judiciary and Courts of Law will not hereafter be the monopoly of the Civil Judiciary and will also be claimed and enjoyed by the Criminal Judiciary.

Of all the reforms effected by the Madras Government, the one in the field of Separation of Judiciary is, without doubt, one of the most outstanding. That a reform on which public attention was focussed intensely for decades has been effected in a simple way is no small achievement and naturally the public and the press accorded with one voice a great welcome to it and a generous measure of approbation and appreciation to the Scheme. It is not however on this that Government need take credit or feel proud. The more important thing is how far the reform has resulted in happiness to the people: and the undeniable fact that in this real sense the Scheme has proved to be a great success, is a matter for legitimate satisfaction to the Government.





His Excellency the Governor of Madras taking the salute at the March Past in a Police parade

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THE FIGHT FOR FOOD

By SRI J. L. P. ROCHE-VICTORIA, *Minister for Food*

Our fight for food is a fight for providing food for an increasing population of over fifty millions plus—a task of no small magnitude. The return from land having not kept pace with the population increase, we are each moment called upon to put forth our best efforts on all fronts.

Even before the people's Government came into power, Madras had already been passing through a period of food control. A deficit of about five lakhs of tons of foodgrains had to be met through imports from either other States or foreign countries. Procurement and Rationing were in force in the highly deficit districts before 1945-46. Owing to adverse seasonal conditions they had to be extended to all the districts in the State in that year. The end of 1947, however, saw a policy of progressive decontrol being adopted by the State in response to popular opinion. Paddy and rice procurement was confined only to the surplus districts and to the highly deficit districts. Relief shops were opened in derationed areas to give relief to the poor. But by December 1948, inflation having set in, the Government of India showed the way back to controls and Madras had to reimpose Procurement and Rationing by stages.

The fight for food is going apace on all fronts. There is Intensive Procurement almost throughout the State, Statutory Rationing in all Municipal towns and a few major Panchayats and informal rationing in the rural areas of deficit districts. In the surplus districts, there is a system of controlled distribution through retail shops for supply of foodgrains to non-producers. Austerity measures have been introduced to conserve the food resources of the State. Further, in order to fall in line with the decision of the Government of India to stop all imports after March 1952, this Government have had to reorientate their policy to include a Food Production Plan, which includes Agricultural Schemes, Subsidy Schemes for sinking wells, and Schemes

for the improvement of Irrigation sources both in the Zamindari and Ryotwari areas.

WHAT IS INTENSIVE PROCUREMENT ?

Under the Intensive Procurement Scheme, the produce from crops on lands owned or cultivated by each landholder is estimated, and the Government after allowing him his requirements for seed, cultivation expenses and domestic consumption, determine and procure the surplus for eventual distribution to the consumer. The prices of foodgrains so procured are fixed by Government. Though the primary aim is the collection of surplus produce for equitable distribution, the scheme is also designed to prevent hoarding and black-marketing by the producer. The system has been in force in all the districts of the State except in Coimbatore where it has just been re-introduced after the system of procurement by "levy" was tried and found a failure.

Having procured the foodgrains from the producer, they have to be distributed equitably among the consumers by a system of Rationing. Foodgrains imported from other States or foreign countries have also to be distributed in a like manner. Introduced as early as in 1943, Rationing has come to stay in one form or another. There is statutory rationing in all Municipalities and a few major Panchayats in the State, while there is informal rationing in rural areas of all districts other than the surplus districts. The vital difference between informal rationing and statutory rationing is that the scale and composition of ration in the informally rationed areas can be varied at the discretion of the District Collector according to the availability of stocks, whereas in the statutorily rationed areas the scale and composition are practically guaranteed from time to time.

In this connection, it is necessary to point out that the scale of ration is determined with reference to the supply position of the foodgrains. Hence it may have to be modified from time to time depending on the supplies available. Thus, from 1 lb. per adult per day at the start, it has

now come to 12 oz. per adult per day. A supplementary ration of 4 oz., however, is allowed to heavy manual labourers and canteens for industrial workers and for mid-day meals for school children.

Another aspect of rationing which has to be presented here is the classification of ration card-holders based on the dietetic habits of the three main classes of consumers. Though Madras State is known for its love for rice, there are large numbers of people in Madras who like millets as well as or more than rice. Hence the card-holders have been classified as rice-eaters, mixed diet eaters and millet eaters, and it is on this classification that the composition of the ration issued to them is based. The critics of this system of classification fail to remember that this is a measure adopted to give to each card holder as far as practicable the type of grain that he is most accustomed to eat.

Ours is a country well known for its feasts both at marriage and at religious occasions. So, while not creating a break with the past by completely shutting out feasting, we have had to introduce certain austerity measures that are calculated to minimise the consumption of foodgrains at marriage or other parties, at conferences and at religious occasions.

ADDITIONAL PRODUCTION

Before World War II, Madras used to import about five lakhs of tons of foodgrains. The Government of India have now decided to stop imports of foodgrains by the end of March, 1952. Therefore, the only way out to meet our deficit in food is to secure through additional production that quantity of food which would be required to offset the normal pre-war imports with due allowance for the increase in population.

A Three-Year Plan of Intensive Cultivation Schemes is in operation with the set target of 7.27 lakhs of tons of additional foodgrains (rice and millets) to be realised by 1952. The achievement of this target depends on the culmination of the Plan which covers land development by mechanical cultivation, compact making, distri-

bution of fertilisers, manures and improved seeds at controlled rates to agriculturists, and on the execution and completion of Irrigation, Tank Improvement and Wells Schemes. Besides these, there are also the Fisheries and Vegetable Schemes, which come in as Schemes for providing subsidiary foodstuffs.

A Cabinet Committee for Food Production has been formed to sanction Food Production Schemes expeditiously and to review the progress of execution of the schemes from time to time. A Publicity Officer has been appointed to do propaganda work in selected deltaic districts. There are also Honorary Propagandists appointed to form an "Extension Service" for the purpose of educating the cultivator in better agricultural practices. The women of this State have also rallied round to advance the campaign for popularising the use of subsidiary foodstuffs.

NATURAL FACTORS

Food is the first charge of any Government ; for man lives by food. The food policy of a Democratic State has necessarily to be based on the food requirements of the people of that State. Hence the first and foremost influence which guides our line of action has been the requirements of the consumer. But natural factors fatefully dictate the policy which a State can adopt in matters like food. A State certainly cannot adopt a scale of 16 oz. at a time as in this year when its production has fallen to 41 lakh tons of rice and 20 lakh tons of millets, as it could in normal times when the production would have been 49 lakh tons of rice and 26 lakh tons of millets.

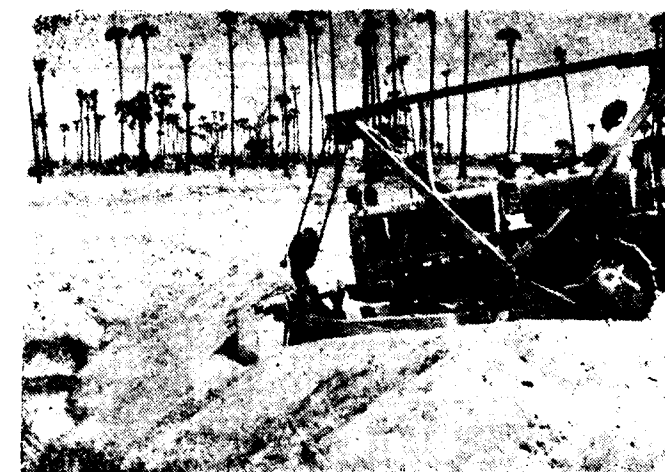
The failure of the monsoons during the last four years in succession, in between a cyclone thrown in, and the floods which have occurred in some of the districts are factors which are bound to affect our food policy as much as our food resources, much to our discomfiture and disadvantage. This is one good reason why we have to depend on the Government of India for imported foodgrains. Forming as we do an integral part of a sub-continent—India—we have



Provision of agricultural implements to ryots is an important measure in the Grow More Food campaign

necessarily to line up with India to present a united food front.

Impelled by the food requirements of the population we are fighting this battle with Nature. But Providence willing, the bounties of Nature cannot be long denied to us. So, while the crisis is on us, let us face it with courage, hope and faith.



Levelling by bulldozer leads to extensive reclamation of waste land

THE FOOD SITUATION

By

SRI M. A. KUTTALALINGAM PILLAI, *Secretary, Food Department*

Though the Madras State produces the largest quantity of rice in India, it does not produce enough rice for its requirements. The production of millets, pulses, wheat and wheat products in the State is also not sufficient to meet its requirements. It has been depending on imports from other States or on the assistance of the Government of India. The normal production of rice is estimated at about 4.9 million tons and of millets at 2.8 million tons. Seasons, however, vary and the production is frequently below normal. When, owing to several unfavourable seasonal factors, the food situation in the Kharif year 1945-46 became critical, intensive procurement and rural rationing, which were in force previously only in the highly deficit districts, were extended to all districts including surplus districts.

During the year 1946-47, the season was very promising but in spite of better production, local procurement tended to decline. The prospects of imports were not also bright. The Government ordered an increase in the price of paddy to be paid to producers up to As. 4 per Imperial Maund by reducing the allowances to intermediaries. A bonus of Re. 1 per maund of paddy for deliveries made between December 1946 and 6th December 1947 was also offered, half the bonus being given in cash and



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balance in the shape of manure. A bonus of As. 8 per maund of millets delivered in September and October 1947 was also announced. The Ministers undertook an intensive tour of the districts and appealed to the producers to spare as much as they could. Under this intensive drive, the tempo of procurement rallied and record figures were reached by the end of September 1947 onwards.

DECONTROL AND AFTER

Consequent on the decision of the Government of India in December 1947 to effect decontrol and deration of foodgrains gradually, statutory rationing was abolished early in 1948 in all areas except 17 urban areas. Informal rationing was also abolished except in the two highly deficit districts of Malabar and the Nilgiris. In pursuance of this policy intensive procurement was given up in all the deficit districts. Later it was given up in the districts of South Arcot and Tiruchirappalli also. A system of levy was adopted in the districts where intensive procurement was given up. But this too was given up later.

Paddy and rice procurement was confined only to rice surplus districts of East Godavari, West Godavari, Krishna, Guntur, Nellore and Tanjore and in the highly deficit districts of Malabar and the Nilgiris. In order to check the upward trends of prices and to make foodgrains available to the poorer and middle classes in particular, wherever distress was felt, relief shops were opened in the de-rationed areas for distribution of foodgrains to the public at controlled rates.

BACK TO CONTROLS

As a result of decontrol effected by the Government, the prices of foodgrains rose to abnormal heights all over India. With a view to combating the inflation in prices the Government of India decided in September 1948 to go back to complete controls as they existed in 1947. In pursuance of this decision, intensive procurement was introduced

in all areas of the State where it was in force prior to decontrol in 1947 and is now in full swing throughout the State. Statutory rationing was also reintroduced in all municipal towns and informal rationing in rural areas of deficit districts and deficit taluks of surplus districts. Informal rationing in the upland taluks of surplus districts was however abolished with effect from 16th April 1950 with a view to reducing the commitments.

There is a system of controlled distribution through retail shops for supply of foodgrains to non-producers in surplus districts. As this system is not working satisfactorily in the towns, the Government have since decided to introduce statutory rationing in the municipal towns in surplus districts. The scale and composition of rations is determined with reference to the stock and supply position of foodgrains. Card holders have been classified as rice eaters, millet eaters and mixed diet eaters according to their normal dietetic habits. Rice eaters are given major portion of their ration in rice whereas the mixed diet eaters and millet eaters are given major portion of their ration in millets and other grains.

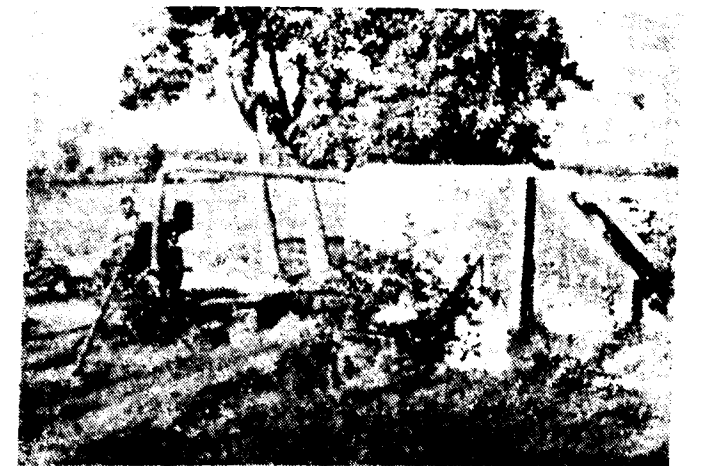
FAILURE OF MONSOONS

The Kharif year 1949-50 had been particularly a bad one, being the third year in succession when one or the other of the monsoons had failed with the added loss caused by the cyclone in the Circars Districts in October 1949, which caused terrible damage to food crops to the extent of 3½ lakh tons, not to speak of other damages. The South-West Monsoon was late in coming by over a month and this had not only the effect of restricting the area under cultivation, which is now computed at about three to four per cent less than in last year but has also told seriously on our procurement. In this atmosphere of doubts and scepticism about the prospects of the next crop which this state of affairs had produced in the minds of ryots, they were naturally inclined to withhold from procurement what little surpluses they might have had, and which they would have released in the ordinary course.

The Government of India too in view of their policy to attain self-sufficiency by 1951, had restricted the total import quota for this State to 3 lakh tons. Thus by July 1950, the major portion of the procurable surplus in this State had been procured and consumed while the supplies of rice and other foodgrains from the Government of India's allotments were coming in inadequate quantities. Thus in the

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Petrol engines are useful for lift irrigation.



Soil conservation by strip cropping.



Hiriali eradication by manual labour; work by tractor is easier and cheaper (below)

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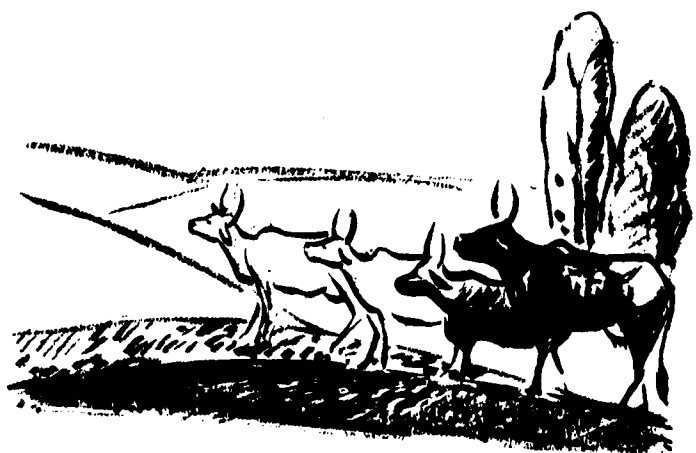
month of July 1950, the stock of foodgrains, especially rice, went down alarmingly in several districts. There was no other alternative but to further reduce the scale of rice ration from 8 oz. to 7 oz. from July 2, 1950, and from 7 oz. to 6 oz. from August 13, 1950, in respect of rice-eaters and 4 oz. and 2 oz. to 3 oz. and 1 oz. respectively in respect of mixed diet and millet eaters.

CENTRAL AID.

Realising the seriousness of the situation and in ready response to this Government's request for additional allotments, the Government of India were pleased to enhance the ceiling quota to 5.5 lakhs of tons as against the original ceiling quota of three lakhs. They have in addition given an excess allotment of about 50,000 tons of rice to this State. With the increased quota given by the Government of India and from internal procurement, the Gov-

ernment have been trying to maintain the overall ration of 12 oz. by issuing the balance of 6 oz. in the shape of wheat and millets. Simultaneously, other steps have been taken to improve our procurement to the extent possible and to move the imported quotas quickly.

On the basis of the present offtake, the stocks of rice will last for $3\frac{1}{2}$ weeks and of other grains for two weeks. The Kuruvai harvest in Tanjore and Tiruchirappalli Districts and main harvest in Malabar are in full swing. The small harvest in Tirunelveli and Madurai and harvest of Rasangi and Basangi are also going on. The harvest of millet crops will also have commenced in many districts. We are also expecting an import quota of 32,000 tons of foodgrains from the Government of India for December 1950. It can thus be said that we have turned the corner.



PROBLEMS FACING AGRICULTURE

By

SRI A. B. SHETTY, *Minister for Agriculture*

The most pressing problem facing Agriculture in our country at the present day is to feed our growing population at an adequate level of nutrition. Government have therefore given top priority to the plan of the agricultural production. Our Grow More Food schemes have failed to achieve the targets fixed owing mainly to a succession of bad seasons during these four years. The natural calamities that have recently overtaken several of the other States also have added to the difficulties of the food situation. The international situation has made the fear of war a dominating factor. It threatens to affect both availability of foodgrains and shipping facilities for getting imports.

Government are therefore taking steps to spread out the deficits all over the country so as to tide over the critical situation this year. Another immediate problem facing agriculture is to expand production of cotton and jute which are essential for two of our vital industries. The Grow More Food programme has therefore been converted into an Integrated Production Programme including cotton and jute with food. The cotton extension plan of the Madras State is expected to give an additional production of one lakh bales in 1950-51 and a further increase of 28,000 bales next year.

EXTENSION SERVICE

Other countries have raised their agriculture to a high standard of efficiency by practical application of the daily increasing scientific knowledge on the subject. It is by means of agricultural extension or advisory services, as they are called in the West, that the results of research are being translated into the practices of the producers. The illiterate agricultural masses in this country, cultivating tiny holdings, with small resources at their disposal, have to be educated and persuaded and also assisted to adopt the present-day methods of scientific farming. It is a formidable task.

The appointment of a special Propaganda Officer with a staff, the starting of village co-operatives in the first instance in seven districts and the establishment of model farms, one in each taluk in the ryot's own land are the measures of extension service taken by Government this year for the propagation of better farming methods.

IRRIGATION AND POWER PROJECTS

The programme of sinking wells and renovating tanks on which crores of rupees are being spent is not providing additional water facilities for cultivation work at present, as the level of the water table has gone down on account of the failure of monsoon year after year in several of our districts. The only effective measure of permanent benefit is the extension of the area under irrigation by utilising the water of our rivers which are now running into waste. The major irrigation projects like that of Tungabhadra and Lower Bhavani which are now under execution and other similar schemes which are proposed to be taken up in future will make our food self-sufficiency proof against natural calamities as far as it is humanly possible.

The Planning Commission has suggested that the Central and State Governments should, during the next 15 years, give high priority to irrigation and connected power projects in order to get over the food deficit and raise the standard of living of the agriculturists. The problem will be to collectively set apart the sum of Rs. 100 crores a year required for this purpose during the next 15 years. The Madras Government are already committed to a programme of capital expenditure, mainly irrigation and electricity schemes, which will require Rs. 15 crores this year and Rs. 20 crores for each of the next two years.

SCIENTIFIC CROP PLANNING

The increase of population at the rate of $5\frac{1}{2}$ lakhs per year in the Madras State makes necessary the expansion of our food production by

70,000 tons every year. It is urgent and vital that our population should not be allowed to grow out of proportion to the development of our food resources. Government must lose no time in formulating an integrated food and population policy all over India since too rapid a growth of population has become a problem everywhere. The density of population dependant on agriculture means a pressure on land. It leads to the production and use of more carbohydrates than dairy products, animal foods, vegetables and fruits.

The emphasis in our Grow More Food campaign has so long been on increasing the production of cereals. Mere bulk will not sustain vigorous life. The quality of our food needs improvement. A sound nutrition policy should, besides seeking self-sufficiency in cereals, aim also at increasing the production of protective foods by development of fisheries, improvement of milk supply, extension of vegetable and fruit cultivation and expansion of poultry-breeding and sheep-rearing work. Due share of attention should be paid to the sufficient production of commercial crops such as cotton, sugarcane and oil seeds in view of their importance to the national economy. Scientific crop planning is necessary to adjust properly the proportion of land to be allotted for the cultivation of food and money crops.

AGRARIAN REFORMS

The problem of improving agricultural production is a complex matter involving not only agricultural technique and environmental factors but also different aspects of our social and economic life. Certain agrarian reforms like security of tenure, fixation of fair rents and size of holdings, guarantee of a reasonable income to the agriculturist through stabilisation of prices and a scheme of crop insurance are measures most necessary for the progress and prosperity of agriculture. The recommendations of the Land Revenue Reforms Committee in regard to several such matters are awaiting the consideration of Government.

HELPING TO GROW MORE FOOD

BY

SRI V. S. HEJMADI I.C.S., *Commissioner for good Production.*



to add to the area both irrigated and unirrigated food crops, to increase the acre-yield of grain and to encourage the use of protective foods like vegetables, eggs, fish and milk. A Well Subsidy Scheme also was in force in 1944.

It was after the close of the War that a concerted drive with a fixed target for a Five-Year Plan ending with 1951 was taken up by the National Government. In Madras, in the direction of "Extensive Cultivation", more irrigation works were planned and executed. The "Accelerated Wells Subsidy Scheme" of 1946 was followed by "New Wells Subsidy Schemes" sanctioned in each successive year. Occupation of land for temporary cultivation, even in slightly objectionable cases, was permitted rather freely. Facilities were given to double crop cultivation in the off-season. Colonisation schemes of ex-servicemen as well as co-operative societies of ryots were formed. Land development with the use of tractors and other machines was promoted to the extent possible.

Though most of the people of the Madras State eat fish and non-vegetarian food, rice and millets have been their inexpensive staple diet. Rice seems to have been often in short supply even in the 19th century, as the available import figures show. In spite of harnessing the large rivers, the needs of the steadily rising population have always been shooting ahead of the production of this grain. The cessation of imports after the fall of Burma, Siam and Indo-China during the second World War compelled this State to launch a Grow More Food Campaign from 1942-43. Up to 1946, most of the schemes consisted of inducements and concessions

In the direction of "Intensive Cultivation" of land in the ryots' holdings, the State popularised improved varieties of seed, chemical fertilisers and manures, and pumping schemes by granting subsidies and loans. Vegetable seeds and seedlings also were distributed in certain areas. As no special agency had been set up to gauge the results, it is roughly estimated that there was an additional production of 2,10,000 tons of foodgrains in 1947-48 and of 1,62,000 tons in 1948-49 as shown below:

	Increase in acreage.		Estimated additional production in tons.	
	1947-48	1948-49	1947-48	1948-49
1. Tractor ploughing	10,025	35,569	2,500	8,892
2. Petrol and oil engine pump sets	10,120	15,052	5,060	7,500
3. Electric Motor pump sets	6,590	6,285	3,265	3,142
4. Application of groundnut cake	...	...	1,21,201	37,315
5. Chemical manures	...	...	78,303	1,05,228
			2,10,329	1,62,077

TOWARDS SELF-SUFFICIENCY

Meanwhile, the food situation in the country was making no advance, whereas imports were proving a heavy drain on foreign exchange. Early in 1949, India's Prime Minister declared that schemes should be drawn up aiming at self-sufficiency by the end of 1951, subject to certain conditions. In April 1949, the Government of India and the State Governments decided on a Two-Year Plan which was soon after converted into a Three-Year Plan ending with 1951-52 (March) with specific targets for each year. Commissioners of Food Production were appointed to co-ordinate the work of the different departments both at the Centre and in the States. In Madras, the Commissioner was also made a Secretary to the Government, in order to speed up work through a Cabinet Sub-Committee which watches the monthly progress of food production.

Phosphatic fertilisers are being sold at half cost and oil engine pumpsets are hired out to ryots at concessional rates by the Agricultural Department. Improved seeds of paddy, millets and green manure which are acquired from the seed farm ryots after payment of a premium are sold at concessional rates. Pesticides are also sold at half cost. The Government of India have agreed to permit this Government to finance from the Procurement Bonus Fund the "subsidy cost" of all these measures and also the unremunerative portion of the cost of P.W.D. Irrigation Schemes, Wells and Tank Improvement Works. No subsidy was provided for popular and self-financing schemes like tractor ploughing, tube-wells, sale of nitrogenous fertilisers like ammonium sulphate and remunerative irrigation works. The Government of India also undertook to supply iron and steel, pipes and other material as calculated on a planned basis. Greater publicity and a more accurate assessment of results were also initiated.

THE THREE-YEAR PROGRAMME

This Three-Year Programme, which began with 1st April 1949, consists of Works Schemes of permanent and cumulative benefit and Supply Schemes recurring annually. Under the former, the Madras Government have planned the execution of about 230 P.W.D. Irrigation works by the Chief Engineer (of which 119 have been executed up to date), repairs



Banking work for this tank was done by bulldozer.

to about 7,000 tanks mainly in Zamindari areas (367 completed, over 1,500 under execution) and the digging of about 66,600 more wells (35,000 completed) under the New Wells Subsidy Schemes. For lift irrigation by oil engines and electric motor pump sets, a target progressively increasing to 8,000 units by 1951-52 has been set (3,600 achieved to date). To help in quick and timely land reclamation, the Government of Madras will maintain a total of 320 tractors during the final year (24 acquired by 1949, plus 36 to be purchased in 1950, plus 50 in 1951-52).

Under Supply Schemes, the main items consist of distribution of chemical fertilisers (sale of ammonium sulphate 52,500 tons in 1949-50 and 43,000 tons from April 1, 1950 up to date) other manures and improved varieties of seeds (18,000 tons annual). The Agricultural Department is also exploiting every indigenous method of increasing yields by the large scale use of rural and urban compost and by supplying green manure seeds and educating the ryots to plough into the soil both tree leaves and manure crops. Supply of insecticides though Government Entomologists has been vigorous during the recent drought years. The benefits of the last item, as also of the supply of iron and steel, cement and other materials, naturally cannot be measured in terms of acreage and quantity of foodgrains.

The Fisheries Department has also prepared its own programme which aims at providing over 80,000 tons of fish in the latter two years of the period. In 1949-50 the production was only about 6,000 tons, as arrangements to organise the schemes were still under way.

ACHIEVEMENTS

During the year 1949-50, for a total gross expenditure of Rupees 6.52 crores, a total additional yield of 98,800 tons of foodgrains was verified by actual field inspections. The target was 1.8 lakhs of tons, but owing to the drought in Tamil Nad and the

cyclone in Andhra Desa and also to the time lag in the organisation of the village verification arrangements, much of the additional yield escaped detection or got diverted to non-cereal production. The details of achievements against targets are as shown below:

Kind of Scheme	1949-50			
	Acreage to be benefited against units completed by 31-3-1950	Acreage actually benefited as reported by Collectors	Addl. Production aimed at with ref. to units achieved by 31-3-1950	Addl. Production achieved as verified by Collectors
	(In lakhs.)	(In lakhs.)	(Tons.)	(Tons.)
1. Agricultural Schemes ...	22.04	25.84	1,57,000	75,505
2. P.W.D. Irrigation Schemes ...	.50	.33	13,000	9,615
3. Revenue Department's Schemes ...	.22	.18	11,000	12,680
Total ...	22.76	26.35	1,81,000	98,800

FAVOURABLE FACTORS

As the object of the Government is to obtain maximum results with the available resources in money, material and personnel, works and supplies have been concentrated in the most favourable areas, viz., deltas and other tracts with assured irrigation. Chemical fertilisers can best be used only under fully irrigated conditions. A drive for the application of such manure supported by interest-free loans at Rs. 25 per acre subject to a maximum of Rs. 200 per ryot was therefore organised in 1950 in the districts of East Godavari, West Godavari, Krishna, Guntur, Nellore, South Arcot, Tiruchirappalli, Tanjore, Madurai and Tirunelveli. A total of over Rs. 64 lakhs has been disbursed so far, and about 28,000 tons of ammonium sulphate and 7,000 tons of super phosphate has been used up in these districts since April 1, 1950. Most of the P.W.D. Irrigation Schemes lie in these deltaic districts.

Similarly, the Government have sanctioned in 1950-51 the sinking of 101 artesian wells each capable of irrigating 50 acres, in South Arcot District where there is an assured underground water supply. The Department of Industries has concentrated its drilling rigs and appointed its experienced staff to

execute the work in this tract. The Tank Improvement Scheme too is mainly confined to the former zamindari areas where owing to long neglect to maintain such sources, a definite return in grain may be expected from the outlay. It will also be necessary to restrict the Well Subsidy Scheme hereafter to tracts where the water table is high. The distribution of pumpsets too has necessarily to be made in areas with perennial water supply.

Under this Three-Year Plan, publicity and 'Extension Service' work have been given a start which should rapidly develop and help to spread better cultural practices among the ryots. Twenty-seven honorary propagandists have started work in the deltaic districts and more recently a model farm per taluk has been sanctioned to demonstrate the Agricultural Department's ideas systematically under the ryots' field conditions. Village co-operatives or multi-purpose societies are also being organised in every village in the seven districts of East Godavari, Guntur, Nellore, Madurai, Tirunelveli, Coimbatore and South Kanara to associate the cultivating ryot more closely with the State's food plan. So far, multi-purpose activities have been started in 2,627 societies in these seven districts together.

MADRAS

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TARGETS LAID DOWN

The following targets of expenditure and additional production have been laid down for the years 1950-51 and 1951-52:

The latest monthly progress reports shows a verified production of 10,000 tons of rice against the target of 5.59 lakhs. As the paddy harvests are just commencing in most districts and will be in full swing only in January, more heartening figures will not be available till after January.

1950-51

		Estimated addl. production (in lakhs.)	Gross Expendi- ture (in crores)	Net Cost (crores)
		Tons.	Rs.	Rs.
1. Agricultural Schemes	...	4.54	10.26	1.15
2. P.W.D. Irrigation Schemes	...	.36	1.03	1.03
3. Revenue Department's				
(a) Wells Scheme	...	.33	.94	.94
(b) Tank Improvement Scheme	...	.36	1.11	1.11
Total	...	5.59	13.34	4.23
4. Fisheries Programme	...	84,000 Tons	31 lakhs	18 lakhs

1951-52

		In lakhs Tons.	In crores Rs.	In crores Rs.
1. Agricultural Schemes	...	5.01	9.92	1.40
2. P.W.D. Irrigation Schemes	...	.64	1.54	1.54
3. Revenue Department's				
(a) Wells Scheme	...	.42	.41	.41
(b) Tank Improvement Scheme	...	.74	1.82	1.82
Total	...	6.81	13.69	5.17

4. Fisheries Programme :

As in 1950-51

MADRAS

The results of the Campaign have not been so far as spectacular as we would have wished, but this is due to the large extent to the failure of the monsoon for four years in succession. We can only console ourselves with the thought that the overall

food situation might easily have been much worse had it not been for the sustained efforts of the Government to increase production notwithstanding heavy odds.



Look at this picture and that:

Fertilizers increase soil fertility and result in more production. Picture at left shows an unmanured plot



Picture at right shows a manured plot, with luxurious growth

Progress of Food Production Schemes

By

Sri R. M. SUNDARAM I.C.S., *Director of Agriculture*

The importance of Agriculture was more realised during the war. Over 70 per cent of the population in our State is mainly engaged in agriculture but yet we do not produce sufficient foodgrains to meet our requirements. The main reason is that we have more people to feed. Our population which was 44 millions in 1931 has increased to 49 millions in 1941 and at present it is estimated at about 54 millions. Our State has an area of 125,000 square miles or 80 million acres. About 41 million acres are under agricultural holdings, i.e., about 50 per cent of the total area is farmed. The cultivable waste together with fallows is about 21 million acres; forests and areas not available for cultivation come to 27 million acres. Therefore there cannot be appreciable expansion of cultivation.

In pre-war years, our deficit was covered by imports from Burma, Siam and Indo-China totalling 4,00,000 tons, supplemented by imports from Bengal and Orissa. The food that we need normally is estimated at 8.6 million tons. In a normal season we produce about 4.9 million tons rice and 2.7 million tons millets. The production of foodgrains has to be increased, and should be related to the increase in population and consumption.

In 1946, the Government of India, with a view to continue the intensive drive for increasing food production by short-term schemes, called for a five-year plan of food production for the years 1947-48 to 1951-52. A plan was accordingly prepared to cover the five-year period with a target of 6.5 lakh tons of rice. While this plan was in operation it was decided to operate it in conformity with the decision of the Government of India not to import foodgrains after 1951.

A two-year plan of intensive cultivation schemes for the years 1949-50 and 1950-51 was formulated.

This plan was modified into a three-year plan of intensive cultivation schemes with a view to attaining self-sufficiency by 1951-52 and is in progress. A

five-year plan under National Planning has been prepared for the period 1951-52 to 1955-56.

In the three-year plan now in operation definite targets have been fixed to be reached by the end of 1951-52, viz., 5.4 lakh tons of foodgrains, rice and millets. The break-up of the targets for the three years is as follows:—

	Additional production of food-grains estimated,
1949-50	1,64,582 tons
1950-51	3,91,719 ..
1951-52	5,44,371 ..

AGRICULTURAL SCHEMES

The main agricultural schemes are:

(i) Distribution of oil engines and electric motor pumpsets for lift irrigation at (a) controlled rates, (b) on hire purchase system, and (c) on hire at concessional rates.

(ii) Reclamation of waste lands by the use of tractors at concessional rate.

(iii) Formation of bunds along the contour in uneven dry lands to prevent soil erosion and conservation of moisture with the ultimate object of increasing the yield of rainfed crops.

(iv) Distribution of fertilisers: (a) Sulphate of Ammonia at cost price, and (b) Phosphatic fertilisers at half rates

(v) Subsidising preparation of compost from waste materials like grasses, dried leaves, weeds, stubbles of crops.

(vi) Distribution of improved seeds of paddy, millets and pulses.

(vii) Distribution of green manure seeds.

(viii) Control of insect pests and fungoid diseases.

(ix) Miscellaneous methods: (a) Extension service—Honorary propagandists; (b) Sale of seed on commission basis by selected seed farm ryots; (c) Exchange of improved seeds; (d) Crop competition; (e) Model Farming; and (f) Granting loans, free of interest for purchase of seed and manure.

IRRIGATION AIDS

In the last two years 298 oil engine pumpsets have been acquired and most of these are at work in the districts. Efforts made during the last three years to help farmers to maximise food production under well irrigation have resulted in a keen demand for engine driven pumpsets. This demand is augmented by the well subsidy schemes. The yield and capacity of old wells have been increased and several new wells have been sunk. The number of oil engines in operation in 1946 has been doubled. This scheme apart from its assured production has a protective bearing in that it saves large areas of irrigated crops in periods of drought or failure of rains. In 1950-51 it is proposed to purchase 350 additional units for hiring out to ryots, and add 250 fresh units in 1951-52.

The demand for electric motors is also increasing. In 1950-51, it is proposed to distribute 1,000 oil

engine pumpsets and 500 electric motors with pipes and fittings. It is also programmed to supply 3,000 electric motor pumpsets in 1950-51 and 1951-52 through trade channels and distribute the requisite pipe fittings.

Reclamation of waste and fallow lands to increase the area under cultivation by tractors is becoming very popular. Two hundred and thirty-two tractors are at work in the several districts. Thirty-eight additional units will be added to this number this year and it is estimated that an area of 9,000 acres will be benefitted.

The supply of fertilisers has increased enormously. The annual offtake is one lakh tons of sulphate of ammonia and in the current year 120,000 tons are under distribution. Ryots have become fertiliser-minded and the demand is increasing steadily. A scheme of intensive distribution of sulphate of ammonia was in operation in nine delta districts for first crop paddy this year.

A subsidised scheme of Rural Compost is in operation and for farm wastes composted and applied for food crops a subsidy of one rupee per ton is paid. Last year 40,441 tons were applied and this year's target is 96,720 tons.

ADDITIONAL PRODUCTION

The additional production estimated to have been achieved in the last three years is as follows:—

	1947-48	1948-49	1949-50	1950-51 upto 31-10-50.
(i) Tractor cultivation	2000	8000	14578	5194
(ii) Electric motor pumpsets			5992	310
(a) Oil Engine Pumpsets—let out on hire	12000	15000	896	1444
(b) C.A.E.S. (Hire purchase)	—	—	951	1762
(iii) Distribution of superphosphate	—	—	13508	5442
(iv) —do— sulphate of ammonia	88000	105000	119904	67238
(v) —do— groundnut cake	108000	108000	discontinued	
(vi) Rural Compost	3000	1000	1011	579
(vii) Distribution of Paddy seed	55000	72000	15254	8562
(viii) —do— Millets	—	—	340	503
(ix) —do— Pulses	—	—	—	4
(x) —do— Green manure	20000	28000	9488	1597
Total tons	3,00,000	3,39,000	181922	92635



Tractor ploughing yields ten per cent more food

IMPROVED SEEDS SUPPLIED

Multiplication and distribution of improved seeds of paddy and millets is given a high place in the food production schemes. The quantities of improved seed distributed is as follows:—

	Paddy (tons)	Millet (tons)
1947-48	9,031	101
1948-49	7,934	84
1949-50	6,109	104

For distribution in interior villages a scheme of sale on commission basis by selected ryots and a scheme of exchange of improved seeds for local are put into operation this year in some selected districts.

Seeds of various green manure crops are distributed every year as follows:—

1947-48	1,151 tons
1948-49	2,154 „
1949-50	945 „

MISCELLANEOUS SCHEMES

(a) *Honorary Propagandists*:—The Government have recently sanctioned a scheme for employing non-official propagandists—long-standing clients of the Department—to do propaganda within a specified

jurisdiction. The non-official propagandists will be paid an honorarium of Rs. 50 per month and will be given the help of a Maistry to assist them in their work. They are expected to lay out ocular demonstration plots in the cultivator's holdings to convince the benefits of adopting scientific methods, organise village agricultural associations and conduct exhibitions. The Scheme is under trial in a few select districts.

(b) *Sale of seed on commission basis*:—The Agricultural Department have a sales depot at the headquarters of each taluk. In order to cater to the requirements of ryots in interior and out of the way villages a scheme has been sanctioned for distribution of improved seeds by selected seed farm ryots. They will be paid a commission of one rupee for selling 100 lb. of seed in return for the services rendered. The scheme is under trial in a few selected districts.

(c) *Exchange of improved seed*:—The Government are aware that many tenant farmers and owner cultivators on small scale find it difficult to pay cash for purchasing improved seeds evolved by the Department though they are aware of the increase in yield obtained from them. A scheme has been sanctioned to remove this defect. Poor ryots can get their seed without payment of any additional sum. The scheme is under trial in a few selected districts.

(d) *Model farms*:—In each taluk one long-standing client of the Department will be selected and given some subsidy to adopt improvements recommended by the Department and make his farm as a model one to be copied by others.

(e) *Crop Yield Competition*:—As an incentive to put forth best effort to increase the yield, a crop competition scheme has been instituted in the case of long duration paddy crop. Attractive prizes have been offered at State, Regional, District and Taluk levels.



OUR FISHERIES

By

Sri K. N. ANANTARAMAN, I.C.S., *Director of Fisheries*

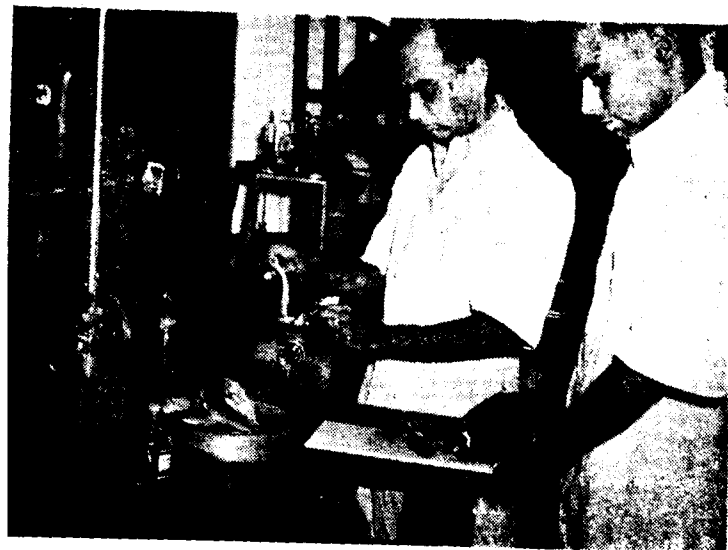
AID TO FISHING FOLK

Almost all the fishing villages are situated in out of the way places. From the inception of the Department, great attention has been paid to the education of children in fishing villages. Over 60 schools providing educational facilities for 10,000 children are run by the Department. A sum of Rs. 3½ lakhs is spent annually on these schools. The aim of the Department is not merely to make the children literate but to make them better fishermen. The education imparted in the school has a special bias towards subjects connected with fisheries like net-making, boat-building, oceanography, nature study of fishes and preservation of fish.

The Department, with the help of the Co-operative Department, has also fostered the co-operative movement which has progressed remarkably. There are over 150 societies with 20,000 members. The aim of the Department in developing the co-operative movement among the fishermen is to rescue the fishermen from the clutches of the middle-men who are now lending them money, collecting exorbitant rates of interest, taking away their catches at prices fixed by themselves and monopolising the fish trade. During the last few years great impetus have been given both to education and to the co-operative movement by the introduction of Prohibition.

It will not be out of place to mention the special value of fish in the diet. Nine-tenths of the people take fish. The diet of the people in this predominantly rice consuming State is deficient in many respects. Fish, as protein food, is unsurpassed even by meat. Besides, fish contains Vitamins A, B and D and several other minerals in addition to proteins. It also contains glycogen, phosphorus, calcium and iron. Fish can supply all the deficiencies in the rice diet.





Testing of mackerel

REORGANISATION

As a preliminary step towards the greater development and reorganisation of the Department, retrenchment of some posts was started just after the attainment of freedom. This was effected chiefly by combining suitably the functions of different posts without in any way impairing the efficiency. The expenditure was reduced from Rs. 31 to 25 lakhs. The Department was then completely reorganised on regional basis. Formerly the posts were broadly classified under two main categories, viz. Marine and Inland. Formerly there were three administrative officers to look after the inland fisheries, three special officers to look after deep sea fishing work and a few technical officers to look after the inland and marine research work. According to this system, there was considerable overlapping of jurisdiction as the officers having headquarters at distant places had to travel far and wide, visiting frequently the headquarters of other administrative Assistant Directors.

Further, the poor fishermen found it extremely difficult to find out the offices concerned to approach for their multifarious requirements like supply of yarn, supply of fish seed, etc., etc. So it was decided to reorganise the Department and appoint one officer for a particular region, to be in charge of all branches of activities. The Retrenchment and the Reorganisation Committee also recommended the proposals which were sanctioned by Government and given effect to from 1st July 1949. It is working quite satisfactorily now.

DEVELOPING FISHERIES

After effecting retrenchment and reorganisation, Government sanctioned six important schemes for developing the fisheries of the State. The first scheme called the Intensive Seed Collection and Distribution Scheme was sanctioned to develop the vast resources of the inland waters. There are 8,50,000 acres of inland water spread including estuaries and backwaters. Of these more than six lakhs of acres are freshwater tanks and lakes. More than 90 per cent of them are fit for pisciculture. It has been found that an acre of water can yield up to 1,000 lbs. of good fish. Some of the demonstration ponds maintained by the Department are yielding more. The waters have to be stocked with fingerlings of quick-growing species in the beginning of the season. Harvesting can be commenced six months after the stocking. These fingerlings can be collected in lakhs in most of the rivers and estuaries.

The scheme provides for adequate staff to collect the fingerlings, and equipment like tin carriers and motor vans for transporting them to various tanks for stocking. Provision has been made in the scheme for stocking 50,000 acres which are expected to yield an increased quantity of 10,000 tons of fish, valued at a crore of rupees. Each fingerling grows to about 1-2 lbs. in a few months. The work of collecting the fingerlings is in full swing. Nearly 75 lakhs of fingerlings have been collected. Collection is going out at the rate of 3 lakhs of fingerlings a day. Stocking work is also going on side by side with collection.

The Mettur Reservoir which has an area of 40,000 acres and an average depth of 50 feet contains very rich fisheries which have been developed by careful conservation and stocking during the last ten years. A pilot scheme for exploiting a small fraction of the fisheries (about 1/100) has been sanctioned by Government. About 1,500 lbs. of fish are taken out every day.

Of all the items of food, fish is one that goes bad most quickly. A considerable quantity can be saved from "spoilage" if quick transport facilities are provided. Special motor vans with seating accommodation for 24 persons and arrangement to keep over 80 maunds of fish are now run under departmental supervision. Only a nominal fee is charged by the Department. Fishermen are also taken back to their villages, after they finish their work in the markets.

SALT SUBSIDY SCHEME

From the beginning special arrangements to preserve fish scientifically by curing it with salt under hygienic conditions have been made. The curing is done under the close supervision of departmental officers in special sheds within salt curing yards. Good salt at concessional rates was also supplied. After the abolition of the duty on salt the price of salt in the open bazaar was either equal to or less than the price of salt that was issued from our fish curing yards. So much so the fishermen had no attraction to come to the fish curing yards where they had to cure fish on hygienic lines. Further, the fishermen had to incur much loss in the trade and so they had no impetus to go out for fishing, as they used to do before. So it was found extremely necessary to reduce the issue of price of salt in the fish curing yards by granting a subsidy by the Government, with a view to increase the fish food supply.

The Government were therefore pleased to sanction the scheme and now there is a great rush for increased supply of salt in the yards, consequent to the increased catches of fish. As a matter of fact, the Department estimated to supply 90,000 maunds of salt this year to the West Coast fish curing yards, based on the figures of consumption of salt of the fish curing yards of the last two years. Within a month after the granting of the concession, viz., reducing the issue price of salt from Rs. 2-8-0 to Rs. 1-4-0 per maund, an additional quantity of 3½ lakhs of maunds of salt had to be supplied to the West Coast fish curing yards alone. The fishermen feel very grateful to the Government for this present concession.

ESSENTIAL ARTICLES SUPPLIED

As a result of the second World War, there was a great difficulty in procuring logs for catamarans, timbers for boat building, sail cloth, and yarn for making nets. This seriously affected the fishing profession and the production. So the Government sanctioned a scheme to procure and supply all these essential articles to the genuine fishermen through co-operative societies and depot keepers appointed by the Government, at 75 per cent of the cost price. This scheme will go a long way to enable the fisher-



Fishes caught at the Mettur Reservoir indicate a typical day's haul, the landings of one unit

men to rebuild their catamarans and boats and repair and remake the tackles, viz., nets and lines and increase production.

A scheme for exploring the possibilities of fishing with power craft has also been sanctioned. A provision to construct six boats at Rs. 3,000 each and installation of diesel engines costing Rs. 3,000 each has been made. Such boats are within the buying capacity of some of the richer fishermen and many of the fishermen co-operative societies. The catches are almost six times than those obtained by using ordinary catamarans. The scheme has great potentialities as increase in the range of exploitation will naturally increase the catches.

Probably the greatest single measure taken for the uplift of the fishermen is the introduction of Prohibition. This has brought happiness to thousands of homes. Had it not been for this phenomenal rise in prices of essential commodities, the introduction of Prohibition would also have been reflected in better economic conditions. This improvement is however bound to come when the prices come down to a reasonable level.

ANIMAL HUSBANDRY

By

Sri V. R. RAJAGOPALAN, *Director of Animal Husbandry*

In no country in the world are cattle of more importance than they are in India. Of the several breeds native to this State, the Ongole, the Kangayam and the Hallikar have long been well known in and outside India. The Livestock strength of this State with its 23 million cattle, ten million sheep and outside India. The livestock strength of this cattle are generally mongrels or of nondescript breed. Hence the problem of grading up is gigantic.

It is the business of the Animal Husbandry Department to bring about this improvement. But cattle improvement is a slow process yielding neither quick nor spectacular results. Another function of this Department is to protect the livestock against the ravages of contagious diseases and to treat them for non-contagious diseases.

The administration of the Department is in the hands of the Director who has the assistance of a Joint Director, appointed in 1947, to deal primarily with the problems of livestock. Since 1946 each district has a District Veterinary Officer to supervise and carry out the departmental programme of work. The Budget allotment during 1950-51 is Rs. 47.15 lakhs compared to Rs. 23.64 lakhs during 1945-46.

VETERINARY EDUCATION

The technical personnel required for the Department are trained at the Madras Veterinary College.



Established in 1903, the College has developed into a first rate institution in India, now coaching to the B.V.Sc., degree with a course of study of four years and one term. Scholarships valued at Rs. 30 each per mensem is granted to about 30 students in each class. Since 1945 admission has been maintained at 80 inclusive of ten seats for non-State students. The levy of capitation fee of Rs. 540 per mensem from non-State students was abolished from 1950-51.

In addition, a short course of two years duration, qualifying for appointment as Veterinary and Livestock Inspector was introduced in 1948-49. These trainees are posted to districts to relieve the Veterinary Assistant Surgeons of routine work.

The College building designed to take in 40 students, for a three-year course, was found inadequate to accommodate the increased number of students. Although the construction of additional blocks costing Rs. 17.52 lakhs has been deferred, improvements by way of additions and alterations to the extent of Rs. 2.85 lakhs were sanctioned in 1948-49, inclusive of an additional hostel to accommodate 90 students. A hostel for students at Livestock Research Station, Hosur, costing Rs. 1.70 lakhs has also been sanctioned.

LIVESTOCK FARMS

Prior to 1946-47 this State had only two Livestock Farms, one at Lam near Guntur for the Ongoles and Buffaloes and the other at Hosur in Salem District for the breeds of Kangayam, Hallikar and Sindhi. They serve as demonstration farms, where, by selective breeding and management better strains are evolved and from where bulls are issued to districts for grading up local cattle. The two farms were found inadequate to serve the needs of the State and the policy was accepted to open a cattle farm in each or group of districts. In pursuance of this programme two were opened in 1948-49. The one at Visakhapatnam, with about 500 Murrah and Jaffarabadi buffaloes, is being run as a Commercial dairy and is well equipped with the latest machinery for pasteurisation, processing and storage of milk. During 1949-50 the Dairy produced five lakhs pounds of milk of which 3.6 lakhs pounds were sold as fluid milk. Dairying on such a large scale as a self-contained unit in this State is an achievement.

The other farm opened at a cost of Rs. 3.36 lakhs at Kurukuppi in Bellary District maintains a herd of Hallikar cattle, a breed suitable for the tract. In addition, a flock of Bellary sheep is maintained to evolve a strain of sheep white in colour and yielding a finer fleece. This district is the largest sheep-rearing tract in this State and is well known for its woollen industry.

The opening of a cattle farm in each of the districts of Malabar and South Kanara was sanctioned towards the end of 1949-50. Preliminary work of construction of buildings, layout, etc., is in progress. Breeds suitable for these districts will be stocked on these farms.

In order to maintain a larger herd of Ongole cattle, an area of 128 acres was acquired for the Livestock Research Station, Lam, in 1946-47 and to accommodate more cattle additional cattle sheds are under construction. The cost of this is estimated at Rs. 2.73 lakhs. In addition, the farm at Chintaladevi (Nellore District) was taken over on 1st April 1949 to serve as a feeder farm to the Livestock Research Station, Lam, for maintenance of dry stock.

The number of pure bred bulls in the different breeds issued from the farms increased from 54 in 1945-46 to 107 in 1949-50.

SALVAGE OF DRY COWS

The scheme to provide a home for the milch cows in the City during their dry period, introduced

A grand specimen of buffalo bred in Andhra Desa



MADRAS



Bikaner rams at the Hosur Cattle Farm

in 1844-45 has become popular. The number admitted has increased from 80 in 1945-46 to 226 in 1949-50. During the five year period ending with 31st March 1950, 725 cows were returned to the owners after calving. Permanent buildings for the staff and animals costing Rs. 1.65 lakhs have been sanctioned.

In order to extend the usefulness of good bulls, which are in short supply, to a greater extent, a centre to artificially inseminate the cows was opened at the Madras Veterinary College during 1948-49. The results so far achieved are encouraging. Cows and she-buffaloes were artificially inseminated, 240 in 1948-49 and 706 in 1949-50. Two more centres at Coimbatore and Guntur were opened at the end of 1949-50. A mobile van has also been provided to the Madras centre to facilitate the work in the City.

IMPROVEMENT OF CATTLE

The grant for the purchase and distribution of male breeding stock was increased from Rs. 20,000 to Rs. 2 lakhs in 1948-49. During the two years ending 31st March 1950, 291 bulls were distributed.

Breeders owning not less than 25 cows of any approved breed are granted loans repayable in ten years, and subsidy on the basis of the calves born at Rs. 60 each upto a maximum of Rs. 2,000 for any one breeder, from 1950-51. A provision of Rs. 50,000 has been made in the current year for this purpose. A subsidy of Rs. 15,000 for 1950-51 in return for

concessional sale of pedigree bulls has been sanctioned to the Patagar of Palayakottai, in Coimbatore District, whose farm is well known for its Kangayam breed of cattle.

Improvement of livestock is possible only through better breeding with bulls of approved quality and elimination of the scrub bulls. The Livestock Improvement Act, 1940, providing for compulsory castration and licensing of bulls previously in force in three taluks, has been extended to Palni and Dindigul Taluks of Madurai District.

The ultimate aim is to ensure that every cattle in the State has a pedigree and belongs to one or the other of the standard breeds. This will be accomplished by the establishment of a sufficient number of key villages or breeding pockets. A beginning has been made during 1950-51 in four firkas.

As an encouragement to the breeding and rearing of better cattle in the villages, the number of cattle-shows and the prize money provided for each show were increased from 60 to 70 and Rs. 150 to Rs. 200 respectively during 1947-48. Since 1948-49 a sum of Rs. 1,000 has been placed at the disposal of the Director for the award of grants to cattle shows organised by non-official agencies.

SHEEP AND GOATS

In this State there are Sheep and Goats numbering about 16 million and they are of great economic importance. Improvement for the production of milk, meat and wool had not received adequate attention in the past. Hence in 1947 a Sheep and Goat Development Officer was appointed to formulate measures for their improvement. During the two years ending with 31st March 1950, 93 rams and 50 Malabar bucks were distributed for grading up the sheep and goats respectively.

A sheep farm to salvage the white woolly sheep of the Nilgiris which have been declining in numbers to the point of extinction was opened in the Wenlock Downs near Ootacamund in March 1949. The farm covers an area of 600 acres. On 1st April 1950 this farm had a flock of 82 consisting of six rams, 48 ewes and 28 lambs. The target is to build up a flock of 200 ewes and to improve the breed qualitatively and quantitatively by selective breeding. It is proposed to grade up the promising stock with suitable exotic rams.

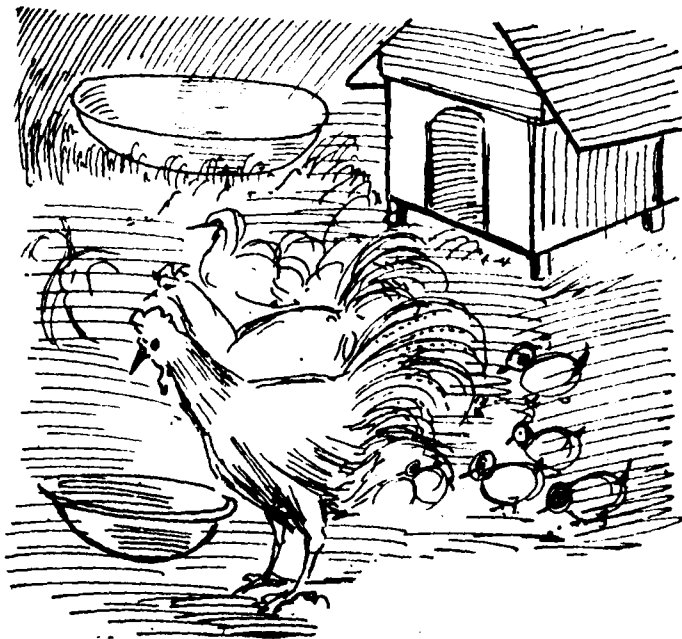
POULTRY DEVELOPMENT

Poultry keeping as a cottage industry is a remunerative side line. The exotic breeds have become popular throughout the State by their introduction through the Government Livestock and Agricultural Stations. There was only one farm exclusively for poultry though small flocks were reared in the Livestock Research Stations and in some of the Veterinary Institutions to meet the demand for birds and eggs. Hence three Poultry Farms in Cuddapah, Chittoor and Cannanore (Malabar) were opened in 1948-49.

During 1949-50, the Departmental farms and units sold 1,700 birds for breeding and 17,000 eggs for hatching to the public. Financial assistance is also granted to private agencies for poultry improvement work. A Poultry Development Officer is in charge of all poultry development work in the State.

DISEASES OF LIVESTOCK

Although a Veterinary Assistant Surgeon for every 25,000 head of cattle has been considered necessary to provide adequate veterinary aid, the immediate programme is to have at least one Veterinary Institution and Touring Billet in each taluk. There were 136 Veterinary Institutions and 165 Touring Billets in 1946-47. Since then eight Veterinary Institutions were opened or taken over and two new billets were also opened. Financial assistance to the Corporation of Madras was sanctioned for the maintenance of three institutions opened by it in 1948-49.



In order to provide Veterinary aid to a greater extent with the existing staff Government sanctioned the conversion of Touring Billets into Minor Veterinary Dispensaries in 1950 and 88 Minor Veterinary Dispensaries have been opened. In addition commencing from 1947-48, 52 Stockmen-compounders and 50 Veterinary and Livestock Inspectors have been posted to assist the Touring Veterinary Assistant Surgeons in their work. The total number of cases treated in the departmental institutions has increased from 3,19,957 in 1945-46 to 3,52,898 during 1949-50.

The control and eradication of contagious diseases of cattle is a problem of great magnitude rendered difficult by a vastness of the area, lack of communications and means of transport, general apathy of the public and paucity of trained personnel. In 1949 four mobile vans were sanctioned to facilitate in combating the major contagious diseases on an intensive scale. The campaign was started against Rinderpest in Visakhapatnam District where the disease has been endemic for the past 30 years. The unit visited 1,471 villages and protected 1,50,000 cattle in six months.

The spread of the contagious diseases is arrested by application of the Cattle Diseases Act and the Rinderpest Act whereby movement of animals is checked to facilitate vaccination. During the year 1949-50, 11.29 lakhs of cattle were protected against the major contagious diseases. The diseases of live stock are investigated by three Special Officers, specially trained in the branch, viz., Veterinary Investigation Officer for diseases of cattle and bigger animals, and two Assistant Disease Investigation Officers for the diseases of sheep and goats and poultry respectively. To facilitate the work in the field a mobile laboratory has been provided for these officers. The study of the life cycle of certain Helminths affecting cattle is in progress by a Research Officer.

SERA AND VACCINES

Most of the Sera and Vaccines required for departmental use are produced at the Veterinary Biological and Research Institute, Ranipet. The site measuring 56 acres and buildings for the Institute were acquired in 1948 at a cost of Rs. 3.36 lakhs.



Preparing Anti-Rinderpest serum at Ranipet

Additional equipment, alterations, etc., costing Rs. 70,000 have been sanctioned to facilitate work. It is proposed to take up the production of other products and to make the institute a centre for research also.

The production of Ranikhet disease vaccine started at the Madras Veterinary College in 1946-47 promises to be of immense help to the poultry industry. The Ranikhet disease, the greatest scourge causing heavy mortality among poultry, can be prevented by timely vaccination. During 1949-50, 1.52 lakh of birds were protected throughout the State. The fragile nature of the vaccine requires its storage in a refrigerator and the installation of ten more refrigerators has been sanctioned.

It will thus be seen that just attention has been paid to livestock which has rightly been acclaimed as the backbone of Indian Agriculture, and which, during the present emergency and at all times should form the source of important supplemental food. Given the co-operation of the public the day will not be far off when we shall acclaim with pride that our goal is reached.



OUR HEALTH POLICY

By DR. T. S. S. RAJAN, *Minister for Health*

Good health, like wholesome food, shelter and clothing, is an essential requirement for Man's preservation and progress. During the British rule in India, some steps were taken for the maintenance and improvement of public health, and facilities were provided for medical relief. Full credit should be given to the then rulers of the country for the foundations they had laid for the preservation of public health and the relief of the sick and suffering. British personnel, however, lived in insular isolation, generally in certain towns which they evidently considered to be key centres. Their efforts in the field of public health and medical relief tended, therefore, to be rather not well distributed over the entire area. The State then being more a law-and-order State, comparatively up-to-date facilities for the treatment of diseases and their prevention were to be found only in the capital of the State and in the larger and, from the British point of view, the more important district headquarters towns, and in areas in which comparatively larger numbers of them resided. Towards the end of British rule in India, and in keeping with world trends, plans were drawn up by them, for implementation after the War, to improve the public health of the State and to provide medical relief facilities in every part of it, including rural areas.

With the achievement of independence, and the transformation of the State into a Welfare State, governed by the representatives of the people themselves, the health of the nation and the treatment of disease throughout the State became matters of fundamental importance, common to the Government and the people. The Popular Government which had assumed the reins of office revised the post-war plans to suit the requirements of a free, independent Welfare State, and in keeping with the genius of the people, and proceeded to implement them gradually, despite the handicaps presented by the lack of finance, trained and technical personnel and essential equipment and material. In particular, the importance of encouraging and developing

the indigenous systems of medicine along scientific lines, was given due weight. After the usual transitional period, a definite policy was contemplated and, in the ensuing years of the new era of freedom, it was given proper shape; the requirements were reviewed in the proper perspective, and a clear-cut programme has been settled, and is now being executed, with due regard to the need for economy in the present monetary conditions which are not peculiar to India.

AIMS AND OBJECTS

To put it briefly, the definite general policy and programme that has finally taken shape and is being implemented in the field of health, is to secure that the future citizens of this State are born healthy and strong, and all citizens protected against disease and assisted to preserve and improve their health, through preventive measures and through treatment and cure of their ailments. The Government's objective is to establish measures which would help prevent attacks of diseases and ravages of epidemics, and to provide within easy reach of every section of the population, medical relief facilities, under whatever system of medicine is required or needed or possible.

Like every general policy and programme, the Health policy and programme contemplates an advance and progress in several directions. But in the nature of things, advance cannot be uniform in every direction, all at once. The pace of progress in any particular line is governed by the stage or condition of the sub-field of activity concerned, and by certain prerequisites which have to be attended to first, before an advance can be made. For instance, there is no point in building and equipping new hospitals, without first providing for the doctors to work in them. Dealing as they have to with the life of the people, the training of doctors has necessarily to be long and thorough. We cannot afford, in a Welfare State, to lower standards and be content with what is not the best we can, and ought to, obtain. A system of priorities had therefore to be evolved, and progress has had to be regulated in accordance with the execution of priority schemes. Priorities do not mean, however, that one aspect or one requirement should be pursued exclusively ignoring the others. Things which have to be done first have to be taken up first, and completed with considerable speed and expedition, at the same time a little slower progress being

made in other directions. Finance has been a limiting factor and progress has had to be regulated also with reference to the funds available.

PERSONNEL AND INSTITUTIONS

The Government have, therefore, made a realistic approach to the problem and taken up first, as special priority items, some of the schemes for increasing the numbers of doctors, nurses and other trained medical and public health personnel. The importance of adding to the strength of personnel trained in the administration of medical relief under the indigenous systems, has not been ignored. Arrangements have been made for turning out a larger number of L.I.Ms. and a new course in the Indigenous systems, of the degree standard, has been started. Before additional medical relief facilities are provided, especially in the rural areas, it will be necessary to increase the output of doctors still further. Schemes for new medical colleges have therefore been formulated and will be implemented as quickly as financial conditions permit. Schemes for training larger number of midwives have also been drawn up.

Simultaneously, a modest programme of improving, enlarging or rebuilding certain existing district and taluk headquarters hospitals, and the opening of primary health centres in the rural areas, has been put into operation; but better and more rapid progress in this direction can be contemplated only after adequate provision has been completed for increasing the numbers of doctors. In the meantime, a number of reforms designed to secure the better equipment and administration of existing institutions are being made. Government's interim programme includes also the training of village vaidyas, who have an intimate knowledge of the people in their areas and are consequently in a good position to deal with their minor ailments, often due to their social conditions. To extend free medical treatment to the people who cannot afford to pay, the limit of income for such free treatment has been recently raised from Rs. 50 to Rs. 100, although this involves considerable expenditure.

Every hospital is popular and over-crowded, and Government by themselves cannot possibly manage to expand facilities for treatment, without the assistance of philanthropic gentlemen and ladies. Fortunately, several noble-minded persons and bodies have been coming forward to construct

and donate new wards or additional equipment in hospitals, and every facility is being given to them to be of service to suffering humanity.

PROTECTED WATER SUPPLY

Prevention is undoubtedly better than cure and where a preventive measure is also a fundamental requirement, it has to be dealt with first. The people of this State are frequently subject to attacks of water-borne diseases and several areas have no satisfactory supplies of drinking water, leave alone protected water supplies. Intensive five-year programmes are now being implemented for the provision of protected water supply in both urban and rural areas, schemes being taken up in order of priority, dictated by the health and other conditions of the areas concerned. Government's policy is to provide water supply in all rural areas in ten years, the cost being met from a special fund, which enables schemes to be taken up without being subject to budgetary variations. So far as municipal areas are concerned, the policy in the past was to limit Government assistance, to bearing from State funds not more than half



the cost of providing water-supply. This meant that only the areas which were well off were able to provide water supply with the help of Government grants, while the others could not think of such provision.

Government have, therefore, altered their policy and have provided for the Municipality finding only what it can by borrowing on the strength of increased income through raising taxation on property to a reasonable level, the entire balance of the cost of provision of water supply, even if it were to exceed half or three-fourths the total bill, being found by Government themselves. The first five-year plan of provision of water supply in Municipal areas forming part of a 20-year plan for such purpose in all such areas is being implemented on this basis and in many of the cases Government are finding well over half the cost and in some cases practically the entire cost. The programme also includes the provision of scientific drainage in municipal areas, on a priority basis with reference to public health conditions.

COMBATING EPIDEMICS

A new departure, recently effected in regard to the combating of epidemics, is the initiation of preventive measures, including disinfection of sources of infection and preventive inoculations, well in advance of an actual outbreak of the epidemic, anticipated on the basis of seasonal conditions and past experience of epidemics in the area. It is too soon to gauge the effects of this new policy but there is every reason to hope that it will prove effective.

In the field of preventive health, a new drive has been initiated to improve environmental sanitation, prevent adulteration of foodstuffs, enforce adequate standards of cleanliness in eating houses and other places of public resort, with the full co-operation of the people themselves, which fortunately is becoming increasingly available. Provision for health publicity and propaganda is being gradually increased and this is making the people more health conscious and anxious to co-operate with the authorities in preventing and controlling disease.

CONTROL OF SCOURGES

The aspect of prevention and control has, until recently, not been given sufficient weight, com-

pared to facilities for treatment in the case of certain diseases, particularly T.B., leprosy and V.D. Mere treatment of affected cases will be like fighting the products of the dragon's teeth. The policy in this regard has been revised to secure that greater attention is paid to the prevention and control of the diseases through spotting of early cases and their contacts and advising them to seek treatment. It has been decided to make leprosy sanatoria the focal points for the detection, segregation and treatment of infective cases, clinics in hospitals being used to spot infective cases and treat the non-infective or neural type of leprosy.

As regards tuberculosis, B.C.G. vaccination has been claimed to be a preventive but in view of the experience of certain countries, the Government are proceeding cautiously and are closely

watching the results of vaccinations made on a modest scale, before they decide to extend such vaccinations. In the meantime, the objective is to have at least one tuberculosis sanatorium for each district and in pursuance of this policy, several sanatoria have been started by private bodies, assisted financially and otherwise by Government. V.D. is being tackled through clinics in Government hospitals.

With the definite policies and programmes being gradually implemented, despite the acute financial position and the cessation of Central grants for development schemes, and with the co-operation of all sections of the public, the people's Government will do their best to secure that citizens of this State are second to none in the matter of health and well-being.



Health and Medical Relief Facilities

By

Sri T. M. S. MANI I. C. S., *Secretary, Health Department*

In another article, the Hon'ble Minister for Health has indicated that the health policy of the Government is to secure that the future citizens of the State are born healthy and strong, and all citizens protected against disease and assisted to preserve and improve their health, through preventive measures and through treatment and cure of their ailments, in institutions within easy reach of every section of the population. It is proposed, in this article, to survey the progress made in the provision of health and medical relief facilities in pursuance of that policy, from the time India attained independence.

It was found at the outset that it would be impossible to provide public health and medical relief facilities, within easy reach of every section of the population, without adequate numbers of trained medical and ancillary personnel. The output of doctors from our medical colleges was inadequate to cover the wastage in the profession, caused by deaths, retirements, cessations of practice and migration, and also to man new health institutions planned by the Government. The highest priority was therefore given to the training of a large number of citizens in the medical profession, and comprehensive schemes were initiated to expand the Andhra Medical College at Visakhapatnam and the Stanley Medical College at Madras. These two schemes are nearing completion, and, in the meantime, the number of seats available in the two Colleges has been increased. The beginnings of a medical college at Guntur have also been inaugurated and it now trains students in the pre-clinical subjects, the College at Visakhapatnam completing the rest of the courses.

TRAINING OF PERSONNEL

The progress made in the matter of increasing the numbers of medical personnel can be gauged

from the fact that, whereas in 1945-46 the number of seats available annually in the Colleges of Modern Medicine was 252, the present number is 330. Provision for training fifteen Dentists to the degree standard each year has been made for the first time, and a Dental wing of the Medical College is being built and equipped at a cost of Rs. 4 lakhs. The problem of shortage of medical personnel has by no means been solved. It is therefore proposed to start a medical college at Madurai and to make the Guntur Medical College a full-fledged one. In addition, the School of Indigenous Medicine has been enlarged to turn out each year one hundred Licentiate in Indigenous Medicine, and a new five-year course has also been inaugurated to train sixty



persons to the degree standard in Indigenous Medicine, in each batch.

Facilities for training nurses have been gradually enlarged, and provision has been made for training an additional 120 nurses in each batch, bringing the sanctioned strength of nurses under training at a time, to 739. While provision existed for training a definite number of nurses each year, there was no such permanent provision for the training of midwives, with the result that courses of training of midwives were conducted at irregular intervals, under *ad hoc* sanctions. Permanent provision has therefore been made for the training of 153 midwives in each batch, and a new scheme of training 100 more midwives in each course, as a permanent measure, is being considered in connection with the Budget for the next year. Additional courses for training one hundred more Sanitary Inspectors each year have been inaugurated in the Stanley Medical College, to train personnel for service under local bodies.

CARE OF MOTHER AND CHILD

For a nation to produce strong and healthy citizens, very special attention has to be devoted to the care of mothers and children, and maternal and infant mortality has to be brought down. Every encouragement has accordingly been given to the starting and maintenance of Maternity and Child Welfare Centres by local bodies as well as private associations, with the help of liberal non-recurring and recurring grants. When India attained independence, there were 318 Maternity and Child Welfare Centres in the State; the present number is 461. The number of such centres is being added to every year, and schemes for the purpose constitute a regular feature of the annual Health Budget.

These measures, including the provision of a large number of trained midwives and of additional maternity wards in hospitals have probably contributed to the decline in maternal mortality which was in the neighbourhood of eight per thousand births in 1946, to less than six and in infant mortality from 147 to 117 per thousand live births.

DRIVE AGAINST EPIDEMICS

In the field of preventive health, much leeway has been made, although a great deal remains to be done. As is well known, malaria has been a scourge in this State. Additional regional malaria organisa-

tions have been established and malaria surveys of all areas in which the disease is prevalent have been undertaken. As each area is surveyed, specific anti-malaria schemes are drawn up, accepted by the local bodies concerned, and put into operation with the assistance of Government grants. In some cases, e.g., in the Agency areas, Government bear the cost of these operations in full. Anti-filarial work is also being gradually expanded on similar lines, such work having been started for the first time in 1948. The expenditure incurred by Government alone on anti-malaria schemes in 1946-47, amounted to Rs. 9.44 lakhs, and during the current year, the expenditure on both anti-malaria and anti-filaria schemes will be over Rs. 13 lakhs.

Plague has been practically controlled in this State, especially in the Nilgiris, where it was a menace, by the use of D.D.T. and other modern appliances, by a special staff. Smallpox and cholera have always been with us and every effort is being made to combat these diseases by preventive vaccinations and inoculations, in advance of outbreaks of epidemics, which are anticipated with reference to seasonal conditions and experience of the past.

No disease, and especially epidemic diseases, can be combated successfully unless the public themselves co-operate, keep their surroundings clean, live cleanly and take the preventive measures advised by the Public Health staff, which has been considerably strengthened in recent years for the purpose. With an alien Government, possibly the habit of public co-operation was lost. Now that the people have



Nourishing milk for growing children

their own Government, public co-operation is increasingly forthcoming, but much more can be achieved in the fight against disease, if every citizen will realise that carelessness may affect not only himself and his family but every other citizen. Greater attention is therefore being devoted to health publicity and propaganda, to make the people health conscious and to encourage them to co-operate with the Public Health authorities and prevent attacks of diseases. Propaganda vans have been sanctioned, which will also serve as mobile preventive units during the periods of epidemics.

PROBLEM OF POTABLE WATER

Cholera, and other water-borne diseases, can be controlled completely successfully only by the provision of protected water supply in every area of this State. Government are therefore devoting a great deal of attention to water supply, and rural water supply is being provided entirely at the cost of the Government, from out of a special fund of Rs. 1 crore, which is replenished from time to time, as convenient. Special measures have been introduced recently to accelerate the programme and to complete the provision of water supply in rural areas in ten years. The expenditure on rural water supply measures from 1947-48 to the end of 1949-50 was Rs. 1.81 crores, and in the current year alone the expenditure will be Rs. 65 lakhs. For the first time in the history of this State, a single composite scheme to supply drinking water to no fewer than eleven villages, in the Kayalpatnam area of the Tirunelveli District, has been undertaken and work is in progress. The scheme will cost Rs. 37.5 lakhs to instal and Rs. 30,000 per annum to maintain.

A definite five-year plan, beginning with the year 1949-50, of provision of water supply in Municipal areas, forming part of a twenty-year plan to cover all such areas, is also being implemented and provision has been made for an expenditure of Rs. 3.52 crores for the first five-year programme. To facilitate the smooth progress of the schemes, a reserve stock of pipes and fittings to the value of Rs. 10 lakhs is being built up, and orders have also been placed for similar materials, to the tune of Rs. 25 lakhs, for individual schemes under execution or expected to be taken up very shortly. The materials are now coming in, and there has been a definite acceleration in the pace of execution of schemes. In the meantime, the Sanitary Engineering Branch has been reorganised and placed in charge of the Sanitary Engineer, under the control of the Chief Engineer. The State has been divided into five regions and

schemes in each are being dealt with by an Executive Engineer, assisted by two or more Assistant Engineers. The Branch is intended to be the nucleus of a separate Public Health Engineering Department.

In the field of nutrition, a definite step forward has been taken and an intensive experiment is being conducted in three selected areas (the Musiri and Hindupur firkas and the Poonamallee area) to demonstrate through the medium of a mobile van equipped with a kitchen, the methods of cooking food without loss of vitamins and other valuable ingredients, to popularise recipes for substitute and alternative foods, and to make good deficiencies in the diet by the free supply of nutritive items such as vitamins, shark liver oil, skimmed milk, etc. If the scheme proves successful, it is proposed to extend it to other areas. The non-recurring expenditure on this new scheme is Rs. one lakh and the annual recurring cost about Rs. 70,000.

SPECIAL FACILITIES

Diseases do and are likely to take hold of the citizen in spite of the best care and efforts to avoid them. The curative services are then utilised. The advance of civilisation has resulted in Man becoming heir to a vast number of diseases and the treatment of these involve new methods of diagnosis and attention and new equipment therefor. In many of the district and taluk headquarters hospitals, no facilities were available for the treatment of certain special diseases which affect certain organs of the human



X-ray therapy for Cancer cases

system, e.g., diseases of the eye, ear, nose, throat and teeth, venereal diseases, tuberculosis and leprosy. It will obviously be difficult, if not impossible, for persons living in the interior areas to go all the way to the nearest properly equipped district headquarters hospital, or to the Capital of the State, for the specialised treatment necessary to deal with their ailments.

The Government have, therefore, taken steps to provide such special facilities in every district headquarters hospital to start with, and later in every taluk headquarters hospital. As a first step in the implementation of this programme, practically every district headquarters hospital is now provided with diagnostic X-ray apparatus and with clinics in some of the specialities, e.g., tuberculosis, venereal diseases and ear, nose and throat. Some of the existing district headquarters hospitals, e.g., those in Tiruchirappalli, Kozhikode and Eluru were found inadequate to fulfil the programme, and are being rebuilt (the new buildings for the Headquarters Hospital, Tiruchirappalli, have already been occupied). Priority lists for improving all taluk headquarters hospitals in the State have also been drawn up and, each year schemes are sanctioned for execution and funds are provided therefor. In certain other district headquarters hospitals as well as taluk headquarters hospitals, new wards or clinics have been built and are beginning to function. The Government Tuberculosis Sanatorium at Tambaram has been appreciably expanded and before long it will be one of the largest sanatoria in the State.

DONORS ALSO AID

Proposals for the provision of essential specialised treatment have been a recurring feature in recent Budgets. In this effort, Government have been greatly assisted by charitable and philanthropic bodies like the Provincial Welfare Fund and by individual donors, who have come forward either to provide new or additional facilities, or to improve existing ones. It will be impossible to thank adequately the Provincial Welfare Fund and those behind it, for what they have done and are doing in the cause of medical relief. An idea of what has been achieved during the last five years can be had from the fact that no less than a sum of Rs. 1.76 crores has been spent by Government on the rebuilding, or improvement, or better equipment, of hospitals and dispensaries. The provision of these facilities

has of course involved the employment of additional medical and ancillary personnel, but the additions to the staff have been the minimum possible.

To secure the objective of providing facilities in every district for the treatment of practically every disease, the smaller institutions acting as feeders to the larger ones dealing with specialised items of work, which in the conditions of this State only Government can provide, the Government propose to take over and assume the management of certain taluk hospitals maintained by local bodies, thus enabling the local bodies to spend their funds to realised on establishing new institutions in the rural areas. So far five such hospitals have been taken over by the Government. Similarly three hospitals run by private bodies have also been taken over.

RELIEF FOR RURAL AREAS

In order to provide for general medical relief facilities within easy reach of every section of the population in the rural areas, and to serve as feeders to the more specialised institutions in the district, a number of Public Health centres have been planned for, each to serve a group of villages. These centres deal with both the preventive and curative aspects of health and will have dispensaries attached. At present 21 new Public Health centres are functioning, and when the output of doctors has been increased, it would be possible to accelerate the completion of the scheme. In the meantime, a few centres are started in new areas each year, with the co-operation of the people living in those areas.

With the same objective, Government have increased the subsidy payable to rural medical practitioners and midwives, from State funds, by thirty per cent on the average, to encourage the establishment and maintenance of rural dispensaries in areas inadequately served by existing facilities. Grants for medicines in the rural dispensaries have also been increased. As a result, a number of new dispensaries have been opened, but the progress made has not been adequate in view of the paucity of doctors. The progress made in the provision of medical relief facilities can be appreciated from the fact that while in 1946, the number of hospitals and dispensaries in the State was 1,187, it is now 1,332. Of these, 127 are, unfortunately, not working for want of doctors.

ADDITIONAL CLINICS

The accommodation and facilities available in existing hospitals during hours in which general out-patients are not dealt with, are now being increasingly utilised for special additional clinics, e.g., tuberculosis, leprosy, dental, etc., especially in the City hospitals. A very important scheme recently introduced and which will be of considerable benefit to the public is the starting and operation of four such additional tuberculosis clinics in the City, in conjunction with the Corporation of Madras.

A noteworthy feature of the administration of medical relief in recent years has been the encouragement given to philanthropic and charitable bodies to establish and maintain private medical relief institutions with the help of liberal non-recurring and recurring Government grants. In pursuance of this policy, five new tuberculosis sanatoria have been established or are being established, and in a few years every district will have at least one tuberculosis sanatorium. Similarly, a number of private leprosy institutions and general hospitals and dispensaries are administering medical relief with the assistance of grants.

TREATMENT FOR THE POOR

The policy and programme of giving special assistance to the poorer sections of the population has been implemented, by increasing the limit of income of patients for free treatment in Government hospitals, from Rs. 50 to Rs. 100, and in rural dispensaries from Rs. 30 to Rs. 50. Special allotments of very costly modern drugs such as Streptomycin, Penicillin etc., have been made to hospitals in this State for use, free of cost, in treating indigent patients. The administration of medical institutions has been tightened to secure that all citizens, particularly poor patients, are treated alike. A special out-patient clinic for workers has been opened in the Stanley Hospital and is proving very popular.

The Dentists, Pharmacy and Drugs Acts passed by the Central Legislature, to secure that only qualified persons practise the profession of dentistry, pharmacy and dispensing of drugs, are being imple-

mented in this State, to protect the public from the dangers of treatment and dispensing of medicine by unqualified persons.

INDIGENOUS MEDICINE

In the field of Indigenous Medicine, considerable progress has been made. Improvements to the Hospital of Indigenous Medicine and the School and College attached to it, at a cost of Rs. 19 lakhs have been completed or are in progress. The fullest possible use is being made of the products of these institutions and a number of dispensaries of Indigenous Medicine have been opened in the rural areas which hitherto had no facilities for medical relief. There were 624 such dispensaries in 1946, which treated four lakhs patients; the present number is 712 and they are providing medical relief to nearly five lakhs patients. The annual Government expenditure on medical relief under the indigenous systems which was Rs. 3.79 lakhs in 1946-47 is now more than Rs. 10 lakhs.

In 1946, 1.91 crores of in-and out-patients were treated in all hospitals and dispensaries of Modern Medicine, the cost to Government alone being Rs. 1.73 crores. In 1949, 2.18 crores of in- and out-patients were afforded medical relief in such institutions, the cost to Government being Rs. 2.56 crores. These figures will show that our hospitals and dispensaries are becoming increasingly popular and that Government expenditure on medical relief has increased by nearly fifty per cent. Despite lack of funds and trained personnel, a good deal has been achieved during the last four years, after independence. Funds and personnel have somehow been found for providing essential facilities in as many places as possible.

A great deal, however, remains to be done. With the co-operation of the public, and particularly noble minded and philanthropic gentlemen and ladies, Government are confident that appreciable progress can be made in the succeeding years to eradicate the common diseases, to preserve the people in good health and to provide adequate medical relief.

CONTROL AND CURE OF DISEASE

By

DR. J. C. DAVID, *Surgeon-General,*

and DR. T. LAXMINARAYANA, *Director of Public Health*

In the Madras State, on an average, over 1,000,000 deaths occur every year and of these, 500,000 are from diseases which are preventable. Many suffer from the diseases but survive maimed and run down in health, causing avoidable morbidity.

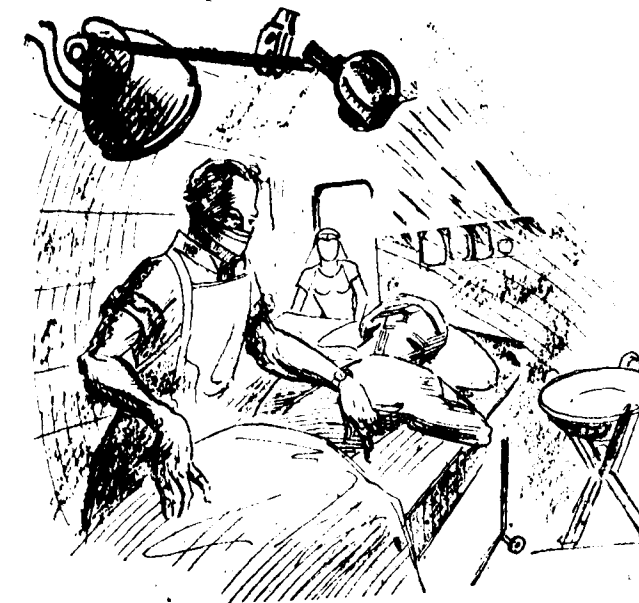
The prevailing preventable morbidity can be classified under the following major heads:—

I. Communicable Diseases:—

Bowel Diseases like Cholera
Typhoid
Dysenteries and Diarrhoeas
Intestinal parasitic infections.

II. Respiratory infections and other air-borne diseases:—

Tuberculosis
Smallpox and Chickenpox.



III. Insect-borne infections and Contact Diseases:—

Plague
Malaria
Filariasis
Kala-azar
Typhus
Venereal Diseases
Yaws
Leprosy

IV. Food and Nutrition Diseases.

V. Maternal and Infant Morbidity.

VI. Cancer and other diseases.

In the ultimate analysis, the prevention of disease under these heads revolves on improvement of environmental hygiene, comprising sanitary housing with sanitary conveniences, rodent and insect control, milk and food sanitation, protected water supply and efficient drainage, improvement of general nutrition to raise the body resistance to the inroads of diseases, and provision of community and personal Health Services to care for the mother and the infant, the pre-school and the school-child, the factory worker, the agricultural labourer—through adolescence to old age—in effect providing for the care of the infant from the cradle to the grave.

Madras State has one of the best organised Health Services in India dealing with both preventive and curative medicine. The progress in the fields of Public Health and Medical Relief recorded in the State during the past four years is briefly reviewed hereunder.

TRAINING OF MEDICAL PERSONNEL

For manning Medical and Health Services, adequate number of fully trained doctors and ancillary personnel—Nurses, Health Visitors, Midwives, Laboratory Technicians and Sanitary Inspectors are needed. Towards this end, facilities for training these personnel have been augmented through the various training centres functioning in the State during the last few years.

During this period the four Medical Colleges that were working in this State, viz., Madras, Stanley, Andhra and Guntur Medical Colleges, have been functioning very satisfactorily and the number of admissions in these institutions has been raised from 357 to 385.

The Medical College at Guntur which now caters only to the first two year classes will be raised to a degree level and acquisition of lands for purposes of future expansion of the College is in progress. In conjunction with this, vigorous attempts are being made to bring up the hospital accommodation at Guntur to the required clinical standard of the degree level and with this idea in view all the land that is adjoining the hospital is now being acquired—half of it has already been acquired and the other half will be acquired in the course of a few months.

The Medical College, Madurai, which was located in Madras in 1947, had to be closed temporarily due to certain unforeseen circumstances, but vigorous attempts are being made to reopen this College very soon and it is expected that provision would be made in the Budget for 1951-52 for the opening of this College. With the opening of this College at Madurai, the Madras State will have five Medical Colleges solely managed and financed by the State catering for or admitting nearly 525 students every year.

Attempts have also been made to enlarge the scope of instruction in each branch of Medicine and last year the following new branches have been opened in the Madras Medical College and Government General Hospital, Madras.

1. Dental Section in the Madras Medical College.
2. Pharmaceuticals (B. Pharmacy—Madras).
3. T.D.D. Course (University of Madras).

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In addition to attempts made by the State Government to run their own Medical Colleges, the Christian Medical College at Vellore which was first started as a Medical School for women only, has been raised to the degree level from 1942 and the portals of this College have been thrown open to men students as well. On an average about 35 students have been admitted into the College each year. The Government of Madras are annually giving a capitation grant of Rs. 40,000 for medical education of Madras students.

Special facilities have been afforded to licentiates desiring to qualify themselves as graduates in Medicine at the Madras, Stanley, Andhra and Christian Medical Colleges by having a condensed course of study and during 1949, 20, 10, 14 and 9 respectively were admitted into the four Medical Colleges respectively for the course.

POST-GRADUATE TRAINING

Fifteen selected Medical Officers have been deputed to foreign countries for post-graduate higher training in various specialities like Maternity and Child Welfare, Ear, Nose and Throat, Neurology, Obstetrics and Gynaecology, Radiology, Diagnostic Radiology, Psychiatry, Bio-Chemistry, Orthopaedics and Physiology.

The Anatomy Department of the Madras Medical College, the Obstetrics and Gynaecology Department of the Government Women and Children Hospital, Egmore, and the Venereal Department of the Government General Hospital, have been recognised to be of a high standard and the Government of India have decided to upgrade these departments so that they may serve as centres for all-India Post-graduate course in these places. All the preliminary arrangements are now completed and final touches are being given and it is expected that the upgrading will come into force almost immediately.

TRAINING OF HEALTH OFFICERS

The Madras Medical College trains medical officers in the Health Officer's course. Two permanent Health Officers who were deputed abroad for special training in Industrial Hygiene and Nutrition, have returned after the necessary training. With the increased facilities made available for training of medical personnel, corresponding increase has also been made for accommodation in the hospitals for the relief of the sick.

During the last four years bed accommodation in the hospitals have been increased from about 17,900 to over 20,000. Various reforms have also been effected for purposes of increasing efficiency of medical institutions. For instance, the post of the Superintendent of the General Hospital and the Principal, Madras Medical College, have been combined to one and a *Dean* has been appointed from February 1950. He has no professional work and can therefore devote whole time for administrative work. This has produced a marked effect on the standard of administration of the hospital.

With the increase of accommodation in the hospitals, greater advantage has been taken of the services of honorary Medical Officers in general and special hospitals. During the last four years the number of honorary Medical Officers has been increased from 196 to 309 at the various hospitals in the State.

TRAINING IN NURSING

In recognition of the importance of nursing in any medical relief, strenuous efforts have been made to improve the standard of education and training given to nurses. On the 1st of July 1947, the Lady Hope School of Nursing was opened to house a preliminary training school for 55 pupil nurses. The training of nurses as Sister Tutors, and Hospital Administrators, is being done in the General Hospital, Madras. During the three years (1947-49) 24 Sisters and Nurses were trained as Sister Tutors and Hospital Administrators. With the starting of the Lady Hope School of Nursing, it has been possible to increase the number of pupils.

In recognition of the importance of post-graduate training in Nursing, this Government in co-operation with the Government of India, have deputed seven members of the Nursing Service for higher studies abroad. After their return from these studies, they are being utilised for teaching in the Lady Hope School of Nursing and it is expected this will improve the level of training imparted to the Nurses in this State. In recognition of the importance of the nursing profession, Government have raised the posts of Matrons and Sister Tutors to that of gazetted rank in the Madras State Nursing Service.

Training of Health Visitors: Since July 1936, the School for training of Health Visitors has been taken over by Government. During the three years from 1946, 49 have been trained as Health Visitors. The course of training for Health Visitors has been reorganised and extended from one year to one and a half years since 1949 and five candidates are taking the extended course at present.

Training of Midwives: The training of Midwives in the various centres comes under one of the following categories:—

(i) Government Stipendiaries; (ii) Labour Department Stipendiaries; (iii) Local Bodies Stipendiaries; and (iv) Private. Hitherto 257 candidates were being trained and this has been increased to 367. Proposals for a further increase of 100 trainees are being considered by Government as a Part II Scheme for 1951-52.

Training of Compounders: The introduction of the stipendiary system of training compounders has facilitated increase in the number of trainees. A large number of compounders is required for the various hospitals and for appointment in connection with the enforcement of the Drugs Act.



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Training of Sanitary Inspectors: About 120-130 candidates for the Sanitary Inspector's Certificate Course were admitted into the Madras Medical College only each year. In the four years 1946-47, 1947-48, 1948-49, 1949-50 for the regular course, 513 candidates were admitted of whom 399 finally qualified for the Certificate. An intensive condensed course for the Health Department candidates was inaugurated in the Stanley Medical College in 1948-49 and this was repeated in 1949-50—admitting in all (51+50) or 101 departmental candidates, of whom 70 passed. During the official year 1950-51, candidates for the Sanitary Inspector's regular course under the revised syllabus have been admitted into the Madras and Stanley Medical Colleges—127 and 71 candidates respectively.

CAMPAIGNS AGAINST DISEASE

The results achieved in the control and care of the various disease groups referred to earlier, are briefly reviewed.

A very high degree of efficiency in General Surgery as well as in specialities like Thoracic Surgery, E.N.T., etc., have been attained in the State Hospitals and the level of General Surgery done in the Headquarters Hospitals and Taluk Hospitals compares favourably with the work done in other States in India. Most of the Headquarters Hospitals are now provided with modern up-to-date X-ray appliances for prompt and accurate diagnosis of the various ailments. The only Headquarters Hospital where X-ray is yet to be equipped is Vellore. A proposal for this is under consideration.

BOWEL DISEASES

Cholera: Cholera usually occurring in epidemic form of varying magnitude, has been sweeping the countryside—usually rural areas periodically. Though provision of protected water supplies and adequate environmental sanitation will root out and liquidate this disease, in view of the largeness of the problem and financial implications involved, these are not possible of immediate implementation. Though control is the direct responsibility of the local bodies, the Government to augment the slender resources of the local bodies, have been maintaining for some years an epidemic reserve of Health Inspectors to be posted wherever needed; recently this reserve has been temporarily increased to 125 Health Inspectors, who have been posted to work in the worst affected districts. The Government recently sanctioned six mobile motor units for com-

bined epidemic control and publicity work ready to be moved to the affected areas from six selected centres, where the units would be kept in reserve. Four of the motor vans are now being fitted up and will be ready shortly.

All fairs and festivals at which large congregations of pilgrims occur, are controlled and adequately supervised, to prevent outbreaks of cholera and their spread. During the past few years, due to these measures, no outbreak of cholera of any magnitude occurred at the festival centres.

A Research Unit, financed by the Indian Council of Medical Research, is working at Tiruchi under the supervision of the Director of Public Health, studying whether the link between two epidemic outbreaks in the Cauvery Delta area can be explained by existence of sub-clinical cases of cholera or carriers in the inter-epidemic phase. Taking into account statistics of Cholera for the past 50 years—there has been a definite downward trend in the incidence of morbidity from Cholera.

Enteric Group: Due to the discovery of powerful chaemo-therapeutic agents like *Chloromycetine*, the mortality and morbidity can now be considerably reduced, the only drawback being the high cost of the drug. With the provision of protected water supply and prophylactic inoculation with T.A.B. vaccine, better control of enteric fever is possible.

Amoebic Dysentery: One of the newly discovered antibiotics *Aureomycin* has remarkable effect in both acute and chronic dysenteries and is now being tried in some State hospitals for the treatment of this hitherto intractable disease.

Intestinal Parasitic Infections: The high incidence of Hookworm and other intestinal parasitic infestations, in the deltaic and 'wet' areas of the State, is due to the indiscriminate fouling of soil surface by promiscuous defaecation in open fields. If every house in villages and towns has its own approved design of sanitary convenience, the infestation may be immediately controlled. Towards this end, intensive publicity has been carried out during the past ten years and cheap designs of flush-out type of water-closet latrines have been popularised. During the past four years this has been intensified; 11,629 seats of the water-seal slab flush-out type, (as private and public sanitary conveniences) have been constructed in the State—local bodies in the case

of low income groups, contributing two-thirds the cost of water-seal slabs.

Provisions of proper sanitary convenience of the above type with improved designs as needed, if enforced throughout the State will prevent soil pollution, fly breeding and dissemination of all diseases traceable to filth, flies, and infected food.

INSECT-BORNE INFECTIONS

Predominant in this group are Malaria and Filariasis transmitted by different species of the mosquitoes and Plague transmitted by the rat flea.

Malaria: The worst affected areas in the State are those districts which border on the Western and Eastern Ghats, parts of South Kanara, Malabar and Coimbatore in the South, and East Godavari and Visakhapatnam Agency tracts in North East which are hyper-endemic for Malaria.

Recent World War experience with new insecticides with residual effect like D.D.T. has placed a new powerful weapon in our hands for the control of Malaria. As compared with the old time-honoured expensive measures with larvicides trying to control the aquatic stage of the mosquito, the spray killing of the adult anophelines by the residual D.D.T. spray has cut down costs of control, making it economical to apply it to the vast rural areas. The switch over from larval control to the adult mosquito control for rural areas, by the introduction of D.D.T. residual spray, is responsible for the quick and striking results recorded in the areas of our State where Malaria control schemes have been inaugurated.

From small beginnings in 1926, the Central Malaria Organisation has been expanded into a well-equipped Central Malaria Bureau by 1946 with a laboratory and museum under the direction of an Assistant Director and four Regional Malaria Units, under a First-class Health Officer specially trained in Malaria, with necessary entomological and field staff stationed at Pattukottai and Coimbatore in the South and Visakhapatnam and Bellary in the North-east of the State, each regional unit being in charge of Malaria control of six districts. All schemes of Malaria control in the regional areas, based on Malaria surveys carried out in the areas, are drawn up by the regional units and new control units are formed to carry out the scheme of Malaria control.

During the last four years, rapid progress has been made in the institution of such schemes, thirty

anti-malarial schemes have been inaugurated in the various endemic malarial tracts of the State. These include District Board and Municipal schemes, partly financed by Government by grants, State schemes solely financed by Government and Malaria control schemes financed by Government in connection with the Government Land Colonisation, Irrigation and Hydro-electric schemes.

Each of such big project schemes is in charge of a Health Officer trained in Malaria control, assisted by necessary laboratory and field staff. The main control measures adopted in the various anti-malaria schemes in rural areas is the destruction of adult mosquitoes (*anophelines*) by residual sprays of D.D.T. 5 per cent emulsion or suspension repeated during the malaria transmission season every six-eight weeks.

Rs. 100,000 worth of cinchona products and synthetic anti-malarials like *Paludrine*, are distributed free, through the agency of the Public Health staff and village revenue staff and voluntary agencies, for the treatment of patients suffering from Malaria in the endemic areas.

A scheme of anti-malaria control in co-operation with World Health Organisation and United Nations International Children's Emergency Fund has been inaugurated in the hyper-endemic Ernad and Valluvanad Taluks of Malabar District in January 1950. The scheme protects a population of about 40,000. During the first year of its working, to be expanded to cover an additional 40,000 population in the second year.

Once rid of malaria orange groves now abound in Wynad



Results: Extensive anti-malaria operations carried out on State-wide basis during the last four years have contributed their own share to bring more land under the plough and to colonise tracts of land hitherto allowed to remain unexploited on account of the prevalence of malaria. Outstanding examples of areas benefited are Wynad area of Malabar, the Ghat regions of South Kanara, parts of Agency tracts in the Circars, Tungabhadra Scheme area and parts of Coimbatore and Salem Districts. This progress has become possible in view of the dramatic reduction in malaria morbidity wherever anti-malaria schemes functioned. Further, there has been a very appreciable decrease in the general death rate and a marked increase in the birth rate in most of these areas ascribable to anti-malaria work. In some areas, the marked reduction in malaria has encouraged the settlers to extend their cultivation of food crops into the forest areas. The population directly benefited by the anti-malarial schemes has gradually increased year by year during the last four years and is now about 27 lakhs, in about 2,000 villages, scattered in an area of approximately 13,000 square miles.

Filariasis: There are many areas in the State which are highly endemic for filariasis, viz., Mangalore, Kasargod, Calicut, Tanjore, Chingleput, parts of Madras City and many coastal towns up to Visakhapatnam. Most of these places have been thoroughly surveyed by trained Medical and Entomological squads.

Control: Control of the transmitting mosquito provides the most promising line of attack. The methods adopted can be classified as (i) elimination of unnecessary collections of water, (ii) the avoidance of man-made breeding places and (iii) the control and treatment of water collections. The provision of efficient drainage is undoubtedly the best possible method but very expensive and is a long term measure. In the meanwhile, effective results can be quickly achieved by systematic oiling of drains and cess-pools with mineral oil fortified with one to two per cent D.D.T.

In view of the government grant of one-third of the expenditure on anti-filarial measures and one-fourth on anti-mosquito measures, 34 local authorities are now working anti-filarial schemes and 15 local authorities have instituted anti-mosquito schemes.

Plague: Plague occurs sporadically or in small outbreaks in certain districts of our State bordering

the Mysore and Hyderabad States, the Nilgiris, Coimbatore, Salem, Chittoor, Anantapur and Bellary Districts. Research during the past four years in plague, carried out by the Special Plague Officer, the Nilgiris, and recent work in the Bombay State and elsewhere, have shown the powerful weapon we have in the insecticide D.D.T. in destroying the rat flea, which transmits plague from rat to rat and to man. Insufflation of rat-burrows and all rat harbourages with D.D.T. 10% dust, during the inter-epidemic periods, reinforced with residual house sprays with 5% D.D.T. emulsion or suspension or solution, in case of outbreaks of rat or human plague—offer the most effective measures so far known in the control of Plague. In addition, with the discovery of the efficacy of powerful antibiotics like *Streptomycin*, *Terramycin*, etc., in the treatment of human plague, plague is fast losing its terrors and now can effectively be controlled.

Kala Azar: Kala Azar is endemic in parts of Madras City and a limited area of Ramanathapuram District. Government have sanctioned a mobile unit for the treatment of the disease.

The creation of a unit for an epidemiological survey of the incidence and control of the vector,—the 'sand fly'—responsible for the transmission of the disease, is now actively engaging the attention of Government.

AIR-BORNE DISEASES.

Small-pox and vaccination: The only effective method of prevention of this disease is by vaccination. Owing to inadequacy of trained staff, delayed reports of incidence of small-pox, want of isolation facilities in rural and urban areas and difficulties in maintaining the potency of lymph in transportation to widely scattered rural areas, "Dry lymph" is now being used on an experimental case—to overcome the difficulties mentioned. Recently the Government have increased the salaries of Vaccinators, which should attract suitable candidates in large numbers.

Tuberculosis: The scheme for the control of this disease in the State of Madras has been accepted by Government on March 1, 1950. The essentials of the scheme are B.C.G. vaccination, opening of Tuberculosis Clinics and Institutional treatment of Tuberculosis. The accommodation in the Sanato-

rium at Tambaram has been increased and at present nearly 400 cases are being accommodated in the Sanatorium.

The State Government are giving financial help to the following private sanatoria in the State as shown below:—

Name of the Sanatorium.	Amount of financial help per annum. (approximately)
1. Union Mission Tuberculosis Sanatorium, Madanapalle	... Rs. 75,000
2. Visrantipuram Tuberculosis Sanatorium, Rajahmundry	... „ 16,000
3. Rajaji Tuberculosis Sanatorium, Tiruchirappalli	... „ 5,000
4. Perundurai Tuberculosis Sanatorium, Coimbatore	... „ 20,000

The Wellesley Jail Sanatorium which is intended for convicts suffering from Tuberculosis has been converted into a regular Tuberculosis Sanatorium. New Sanatoria are being constructed in Senjipatti, Tanjore District and Periyaram in North Malabar District. Foundation stones have been laid for the construction of sanatoria in the following places:—

(1) Moodisheddi—South Kanara District. (2) Devakottah Road—Ramanathapuram District. (3) Nellore. It is expected that the building for these sanatoria will come up very soon. Proposals to start a Tuberculosis Sanatorium at Madurai have been finalised and acquisition of lands from the Meenakshi Sundareswarar Devasthanam has been taken up.

There is a proposal to construct a hospital of 200 beds for chronic cases just outside the City of Madras out of public donations. Any industrial concern which donates Rs. 5,000 for this purpose will have one bed set apart in the Tuberculosis Sanatorium at Tambaram for the treatment of its employees and if 80 such concerns come forward, it is possible to get a donation of four lakhs of rupees which can be utilised for the building of a Tuberculosis Hospital outside the City of Madras. This proposal is under the consideration of Government.

B.C.G.: B.C.G. vaccination has been one of the main methods employed in the prevention of Tuberculosis. The invasion of the body by tubercle bacilli produces a certain amount of resistance in the person concerned towards the disease and if there is no resistance in the individual, the person thus exposed falls an easy prey to the invasion of organisms. Nature produces a certain amount of resistance in the individual by the production of

natural immunity because all are exposed to tubercle bacilli. The presence of immunity or resistance wards off the attack to a very large extent and therefore it is essential that all the unprotected section of the population should be protected by means of vaccination. The vaccination by B.C.G. consists in introducing a certain number of attenuated strain of bovine tubercular bacilli into the layers of the skin so that it induces a certain amount of resistance to tubercle bacilli without producing any appreciable evidence of disease in the individual. The person is first tested by means of a tuberculin test as to whether he is a positive reactor or a negative reactor. If he is a positive reactor, B.C.G. vaccination is not given; if he is a negative reactor, B.C.G. vaccination is given, so that he may turn up to a positive reactor, and thus acquire the necessary resistance to fight the disease.

By the introduction of this vaccination against this disease, the mortality from tuberculosis has been reduced by one-fifth in the Scandinavian countries. This vaccination is a very simple process and does not lead to any complication.

Veneral Diseases: The treatment of Venereal Diseases has undergone revolutionary changes with the introduction of anti-biotics. Pharmacological trials with *Penicillin* has resulted in the production of crystalline *procaine Penicillin G* in sesame oil with 2% aluminium monostearate. This composition has been under trial elsewhere in the West for some time and now in Madras. News is to hand that one injection of 3 lakhs units has produced 85% clinical cures, simultaneously reducing infectivity. Follow up work in our State for a short period extending to six months has very much impressed us with the therapeutic possibilities but

a correct assessment of the permanency of the results requires extended observation over a period of not less than five years.

Meanwhile it has to be mentioned that the injection treatment of early infectious syphilis has now been modified to a three injection procedure, one c.c. being administered I.M. daily for three days. Pregnant women with infectious syphilis get 2 c.c. daily for three days. Infants suffering from prenatal syphilis get $\frac{1}{2}$ c.c. daily for 14 days. The advantage of Penicillin therapy in syphilis are shortness of therapy, quick control of the infectiousness and almost complete freedom from serious toxic manifestations.

This, identical antibiotic, Penicillin has also taken pride of place in the therapeutics of Gonorrhoea. One shot therapy with three lakh units of Penicillin, timely given, has produced a marvellous cure in this disease. None today, including women, need dread this disease any more so long as this medicament is at hand. Prophylactically, the self-same Penicillin injected in the form of tablets, preliminary to sexual exposure, has been adjudged according to American Military statistics, to be a very trustworthy and efficient procedure.

Lymphogranuloma: Lymphogranuloma has been successfully treated with oral Sulphonamides.

Dr. Flemming Lund of the U.N.O. participated in the Madras B.C.G. Vaccination Campaign.



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Venereal Granuloma: Venereal Granuloma, characterised by chronic ulceration of the skin of the external genitalia and at times involving the mucosa of the oral cavity, has for long been defying hitherto known therapeutic procedures. Streptomycin has come to the rescue of the patients now. 1 gm. twice daily for ten days given intro-muscularly has given remarkable relief in the treatment of this disease.

Chancroids: Chancroids are sensitive to Streptomycin given $\frac{1}{2}$ gm. twice a day for five days as well as to Sulphonamides.

Training in Serology in Simla: Three teams, one Government, one from Madurai and one from Madras Corporation, have undergone special training in Serology in Simla and they have returned. Facilities in the way of drugs as well as equipment will, it is expected, be provided by the World Health Organisation and United Nations International Children's Emergency Fund for the use of these teams.

Yaws: Yaws is endemic in certain tracts of Madras State affecting primitive population. The State Government is proposing to utilise the services of the team recently trained at Simla for purposes of a systematic survey and treatment. It is proposed to request the World Health Organisation and United Nations International Children's Emergency Fund to give free supply of laboratory equipment and Penicillin required for this scheme. A scheme for the eradication of Yaws has been submitted to Government for their approval.

Leprosy: As a first step towards bringing the control and treatment of Leprosy under State control, the Government took over the management of the Lady Willingdon Leprosy Sanatorium, Tirumani, from the Church of Scotland Mission to whom the management of the institution had been entrusted under an agreement. In order to launch an Anti-Leprosy Campaign of diverse activities the Government took over the Silver Jubilee Children's Clinic, Saidapet, and the Ettapur Children's Leprosy Sanatorium. The post of an Honorary Director for Leprosy Campaign and Leprosy Research has been created with necessary staff. A State Survey Unit has been established at Vellore and a district survey unit at Cuddalore comprising a Survey and Treatment Unit.

With the advent of Sulphone therapy, the cure and control of leprosy has become possible in a very

short period, thus reducing the period of morbidity considerably and with brighter prospects of early cure.

The Government are giving capitation grants to the following private institutions:

Name of the Leprosy Asylum.		Amount.	
		RS.	A. P.
1.	Vadathorasalur	26,974	0 0
2.	Manamadurai	31,917	0 0
3.	Chevayur	33,156	0 0
4.	Ramachandrapuram	20,982	0 0
5.	Keerapalli	1,518	0 0
6.	Kankanady	17,064	0 0
7.	Vizianagaram	13,014	0 0
8.	Salur	14,817	0 0
9.	Kumbakonam	51,300	0 0
10.	Narasapur	9,799	8 0
11.	Bapatla	21,870	0 0
12.	Kodur	4,590	0 0
13.	Poor Home Society	4,338	0 0
14.	Mazhuvanthangal	1,596	3 0

NUTRITION DISEASES

Food borne infections: Predominant in this group are food infections and food intoxications due to bacterial infection of foods—milk, meat, etc. Efficient sanitary control over food production and distribution is exercised by the Public Health staff in municipal and rural areas under the Madras Public Health Act, Madras District Municipalities Act and the Madras Local Boards Act. Dairy, restaurant and hotel sanitation is enforced. Adulteration of foods like milk, ghee, vegetable edible oils, coffee powder, etc., widely prevail in the State—in 98 municipal areas, 139 panchayats—the Madras Prevention of Adulteration of Foods Act is being rigorously enforced and the foods commonly consumed are being sampled and analysed at the King Institute, Guindy, for detection of adulteration.

As there is only one Central Laboratory for food analysis at Guindy, it has not been found possible till now to extend the operation of the Act to all the areas of the State so necessary to deal with the widely prevailing adulteration. The institution of regional laboratories for such analysis and expansion of the facilities of the Central Laboratory at Guindy are necessary to properly work the Act in all the areas of the State.

As Burma beans with high HCN content and Lakh dhall or Kesari dhall and its products which

are unwholesome are likely to cause disease, the exposure for sale of these articles has been prohibited by Government within the last two years.

Deficiency Diseases: Among the Nutritional deficiency diseases due to mal and under nutrition—Beri-beri, with a fairly high incidence in the milled-white-rice eating areas of Northern Circars, ranks foremost. Dietary and Nutrition Surveys during the past six years have revealed the existence of Protein, Vitamins A and B Complex deficiencies prevailing on a wide scale among children of the low income groups.

As early as 1944, Government sanctioned a Central Nutrition Bureau in the Public Health Department of the State for carrying out surveys and mapping out the extent of the malnutrition prevailing. Under Scheme 94 of the Post-War Reconstruction Schemes, in 1946, the Central Organisation has been expanded to cover two regional Nutrition Units, one at Anantapur and the other at Tiruchirappalli, each to cover 12 to 13 districts in the North and South of the State. Since April 1950, the Nutrition Bureau has been reorganised to carry out intensive work in selected firkas in three delimited areas. In all, 366 diet and nutrition surveys have been carried out since 1944, among 4,900 families and in centres like students' hostels, orphanages, etc. Heights and weights of 58,000 children were recorded to arrive at norms for our children for age and sex, over 4,900 children were examined for their nutritional status. The data so obtained have been utilised to appraise the different patterns of diets consumed in the different areas of the State and the deficiencies in nutrients in diets customarily consumed have been elucidated. A publicity drive to make good the deficiencies in diets by use of locally grown foods, was instituted.

The Government have recently sanctioned a reorganised scheme of Nutrition work for a period of five years with effect from 1st April 1950. This scheme envisages, besides provision of a Central Laboratory for study of nutritive value of customarily cooked dishes, the institutions in the selected areas—Musiri, Hindupur firka, Public Health Unit area, of short term and long term plans, supported by intensive publicity and cooking demonstrations—under the short term plan treating malnutrition by the supply of supplements to defective diets and under the long term plan, assisting the villager to grow and consume quality foods, found deficient in the area, in co-operation with the other nation-building departments like Agriculture, Animal Hus-

bandry Fisheries and Co-operation. Based on the results achieved in these restricted areas, the scheme is expected to be extended to other areas of the State. A sum of Rs. 93,700 towards capital expenditure for fitting up the Central Nutrition Laboratory and purchase of Laboratory cum Demonstration motor vans and a recurring expenditure of about Rs. 69,800 were sanctioned for the reorganised scheme as against an average annual budget of about Rs. 40,000 only under Nutrition in the past. The work under the reorganised scheme is in progress.

Work carried out in the Madras State Hospitals under the Pediatrics Department and in the Nutrition Research Laboratories, Coonoor, has revealed the existence of Nutritional dystrophies among infants and children, 'Kwashiorkor'—a multiple deficiency disease, with predominant protein deficiency. Optimum quantity of milk protein should be made available to the infants and young children of the low income groups to combat this dystrophy. Owing to the limitation of finance, schemes for free milk distribution and mid-day meals to mal-nourished children and expectant and nursing mothers have been functioning to a limited extent for the last few years under the various local bodies in the State.

During 1950, U.N.I.C.E.F.'s free gift of skimmed milk powder to mal-nourished children under 12 years and nursing and expectant mothers is taken full advantage of by this State. A total quantity of 304,409 lbs. of skimmed milk powder supplied to this State by the U.N.I.C.E.F. till the end of September 1950, has been allocated to 15 institutions for distribution to the children and mothers. About 5500 beneficiaries—mothers and children—are receiving milk feeds daily under this scheme at present and this allocation will cover ultimately about 19,000 beneficiaries daily. The total number of beneficiaries under this scheme is expected to be raised to about 57,000 daily as the U.N.I.C.E.F. has since allocated an additional 800,000 lbs. to this State.

A Demonstration project for mapping out the prevalence of *Beri-beri* in the Northern Circars by a pilot survey in Visakhapatnam Town rural environs and the combating of the *Thiamin* deficiency in white-rice-diets of the area—by the use of enriched and fortified rice in a restricted area as a demonstration project—with the financial and technical assistance of Williams Waterman Fund and the Research Corporation, New York, is under active consideration.

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MATERNAL AND INFANT MORBIDITY.

Maternal and Infant Health Service: Starting from very humble beginnings of about 80 centres, run by voluntary agencies in 1931, and subsequently mostly taken over and run by the State, the Maternity and Child Welfare Organisation at present has 445 Maternity and Child Welfare Centres, with attached maternity homes in 42 centres. Of these, 242 in rural areas and 136 in urban areas excluding Madras Corporation are maintained by local bodies, and 30 by the Madras City Corporation and 37 by Government.

The main activities of the scheme are as follows:

1. Care and supervision of prenatal Cases;
2. Intra-natal Care;
3. Care of young infants and mothers during puerperal period;
4. Supervision and care of infant and pre-school children;
5. Teaching mothers in health matters collectively at the Centres and individually in their homes;
6. Sending in time to hospital those cases which would benefit by hospital care and treatment
7. Treatment of minor ailments of expectant and nursing mothers and children up to the age of five years;
8. Free maternity service to all;
9. Free supply of milk to deserving prenatal mothers, infants and pre-school children (to the extent financial resources permit).

There are 100 sanctioned posts of Women Medical Officers for maternity and child welfare schemes, 26 in rural areas and 82 in municipalities. There are 114 Health Visitors of whom 76 are in rural areas and 88 in municipalities. The number of midwives employed is 850, 247 in rural areas and 612 in municipalities. Of the total births in the State 2,65,872 received skilled assistance during pregnancy. Proportionately this amounts to 7.3% in rural areas and 61.9% in urban areas or a total of 15.4% in the State. Thus 14.6 lakhs of deliveries do not yet receive skilled assistance. Every aspect

of work, clinical, educative and preventive is carried on at the Centre and in the homes of women. Thus during 1949, 75,562 mothers were registered by both Women Medical Officers and Health Visitors of which 34,463 were given pre-natal care; 14,631 clinics were held at the various centres and the attendance was 47,925.

Milk and shark liver oil are supplied to pre-school children, infants and expectant mothers in several centres. Roughly a sum of Rs. 17,16,587 has been spent by local bodies on their Maternity and Child Welfare Schemes and in order to encourage them 25% of the expenditure as maintenance grant is sanctioned by the State every year and increased to 50% in certain deserving cases and half building grant is also given by the State.

Obstetrics: In the field of Obstetrics, recent advances have been responsible for reducing the morbidity and mortality among women by the use of:

1. Chemotherapeutic agents and biotics like Sulpha drug and Penicillin;
2. Blood transfusion in Hæmorrhage associated with Child birth;
3. Pelvic radiography.

Pelvic Radiography: Pelvic radiography gives a correct appreciation of the nature of the pelvis and it is possible to give a diagnosis with a fair amount of accuracy with regard to the pregnancy of the patient, whether any special precautions are necessary so that the proper line of treatment can be adopted to give maximum benefit to mother and child and at the same time eliminate the chances of any injury to pelvic joints and bones.

Blood Bank: The Blood Transfusion Service was first organised in Madras State during the World War II in the year 1941 for the purpose of building a reserve of Blood and Plasma for the treatment of emergency casualties. In 1946 the Madras Government reorganised the Blood Transfusion Service on a peace time basis as it has amply demonstrated the usefulness of transfusion in the treatment of disease and injuries met with in civil life.

Blood Banks were established in the City of Madras in the major hospitals, viz., General Hospital and Stanley Hospital and one at the King George Hospital, Visakhapatnam, with a Central Blood

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Interior of Mass X-ray Van

Bank and a Processing Centre at the King Institute, Guindy. Full time staff of trained medical officers and nurses and laboratory assistants have been provided with necessary equipment for the efficient running of Blood Banks. In addition to these Blood Banks, eight more Blood Banks were opened in the Headquarters Hospitals at (1) Madurai; (2) Tiruchirappalli; (3) Coimbatore; (4) Cochin; (5) Kozhikode; and (6) Kakinada. One more Blood Bank was opened in the Government Hospital for Women and Children, Egmore, Madras, and six more Blood Banks were opened in the District Headquarters Hospitals, viz., (1) Bellary; (2) Tanjore; (3) Guntur; (4) Tirunelveli; (5) Machilipatnam; and (6) Mangalore, thereby bringing the total number of Blood Banks functioning in the State to 17.

The State Blood Transfusion Officer who is of the grade of Assistant Director, King Institute, Guindy, visits the Blood Bank Centres in the State periodically and co-ordinates the Blood Transfusion Service in the State. With the help of Government, the Madras State Branch of the Indian Red Cross Society has been sending representatives on tour to the districts for purpose of propaganda and other work in collaboration with the Blood Trans-

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fusion Officer. In order to educate the public about the value of Blood Transfusion, the Blood Bank, King Institute, Guindy, takes part in the Exhibitions in the City as well as in the districts.

Relief to the Blind: The All-India Blind Relief Society opened an eye relief camp at Dalmiapuram in Tiruchirappalli District in April 1947 and carried on relief work. For the first time in the history of the Government Ophthalmic Hospital, Madras, an Eye Bank was opened to collect and store cornea from the destitute patients who happen to die in General Hospitals. The scheme of transplanting cornea is in an experimental stage and if the present scheme proves to be a success, it is likely that arrangements will be made to develop the Eye Bank on a more permanent basis.

CANCER

With the advent of Radium and Deep X-ray therapy and X-rays all classes of cancer can be controlled. Government have opened cancer sections in Government General Hospital, Government Women and Children Hospital, Egmore, and provision has been made in these two hospitals for 186 beds to accommodate cancer cases. A scheme has been drawn up for effective control of cancer and the main features are:

1. Development of cancer units,
2. Opening of Peripheral clinics,
3. Training of Medical Officers in the application of radium and X-ray for their correct assessment of the extent of the disease as well as appropriate treatment that is to be given to all cases of cancer that resort for treatment at the Government General Hospital.

A Committee consisting of a Surgeon, the Professor of Radiology and the Professor of Pathology has been formed which meets and reviews cases periodically and the appropriate lines of treatment is decided upon by this Committee.

HEALTH PUBLICITY

The Central Public Health organisation brought out during the past few years various leaflets, pamphlets, folders, book-marks, picture posters, in English and regional languages, on water-supplies, Maternity and Child Welfare control of communicable



Examination of Cancer cases

diseases and Food Nutrition, etc., and these were made available at cost price for intensive publicity.

Audio-visual education being the best method of reaching the majority of the public, a film library on public health subjects has been built up with 27 standard size films—the films being loaned out to local bodies at nominal cost for screening in their areas. During 1949-50, it had been decided to build up a film library of 16 mm. standard size and we have now a 16 mm films library of 11 films on public health subjects with a projector, with electricity generator equipment for use of the Central organisation participating in exhibitions and publicity drives. Trials for production of films on various public health subjects locally in collaboration with the Government Polytechnic, Madras, are in progress.

To reach the inaccessible villages, it is absolutely essential to have mobile motor vans for the health publicity work, and the Government have recently sanctioned four propaganda cum epidemic control motor vans, which are now being equipped for this purpose.

Full advantage in intensifying health publicity work was availed of, and stalls on health subjects have been run by the Department in the All-India Khadi, Swadeshi and Industrial Exhibitions, every year and the Department participated in such exhibitions conducted elsewhere. The departmental officers participated in broadcasts on Health subjects from All-India Radio, Madras and Tiruchirappalli.



By

SRI S. RAJAGOPALAN, Sanitary Engineer to Government

The prosperity and well-being of a nation depend primarily on the health of its people. Safe drinking water and adequate measures of sanitation are essential necessities for the healthy living and civilised life of the community. While a food shortage can be met by imports—maybe at the risk of the country's economy—the neglect to provide water supply and drainage schemes places the nation's health in perpetual jeopardy and thereby retards the country's progress in all directions.

The food crisis over successive years has perhaps eclipsed the very many other handicaps which the Popular Government had to inherit from the previous regime, when the country attained independence. Everybody is now conscious of the magnitude of the work ahead if the country is to become economically and industrially advanced. But the past neglect in the field of water supply and sanitation has been so pronounced that the problem brooks no further delay. The policy and procedure followed previously in tackling this vital problem was singularly devoid of a realistic approach to it. While the people were left a prey to water-borne epidemics and the dangers of insanitation, emphasis was laid in fighting the diseases than in preventing them. Sera, vaccine and imported drugs on a large scale were pressed into service to save the people from the effects of unsafe drinking waters and insanitary surroundings. It was perhaps more paying to fight the shadow than the substance, in this manner.

MAGNITUDE OF PROBLEM

Although a separate Sanitary Engineering Branch had been in existence since the late nineties, sub-

stantial progress was not possible in providing these essential amenities to the people due to the wrong policy adopted. After more than half a century the position is that only about 50 per cent of the Municipal towns in our State have protected water supply schemes in operation. But almost all these schemes are in need of improvements and expansions to meet the present requirements of the towns. Only ten out of nearly a thousand non-municipal urban towns have some sort of protected water supplies; the remaining 99 per cent are yet to get safe drinking water. As for rural areas, the progress in this direction has been negligible.

The position in regard to drainage is even more unsatisfactory. Only three Municipal towns have a sewerage scheme and ten others have open drainage schemes, to serve portions of these towns only. The non-Municipal urban and rural areas are all without any drainage scheme as such. The conditions of insanitation in many towns today are appalling.

The immensity of the work ahead and its urgency can therefore be well appreciated. The handicaps faced by the Popular Government on assumption of office, were not only in regard to the finance for pushing through these schemes, but also in regard to the organisation to be built anew, personnel to be trained and materials to be procured. The cost of providing the schemes for the entire population of the State would easily exceed Rs. 100 crores. The work had to be given priority in the programme of nation building. A workable plan of operation had to be prepared.

GEARED FOR ACTION

The Government were not slow to realise the importance of water supply and drainage schemes in their true relation to public health, and the consequences of the previous neglect in this behalf. They appointed a special committee, known as the "Water Supply and Drainage Committee", consisting of officials and non-officials, to go into the entire question and report on the measures called for to accelerate the provision of water supply and drainage schemes all over the State. That Committee submitted its report in August 1947, after a comprehensive examination of the problem, and made far-reaching recommendations on all aspects of the question. Government have accepted many of these recommendations and have instituted measures accordingly.

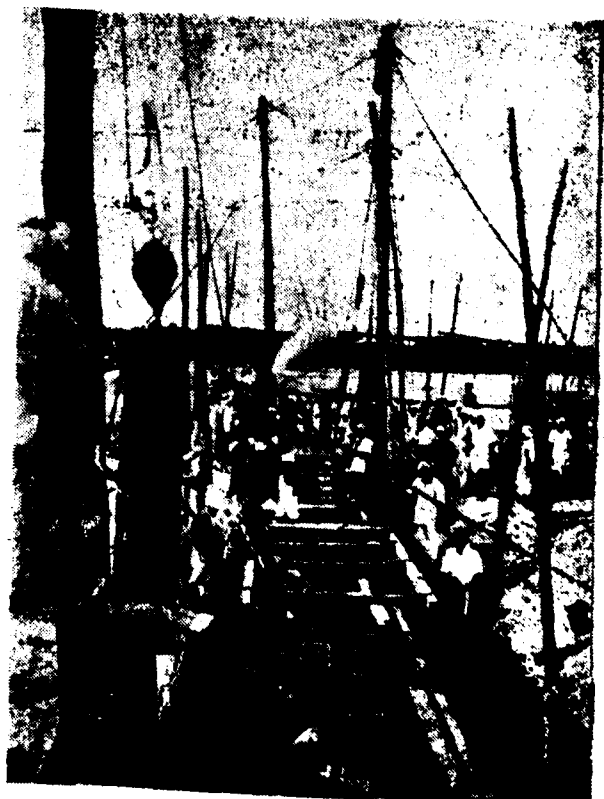
As a first step, the Government have reorganised the Sanitary Engineering Branch into an independent unit, transferring to its control the execution of all urban water supply and drainage schemes. Hitherto only the investigation and design of these schemes were carried out by the Sanitary Engineering Branch, and their execution by the Public Works Department. The entire work of planning, investigation, design, execution and supervision over maintenance of schemes will now vest under the unified control of the reorganised Branch.

As a part of the reorganisation, and to serve as a nucleus for a Public Health Engineering Department to be formed in due course, five Public Health Divisions and a number of sub-divisions and section offices have been sanctioned to work under the Sanitary Engineer. In addition, a special Public Health Division is working at Madurai on the improvements to the water supply and drainage schemes for that city. The organisation and staff will be expanded as and when the work load increases in future.

FIVE-YEAR PLAN

With a view to regulate, on a planned basis, the provision of water supply and drainage schemes to the several stations in the State, the Government announced details of a Five-Year Plan for Municipal towns, (1949-1954), as the first stage of a twenty-year plan. They have accepted, in respect of the Five-Year Plan, commitments to Government grants of Rs. 20 lakhs in the first year, Rs. 40 lakhs each in the next two years and Rs. 80 lakhs each in the two subsequent years.

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Laying pipeline under the Cauvery, for improving the Tiruchi water-supply system

Pending the announcement of a similar plan in respect of non-municipal urban schemes, the Government have ordered that a tentative restricted scheme, prepared in this behalf to include some of the more urgent places, will be followed for the present.

RURAL WATER SUPPLY

At present rural water supply is being attended to by the Revenue Board through the Collectors of the districts, with the help of the Revenue staff and assisted by Minor Irrigation staff. The work is being geared up to a ten-year plan. The Public Health Engineering Department could take over the work in due course, as soon as the necessary organisation and staff is built up for the purpose.

AID TO LOCAL BODIES

Previously, the responsibility for providing water supply and drainage schemes was left to the local bodies concerned, although it was obviously beyond their financial capacity. Grants were doled out to local bodies without any clear cut policy. The Government have now revised the policy regarding

financial assistance to local bodies. Water and drainage tax will in future be levied by the local body concerned only at a rate based on its financial capacity as decided by the Government. The additional amount required towards the cost of its water supply or drainage scheme will be borne by the Government.

This is a radical measure. It shifts the responsibility for providing the schemes to the rightful shoulders of the Government. It will facilitate investigation of schemes being followed up by design and execution without any interruption in future, unlike in the past. The Government have also liberalised their loan policy, in that repayment of Government loan by the local body concerned will be spread over 40 years instead of 20 to 30 years hitherto permitted.

RESERVE STOCK

In recent years, the difficulty and delay experienced in procuring cast iron pipes, specials and valves required for water supply and drainage schemes, held up the progress of execution of these schemes unduly. To remove this bottleneck, the creation of a reserve stock of cast iron pipes has been sanctioned by the Government. During 1949 and 1950, about 5,000 tons of cast-iron pipes in various sizes have been procured from the Indian manufacturers under special indents. A further quantity of about 5,600 tons will be supplied during the next two years. In addition, special stocks of cast-iron specials and sluice valves are also being built up. This apart, import of English and German pipes has also been arranged in order to expedite urgent schemes under execution.

RESEARCH AND PERSONNEL

As a preliminary to the creation of a Research Organisation to form part of the Public Health Engi-

neering Department in due course, the Government have also passed orders that the control over the Experimental Filter Station at Kilpauk should be transferred from the Director of King Institute to the Sanitary Engineer to Government. Special staff has also been sanctioned to attend to this work.

A number of Engineering graduates in the Municipal Engineering Service, were deputed to undergo, at Government expense, the M.E. (P.H.) course at Calcutta. Municipal Engineers so trained, as well as a number of men who studied under foreign scholarship, have been entertained as officers in the newly reorganised Sanitary Engineering Branch, in order to build up a nucleus of trained staff for the future Public Health Engineering Department. A select number of subordinate staff have also been trained in the short term Diploma in Public Health course at Calcutta.

ENCOURAGING SIGN

As a result of the several measures instituted by the Government, there is now a marked improvement in the tempo and volume of work relating to water supply and drainage schemes under the reorganised Sanitary Engineering Department. Prior to this reorganisation the annual expenditure on Municipal water supply and drainage schemes over a few years was less than Rs. 15 lakhs. The actual expenditure on these schemes in 1949-50, the first year of reorganisation, was as much as Rs. 42.54 lakhs. It is indeed an encouraging sign, seeing that the Department had to begin almost from scratch. For the year 1950-51, the anticipated expenditure on the schemes is Rs. 70 lakhs while the Budget estimate for the year 1951-52 is aimed at Rs. 90 lakhs.

In the final analysis, the results of any planning and reorganisation must be measured by tangible improvements in the pace of execution of such schemes. It is evident that better results will be achieved in this direction in the coming years.



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PUBLIC WORKS FOR PUBLIC WEAL

By

SRI M. BHAKTAVATSALAM, *Minister for Public Works*

The unprecedented economic development in many countries since the first World War rests on the basis that labour and land are the basic factors of wealth of a country, industrial and financial capital being only expressions of these factors. Industrial capital is regarded as an accumulation of past labour, designed to utilise and magnify present labour, while, in the last analysis financial capital represents power over production. In the Fascist countries, the State has assumed power over financial capital, making money as obedient as any other State service. The power of money has not been circumscribed to the same extent in capitalist countries whose economies depend to a large extent on the economies of other countries over which they have no tangible control.

Nevertheless, even these countries have controlled the power of money from the end side, by various controls on movements of wages and prices and of exports and imports. They have also increasingly controlled banking operations and have created money by public loans and currency issues.

India's dependence both on foreign exports and imports has enforced this same pattern, though there is a school of thought that advocates creation of money for productive works, inflation being avoided by currency isolation such as was practised by Japan in the last century, and Germany, Italy and Russia in the present. The least this school advocates is that there should be a distinction between the national and international use of money, as is now the practice in one form or another, in many countries.



ACCENT ON BASIC FACTORS

It would appear that an autarchic economy is impossible so long as India cannot cover her deficiencies of food and capital goods. The dual system of currency valuations also cannot be accepted with confidence, as its success elsewhere has not been proved. In any case, the very size of India and the varying economic and psychological conditions of the people prohibit experiments with the vital functions of money. It will be in the best interests of the country to leave money alone and to concentrate on the basic factors, land and labour.

This is what the Public Works Department has been attempting. Its principal subjects,

Highways, Irrigation, Electricity, Ports aim essentially at the development of the potentials of land and labour. Roads, Irrigation and Electricity not only open new fields, but multiply returns from existing fields. They give to labour and land an increased return, which cumulatively increases the purchasing power of the country and adds to capital formation.

COMMUNICATIONS

Our position regarding Highways is that there are 27,148 miles of metalled roads, 626 miles of black-top roads, 141 miles of cement concrete roads while the rest are earthen or gravel roads. The Five-Year Programme commencing from 1st April 1947 provides for

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Rs. 11 crores. So far Rs. 4.64 crores has been spent on this programme. The exact extent of this expenditure may be gauged from the facts that the pre-war expenditure on capital works was on an average of Rs. 21 lakhs against Rs. 318.28 lakhs in 1950-51, and the pre-war expenditure on maintenance on an average of Rs. 57 lakhs, against Rs. 521 lakhs in each of the years 1948-49 and 1949-50, and Rs. 473.69 lakhs in 1950-51. A fifteenfold increase in expenditure on new works and an eightfold increase on old works is a substantial contribution that the Government have made to the important subject of communications. Roads are the arteries of economic life, conveying trade, health, education and general change. The dividends from expenditure on them therefore are large though intangible.

The Government have strained themselves to finance the programme. The question is if anything better can be done, and by whom. In respect of finance, it has been suggested to Government that their present resources may be supplemented by toll taxes on roads, which benefit only special classes, or particular areas. The Government have agreed to the principle of levying tolls in respect of bridge works commenced from and after 1st April 1946 each costing Rs. 5 lakhs and over, for formation of new ghat roads irrespective of length and for provision of improved surfacing to new ghat roads.

It has also been suggested and is being examined if particular improvements like cement concreting, black-topping, bridging should not be left to private or co-operative enterprise, which may for a period of years be given a monopoly of public transport, subject to certain maximum rates. It has also been suggested that Government may give priority to roads, in which a contribution in labour is offered by the locality benefited. This is really capitalisation of labour, which precisely in the months roads are constructed is not fully employed. It is a matter of organisation, well within the capacity of local leaders to secure a contribution of labour from the villagers benefited.

IRRIGATION

Irrigation is the life blood of agriculture as the recent failures of monsoon have proved. Both for protection against failure of monsoons and for increasing productivity, the Government

have been concerned to increase the irrigation in the State. They have since the assumption of office been working out a Five-Year Plan on which Rs. 10.54 crores have already been spent. The exact increase in expenditure may be judged from the fact that Rs. 97 lakhs were spent in 1946, Rs. 155 lakhs in 1946-47, Rs. 254 lakhs for 1947-48, Rs. 396 lakhs for 1948-49, Rs. 867 lakhs in 1949-50 and Rs. 1,178 lakhs are estimated to be spent in the current year.

The programme for irrigation development falls roughly into three parts. The first part concerns 300 small irrigation schemes at an aggregate cost of about Rs. 6 to 7 crores in five years. Up to date 288 schemes have been sanctioned at a cost of Rs. 385 lakhs. When the 300 schemes are completed the area brought under irrigation will be about 300,000 acres of which the yield should be 1.5 lakh tons. The Food Production Commissioner has been made responsible for progressing these schemes.

The second part of the programme concerns minor rivers, the waters of which may be impounded or trained. Ten projects at an estimated cost of Rs. 23.22 crores have been already sanctioned and are progressing. Among these, the Lower Bhavani Project in Coimbatore District estimated to cost Rs. 879 lakhs and to irrigate 200,000 acres, the Malampuzha Project in Malabar estimated to cost Rs. 380 lakhs and to irrigate 40,000 acres, the Mettur Canal Scheme estimated to cost Rs. 245 lakhs and benefit 45,000 acres in Salem and Coimbatore Districts, the Rallapad Reservoir estimated to cost Rs. 53 lakhs and irrigate 12,000 acres in Nellore, the Upper Pennar Project in Anantapur District estimated to cost Rs. 89 lakhs and to irrigate 6,000 acres, the Bhairavanitippa Project estimated to cost Rs. 82 lakhs and to irrigate 8,000 acres may be mentioned. In addition to these, the following projects are ready for sanction. The Kattalai and Pullambadi Canal Schemes of Tiruchi, estimated to cost Rs. 111 and 84 lakhs respectively, the Coringa Island Scheme estimated to cost Rs. 21 lakhs for Godavari, the Arniar Project costing Rs. 110 lakhs for Chingleput and the Aileru Project costing Rs. 35 lakhs for Nellore.

The third and most ambitious part of our irrigation programme comprises the multipurpose projects with the development of the Godavari, Krishna and Tungabhadra river valleys. The Tungabhadra Project which will irrigate in the

first stage 300,000 acres of land in Bellary and Kurnool Districts and develop 35,000 K.Ws. of power has already been undertaken at an estimated cost of Rs. 25 crores of rupees, that being the share of the Madras State as distinct from the share of the Hyderabad State. For the Krishna River, the Krishna-Pennar Project is under investigation. This project will have a reservoir three to four times of that of Mettur which will irrigate about three millions acres in the districts of Cuddapah, Kurnool, Nellore, Chingleput, South Arcot, Chittoor and Guntur. The project will also supply water to Madras City. It is estimated to cost Rs. 100 crores and can be taken in easy stages. The Ramapadasagar Project on the Godavari has been completely investigated but it is not technically as easy as Krishna-Pennar Project and the capital expenditure is more. It is expected to irrigate 2.5 million acres.

FINANCE AND PERSONNEL

The Government are anxious to proceed with their plans as far as possible. The limitations are, first of finance, second of personnel and third of equipment. In respect of finance, the larger projects impose on Government a strain which cannot be borne by the revenue and is even beyond the loan-taking capacity. In any case, the effect of large borrowings on the inflationary tendencies has always to be kept in view. The Government are therefore considering how the owners of the land benefited by the irrigation can be made to share some of the capital expenditure. It is believed that the high prices of grain have left savings in the hands of cultivators which can be absorbed in loans for projects for their benefit. Accordingly, for the Manimuthar Project costing Rs. 398 crores, Government were able to obtain a loan of Rs. 128 lakhs from the ryots concerned. For the Amaravathi Project, the ryots have offered to pay Rs. 100 as advance on the betterment fee of Rs. 300 which will be due for the unearned income arising from irrigation in their land. There are other schemes in which also Government are ascertaining if part of the betterment fee cannot be recovered in advance. In any case, projects for which local contributions are available are likely to have priority.

Regarding personnel, Madras State has several foreign trained engineers, including some who are capable of handling the biggest projects. The equipment required for irrigation works is not

easily available and in any case, is subject to delay in delivery. As conditions were looking better, particularly from the return of Germany and Japan as suppliers, the Korean war may imply a setback. However Government intend to review carefully the position regarding supply so that the equipment available is not lost for want of trying to get it.

ELECTRICITY

Electricity is the very basis of industrialisation. It is the single factor which has enabled Japan to organise itself in all towns and villages for industrial production of a magnitude, unrelated to its other natural resource. The Madras Government realise the importance of electricity and are acting as far as possible on the principle that supply should precede the demand. Unfortunately supply is not so abundant. During the last four years the power produced in Government Power Systems has increased from 327.35 million units (1945-46) to 605.8 million units (in 1949-50). The Five-Year Plan which extends from 1946-1951/53 is for an increase of 180,000 K.W. of which the supply of about 7,200 K.W. has been actuated. The present Five-Year Plan provides 230,000 K.W. and the 15-year plan for 10,58,000 K.W. The notable works under construction are the Machkund, which capitalises a waterfall of 550 feet, and which will produce 51,750 K.W. initially rising to 103,000 K.W. ultimately; the Moyar, which capitalises the tail waters of Pykara, to produce 36,000 K.W., the Papanasam extension to produce 21,000 K.W., Pykara extension to produce 27,200 K.W.

The whole development of electricity supply in Madras is conceived within the framework of an interconnected grid. Part of the power grid is already in existence. The grid in the south where it is well formed comprises at present three hydro-electric power stations viz., those at Pykara, Mettur and Papanasam. A good portion of the 13 districts from Chittoor to Tirunelveli and from Chingleput to Malabar is covered by it. In the central and northern regions of the State the grid is yet to take shape. In the central area there is the Basin Bridge Thermal Station supplying Madras City and its suburbs. In the north there are the thermal stations at Visakhapatnam, Kakina and Vijayawada, each serving the local area but not interconnected. The Ceded Districts area is fed from the Mysore Jog supply and the small oil engine stations at Kurnool, Cuddapah and Anantapur.

When the Mettur-Madras interconnection schemes now in progress is completed, Madras will be connected to the hydro-electric grid in the south. With the completion of the Machkund Hydro-Electric Project in the Visakhapatnam District and the Tungabhadra Hydro-Electric Scheme in the Ceded Districts, the separate areas of the grid will get extended and interlinked until eventually a single grid covers the whole of Madras State.

DETAILS OF THE GRID

The installed generating capacity under the Madras Grid totals 164,000 K.W. It has over 4,400 miles of high tension lines operating at voltages from 11,000 to 110,000 volts, and 3,100 miles of low tension distribution lines. There are 32 extra high tension sub-stations of 110 k.v. and 66 k.v. and 37 Nos. of 33 and 22 k.v. sub-stations with transformer capacity totalling 210,700 k.v.a. There are 1,450 distribution transformer stations with an aggregate capacity of 83,000 k.v.a. The connected load to the grid is 421,600 K.W. Sixty-six Municipal towns and 1,552 villages are receiving supply from the grid.

Among the important industries which are served are textile mills, cement factories, electro-chemical works, steel rolling mills, railway workshops and shipbuilding. There are over 243,500 consumers of all classes, 87,800 served directly by the department and 1,55,700 by the licensees distributing Government power. The total power generated in 1949-50 amounted to 606.0 million units representing 99.4 per cent of the total output in the State. About 80 per cent of the total energy is used in industries and agriculture. The capital investment by Government in the power grid so far is Rs. 15 crores and the gross revenue in 1949-50 was Rs. 3.17 crores.

Madras leads all other States in India in rural electrification with 1,563 villages electrified of which 1,552 are receiving supply from the Grid and the rest from self-generating licensees. Over 3,000 pump sets for lift irrigation and 1,500 rural industries are run on electricity with a connected load of 82,000 K.W. Rural industries include

ginning cotton, hulling rice, pressing oil, shelling nuts, crushing cane and milling flour.

FUTURE PLANS

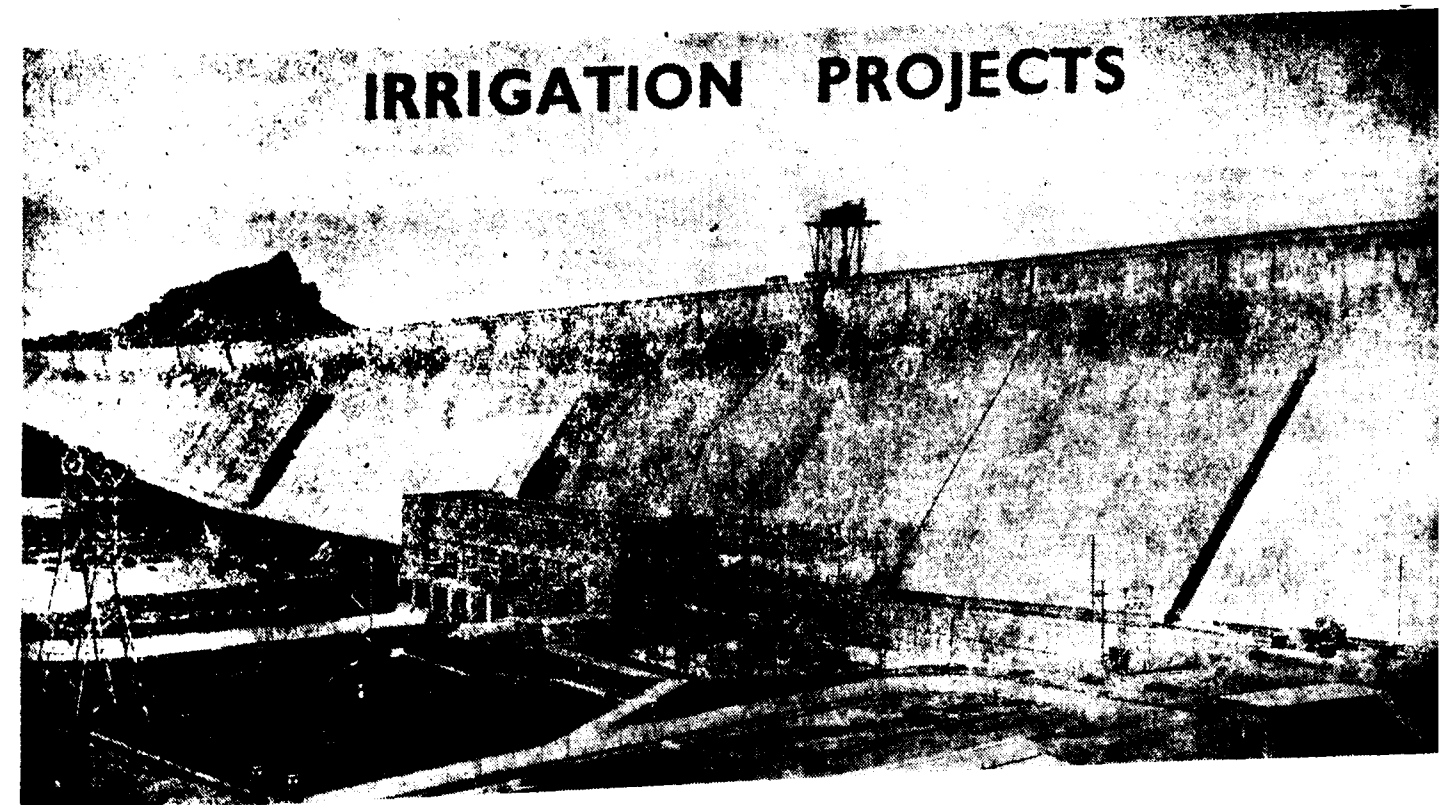
Negotiations with Mysore are being completed for the development of the Mekadatu Falls in the Cauvery River. Additional power to the extent of 13,000 K.W. will then be available in the Mettur-Salem areas; 6,000 K.W. will also be delivered in bulk from the Mysore Jog Scheme for utilisation in South Kanara District.

Plans for the Tungabhadra Hydro-Electric Scheme with an installed capacity of 37,500 K.W. have been sent to Government for sanction and the scheme will be taken up for execution on receipt of Government approval.

Agreement has been reached with the Travancore Government enabling development of the Periyar Scheme in the Palnis. About 40,000 K.W. would be obtainable therefrom. Besides this, power to the extent of 3,000 K.W. now being supplied to the United State of Travancore and Cochin from the Papanasam Powerhouse is likely to be released when additional generating capacity is installed at Pallivasal.

Government are also nationalising existing electrical concerns with a view to improving their present services and to extending them to rural areas. The programme for acquisition is spread over five years, the less efficient companies being taken over before the others. The thermal plant at Madras City was already acquired on August 29, 1947. In the course of the next year it is proposed to acquire nine company-owned electrical supplies and 31 local body-owned supplies. The cost to Government next year is estimated at about Rs. 13 lakhs.

All in all, the policy of the Madras Government has been not to deny its finances to any project capable of increasing the productivity of our agriculture and industries. The Madras Government have reason to be proud that in pursuance of this policy, they have been able to do much more than they had reason to hope from the records of the past.



By

Sri A. R. VENKATACHARI, *Chief Engineer (Irrigation)*

The State of Madras is one of the States in India which is extremely short of food. Including major irrigation works and the areas depending on rainfall, about ten million acres of land are being cropped with food crops every year producing round about five million tons of foodgrains. The present population in Madras of about 50 millions needs at least six million tons to keep up a bare level of subsistence. Even prior to the war about 500,000 tons of foodgrains were being imported from Burma and other countries. Since then the growing needs of an increasing population and a succession of bad seasons which affected not only irrigated tracts but also tracts depending mostly on rainfall, have considerably worsened the food position.

The most urgent problem is therefore to find a solution for the mounting deficits in the matter of food. It is a well-known fact that irrigation water supplied to land increases the out-turn of the crop and makes it certain to bring the results. This crop is nearly three times that of a rainfed dry crop grown on a generally badly distributed rainfall area. It is

therefore a matter of utmost urgency to make the irrigation water available to lands now having no sources of irrigation and to make water available for other lands which have already irrigation facilities to enable them to grow a second or third crop.

DEVELOPING BIGGER RIVERS

The Madras State is one of the States in India where irrigation has been practised from ancient times both from tanks and from the big rivers in the State. There are as many as 33,000 tanks in the whole of the State and several irrigation systems like the Cauvery and the Tambraparni dating back to several centuries. All the smaller rivers have been more or less fully utilised in respect of their normal annual flows and very little water is wasted by them into the sea in normal seasons. The bigger rivers like the Cauvery and the Tambraparni have been intensively developed. It is only in the case of Krishna, Godavari, and some of the other rivers up in the Circars that there is any really large amount of water that can be turned to good purpose.

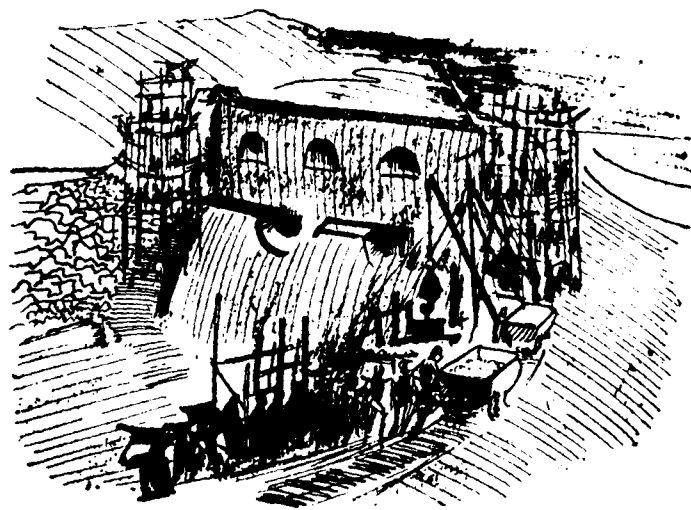
In the Godavari, the diversions at the anicut at Dowlaishwaram are not even ten per cent of the total flows of the river. So is the case with Krishna at Vijayawada.

The solution to the food problem therefore lies in turning these waters to useful purpose as quickly as possible; in the first stage to turn it on to land already under irrigation to grow an additional crop where no new canals to lead the water on to the land are required. In the second stage closely following the first, water could be made available for irrigation to new lands which require time for reclamation work by the owners before the lands are brought under irrigation through new canals which also require time to dig.

In the first stage therefore, the irrigation projects should be designed to store the flood waters of the rivers and lead that water into the existing canals irrigating an additional crop and a few new and small canals developing also the much needed electric power at the same time. In the second stage new and big canals would come in and will bring new areas under irrigation. It is however necessary to have an over-all plan covering the two stages as parts of the over-all plan can be worked out to dovetail into one another.

KRISHNA-PENNNAR PROJECT

Based on the above principles, a project of very large magnitude aimed at solving the food problem in the shortest amount of time possible, is the Krishna-Pennar Project. The proposals are to build a reservoir on the Krishna about 50 miles downstream of Kurnool at the point where the river enters the Nallamalai gorge to form a reservoir about three



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times the size of the Mettur reservoir. Water in this reservoir will be stored during floods and will be passed down the river to irrigate about six lakhs of acres of second crop in the existing Krishna Delta below Vijayawada Anicut. From the same reservoir and upstream of it a large canal to carry about 100,000 cusecs will be cut across the dividing ridge between Krishna and Pennar and allow it to flow along the natural valley of the Kundah River to meet the Pennar.

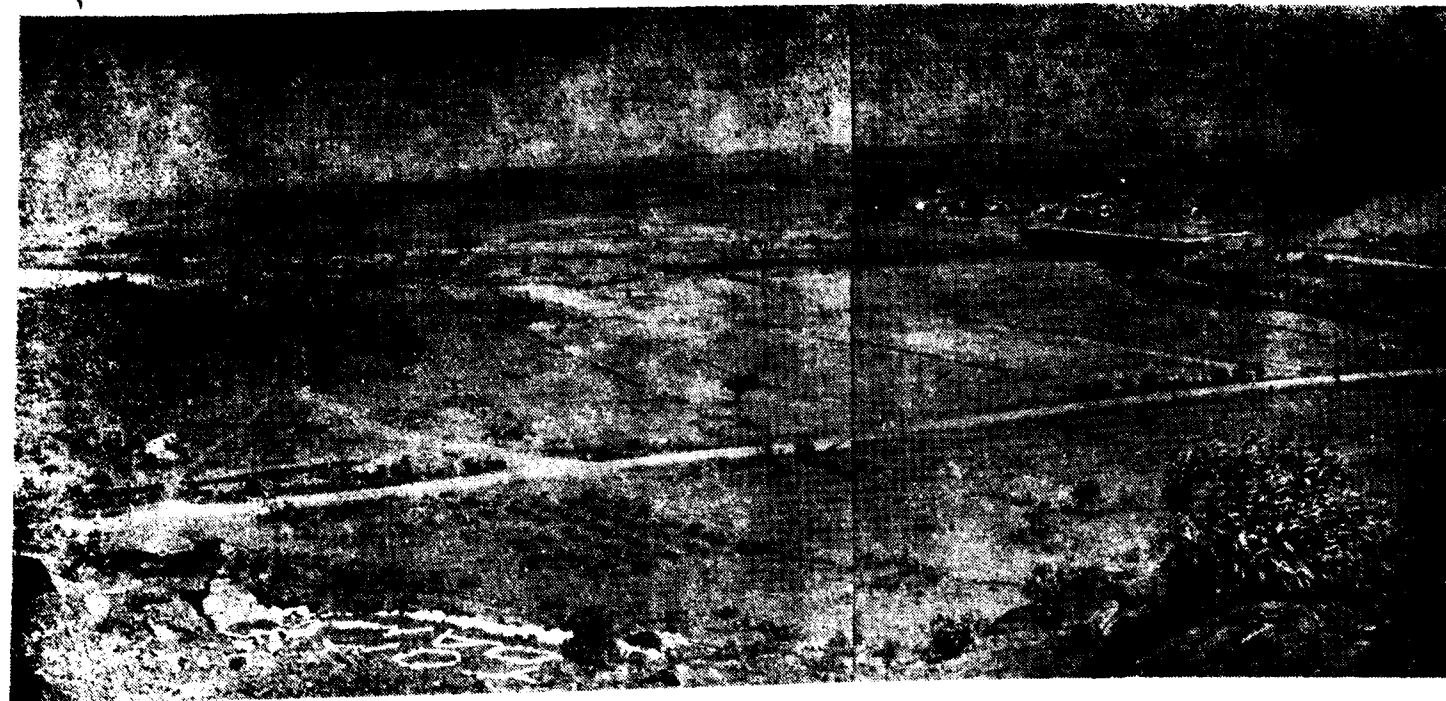
Just about 100 miles west of Nellore at the exit and of the gorge in the range of Venkatagiri Hills will be built another dam to store another three times the quantity in Mettur. Water in this reservoir will be used to grow a second crop in the existing Nellore and Sangam deltas and to feed a canal taking off immediately downstream of the dam and two more new canals taking off above the Sangam anicut. The overall plan envisages the irrigation of 4.2 million acres in two crops of which three million acres will be land having no source or a precarious irrigation source even for one crop at present.

The stage plan which marks the first stage will consist mostly of crop over two million acres and will involve the construction of only two reservoirs and three canals, two of which will be small and one will be executed in six or seven years and the second of a medium size. It is expected that this stage plan to complete the overall plan consisting mostly of very large canals intended for large new areas in Cuddapah, Kurnool, Guntur, Nellore, Chittoor, Chingleput and South Arcot Districts which will involve so large an amount of work that their early completion of development will not be possible. As a part of the first stage itself, about 150,000 to 200,000 K.W. of firm electric power will be developed at the two dams. Madras City water supply, which suffers now a chronic shortage, will be assured of regular and unfailing supply with the execution of the stage plan. This is a very important project for the future.

RAMAPADASAGAR

The Ramapadasagar scheme for the development of the Godavari as big as Krishna-Pennar is another stupendous project, the details of which are already known to the public. Both these schemes are in the 15-year plan of the Madras State and are likely to come up for consideration of the Planning Commission.

Among the projects under execution are the Tungabhadra Project for irrigation of about three



The Lower Bhavani Project

lakhs of acres in the Ceded Districts, and the Lower Bhavani Project for the irrigation of about 2,07,000 acres in the Coimbatore District. Irrigation of dry food crops and cotton are the targets of these schemes. These are expected to be completed in the next few years and will help to meet part of the food deficiency. The other projects which are under execution are the Malampuzha Project for the irrigation of about 40,000 acres of food crops in the second crop season and the Manimuthar Project for supplementing the supply to the rainfed tanks irrigating large areas in Tirunelveli District now badly off for lack of adequate supplies.

PROJECTS UNDER PLANNING

Among the projects under planning are about 43 schemes lying well distributed over the whole of the State. Among the bigger schemes are the Vaigai Reservoir for about 22,000 acres, Sathanur Project, Amaravathi Project, Kanhirapuzha Reservoir for about the same areas and the new Gandikotah Reservoir. The Gandikotah Reservoir Project will be executed in two stages, the first stage for 50,000 acres carried out as an independent scheme, and the second stage for about 150,000 acres linked to Stage II of the Krishna-Pennar Project. This reservoir will get a feeder canal from the Krishna Reservoir in the second stage and it is this feeder canal which greatly increases the potentialities of the project.

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The Vamsadhara Project in Visakhapatnam District is another large project worthy of mention. It is now in the planning stage. Among the medium-sized or smaller projects the following may be mentioned: Upper Pennar Project; Rallapad Project; Mettur Canals Scheme; Bhairavanithippa Scheme; Mid-Pennar Project; Coringa Island Project; Walayar Project; Tammileru Project; besides several other smaller ones.

NOW UNDER EXECUTION

In Madras State, except the Tungabhadra Project, all the other major projects now under execution have been sanctioned after the Popular Government came into power in 1946 and one of the largest projects, the Lower Bhavani Project, was sanctioned in September 1947 after the attainment of independence by India. The Malampuzha Project and the Mettur Canals Scheme were sanctioned before the Republic Day and the Upper Pennar Project and Manimuthar Project after India became a Republic. Many minor projects and irrigation schemes numbering more than about 300 under Grow More Food campaign have also been sanctioned. They are in progress. These are the achievements of recent years under the popular regime. Many more are under planning and will be sanctioned if financial assistance is forthcoming both from the people and from the Central Government.

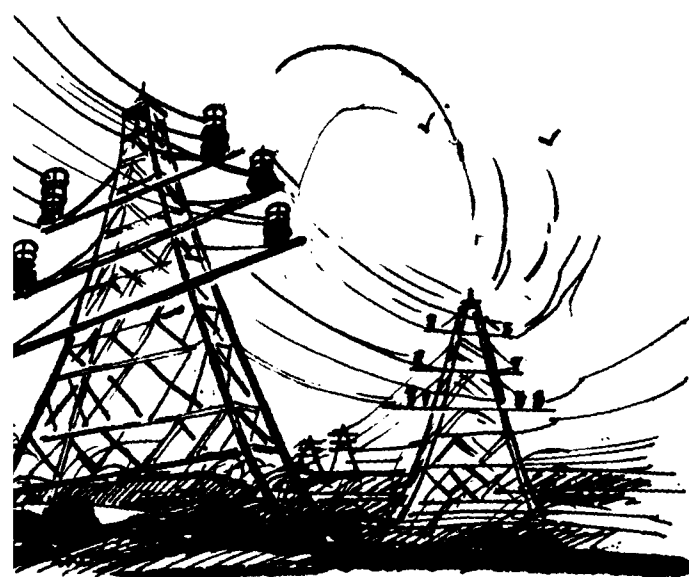
POWER FOR PROSPERITY

By

Sri G. SUNDARAM, *Chief Engineer for Electricity*

The standard of living in a country depends on the productive capacity of its people. In India the daily work of the vast majority of the people is done manually aided to some extent by cattle power. However long and arduously men and their cattle work during the day there is a definite limit to their production and that limit is so low that it cannot support anything above the mud-hut and bullock cart level of living. That has been the experience in all countries and through all ages.

Magnificent buildings had doubtless been raised in the past and high standards of life were known in India but they were exclusively for the rich and the powerful. They were achieved through special concentrations of labour and skill and were unavailable for the masses. The masses had continued over ages in their mud-huts and their primitive ways of living. We now aspire to raise the level of living of the masses. We want them to have good food, good clothing and good housing. We also want them to have adequate medical help, education, travel and recreation.



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POWER FOR PRODUCTION

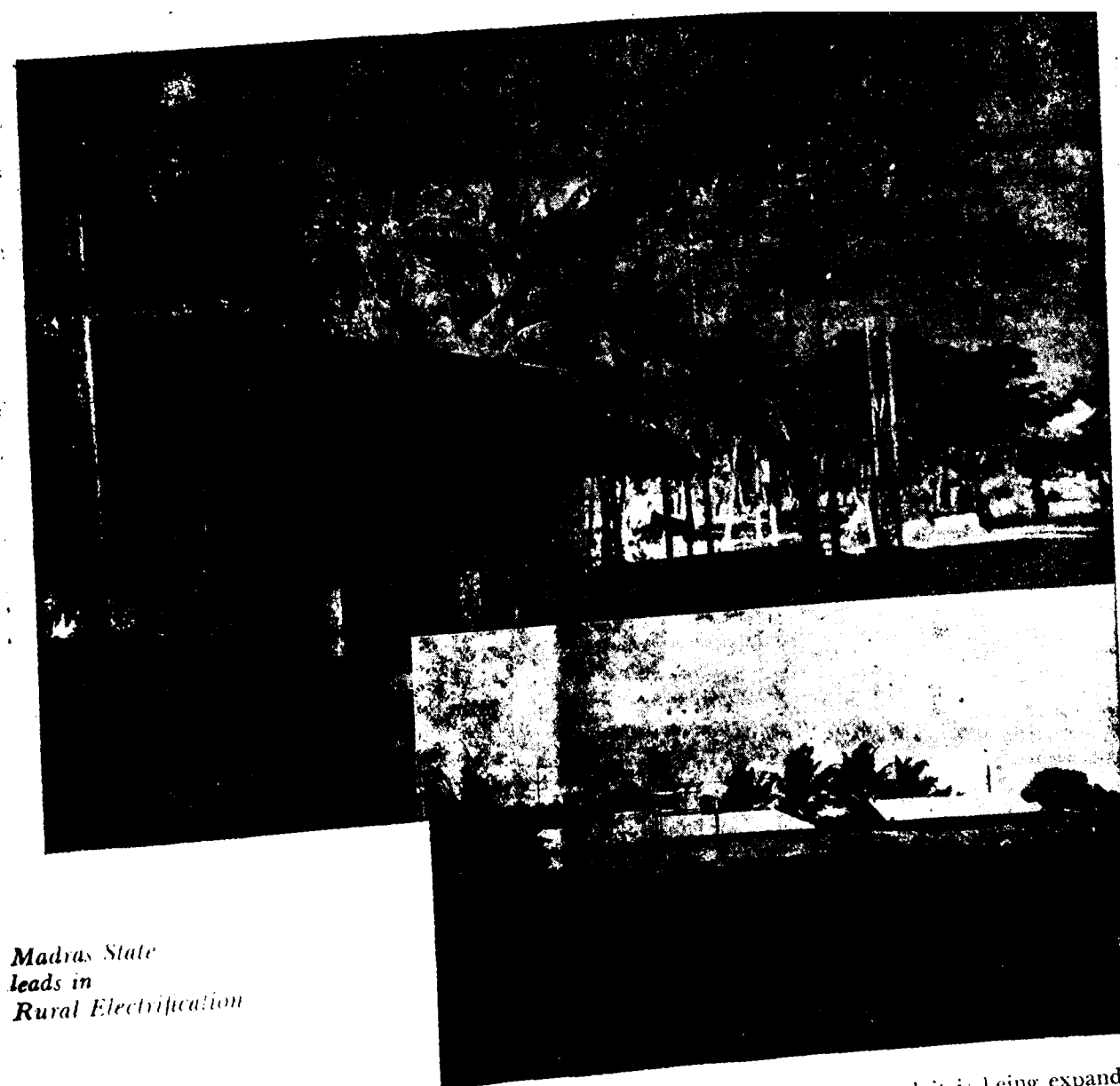
The only way to achieve all these is to increase the productivity of a given amount of human effort through extensive use of power devices. These devices enable man to multiply his output enormously without increasing his own labour. The material prosperity of the West dates from the invention of the steam engine and its use for productive purposes. Later, power from oil and water resources were also harnessed and brought to aid human effort with the result that the standard of living got considerably raised.

Indeed, the national income per capita in the West is found to be in direct proportion to the amount of electrical and mechanical power used by each worker. National prosperity in this country will likewise depend on the manner in which we harness the natural power resources that we have and bring them to do fruitful work.

POWER RESOURCES

In Madras State there is no oil and little coal. Recently lignite or brown coal has been located in the South Arcot District but its extraction is presenting problems which are under investigation. We have however a fair number of water power sites in the Western and Eastern Ghats and they are at present the most promising sources of power. The surveys so far made indicate that a million kilowatts could well be developed from these sites. Actually we have harnessed barely a tenth of this potential and the new projects under construction will bring another tenth into use in two or three years. The balance of 80 per cent of the available resources await development.

Compared to other States in India, Madras cannot be said to be rich in these natural resources. Bombay, Punjab, Bengal and Uttar Pradesh are all far richer. Even Travancore is wealthier than



Madras State leads in Rural Electrification

Madras in its water power. One thing can however be said that Madras has developed its little resources to a greater extent than perhaps the other States and has spread the use of power over more villages than in any other State in India.

IMPORTANT SITES

Speaking broadly, our important water power sites are in the Nilgiris, Palnis and in the Agency tracts of the Eastern Ghats. Heavy rainfall and high elevation make the sites in the Nilgiris specially attractive as they could be developed very economically. The Pykara Scheme is one such. Its present

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capacity is 42,000 K.W. and it is being expanded to over 100,000 K.W. in its reaches including the Moyar River. A promising new scheme on the Kundah River near Coonoor is under investigation and it will give another 100,000 K.W.

In the Palnis, the Periyar Scheme is shortly to be developed with an output of 50,000 K.W. Other good sites are under investigation. In the Visakhapatnam Agency, the Machkund Project is under construction with a potential capacity of 100,000 K.W. and initial development of 52,000 K.W. Further good sites are available on the Sileru River. Furthermore, large blocks of power could be deve-



The Papanasam Diversion Weir

loped in the river valley projects such as Tungabhadra, Krishna-Pennar and Ramapadasagar.

POWER GRID

The Government Electricity Department since its inception in 1927 has been planning a rational development of the natural power resources and has had as its objective the creation of an electric power grid covering the whole State. The grid is to link the several hydro-electric and thermal power stations in the country and convey their output of energy to consumers in all villages and towns through a network of transmission and distribution lines.

The Madras Grid at present comprises:

Three hydro-electric power stations—Pykara, Mettur and Papanasam

Four thermal-steam-stations—Madras, Vijayawada, Visakhapatnam and Nellore

besides a number of small diesel electric stations, 4,500 miles of high tension transmission lines and 3,200 miles of low tension distribution lines.

It has a power capacity of 180,000 K.W.

The grid in the southern part of the State is well formed with its three hydro stations interlinked with each other and supplying a fair portion of 13 districts from Chittoor to Tirunelveli and Chingleput to Malabar. In the central and northern regions of the State, the grid is in patches and is yet to be interconnected.

Last year power generated in the grid totalled 630 million units. Principal use was in industries where 70 per cent of it was utilised. Irrigation and agriculture absorbed 11 per cent, domestic and small power uses amounted to 11 per cent, the rest being for traction, street lighting and miscellaneous purposes.

Among the major industries now working on grid power are Textiles, Cement, Chemicals, Steel Rolling, Railway Workshops and Shipbuilding.

The Government have actively been encouraging rural electrification and today Madras State leads all other States in India, the number of villages electrified amounting to 1,600.

CURRENT FIVE-YEAR PLAN

During the war years 1939 to 1945 no progress could be made as new schemes or extensions were barred by the then Government. With the ending of the war, the Government sanctioned several schemes constituting a five-year plan of development. The plan provides for

- (a) Four new powerhouses at
Machkund, Moyar, Nellore, and Madurai.
- (b) Extensions to five existing powerhouses
Pykara, Papanasam, Madras, Vijayawada and Visakhapatnam

and (c) 1,650 miles of new high tension lines.

These schemes will add 180,000 K.W. of extra generating capacity to the grid. In other words, when the Plan is completed the existing generating capacity will be doubled. The estimated cost of the plan is Rs. 30 crores.

Construction work is in full swing on all the schemes included in this five-year plan. Delayed delivery of steel, cement, power plant and lack of civil engineers have, however, been impeding progress. The Plan was to have been completed in entirety in 1951, but will not be until 1953.

Before these works are completed, a second Five-Year Plan which is under preparation will have been inaugurated. Already the Tungabhadra Hydro-electric Scheme for developing 37,500 K.W. has been sanctioned by Government. Work on it will shortly commence and will get completed by 1954. Important among the other schemes of the next Five-Year Plan will be

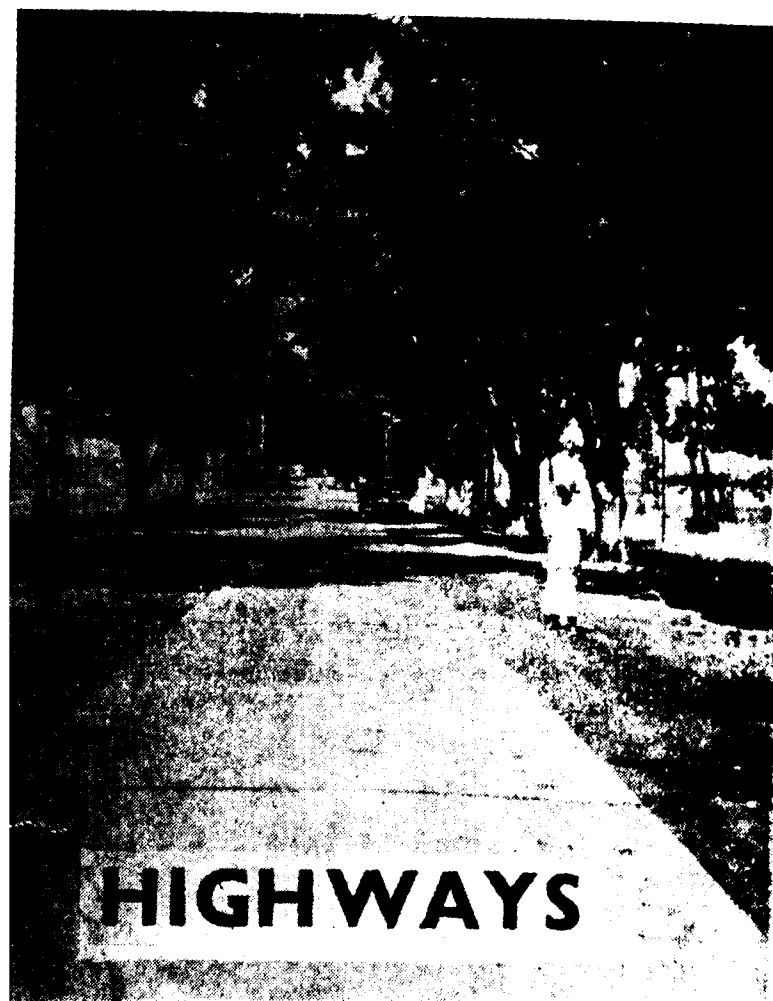
Kundah Hydro Scheme	100,000 K.W.
Periyar Hydro Scheme	50,000 "
Machkund Hydro Extensions	35,000 "
Madras Thermal Extensions	30,000 "

The following schemes included in the Plan have already been completed and brought to service.

Date.	Scheme.	Installed capacity K.W.
June 1948	Emergency sets at Madras Thermal Station	5000
June 1949	Ceded Districts Scheme	4000
April 1950	Diesel sets at Vijayawada	1000
October 1950	Nellore Thermal Scheme	5000
December 1950	Diesel sets at Visakhapatnam	1200

The rest of the schemes in the Plan are expected to be completed on the dates indicated below.

Date.	Scheme.	Installed capacity K. W.
February 1951	Madurai Thermal Scheme—1 Unit	4000
February 1951	Visakhapatnam Extension—IV Unit	1600
April 1951	Papanasam Extension—IV Unit	1000
June 1951	Vijayawada Extension—IV & V Units	6000
September 1951	Visakhapatnam Extension—V Unit	1500
End of 1951	Madras Thermal Extension 1st stage	15000
End of 1951	Moyar Hydro-electric Scheme—1 Unit	12000
Middle of 1952	Moyar Hydro-electric Scheme—II & III Units	24000
Middle of 1952	Madurai Thermal Scheme—II Unit	10000
Early 1953	Pykara Extensions—VI & VII Units	26000
Middle of 1953	Madras Thermal Extension—2nd stage	15000
Middle of 1953	Machkund Hydro-electric Scheme—1st stage	52500



By
Sri M. S. THIRUMALE AYYENGAR
Chief Engineer, (Highways)

There are approximately 37,000 miles of roads in Madras State whose population is fifty million. The economic and social welfare of the State are particularly dependent upon these traffic arteries. During the War period, restrictions on materials and equipment curtailed Highway activities to the extent that construction was practically at a standstill, and maintenance operations were limited to the barest essentials.

With highway construction and development being blocked by the necessities of the War effort, the Department set about with such personnel as was

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available to make surveys and prepare plans and specifications for the work so deferred. It was at this juncture in 1913 that the Chief Engineers of all the Provinces in India met at Nagpur and evolved what is popularly called the "Nagpur Plan" for an all-round integrated plan of road development. Under this procedure, a shell of needed construction projects was built up for the time when such operations could be undertaken at the close of the war.

Serious thought was therefore turned towards the post-war era and to the speeding up of preparations for that period. War ended, and in 1946 the separate Department of Highways was created. The influence of increased motor vehicle transportation, the war and post war conditions, all tended to shift gradually the administrative control of major district roads and their urban extensions from the Local Bodies to Governmental organisations. This naturally shifted the financial burden also on to the shoulders of Government.

The Madras State Highways Department formed in 1946 on the eve of India's independence has perhaps no parallel in any other State in India, in that it is the sole agency in the State for the administration of all Government roads as well as the District Board roads and other connected and allied works. Madras has the following road systems: The National Highway system comprising 2,049 miles, maintained entirely out of the Union funds, is administered by the State Highways Department. Into this system is integrated the four principal highways systems of the State, viz., the Provincial Highways comprising 3,069 miles, Major District Roads forming 15,055 miles, Other District Roads amounting to 7,968 miles and Village Roads totalling to 8,822 miles. These four systems are financed by State funds, a moiety being met from the District Board funds.

OBJECTIVES DEFINED

The objectives of post-war road development framed in accordance with the Nagpur Plan are

clearly defined in the 25-Year Comprehensive Scheme of highway development for the State. The broad details of this programme are:

Out of the total cost of Rs. 64 crores, the cost of schemes relating to the different categories of roads are:—

When this programme is completed, the length of roads in the State shall have been increased to over 55,000 miles and virtually every village would be accessible by an all-weather road and the Highways system will serve about 45 millions of people—practically the whole of the State population—urban and rural.

FIVE-YEAR PROGRAMME

With this overall objective in view, works are being carried out in accordance with a Five-Year Programme comprising the high priority works of the comprehensive plan. The salient features of the Five-Year Programme (1947-52) are: the provision of about 470 miles of improved surfacings, metalling of about 890 miles, new formations of about 540 miles, and construction of major bridges to a tune of Rs. 175 lakhs in the State road system; Metalling 2,430 miles, building 10,000 miles of new roads and constructing major and minor bridges costing over Rs. 100 lakhs under the District Board Road System. That the importance of rapid development of rural communications has been fully appreciated, in drawing up the programme, can be seen from the fact that very nearly half the total cost of Rs. 12 crores

Road laying in rural areas.



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goes to the development of the District Board Road system. Owing to financial considerations even this modest programme costing Rs. 12 crores had to be stretched out so as to limit the expenditure to Rs. 8.5 crores for the five years 1947-52. There is no approved programme for National Highways comparable to the State Roads programme, but works are being taken up in inescapable cases subject to the sanction of the Government of India.

Out of the programmed expenditure of Rs. 8.5 crores, during the quinquennium 1947-52, we have spent to the middle of the year 1950-51, 3.77 crores of rupees. Our modest achievements are the laying of improved surfacing to roads for nearly 114 miles, metalling of about 1,065 miles of roads, construction of 710 miles of new roads, and of several bridges costing 41 lakhs of rupees. Besides this, several large bridges on National Highways and State and District Board roads have been put on hand and their completion is well within sight. The bridge across the Cauvery at Pugalur, across the Pennar near Nellore, and across the Coleroon at Anaikaranchathram are outstanding works. The greatest and largest bridge of that class is the Godavari bridge and approaches—overall cost about Rs. 2.25 crores.

ADVERSE FACTORS

The rural programme under which we have to build about 10,000 miles mainly of new roads is behind schedule. The biggest single factor contributing to the greatest delay has been the tedious process of the "Right of way acquisition". In recent months, Government have enacted amendments to the Land Acquisition Act, and issued certain instructions with a view to minimising the procedural delays. These measures, it is hoped, would shorten considerably the time required for transferring control over the land to the Highways Department.

This is the fourth year of the Five-Year Post-War Development and despite the tremendous handicaps we have been able to cover about half the programme, and just now when we are in a position to go forward and implement the programme at a much faster rate, we have been suddenly faced with the problem of lack of funds for intensive financing of the Highway programme of construction as well as maintenance. Appropriations of Government have fallen off. While we need annually a total sum of Rs. 9.10 crores for maintenance and construction, the total budgetary provisions for this year for National Highways, State Roads and District Board roads amount only to Rs. 6.73 crores. Thus, there

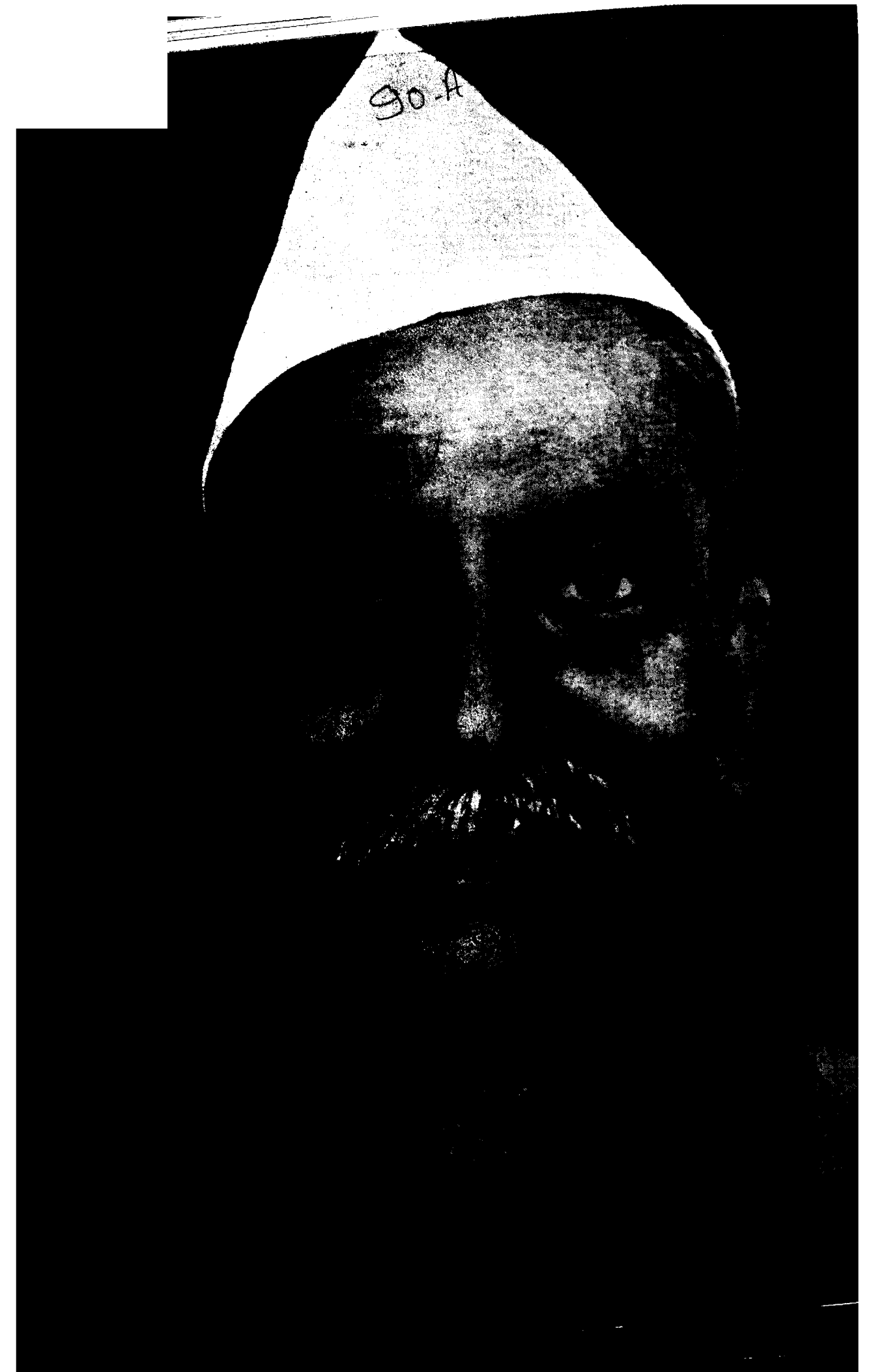
is a wide gap to be filled. And road maintenance cannot and should never be put off. The deterioration of the road will be so rapid that you will be faced with the need to spend enormous sums for rectification of damage. Madras therefore spends nearly seven crores from general revenues on Highway maintenance and construction.

THE ALL-PURPOSE ROAD

The ox-cart, or more familiarly speaking the bullock-cart, is still very largely a general means of transportation for the rural population. The carts, with narrow iron tyred wooden-spoked wheels, still rumble along over the water-bound macadam roads, the squeaking of its unoiled axles turning in the holes being heard for considerable distances; especially in the night the fading squeak reminds one of the ebbing transient life. These vehicles are drawn by oxen, yoked by the horns and controlled by nose-strings or head-strings by drivers poking the animals in the sides to keep them moving and twisting their tails to speed up the pace. Alongside this slow moving vehicle, the modern automobile

flashes past at enormous speed sucking the road surface binders.

We are fast making the all-purpose road, dust-proof, durable and pleasant to ride on, be it in the slow moving ox-cart or in the richly upholstered, soft-cushioned interior of a luxury limousine. So, we are making the comphalt road, black-top road, and all concrete road. The days of water-bound macadam are fast going. Soil-stabilised roads in the rural and deltaic tracts will hold the held for economy and service. Concrete and comphalt roads will become the rule in urban and suburban areas. Outside the urban areas, we are fast improving the roads to the 12-foot traffic lane with widened shoulders for increased safety and traffic capacity. And, in these five years Madras State which has the largest transportation system in India, has kept in the forefront the development of its Highways, without which, the other essential nation-building activities embracing food and power production, can make little headway. Thus, Madras leads for others, to copy and benefit by example.



is a wide gap to be filled. And road maintenance cannot and should never be put off. The deterioration of the road will be so rapid that you will be faced with the need to spend enormous sums for rectification of damage. Madras therefore spends nearly seven crores from general revenues on Highway maintenance and construction.

THE ALL-PURPOSE ROAD

The ox-cart, or more familiarly speaking the bullock-cart, is still very largely a general means of transportation for the rural population. The carts, with narrow iron tyred wooden-spoked wheels, still rumble along over the water-bound macadam roads, the squeaking of its unoiled axles turning in the holes being heard for considerable distances; especially in the night the fading squeak reminds one of the ebbing transient life. These vehicles are drawn by oxen, yoked by the horns and controlled by nose-strings or head-strings by drivers poking the animals in the sides to keep them moving and twisting their tails to speed up the pace. Alongside this slow moving vehicle, the modern automobile

flashes past at enormous speed sucking the road surface binders.

We are fast making the all-purpose road, dust-proof, durable and pleasant to ride on, be it in the slow moving ox-cart or in the richly upholstered, soft-cushioned interior of a luxury limousine. So, we are making the comphalt road, black-top road, and all concrete road. The days of water-bound macadam are fast going. Soil-stabilised roads in the rural and deltaic tracts will hold the field for economy and service. Concrete and comphalt roads will become the rule in urban and suburban areas. Outside the urban areas, we are fast improving the roads to the 12-foot traffic lane with widened shoulders for increased safety and traffic capacity. And, in these five years Madras State which has the largest transportation system in India, has kept in the forefront the development of its Highways, without which, the other essential nation-building activities embracing food and power production, can make little headway. Thus, Madras leads for others to copy and benefit by example.







OUR ELECTIONS

By

SRI B. GOPALA REDDI, *Minister for Finance and Elections*

On the 26th January 1950 we have given ourselves a Constitution which is democratic in its concept and practice. The basis of all democracy is representative responsible Government. Those who are responsible for the administration of the State must represent the hopes and aspirations of the people as the people are the final arbiters. Since all the people cannot assemble and take decisions and execute them, it must be through their representatives elected periodically. Thus an elaborate electoral machinery came to be installed in every country to enable voters to send their representatives to whom the Government of the day should be responsible.

Our Constitution also lays down that the election shall be on the basis of adult franchise—a bold concept indeed in view of the large illiteracy still prevailing. We are new to democracy. Till 1946, peoples' representatives were not associated with the Government of India and even in the Provinces all the important and pivotal departments like Law and Order, Finance and Revenue, were not in the hands of the peoples' representatives till 1937. Thus we are just on the threshold of democratic institutions; but we are newer still to adult franchise with varying degrees of social strata. There are the Agency people who are still in ignorance of what civilisation is; there are the nomadic people who have no place of residence and who migrate from place to place. Thus we have launched on a very bold experiment and that shows our ultimate faith in the goodness and judgment of the people, though they may be unlettered.

STUPENDOUS TASK.

Even our President Dr. Rajendra Prasad, before he became President, expressed his grave misgivings about this novel experiment. There are other critics too who genuinely feel that in the present condition of India adult franchise is not

good for her. But our commitments have gone so far that we cannot retrace our steps. We have made elaborate arrangements to get all qualified people who are of twenty-one years of age brought on the electoral rolls. That itself is a stupendous task and hundreds of officers went about from house to house to enumerate all eligible voters. It is as stupendous as the Census operation and yet we have gone through it.

In Madras State we have a little over 271 lakhs of voters. This is over 50 per cent of the total population and this is quite satisfactory in view of the fact that we have to exclude a large number of children below 21 years of age. In 1920 when we began our elections on a wide scale the electorate was between two and three; in 1937 when the new Government of India Act was inaugurated it was about 14 per cent in our State and much less in other States; and under the New Constitution it is over 50 per cent. That itself shows the comparative speed with which we have crossed through democratic fields within the last thirty years.

The printing of the rolls is another formidable work undertaken; we had to import paper, costing over Rs. 6 lakhs for printing electoral rolls and all the available language presses in the districts were induced to take up the work; in some areas the rolls have to be printed in two languages. The printing of the rolls alone has cost Government Rs. 29 lakhs. Just now they are open to the public for claims and objections and these claims and objections also have to be printed as an appendix to the main roll.

ELECTION COMMISSION.

The State has to be divided into constituencies and that has not yet been finalised; as readers are aware we had two long debates in the Legislature with regard to the type of constituencies, the method of voting, etc. The delimitation of constituencies was undertaken about five-six months ago and it has not yet been finalised by the President. Contrary to expectations the elections which were due in April next were postponed to November-December this year. This has given all State Governments more time to look ahead about the arrangements to be made to conduct these elections on a free and fair basis. Since we are new to elections of this magnitude there seems to be some suspicion lurking that Governments both in the Centre and in the States are making

arrangements not to allow a fair chance to the opponents of the Government and that they are likely to manipulate things favourably to the Government. That is a baseless suspicion betraying their own defeatist mentality.

The Election Commission appointed under the Constitution has very wide powers and all the arrangements are supervised and regulated by the Election Commission. Even in small details like the type of ballot boxes to be used, State Governments have no option and it is being directed by the Election Commission. The electoral law is being made uniform and no local variation is permitted; the Election Commission is given a status of an independent Commission like the Public Services Commission. Even apart from that it is not in the nature of our leaders at the top to manipulate elections to suit their party.

CLIMATIC FACTORS.

As at present advised elections are to come off in November and December this year. In the United Kingdom and the United States elections are held simultaneously on one day. But in view of the climatic conditions of our country which differ widely, the same day may not be suitable to all the States. Both November and December are unsuitable to the Punjab and they prefer October. In Madras, North-East Monsoon, when it is merciful and plentiful, is very active in the months of October-November and these months are definitely out of question for us. The Madras Government have written to the Election Commission that elections here can only be in December commencing from the first week, spreading over three weeks. For the Legislative Council for the Graduates, Teachers and Local Boards constituencies, we have recommended to the Commission postal system of voting since the elections is to be held with proportional representation with single transferable vote.

Perhaps these elections could also be held during the three weeks the Assembly elections are on; but there are other 24 Members who have to be elected to the Legislative Council by the Members of the Legislative Assembly. That can only be done in the middle of January and then only we can say that the elections to the Assembly and Council are completed. It looks as though the new Ministry cannot be ushered in before 1st February 1952. Perhaps the new Budget for 1952-53 has to be postponed by a couple of months which is now permissible under the New Act.

In some districts even December may be inconvenient as harvesting will be in full swing and the entire rural attention will be focussed on the harvesting of the paddy than on the sweeping of the polls. In 1937 elections to the Assembly were held in February and in 1946 elections were held in March. February and March will be more suitable to our districts, though we won't raise any serious objection even for December.

POLLING ARRANGEMENTS.

But the most stupendous thing is yet to come, namely, fixing the polling stations, construction of polling booths, and the police bundobust of the polling stations. We require a large number of ballot boxes. We get an average of over 72,365 voters for the Assembly Constituency. There are five Assembly Constituencies in every Parliamentary Constituency and this Government have already decided and the Election Commission has agreed that generally 750 voters should be allotted to each booth. Thus there will be in each single-member Parliamentary Constituency about 482 booths ($72,365 \times 5 / 750 = 482$).

Government must be prepared to expect on an average four candidates to contest in a single-member Constituency and eight candidates in a double constituency. We have to provide boxes for the Assembly elections and also for the Parliamentary elections; this comes to 3,90,000 boxes. Even assuming some seats will be unopposed and in some others there will be a straight fight between only two candidates, we will have to be prepared for 3,10,000 boxes. We have with our Collectors 50,000 wooden boxes prepared for previous elections. We asked the Inspector-General of Prisons to prepare wooden boxes in jails in early 1950 and he has prepared so far 70,000 boxes.

But now the Election Commission insists that all wooden boxes should be scrapped and they must be replaced by steel boxes which cost roughly Rs. 6 each. We are pleading with the Commission that we are already in possession of 1,20,000 wooden boxes and in certain constituencies we must be permitted to use these wooden boxes. I doubt whether the Commission will agree to this proposal as they have developed a new fondness for steel boxes. We have conducted our elections without any trouble in previous years with wooden boxes and there was never any complaint. Yes, we have to pay a higher price for democracy!

STAFFING THE BOOTHS.

The most difficult problem is to staff the polling booths with officers well conversant with elections rules and with the necessary police staff. The Inspector-General of Police says that he cannot manage more than about 500 booths per day in a district. He has further pointed out that, even for this in the case of the smaller districts, the police resources of as many as three districts will have to be pooled. We are confident about the polling staff as we can requisition all the Government servants, local board staff and teachers, etc. The real problem is the police staff available and our election programme will have to be staggered according to the police party we can organise.

The idea is to have a single-member Parliamentary Constituency elections together with the five Assembly constituencies to be held on a single day; then allow two to three days' time for the polling and police staff to move into another Parliamentary constituency; two such parties will have to meet and conduct elections in a double-constituency. This moving about means time. Thus we have calculated that the elections cannot be finished within less than three weeks from the day of commencement. The screening of the booths, movement of officers, printing of the ballot papers and posters required at the booths, also mean enormous expense.

THE SYMBOL SYSTEM.

The Electoral Bill which was introduced in the Parliament and is now before the Select Committee contemplates not coloured boxes, but symbols to give a clue with regard to the identity of candidates to illiterate voters. No party will be given the same symbol throughout; it will vary from constituency to constituency. The Madras Government did not agree to either of these proposals and we pleaded for our old coloured box system. But since the majority of the States pleaded for the symbol system, it is being thrust on us by the Commission. The printing of these symbols in sufficiently big size is another new responsibility and a formidable task.

Another problem in all these elections is the question of impersonation. Dead people have a resurrection on these election days and many a dead man comes to the polling booth, and votes to the candidate he likes. And the same person

also can assume different 'avathars' and vote in the name of different persons. There are cases where even the sex is also changed under the guise of a burkha! Thus elections make people magicians and wizards! But to prevent this and to retain people as people in their true names, the electoral law contemplates marking the thumb of every voter with indelible ink which cannot be wiped out for nearly ten to fifteen days.

The Madras Government did not agree to this, but once again this Government may be overpowered. So every voter that is privileged to vote will carry a beauty-spot on his or her finger tips, sometimes very tender and delicate, for a fortnight at least!



Thus the election is going to be a big and expensive hurdle race where they have to cross through several obstacles. With their innate good sense, I am sure, the people will appreciate the privilege given to them and go through the race in a true sportsmanlike spirit. As His Excellency has appealed to the local bodies in Nellore District, unless all political parties cooperate in this huge work our electoral machinery will break down which means our democracy will be paralysed.

I reiterate His Excellency the Governor's appeal and request everybody concerned to cooperate to the fullest extent and make the elections a success.

ELECTORAL ROLLS AND ELECTIONS UNDER OUR NEW CONSTITUTION

By

SRI S. VENKATESWARAN, I.C.S., *Commissioner for Elections*

On the day on which these and the other articles in this Souvenir are published, we shall have had over three years of *de facto* independence, and one year since we firmly and solemnly resolved to constitute our country into a Sovereign Democratic Republic. We are, quite rightly, proud of our independence and the manner in which our freedom has been won, thanks to the inspiration and guidance of the Father of our Nation. These three years and more have made us realise that the more free we are, the more are our responsibilities to safeguard the freedom we have won and build up a nation in keeping with the ideals so eloquently stated in the Preamble to our New Constitution. Even Democracy cannot grow by itself. Our Constitution provides for a fully democratic machinery, but the way in which that machinery comes into existence and functions, will depend on what we make of it and what we do as individual citizens to support and nourish the democratic political institutions prescribed in our Constitution.

Among the fundamental features in a democratic Republic are absolutely free and fair elections in which all persons who are qualified to be voters are afforded equal opportunities to exercise their fran-

chise, and representative Governments by elected leaders of the people responsible to the Legislatures. This article is concerned with the former feature.

ADULT FRANCHISE

The first requisite of a democratic regime is that the electorate contemplated by the Constitution should function in its full strength, and this will be possible only if our electoral rolls are accurate and complete. Orderly and efficient elections cannot be conducted without electoral rolls, the sole purpose of which is to specify the citizens who are entitled to vote and where they can exercise their franchise. We have taken one sudden jump from the limited franchise conceded under the Government of India Act, 1935, to full-fledged adult franchise, with the result that the electorate for elections to the State Legislative Assembly and the House of the People under the New Constitution will be over three times as large as that which elected members to our State Legislative Assembly under the old Constitution. It is upto us, as citizens of free India, to justify this sudden big jump and make adult franchise work even while the bulk of our electors are illiterate.

Our census statistics as well as the experience of other States in our country which have already introduced adult franchise, indicate clearly that adult franchise, means that nearly half the population of the country will be entitled to vote. In fact, the draft electoral rolls for the State Legislative Assembly and the House of the People, which have recently been published, have already reached this standard of registration of voters under adult franchise.

ASSEMBLY AND COUNCIL

Our State Legislature under the New Constitution will, as under the Old Constitution, consist of two Houses, viz., the Madras Legislative Assembly and the Madras Legislative Council, while 75 members will be elected from this State to fill seats in the House of the People in our Parliament. We



shall have to elect 375 members to our State Legislative Assembly. Our 75 seats in Parliament as well as the 375 seats in our State Legislative Assembly, and 36 seats in our State Legislative Council have to be filled by direct election in territorial constituencies, the elections to the State Legislative Assembly and the House of the People being on the basis of adult franchise. The elections to the Legislative Council will be from special electorates of members of Local Authorities, Graduates and Teachers as laid down in Article 171 (3) of the Constitution. The preparation of the electoral rolls for the conduct of elections to the State Legislative Council is comparatively simple, and only the electoral rolls for elections to the State Legislative Assembly and the House of the People call for special notice in a short article of this kind.

One of the fundamental provisions in our Constitution is Article 325 which lays down that there should be only one general electoral roll for every constituency for election to either House of Parliament or to either House of the State Legislature, and

that no person shall be ineligible for inclusion in any such roll or claim to be included in special electoral roll for any such constituency on grounds only of religion, race, caste, sex, or any of them.

Though the Constitution provides for reservation of seats in the State Legislative Assembly and the Union House of the People for the Scheduled Castes and Scheduled Tribes, the electors in respect of these Reserved seats also will be the general electorate as registered in the common electoral roll of the territorial constituencies in which the seats have been reserved, and the only restriction is that only candidates belonging to a Scheduled Caste or Scheduled Tribe, as the case may be, can stand for election to these seats.

TO QUALIFY AS VOTER

The franchise law is that contained in Article 326 of the Constitution and the subsidiary legislation enacted thereunder. According to this Article, elections to the House of the People and to the Legislative Assembly of every State shall be on the basis of adult franchise, and every person who satisfies the condition laid down in that Article shall be entitled to be registered as a voter at any such election. These conditions are that the elector:—

- (1) should be a citizen of India;

- (2) should not be less than 21 years of age on the qualifying date;

- (3) should have had the residential qualification during the qualifying period;

- (4) should not be of unsound mind and stand so declared by a competent court; and

- (5) should not be disqualified from voting under the Constitution or any law made by the appropriate Legislature on the ground of crime or corrupt or illegal practice.

The qualifying date and period and the residential qualification have been prescribed by the Representation of the People Act, 1950. The electoral rolls have to be maintained up-to-date annually, which is of course necessary for ensuring the correctness of these enormous rolls. The qualifying date for the first rolls under the New Constitution for the purpose of age qualification is 1st March 1950, while the qualifying period for purposes of the residential qualification is the period from 1st April 1947 to 31st December 1949. The residential qualification has been defined in very generous terms in the Representation of the People Act, 1950: in order to have residence in an area, ownership or possession of a house in the area, and even mere staying in the area whether, in a house or not, for not less than 180 days during the qualifying period is sufficient.

According to a special provision in the Act, the residential qualification has been relaxed in the case of displaced persons from Pakistan and those who migrated into India before the 25th July 1949 are entitled to be registered as voters, if otherwise qualified, in the constituency of their choice. The Act also lays down that members of the Armed Forces of the Union and persons employed under the Government of India in posts outside India, should be deemed to be residents of the area in which, according to their declaration in the prescribed form, they would have resided but for their service in the Armed Forces or in posts outside India under the Government of India, as the case may be, and this special provision is applicable also to their wives.

ENUMERATION AND CORRECTION

It cannot be a matter for surprise that these liberal franchise qualifications have resulted in an electorate well over three times as large as that under the Government of India Act, 1935. The work in connection with the enumeration of this large

number of voters and the preparation of the electoral rolls has naturally involved the mobilisation of the official machinery on a large scale and considerable expenditure on staff, paper and printing. The draft rolls which have recently been published are based on house to house visits and enumeration conducted twice through the State: the first in 1948 and the second in June 1950, the second enumeration having been necessitated by the liberalisation of the franchise provisions introduced by the Representation of the People Act. As already mentioned, we have thus already registered nearly 50 per cent of the population as voters which is about the correct figure under our scheme of adult franchise.

This is not to say that there are not omissions and mistakes in the rolls here and there, but the omissions would have been fewer but for the refusal of any women almost in every district, and even among some men in villages, to get themselves enumerated in spite of persuasion. We have now reached the statutory and final stage in regard to the preparation of the electoral rolls, and we can completely rectify the omissions and mistakes in the rolls only if the public take the initiative in the matter. Under the statutory rules relating to the preparation of the electoral rolls, qualified persons whose names are not found in the electoral rolls can apply for the inclusion of their names, and objections also can be raised against any entries in the electoral rolls, provided these claims and objections are filed within a certain ample period which has already been given wide publicity. The Electoral Registration Officers can, within certain limits, act on their own initiative and get mistakes and omissions in the rolls rectified but the rolls can be perfected only if the citizens fully avail themselves of this opportunity to file claims and objections.

DUTY TO REGISTER

There is no reason at all why our women should lag behind men in getting themselves enumerated as voters, as it has been decided in our State there should be separate booths for women at every polling station, and that, further, wherever there are appreciable numbers of women observing purdah, the polling staff should consist entirely of women. Every care will also be taken to see that the polling stations are situated within a reasonable distance from the homes of the voters. The Government will thus



do everything possible to enable the citizens to exercise their franchise in a convenient manner.

We owe it to ourselves and our country to see that the wide and democratic franchise provided under the Constitution is in fact exercised, and we should not handicap ourselves in the discharge of this civil duty by being indifferent to the inclusion of our names in the electoral rolls. (It is also relevant to mention that these rolls will also be used for the purpose of elections to the Local Bodies in this State). Those who neglect this civic duty will have only themselves to thank for the consequences which must necessarily flow from such negligence in a democratic regime.

The law relating to the conduct of elections, dealing with such matters as the system and method of voting is yet to be settled by Parliament, but it is certain that with such a large electorate as ours, the bulk of whom are illiterate, the method of personal voting with separate boxes for each candidate will be adopted. One of the points which is proposed to be settled by rules under the new Electoral Law is whether the coloured box system with which we in this State are familiar should be adopted in connection with the elections under the New Constitution, or whether the symbol system which has been in vogue in some other States like Bombay should be adopted. Elections from the special constituencies of the State Legislative Council already referred to will be in accordance with the system of proportional representation by means of the single transferable vote. We can all rest assured that the law laid down by Parliament in regard to these matters will be strictly and impartially enforced, and the conditions necessary for absolutely free and fair elections ensured.

THE MADRAS BUDGET—PAST AND PRESENT

BY

Sri T. A. VARGHESE, I.C.S., *Secretary, Finance Department*

What is being attempted in this review is to draw attention to the changes effected by the present Government in the structure of the Madras Government's Budget. An article on a subject like this can be wearisome, but if the reader's patience will hold out, he can collect his thoughts on a few points which ought to interest him.

The normal revenue of the Madras Government during pre-war years, was of the order of Rs. 16 crores. Land Revenue of Rs. 7 crores, constituted the major share and the drink revenue of Rs. 4 crores, the next highest. Other items of taxation, such as on Stamps, Registration and Motor Vehicles, amounted to about Rs. 3 crores and the balance came from miscellaneous sources. The present

revenue of the Government is of the order of Rs. 50 crores, but this does not mean that the people are more heavily taxed now. In terms of services and commodities, the three-fold increase in revenue, merely keeps pace with the index of prices. The structure of taxation has, however, changed out of recognition. Land Revenue continues to be of the same order, about Rs. 8 crores and the drink revenue has practically disappeared. Commercial taxes yielding Rs. 18 crores and the share from Income Tax, amounting to Rs. 8½ crores, form the mainstay of the Government at present.

SOURCE OF REVENUE

The following statement is perhaps worth looking into.

Source of Revenue.	1937-38.		1950-51.	
	Rupees in crores.	Proportion to the total.	Rupees in crores.	Proportion to the total.
Land Revenue	7	44%	8½	15½%
Drink Revenue	4	25%	½	1%
Stamps & Registration	2½	14%	5	9%
Forests	½	3%	2	4%
Electricity (net)	½	1½%	1½	2½%
Motor Vehicles	½	3%	3	5%
Commercial Taxes	...	...	18	33%
Income tax	...	...	8½	15½%
Miscellaneous	1½	8%	8	14½%
(Receipts from investments, Subsidy from the Government of India & Sundry Receipts)	...	...	...	...
Total ...	16	100%	53	100%

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Land revenue and drink revenue, together constituted 69 per cent of the income of the State before the war. Both of them are primarily taxes on the rural population. The townsmen and the comparatively prosperous villagers contributed only a small fraction of the total Excise Revenue. With the enforcement of prohibition, the burden of this taxation, has been lifted from shoulders which were groaning under its weight. Land Revenue now constitutes only about 15 per cent of the total income. Commercial taxes and Income Tax, which add up to nearly 49 per cent of the present income, are not borne to any appreciable extent by the tiller of the soil, because the ryot who lives on the produce

of his land, and the labourer in the field who receives wages in kind, do not pay Income Tax or Sales Tax on his staple food. The main weight of these new taxes falls on the comparatively prosperous classes of society in the country. The incidence of State taxation has thus been shifted and made more broad-based, thereby giving considerable relief to the poorer sections of the people.

HEAD OF EXPENDITURE

The response to the aspirations of the newly awakened masses, can be seen reflected on the expenditure side of the Budget also, as shown below:—

Head of Expenditure.	1937-38.		1950-51	
	Amount in crores of rupees.	Proportion to the total.	Amount in crores of rupees.	Proportion to the total.
General Administration (Collection of Revenues, Preservation of Law & Order, etc) ...	8½	53%	22½	40%
Welfare activities (Education, Public Health, Agriculture, Co-operation, Industries, etc.) ...	4½	28%	19	34%
Civil Works (Roads, buildings & irrigation) ...	2	12½%	8½	15%
Miscellaneous ...	1	6½%	6	11%
Total ...	16	100%	56	100%

The cost of General Administration, by which is meant the unproductive outlay on the machinery for preservation of Law and Order and the collection of taxes, constituted 53 per cent of the State revenues before the war. This has now been reduced to about 40 per cent of the total. But for the disturbances caused by Communists, which have necessitated a larger police force, and the general food scarcity, which has called for large establishments for the procurement and distribution of foodstuffs, the reduction would have been greater. The outlay on ameliorative works, such as Education, Health, Communications, etc., has increased from 47 per cent to 60 per cent. The Education Budget alone has

risen from Rs. 2½ crores in 1937-38 to about Rs. 10 crores now. Even after making due allowance for the depreciation of money, it could be seen that the people are getting back a larger proportion of the taxes gathered from them, in the form of welfare services.

GOAL OF WELFARE STATE

The shift towards the goal of the Welfare State, has been even more marked on the side of productive capital expenditure, which is usually met from funds borrowed from the public. The former administrators of this State did not venture on any irrigation, electricity or industrial project, unless

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the direct return, in the form of enhanced revenues, was at least equal to the interest charges on the capital invested. In view of the several indirect benefits derived by the people from these investments, the present Government has softened the rigidity of this productivity test and several beneficent projects have since been sanctioned. We have now under execution an irrigation and electricity programme, consisting amongst others of the Tungabhadra and Bhavani irrigation projects and the Machkund and Moyar hydro-electric projects. This programme costing about Rs. 75 crores is expected to be completed in the next two years and would bring under irrigation a million acres of land and double the power generation in the State.

The abolition of zamindaris is another important item of capital expenditure, now under implementation, the benefits of which will accrue to large sections of the people in the immediate future. In order to foster the development of industries, the machinery for State Aid to Industries has been recently overhauled and large sums are now being advanced for the promotion of industries. To render similar assistance to large industries, an Industrial Investment Corporation has also been sponsored by the Government and has started to function.

We have budgetted for a capital expenditure of about Rs. 15 crores in all this year and we shall have to provide, increasingly larger sums, under this head, in coming years. And when we compare this with the sum of Rs. 138 lakhs spent on capital works in 1937-38, all reasonable men should concede that a genuine attempt is being made by the present Government to improve the lot of the people. The fruits of these beneficent measures have not ripened yet, but that day is not too far distant. It is nobody's contention that all the expectations of the people are being fulfilled at a reasonable pace; but making due allowance for the war-torn economy, the chronic food shortage and the manifold post-partition problems that we had inherited on the attainment of freedom, the effort so far made should not be discounted as insignificant.

RESERVE FUNDS INTACT.

A common criticism levelled against the present administration is that it had frittered away the reserves of the exchequer on socio-political experiments of doubtful value. It is not the purpose of this article to argue the merits or demerits of prohibition, but it must be emphasised that the Government had no occasion so far to raid their reserves on the enforcement of prohibition. The

drink revenue that was foregone, was about the order of Rs. 17 crores during the last war-year. This loss has been made good in full on commercial taxes which amount to Rs. 18 crores this year. In dealing with public finance, our critics should remember that a revenue foregone by the State is not lost to the nation, but remains with the people. It can be got back from them by another form of taxation, which is precisely what has been done by the present Government. Even those people who argue against prohibition on their Fundamental Rights, should, on reflection, concede that it is inequitable to make addicts who come from the lowest strata of society, bear the largest share of State taxation.

Our Revenue Reserve Fund, which stood at Rs. 31 crores in 1946, when the present Government assumed office, amounted to nearly Rs. 34 crores at the end of the last financial year. During this period the Government had incurred a productive capital expenditure of about Rs. 25 crores for which they had borrowed from all sources only Rs. 13 crores. This means, that the balance of Rs. 12 crores came out of normal resources, a fact which should demolish the argument that reserves were being raided for the normal expenses of administration.

CO-OPERATIVE FINANCING

In passing judgment on the achievements or shortcomings of the present administration, people should keep in mind that nobody has so far devised a short-cut to prosperity. The burden of State taxation is already heavy and if further amenities should be provided for the people, the cost must come out of new wealth to be produced. Ours is not yet a Socialist State and under the existing order, new wealth must be created by private enterprise. The State can, no doubt, play a beneficent part by maintaining the necessary conditions. It was with this end that the Government had launched the various post-war development schemes on irrigation, electricity and industries. The execution of these schemes requires enormous capital and is being delayed for lack of funds. The schemes being largely productive, the Revenue Reserve Fund can be expended on them; but that, by itself, will not go the whole way.

It is up to local people to be benefitted by these schemes, to render help. That schemes which benefit a particular area could be successfully assisted by its beneficiaries, has just been demonstrated in Tirunelveli District, where the Manimuthar Irrigation Project was rendered possible by the efforts of interested ryots. It is up to people of other districts to copy this good example to co-operative financing and let us hope that we could, in spite of the present shrinkage of the capital market, push through a modest programme of development.

CHANGING PATTERN OF STATE FINANCES

BY

DR. NATARAJAN, M.A., D.LITT., *Economic Adviser to the Government of Madras*

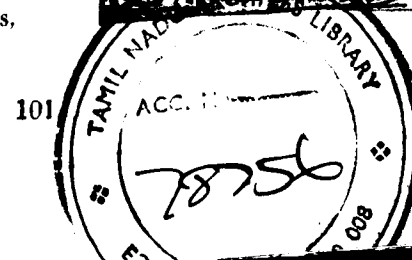
In modern democracies, the Budget of a State has come to be regarded as one of the most important yardsticks to measure its prosperity. The growth in the size of Budgets of States is a direct result of the century old Wagner's law of increasing State Services, the implications of which have been realised more than ever in the inter-war period. The Government which governs least is no longer regarded as the best. The function of the State does not stop with the provision of security services, the oldest of collective wants, but embraces the wider and more useful social welfare activities and developmental services. The guiding principle of public expenditure is now the attainment of maximum social advantage. Conviction has been gaining ground that to let every man paddle his own canoe would take the ship of State nowhere and that the collective satisfaction of certain wants through the instrumentality of the State is the only effective and cheapest method.

The Budget is also now taken to be the most powerful single instrument available to a government for the purpose of influencing economic policy and directing the economic activity of the nation towards predetermined goals. In U.S.A. prior to 1913, the Government expenditure amounted to 1/12 of the national income whereas in 1945 it came to nearly half the national income. In U.K. nearly 40 per cent of the national income was spent by Government in 1949 compared with 23 per cent in 1938. In Madras, the State expenditure in 1950-51 forms only four per cent of the national income.

The Budget is also used as the instrument for levelling down glaring inequalities of incomes in modern societies which breed discontent. In England there are now fewer than three hundred people who receive after tax an income of over £5,000 a year, whereas in 1938 there were about eleven thousand. Taxation takes more from those who have the capacity to give and pays back in social services, etc., most to those whose needs are greatest.

The scope for using the Budget for making such sweeping changes in the economy of this State is limited by two factors: (1) the restrictions placed on the powers of the State Government by the Constitution; and (2) the low level of national income. After the attainment of freedom in August 1947, the ideals of the Congress animate both the Union Government and the State Government so that there is now, for the first time, greater co-ordination and planning towards declared objectives than ever before in the history of this country. The Congress assumed power in the State in April 1946 after an interval of nearly seven years and the policy of the State Government is based on certain fundamental principles for which the Congress had always stood. The Government have given topmost priority to measures aiming at the abolition of the five giant social evils made familiar by Sir William Beveridge, viz., want, disease, ignorance, squalor and idleness. The Government have also taken active steps for the abolition of inequality and exploitation wherever they have raised their heads, in their attempt to establish a democratic classless society.

The abolition of the drink evil even though at a cost of nearly Rs. 17 crores to the State exchequer, the liquidation of the Zamindari system, the execution of vast irrigation and electricity projects, the constitution of a separate Department of Harijan Welfare and the great experiment of the Rural Wel-



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fare Scheme in selected talukas, are only a few of the important measures towards this objective. The last five years of freedom bear eloquent testimony to the earnest attempts of the Government to attain the ideals of the Congress enshrined in the Indian Constitution and, if Nature and Man had sometimes conspired to thwart their attainment in full measure, the attempts would still not have been made in vain; for, they would leave behind them "footprints on sands of time" for future Governments to follow.

CHANGING PATTERN OF PUBLIC REVENUE

The statement in Appendix I gives at a glance the position of State revenue in 1938-39 prior to the war, in 1945-46 prior to the assumption of office by the Congress and in 1950-51. The total revenue of the State has risen from Rs. 1,613.45 lakhs in 1938-39 to Rs. 4,798.89 lakhs in 1945-46 and to Rs. 5,521.25 lakhs in 1950-51, or by 3.42 times the pre-war level. Apart from increase in size, there has also been a striking change in the composition of the revenue. The old mainstays, Land Revenue and Excise, which together constituted 54.98 per cent of the total revenue in 1938-39, have yielded place to the new entrants, General Sales Tax and Taxes on Income which together now form 41.83 per cent of the total Revenue. With the introduction of total prohibition, Excise Revenue has retired to an insignificant corner. Land Revenue, though steady, is still an important source yielding 10.36 per cent of the revenue. There has been no great variation among other items of Tax Revenue though the percentage share of Stamps has declined a little, while that of "other taxes and duties" like Entertainment Tax, etc., has gone up. Among non-tax sources, the percentage shares of Forests, Industries, Civil Works and Electricity have increased while those of the other items have gone down. Extraordinary receipts representing grant from the Government of India is a new feature in the Revenue structure. On the whole, the total Tax Revenue which was 72.24 per cent in 1938-39 has declined to 70.91 per cent in 1950-51 while Non-Tax Revenue has in the same period increased from 27.76 per cent to 29.09 per cent. The per capita contribution has increased from Rs. 36-1 to Rs. 10-2-9 in the period.

The main causes for this change in the pattern of State revenue are to be sought in the policy of total prohibition followed by the State Government and in the high level of prices and incomes as a result of wartime conditions which has swelled up the receipts under General Sales Tax and Income Tax. Bombay is the only other State which has adopted total prohibition. Agricultural Income Tax which

contributed to a total sum of Rs. 302 lakhs in 1950-51 to the Governments of Bihar, West Bengal, Orissa, Assam and U.P. is an unexploited source in this State.

CHANGING PATTERN OF PUBLIC EXPENDITURE

Corresponding to the growth in public revenue, there has also been an increase in public expenditure during the period. If expenditure had stayed at the pre-war level, the State Government would have built out of surpluses a Reserve Fund of Rs. 270.25 crores, while actually it is no more than Rs. 34.51 crores. But public revenue is not a miser's hoard to be gloated over with the increase in its size; it is intended solely for the satisfaction of certain collective wants. The method of distribution of public revenue among various items of expenditure thus assumes cardinal importance. Prior to war and during war, the primary concern of the administration was the maintenance of law and order. Expenditure on social and developmental services had been cut to the bone, mainly because the attention of the Government was concentrated on keeping law and order and winning the war and partly also, as there was short supply of men and materials and there was great need not to add to the inflationary pressure.

The statement in Appendix II gives in broad outline the changing pattern of public expenditure in the State. Expenditure on security services has risen from Rs. 551.57 lakhs in 1938-39 to Rs. 915.57 lakhs in 1945-46 and to Rs. 1,585.65 lakhs in 1950-51 or 2.86 times. But the percentage share has fallen from 33.65 to 28.51 during the period. Expenditure on Social Services has increased from Rs. 387.65 lakhs in 1938-39 to Rs. 695.63 lakhs in 1945-46 and to Rs. 1,377.99 lakhs in 1950-51. Though it has increased absolutely by 3.55 times, the percentage share has increased only slightly from 24.09 to 24.86. The expenditure on Developmental Services has increased from 341.38 lakhs to Rs. 715.06 lakhs in 1945-46 and to Rs. 1,627.50 lakhs in 1950-51 or by 4.67 times. The percentage share has increased from 21.82 in 1938-39 to 29.25 in 1950-51. Between 1938-39 and 1950-51 the per capita expenditure on Security Services has risen from Rs. 1-2-10 to Rs. 2-11-6, on Social Services from Re. 0-12-11 to Rs. 2-8-7 and on Developmental Services from Re. 0-11-5 to Rs. 2-15-11.

No doubt the per capita expenditure on the various social and developmental services is considerably below our own requirements and what is provided for in the advanced countries of the West, but the best hope for the future lies in the fact that

expenditure on these services has risen both absolutely and on per capita basis, considerably above the 1938-39 level. In an underdeveloped economy like ours, there is no limit to the expenditure which may profitably be incurred on these items. Their development is handicapped by a number of factors like want of technical personnel and capital goods but the greatest of all bottlenecks is Finance.

CAPITAL FOR DEVELOPMENT PROJECTS

There are not many new sources of revenue open to the State Government awaiting exploitation. If prices and incomes fall, the two pillars of State Finance, General Sales Tax and the Share of Income Tax may begin to shake. The restrictions which the Union Government may impose on the levy of Sales Tax under Article 286 of the Constitution may also make a dent in the State Revenue which will be difficult to close. While even balancing the budget may call for rigid economy on the part of the future Finance Minister, he cannot on that account turn a deaf ear to the crying needs of the nation building departments.

Irrigation and Electricity constitute the two major planks in the rehabilitation of State economy, for on the former depends our ability to close the gap in food supply and on the latter rests the foundations of our future industrial development. The Congress Government have given them a high priority in their post-war development programmes. They have relaxed the old principle of minimum returns from irrigation works while 90 per cent of the Electricity Supply is owned by the State. The funds for social services will have to be found from ordinary revenue while those for developmental services like Irrigation, Electricity, Civil Works and Industry can be raised by public loans.

CAPITAL PROGRAMME OF THE STATE

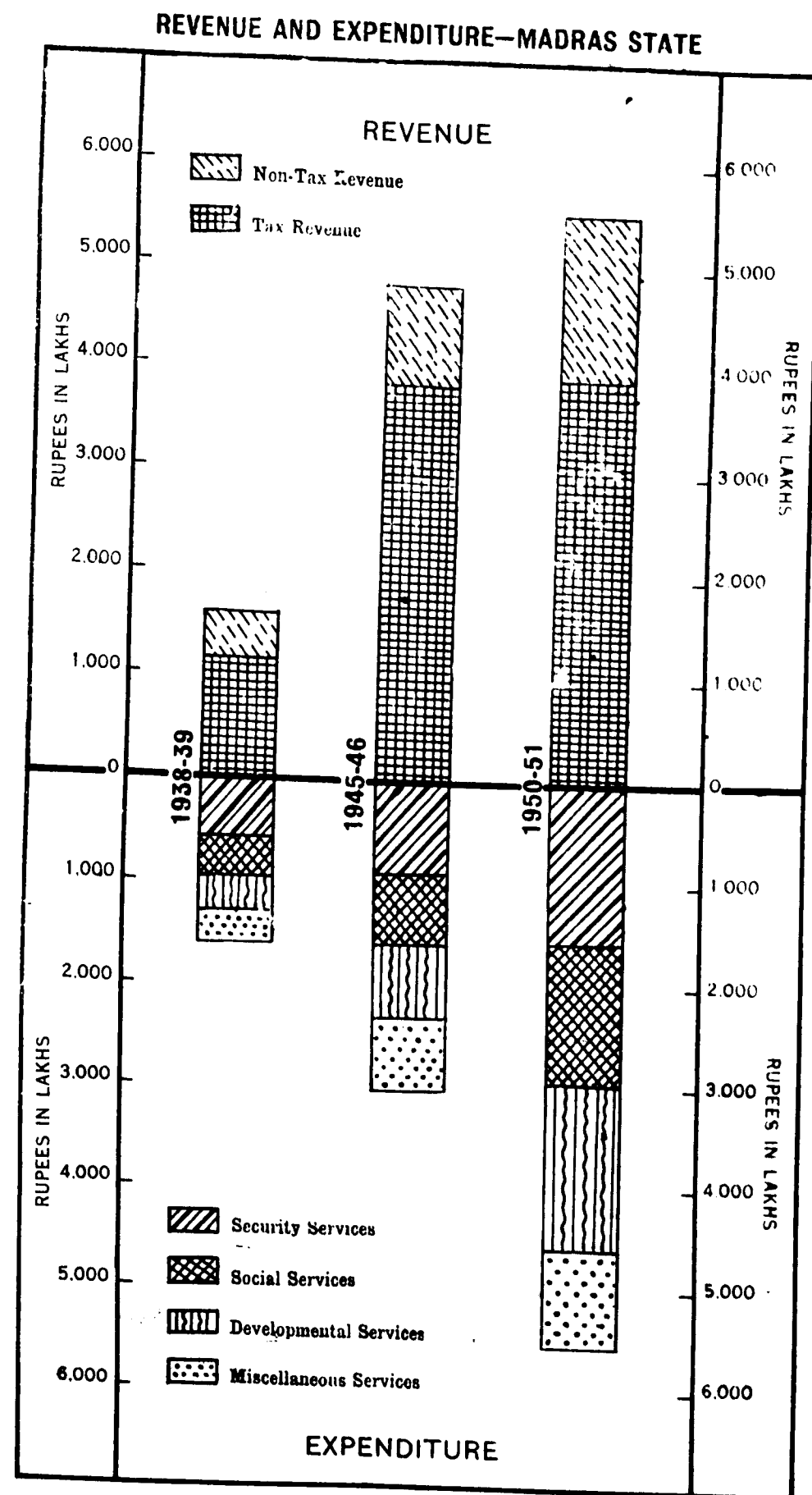
In 1946 the Government had embarked on a capital programme of development costing in all about

Rs. 100 crores. In view of the tightness of the money market, there has been great difficulty even for completing the sanctioned programmes. Between 1946-47 and 1949-50, a total capital expenditure of Rs. 26 crores has been incurred out of which only Rs. 13 crores has been borrowed, and the balance met mainly from current revenue. The Budget Estimate for 1950-51 provides for a capital expenditure of Rs. 15.49 crores. The completion of the capital programme now on hand would require a sum of about Rs. 20 crores in each of the next two years.

Despite the inability of the Government of India to help the State Government to finance their capital programme, and despite the unsettled condition of the money market, the capital programme has to be pushed through, as to leave it at this stage would cause considerable waste of materials, manpower and organisation. Besides, for a State such as Madras which is deficit in food and lacks oil and coal for motive power, the only hope lies in the execution of irrigation and hydro-electric projects. The Government have fortunately a sum of Rs. 34.51 crores in the Revenue Reserve Fund, but it will not be possible to release them all at once without upsetting the security market.

One relieving feature of the situation is that the Government have no deadweight debt and the loan of Rs. 27.52 crores which is outstanding on 31st March 1950 is a productive debt and forms barely half the annual revenue of the State. The Government of India, on the other hand, has on the same date a public debt of Rs. 2,087.07 crores which is six times its annual revenue. The enthusiasm with which the people of Tirunelveli District subscribed Rupees one crore and 28 lakhs against the One Crore Loan floated by the Government for the execution of the Manimuthar Scheme is a silver lining in the horizon. It has inspired the Government with the hope that given the goodwill of the people, local initiative and enthusiasm, the attainment of the cherished Congress objectives in a measurable span of time will not be an empty dream.





APPENDIX I
REVENUE OF MADRAS STATE

Items of Revenue	Amount in lakhs			Percentage to total		
	1938-39	1945-46	1950-51	1938-39	1945-46	1950-51
	Rs.	Rs.	Rs.			
I. Tax Revenue						
1. Taxes on Income						
(Other than Corporation tax)	22.50	431.25	820.00	1.39	8.98	14.85
2. Land Revenue	513.37	523.59	572.50	31.82	10.94	10.36
3. Excise	372.23	1,679.50	32.09	23.06	34.99	0.58
4. Stamps	173.37	374.20	426.90	10.75	7.79	7.73
5. Receipts under Motor Vehicles tax	81.22	97.96	295.00	5.03	2.14	5.34
6. Other taxes & Duties :						
(a) General Sales tax	...	582.70	1,500.00	...	12.14	26.98
(b) Other items	3.19	145.33	279.02	0.19	3.02	5.07
Total Tax Revenue	1,165.88	3,834.53	3,925.51	72.24	80.00	70.91
II. Non-Tax Revenue						
7. Forests	45.63	143.24	175.00	2.83	2.98	3.17
8. Registration	32.70	69.83	89.88	2.03	2.45	1.62
9. Irrigation	157.32	218.27	196.31	9.75	4.84	3.55
10. Other heads of account	160.52	270.63	524.59	9.35	5.64	9.52
11. Industries	18.85	59.17	132.83	1.16	1.47	2.40
12. Civil Works	25.12	48.46	94.49	1.55	1.08	1.71
13. Electricity	17.70	53.85	158.08	1.09	1.16	2.86
14. Extraordinary Receipt	...	0.18	224.56	—	0.38	4.26
Total of Non-tax Revenue	447.57	964.36	1,695.74	27.76	20.00	29.09
GRAND TOTAL	1,613.45	4,798.89	5,621.25	100.00	100.00	100.00

APPENDIX II
EXPENDITURE OF MADRAS STATE

Items of expenditure	Amount in lakhs			Percentage to total		
	1938-39	1945-46	1950-51	1938-39	1945-46	1950-51
	Rs.	Rs.	Rs.			
I. Security Services						
1. General Administration ...	276.76	427.24	686.77	17.20	13.93	12.35
2. Justice ...	90.63	128.80	157.13	5.01	4.20	2.82
3. Jails ...	23.22	61.50	112.53	1.44	2.00	2.03
4. Police ...	160.96	298.03	629.22	10.00	9.71	11.32
Total of Security Services ...	551.57	915.57	1,585.65	33.65	29.84	28.51
II. Social Services						
5. Education ...	262.94	461.25	996.76	16.34	15.03	17.93
6. Medical ...	98.14	180.00	283.57	6.10	5.87	5.18
7. Public Health ...	26.57	54.48	67.67	1.65	1.78	1.75
Total of Social Services ...	387.65	695.63	1,377.99	24.09	22.68	24.86
III. Developmental Services						
8. Agriculture ...	20.62	74.06	187.99	1.28	2.41	3.38
9. Animal Husbandry ...	12.85	23.64	47.15	0.81	0.78	0.84
10. Irrigation ...	127.93	173.10	267.78	7.95	5.64	4.82
11. Co-operation ...	13.82	30.93	79.16	0.86	1.01	1.42
12. Civil Works ...	119.70	281.65	721.76	7.44	8.31	12.98
13. Industries and Supplies (capital outlay included) ...	27.54	94.59	207.76	1.71	3.08	3.73
14. Electricity ...	18.91	37.09	115.90	1.77	2.09	2.08
Total of Developmental Services ...	341.38	715.06	1,627.50	21.82	23.32	29.25
IV. Other expenditures ...	329.12	741.48	966.09	20.44	24.16	17.88
GRAND TOTAL ...	1,809.72	3,067.74*	5,557.23	100.00	100.00	100.00

* Excludes Rs. 1,781.00 lakhs transferred to Revenue Reserve Fund.
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Aim of Our Educational Policy

By

Sri K. MADHAVA MENON, Minister for Education

I suppose you will all agree that educational policy is more exposed to criticism, discussions and oratorical effort than any other departmental work of Government. This is not altogether a matter for regret but it does perhaps give the impression that very little is being done for the development of education and that there is no consistent policy or plan of work in this regard. It shall be my endeavour in the course of this small article to explain as to what our immediate objectives are and what has been achieved so far in this direction.

Writing in the pages of the *Harijan*, on Education, Gandhiji said: "By education I mean an all round drawing out of the best in child and man—body, mind and spirit." Abbott and Wood in their report on Indian Education also state: "It has been impressed on us from many quarters that the main purpose of primary education is to secure permanent literacy. We regard this as an unbalanced view of education at any stage. Literacy like happiness is not achieved by pursuing it as a narrow objective—it is a bye-product of satisfying activities." The solution lay in "Nai Talim" as propounded by Gandhiji. Government have accordingly resolved to convert all the elementary schools into Basic schools as early as possible. These schools with their rural bias, with their emphasis on craft work and dignity of labour, social training and co-operative effort are expected to make education real and utilitarian. It is our aim to have a school in every village.

SECONDARY EDUCATION

The academic courses leading to the University and the bifurcated courses comprising the secretarial, the pre-technological, the aesthetic and the domestic are a chief feature of the scheme of reorganisation in the field of secondary education introduced from 1948-49. The main object of the bifurcated courses of study has been to divert from the University courses students who get admitted there simply because no alternative courses are available and also to provide different opportunities for such students to enable them to earn a living in vocations instead of pursuing the academic courses. There are now about 140 secondary schools providing such courses.

Another objective aimed at in the reorganisation scheme was that of preparing students for life by integrating character training through activities along with imparting knowledge. Its objective was made to be not merely one of passing a qualifying examination but also of imparting qualities of honesty, self-reliance and self-respect and give them a desire for social service and in general to fulfill all the requirements of good citizenship. As a result of the emphasis placed by the reorganised scheme on practical work and first hand experience, school excursions and camps have become popular and much benefit is derived from them by pupils.

FOR FUTURE CITIZENS

If education is to fit the future citizen to fill his role in society, he must cultivate in schools,

Libraries are organised on large scale both in urban and rural areas



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the character appropriate to a social being and he must be trained for his future life. He must learn political and civic virtues not only theoretically but he must also practise them even while at school. If he is to be a member of a democratic State, he must learn in however small a measure, the art of self-discipline and self-government. Nothing arouses youth to political consciousness and political collaboration in a constitutional State more than the early formation of the habits of learning responsibilities which call for trust, implicit obedience to representatives whom they have elected, etc. With this object in view the subjects of History and Geography and Civics have been integrated into one subject under the heading of "Social Studies" and citizenship training introduced as a new aspect in the reorganisation scheme.

While on the subject of training for citizenship I cannot but advert to the organisation of the National Cadet Corps. This organisation provides a splendid opportunity for our youths to develop character, self-discipline and comradeship and above all, to serve our country in times of danger. I am proud to say that the response to our call for more cadets has been very encouraging.

THE MOTHER-TONGUE

The secondary education system was also, as was to be expected under the previous regime, not national in outlook and the Indian languages did not get their due place in the curriculum. No nation has ever mirrored its soul in a foreign tongue. A Rabindranath Tagore or a Sarojini Devi were perhaps "but freakish flowers that blushed at the fitful fecundity of the exotic graft of English influence spread over nearly two centuries in our country." The mother-tongue or the regional language is therefore now given the pride of place and is studied by all pupils as a compulsory first language. English has dominated the stage of our educational system for a pretty long time and the time has come for it to recede to the background and take a secondary place. It has now been made a second language.

Then again with the almost opaque medium of a foreign tongue the teacher found his work an uphill task and the pupils found their work a drudgery. It was thus doubly cursed and it blessed neither him that taught nor him that learnt. Teaching through the English medium was therefore thrown overboard and all schools are now required to teach only through the

regional language. Permission has also been accorded to provide instruction through the medium of the mother-tongue for the benefit of the linguistic minorities where possible. In addition, provision has also been made for the teaching of classical languages like Sanskrit, Persian and Arabic. Provision has also been made for the teaching of our National language Hindustani to all pupils who would like to learn it.

We want to encourage Sanskrit and the South Indian languages. With this in view, we have created Poet Laureateships in Tamil, Telugu, Malayalam, Kannada and Sanskrit. We are also awarding prizes for the best books in various subjects written in the languages.

We are also encouraging Music. Recently in co-operation with the Government of India we have started the Central College of Karnataka Music at Madras. It is our aim to develop it into a Music Academy with plenty of scope for research in Music.

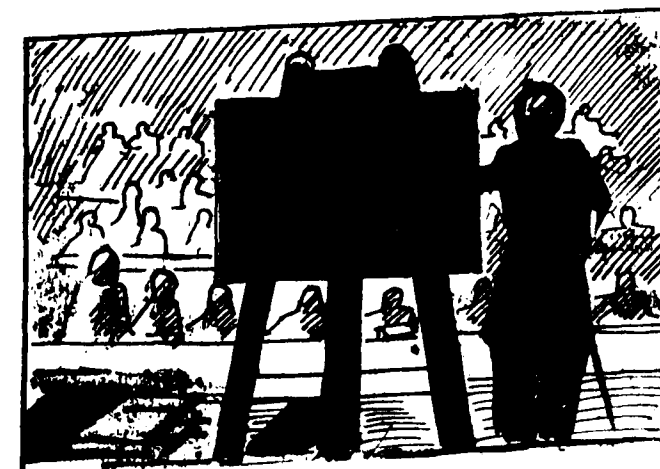
LIQUIDATION OF ILLITERACY

With the coming into force of the new Constitution and the adult franchise envisaged therein, the Government have felt the imperative need to liquidate illiteracy among adults. They have

felt that it would be a danger to democracy to have a large illiterate electorate and so with the generous grants provided by the Government of India a large number of literacy centres, reading rooms and public libraries have been opened and are aided by Government.

The Madras Libraries Act which is the first of its kind in India was passed in 1948. This will help to a considerable extent the spread of literacy in the State.

Government have also had it as a chief plank in their policy that the weaker sections in the population should be given special facilities and enabled to come forward. To this end, Government have ordered that no fee could be levied from poor Harijans in any class beginning from class I of a Secondary School right upto the degree course in the Arts, Science and Professional Colleges. The same concessions have been extended to aboriginals and Hill Tribes. Scholarships from State and Central Governments are also provided on a liberal scale to enable them to meet incidental expenses. Ten per cent of the seats available in all educational institutions are reserved for Harijans with a view to enable them to get admission without any difficulty. It is hoped that by these measures, these communities will be able to take their rightful place in society.



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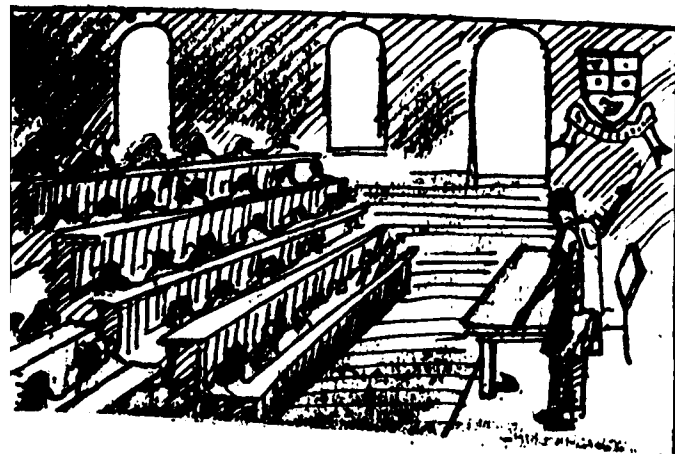
EDUCATION IN THE STATE

By

Sri D. S. REDDI, *Director of Public Instruction*

The keynote of the Education Department in recent years has been one of great expansion. There has also been a thorough-going reorganisation in the Department and a new orientation given to the education system in keeping with the needs of the changed times and the exacting requirements of a free country.

In the field of Collegiate Education it was laid down as the policy of Government that there should be at least one college in every district. In pursuance of this policy and to cope with the great demand for increased provision for collegiate education, private managements were encouraged to open new colleges and as many as 17 new colleges, 12 for men and five for women were opened by private managements in the last five years. In a place like Cuddapah where private managements were not forthcoming, Government have themselves opened a college. As against 42 Arts Colleges for men and six for women, there are now in the State 55 colleges for men and 11 for women. In addition to the opening of new colleges, additional seats were provided in these institutions with the result that as against 28,100 scholars (25,232 boys and 2,868 girls) on 31st March 1946 the number on rolls on 31st March 1950 is 37,885 boys and 4,242 girls making a total of 42,127. It is interesting to note that out of these, the number of students taking science subjects alone was 22,353 on 31st March 1950, more than fifty per cent.



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ENGINEERING AND TECHNOLOGY

The expansion is not confined to Arts Colleges alone. Two new Engineering Colleges, one at Kakinada for the Andhra Districts and the other at Anantapur for Rayalaseema, have also been opened by Government. Two Technological colleges have also been opened in recent years. Consequent on the additional facilities provided, there are, as against four colleges for Engineering and Technology on 31st March 1946 with a strength of 831 boys, eight colleges for Engineering and Technology on 31st March 1950 with a strength of 2,520.

SECONDARY EDUCATION

In the field of Secondary Education it was repeatedly pointed out that the system was formal and bookish and that it was intellectual in the narrow sense of the term. The dominance of the Public Examination with its one way traffic of leading to the Universities had a crippling effect on all extra-curricular activities. The schools did not teach any useful craft nor train them for professions of any kind. There was also no difference between the curriculum for boys and girls. With a view to remedy these defects and make education more efficient, practical and useful, education in secondary schools was reorganised and the reorganisation scheme was introduced in all secondary schools from the school year 1948-49.

Side by side with an improvement in the quality of education provided, there has also been a great quantitative development in secondary education. Government have had it as their policy that every taluk should have at least one high school and special subsidies were offered to the managements to achieve this object. Grants and subsidies were provided on a liberal scale to enable managements of all types to open new schools and develop the existing ones. The basis of assessment for grants was raised to two-thirds of the net costs as against the usual half.

The pressure for admissions in secondary schools accentuated the need for providing more accommodation. Realising this need, Government have been increasing the provision of funds for the payment of grant towards the construction of buildings to secondary schools from about Rs. 81,000 in 1946-47, to Rs. six lakhs in the current year. Consequent on these measures the number of schools in the State has gone up from 599 schools for boys and 146 schools for girls at the close of World War II in 1945 to about double the number today, the number of schools now existing being 1,129 for boys and 224 for girls (Chart I). As against 2,82,000 boys and 65,000 girls reading at the close of World War II the number of students now under instruction is 4,79,000 boys and 1,03,000 girls (Chart II).

ELEMENTARY EDUCATION

With a view to eradicate illiteracy among the school-age population Government have ordered that all villages with a population of above 500 should have a school. To this end, local bodies have been instructed to give priority to the opening of new schools in school-less centres. Provision is also made in the Budget every year to the extent of about six lakhs of rupees for the construction of school buildings and playgrounds. As against 35,916 elementary schools on 31st March 1946 with a total enrolment of 19,76,000 boys and 12,69,000 girls, the number of institutions on 31st March 1950 is 37,801 with a total enrolment of 24,89,000 boys and 14,87,000 girls. It is the policy of Government to convert all elementary schools into Basic schools as early as possible.

The scheme of enforcing compulsory elementary education in selected rural areas was introduced in 1945-46 and extended during the two succeeding years. There are now 1,829 centres in which the scheme is in force in addition to 29 Urban areas and 6 rural areas in which compulsion was introduced prior to World War Two.

TRAINING TEACHERS

With the great expansion of institutions of all types both in number and in size there has been an acute shortage of teachers of all grades. Seven new training colleges were opened during this year, two in the Andhra districts, 3 in Tamil Nad, one in Malabar and one in South Kanara. It is expected that with the opening of these colleges the problem of the supply of collegiate-trained teachers would in a large measure be solved. The number of training colleges as on 31st March 1946 was six with a strength

of 260 men and 135 women making a total of 395. As against this figure there are now 14 colleges. The strength of the Training Colleges on 31st March 1950 was 558, of whom 348 were men and 210 women. Facilities have also been given for graduate secondary grade trained teachers to improve their qualifications and obtain collegiate trained teachers' certificates by undergoing a short training course of three months.

With a view to improve the efficiency of language teaching, training courses for Pandits and Oriental title holders have also been organised during the last three years in the different linguistic areas of the State. Consistent with the policy of converting elementary schools into Basic Schools, Government have taken up the question of converting the existing training schools into Basic Training Schools and of opening new ones. As against 75 training schools

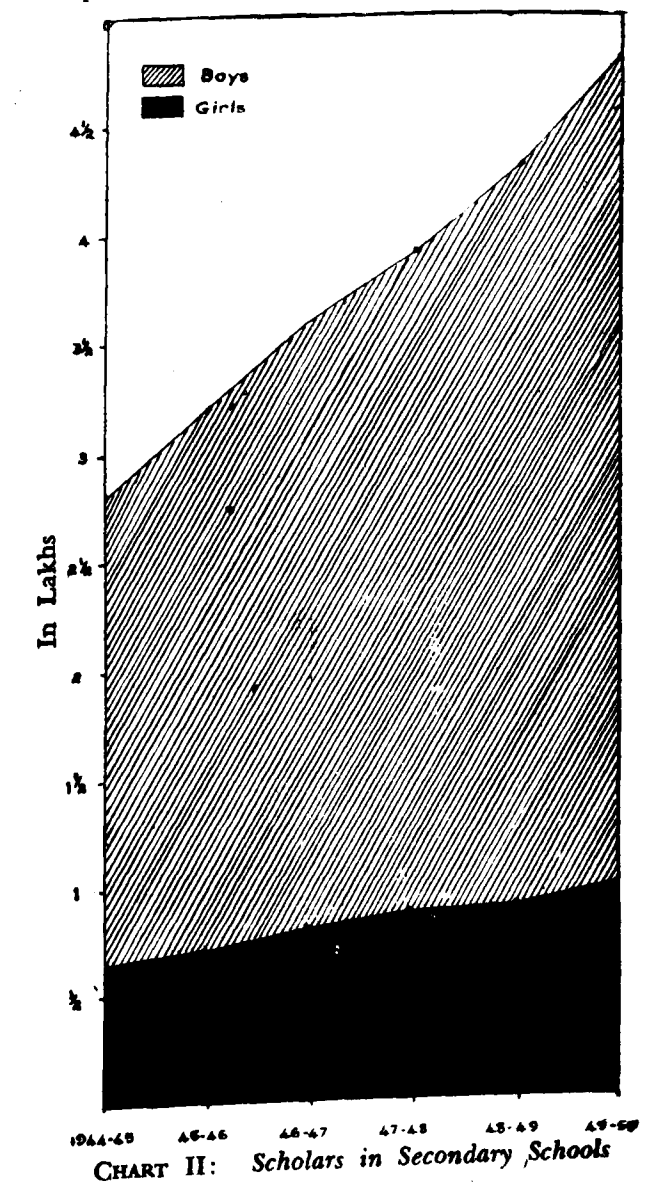
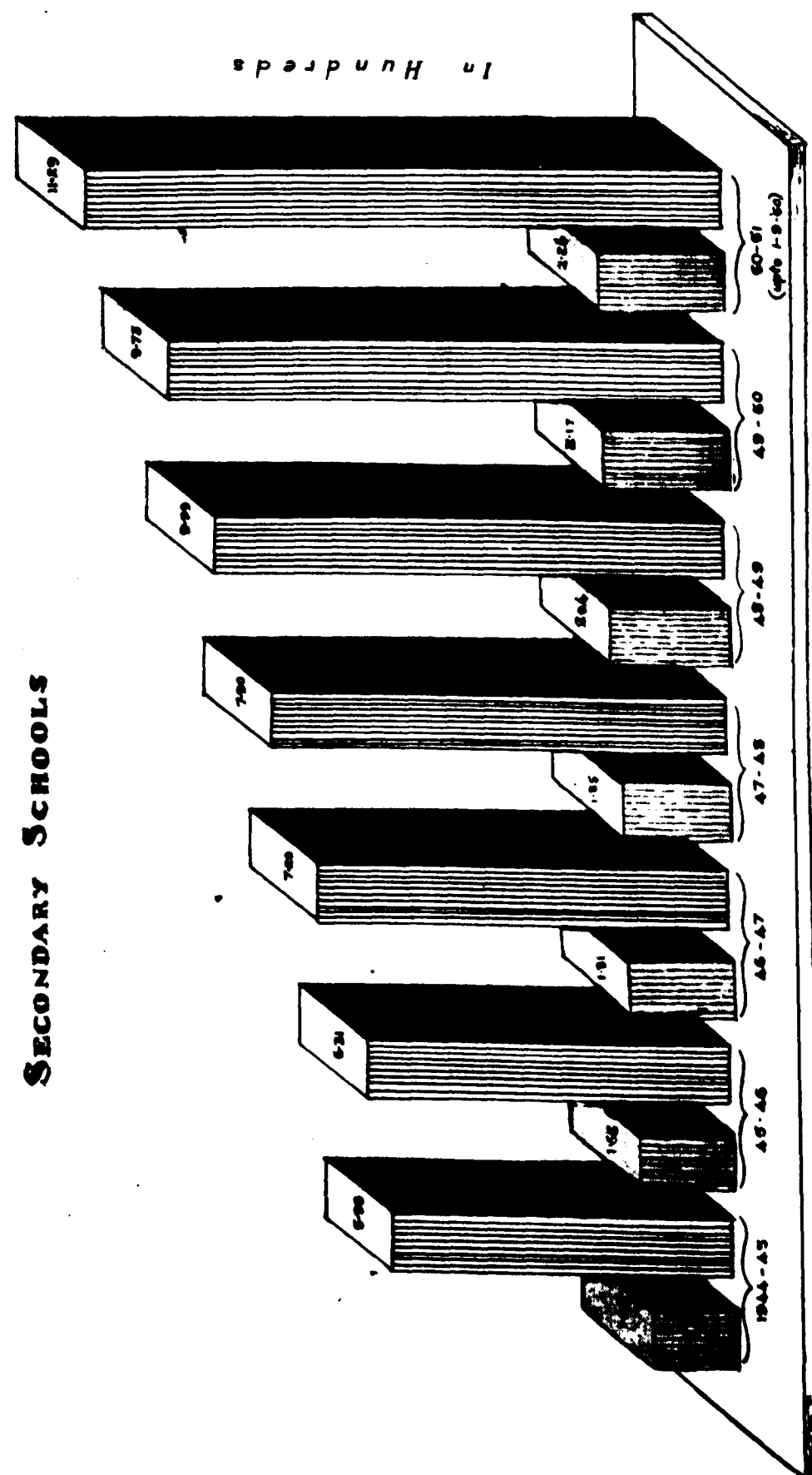


CHART II: Scholars in Secondary Schools

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CHART I



for men and 78 training schools for women with 8,782 men and 5,122 women under training on 31st March 1946 there are now 88 training schools for men and 84 training schools for women (including Basic Training Schools) with 13,368 men and 7,608 women undergoing training.

With a view to enable teachers to get acquainted with the general principles of the reorganised scheme and make them more efficient in discharging their duties, more especially in subjects like crafts, citizenship, etc., in-service courses in citizenship training, homecraft and training in Museum technique were organised in which nearly 1,500 teachers have already participated. Side by side with improving the quality of teachers steps were also taken to improve their service conditions by fixing certain standard scales of pay for all managements and requiring that teachers under private managements should be paid at least the local board scales of pay. The terms of agreement between the teachers and managements have also been revised to provide for an appeal to the Department.

ADULT EDUCATION.

With a view to liquidate illiteracy of adults and to improve the knowledge and education possessed

by them a scheme of Adult Education has also been introduced since 1948-49. Among the important features of the scheme may be mentioned the opening of seven rural colleges for giving higher educational training for persons who have had some education already and the opening of 846 Adult Literacy centres. Five mobile units have also been put into the field with special propaganda officers in-charge of them. Steps have also been taken to have a State-wide library service and in pursuance of this scheme, a local library authority with non-officials included in it has been constituted for every district. The number of libraries and reading rooms for adults in this State is 1,580.

Provision has also been made for the education of the handicapped. Three new Government schools for the blind, one at Cuddapah for the Telugu districts one at Salem for Tamil districts and one in the bi-lingual areas of Kasargod for the Kannada and Malayalam districts have been opened raising the number of schools for the blind to seven. Government have also opened one school for Deaf mutes at Chunnagad, South Malabar this year and five such institutions are aided by the State.



TECHNICAL EDUCATION

By

Sri P. GOVINDA MENON, *Joint Director of Industries and Commerce*

Few factors have had so hampering an effect on industrial development in the Madras State as the failure to proceed with vigour with a far-reaching plan of good technical education. The provision of scientific, well-organised and progressive training for craftsmen had not received the attention it deserved. The instruction which was being provided at the existing technical training institutions was over-academic, and was not linked up closely enough with the actual conditions obtaining in works and factories. As education was primarily intended to provide candidates for the public services, the essential needs of industry were completely ignored. The literary education provided in the country engendered a contempt for manual work and, therefore, imparted to generations of Indian boys a distaste for industrial work, the full effects of which are still clearly visible.

It has been one of the first duties of the Popular Government during the four years of independence to reconstruct technical education so as to provide the training most suited to industrialisation. It has been emphasised that one of the principal objec-

Polytechnic students learn to handle intricate instruments



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tives of such reconstruction was the best utilisation of material and human resources of the Nation and the improvement of the skill and the productive capacity of its manpower by suitable technical education and training. Trained workers are indeed the key to industrialisation. The demand for trained young men to take charge of the new and expanding industrial undertakings in the country and to fill the scientific, technological and engineering needs of concerns that are springing up in the different departments of national life is urgent and is growing more and more urgent every day.

FOUR MAIN CLASSES

The Department of Industries and Commerce in this State is responsible for the training of four main classes of technicians:—

(a) the skilled workers for the country's industries;

(b) the supervisory grade, which consists of foremen, and similar workers whose duty it is to transmit to those below them the instructions of the higher officials and to see that the various operations are carried out skilfully and without waste of time, effort, or material;

(c) the directing and managing grade; and

(d) personnel competent to train the above categories of technicians.

Modern technical methods require of the worker a lively intelligence and sufficient knowledge to understand the increasingly complex and varying processes of manufacture, rather than a long and patient training in muscular movements and manual dexterity. The need for a higher standard of education among workers than is attained by the skilled workers trained by the traditional methods of apprenticeship has become great.

EIGHT POLYTECHNICS

Before 1946, there were only five Government Industrial and Trade Schools in the State situated at Madurai, Madras, Bellary, Kozhikode and Mangalore. To meet the growing demand for technicians of all categories Government sanctioned the setting up of eight Polytechnics (with attached Industrial Schools) on a regional basis and six more Industrial Schools. Each of the Polytechnics is intended to provide training in about six Diploma Courses and eighteen Certificate Courses and each of the Industrial Schools will provide training in about twelve artisan courses. Under the scheme, Polytechnics have been opened at Madras, Madurai, Coimbatore, Mangalore, Kozhikode, Vuyyuru, Kakinada and Bellary, and steps are being taken to establish Industrial Schools at Visakhapatnam, Repalle, Nandyal, Salem, Cuddalore and Tuticorin. Government have sanctioned the construction of new buildings for the Polytechnics at a cost of over Rs. 80 lakhs. School buildings, fashioned impressively, and providing workshop, library, laboratory, drawing class, and lecture room facilities to students, with attached hostels, are under construction.

A variety of equipment suitable for imparting instruction in the various branches of engineering, viz., Mechanical, Electrical, Civil, Automobile, and Chemical, and subjects like Food Technology, Sound Engineering, Cinematography, and Fisheries and Navigation, have been ordered for and partly received in the respective institutions. Every Poly-

technic will have, attached to it, a workshop to provide adequate, interesting and gradually advancing practical training to the students, and a separate factory unit which will undertake commercial jobs and afford facilities to learn modern methods of manufacture.

In the factory unit conditions of actual production are reproduced, the student is trained in the rational and economical use of materials, which is essential for the economic success of the undertaking in which he will subsequently work and the habit of rapid work required in a workshop will be inculcated.

UNDER TRAINING.

The Polytechnic students are encouraged to take part in extra-curricular activities. They take part in inter-collegiate sports. They form themselves into associations where they meet frequently and discuss technical problems. They bring out an annual issue of the Polytechnic magazine; and they are generally very enthusiastic about their annual educational tours to various industrial centres in the State. In the Industrial Schools, the students learn various professions as Carpentry; Cabinet-Making; Smithy; Foundry; Machine Work; Welding; Weaving; Dyeing; and Electric Wiring, etc.

The number of technicians under training in each of the eight Government Polytechnics in the State during the past four years is tabulated below:—

	Polytechnic Sections.					Industrial School Sections.				
	1947	1948	1949	1950	Total	1947	1948	1949	1950	Total
1. Central Polytechnic, MADRAS.	590	697	800	970	3,057	299	327	586	214	1,426
2. Tamil Nad Polytechnic, MADURAI	63	152	236	325	776	79	90	90	88	347
3. Arthur Hope Polytechnic, COIMBATORE	120	124	101	119	464	—	—	—	—	—
4. Kerala Polytechnic, KOZHIOKODE	37	88	171	256	552	62	65	81	123	331
5. Karnataka Polytechnic, MANGALORE	41	80	145	172	438	31	23	40	60	164
6. Vuyyuru Polytechnic, VUYVURU	40	91	153	220	504	—	—	—	—	—
7. Andhra Polytechnic, KAKINADA	82	155	245	323	805	—	—	24	54	78
8. Rayalaseema Polytechnic, BELLARY	—	—	73	125	198	36	30	36	40	142

2,100 TECHNICIANS

As many as 2,100 students have passed out of the above institutions during the past four years and have been awarded diplomas and certificates. Diploma examinations are conducted by the Technological Diploma Examination Board constituted by Government and diplomas are awarded to candidates who pass the Board's examinations.

Students admitted to the diploma courses in Polytechnics pay a nominal tuition fee of Rs. 72 per annum and no fee is charged for full-time certificate courses in the Industrial School Sections. Stipends are awarded to deserving candidates. The system of levying capitation fees from students coming from outside the Madras State has been discontinued with effect from one year 1950-51.

SPECIALISED TRAINING

The Department also runs the following specialised training institutions:—

(a) The Institute of Leather Technology with diploma and certificate courses in Leather Technology and Leather Goods Manufacture and a Special Course of three years restricted to professional cobblers.

(b) The Government School of Arts and Crafts, Madras, with various courses of diploma standard in applied and commercial art.

(c) The Government Textile Institute, Madras, providing courses in Handloom Weaving, Knitting, Bleaching, Dyeing, and Cloth Printing, and Powerloom Weaving.

(d) A Coir School at Beypore, Malabar, and another Coir School at Baruva, Visakhapatnam District, imparting training in scientific methods of netting, spinning and manufacture of coir products like ropes, mats, and matting, etc.

(e) A ceramic school attached to the Government Ceramic Factory, Gudur, and a Glass Bangle and Bead Training Centre at Kalahasti in Chittoor District, and another at Kasargod in South Kanara District, to train artisans in bangle and bead manufacture.

The Department of Industries and Commerce have recently drawn up a scheme to encourage District Boards and Municipalities to open and maintain Industrial Schools. The Scheme is under the consideration of Government.

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In the machine shop of the Tamil Nad Polytechnic

A BOLD EXPERIMENT

On the recommendation of the Technological Diploma Examination Board, Government have recently decided to permit candidates who do not possess the minimum general educational qualification and have not undergone the prescribed course of training in teaching institutions affiliated to the Technological Diploma Examination Board, but who will satisfy the Board that they have received engineering training and practical experience for a total period of not less than ten years and that they have taken full advantage of this training, to appear for the Diploma examinations of the Board in Automobile Engineering, Mechanical Engineering, and Electrical Engineering. This is a very bold experiment in the history of technical education in this State, and the first selection examination for such private candidates will be conducted in 1951.

However developed a system of technical schooling may be, apprenticeship offers the additional advantage of affording experience of a practical character under something like normal working conditions. In all cases where a higher degree of knowledge and skill is required, and where a lengthy period of time is essential for a proper mastery of the trade, apprenticeship is recognised as indispensable. In the absence of any system of State regulation, apprenticeship in important trades is not well established in this State. A draft Apprenticeship Bill vesting power in Government to compel employers to admit and train apprentices in trades and occupations in accordance with a prescribed plan making provision for exemptions in particular cases to mitigate the element of compulsion has been drawn up by the Department of Industries and Commerce, and the Bill is under the consideration of Government.

BASIC EDUCATION

By

Sri R. V. RUDRAPPASWAMI, *Basic Educational Officer, Madras*

The scheme of Basic Education was conceived by Gandhiji when in 1937 the National Governments in the various Congress Provinces were confronted with the responsibility of imparting compulsory education to all children of the land, boys and girls below fourteen years of age. Not being an educationist himself he had his ideas examined thoroughly by a committee of educationists headed by Dr. Zakir Hussain, now Vice-Chancellor of the Aligarh University. The report of this committee was taken as the basis by the Government of India when a national plan of Post-war Educational Development was prepared under the able guidance of Sir John Sargeant. This plan is now being implemented by the Union Government and the various State Governments. The Hindustani Talimi Sangh (All-India Basic Education Society) at Sevagram is also assisting the Governments with specialist assistance whenever needed.

The Government of Madras was one of the earliest to take up the scheme. As early as 1938, a few officials and non-officials went to Wardha for studying the scheme. On their return, a summer camp was inaugurated by the Hon. Sri C. Raja-

gopalachari, the then Premier, at Periyanaickenpalayam. Later, a Government Basic Training School was started at Coimbatore with Sri M. S. Sundaresan as Headmaster. When war broke out and there was a change of Government, State effort in Basic Education was temporarily suspended. The threads were taken up again in 1945 by leaders like Sri M. Bhaktavatsalam who formed the Tamil Nad Basic Education Society. They conducted a Basic Training Centre at the Gandhi Ashram, Tiruchengode, in Salem District. Similar effort was made at Koneti-puram in Guntur District. Gandhiji blessed these efforts by presiding over the Convocation of the first batch of teachers trained in this State. These teachers started the earliest ten Basic Schools in the South.

PLANNED EXPANSION.

Therefore when a National Government was formed in Madras early in 1946, the field was already clear for a quick implementation of the scheme. The Government started two Training Schools, one at Periyanaickenpalayam (Coimbatore District) and other at Vinavasramam (Guntur District). During the first year, teachers selected from elementary schools were given retraining in the principles and methods of Basic Education. From the next year onwards, regular Basic Training Schools began to work offering a full course of two years' training. The following table would show the rapid development of facilities for the training of teachers in the Basic Training Schools:—

Year	No. of Basic Training Schools.
1945-'46	2 (camps).
1946-'47	2
1947-'48	7
1948-'49	18
1949-'50	26
1950-'51	48



There are today 4,240 teachers undergoing training in these schools.

Existing ordinary training schools are converted into Basic Training Schools and new schools are also opened, both by Government and by non-officials interested in the work. It is hoped that within the next five years the entire Training School system will be reorganised to implement the Basic curriculum and that in less than ten years the State will have an adequate number of Basic Training Schools to supply the teachers necessary to realise a State-wide programme of compulsory Basic Education for all children below fourteen years of age. With the help of the teachers trained in these schools, 350 basic schools are being conducted in the various districts of the State.

THE CURRICULUM

It is interesting to note the rapidity with which our country has got its schools abreast of the most modern schools in other countries. Till yesterday, our classrooms had a dull appearance. Thanks to the activity curriculum adopted in Basic schools, suddenly the children have been led to *live* in the schools and learn through life activities. Education has become life-centred. The school recognises every aspect of the child's life as coming within its purview and helps the child to live better and with understanding. Opportunities are offered for the training of the fingers and for bringing plenty of common sense and intelligence to bear upon their activities. For half the day, they do socially useful work like cleaning and decoration, spinning, gardening, etc.

The school programme includes aesthetic and cultural activities that make the children feel at home in the schools and enjoy the rich heritage of a cultural social life. Drama, music, dancing, celebration of festivals, etc., receive special attention. The method of teaching is implicit in this kind of school organisation. Productive and artistic activities are the basis of learning. This is training in a new way of life as well as in a new method of learning.

CITIZENSHIP TRAINING.

Personal and environmental cleanliness are assigned the first place in the day's programme. A day in the week is devoted to rural sanitation service when each class marches into the village with spade and basket in hand to remove dirt and plant beauty instead. This gives an opportunity for the children to mingle with the elders of the village and

rouse them into a sense of social responsibilities. A study of the social and economic conditions of the village in the background of the modern world, comes in naturally and the knowledge imparted is therefore real and accurate.

The raising of articles of food in the school garden leads them into a study of the natural sciences and gather for information about nutrition and dietetics. Spinning and the allied processes of cloth-making give great scope for calculations and for a study of the social conditions here and elsewhere. The organisation of the school as a self-governing Panchayat enables the children to practise the responsibilities of free citizenship. The school assembly gives them training in Parliamentary habits including public speaking and executive responsibility. There is also great scope for original writing in such a school community.

ESSENTIAL EDUCATION

There are at present 350 Basic Schools in the State. The Government of Madras have decided to change all the 39,000 elementary schools and all the teacher training institutions into basic institutions. They are building new training schools in rural areas with ample facilities for the practice of agriculture and handicrafts. So far, they have sanctioned the construction of 22 Training Schools at a cost of more than Rs. 35 lakhs. They also give liberal grants (three-fourths) for the construction of Basic school buildings. The entire expenditure on craft equipment is met from State funds. It is their desire to plant a good Basic school within a reasonable distance from every home and to provide for the all-round development of each individual child in the State.

It is the duty of every public-spirited citizen to organise basic schools taking advantage of this liberal educational policy of the State Government. It is our primary duty to see that the ideal of universal essential education for the entire community is realised much earlier than January 1960, the time-limit set by our Constitution for the achievement thereof.



LAND, TILLER AND REVENUE

By

Sri H. SITARAMA REDDI, Minister for Land Revenue



Land, as we see it now, we are told by eminent scientists, is not as it was millions of years ago. The habitable earth has taken millenniums to attain this shape. I do not propose to go into the appearance of this part of the face of the earth as it might have been and the progressive changes it has undergone. Not being a scientist or an astrologer, how can I forecast as to what it is going to be? I do not claim to be as exact as the former, or as rash as the latter. Next to cattle, to the early inhabitants of the earth, land was the greatest asset. It provided primitive man with the means to raise food, to feed and house his cattle and build a shelter for himself. It provided him with artistic beauty by its glorious forests, towering peaks, hills and dales, and a variety of colourful animals and birds that roamed and flew freely in the forest. The running brook provided him with pure water for his needs.

The early inhabitants of the earth are said to have practised 'shifting cultivation' after the stage had passed of living on fruits and other forms of uncooked food. As the population increased, the need for demarcation for each clan of a portion of the land for cultivation and habitation must have arisen. Human intelligence evolved some methods for the utilisation of land, and perhaps the off-chance of water flowing and flooding a patch of land and the intelligent observation and persistent experimentation must have been the cause of the introduction of methods of irrigation. Of course, this is mere speculation. Now, the theories as to ownership and the right for the user of the land have been progressively changing. Today, the theory that the tiller of the soil must be the owner of the land is being put forward. If this was advocated a century ago, the advocate of this theory would have been sent to the nearest lunatic asylum, or to the gallows.

ANCIENT TAX

It is interesting and instructive to know the chief features of land tax of other countries. The land tax is an ancient one. There is hardly any country in the world that does not levy it in some form or other. The taxation imposed combines four features, viz., (1) a flat rate on capital or annual value; (2) a progressive tax on income which includes income derived from the land; (3) in some cases, a death duty or other capital tax and in some cases both; and (4) a local rate. Modern tendencies have been responsible for the varying emphasis on the four factors that I have mentioned.

In India the question of land revenue is complex. The land revenue system as it obtains today is a gradual process of evolution from indigenous practices. According to Manu, the ancient law-giver of ours, the main source of the State revenue was a share of the gross produce of the land varying according to the soil, and the labour necessary to cultivate it. The revenue was collected from the village community represented by the headman. In the early days of the Muslim administration the commutation of grain into money came slowly into vogue.

"The Institutes of Timur embodied the first systematic attempt in this direction. Sher Shah made the next, but did not reign long enough to give general effect to his measures. The third and the most famous settlement was that of Todar Mal during the reign of Akbar. He had the land measured carefully and then divided into four classes according to the fertility of the soil. The Government's share which was fixed at one-third of the gross produce was commuted into money with reference to the prices of the previous 19 years. . . . The system involved the maintenance of an elaborate set of accounts and the employment of a host of tax-gatherers who intervened between the cultivator and the Supreme Government. One of these was the zamindar, who was unknown in his present signification to the early Hindu system."

PERMANENT SETTLEMENT

Under the British, the Permanent Settlement of 1793 by Lord Cornwallis was imposed. At the same time in certain areas of the Presidency this Permanent Settlement system failed disastrously, and so Sir Thomas Munroe introduced the system of ryotwari settlement, the distinguishing feature

of it being that the settlement is made directly with the cultivating proprietor, and that he is at liberty to relinquish a part of his holding. The land revenue assessment represents the commuted value of the Government's share of the surface cultivation, but if minerals are discovered and worked in the land a separate assessment will be levied therefor.

The land revenue system in Madras is made under executive instructions and not by statute. The former British Government made the system somewhat flexible by introducing a system of re-settlements at the end of each 30 years, when an opportunity was taken to study the economic conditions of the tract or district, and to enhance the rates of assessment suitably, such enhancement being limited to 18½ per cent. The liberty of the pattadar to surrender his holding if the assessment fixed was uneconomic made the system responsive to the economic laws of supply and demand.

TILLER OF THE SOIL

There can be no revenue according to a State from the land unless there is a tiller of the soil. The tiller and his work are essential for the welfare of humanity. In the State of Madras it is interesting to know, that 94 per cent of the pattadars, persons whose names are registered as owners of land, are paying an assessment of Rs. 30 and below. It is much more interesting to know that about 24 per cent of the pattadars pay an assessment of one rupee and less. It is an indication of the smallness of the holdings and also of the great number of persons who own land. With the abolition of the Zamindar, the number of pattadars will certainly swell, but the proportion of the small landholder is not likely to diminish.

The theory that the landholder must be the 'tiller of the soil' has been one that bristles with difficulties for accurate and comprehensive definition. There are holdings in our State wherein a family cultivates and harvests without aid of hired or voluntary labour. Then there are holdings wherein the cultivation is carried on by mutual help and loan of cattle and services between small landholders. There are still others who hire labour for a few days in a year, say during sowing, weeding, harvest, etc. Whether all these three people are the tillers of the soil or not and whether those that mainly depend for cultivation on hired labour can be

called the tiller of the soil, are all questions which are difficult of accurate definition. The Land Revenue Reforms Committee has been tackling the problem. I hope the Committee will have tackled successfully the question as to who is the tiller of the soil, and as to what special protection, encouragement and privileges have to be accorded to him.

ECONOMIC HOLDING

Another important factor for useful cultivation is an economic holding. In areas like the Ceded Districts, where rainfall is not abundant and famines are persistent, an economic holding may vary from 30 to 50 acres for a family, while in rich deltaic areas even an acre or two will be economic. The economic holding depends on the rainfall in the area, irrigational facilities, fertility of the soil, availability of labour and the quantum of land revenue, cesses and other payments due to the State or the Local Authority.

It would be hazardous to fix an economic holding, common even to all villages in one district, because conditions vary even from taluk to taluk and firka to firka. Perhaps the economic holding will have to be determined in relation to the net out-turn per unit. Again this is a problem that is also left over for the Committee constituted by Government to determine. They have had the advantage of the Agrarian Reforms Committee Report and also the dissenting minutes of some members.

NEED FOR INCENTIVES

The need for growing more food is so overwhelmingly great in the interests of our country that we must find ways and means to provide all

the necessary incentives for more food production. Absentee landlordism and uneconomic holdings, lack of guarantee of minimum economic prices for produce on the land, unscientific and outmoded methods of cultivation, inferior seed and above all the poverty of the cultivator to provide the necessary wherewithal to manure the land with good fertilisers and survive failures of monsoons, are all factors which hamper the Grow More Food Campaign. The burden of taxation on land utilisation and other forms of economic activity like trade, commerce and industry must perhaps be equal to give added incentive to production.

In America today the farmer is assured and guaranteed an economic price for his produce, and above all he can cover the crops he raises against adverse conditions by insurance. Merely making the tiller, whatever the definition may be, the owner of the land will not solve the problem. It is necessary to evolve a system which will give incentive to production and will also protect the grower against the hazards which are very great in this ancient industry of 'farming' against loss due to the failure of monsoons or pests or due to unforeseen cyclones or unseasonal rain.

Last, but not least, is the need for the proper appreciation of the great service to every section of humanity that the tiller of the soil is rendering. He must be given the greatest respect, for he is carrying on the most difficult and hazardous task for the good of the people. I hope officials and non-officials who come into daily contact with him, will bear the great service he renders to the community in mind and treat him with the respect and honour that he deserves.



ZAMINDARI ABOLITION AND RENT REDUCTION

By

Sri S. K. CHETTUR I.C.S., Secretary, Revenue Department

SCENE I

(The scene is set in a village in a small zamindari estate anywhere in Madras State. The curtain rises on the Rama's temple in front of which there is a raised platform which is used as a common meeting hall for the villagers.)

(Enter an intelligent ryot and a not-so-intelligent ryot.)

NOT-SO-INTELLIGENT RYOT: Is all this true that our zamindars are going to be removed?

INTELLIGENT RYOT: They are not going to be removed, friend; only their estates are to be taken away.

NOT. INT. R.: Then how will they manage to live? Is it true that we need not pay any rents any more?

INT. R.: I do not think that is correct. We certainly have to pay the rents but not to the zamindar. In future we shall have to pay them to the Collector-Dorai.

NOT. INT. R.: Then what is the difference? What earthly good does that do to us?

INT. R.: I foresee a lot of good. For one thing they have already passed a law and they have reduced our rents a great deal. That was called the Rent Reduction Act. It applies to all estates in the Province and even to the whole inam villages. After the estates are taken over, our new rents will be fixed in the same way as those on ryotwari lands. We shall get pattas for all our lands direct from the Sircar.

NOT. INT. R.: Yes, but what a change there will be! That awful Government Tahsildar and his Revenue Inspector will come with greater regularity and more powers than the estate tanadar.

Anyoh! he will make us pay punctually or else dis-train our movables.

INT. R.: That can't be helped. Once the rent is fair and is low we are quite capable of paying it and we must stop our old tactics of not paying up because the rent was too high. Moreover I think it is a good thing to pay the rent in time and be done with the bother. No more of those rent suits and decrees and selling up of our land if only we learn to pay our rent then and there when it falls due.

NOT. INT. R.: Oh! I guess the Tahsildar will twist our tails and make us pay at each Kist. But what happens to the Zamindar Sahib? Is it true he is sailing abroad?

INT. R.: I do not think so. What with this war on in Korea and the prospect of another World War soon as a result of it, only a fool will get on board a ship and go to another land.

NOT. INT. R.: Why they're fighting in Korea nobody knows, but they say there is one General there fighting for White men who is a veritable fire-cater?

INT. R.: That is hardly fair to the General you mention. People competent to judge say he is a very able General. But of course, in war, you cannot help killing your enemies. That is part of the curse of war.

NOT. INT. R.: Yes, but whatever happens in Korea, it looks as if we are going to have a lot of difficulties here. How are we going to pay the arrears of the last four faslis? Remember, I have got waram land. I am supposed to pay the new waram grain to the jilla Collector but the rate at which he charges me for it in money is so high that my rent is Rs. 60 to 70 per acre. Yet Appaiah who owns lands adjacent to mine on a fixed money rent is getting away with reduced rent of Rs. 10 per acre. Is this what a wise Government does?



INT. R.: Yes, it looks rather unfair to make you pay Rs. 70 per acre. Government have seen the injustice and I believe they intend as from fasli 1360 to charge only the highest wet rate or the highest dry rate of the district.

NOT. INT. R.: Is that so? Well, even so I'll have to pay at this rate of Rs. 70 for the previous three faslis and that will ruin me.

INT. R.: I am afraid that can't be helped. Anyhow from fasli 1360 this estate will be taken over and you will pay only the highest wet rate for your wet land. No more warams.

NOT. INT. R.: I am sorry for the old Zamindar Sahib. In a way I used to like him. It was the tanadar whom I hated for all his tricks and tactics. The zamindar himself was quite a reasonable old man and he was usually good about remissions when the crops failed.

INT. R.: I am sure the State will be as kind to us as the Zamindar Sahib, to whom we need bear no ill-will. But he will get his compensation amount from the Government.

NOT. INT. R.: What is this compensation amount?

INT. R.: Well, in the new Act called the Abolition Act they have fixed a certain sum which is called the basic annual sum and, according to the size of the estate, they give so many times that sum to the Zamindar to make it up to him for losing his property.

NOT. INT. R.: Oh! I see. But if the Govern-

ment pay all these zamindars, will they have enough money to do so?

INT. R.: Perhaps that was why they took over these estates in three different parcels. After each set is taken over they have to deposit half the total compensation amount with the Tribunal.

NOT. INT. R.: Tribunal? That is something new. You mean the High Court? Or does it mean the Chief of the Tribe? Why should the hill-tribes get all the benefit?

INT. R.: No, No, No. This is something very different. It's a kind of law-court. Somebody told me there are three men in this Tribunal, one a District Judge, one a Sub-Judge and the other a Deputy Collector. They sit together and decide to whom the compensation amount should be paid.

NOT. INT. R.: Why? What is the difficulty? It must be paid to the Zamindar. Surely they will be wasting their time sitting together just to say that.

INT. R.: You forget that there are a number of other claimants in an estate. The Zamindar has relatives. Sometimes he has more than one wife.

NOT. INT. R.: (laughing and leering). Yes. Yes. I hear that sometimes he has more than one family to maintain.

INT. R.: But how can you help it? If a man has too much money and too much time he will naturally spend it either on drink or on women or on both. However the Tribunal will decide everybody's claims.

NOT. INT. R.: When will they get the other half?

INT. R.: The other half of the compensation money will only be paid after the full survey and settlement of the estate is over and the correct rent roll is fixed by the Settlement Officer.

NOT. INT. R.: Surely that can be done very easily.

INT. R.: Oh! No. They say it will take anything from six to ten years.

NOT. INT. R.: As much as that? So he'll get the other half ten years later? Perhaps some of them will die off in the meanwhile.

INT. R.: Yes, but his sons will inherit the amount.

NOT. INT. R.: Here comes the tanadar. I don't like his face and I am going to vanish.

(Exit—Not-so-intelligent ryot.)

INT. R.: I don't think I like his face much either. But I will stay and see how they feel about things.

SCENE II

(The same Rama's temple. Enter the tanadar and the forester.)

TANADAR: Gloomy days are ahead, brother.

FORESTER: I agree with you. It seems they are going to sack all of us as soon as the estate is taken over which is going to be in a few days.

TANADAR: Well, I have worked with this zamindar for the last 18 years. God alone knows what a tough time I have had collecting all these rents from these unwilling ryots. I have broken my back in his service and now the State is going to cast me aside.

FORESTER: I know every inch of these forests and I wonder who is going to look after them now. The ryots are only waiting for a chance to cut and carry away the trees illicitly. If they remove me, the State will lose heavily.

TANADAR: Perhaps they will keep us on in view of our long service. Was it my fault that the British Sircar allowed the zamindar to impose rackrents on the ryots?

FORESTER: The whole system was wrong. Your unpopularity was natural. Your masters were really to blame. However I hope they will keep us.

(At this point the intelligent ryot moves forward from the rear of the temple and greets them.)
Namaste! Namaste!

INT. R.: I am sure they will. I heard it said that the people with long service would be retained and only the temporary hands would be discharged. I even heard it said that the Government would extend pensionary privileges to those with real service to their credit.

TANADAR: Don't you believe it! If they begin giving pensions to us, it is more than I expect. At least let them give me my job.

INT. R.: I am sure you both will be kept on. Perhaps you will have to adjust your ways to that of the State officials.

MADRAS



FORESTER: Are you suggesting that we are corrupt?

INT. R.: Not so. But I believe the discipline in Government is stronger and more strict than with your estate officials.

TANADAR: I have nothing to fear. I will continue to do my job if only they will let me.

FORESTER: After all we have done nothing to molest the ryots. This system was not of our making. We have to live as much as anybody.

INT. R.: I am sure the people who planned so big a change in the system of Revenue administration would also be able to look after people like you both. I know you have families to protect and I am sure there are people in Government who are able to understand these things and provide for you.

TANADAR: I believe the new rents will be collected under the Revenue Recovery Act in which distraint is taken if the No. 1 notice is not honoured immediately.

INT. R.: Yes, Government's process is usually strict and swift. But remember they are now going to collect much less and your tasks will therefore be somewhat more popular.

FORESTER: I am glad they introduced that Preservation of Private Forests Act. It did my heart good to see that nobody could destroy the forest in the period between the announcement of Government's intentions to take over the estates and the actual taking over. I know that I can do useful work for the Government if I am kept on.

INT. R.: Have no fears. I am perfectly sure you'll hear good news in a day or two.

(Exeunt all)

SCENE III

(The main sitting room of the Zamindar's Palace. The zamindar of a small estate is seen sitting on a dais on an ornamental chair with curved legs and velvet cushion back. The colour of the cloth which was once purple is now a faded blue. The zamindar is sitting in State and has a lace-cap on his head and wears a lace angavastram over a coat buttoned up to the neck and reaching up to his knees. A white dhoti and slippers appear below the coat. A couple of servants are lounging about the hall. Standing in front of the Zamindar is the aged pensioner.)

PENSIONER: I have come to pay my respects. Perhaps it may be for the last time that you see me alive.

ZAMINDAR: Why? Surely, Ganesa Iyer, you do not anticipate the final departure from life so soon as all that.

PENSIONER: Yes, I do. Your honour was good enough to give me a pension for the 30 years' work I did as your Hazur Accountant. Now I understand in a few days the estate is being taken over and my pension will no longer be paid from the estate funds.

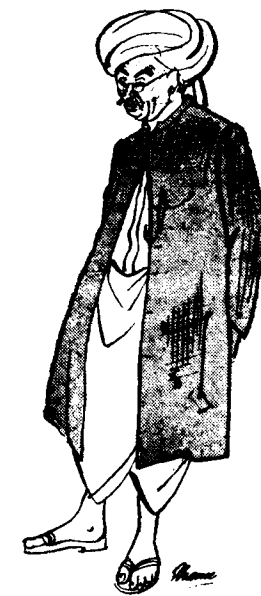
ZAMINDAR: I am afraid I can do nothing to help. They have taken away everything except the roof over my head. Even my office buildings in which I maintained my accounts and kept my treasury are being commandeered by them. They told me that my home-farm lands are safe and that the Settlement Officer will give me a patta. I, a Zamindar, to take a patta from them like an ordinary ryot! What a decline in our fortunes!

PENSIONER: I wonder what will happen to me when my pension is paid no more. Surely there is no other alternative but for me and my aged wife to die? All our children are married and are living far away and perhaps they will send me a ten-rupee note or so but how long can one manage with one ten-rupee note?

(Enter the Intelligent Ryot)

INT. R.: (addressing the zamindar) I have come to pay my respects to you and to assure you that whatever may be the change in the form of administration, our respect and regard for you will continue.

ZAMINDAR: You have always been a good ryot and an excellent agriculturist. The change can't harm you much. Your expressions of goodwill are deeply welcome when there is so much of uncertainty and distrust around me. But look at this poor old



man. He feels that he will die of starvation if his pension is not paid.

INT. R.: I can't believe that a just and beneficent Government will take away the pension from one who has earned it for services rendered in the administration of the estate. I met the Government Tahsildar the other day and he was telling me that he had heard it said that pensions given for such services would be honoured by the Government and that only those pensions which were granted for purely personal services to the Zamindar would be discontinued.

ZAMINDAR: Why should they discriminate like that? Surely all these people are equally helpless in their old age?

INT. R.: There is a reason. The pension for purely personal services should, they think, be continued to be paid by the zamindar, and not by the State. The Government will honour only the pension which was paid for services rendered in the administration of the estate. If you think it over, Sir, you will find that it is not an unjust decision.

ZAMINDAR: But where have I got the money to continue to pay the pensions now that my estate is taken over?

INT. R.: You forget, Sir, that quite apart from half the compensation amount paid to you in cash the State proposes to pay you each year a sum for maintenance, roughly equal to what they call the basic annual sum. From this, I am sure, you with your wellknown magnanimity will continue to support those pensioners of yours who were your personal retainers.

ZAMINDAR: If that is so, I think, they have nothing to fear. I will certainly continue to pay such pensioners. As for you, Ganesa Iyer, it is clear from

MADRAS

what he says that you will continue to receive your pension from the Government.

PENSIONER: (his face lighting up with relief) Ah! What a just Government that will be, which takes on the responsibility of the Zamindar in this manner. If what you say is true then I have nothing to fear.

INT. R.: I am sure you have nothing to fear. Perhaps there will be a couple of months delay before the orders are passed in the case but remember that Government have a million things to attend to and all at the same time and you must manage somehow for a month or two.

PENSIONER: I can manage all right for a month or even two, provided I know that the pension will continue to be paid. This is the best news I have heard for sometime. (Turning to the Zamindar) I will now take leave of you, Your Honour.

(Exit Pensioner)

INT. R.: I too must go now, Sir. I take this opportunity of wishing you long life and prosperity.

ZAMINDAR: Prosperity? Surely you are not joking? What prosperity can there be for such as I?

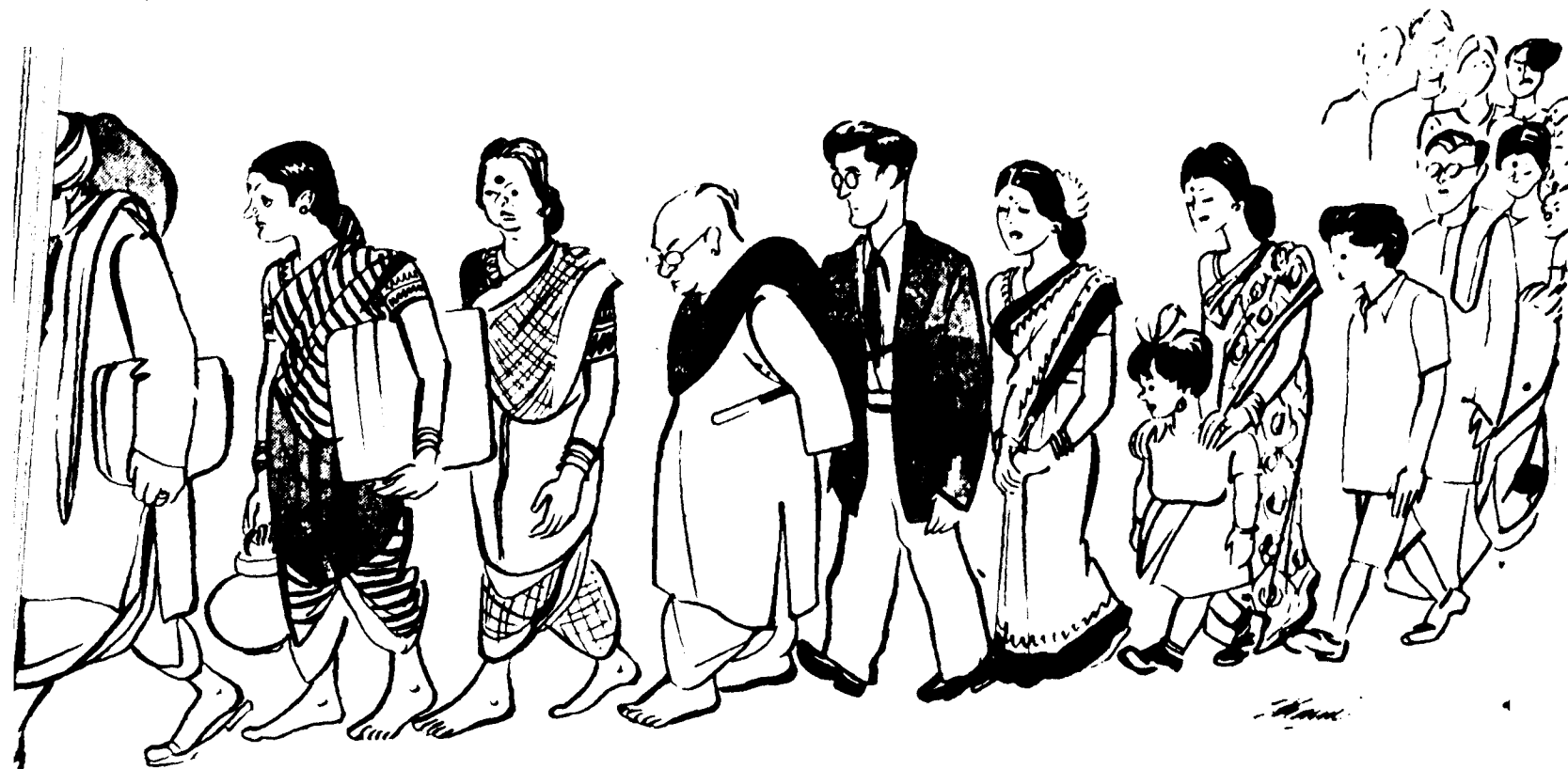
INT. R.: I hear that other zamindars like you are already investing any savings of theirs in limited liability companies and by promoting industrial enterprise. For instance I hear the Rajah of B. . . has already bought up two large sugar mills and is thinking of buying a third. I hear the Rajah of V. . . has taken a prominent part in promoting a vegetable oil manufacturing concern.

ZAMINDAR: I have not money enough to buy up such concerns.

INT. R.: It is not necessary. All you need do is to take shares in them. You can take shares of Rs. 100, Rs. 500 or Rs. 1,000 just as you fancy.

ZAMINDAR: That is quite an idea. I must think it over. Perhaps if I follow your advice I may be able to turn to advantage even the stroke of dire misfortune that seems to have fallen on me.

(Curtain.)



Labour Situation

By

SRI C. G. REDDI, Commissioner of Labour

The Labour Department administers the following Labour and Factories laws:

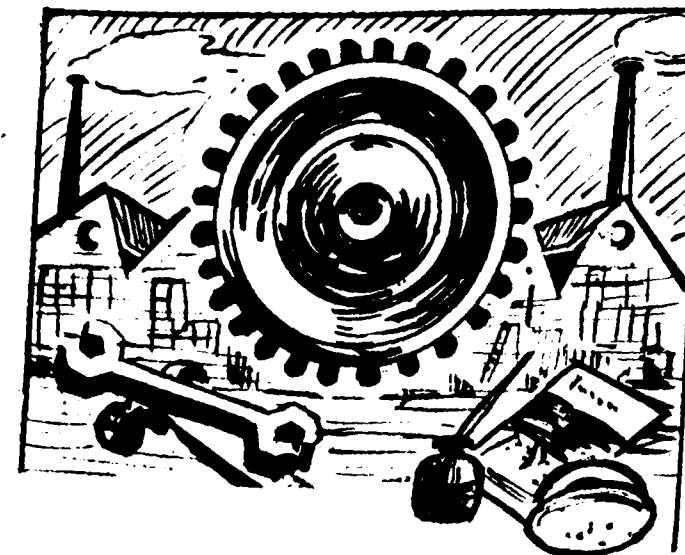
Labour Branch.

1. The Industrial Disputes Act.
2. The Indian Trade Unions Act.
3. The Industrial Employment (Standing Orders) Act.
4. The Workmen's Compensation Act.
5. The Madras Shops and Establishments Act.
6. The Minimum Wages Act.
7. The Employees' State Insurance Act.

Factories Branch.

8. The Factories Act.
9. The Employment of Children's Act.
10. The Payment of Wages Act.
11. The Madras Maternity Benefit Act.
12. The Cotton Ginning and Pressing Factories Act.
13. The Cotton Statistics Act (Madras City).

The Commissioner of Labour who is the head of the Department is assisted by the following



Gazetted Officers in administering the several Acts and the Rules framed thereunder.

Deputy Commissioner of Labour	...	1
Assistant Commissioner of Labour	...	1
Gazetted Assistant to the Commissioner (for Minimum Wages Act Work)	...	1
Labour Officers	...	14
Deputy Chief Inspector of Factories	...	1
Additional Deputy Chief Inspector of Factories	...	1
Inspector of Factories	...	22
Inspectresses of Factories	...	3
(One kept vacant).		

Of these posts, the posts of Deputy Commissioner of Labour, Additional Deputy Chief Inspector of Factories, seven Labour Officers, 11 Inspectors of Factories and two Inspectresses of Factories were created during the last five years, owing to the increase in the activities of this Department, mainly due to the great interest taken by the Popular Government for improving the lot of the workers and securing for them fair conditions of employment and increased wages to neutralise as far as possible the rise in the cost of living, subject to the paying capacity of the industry.

The Madras Shops and Establishments Act which came into force in 1948 brought relief to thousands of employees in establishments not covered by the Factories Act who were not therefore eligible to the benefits of the latter Act. One hundred and ninety-nine Assistant Inspectors of Labour have been appointed for enforcing the provisions of the Shops and Establishments Act and the post of Additional Deputy Chief Inspector of Factories has been sanctioned mainly to give assistance to the Commissioner to cope with the increase of work in this regard.

INDUSTRIAL DISPUTES ACT

The policy of the Government is to encourage internal settlement of disputes between workers and employers. The Officers of the Labour Department

intervene only when the internal settlement has not been possible. They try to make the employer realise that his workers are his partners in industry and that he should avoid all acts that would provoke a sense of humiliation and frustration on the part of the workers. As individual grievances may, in certain cases, develop into industrial disputes, the Labour Officers enquire into all complaints and see if anything can be done for the persons concerned. When persuasion and mediation have not borne fruit, the Officers start conciliation proceedings under the Industrial Disputes Act.

The Commissioner of Labour, Deputy Commissioner of Labour, Assistant Commissioner of Labour, Deputy Chief Inspector of Factories, Inspectors of Factories and the Labour Officers have all been declared Conciliation Officers under the Act. When conciliation has failed and further action is considered necessary, the disputes are referred by Government to the Industrial Tribunals for adjudication. There are five Industrial Tribunals in this State. All the five posts were created during the last five years. Besides these, the Government appoint Special Tribunals for limited periods for dealing with any special dispute or disputes. So far, 248 awards have been passed by the Tribunals.

The Act prohibits strikes and lockouts under certain circumstances. Even in other cases the workers are advised not to resort to direct action in haste and precipitate matters. This is done not with

a view to curtail in any manner the rights of workers and their right to direct action but to make them exhaust all available methods of representation before resorting to it. The Government are sympathetic towards the workers. In deserving cases, workers are given financial help also. In the case of a recent lock out in the Meenakshi Mills, Madurai, the workers who were suffering untold hardships were paid by the Government advances amounting to Rs. 11,220 repayable in instalments.

COMPLAINTS LOOKED INTO

The following statement shows the number of complaints required into by the Labour Officers during the years 1945 to 1949:

LABOUR ADVISORY BOARD

This body consisting of representatives of workers, employers and the Government, has been constituted to advise the Government in matters affecting labour. Questions relating to the difficulties experienced by the workers and the employers are freely and frankly discussed at the meetings of this Board which is serving a very useful purpose in maintaining industrial peace in the State.

PLANTATION LABOUR

After the advent of the Popular Government the Government took action to improve the conditions of Plantation labour. They persuaded the manage

ments to provide amenities such as co-operative stores, canteens, schools for children, recreation centres and medical facilities. It must be said to the credit of the planters that the response has been very favourable. The Government have instructed the District Medical Officers to inspect the hospitals in the plantations with a view to rectify defects.

THE INDIAN TRADE UNIONS ACT

The number of trade unions registered under this Act as on November 30, 1950, was 551.

THE INDUSTRIAL EMPLOYMENT (STANDING ORDERS) ACT

Standing Orders of 525 establishments were certified under this Act upto the end of November, 1950.

WORKMEN'S COMPENSATION ACT

The Commissioner of Labour, the Deputy Commissioner of Labour and the Assistant Commissioner of Labour are also the Commissioner and Additional Commissioners respectively for Workmen's Compensation. The number of cases disposed of increased from 404 in 1945 to 637 in 1949. The amount of compensation deposited increased from Rupees 2,61,825-14-0 in 1945 to Rs. 5,95,433-6-3 in 1949.

MADRAS SHOPS AND ESTABLISHMENTS ACT

This Act which came into force in 1948 in Municipalities and Major Panchayats regulates the conditions of work in shops, commercial establishments, theatres and certain other establishments. The Commissioner enforces the provisions of this Act through 199 Assistant Inspectors of Labour who work under the immediate supervision of the Inspectors of Factories. The Inspectors of Factories and other Officers of this Department and some Officers of the Public Health Department have also been notified as Additional Inspectors under this Act.

The Commissioner of Labour is the authority to decide questions referred to him under Section 51 of the Act and his decision is final. The Commissioner for Workmen's Compensation is the appellate authority for hearing appeals from discharged employees under Section 41 of the Act. The Commissioner of Labour, the Deputy Commissioner of Labour and the Assistant Commissioner of Labour who are all Commissioners under the Workmen's

Compensation Act, hear the numerous appeals in the course of their tours. Their decision is final under the Act.

THE MINIMUM WAGES ACT

Minimum rates of wages have been fixed in respect of two employments (1) employment in any rice, flour or dal mill; and (2) employment in any oil mill. The question of fixing minimum rates in respect of other employments is under consideration. The Government have constituted four committees to advise them in the matter of fixing the rates in respect of the following four categories of scheduled employments:

1. Employment in any plantation (i.e.), as estate which is maintained for the purpose of growing cinchona, rubber, tea or coffee;
2. Employment on road construction or in building operations and employment in stone breaking or stone crushing;
3. Employment in any woollen carpet making or shawl weaving establishment; and
4. Employment under any local authority.

THE EMPLOYEES' STATE INSURANCE ACT

The Government appointed two Special Medical Officers to work under the Surgeon-General to study the conditions of factory workers. The preliminary work has been completed. It will take some time before the Act is brought into full force in this State.

FACTORY LAWS

The Deputy Chief Inspectors of Factories and the Inspectors of Factories in the course of their inspection see that the provisions of the Factories Act, the Payment of Wages Act, the Madras Maternity Benefit Act, etc., are complied with.

In 1947, the Madras Government extended the provisions of the Payment of Wages Act to all classes of persons employed in the Tramway and Motor Omnibus Services and in Plantations.

The Labour in the State have been generally adopting constitutional methods for the redressal of their grievances. The labour situation in general is peaceful.

YEAR	NUMBER OF CASES							
	Dismissals and Suspension	Wages.	Bonus.	Dearness Allowance	Leave	Service Conditions.	Food Supply	Misc.
1945	283	157	50	71	69	28	20	247
1946	556	203	82	61	84	71	23	311
1947	882	291	167	114	95	172	35	683
1948	1769	643	355	191	132	639	19	678
1949	1910	839	394	163	175	422	16	963
TOTAL	5400	2133	1048	600	555	1392	113	2882

Welfare Of The Worker

By

Sri G. RAMANUJAM, *General Secretary, I. N. T. U. C., Tamil Nad*

India is still not a very industrially advanced country by western standards. It is doubtful whether she can ever become one; for her natural resources and limitations are so unique that she has scarcely any parallel. Her economic and social problems may perhaps require a pioneering effort and not an imitating follow-on.

The various industries in India have come into being not as a result of any planned economy. They represent a haphazard growth. Often one finds a bewildering range of returns among different industries in the country or even among the different units of the same industry in the same area in the same period. With such uncertain and fluctuating fortunes in the industries, the lot of the workers employed in any such industry can easily be imagined.

As early as 1946, even the cotton textile industry, the best paying industry in the country today, was paying a minimum basic wage of Rs. 11 per mensem in the State, in spite of a long spell of unprecedented prosperity the industry has had from 1942 onwards. It was only after the Popular Government assumed office, that there was introduced some order and equity into what was till then chaos and inequity. With the popular ministry in office, even the old ineffective Trade Disputes Act was put to effective use in the absence of a more effective legislative weapon; and a Court of Inquiry for the textile workers in the entire State was set up. Before the Court of Inquiry could conclude its work, however, the Central Government came forward with the Industrial Disputes Act of 1947, a piece of legislation very much in advance of the old Trade Disputes Act of 1929, whose provisions were utilised only on very few occasions in the two decades of its currency.

FAIR LIVING STANDARDS

The Court of Inquiry set up under the old Act was converted into an Industrial Tribunal under the

new Act, and very soon the Tribunal raised the minimum basic wage from Rs. 11 to Rs. 26 per month, by means of an interim award. The tribunal also awarded a scientific way of paying Dearness Allowance by linking it to the Cost of Living Index Number. This was the first step towards raising the standard of living of workers, which increased their earnings by nearly 100 per cent and more. This increase in earnings for the textile workers was soon followed up by the setting up of a number of similar tribunals for other industries also, such as the transport workers, workers in shops and commercial establishments, the handloom weavers, the workers in engineering industry and so on, where tribunals invariably awarded better terms of employment.

Thus, from the year 1947, the year in which the Indian National Trade Union Congress was for-



A plantation worker

mally born, the working class in India took large strides towards reaching fair living standards. Great as the progress already achieved might appear, greater still remains to be achieved, for, in terms of the Living Wage Standard, even the workers employed in the best paying industries are still below the Living Wage Standard. Nowhere is the rise in the Cost of Living as represented by the Index Number fully neutralised and this adds to the already acute economic disability of the working class.

JUSTICE ENFORCED

The institution of Industrial Tribunals set up under the Industrial Disputes Act was a great boon to the workers, particularly at a time when generally employers were in no mood to accept voluntary arbitration. They had therefore to be compelled to face the tribunals and legislative sanctions in the alternative. I have often heard certain interested political parties, who have no live contact with the trade union movement, saying that the compulsory arbitration through Industrial Tribunals makes an inroad into labour's legitimate rights. It is nothing of the kind. It only compels the arrogant moghuls of the industry to bow down to justice; and the

element of compulsion is all on the employer, not on the worker.

When even such compulsion was found to be inadequate and when employers defied and made the poor workers suffer, the Madras Government took to the unprecedented step of helping stricken labour with a loan of Rs. 15 per mensem for each worker during such period of distress. It can safely be said that such a noble act of the Madras Government can find no precedence in any country and the workers realise the extent to which the Government is interested in the welfare of the law-abiding labourer.

RECOGNITION OF UNION

There is today on the legislative anvil two more labour Bills, one governing trade unions and the other, labour relations. These Bills are effective attempts in the direction of democratising the relationship between Capital and Labour. It pushes the element of compulsion a little further up and compels the employer to recognise a trade union of his workers fulfilling certain conditions. The Bills have a number of provisions to protect the interests of the workers against the autocratic onslaughts on labour by defiant employers, including powers for taking over the control of the plant by Government where employers misbehave.

The Indian workers' struggle today is to get a fair wage, congenial working conditions, healthy living quarters and necessary education. Some of these are the responsibilities of the employer and some, the State. It is therefore natural that the trade unions have got to toil ceaselessly in these two directions and compel the respective parties to fulfil their legitimate obligations.

CONSIDERABLE PROGRESS

After the advent of the Indian National Trade Union Congress, there has been considerable progress in these two directions, but a good deal still remains to be achieved. For instance, labour has been able to secure a revision of the Indian Factories Act, providing for the 8-hour-day and 48-hour-week, increased holidays with pay, etc. It was able to secure 36 days leave with pay in a year, (in addition to the weekly holidays) for the employees in shops and commercial establishments in the State. The Workmen State Insurance Scheme, it is expected, will come into force shortly. Minimum Wage Boards under the Minimum Wages Act have been

set up for several industries which were considered as "sweated industries". A compulsory Provident Fund System, now on an experimental scale, is expected to be extended shortly to all industries and centres.

While there has been some progress on the lines indicated above, chiefly on account of a happy combination of factors like responsible trade union movement's ceaseless pressure and the Popular Governments' understanding reciprocity, practically no progress has been made in industrial housing during the last decade. Housing shortage is so acute in India that slums have become a common feature in almost all industries centres. The State Government has set up a Tripartite Labour Advisory Board to advise it on labour matters and it is heartening to note that the Advisory Board has emphasised the need for taking up the question of industrial housing immediately and concretise a workable plan.

Plantation labour in the State accounts for about 300,000 and hitherto this vast body of work people were not having any special legislation to cater to their peculiar requirements. Plantation labour occupies a middle position between industrial and agricultural labour, and the experience gained in the working of a suitable legislation for plantation workers may perhaps pave the way for tackling India's great problem, viz., agricultural labour. Such a legislation in the shape of a Plantation Code

was being promised since the last two or three years, but has failed to emerge as an enactment so far, owing obviously to the complications inherent in such pioneering legislative work.

LABOUR'S NEEDS

Labour has been pressing ceaselessly the Government to bring down prices as an alternative to any increase in money wages, as mere increase in cash wages will only tend to further inflation and depress real wages. But so far there has been little success in this direction and the prices are soaring higher and higher. In fact, prices today are even higher than at any time during World War II and they must be brought down drastically by eliminating profiteering and providing necessary incentives to the labourers on the farms and factories.

The welfare of the workers sought to be stabilised before Tribunals. Courts and through collective bargaining will not be complete, as side by side with this earning aspect, successful attempts to balance the worker's family budgets should also be made. In this connection, I must admit that the introduction of complete prohibition in the State has really catered to the welfare of the working class by eliminating this dangerous item of expenditure from the working class family budget and raising the value of the wages and the standard of life of the workers.



Manpower In Madras

By

Sri S. V. RAMANUJAM, *Regional Public Relations Officer,
Directorate-General of Resettlement and Employment, Madras*

The Constitution of the Republic of India provides that the State shall direct its policy towards securing "that the citizens, men and women equally, have the right to an adequate means of livelihood". It also lays down that, within limits, the State shall make "effective provision for securing the right to work, to education and to public assistance in case of unemployment." The solution of the problem of unemployment is, therefore, the first and most important step to be taken in developing a progressive economy. The National Employment Service functioning in the Madras State consists of a network of Employment Exchanges and District Employment Offices which assist employers in the selection of workers on scientific lines. In the absence of comprehensive and up-to-date statistical data, it is extremely difficult to give an overall picture of employment trends in Madras. It is however, well known that one of the objectives of governmental

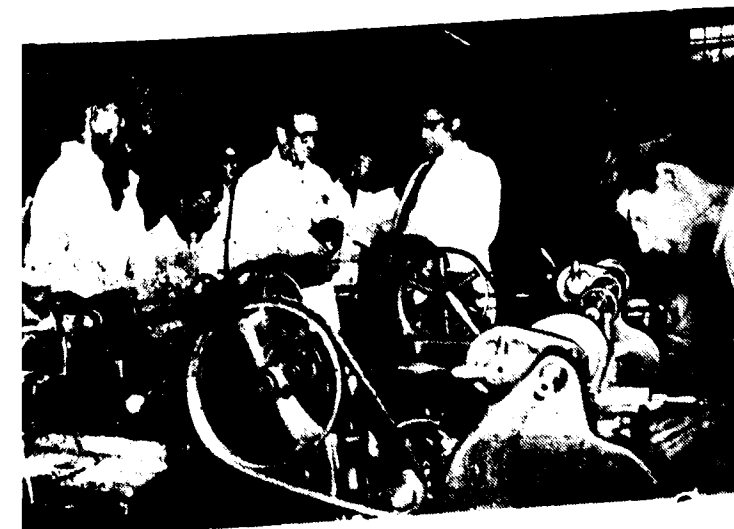
policy is to increase employment opportunities and to reduce unemployment and under-employment. The various schemes of economic development now under way in Madras, it is hoped, would open out new avenues of employment in the long run.

The Employment Service as a "Manpower Bank" in this State is playing a triple role towards achieving economic stability and higher living standards. Firstly, this organisation is assisting in the distribution of manpower from surplus to deficit areas, where there is a demand for labour. Secondly, the organisation assists employers in the selection of workers on scientific lines, as expeditiously as possible. Thirdly, it ensures through the training programme, a steady flow of skilled workers into industry as a means of removing shortages of trained personnel in certain trades. Labour mobility in this State is essentially short-distance mobility. The new industrial projects usually draw their labour from the adjoining tracts. There have been instances of labour from adjoining districts being mobilised by the Employment Exchange Organisation and supplied to irrigation projects such as Malampuzha, Shiriya, Lower Bhavani and Tungabhadra. A few cases of mobility of textile labour through Exchanges have also been reported.

THE EMPLOYMENT SERVICE NETWORK

The Employment Service, besides assisting in the mobility of labour, assists the employers in selecting the right men for the available jobs. In this State we have a Regional Employment Exchange at Madras, eight Sub-Regional Employment Exchanges at Visakhapatnam, Vijayawada, Anantapur, Vellore, Coimbatore, Calicut, Tiruchirappalli and Madurai and 15 District Employment Offices, one at the headquarters of every other district except the Nilgiris which is included within the jurisdiction.

The Chief Minister inspects a technical training centre



of Coimbatore District for the purpose of this Service. In March 1948, the Madras Government considered that the proposal to extend the scope of the Exchanges to all categories of employment seekers was a step in the right direction and, accordingly, directed that the Employment Exchanges and District Employment Offices should start at once the registration and placement of all categories of employment-seekers.

The Employment Exchanges and District Employment Offices are now a truly national employment service rendering free, voluntary and impartial service both to employers and to all grades and types of employment-seekers.

THOUSANDS RECRUITED

These Exchanges were started at an exceptionally difficult time when the burden of finding employment for tens of thousands of returning soldiers was thrown on the shoulders of this infant organisation. This Institution, however, rose to the occasion and showed that it can, not only shoulder this burden but can take in itself more burden; it has progressively shouldered more and more responsibilities with greater and greater success. In the Madras State, the Employment Exchanges have found employment for 1,88,526 persons and have borne on the registers the particulars of 8,12,115 employment-seekers. The registrations have been further augmented by touring officers who have made it a point to register particular categories of workers such as, quarry workers, plantation labourers, earth workers, stone cutters, etc., to meet the demands of employers. Thousands of workers were recruited through the Employment Exchanges for the various development projects. Highways works of the Government and also for employment in private factories.

On an average, 750 employers per month have been utilising the services of the Employment Exchanges and, roughly, 6,000 vacancies per month are being notified to the Employment Exchanges.

TECHNICIANS WANTED

Employment Exchange statistics have disclosed widespread unemployment among unskilled workers. The prospects for the educated classes of people who seek employment in clerical and administrative jobs are gloomy as the number of vacancies that occur is very limited. On the other hand, a persistent shortage is being experienced in this State of highly qualified workers in various

technical trades, e.g., mechanical foremen, machine-shop foremen, electrical foremen, turners, draughtsmen, overseers, textile technologists, agricultural machine operators and surveyors. Demands for workers in these trades are considerable but cannot always be met due to the non-availability of candidates of the required standard of proficiency.

It is, therefore, advisable for educated middle-class men in this State to take up technical occupations which offer good prospects of employment and in which there is also a shortage of skilled manpower. On an average, amongst the persons who seek employment assistance, 45 per cent constitute unskilled labour, about 20 per cent technical labour and 35 per cent are suitable for clerical and administrative work. In this State the disparity between the number of applicants on the one hand and employment opportunities on the other is the largest in the case of clerical vacancies. The State is also experiencing shortages of qualified and skilled workers in various engineering and technical trades.

IN DEVELOPMENT SCHEMES

The Development Schemes of the State Government are expected to open up new avenues of employment. The Government have so far sanctioned about one hundred irrigation schemes of considerable size in addition to a large number of smaller schemes. These schemes are estimated to cost in the aggregate Rs. 32 crores and to bring 1,30,672 acres under irrigation besides providing better irrigation facilities in certain areas. The long term development scheme consists of projects of great magnitude. The Ramapadasagar, the Tungabhadra, Krishna-Pennar, Lower Bhavani, Malampuzha and Manimuthar Projects open out plentiful opportunities for unskilled and skilled labour. The Employment Service has been meeting the manpower demands of some of these projects. The Hydroelectric Projects and the Thermal Schemes would also offer opportunities of employment. Similarly, other departments of the Government of Madras under their respective development programmes would also offer job opportunities for the men in the State in the long run.

The Employment Exchanges in the State have also been assisting the planters in South India by supplying plantation labour. The Government of Madras are now actively considering to put into effect a scheme for the decasualisation of textile labour in selected areas.

TRAINING CENTRES

The Employment Service brings employers and employment-seekers together. But it is not a mere placement agency. It collects data regarding the employment opportunities available or likely to be available for employment. How can the State meet the needs of employers for new types of workers or specially trained men which cannot be met from the available supply? Men have to be trained to meet this need. As an integral part of the Employment Service, therefore, a network of technical and vocational training centres is run with a view to training suitable men as technicians and handicraftsmen.

The technical and vocational training scheme for ex-Servicemen originally sanctioned by the Government of India for a period of five years was in operation in 32 technical training centres. These had a seating capacity of 3,138 and provided facilities for instruction in 34 trades; 15 vocational training centres with a seating capacity of 1,139 offered instruction in 39 vocational trades and there were 32 apprenticeship training centres. In all, 37,588 trainees had been selected and posted for training.

Since the scheme was coming to a close on the 30th June 1950, the Government of India with the concurrence of the State Government, decided to switch on some of these training centres for training civilian adults. The objects of this training scheme are:

- (1) to ensure a steady supply of skilled workers for the country's industries;
- (2) to raise the quality and quantity of production by the systematic training of the worker; and
- (3) to reduce unemployment amongst educated young men by equipping them for suitable industrial employment.

To make the benefit of training available for as many deserving young men as possible, 50 per cent of the trainees are awarded a monthly scholarship of Rs. 25. Training is free to all candidates; besides, facilities for recreation are provided and, wherever available, accommodation is also made available. On successful completion of training, the trainees will be trade-tested by a Board of Examiners consisting of industrialists and heads of departments and awarded National Certificates of Craftsmanship.

TWO TYPES OF COURSES

The training scheme covers two types of courses:

- (i) a two-year course of technical training in engineering and building trades, the last six months of which will be spent either at the training centre or at an

industrial undertaking on actual production/profession work; and

- (ii) a twelve-month course of vocational training in cottage and small-scale industries.

As a result of this change-over from ex-Servicemen, to civilians, the Industrial Training Institutes till recently known as Government of India Training Centres would continue at Anantapur, Kakinada, Madras and Bangalore. The Industrial Training Centres are also attached to State Polytechnics at Vuyyuru, Madras, Madurai, Coimbatore and Mangalore. College of Engineering, Trivandrum, Maharaja's Technological Institute, Trichur, Government School of Arts, Trivandrum, Premier Motor Service, Nagercoil, Indian Institute of Science, Bangalore, Government Occupational Institute, Bangalore and Strathie Co-operative Engineering Workshops, Madras. An Industrial Training Institute was opened at Virajpet to serve the Coorg area. A Training Centre for Women is working in Madras, training 64 women in certain vocational trades. Two thousand trainees are thus given training in about 40 technical and vocational trades in the Institutes mentioned above.

STEADY ENDEAVOUR

It is no doubt disquieting that after the achievement of independence, the country should face economic crisis. Retrenchment in industrial firms and Government establishments and the closure of mills, import difficulties, etc., are forcing up the level of unemployment to new peaks and causing widespread distress in the country. Labour in Madras State has always complained against corruption and exploitation by middlemen and jobbers regarding recruitment of workers to the various industries.

Unemployment and under-employment are social evils which must be eradicated. The achievement of full employment and increasing productivity are no easy tasks. These require concrete programmes of national action. The Employment Service represents an important step towards fighting the scourge of unemployment. The main objective of the Employment Service Organisation is the best utilisation of the material and human resources of the nation and the improvement of the skill and productive capacity of its manpower by imparting suitable technical education and training. While the Employment Service helps to secure the most beneficial utilisation of the State's manpower and resources, the training centres help to improve the skills of State's manpower and shape it into an instrument for industrial development.

PANCHAYAT RAJ

By

Sri K. CHANDRAMOULI, *Minister for Local Administration*



From time immemorial India has been a land of villages and it is so even today in spite of all the changes through which it has passed on account of invasions, wars and foreign rule. In olden days these villages were not merely economic and administrative units but were centres of corporate life and culture. The highly centralised administrative system of the British rule and the impact of modern civilisation led gradually to a steady disintegration of village communities, and village panchayats as rural institutions sank into insignificance. One of the main planks of the programme of the Indian National Congress has from the very beginning been the rehabilitation of rural life. The problem is of such vital importance that even the Advisers' Government thought it necessary to revitalise panchayats. They accordingly made an attempt and framed an Act in 1946 but left its enforcement to the decision of the Popular Government. The Ministry felt that that Act was not comprehensive as it did not seek to make panchayats the basic administrative units and as it permitted undue interference and control by officials. The Advisers' Act was not therefore brought into effect and a fresh legislation was undertaken by the Ministry.

The village is already an administrative unit in matters relating to agricultural taxation and collection of land revenue. The Ministry realised that the next step was to make every village (in which there was still a live sense of corporate unity), a self-contained unit, managing its own affairs and providing on its own initiative for all the social, economic and cultural necessities of the people. They have accordingly enacted the Madras Village Panchayats Act, 1950, with the object of developing Village Panchayats as autonomous units of local administration invested with large powers in all matters relating to village life and village economy, with the minimum of outside control, consistent with efficiency and integrity in working. It is in effect the implementation by the Government of this State, of

Article 10 of the Constitution of India dealing with one of the Directive Principles of State Policy, namely, that the State shall take steps to organise Village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self government. The salient features of this Act are given below.

ORGANISATION

A panchayat will be formed for each village with a population of 500 and above, villages with lesser population being grouped with contiguous villages and a single panchayat formed for the group. At present, there are about 8,335 panchayats in the State. There are still 15,830 villages for which panchayats have to be constituted. The formation of panchayats will be compulsory and it will not be left as at present to the option of local inhabitants or officials.

Panchayats with jurisdiction over a population estimated at not less than 5,000 and with an estimated annual income of not less than Rs. 10,000 will be Class I panchayats and the rest Class II panchayats. Generally, the appointment of Executive Officers will be made to Class I panchayats, only if the interests of administration require it.

EXECUTIVE AUTHORITY

All the members of the panchayat will be elected by secret ballot, each village being divided into electoral wards. The President will be elected not by members but directly by the whole electorate. The Vice-President will be elected by the members of the panchayat. There will be reservation of seats on panchayats for the members of the Scheduled Castes only and that too for a period of ten years from the commencement of the Act. The electoral roll of the State Legislative Assembly pertaining to any panchayat area will be the electoral roll for elections to that panchayat. So, the next general elections to panchayats will be on the basis of adult franchise.

The executive authority is bound to carry out all the resolutions of the panchayat: when, however, the President is of opinion that a particular resolution should not be carried out, the matter shall be referred to Government for decision and their decision will be final. Provision has been made in the Act for dissolution and supersession

MADRAS

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of panchayats when it commits default in performing its duties or abuses its powers and for the removal of President or member from office for misbehaviour, etc. On removal he will be disqualified for election for one year unless he is convicted by a criminal court for an offence involving moral turpitude, in which case he shall not be eligible to stand for election for a period of five years.

OBLIGATORY FUNCTIONS

The panchayat will manage all the local institutions and deal with all local matters—civic and administrative. Its obligatory functions are the construction, repair and maintenance of public roads in the village, lighting of streets, construction of drains and disposal of drainage water and sullage, cleansing of streets, removal of rubbish, provision of public latrines, cleansing of public and private latrines, and provision of protected water supply. It may also provide at its discretion other measures of public utility, such as the opening and maintenance of dispensaries, maternity and child welfare centres, playgrounds, parks, cart-stands, markets and slaughter houses, installation of radio, etc.

Panchayats under the new Act will administer civil and criminal justice under the Madras Village Courts Act, 1888, the existing village courts being abolished. The executive officer will be vested with the powers of a Registration Officer in respect of certain specified documents

in the area of the panchayat where there is no Sub-Registrar's office.

FUNDS AND SUPERVISION

The funds necessary for carrying out the above duties will be provided partly by Government and partly by the panchayat levying its own taxes. The levy of tax on houses (except huts), vehicle tax and profession tax will be compulsory in all panchayats. They can also levy certain other specified taxes at their option. Private markets except those, the income derived from which will be utilised for religious, charitable and educational purposes, will be abolished and panchayats are required to run public markets. This will bring in additional revenue to the panchayat. In addition to *ex gratia* grants made to panchayats, the Government will set apart every year 12½ per cent of the land revenues of the State for distribution as grants to Class II panchayats.

District Boards will no longer have any control or supervision over panchayats. Collectors will not have any control over the administration of

panchayats except for emergency powers for ensuring safety of life and property and for prevention of breaches of peace. The working of village panchayats will be supervised and controlled by Government through the Inspector of Municipal Councils and Local Boards assisted by Regional Inspectors, District Panchayat Officers and Deputy Panchayat Officers. An annual audit of accounts of every panchayat will be conducted by persons unconnected with the supervision of administration, viz., the audit staff under the control of the Examiner of Local Fund Accounts. Panchayats will not be required to pay any amount from their funds towards the cost of audit or towards the cost of supervision.

Government have decided to bring the Madras Village Panchayats Act into force from 1st April 1951. When the new panchayats come into being there will be throughout the State in every village a statutory body exercising wide powers, affecting every side of rural life, which, if it functions properly, should be able to increase the happiness, well-being and prosperity of our village people.



Prize cattle on view at a Co-operative Conference Exhibition

DISTRICTS, TALUKS, TOWNS AND VILLAGES

By

Sri J. SIVANANDAM, *Secretary, Local Administration Department*

AFTER LORD RIPON

Local Administration or Local Government, more significantly called Local Self-Government, is that part of the government of a nation or State, which deals mainly with such matters as concern the inhabitants of a particular district or place and which it is found desirable to administer by local authorities created by statutes. Local self-government is and must be the basis of any true system of democracy. In a democratic country, every citizen must feel a certain sense of responsibility, each in his own field of work, however limited it may be, and take a real and genuine interest in his own town or village. This is where the importance of local self-government lies.

The first local governing institutions under British rule came into existence in Madras State in 1850, when consultative committees were appointed in towns. In 1870, the principle of developing Local Bodies to afford a training in self-government was first formally recognised by Lord Mayo's Government. At that time the development was confined almost entirely to Municipal bodies in towns and very little was done towards the development of similar institutions in rural areas. Later, under the reforms effected by Lord Ripon for the introduction of elective principle, financial independence and reduction of official control, the Madras District Municipalities Act, 1884, and the Madras Local Boards Act, 1884, came into being.



The progress of local self-governing institutions was reviewed by the Government of India from time to time and finally in 1915, on the recommendations of the Royal Commission on Decentralisation which had gone into the subject of local self-government in India exhaustively. The result was the passing of the Madras District Municipalities Act, 1920, the Madras Local Boards Act, 1920, and the Madras Village Panchayats Act, which introduced an elected majority and an elected chairman or president in the local authority and gave wide powers for levy of local taxes and control over staff and administering local affairs.

In 1930, the Madras Village Panchayats Act, 1920, was repealed, the panchayats were brought within the ambit of the Madras Local Boards Act, 1920, and the system of nomination of members on local bodies was altogether given up. In 1933 the system of appointing commissioners as executive authorities of municipal councils was introduced. In 1934 taluk boards which had been constituted for the administration of each revenue taluk or division were abolished. The administration of each district is vested in a district board, that of a town declared as a municipality in a municipal council and that of a village in a Panchayat Board.

UNDER POPULAR GOVERNMENT

Owing to the abnormal conditions created by the war, elections to Local Bodies were not held since 1939 and several municipal councils and district boards had been superseded and replaced by nominated bodies. A marked change in the attitude of the Government towards Local Bodies and a complete reversal of the policy followed hitherto were the main features of local administration in the State ever since the Popular Government assumed office in 1946. One of the first things done by the Popular Government was to order elections to municipal councils and district boards. Considerable attention has been paid to improve the financial resources of local bodies, which have become inelastic.

The present Government have been attaching more importance to the development of village communications than ever before. A five-year programme of Post-War Road Development, providing for the formation of 6,700 miles of Village Roads and 3,300 miles of Other District Roads, besides improvement of the existing roads, has been drawn up and is being executed year after year since 1947-48. The intention is to provide every village with a population of 500 and more with an access road to a main road. Besides this programme, there is also a Village Road Programme for each district for forming new roads, for improving existing roads and for constructing culverts, etc. At the same time, the importance of rendering the roads dust free, especially in built-up areas in towns from the public health point of view has been recognised and lists of schemes arranged in order of urgency and importance have been prepared and the schemes are put into execution gradually.

DISTRICT BOARDS

There are 25 district boards, one for each revenue district. The Post-War Road Development programme and the Village Road Programme mentioned above are carried out through the agency of the district boards. The annual income and expenditure of the district boards amount to Rs. 443 lakhs and Rs. 326 lakhs respectively. The following particulars give an account of the services maintained by district boards:—

(1) Roads - Mileage maintained	22,180
(2) Education -	
Elementary :	No. of Schools: 15,208
	Strength: 15,65,040
Secondary :	No. of Schools: 363
	Strength: 1,48,616
(3) Medical Institutions:	Number: 1301
	No. of patients treated: 1,43,49,945

A Chamber of Presidents of District Boards has been in existence for a long time. District Boards have been permitted to contribute funds for its maintenance.

MUNICIPALITIES

The phenomenal growth in size and population of certain towns during the past few years had been



so striking that municipalities had to be constituted for thirteen of them. There are at present 95 municipalities, excluding the Corporation of Madras, in the State. The annual income and expenditure of these municipalities amount to Rs. 513 lakhs and Rs. 426 lakhs respectively. The following particulars give an account of the services maintained by them:—

(1) Roads-Mileage maintained	2,944
(2) Education-Elementary :	No. of schools. 1,272
	Strength. 2,08,730
Secondary :	No. of schools. 79
	Strength. 46,109
(3) Medical Institutions :	Number 141
	No. of patients treated: 49,28,600
(4) Public Health - Maternity and Child Welfare Centres :	166

A Chamber of Municipal Chairmen has come into being and the Government have recognised it and permitted municipal councils to contribute funds towards its maintenance.

In order to enlarge the powers of municipal councils and their chairmen, the Government appointed in 1949 a committee consisting of repre-

sentatives of the Chamber, some other non-official gentlemen experienced in municipal administration and the Heads of Departments of Government connected with municipal administration in order to scrutinise the existing laws relating to municipalities and to suggest suitable amendments to the Madras District Municipalities Act. The Committee has submitted its report and the report is under the consideration of Government.

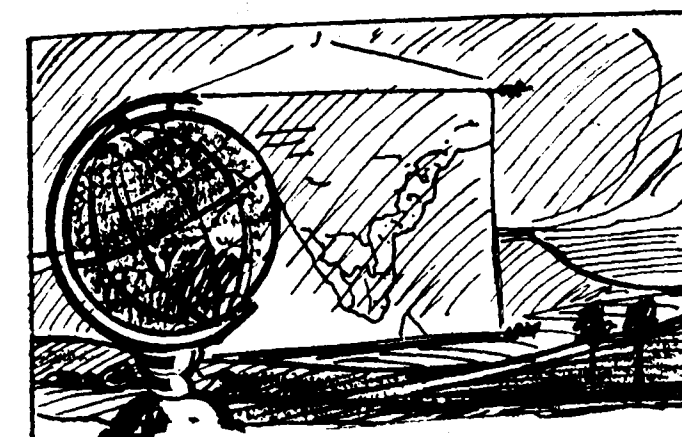
There are about 7,600 minor panchayats and 480 major panchayats. The panchayats maintained 1,262 schools which imparted education to 66,511 children.

VILLAGE AUTONOMY

Consistent with the programme and the policy of the Indian National Congress to rehabilitate rural life and to make every village self-contained unit,

the Madras Government have decided on the creation of almost completely autonomous village panchayats, consisting of elected representatives of the whole body of the inhabitants of the village in whom the power to manage all local affairs may vest. The old policy of having village panchayats as minor and unimportant appendages to the district boards with very little power to do things for themselves and far too little money to be able to accomplish much will be completely revised. With these objects in view, the Popular Government got enacted the Madras Village Panchayats Act, 1950, which will be brought into force from 1st April, 1951.

A question will arise whether district boards in their present form should continue when panchayats are constituted for all the villages in the State. The Government have under consideration a proposal to appoint a committee similar to the one appointed recently for amendment of municipal laws.





NEW LIFE IN THE VILLAGE

By Sri B. PARAMESWARAN, Minister for Rural Development

The Intensive Rural Reconstruction Scheme of the Government of Madras aims at the attainment of the Gandhian ideal of "Village Swaraj" by bringing about not only the educational, economic, sanitary and other improvements of villages but also by revitalising the spirit of the people and making them self-confident and self-reliant. The objective is to organise the villagers to lead a happier, fuller and more prosperous life "in which the individual villager will have the opportunity to develop both as an individual and as a unit of a well-integrated society."

The Scheme consists of definite plans for the development of rural communications; rural water supply; formation of self-governing village panchayats; organisation of co-operatives, which is the most effective medium of self-expression; implementing a programme of sanitation, which according to Gandhiji is the first step in village work; attainment of self-sufficiency in food and clothing through agricultural, irrigational and livestock improvements; development of Khadi and Cottage Industries. The scheme was initiated on a modest scale during the last quarter of 1946 in 34 selected firkas covering about 1,000 villages and later extended from 1st April 1950 to 50 additional firkas in the State comprising another 1,394 villages. The Collectors of the Districts are primarily responsible for the successful implementation of the scheme. Each firka selected for intensive rural reconstruction work is in charge of a Rural Welfare Officer assisted by Grama Sevaks and other technical officers like the Public Works Supervisor, Agricultural Fieldmen, etc.

PIONEERING VENTURE

It will, I am sure, be readily appreciated that this work of resuscitating and enriching village life is by no means an easy one. The problem bristled with many difficulties, especially in the initial stages when the scheme was launched towards the end of 1946 and in the next two years. For one thing it was a new and pioneering ven-

ture not hitherto attempted by any department of Government or by any other Government. New ground had to be broken, and there were no precedents or examples to follow; new institutions had to be created; a new technique had to be evolved; and above all, a new outlook on life had to be inculcated among the villagers. During the long period of tutelage and foreign rule, the villager had lost his initiative to organise and develop himself and the society around him, and was accustomed for generations to look to the Government for every small thing which could be done easily and quickly by a little co-operative effort in the village.

To reform this slavish mentality; to make the villager shed this age-long inertia and apathy and acquire a new outlook on life; to awaken him to a sense of his duties and responsibilities, as a citizen of a free State; and in short to galvanize him into a new life with healthy and fruitful activities was a stupendous task. And unless this psychological change is brought about, the reconstruction of villages—which in essence is national reconstruction—would be only an empty dream and a delusion and no substantial or abiding results could be expected to flow from the Scheme. The integrated development of Village India, it is needless to point out, requires a well-organised, intensive and highly efficient propaganda as well as the concerted and co-ordinated action of all the nation-building Departments of the Government.

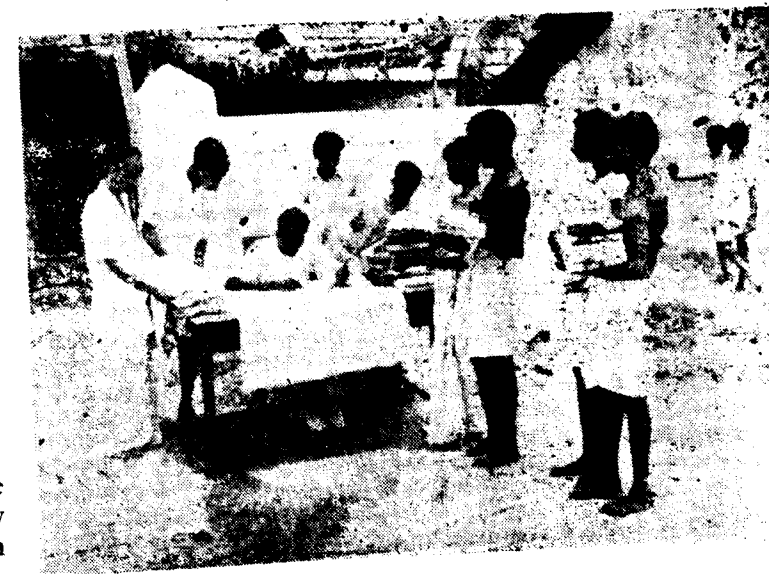
NEW LIFE INFUSED

Nevertheless, within the brief period of four years since the inception of the Scheme, substan-

A rural spinning session



MADRAS

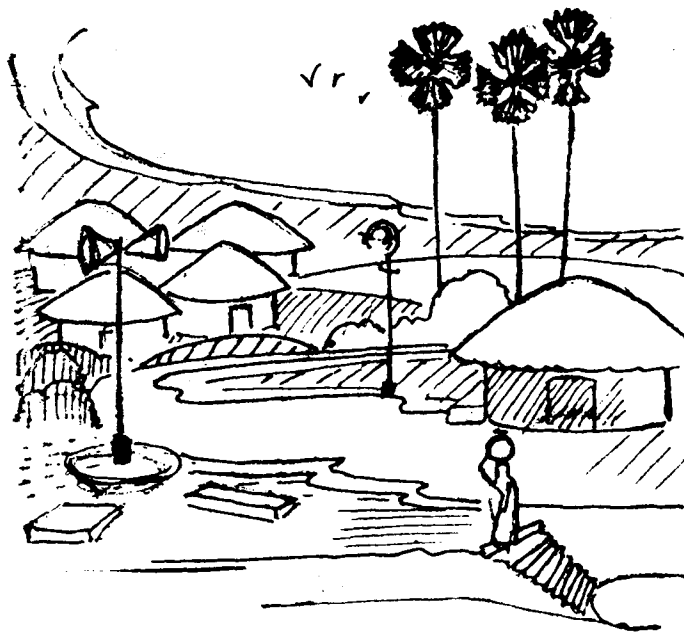


At a village Khadi Centre

tial results have been achieved. It is not necessary here either to catalogue them in detail or even to select a few items and dwell on them at length. I shall only endeavour here to show that a new life has been infused into the villages by the implementation of this scheme. Among its many achievements I would give the pride of place to that silent revolution in the mental outlook of the villagers which the scheme has slowly but surely brought about. While for ages past the villagers have been steeped in pathetic lethargy and inactivity they have now begun to feel that their destiny is in their own hands, that self-help is the best help and have displayed commendable initiative and enterprise in improving the village conditions, and building up a new corpo-

Villagers built this Community Centre





rate life. Under the Rural Reconstruction Scheme, works are generally executed only on a contributory basis by obtaining for every grant made by the Government, a large measure of local contribution in money or in kind or by way of labour.

The villagers themselves generally execute these works to the exclusion of profit-earning outside agencies. This is a course which had hitherto remained generally untapped and attempts in this direction had been given up even by veteran constructive workers as something next to impossible. As a result of the introduction of the Rural Reconstruction Scheme and the systematic propaganda carried on by the staff, the face of things in the rural parts has changed.

REMARKABLE INSTANCES

I will cite here only a few instances to show what an amazing interest and enthusiasm the villagers have now come to evince in their advancement. From a casual perusal of the latest report on Rural Welfare work submitted by the Collectors for publication in the *Madras Information*, I have taken out the following instances of voluntary co-operation and contribution which are illustrative of the spirit underlying the new life that is now vibrating in our villages.

Nagari Firka: Chittoor District: The Grama Seva Sangham, Parameswaramangalam, contributed a sum of Rs. 500 for constructing a reading

room, Rs. 200 towards the cost of the reading room building site, Rs. 125 towards the cost of a radio set and Rs. 300 for purchasing a breeding bull. The Grama Seva Sangham in Jagannadhapuram village contributed Rs. 250 for running a short training camp of village workers.

Kalasapakkam, Kadaladi and Thurinjapuram Firkas: North Arcot District: The villagers of Kadaladi and Thurinjapuram firkas have promised to pay one-third the estimated cost of 12 road works and 25 well works sanctioned in those firkas, in addition to the free gift of lands required for the above works. The villagers of Periakalambadi constructed a school building at a cost of Rs. 4,000. Three Elementary Schools and six Adult Night Schools were opened during the month. The villagers of Melapur, Kadaladi, Kattakarampalayam, Northampoundi, Sorokala, Arapakkam, Veeralur and Kothandavadi contributed 50 per cent of the initial cost besides the maintenance charges of battery radio sets. The villagers of Melapur constructed a reading room at a cost of Rs. 1,500.

Guruvareddipalem Centre: Guntur District: A Share Capital of Rs. 25,000 for organising a full-fledged multi-purpose Co-operative Society at Chinnakurthi and another sum of Rs. 10,500 for organising Multi-purpose Co-operative Society at Rudravaram were collected.

Tiruppur Centre: Coimbatore District: The villagers of Ganapathipalayam are constructing a school building without any Government grant. Two village road works which were estimated to cost more than Rs. 4,000 were taken up for execution with a Government grant of Rs. 1,000 only.



H.E. The Governor of Madras examines some handloom fabrics

the balance being met by contributions from the public.

Hindupur, Paragi and Madakasira Firkas: Anantapur District: A new school building was constructed by the villagers at Ralahalli at a cost of Rs. 2,000 with a Government grant of Rs. 300 only. One of the ryots gave about half an acre of land free for the school.

VALUE OF CO-OPERATION

It is needless to multiply instances. The few examples given above illustrate the magnificent manner in which the villagers have responded to the call of village uplift. To assess the value of co-operation forthcoming from the villagers, certain statistics were compiled in respect of 31 firkas, in regard to which particulars were readily available. It has been calculated that in respect of these 31 firkas, 190 road works had been finished up to the end of 1949 at a cost of nearly Rs. 8,15,000 for which a voluntary contribution of the value of Rs. 2,37,600 had been made by the villagers in terms of money, materials or labour.

In most of the cases, lands worth thousands of rupees required for road formation were obtained as free gifts. Out of an estimated cost of Rs. 916,800 in respect of wells dug to the end of 1949 the value of contribution received from the villagers was about Rs. 1,96,000. Again



At a Basic School, two youngsters learn cotton carding

several items of minor works estimated to cost nearly Rs. 7 lakhs were executed till the end of 1949 for which the voluntary contribution amounts to nearly Rs. 3 lakhs.

APPRECIATIVE ACCOUNT

It may here be noted in passing that Sri G. Ramachandran, the present Secretary of the All-India Village Industries Association, Wardha, who was deputed by this Government in 1949 to inspect the selected firkas and assess the achievements of the scheme, has given a vivid and appreciative account of the development that has taken place in the villages towards a more abundant life and the extraordinary enthusiasm that the scheme has evoked. A fuller and more detailed report of the results achieved will be found in the Administration Report of the Department for the year ending 31st December 1949.

With a view to extending rural reconstruction work to additional areas, and in order effectively to stimulate healthy competition between the official and non-official agencies, the Government have now decided that rural development work may also be entrusted to non-official agencies engaged in doing constructive work. To start with, five non-official agencies will be selected and

paid grants for doing rural development work on the following items:

- (1) Provision of Communications ;
- (2) Provision of drinking water facilities ;
- (3) Improvement of Sanitation ;
- (4) Improvement of Agriculture ;
- (5) Development of Khadi and other Village Industries ; and
- (6) Other items of the Constructive Programme such as Adult Education, Establishment of Multi-purpose Co-operative Societies, etc.

COTTAGE INDUSTRIES

If the villages are to pulsate with this new life, it is obvious that their exploitation by outside agencies should cease. A scheme to revive and

develop the decaying village industries has, therefore, been undertaken by this Government in the selected areas. This scheme aims at promoting Cottage Industries in rural areas. It is the earnest endeavour of this State to secure to all workers in the villages a living wage, a decent standard of life and full employment. "The spinning wheel" to quote Mahatma Gandhi, "is the foundation stone on which to build a sound village life." The development of Khadi accordingly forms an integral part of the self-sufficiency scheme.

The Madras State has indeed gone ahead of other States in the matter of ameliorating the conditions of the rural population. Their Intensive Rural Reconstruction Programme supplemented by the Khadi and Cottage Industries Schemes, is a promising endeavour which has immense potentialities for the welfare of the masses living in the villages. There is every reason to hope that with the extension of the scheme to other firkas in the State and with the co-operation of the public, the new life created in the villages will promote rural uplift which is so essential for an all-round development of the country.



Uplift of the Depressed

By

Sri V. BHASHYAM AYYANGAR, *Honorary Director of Harijan Welfare*

The Government of Madras were the first among the Governments of the Provinces and States of India to organise and give direct aid to the depressed and under-privileged classes of its subjects. It began as early as 1919 when a high-grade special officer was deputed to suggest a scheme for the amelioration of the unfortunate conditions of the said classes. A department with a Provincial Officer, called the Commissioner of Labour, at its head, was formed in the next year to take charge *inter alia* of the duty of watching and advancing their interests in all the needed directions. The said Department, to which factory labour and connected problems were also assigned, found its work too heavy in course of time by the growth of this side of its activities.

The Harijan Welfare Committee, which was appointed by the Government in 1947 to formulate a five-year plan for Harijan Welfare and to put forward suggestions to improve the work undertaken by the Labour Department in that behalf, also recommended the establishment of a separate Department for Harijan Welfare. A separate Department was, therefore, opened on the 1st April 1949 to look after the interests and uplift of the depressed classes exclusively. The Harijan Welfare Department, which was thus started, has since been in charge of and has continued the ameliorative work which the Labour Department was doing for the said classes. There has subsequently been an extension of the said work in some directions.

ELIGIBLE COMMUNITIES

Three classes or groups of people have been eligible for the benefit of the ameliorative measures undertaken by the Labour Department. They are:—

1. Scheduled Classes ;
2. Aboriginal and Hill Tribes ; and
3. Members of Notified Tribes and their families.

By Scheduled Classes are meant the groups, the members of which were, by reason of their mere birth in those groups, regarded and treated as "untouchables" by the rest of the Hindu society. All the castes who suffered under this social stigma and hardship were listed in a schedule and that was why they came to be called "Scheduled Classes." Thanks to the late Father of the Nation, they are now known by the more respectable and sensible name of "Harijans" which literally means People of God. All the three classes referred to above are known as "Eligible Communities."

Among the Eligible Communities, the Scheduled Castes or Harijans referred to above form a very large majority. The cruel practice of untouchability was the root cause of the miserable conditions to which they were reduced. It not merely debased them socially but inevitably led to their utter back-

A neat array of houses in a Harijan colony





wardness in education, economic condition, status and power. Their position, for all practical purposes, was no better than slavery.

ABORIGINAL AND HILL TRIBES

As regards the Aboriginal and Hill Tribes, the case for the amelioration of their conditions hardly needs explanation. Their total population in this State exceeds ten lakhs. They have been living in hills and forests in a primitive state of civilisation, socially and culturally separated from the main society. Their condition of life is even worse than that of the Harijans. About 50 per cent of them are in what are called the Agency Areas of West Godavari, East Godavari and Visakhapatnam Districts. The rest inhabit the hills and forests of several other districts like the Nilgiris, Kurnool, Salem, Coimbatore, Malabar and South Kanara. The Collectors of these several Districts have generally been in charge of the welfare of these Tribes and the Labour Department, which is represented by the Collectors in the districts, has been admitting them to all such facilities as are available to Harijans. A Special Officer called the Special Agency Development Officer has recently been appointed to look after and promote their general welfare and uplift in the Agency Areas.

Several tribes such as Kallars, Koravars, Lambadis, Yenadis, Sugalis, Irulars, etc., had been notified under the Criminal Tribes Act of 1924 (since repealed). The work relating to the reclamation of Kallars, Koravars, Yenadis and Sugalis was under the charge of the Commissioner of Labour up to 31st March 1949. It was transferred to the control of the Director of Harijan Welfare from April 1, 1949. The Police Department, which was in charge of the actual ameliorative work in the districts, was relieved of that duty in September 1949 and the entire work now stands entrusted to the Harijan Welfare Department.

AMELIORATIVE ACTIVITIES

The ameliorative work of the Harijan Welfare Department consists, chiefly, of the following activities:—

1. Provision of house-sites to poor Harijans either wholly or partially free;
2. maintenance of schools, grant of scholarships, stipends, boarding grants, grants for the purchase of books, slates and clothing;
3. provision of wells, tanks, etc., for the supply of drinking water;
4. provision of sanitary amenities, pathways, street lighting and burning or burial grounds;
5. grants to private bodies engaged in social and economic uplift of the eligible communities; and
6. assignment or lease of land for cultivation.

These benefits are extended to the converts of the said classes also. And this work has been steadily growing both in volume and variety from year to year.

Taking Harijans and converts, a rough idea of the growth of the said activities may be gathered from the fact that whereas the total amount spent for their benefit was rupees two lakhs and odd in 1921, it rose to over rupees eight lakhs in 1939 when the Congress first came into power. The progress was more rapid under the Congress and after the attainment of independence it has been very remarkable. It has reached the high level of rupees 90 lakhs and odd in the current year and it is expected to pass the one crore mark next year. During 1949-50 nearly six lakhs of rupees were spent on the granting of scholarships to deserving and promising pupils. A further sum of rupees 13 lakhs and odd was paid as lump sum boarding grants to privately-managed hostels engaged in the humanitarian work of lodging and feeding Harijan pupils studying in the various schools and colleges.

Besides this, the Government themselves are running several hostels directly for their benefit. In addition to these facilities, over 1,200 elementary schools are run by this Department in the City and in several districts and the eligible pupils studying in these schools are given a meal at midday and this

alone cost the Government more than 12 lakhs of rupees in 1949-50. The Government have also been encouraging private institutions working for the social welfare of the poor and depressed classes by giving subsidies towards the expenditure incurred by them.

The Government have recently passed orders that all poor Harijans who are unable to secure house-sites for themselves should be given three cents of wet land or five cents of dry land free of cost. The Collectors of all Districts have instructions to see that at least 1,000 house-sites are acquired and granted in the current year in each district for the said classes. Sanitary amenities like drains, pathways, wells, burial grounds, etc., are also provided for in all the districts including the City of Madras.

SOCIAL ADVANCEMENT

The Madras Government removed all the social disabilities under which the Harijans were suffering by enacting the Madras Removal of Civil Disabilities (Amendment) Act XI of 1947 (amending the Removal of Civil Disabilities Act XXI of 1938) and the Madras Temple Entry Authorisation Act V of 1947 which came into force from 2nd June 1947. The Harijans have now equal rights of access with members of other castes and communities among Hindus to all Hindu temples and places of public resort such as educational institutions, streams, rivers, public wells, tanks, pathways, hotels, etc. The offences against these Acts have been made cognizable and also punishable with imprisonment on the second or subsequent occasions. These two Acts have been given wide publicity all over the State. The Constitution of India has, as everybody knows,

finally abolished untouchability and made the practice of it in any form an offence punishable by law.

In addition to the facilities already available, the Government have also recently passed orders that legal assistance should be made available to Harijans in deserving cases in which they have to protect themselves against caste prejudice. These, in brief, are the broad outlines of the work which is being done by the Government of this State for the amelioration of the conditions of the depressed classes through the agency of the Harijan Welfare Department.

HUMANITARIAN WORK

Since 1948-49, the Government have been giving educational facilities to the members of several Backward Classes in addition to the Harijans and the other Eligible Communities. Over 130 classes have been recognised as Backward Classes for this purpose. It cost the Government one lakh of rupees in 1948-49 and rupees five lakhs in 1949-50 and they have sanctioned Rs. 7½ lakhs for the purpose for this year.

The economic problem of the poor of this country is a gigantic one. It is not humanly possible to solve it satisfactorily all at once. But the Government are doing all they can to improve the existing conditions of all the depressed classes. It is the duty of all persons and institutions interested in the welfare of this country to support the Government actively in this humanitarian work.



At a Harijan Hostel, the girls gather round their teacher for special classes



SUCCESS OF PROHIBITION

By

Sri N. SANJEEVA REDDI, *Minister for Prohibition*

Madras has the honour of being the first State to have introduced total prohibition. The policy of prohibition which came into force in eight districts in Madras State in 1946 was extended to eight more districts in the next year and by October 1948 the whole of the State went dry. Thus we have total prohibition in force in our State since the last two years.

The benefits of the prohibition policy have been so many and millions of people are enjoying the fruits of it in all remote corners of the State. However good and noble a reform may be we will have to invariably face the criticism of a few individuals, either because they disagree with the policy of such a reform or because they are affected personally. There are some people who criticise us for having lost the revenue of 17 crores which would have been very handy for developing schools, colleges and hospitals, but they forget the fact that the Government should certainly find money to do this even without making the poorer sections of the population drink. There are other sources of revenue which the Government will certainly tap and attend to schemes of national development. Why should the Government make the poorer section of the population drink and afford facilities and amenities most of which are really not within the reach of those dumb millions?

POOR SAVED FROM 'POISON'

If the Government was getting 17 crores as revenue from these toddy, arrack and other shops, it was only one-tenth of what the addicts used to spend them. Ninety per cent of these addicts came from the poorest of our men. The huge amount which is saved to them is certainly not totally spent on illicit drinking. Maybe that a few addicts still persist in consuming the 'poison'. Therefore taking a small percentage of drunkards,

the critics of prohibition are not justified in condemning the whole policy. I am sure that this radical social reform will be a complete success in the course of a few more years. We must only have courage and confidence till then to fight the unsocial elements.

It is really unfortunate that a few of the agitators against prohibition are educated and intelligent men of the towns who perhaps are personally affected by it. Maybe that a few others join them out of ignorance of the facts. Let me admit the fact that there are a good number of lapses here and there and a few thousands of ex-addicts are still trying to circumvent the law by various means. The anti-prohibitionists have been making the mountain of a molehill of this by telling people that every village consists of a number of illicit distillers and that a larger number of people are drinking now than in the pre-prohibition days. It should be noted that even in the pre-prohibition days with shops on in every corner the Government had to contend with a few thousands of illicit distillers and illicit tappers.

HAPPIER LIVING

With the personal knowledge of affairs in the State I am convinced that this policy of prohibition has done immense good to a large majority of poor people in every corner of the State. I had the opportunity of going to a number of remote villages and being assured that a good number of ex-addicts have given it up. It was pleasing to note and hear from the womenfolk who had suffered terribly, that they are leading a more prosperous and happy life because of this reform. I would certainly not deceive myself by imagining that every ex-addict in the village has given up drink. There are also a few idle, lazy and irresponsible fellows who think it will be very profitable to continue this illicit trade.

The thing that most shocks me is that a few rich men are also behind this game of illicit distillation. Since they are always behind the scene they think that they are beyond the reach of the law. I may warn such men that the day is not far off when the law will be able to lay its iron hand on them also. Let me appeal to them to give up this bad trade. To think of growing rich by ruining the few hundreds of families through the supply of arrack is the worst crime against



Palm jaggery manufacture is a vital ameliorative measure

humanity. Such fellows are the real untouchables of the land and society must treat them as such.

CERTAIN DIFFICULTIES

(The smuggling of liquor from the French borders and the misuse of tinctures as substitutes for liquor are our serious headaches today. Since the French authorities of Pondicherry feel that they cannot restrict the quantity of import to Pondicherry as it is a free port, we have to contend with it by strengthening our border staff.) About the tinctures, since a few of them are absolutely necessary either as medicines or toilets, it will not be advisable to impose a wholesale ban on their sale. So we are trying to restrict the number of producing centres within the State to the pre-prohibition level, while stopping the unauthorised imports from other States.

Let me also place before the public the difficulties that the administration is facing in enforcing this law. The Prohibition Department which is manned by the excise men of those days, is at a disadvantage in tackling the offenders who are generally hostile goondas. None of these excise men were trained in the use of arms in those days and it is very difficult for the State to train these men at this age of theirs. So the Government have decided that just as the enforcement of every other law, the enforcement of this law must also be undertaken by the Police.



Games are popular counter-attractions to drink

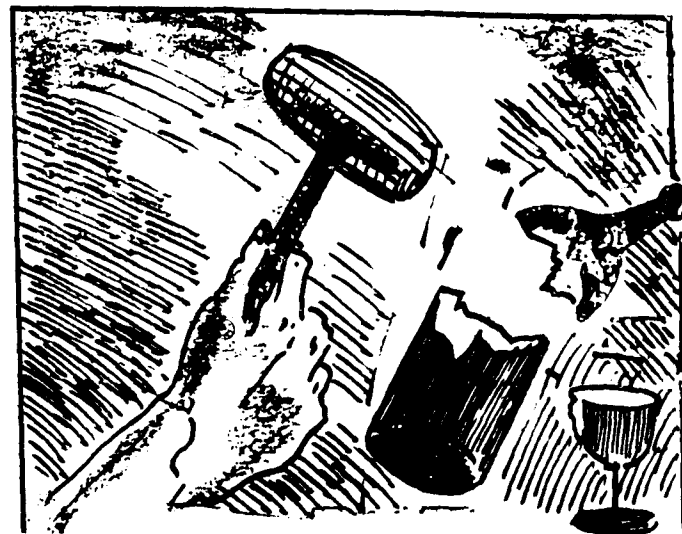
Already the Police are enforcing prohibition in nine districts of our State at present. In four out of these nine districts, i.e., Salem, Coimbatore, North Arcot and Chittoor, we have also abolished the separate prohibition stations and propose to do so in the remaining five districts in the very near future. The other districts of the State also will be taken up in course of time. We feel that a

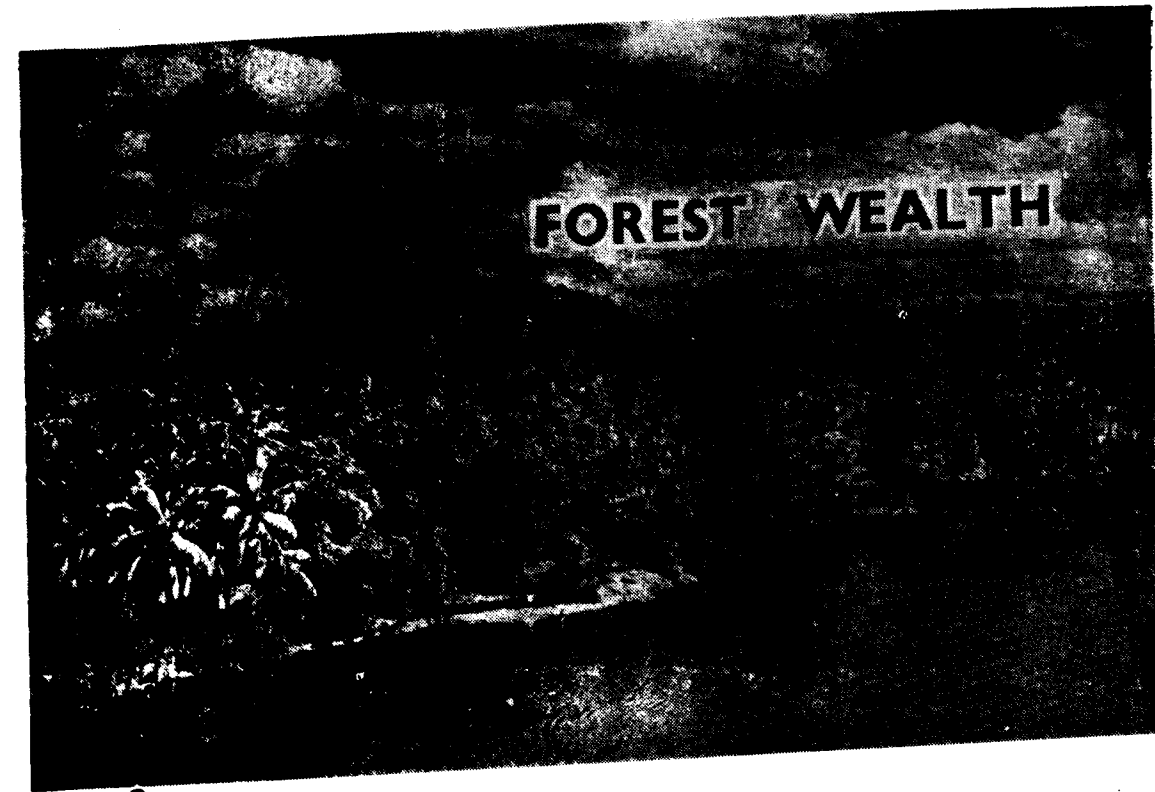
police officer will be able to enforce the law more effectively with his training and equipment.)

MORE RIGOROUS PUNISHMENT

There is also a lot of public agitation for making punishments under the Prohibition Act more rigorous. The Government do realise the need and propose to a few amendments to the Act. A fine of a few rupees to a person, who has been making a good amount by this illicit trade, would certainly not be a punishment. Therefore a few months in jail in addition to the fine is perhaps unavoidably necessary. There are instances also brought to my notice where a person charged under this Act secures bail immediately in the usual course and commits a crime again. Therefore it is proposed to make the offence non-bailable. There are some of the amendments that the Government are contemplating.

In spite of all the difficulties pointed out, I feel prohibition will become a complete success with the complete and hearty co-operation of the public. I would therefore appeal to my people in the State to realise their responsibility and give all co-operation.





By
Sri M. KESAVAN UNNI NAYAR, *Chief Conservator of Forests*

NATURAL RESERVOIR

The forests contribute three kinds of wealth: indirect, direct and potential. The indirect benefits consist in the enormous protection afforded by forests not only to the soil on which they grow but to the water regime of whole catchments. The direct benefits are obtained from the exploitation and the utilisation of forest products while the potential probabilities are so much that they cannot be computed as there are several variable factors.

The role of forests in the general economy of the country is not realised by the majority of people. Agriculture and industry cannot thrive without forests and so conservation and development of forests on scientific lines should receive the foremost attention. Unlike the natural wealth such as minerals, coal, etc., which when spent cannot be replaced, forests constitute a renewable asset to last in perpetuity under wise and proper management. The primary requirements of the people are food, shelter and clothing. Agriculture and forestry are not competitive industries but complementary and thus constitute man's two methods of converting soil fertility into food and raw materials for shelter, clothing and other necessaries.

Forests constitute the natural reservoir in the catchments from which the river systems and streams emerge. Forests play a vital part in the reception of rain water in the crowns, break the force of the physical impact of the rain and allow the water to trickle gradually down the stems and let it percolate into the soft spongy soil below. The water so received percolates into the soil and the surplus is slowly and gradually drained into the rivulets, streams and rivers, which carry the water into the plains to be used for agriculture or harnessed for irrigation and industrial purposes.

During summer the saturated catchments dislodge the water into the streams keeping a steady and assured flow. The condition of ground cover in catchment areas is the major influence in controlling disastrous floods and erosion of soil. Well managed forests under the control of the Forest Department cover an extent of about 15,000 square miles representing 12 per cent of the total area of the State; a large proportion of which is the poor scrub jungle of the drier districts.

Forests contain a large number of interesting and enchanting birds and wild animals and they provide grounds for hunting, fishing, etc. The Nilgiris plateau, the Kodaikanal Hills and the Courtallam water-falls are a few of the outstanding places for their natural beauty, as health resorts and grounds for hunting, fishing, etc. Their indirect value of the forests is thus enormous.

VALUABLE TIMBER

The direct wealth of the forests consists in their utility value for supply of timber for a variety of domestic and industrial purposes, fuel and charcoal, bamboos, manure leaves and numerous minor forest produce including grazing, each of which has a unique value.

Timber is used for a variety of purposes, for ship building, railways, building construction, match and plywood industries. The State has never been self-sufficient in timber supplies with the result that large imports were made from Burma. During the war years the large demands for defence purposes necessitated the felling of large areas in advance of normal plans. The demand of the match and plywood industries for timber is so high that only a fraction of about 20 per cent is met from Government forests. The total output of timber of all varieties is about 75,000 tons per annum of which about 20,000 tons consist of reasonable good quality hardwood. Rosewood, laurel and a few ornamental woods are exported to Europe where there is a great demand for them.

Firewood and charcoal become an integral part of our food supply. Cattle dung and agricultural refuse are burnt as fuel. This wasteful use of valuable manure is due to the scarcity of fuel. Annually about 100 square miles of reserved forests are clear-felled for the production of fuel and charcoal. The annual supply is about three lakhs tons yielding a revenue of about Rs. 37 to 40 lakhs.

GREEN MANURE

Agriculture which is the main occupation in the State needs manure leaves. Removal of green manure leaves is generally allowed under certain restriction. To help the Grow More Food Campaign free removal of green manure leaf is allowed from special green manure leaf coupes in reserved forests in all districts for a period of two years. Free removal of green manure leaf is also allowed now from all fuel coupes one year in advance of felling.

Sandalwood is an important raw material for the sandal oil and perfume industry. It grows naturally in the dry districts of Coimbatore, Salem, North Arcot, etc. The annual output of sandalwood is about 900 tons fetching a revenue of about Rs. 25 to 30 lakhs. Bamboo is poor man's timber. It is used for a variety of purposes including construction, paper basket and mat manufacture, fencing, tobacco hangers, etc. The normal annual exploitation of bamboo extend over 2,400 square miles and the revenue realised is about Rs. 16 lakhs.

The forests are a perennial source for providing grazing for a large number of cattle in the State. Out of about 22 millions cattle in the State about 2.75 millions resort to forest grazing. Only a nominal fee is charged for grazing in the forest throughout the year. The grazing fee was reduced by 50 per cent from 1938 and the reduced rates are still being continued.

VARIETY OF MINOR PRODUCTS

Forests abound in a variety of minor forest products in the form of barks, canes, fruits, roots, seeds, exudation, etc., which are used for such purposes as tanning, wicker work, medicinal purposes and as edible nuts. Avaram and wattle barks grown in forests are used extensively for the tanning industry. Canes are collected for furniture and basket making. Nux vomica is exported for its alkaloid. Myrabolan, soapnut, lac, tamarind, honey, wax, etc., are other important items collected for local use as well as for export. The annual revenue from this source is about Rs. 12 lakhs.

The figures appended reveal the value realised by the exploitation of the forest products.

	Rupees in Lakhs.
Wood and charcoal	91.78
Sandalwood	28.35
Bamboo	15.84
Grazing	4.74
Minor Forest Produce	11.36
Miscellaneous	12.01
	Rs. 164.08

The total revenue from the forests is about Rs. 164 lakhs against an expenditure of Rs. 80 lakhs which leaves about Rs. 84 lakhs.

POTENTIAL VALUE

Potential value of the forests depends on the intensity of production on scientific lines and proper exploitation and utilisation of the produce. Wood is one of the most versatile raw materials in the world. It has vast range of chemical and technological possibilities. It can be processed to a variety of articles and when converted into rayon can provide attractive clothing for millions.

Production of teak is being increased by enlarging our planting programme in suitable localities. About 1,600 acres of teak plantations are being raised every year which at the rotation age of 70 years is expected to produce an average of 1,200 c. ft. per acre of exploitable teak; the ultimate target being coupes of 2,000 acres, producing about 24 lakhs c. ft. of teak per annum.

AFFORESTATION

In recent years a programme of afforestation of waste and unproductive land with fast growing species like casuarina has been undertaken, the target fixed being 1,50,000 acres of casuarina in 20 years yielding about 6,00,000 tons of fuel a year at 40 tons per acre over a 10-year rotation. From 1945 to end of 1950 in all about 23,000 acres were planted with casuarina.

A scheme for afforestation on the banks of Hagari and Pennar rivers was taken up and 3,058 acres were planted with fast growing fuel species. A pilot scheme for the afforestation of about 11,590 acres of tank beds and uncultivable waste land in the districts of Madurai, Ramanathapuram and Tirunelveli has been sanctioned.

Madras uses annually about 16,000 tons of South African wattle bark for tanning purposes. The wattle has been successfully grown in the Nilgiris and the Palni Hills and it is hoped to make the State self-supporting as far as wattle bark is concerned. A new forest division at Tiruchirappalli was formed in 1950 for the purpose of planting casuarina in Tanjore and Tiruchirappalli Districts.

DEVELOPMENT SCHEMES

The following are some of the other development schemes taken up by the Department in recent years. About 30 years ago the Government handed over about 3,000 square miles of class III forests to village panchayats. This has proved a failure and Government have decided to take it now under departmental control. About 2,900 square miles of these



forests have been taken over by the end of 1950 for rehabilitation. Two new forest divisions, one at Chingleput and another at Bellary, were formed for the management of these forests.

Construction of a number of new roads and improvements to some of the existing roads were taken up as a Post-war Development Scheme for opening up backward tracts and for extraction of timber, by the Forest Engineering branch. On the closure of this division from 1st December 1950, the works have been transferred to the concerned District Forest Officers.

In order to check soil erosion and conserve the rainfall, a Soil Conservation Division was formed in the Nilgiris. An Assistant Conservator of Forests trained in the U.S.A. is in charge of the works. The work is now restricted to study of local soil erosion problems and demonstration work in the Nilgiris and the adjoining hill slopes.

In 1947 Government sanctioned the restoration of the Working Plans Circle for the revision of the existing working plans and for the preparation of new working plans for the panchayat forests.

In 1946 Government enacted a Bill to check the indiscriminate destruction of private forests and compelling the owners to work their forests on scientific basis. Consequent on the abolition of the zamindaries proposals are under way for taking over all the estate forests to the control of the Forest Department. A Special Forest Circle was formed on 29th December 1949 for the purpose.

On the merger of Banganapalli, Pudukkottai and Sandur States the Madras Forest Act was extended to these States and the forests were taken over by the Forest Department in 1950.



INDUSTRIAL PROGRESS

By

SRI C. PERUMALSWAMI REDDIYAR, Minister for Industries

Since the close of the second world war, the Central and State Governments have been bestowing their attention on the development of industries in the country. The development of industries in this State as in any other country depends upon the availability of raw materials of which those of mineral origin are by far the most important. The survey of the mineral deposits has been intensified by the addition of a large number of officers to the Madras party of the Geological Survey of India. The results of their investigations revealed that this State possesses a wealth of minerals which could be usefully utilised in the industrial development of the State.

Next in importance comes research. Proper utilisation of raw materials can be achieved only through research. Towards this object, the Government have established an Experimental Mineral Section and it is being replaced by a Chemical Testing and Analytical Laboratory for working out the processes of utilisation of minerals and other raw materials available in this State in industries and the Oil Technological Institute at Anantapur for conducting research on oils and fats.

Steps have also been taken to develop major industries like Textiles, Sugar, Cement, Vanaspati, Chemicals, Automobiles and others.

TEXTILE INDUSTRY

Under the post-war plan for the development of the textile industry, 3,52,000 spindles were allocated to this State and they were distributed among the various existing and new mills. The

progress made by the allottees is being reviewed from time to time and the allotments which are not utilised are cancelled and new allotments are made to other prospective promoters, in order that the entire spindlage may be installed and worked at an early date.

Under the plan, six new textile mills, two in Coimbatore, two in Malabar, one each in Guntur and Bellary Districts have been started with a total spindlage of 68,500. Four existing mills have expanded their capacities by about 15,000 spindles. About 50,000 spindles, ordered by certain existing and new mills have been received at the respective mill sites and are in the course of erection. It will thus be seen that about a third of this State's quota has been effectively utilised.

CEMENT INDUSTRY

The total production capacity of the cement industry in this State, including the expansion permitted under the post-war development plan, comes to 10,30,000 tons per annum. The total annual production of cement in this State during 1949-50 was 4,70,864 tons while the demand was only 3,93,017 tons.

Two new factories with a total annual capacity of 1,50,000 tons permitted to be started in this State under the post-war plan, could not be started, due chiefly to lack of finance. The question of starting a new cement factory in Rayalseema with an annual capacity of 1,00,000 tons per annum is under active consideration.

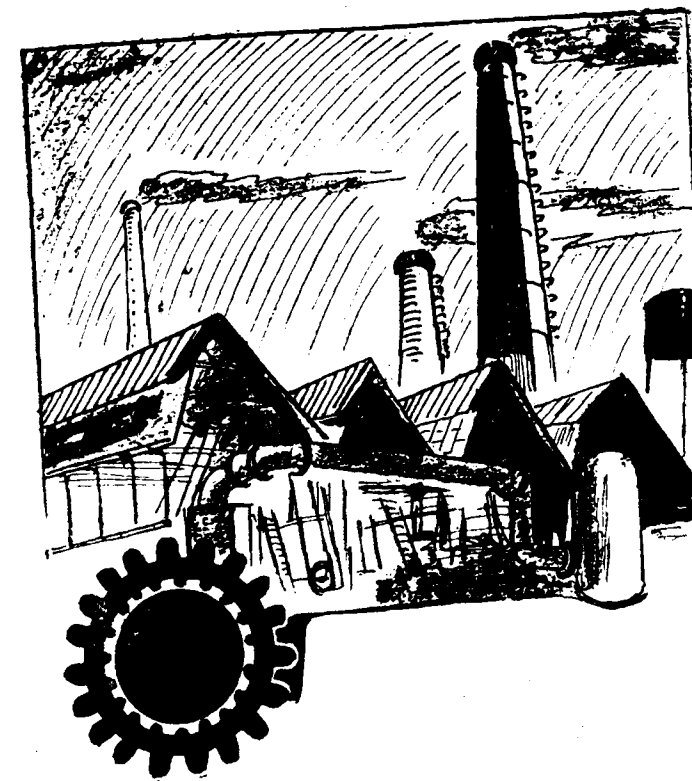
COAL GAS INDUSTRY

The Madras Gas Company, Ltd., has been permitted to establish a gas service station in the City, for supplying coal gas for domestic use, and if possible for industrial purposes also. The Corporation of Madras has agreed to the establishment of the gas service station provided the project is taken up after suitable legislation to control the supply of gas in this State is undertaken. The progress of the company is being watched.

SUGAR INDUSTRY

There are at present 13 sugar factories in this State producing in all about 52,000 tons of sugar under the expansion programme of the sugar industry. Five of the existing sugar factories have been permitted to expand their crushing

MADRAS

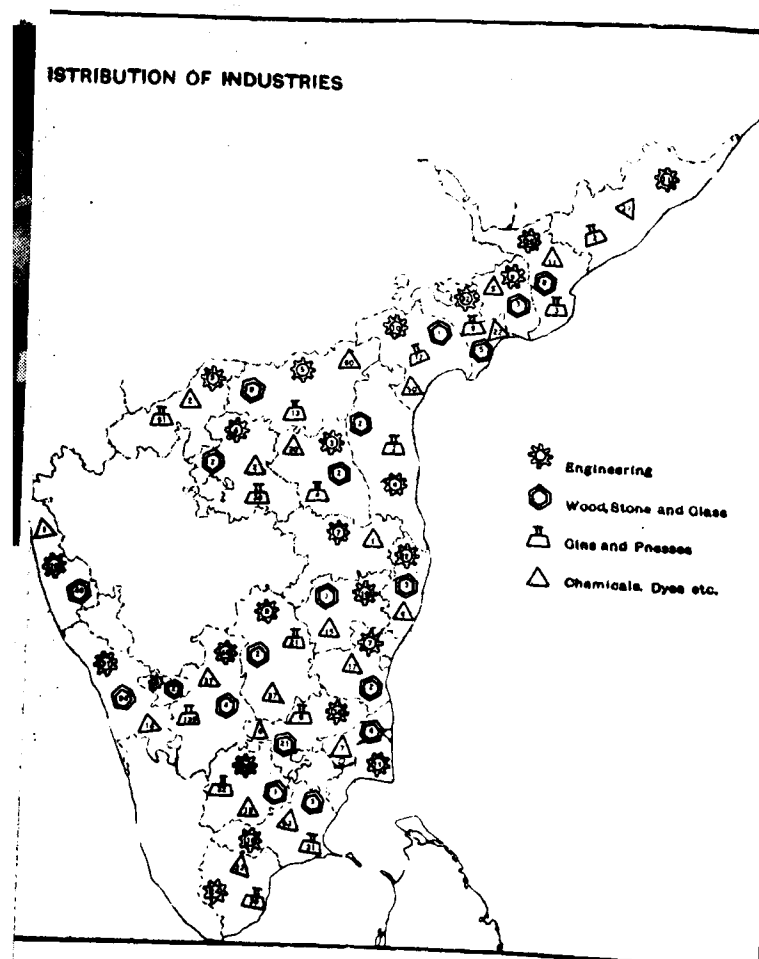


capacities and ten new factories have been permitted to be established. The production of sugar in the State is expected to increase by about 90,000 tons per annum on the completion of the expansion programme.

Of the existing factories which have been permitted to expand, those at Pugalur and Samalkot have already given effect to the expansion. The factories at Bobbili and Pithapuram expect to crush to the expanded capacities during 1951. Of the new factories, the Madurai factory has already started production. The new factories permitted to be set up at Tanuku and Etikopaka will start production in 1951. As regards the other factories, the promoters are still busy with the preliminaries such as raising capital, purchase of machinery, etc., and it is expected they will be able to instal the machinery in the near future.

POWER ALCOHOL INDUSTRY

At present power alcohol is not being manufactured in this State. In order to utilise the molasses, which is mostly wasted at present, and to find an alternative motor-fuel, this Government have, with the previous approval of the Government of India, sanctioned the establishment



of the following distilleries to produce about 14½ lakhs gallons of power alcohol per annum:—

1. The East India Distilleries and Sugar Factories, Ltd., Nellikuppam ... 4 lakhs gallons
2. The K.C.P., Ltd., Vuyyuru ... 4 " "
3. The India Sugars and Refineries, Ltd., Hospet ... 2½ " "
4. The Vizag Commercial Corporation, Ltd., Visakhapatnam ... 4 " "

VANASPATI INDUSTRY

There were two existing vanaspati factories in this State producing about 4,500 tons of Vanaspati per annum. Under the Government of India's expansion programme of the vanaspati

MADRAS

industry ten new factories have been permitted to be set up in this State.

With the expansion now allowed, about 45,000 tons of Vanaspati is expected to be manufactured in this State. Of the ten new factories permitted to be set up, the factories at Tondiarpet (Madras), Tiruchirappalli, Kurnool, Guntur and at Chittoor have already started production. All the others have imported and installed the requisite plant and machinery and may start production shortly.

PAPER INDUSTRY

The K.C.P., Ltd., Vuyyuru, have proposed to set up a factory at Vuyyuru, Krishna District, for the manufacture of paper pulp from bagasse, a bye-product in the sugar industry. On the recommendation of this Government, a licence to import detailed working drawings from England has been issued to this concern.

Regarding the automobile industry, two factories have already commenced assembling of motor cars and they are preparing for the manufacture of cars and spare parts here itself in due course. A factory is also being erected in this State for the assembling of "Hercules" cycles and in due course for the manufacture of cycles in this State.

For the manufacture of woodscrews, the Madras South Indian Corporation is setting up a factory near Madras. The Company has obtained a licence for importing machinery from England. Messrs. K. Ramiah and K. Ramakrishnamoorthy have got a licence, on the recommendation of this Government, to import a tobacco redrying plant for the processing of tobacco leaf.

A five-year scheme for the development of sericulture on the lines recommended by the Panel on Silk is under active consideration of the Government. These proposals are intended to improve the quality and the yield of cocoons and ultimately to place this State in a position to compete with imported silk.

BASIC INDUSTRIES

In respect of certain basic industries of all-India importance like Iron and Steel, Magnesium and Magnesium products, Aluminium, Ammonium Phosphate, Heavy Electrical Power Plant, etc., this Government have been urging on the

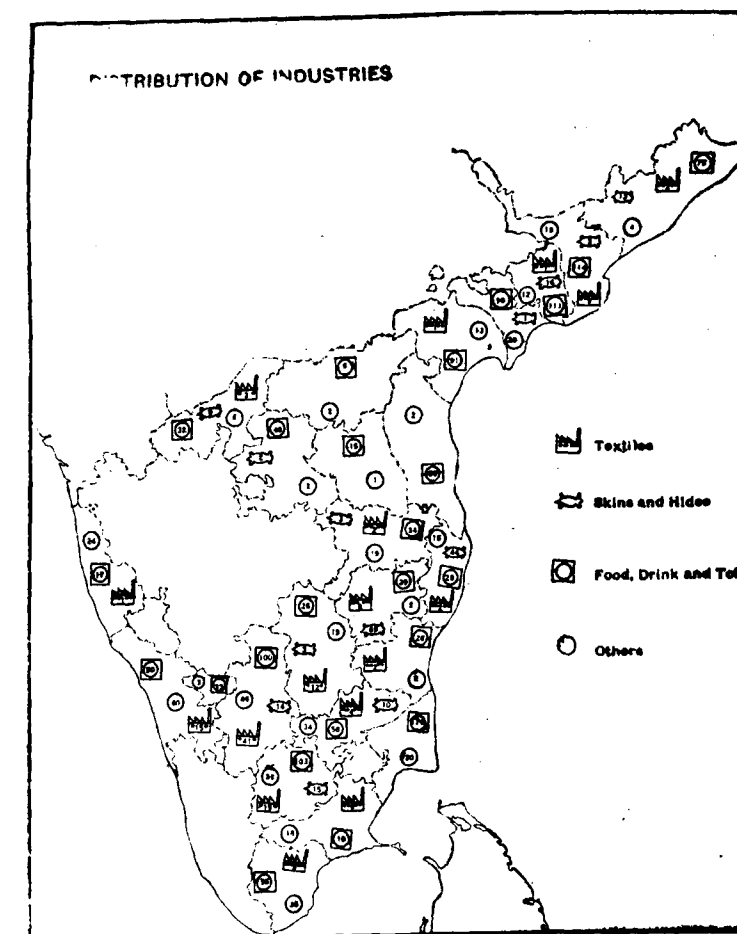
Government of India the need to establish these industries in this State. Government are also independently considering the question of setting up an iron and steel plant in this State with the ores available at Salem and Sandur. Samples of iron ore have been sent to Messrs. Elektrokemisk A/S of Oslo, Norway, for testing the suitability of the mineral in the manufacture of iron and steel and their detailed technical report is awaited.

The question of the economic exploitation of lignite deposits occurring in South Arcot District is being actively pursued. It is reported that large blocks of power could be generated and various chemicals and valuable bye-products could be obtained from lignite besides using it as fuel. Arrangements are now being made for the quick extraction of bulk sample by a novel method. Some foreign experts have also been consulted to advise on the economic exploitation of lignite and as soon as their replies are received the Government intend to invite one of them to visit the lignite area.

MODEL FACTORIES

The Government are running factories of their own for the production of coir, soap, shark liver oil, silk, paper and ceramic wares. These factories are intended to serve as model units and for training technical personnel. The Government propose to publish an exhaustive Commercial Directory to provide upto-date information to industrialists and commercial interests.

To afford medium and long-term credit to existing and new industries, Government promoted in 1949 the Madras Industrial Investment Corporation, Ltd., as a joint stock company registered under the Indian Companies Act, 1913, with an issued capital of Rupees two crores. The Corporation commenced its regular business in the latter half of 1949 and a sum of Rs. 35 lakhs (approximately) has been sanctioned so far as loans to various industrial enterprises.



Besides, the Government have also amended the Madras State Aid to Industries Act with a view to enable them to subscribe directly for shares in or in any manner aid any industrial concern, State Aid under the Madras State Aid which exceeds thirty lakhs of rupees.

Since the establishment of the National Government, State aid under the Madras State Aid to Industries Act is being given to industrial units on a liberal scale. The amount of State Aid sanctioned to industrial units during the year 1949-50 was Rs. 35,86,900 and that during the year upto November 16, 1950 was Rs. 29,49,000.

It will therefore be seen that the Government have been doing all that is possible to accelerate the industrial development of the State.

Commercial Life In Madras State

By

Sri M. T. RAJU, I.C.S., Bar-at-Law, *Director of Industries & Commerce*

The general trends of commercial life in the Madras State hardly vary from what have been obtaining in the other States in our country, for, the integrity of our national economy is indissoluble. Only in magnitude do the changes in our national economy vary from State to State, depending upon the degree the various States have developed in industry and commerce. No assessment of the commercial life in any State can be fully intelligible divorced from the all-India context.

Only next to Bombay and Bengal, Madras occupies a rank in the industrial and commercial map of India. Its chief industries include Textiles, Oil milling and Sugar, and its chief exports, Hides and Skins, Tea and Coffee, Mica, Tobacco, Spices and Cotton piecegoods. The first serious attempt on the part of Government to promote the development of industries in this State on a comprehensive scale was made in 1945, when under the auspices of the Department of Planning and Development of the Gov-



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ernment of India, an appraisal was made of the industrial resources of the State and a plan drawn up for sponsoring the development of the various industries in regard to which the State was favourably situated. The industries selected for development in the State included Vanaspathi, Sugar, Textiles, Cement, Power alcohol, Paper and Chemicals. The development of these industries was however conceived as part of the all-India plan designed to ensure industrial self-sufficiency for the country as a whole.

FINANCIAL POSITION

On the eve of independence, not only was there a manifest anxiety on the part of Central and State Governments to actively stimulate the development of industries but some of the industrial projects sponsored by Government were already under way. The money market was at the time buoyant. Vast personal fortunes made during the war by private entrepreneurs were freely available for investment in industrial enterprises. A huge sterling balance had stood accumulated to the credit of this country which could serve to provide for imports of capital equipment needed for the industrial development of the country.

Joint Stock Companies were being floated in increasing numbers for undertaking various industrial projects. The number of such companies registered in the State rose by 687 in 1946-47 whereas in previous years, the rise was 128 in 1944-45 and 292 in 1945-46 only.

Along with independence, however, came the partition of the country which led to a most serious disequilibrium in our national economy. India became deficit in food. Although within her domain fell all the major industrial concerns, the main sources of the chief industrial raw materials, cotton and jute, were apportioned to Pakistan. The plight of the cotton and jute industries further worsened conse-

quent on the decision of Pakistan not to devalue her currency. Due to food shortage, accentuated by failure of monsoons and other natural calamities, and the consequent increase in the cost of living to abnormal levels, the middle classes, which were hitherto accustomed to investments in industrial securities, were precluded from being able to effect any savings. The stock markets began to undergo a slump.

The world prices of capital equipment however continued to soar and the capital requirements of most of the post-war industrial concerns, consequently, required extensive upward revision. The apathy of the money and stock markets and the conservative policies adopted by commercial banks, inspired by the uncertainty of economic outlook, proved exasperating to most of the post-war concerns, which were yet to go into production. This situation was met by the Madras Government by liberal grants of loans and subsidies under the Madras State Aid to Industries Act. The aid extended under the Act rose from Rs. 8,000 in 1947 to about Rs. 48 lakhs in 1950. In addition the Madras Government had set up the Madras Industrial Investment Corporation, Limited, with an authorised capital of Rs. two crores for financing long term loans to industrial concerns.

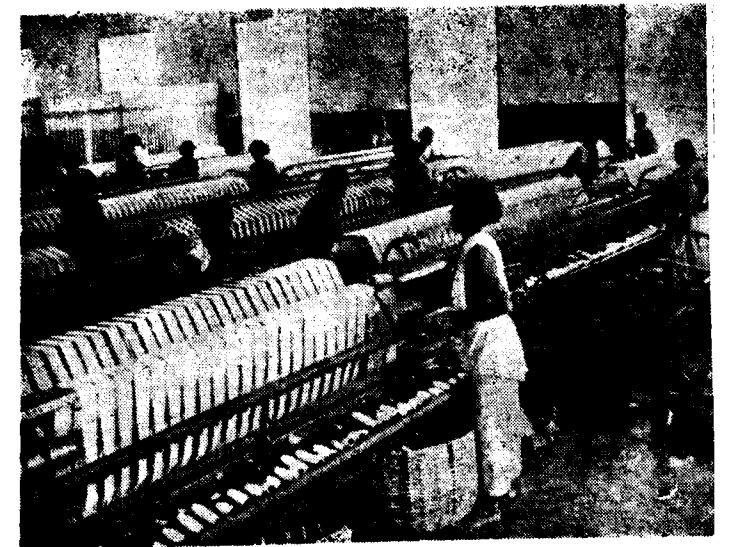
It will not be rash to assert that if the State aid was not thus made available on so large a scale by the Madras Government a number of post-war industrial concerns would hardly have been able to thrive. Although a large number of post-war industrial con-

Mica



MADRAS

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Textiles

cerns which have begun to function have been helped to complete their projects, the vast majority of the post-war concerns which had not begun to function had altogether abandoned their projects. Judged by what has been achieved in the past, the volume of industrialisation accomplished during the last few years has doubtless been great, although its pace has somewhat been slowed down during the last year or so.

The Commerce of Madras State with overseas countries has been far more heartening indeed. The statement on page 162 indicating the imports and exports of the more important commodities will bear out that while on the one hand, the importers of capital equipment have been steadily on the increase, the exports too have steadily been expanded.

Tanned hides and skins and piecegoods for which the Madras State has a long established reputation continue to retain their pre-eminence in the export trade of the State.

While the exports continue to be on the increase, the need for increased production becomes paramount. And only by increased production especially in the field of agriculture, do we expect to be able to increase still further the export trade, and to arrest the spiral of inflation which does not yet show any conclusive signs of having reached its end, and thus ensure the commercial prosperity of the State.

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SEABORNE IMPORTS INTO MADRAS.

	1945-46	1946-47	1947-48	1948-49	1949-50
Rice	... Rs. 40,90,053	5,97,90,537	9,15,03,686	13,57,45,013	14,08,36,247
Machinery and Millwork	... 2,01,03,320	4,46,90,726	8,50,35,002	12,71,49,546	16,76,19,876
Metals and Ores	... 79,59,753	2,03,28,817	2,50,79,166	2,45,19,525	2,85,54,618
Mineral Oils	... 12,18,53,617	5,13,78,295	6,97,73,249	4,92,17,031	11,26,07,510
Cotton Raw	...	1,12,15,694	3,16,24,727	6,52,00,812	8,51,21,300

SEABORNE EXPORTS FROM MADRAS

Coffee	... 25,06,082	66,02,034	46,73,123	31,731	1,02,92,920
Myrobalams	... 3,28,221	2,39,881	31,21,011	39,57,771	66,61,156
Hides (raw)	...	6,729	...	1,956	9,687
Skins (Raw)	... 24,38,066	86,05,099	1,48,28,842	1,02,76,073	1,29,75,671
Hides (tanned or dressed)	... 2,14,66,028	7,30,72,713	5,73,80,571	3,73,60,336	6,19,42,643
Skins (" ")	... 2,84,86,105	8,15,07,238	6,22,75,877	6,92,09,730	9,83,10,756
Manganese ore	... 2,12,205	1,00,29,556	1,53,90,127	1,23,73,577	4,50,53,668
Mica	... Not available	Not available	75,92,858	1,11,17,311	1,33,80,710
Oilseed Groundnut	... 6,07,54,050	...	1,81,16,869	2,45,40,414	3,01,93,698
Spices	... 1,63,51,449	2,56,75,801	4,03,50,891	2,90,64,339	8,05,34,453
Tea	... 6,25,30,259	5,19,36,098	7,17,58,019	9,30,00,151	9,13,20,790
Cotton-waste	... Not available	Not available	76,83,722	74,83,598	1,29,13,904
Cotton-twist and yarn	... 18,80,621	15,93,066	22,800	36,44,998	4,40,23,360
Cotton piecegoods	... 3,60,37,633	6,01,68,173	5,61,80,703	16,64,71,337	11,42,46,707
Wool manufactures (carpets & rugs)	... 25,57,745	43,03,080	27,30,772	12,23,837	39,00,764
Tobacco-unmanufactured	... 1,26,79,659	5,14,22,796	4,55,88,555	5,21,23,965	8,59,90,035
-do- manufactured	... 42,23,214	69,55,003	1,07,77,685	74,89,837	43,22,806
Oils Groundnut	... Not available	Not available	2,87,82,542	5,62,13,423	3,85,11,199



FROM THE HEARTH AND THE HOME

By

KUMARI PANCHARATNAM, *Women's Welfare Officer-in-charge*

WOMEN'S WELFARE WORK

Many people have not even seen a hearth—at least not in our country—but all know something of a home, though the experience and conception of a home varies according to the country, race and upbringing of the individual. For the home is the basis round which the human life is centred. Why, almost all human life begins in a home and often if fortunate, ends in a home. The home is therefore the essential factor in one's life and to a large extent shapes it—whether for good or bad.

Well, if homes are so important, shall we consider what makes it so? To begin with, there is unity and understanding, for no two individuals can live together without these two main qualities. Where this is lacking the place can no longer be called a home. But in a real home one's whole life is shaped by the influence and atmosphere that prevails in it. This influence and atmosphere are of course created only by the individuals who live in it. Therefore if the members of the home live in a spirit of unity, love and service, there is peace in the home. But however good a spirit may bind the members together, yet if the members are ignorant and bound by superstitious beliefs, then the home can easily be ruined.

Let me illustrate this point. Suppose one of the children in a loving home is very ill with a disease which can best be treated only in a hospital, but the mother who loves the child is afraid of the hospital and moreover does not like the child to be taken from her sight and so she tries to treat it at home. She does not realise the danger of doing so until it is too late. Thus she fails to save the child whom she loves through sheer ignorance. This is indeed one of the many sad stories which one can hear or see if one cares to visit the homes of our poor and lower middle-class people. It is to dispel such ignorance from the minds of these poor women and to educate them in matters so vital in the building up of healthy and happy homes that the Department of Women's Welfare has planned its work.

MADRAS

The Department which in 1941 first started by educating the women on precautions against air-raids, later on after the war, widened its sphere of work to educating women on all subjects relating to them and to the running of their homes. No doubt this actually leads to the welfare not only of the women but also their families and ultimately of the whole society. The task undertaken by the Department is therefore colossal, but since the effects are far-reaching, nothing is spared to achieve it. The Madras Government realising the importance of such a scheme of work have approved it by their support.

The Scheme is worked by women workers entirely. These are trained specially on how to approach women in their homes and educate them. This training is essential and the workers are chosen after careful observation. Even then only those who have the spirit of service are selected for in a work of this special nature, results cannot be expected soon and often they are discouraging; unless one is inspired by the spirit of sacrifice and service, it is easy to get

Tailoring class at a Community Centre





Handloom weaving is a worthwhile trade.

dejected and give it up. The training course itself comprises all subjects relating to the welfare of women and children together with handicrafts which could be taught to the women at the Community Service Centres.

AT THE CENTRES

There are three of these Centres in each village branch and six in each town branch of this Department. As the need is greater in the villages, 56 out of 68 branches are functioning in villages. These Centres are held at a time most convenient to household women, i.e., in the afternoons and in some places where the women go to work, the Centres are held in the nights. The main idea in encouraging the women to attend these Centres is to bring women of all classes and castes together and thus promote a healthy unity amongst them by removing the prejudices and barriers that exist between different communities.

Adult Education is carried out at these Centres not only through talks and discussions but also teaching various arts and crafts such as spinning, weaving, needlecraft, leather, coir and palmyrah work. They are advised as to how best they could adjust their family income and if need be, supplement it by taking up some lucrative craft. In this connection cottage industries such as tailoring, soap making, tape weaving, making fancy articles of household utility from waste products, preserves, pickles, jams, syrups have been introduced in the Centres. The finished articles are sold and wages paid to the mem-

bers. The women are thus not only helped to spend their leisure time usefully but also profitably.

THE SERVICE HOME

There is another aspect of work done by the field worker during her house to house visits and that is investigation. There are some women whose case is beyond the scope of the Community Service Centres. These are young deserted wives and destitute widows with or without children who need help and shelter to place them on a secure footing in life. These cases are fully investigated as to their genuineness and if found deserving, are admitted into the Service Home if they are within the age-limit of 18 to 30 years and their children are also admitted if they are below five years. The sanctioned strength of the Service Home at Madras is 150 women and 50 children.

The inmates are kept for a period of three years during which general education upto middle school is provided. They are also given special training in different vocations, according to their aptitude, to fit them as teachers, Welfare Organisers, Balasevikas, tailors, house-keepers, midwives, etc. Life in the Home is run on community basis, with a view to make the Home self-sufficient in regard to essential needs such as food, clothing, laundry, paper, etc. The task of settling them in the life at the end of the three years is also undertaken by the Department and forms the after-care of the field worker.

ENLISTING SUPPORT

Contacting the women in the Homes and gaining their confidence has helped to put through more easily many a scheme of the Government. For it is the women who are directly affected by schemes like rationing, Grow More Food, use of unfamiliar foodstuffs, prohibition, etc., and unless their co-operation is enlisted, such schemes cannot be worked successfully. Who best can convince them of the need for such schemes than the field worker who is already their friend and guide and to whom they look for solving their problems? For when she actually demonstrates to them both in their homes and at the Community Service Centres how to use unfamiliar foods, they take to it more readily.

Thus we see how much can be achieved nay, can only be achieved by contacting the women in their homes. For the home is the centre round which human life is woven and from which the leaders and makers of our Nation spring forth. Therefore if the homes are set right, we may very well be sure that the Nation is also in the right direction.

COMMUNITY RADIO LISTENING

By

Sri H. JOGA RAO, *Radio Engineer*

The first anniversary of the inauguration of the Republic of India marks a further stage of progress in community listening in Madras State. In pursuance of the policy of providing Radio listening facilities at as low a cost as possible to the rural areas in the State, the Government have on the one hand sanctioned the large scale assembly in the well-equipped Laboratory and Workshops of the State Broadcasting Department of low cost community receivers of approved design developed in the Research Section of the Department and on the other have sanctioned monetary grants in special cases to certain villages towards the cost of installation of community radio receivers and also concessions in the maintenance under Firka Development Schemes. The Department is assembling 90 such receivers for installation within the next few months in the villages.

The State Broadcasting Department has successfully planned and installed Wire Broadcasting Systems in larger Municipal towns to serve the special needs of the public in the towns under the authority granted by the Director-General of Posts and Telegraphs, New Delhi. A Wire Broadcasting System or Wired Wireless as it is otherwise called, comprises a high power radio amplifier installed in a centrally situated control room, feeding by overhead wires a number of loud-speakers located at various parts of the town as public parks, schools, hospitals, market places, etc.

These are used for broadcasting of programmes for entertainment and on cultural and health subjects organised by the local Municipal authorities in addition to Radio programmes. Such systems are in operation already in the following Municipalities and other centres.

1. Visakhapatnam
2. Eluru
3. Masulipatnam
4. Kurnool
5. Tungabhadra Dam
6. Villivakkam
7. Tambaram Sanatorium
8. Tirumalai

9. Pollachi
10. Dharapuram
11. Periyakulam
and installation in three more centres are under progress:

1. Coimbatore
2. Tiruchirappalli
3. Tenali.

The demand for community receivers from Panchayat Boards, Municipalities, Co-operative Societies and other similar institutions has continued to be on the increase as the people in rural areas have recognised the utility of this service. In the course of one year, since the last Republic Day, 260 community receivers have been installed in the State. The following gives the details of installations maintained by this Department as at the beginning of this year.

Rural sets	...	1,150
Municipal sets	...	250
Sets in Co-operative Societies and other private bodies	...	160
		1,560
Wire Broadcasting systems	...	12
P.A. systems and amplifiers in larger towns	...	35

The inauguration of the pilot broadcasting station of All-India Radio to serve the people in the Malabar and South Kanara Districts has provided a long-felt need.

The State Broadcasting Department is maintaining the publicity equipment such as cinema projectors, Radio sets, amplifiers of various departments, Prohibition (Amelioration), Public Health, Public Instruction, Women's Welfare, etc. Any necessary equipment required by these departments is installed and maintained at economical cost by the State Broadcasting Department.

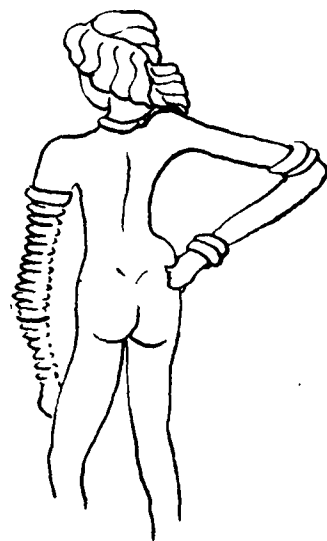
It is hoped that five hundred more villages would be provided with the much needed facility of community listening of radio programmes in this year.

Madras And The World

BY
DR. U. R. EHRENFELS, *Head of the Department of Anthropology, University of Madras*

Madras has given its name to one of the oldest stone-age civilization, the so-called "MadrAsian". Early man of the Madras area shaped "double-sided" heavy hand-axes, in the same way as the Chelles-Acheulian *coup-de-poing* at the very beginning of palaeolithic civilization in Western Europe. The age of these oldest food-gathering civilizations goes back to several hundred thousand years ago, there, as well as here, in Madras; or even up to a million of years, as some believe.

The physical appearance of those humans who produced these tools in the Madras area is unknown, as skeletal remains have not been discovered. But the geographical position of South India suggests that these very primitive "MadrAsian" stone-tools may have been produced by an early type of man—possibly even by the first stone-tool manufacturing humans. South India holds a central position in a chain of surrounding antique skeletal finds. East of South India there are the *Pithecanthropus* remains of Java, the possibly very old Keilor skull of Australia and the *Peckinensis* remains of likewise venerable age. West of South India:—the Rhodesian and



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other South African early men;—quite apart from the *Australopithecines*, an extinct ape of Africa, which recently has been considered as more human in form than any of the now living anthropoid apes.

It is not impossible that MadrAsian palaeolithic stone-industries dissipated a decisive step in the civilisatory progress to a wide circle of their continental "neighbours", though millennia, even ten thousands of years might have passed during this process. Coming to a much later period in the pre-history of the Madras area: the first millennium B.C., we find the mystery of the passing from a neolithic village-type of civilization, with meagerly represented copper and bronze objects, to an iron-carrying megalithic culture. The problem of its sudden appearance has not yet been solved. A solution may, however, here be found, once the functional importance of the matrilineal social system, and its implications to the history of South India, will have been fully realised. The adaptability of matrilineal societies to rapidly spreading new types of civilisation, such as the iron-smelting, megalithic, and likewise matrilineal, Khasi of Assam no doubt possessed, may also have been characteristic of Ancient South India.

LINK WITH INDUS VALLEY

This area of the Madras State in South India is at present the almost exclusive homeland of the Dravidian languages. The historical importance of this linguistic group lies in its contributions to the literary, artistic and scientific features of India and the world.

It is possible, even probable, that Dravidian speaking people were the builders of the highly advanced city-civilization which flourished in the Indus Valley during the third millennium B.C. The great share which this early chalcolithic civilization contributed to Indian culture, has early been appreciated by its first discoveries in the twenties of this century.

The Dravidian languages, though at present almost confined to the boundaries of the Madras State, must at one time have also been spoken in northern and north-western India.

If culture generally, and language, could be taken as the same thing,—then the past history of the Dravidian speaking people of the Madras area would throw light on Ancient India and her civilization. This, however, is not the case. It was a serious error of past anthropological researches to identify language with either the physical type, or even the culture, of the people, who spoke the same language in the past. Each of these three qualities (1) physical type, (2) language and (3) culture, have their own fates.

Watch-houses protect the forest peasantry from elephants and bisons



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A South Indian ornament of tradition is the pandanus leaf, rolled and inserted in the bored ear-lobe

frequently different origins, and often change quite independently from each other. It is therefore by no means permissible to identify the present people of South India (and the Madras State) without qualification with the builders, of the ancient Indus civilization and, through them, arrive at a definite conclusion with regard to their share in the structure of Indian culture.

INFLUENCE ON WORLD CULTURE

But recent studies in the structural and historical role of the matrilineal system (or "Mother-right") added further material to the importance of the Dravidian speaking people for the history of India. Engaged, myself, in these studies, I found that the matrilineal type of society must, at one time, have been much wider prevalent, among Dravidian speaking people, than it was since historic days, and must have left a far deeper impress on their cultural activities than can be gauged from the mere fact of still surviving matrilineal groups among some of the present people of South India; or even from those culture-elements, among all South India, which can be traced back to a formerly existing matrilineal civilization, in an indirect sort of way.

There are at present survivals of mother-right in Malabar, Ceylon and also in some of the Tamil-speaking areas of the Madras State. These groups hold anthropological and culture-historical key-positions. Their literary and social traditions must be fully understood if the influence is to be understood which their ancestors exercised on:

- (1) the crystallization of classical Indian culture as such and, through it, on

(a) early Mesopotamian, Arabian, Anatolian, Greek, possibly Egyptian, East African, Indonesian and Chinese culture and historical development.

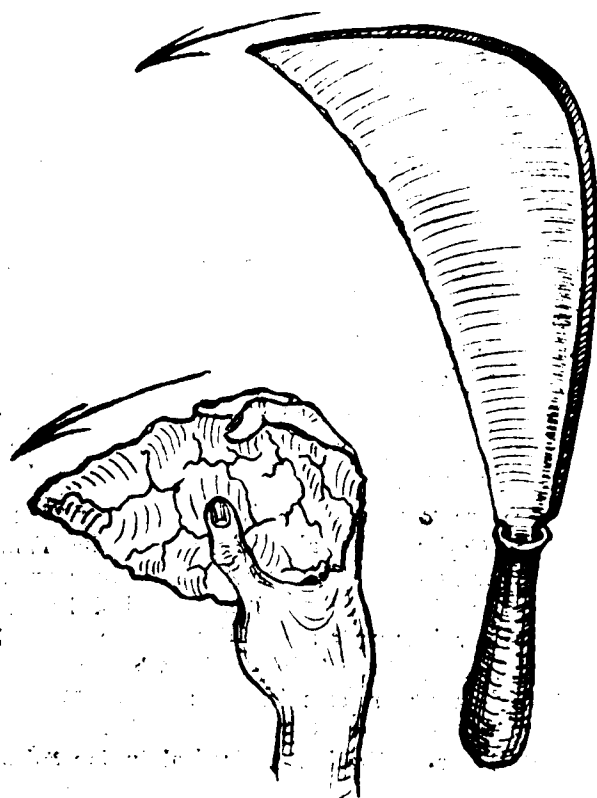
The present people of the Madras State thus appear to preserve a cultural heritage which contributed essentially to the structure of the great old civilizations. Democratic trends, artistic ability and a sense for the immortality,— and rebirth-concept, in philosophy and religion, has been ascribed to this matrilineal culture sphere. Social institutions, art,— and literary traditions of South India fit well into this general concept. The contributions of "Madras", as a culture-area, to the world must therefore be considered as considerable:—even long before the town of Madras existed as such. And this tradition persists.

"MADRASI" CONTRIBUTION

Even now the share of South Indians in the field of administrative,— teaching,— literary,— and artistic contributions to India as a whole and, through her, to the world, are by no means below their numerical proportion.

Another important contribution of South India is the high quota of "Madras" emigrants to foreign

A 'Madrasian' hand-axe compared with modern iron tool



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This Kadan boy shoots pebbles with a bow

countries. The problems and potentialities of this aspect in South Indian demography, rather than anthropology, however, are too vast a subject to be discussed in this context. This much may, however, be said to the problem, from the anthropological point of view: many of the emigration-routes lead to countries where ancient South-Indian culture contacts seem to have existed long ago and are also reflected in the cultural structure of the countries concerned. Indonesia, Malaya, Southern Arabia, the Persian Gulf,— and Iraq-areas, East Africa and possibly Egypt are examples to this point. They also bear no doubt the marks of culture-historic and ethnic affinities with India, generally, and the area of the present Madras State, in particular.

HISTORY OF MADRAS STATE

By

SRI. T.BALAKRISHNAN NAYAR, *Professor of History and Politics, Presidency College, Madras.*

Our State derives its name from Madras-patnam, a small fishing village immediately north of San Thome rented by Francis Day in the year 1639 from Damerla Venkata the Nayak of the coast under the Vijayanagar King Venkata III. It has an area of 143,879 square miles and a population of a little over 50 millions. Occupying the southern portion of the peninsula it rests on a physical foundation that includes some of the oldest known layer of the earth. It is washed by the open sea on every side except the north where it is bounded by Orissa, Madhya Pradesh, Hyderabad and Bombay. Though the northern boundary happens to be irregular and has been the result of accidents of history, between Hyderabad and Madras for over a long distance the frontier is marked by the line of the Krishna and its tributary, the Tungabhadra. Beyond the Western seaboard our State includes the Amindiv and the Laccadive Islands attached for administrative purposes to the Districts of South Kanara and Malabar respectively. As at present constituted the State represents neither a geographical nor a linguistic unity but having been administered as a single unit for over a century and a half it has achieved a unity which is nevertheless real and hence to the people of the rest of India the people of our State are Madrasis, not Tamils, Andhras, Kannadigas or Malayalees.

ORIGINAL SETTLEMENT IN MADRAS

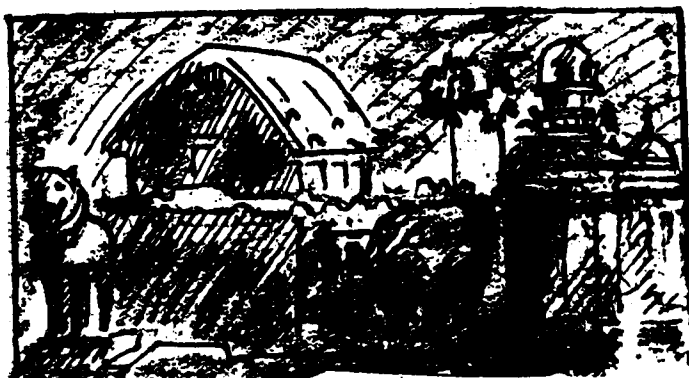
It is not known when man actually began to tenant our State. But the evidence of his occupation of the country can be traced back to mid-Pleistocene times and the "Madrasien" type of hand-axes from Kortallayar valley near Madras take us back to at least 435,000 years before the present. Leaving the dim past comprehended by what is usually called the pre-historic period, by about 1,300 B.C. we find the southern tip of our State represented by modern Tirunelveli District already in contact with Palestine in the West, as evidenced by the presence in the

graves of Adichanallur, of imported iron hoes and gold diadems and mouth pieces which typologically and technologically are similar to those from Gerar discovered by Sir Flinders Petrie.

An important fact in the early history of our State is the unbroken continuity of its contacts with the West already established in the end of the second millenium B.C. down to the Christian era and later times. Biblical evidence unmistakably points to what must have been an intimate commercial contact between South India and Palestine of King Solomon's time. The people of Adichanallur in the closing centuries of the second millenium B.C. cultivated rice, seemed to have practised the art of writing by means of iron styles and wore woven cloth. The bronze bowls from the Nilgiris are importations from Assyria and belong to the period of Shalmanesar III (859—824 B.C.).

In Muziris the name by which ancient Cranganore was known to the Romans we have probably an echo





of a maritime connection between the Musri of the Middle East and the Malabar Coast. From Nairi who were next-door neighbours of the Musri and who like them were defeated by Shalmanesar are probably to be derived the Nayars of Malabar. The maritime connection between Assyria and Malabar coast is further indicated by the use in Malabar of the 'Tula' or well-sweep, which is but the Egyptian Shaduf introduced into Assyria by Sennacherib (705—681 B.C.). Beryl, teak-wood and gold were the commodities which South India exported to Assyria. Beryl again together with pepper were brought from us by Rome in the early centuries of the Christian era. In Coimbatore District, at one time rich in beryl mines, have been discovered large quantities of Roman coins, the latest hoard being that from Budinatham village in Udumalpet Taluk consisting of 1,398 coins of Augustus and Tiberius and also Roman jewellery represented by a recent find from Vellalore village.

CONFEDERACY OF TAMIL KINGS

When the twilight of history dawns on our State in the 3rd century B.C. we find a confederacy of Tamil Kings which successfully opposed King Bindusara of Magadha when he attempted an invasion of the Tamil country and which survived till it was destroyed 113 years later by King Kharavela of Kalinga. The Southern contemporaries of King Asoka whose dominions perhaps extended as far as modern Kanchi were the Satavaputas, the Ketalaputas, the Chola and the Pandya. From the Satavaputas probably arose the Satavahanas whose original home was in modern Bellary District.

From the last quarter of the III century B.C. (ill the second quarter of the II century A.D. the Northern parts of our State were ruled by the Satavahanas whose empire in the heyday of their power extended northwards to Kathiawar and the Gangetic Valley for five centuries beginning with the III century B.C.

the powerful kingdoms in the Southern portion of our State were the Chola, the Pandya, and the Chera and some of the outstanding kings during the close of this period were Chera Senguttavan and Chola Karikala. There is evidence of the existence of a flourishing Roman factory near modern Pondicherry in the I century A.D.

INVASION OF SOUTH INDIA BY SAMUDRAGUPTA

The political successors of the Satavahanas in the Andhra Desa were the Ikshvakus and in the Anantapur and Cuddapah Districts the Cutu Satavahanas. The Ikshvakus were superseded by the Brihatpalyanas and the latter by the Salankayanas of Vengi or modern Peddavegi, near Ellore in the Krishna District. In the III century A.D. the Pallavas, evidently of North Indian origin and belonging to the Bhadravaja Gotra, established themselves in the region called Tondamandalam with their capital at Kanchi.

It was during the period of Pallava Vishnugopa that Samudragupta invaded South India. Between the 3rd and the middle of the 6th century A.D. the Tamil country was enveloped in a veritable historical darkness, having been overrun by a mysterious tribe called the Kalabhras. The period of the Pallavas in the history of South India is remembered largely for Hindu colonial expansion to the Far East which was achieved under their aegis, the elaborate system of land survey and village government by means of committees which they instituted and the monolithic and structural temples which they caused to be built at Mamallapuram.

CHALUKYAS OF BADAMI

In the period from circa 550 to 850 A.D. what are today Bellary, Anantapur, Cuddapah and Kurnool were under the sway of the Cholas of Srisailem and the districts in the Andhra Desa were ruled by a branch of the Chalukyas of Badami established at Vengi in 631 A.D. The chief interest in the political history of our State in the 7th century is the rivalry between the Chalukyas of Badami and the Pallavas of Kanchi. The Chinese pilgrim traveller Huiyen Tsang visited our State in 641-42.

THE PANDYAS

The Pandyas were the first to revive their power after the Kalabhra interregnum and under Arikesari Parankusa and his successors they steadily advanced northwards at the expense of the Pallavas. In the first

half of the 9th century in Kerala there ruled the famous King Cherañman Perumal. Kerala at this time also threw up the great teacher Sankaracharya, founder of the Advaita Vedanta system of philosophy to rule over what are today called the Circars down to rule over what are today called the circars down to 1070 A.D. Their ancestral line was superseded by the Rashtrakutas in 753. The Rashtrakutas after overthrowing the Srisailem Cholas constituted a menace to the independence of the Pallavas who were already being threatened in the South by the rising power of the Pandyas.

THE CHOLAS

Before the end of the 9th century the Cholas reappear on the political horizon of South India and Aditya I of the Chola dynasty put an end to the Pallavas by killing Aparajita, the last Pallava King in 898 A.D. The Cholas were now face to face with the Rashtrakutas. They fought them in the north and fought the Pandyas in the South and after their defeat at the hands of Rashtrakuta Krishna III in 949 A.D. they suffered a political eclipse that lasted for a quarter of a century.

With the accession of Rajaraja I in 985 A.D. the age of the Imperial Cholas began. He conquered Pandya and Kerala territories and extended his way northwards to reach the dominions of Taila II of the later Chalukyan dynasty which had in the meantime displaced the Rashtrakutas. The Eastern Chalukyas of Vengi were now brought within the ambit of Chola imperialism. During the two centuries following Rajaraja I the Cholas were the dominant power in South India. Their arms reached the banks of the Ganges and across the Bay of Bengal, the Malay Peninsula. Under Kulottunga I (1070-1120 A.D.) Andhra Desa and Tamil Nad were united to form a single political whole.

MALIK KAFUR'S INROADS

The Cholas made their political exit after Rajaraja III (1216-1256 A.D.). In Andhra Desa there arose a new power, that of the Kakatiyas. The Pandyas now obtained political ascendancy under Jatavarman Sundarapandya (1251-1268 A.D.) and continued to enjoy it till the capture of Madras by Malik Kafur, the General of Alaaddin Khilji in 1311. Malik Kafur's inroad into the Tamil country was followed by Khusr Khan's in 1318 and in 1327 Madura became the capital of Muhammad-bin-Tughlak's province of Mabbar. The Governor of Mabbar, Jalaluddin Ahsan Shah, became independent of Delhi

in 1335. The Madura Sultanate lasted till 1378 when it was destroyed by Kumara Kampana, the younger son of Bukka I, the Vijayanagar King.

THE KAKATIYAS

The Kakatiyas who ruled over Andhra Desa from the middle of the 12th century succumbed to the Tughlaks of Delhi in 1323 and from 1327-1427 A.D. Krishna and Guntur Districts and Vengi region were under the sway of the Reddis of Kondavidu. Towards the end of the 14th century a branch of the Reddi family was established at Rajahmundry. The Reddi Kingdom however came to an end with the expansion of Vijayanagar eastward and of the Gajapathis of Orissa down the Andhra Desa.

FOUNDATION OF VIJAYANAGAR KINGDOM

The most important political events in the history of South India in the 14th century was the foundation of the Vijayanagar Kingdom in 1336 A.D. For a period of nearly three centuries and a half from that date the history of the region south of the Krishna was verily the history of the Vijayanagar Empire. Vijayanagar was the bridge that spanned the interval of time between the later Pandyas at one end and the Marathas and the British at the other. In the heyday of its power its hegemony was undisputed. From Krishna in the North to Cape Camorin in the South like a giant it strode the length and breadth of this area and defended it from incursions from outside.



The empire reached the high watermark of its power under Krishnadevaraya (1509-1530 A.D.). Though defeated in 1565 by the Deccan Sultans at the battle of Rakshasa-Tangadi the empire survived for another century more. With the death of Sriranga III in 1672 it disappeared from the pages of history.

NAYAKS OF MADURA

Of the Governors or the Nayaks of the various provinces of Vijayanagar the Nayaks of Madura alone continued to keep their hold over their territory for some time. The northern portion of the empire fell a prey to Bijapur and Golconda. Bijapur advanced as far south as Cenji and Golconda took possession of the entire coastal region from Chicacole to Madras. After Bijapur and Golconda were reduced by Aurangzeb in 1686 their territories in the South became part and parcel of the Mughal empire of Delhi. The Nayaks of Tanjore were superseded by Venkaji, son of Shahji Bhonsle, in 1876, and the line of Mahratta rulers in Tanjore derived from him continued till 1855 when the titular dignity became extinct through failure of heirs. In 1724 the Mughal territories in the South fell to the lot of Asafjah who, however, soon threw off his allegiance to Delhi. He and his successors established themselves as independent rulers in the Deccan and their chief subordinate in the South was the Nawab of the Carnatic.

EUROPEAN INFILTRATION

European penetration into our State began when the Portuguese established their settlement at Calicut in 1498 A.D. and at the beginning of the 17th century they were followed by the Dutch who opened factories at Pulicat, Sadras and other places along the Carnatic and Malabar Coasts. The Dutch were followed by the French who founded in 1674 a settlement in Pondicherry. The English were the last to seek political power, but by a concatenation of circumstances they were able to stay longest in our State. The first English settlement was at Masulipatam in 1611. In 1616 factories were established at Calicut and Cranganore on the West Coast by permission of the Zamorin of Calicut.

Three years later a factory was founded at Pulicat and in 1625 a small trading settlement was set up 40 miles north of Pulicat at Arnegon called after the local village headman, P. Arumuga Moodelly. Fort St. George was built at Madras-patnam in 1641 and Fort St. David near Cuddalore in 1690. A third Fort was at Tellicherry, built in 1683. It was at Madras

that the East India Company developed its technique of imperialism. In a series of bouts they knocked out the French and by participation in the tangled relations between the various local rulers and for valuable services rendered to them they acquired bits of territory one by one till by the end of the 18th century practically the whole of what is today our State became British. By way of reward for assistance given to a successful claimant to the Maratha throne of Tanjore they got Devicottah in 1749. In 1765 the Emperor of Delhi ceded to them the whole of the Northern Circars and by a treaty with the Nizam who was the immediate authority controlling the territory the latter gave his consent to their cessation in 1768 in return for the payment of an annual subsidy of nine lakhs of pagodas and provision of military aid when needed.

In 1781 the Dutch settlement of Pulicat, Sadras, and Negapatam were annexed. The treaty of 1792 with Mysore gave the company the Districts of Malabar and Salem and the Dindigul Division of Madras and when Tippu Sultan's territories were partitioned in 1799 they obtained the Districts of Kanara and Coimbatore. In 1778 they acquired by treaty Nagore and 277 villages in Tanjore. The following year the Maratha Raja vested the administration of his kingdom in the hands of the English in return for one lakh of pagodas and one-fifth of the net revenues. In the year 1800 the Nizam ceded to the Company all the territories which he had obtained as his share by the Mysore treaties of 1792 and 1799 together with the taluk of Adoni and other taluks south of the Tungabhadra and the Krishna. These constitute what are today called the Ceded Districts of Bellary, Anantapur and Cuddapah.

TERRITORIAL CONSOLIDATION

The present District of Chingleput came into the possession of the English in 1763 as a Jagir from Muhammad Ali, the Nawab of the Carnatic, for their espousal of his cause against his rival and the French. The Jagir however was rented to the Nawab by the Company till 1780 when they took its management themselves. In 1792 Muhammad Ali allowed the English to collect tribute from a large number of Poligars or local chiefs of the South. A great part of Tirumelveli was subjected to tribute collected directly by the company and in accordance with a treaty of 1795 they took over the whole of the present Ramanathapuram District.

On July 31, 1801 the Nawab of the Carnatic was forced to give up the management of the entire

Carnatic for alleged treasonable correspondence with Mysore of Muhammad Ali and his successor Umdat-ul-Umrah. The verdict of impartial history has been that the annexation of the Carnatic was not done either "frankly or decently." The dispossessed Nawab was permitted to retain the titular dignity and allowed a stipend. As a result of the Treaty of 1801 with the Nawab of the Carnatic, British rule came to be established from the Northern Circars up to Cape Camorin excluding the French settlements of Pondicherry and Karaikal and the Danish settlement of Tranquebar.

The Nawab of Kurnool was deprived of his territory in 1838 for alleged treasonable correspondence on his part. The Danes gave up Tranquebar in 1848 and with the transfer of North Kanara to Bombay in 1862 the Presidency of Fort St. George attained its final shape.

MUNICIPALITY FOR MADRAS

In a historical survey of our State it would be legitimate to point out that it was at Madraspatnam that the Company acted as *de jure* and *de facto* rulers. In 1687 James II. conferred upon the Company the power of establishing a municipality in Madras, the Mayor and Aldermen of which began to function as a court of record with power to try Civil and Criminal cases. The Charter of 1762 among other things authorised the Governor and Council at Madras to make bye-laws and ordinances. The scheme of Government at Madras outlined by Pitt's India Act of 1784 provided for a Governor and three Councillors, one of whom was to be the Commander-in-Chief of the settlement.

The shape of the Government remained substantially the same till we came to the Indian Councils Act of 1861. During the half century following 1800 the chief characteristics of the Government of the Company in Madras was the utter lack of any intercourse between the "company man" and the people of the Presidency. The people remained poor not, as some quarters suggested, "due to their idleness or the sun" but due to a general disregard of the interests of the ruled by the rulers who happened to be servants of a mere joint stock company.

ADMINISTRATION OF MADRAS

The Act of 1833 had withdrawn from Madras the power of making regulations. But that was restored to it by the Act of 1861. The Governor's Council was converted from being only an executive council

to an executive and legislative council. For the purpose of making laws and regulations only the membership of the Council could be increased by nomination by the Governor as additional members the Advocate-General and such other persons being not less than four and not more than eight. The additional members could be either Europeans or Indians. The Indian Councils Act of 1892 required that the additional members of the Legislative Council of the Presidency excluding the Advocate-General should not be less than eight, more than 20.

The majority of the non-official seats in the Council were to be filled by recommendation by nominating bodies like "Corporations and Associations formed on a substantial Community of interests, professional, commercial or territorial." If authorised by the Governor, the members of the Council could discuss the annual financial statement of the Government. They could ask questions on matters of public interest but they could not submit or propose regulations in respect of any item in the budget or divide the Council thereupon. The next step in the association of the people of the province in its governance was taken by the Morley-Minto Reforms of 1909. A seat was reserved for an Indian in the Provincial Executive Council. Furthermore, for the first time the principle of election of members of the Legislative Council was adopted. The Legislative Council itself was to consist of 19 officials and 26 non-officials. Non-official majority however did not mean elected majority and the election of members was to be indirect except in the case of Muslims, and certain other special interests.

THE BRITISH POLICY

Enlightened and patriotic sons of the soil were not satisfied with the instalment of political advance registered by the Act of 1909 and they condemned communal electorates which it introduced as essentially a bad method. To E. S. Montague the Government of Madras in 1917 was an "impossible Institution". His declaration in the House of Commons on August 20, 1917, that the goal of British policy in India was the progressive realisation of responsible Government was regarded by the British officials at Madras as a mistake. As a matter of fact Madras before 1919 was governed by a set of diehard officials "who were notorious for the misuse of their powers, who administered and did not govern and who refused to explain themselves and held aloof."

The Montagu-Chelmsford Reforms enlarged the strength of the Provincial Legislative Assembly at Madras to 127 and introduced the principle of dyarchy which according to all considered opinion was clearly "a complex and confused system having no logical basis and rooted in compromise." Freedom, it was increasingly being understood, could never "broaden down from precedent to precedent." There were a few in Madras like V. V. S. Ayyar, who quite early in the history of the freedom movement in the country had come to the conclusion that "if we should be free, ourselves must strike the blow." Srinivasa Ayyangar of Madras, President of the Gowhai Session of the Indian National Congress, in 1926 was the foremost among those who popularised the concept of complete independence of the country. The first non-co-operation movement threw up to the surface of the political whirlpool, Rajaji who became the first Congress Prime Minister in Madras and the first Governor-General of Independent India.

The Act of 1935 gave a bicameral legislature to Madras and in the first elections under that Act in 1937 the Congress party obtained a clear majority in the provincial legislature. In 1939 in common with other Congress Governments the Congress Government in Madras also resigned. The years between 1939 and 1947 were undoubtedly the most momentous years in the history of India. In the last phase of the freedom struggle that was inaugurated by the Quit-India Resolution of 1942, Madras was in the forefront. Her sons joined Netaji Subhas Chandra Bose's Indian National Army in large numbers. Those whom the Japanese boat landed on the Malabar coast were soon rounded up and hanged. But the blood and tears and the physical sufferings of the people of Madras along with those of the rest of India found fulfilment in the dawn of Indian Independence on August 15, 1947, and in the voluntary withdrawal of the British rulers back to their island home.

GEOLOGICAL SURVEY IN MADRAS STATE

By

Dr. A. K. DEY, *Superintending Geologist, Geological Survey of India,
Southern Circle, Madras*

Geological survey means much the same as geological mapping, and is fundamental to all knowledge pertaining to geology, the object being to unravel the earth in terms of its rocks and minerals and discover how and when they were formed, and how and why they came to occupy their present positions. Thus it is a compilation of the earth's history from the study of rocks and fossils (the remains of animal and plant life) or their casts or moulds preserved in rocks.

The purpose of geological survey is both economic and scientific, for it both discovers minerals of economic value and supplies useful information on the structure, texture and composition of rocks met with. The latter is of immense value to the engineers in their activities.

OLDEST IN THE WORLD

During more than half of the hundred years of its existence, the Geological Survey of India had to devote its attention to the preliminary mapping of the whole sub-continent (including Madras State) to discover its past geologic history and mineral wealth. A great part of Madras State has been found to be made up of rocks which are amongst the oldest in the world. Associated with these are found the State's reserves of iron-ores in the Salem-Tiruchirappalli region; of manganese ore, vital to the steel industry, in the Bellary and Visakhapatnam Districts; of magnesite, for refractory purposes, in Salem District; of mica, for insulating purposes in the electrical industry, in Nellore District; of quartz, felspar and china clay, for use in the ceramic industry, in various parts of the State; of talc of various shades and grades, for paint, paper and rubber industry, in Kurnool District chiefly; of graphite (for making crucibles, for paints, lubricants and pencil making) in the Godavari Districts. Gold, lead and copper

ores are also found associated with these old rocks and were once worked for the metals; their workability under modern conditions is under investigation by the Geological Survey of India.

The rocks next in age were deposited in seas which occupied much of the country to the north of Madras. These and the associated lava flows were folded and raised to great heights by later earth movements; since this time, the Peninsula of India has remained a continental tract, with only a few local changes. Subsequent erosion by wind and water have reduced their former height to the present configuration seen in the sandstone, shale, slate and limestone ranges of Cuddapah and Kurnool. These rocks, apart from their wealth of building materials, contain India's only known workable deposits of spinning-quality asbestos, used for heat-insulating purposes, in Cuddapah District, where also workable deposits of barite



(found also in Kurnool and Anantapur) are found and exploited mainly for the paint industry at present.

COAL, GYPSUM AND LIGNITE

The succeeding rock system, Lower Gondwanas, characteristically fresh-water deposits, contains the oldest known fossiliferous beds in Madras State. The carbonised remains of forests, constituting the coal deposits of the Godavari Valley, belong to this system.

The marginal encroachments of the sea in the Tiruchirappalli-Pondicherry area, about 100,000,000-600,000,000 years ago, have left deposits containing shell-limestones, gypsum, celestite and phosphatic nodules, which are becoming of increasing commercial importance.

More recently, say 10-15,000,000 years ago, the forests of the coastal plains were slowly carbonised in a sinking basin, to yield deposits of lignite in South Arcot and Pondicherry, and perhaps elsewhere.

This, in brief, is the past geological history of the State, as first shown by the Geological Survey of India, when its personnel could be counted on the finger-tips. The value of this work was hardly appreciated until recently, as the public is only now becoming aware of the importance of geology in the planning of industry and regional development. As a result, within the last five years, its personnel and activities have increased several times under Dr. W. D. West, Director, Geological Survey of India.

QUEST FOR FUEL

During the last five years, about 20,000 square miles of Madras State have been mapped on the scale of 1"=1 mile, for more detailed geological information than was available from old surveys (of which the earliest ones had to be plotted on inadequate maps of very small scale). Fuel being of primary importance to industries, and Madras having no working mines of coal or lignite, the Geological Survey of India has been paying special attention to this problem. The lignite of South Arcot was discovered accidentally, while drilling for tube-wells; the Geological Survey of India carried out a preliminary examination of the lignite area by systematic drilling, and proved large reserves of it. Very soon it will be undertaking the study of ground-water conditions in this field, in connection with the mining of lignite, which is said to occur above or below artesian horizons, whose waters might break into and flood any mine-workings.

MADRAS

The reserves of iron-ores in the Salem and Bellary Districts have been estimated at about 300 and 130 million tons respectively. Although manganese ores have been worked in Bellary District for many years past, there are still over 2½ million tons of ore. Recent examination of some of the old manganese workings in Visakhapatnam District holds out promise that they may still yield plenty of ore.

MAGNESITE AND MICA

In spite of the continued drain of India's excellent magnesite in Salem, the available quantity has been found to be still of the order of 80 million tons. India is of world importance in mica; in Madras, the mineral occurs mainly in the Nellore District and has been in exploitation since 1881. New mines are found as old ones are worked out, and the mines are being worked to ever-increasing depths, so that the production shows a progressive increase.

Recent surveys have shown that deposits of industrial clays, quartz and felspar are scattered in various districts. In Malabar and South Kanara, sites have been selected for test-drilling, to prove the extent and thickness of some better-quality clays for ceramic purposes. Large deposits of limestones suitable for cement-making have been located in Guntur, Kurnool, Cuddapah and Tirunelveli Districts.

With the introduction of heavy transport, the cost of maintenance of roads has grown, and as a result there is an increased demand for good types of road-metal. The Geological Survey of India has been constantly helping the Highways Department of the State in this connection in recent years.

DAM SITES INVESTIGATED

With a view to helping the Engineers in the selection of suitable sites for dams; to giving advice on dam foundations, materials for construction, tunnelling, etc., and to solving problems relating to underground water supply, the Geological Survey of India, opened a new branch in 1915, entitled "Engineering Geology and Ground-Water Division." This branch maintains resident Geologists at dam-sites such as *Bhakra* on the Sutlej in Panjab (I), *Hirakud* across the Mahanandi in Orissa, and *Kosi* across the Sapt Kosi in Nepal, and these officers are working in collaboration with the Engineers in charge of the projects. As the value of geological advice in Engineering construction has been appreciated everywhere since 1915, in 1947 two officers from the Engineering Geology Division were posted to Madras, to

attend to all the engineering projects in South India and to render help on problems relating to ground-water.

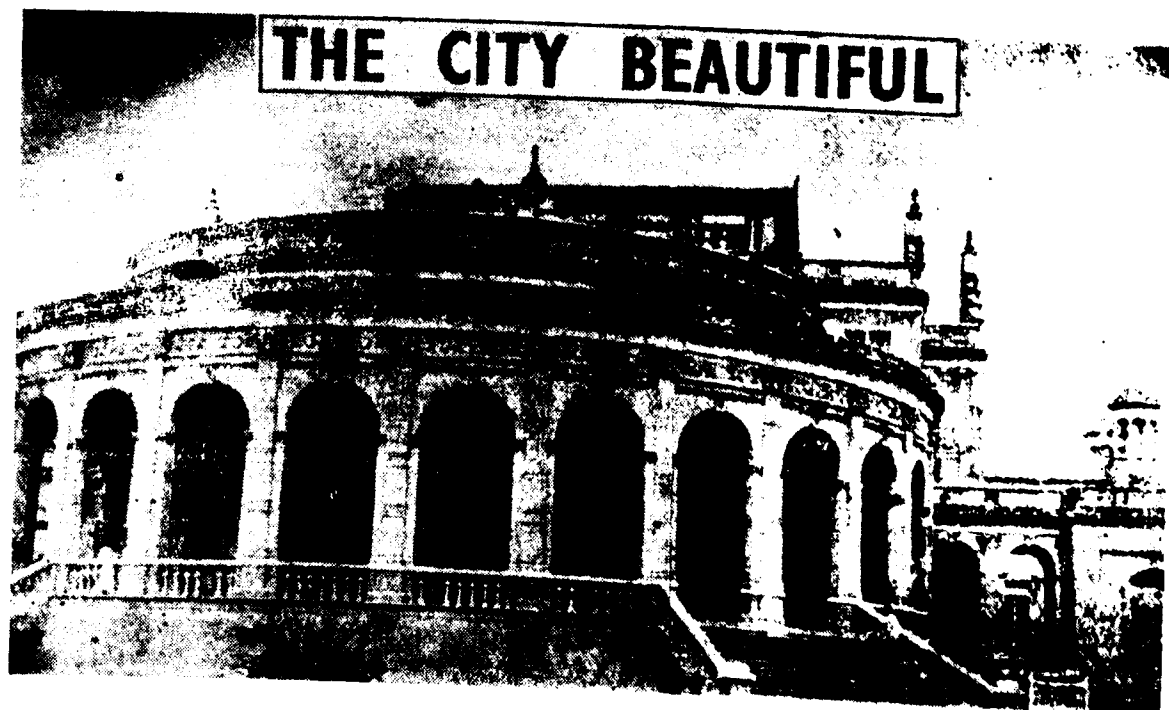
The dam-sites investigated in recent years in Madras include the Ramapadasagar Dam in Godavari District; the Tungabhadra Dam in Bellary District; the Lower Bhavani Dam in Coimbatore District; the Malampuzha Dam in Palghat Taluk, Malabar District; the Krishna Dam in Kurnool District; the Pennar Dam in Nellore District; and the Manimuthar Dam in Tirunelveli District apart from various other minor ones. The geologists concerned study the area in and around the dam-sites, and map such features as are likely either to be favourable or to give trouble during construction; thereafter they can make useful suggestions for locating the dams, including alternative sites when the sites originally chosen by the Engineers are not considered suitable.

The Engineering Geologists do not confine their activities to investigation of dam-sites only. They also attend to problems like the Kottayam landslide in Travancore, and the reported "Mud Eruption" in Nilgiris District, and also locate sites for tunnels and bridges.

Since 1947, advice on well-sinking has been given in several villages in Coimbatore District, to the Rural Development Department, Government of Madras. Systematic studies on underground water supply of selected areas in the Ceded Districts (Cuddapah, Kurnool, Anantapur and Bellary) have also been started and are now in progress. Problems of protected water supply to towns and villages, and possibilities of tapping sweet water in places where there is acute scarcity or where the water is brackish, are being studied, and advice given.

A dam-site in the Krishna-Pennar System





THE CITY BEAUTIFUL

By

Sri R. RAMANATHAN CHETTIAR, *Mayor of Madras*

Madras has steadily grown down the years to become the foremost 'City Beautiful' in South India. Taking a brief historical perspective, it is now 310 years since Damarla Venkatapathy Nayak, under the authority of the Rajah of Chandragiri, made a formal grant of Madrasapatnam to the English merchants led by Messrs. Day and Cogan. It was the famous hand-woven calicos of Madrasapatnam and neighbouring villages that decided the issue when the settlers had tried in vain several other ports up and down the coast. Centuries of growth have not succeeded in dislodging the handloom whose products of lungis and Madras handkerchiefs still sustain thousands of families in Satyavedu, Madarpakam, Kavarapettai and Gummidipundi in the neighbourhood of Madras, and still form the bulk of shipments to Malaya, Indonesia, Burma and Ceylon.

I have no doubt the foreign traders must have been equally impressed with the beautiful panorama of the place and its attractive geographical features. An extensive flat level ground traversed by the Cooum, the North River (Elambore) and the Adyar River, uniform sunny weather, the calm waters of the Madras Port, the modest looking hillocks of St. Thomas Mount and Little Mount, abundant supply of drinking water just below the surface, and

more than anything else, the peaceful reign of the Vijayanagaram family, are circumstances and factors any businessman would want most for plying his trade. Those traditional features are still our pride. Added to them we have the beautiful artificial harbour and its bye-product the beautiful Marina, the historical Fort St. George and the Glacis around rising above the lovely Island Ground and the magnificent row of public buildings that line the shore from Royapuram down to Adyar and the plodding cen-



tury old Buckingham Canal winding over 300 miles of our coast.

WELFARE SERVICES

The advent of freedom unfortunately coincided with a period of financial stress brought about by Partition, the refugee problem, inflation, the general muzzling of trade and industry for exchange purposes, the internal control of commodities for price and distribution purposes and other similar economic problems of extraordinary complexity. Even so, we have made great strides—we have extended the City limits and laid the foundations of Greater Madras which now comprise an area of 50 square miles and a population of 15 lakhs. The extension of welfare services during this period has been remarkable, though not spectacular. Almost every Municipal division has been provided with a Maternity and Child Welfare Centre, dispensary, school, playground and park. In the People's Park we have raised a first-class Sports Stadium in the short space of three months which judging by pre-war standards would have taken three years to complete. The amenities at this Stadium are complete except for a Club House which I hope will soon be provided by the National Sports Club of India.

In Egmore, we have put up a Tennis Stadium which is becoming increasingly popular. There is the Corporation Health and Recreation Centre known as 'Ashok Vihar' where a whole family gets facilities for recreation and medical overhaul for a nominal fee of one anna per month. Among the things which invest Madras with the beauty and glamour of the Garden City are the numerous well-planned housing estates in the outer fringes of the City. Of these, I would refer in particular to Shenoy Nagar built by the Corporation in Aminjikarai and to Gandhinagar built by the Madras House Construction Co-operative Society in Adyar. The city no doubt has its black spots and blemishes which considerably detract from its claim to be reckoned as the 'City Beautiful.' The existence of a number of slums in the city, the Kelly's drain, the sewage outfall in Kasimode, the ubiquitous level crossings, the creaking tram-cars, the breakdown rickshaws, insanitary bye-lanes—these remain a chronic headache to the City administration.

Top: *The Khaleel Mansions, Mount Road.*

Centre: *The Senate House, Chepauk.*

Bottom: *M. & S. M. Railway Offices, Park Town.*





The University Buildings, Chepauk

EDUCATION AND INDUSTRY

Madras City being the State capital, is the seat of the Secretariat, the Legislature, the High Court and the offices of the Heads of Departments of both the State and Union Governments. It is also one of the finest centres of education, having no less than ten Arts Colleges for men and women, two Medical Colleges, two Engineering Colleges, three Teachers' Colleges, one Central Polytechnic, a Law College, a Leather Technology Institute, several Music academies and so on. The absence of first-class Commercial Colleges and the general apathy of the public towards Commerce Graduates and University men are matters for regret. The student population, on the whole, has opportunities and facilities for College life, sports, literary, histrionic and Scout activities, not the least of which are provided by institutions like the Corporation, the University, the Y.M.C.A., the Y.M.I.A. and the Theosophical Society.

The most remarkable progress in recent years is undoubtedly in the direction of trade and industry which easily makes Madras City the centre of gravity of peninsular India. The import and export trade of this Port has been rapidly expanding, notwithstanding the appearance of new ports like Cochin and Visakhapatnam on the scene. It is true that our industrial advance has been rather haphazard and not according to plan. For example, the Foundries, the Motor Workshops, the Printing Presses, the Structural Engineering Works, the Beedi

and Snuff Factories, the Oil Expellers, the Sheet Metal Rolling Mills, etc., have pitifully got mixed up in trading and residential areas.

But one refreshing feature is that the major industries of recent origin have been aligning themselves on the outskirts of the City following the good example of our old Buckingham and Carnatic Mills and the Perambur Railway Workshops. For example, the Ashok Motors, the Wimco, the Crompton Workshop, the Metal Box Company, the Mineral Oil tanks, the East Asiatic Mills, the Oxygen Acetylene Factory, the Soap Factories, the Tanneries, Addison's Paints and Varnishes, the Standard Motors, the Timber and Furniture Mills are all well planned to occupy the outer belt of the city.

HOUSING LABOUR

The Madras Corporation Council, apart from putting its hands to no less than 32 slum improvement schemes and nearly 5,000 tenements for the working-classes, have segregated industrial areas by a recent announcement for public information. It has come none too early. It would be an excellent scheme for industrial welfare if the labour quarters to be built in connection with the newly springing up industries will be located in a planned belt close to the factories in a still outer belt, making use of the Defence Service buildings in Avadi and Pattabhiram, so that this city will preserve its multi-character without detriment to the residents or to the trade and industries which make the lifeline of society.

If Madras is to retain its glory as the 'City Beautiful' in the free India of our times and pull her full weight with the progressive cities of the world, we cannot do better than follow the exhortation of Rabindranath Tagore:

"Let this Corporation make the city of my birth great in the amenities of life, health and sanitation and dignity and self-respect. Let painting, sculpture, music and arts grow under its auspices and make the dwellings of the citizens abodes of joy. Let this city wipe out its blot of illiteracy with all its dirt and uncleanness; let her citizens enjoy plenty, have strength of body and energy of mind and be inspired with civic spirit born of joy; let not the poison of internecine strife pollute her life; let her citizens of all races and all sects and communities unite in goodwill and keep her name untarnished and her peace undisturbed."

JAI HIND!

THE PORTS OF MADRAS

BY

J. M. BALMFORTH Esq., *Presidency Port Officer*

The ports play an important and vital role in maintaining supplies and services essential to the life of the community by providing facilities at these ports for the safe entry and berthing of vessels and for the landing and shipment of passengers and cargoes (including foodgrains) both from overseas as well as from other ports within and outside the State. There are 61 ports right round the coast of this State of which Madras, Visakhapatnam and Cochin are major ports and the rest are minor ports. The statutory power for the administration of major ports is vested in the Central Government. The Presidency Port Officer is the principal Port Official of the State exercising administrative control over the maintenance and conservancy of all the minor ports in this State subject to the Indian Ports Act, 1908, except Tuticorin and he is assisted by Port Officers who are heads of out-port offices with headquarters at Kakinada, Cuddalore, Nagapattinam, Kozhikode and Mangalore.

The conservancy of Tuticorin Port is vested in the Tuticorin Port Trust Board constituted under the Tuticorin Port Trust Act, 1924, which is directly under the control of the Madras State Government. This Board is vested with fairly wide powers. A Port Officer has been lent to the Tuticorin Port Trust. Ports which are not the headquarters of Port Officers are in charge of Departmental Port Conservators and Assistant Port Conservators. The Presidency Port Officer is assisted by two other Gazetted Assistants also, namely, one Assistant Engineer and one Inspecting Dredging Engineer.

The major and minor ports are integral parts of the system of communications in India. The importance of the former may fairly be compared to the main lines of railway and that of the latter to the branch lines. Transport efficiency requires that there should be co-ordination in the administration of both the major and the minor ports as well as railways and accordingly the Government of India have set up a National Harbour Board composed of repre-

sentatives of the Ministries of the Government of India concerned, maritime State Governments, Major Port Authorities including the Development Commissioner, Kandla, with the Hon'ble Minister for Transport as Chairman, to advise on matters of general policy relating to port management and development and on important problems of a general nature affecting industry, commerce, shipping, railways, etc., so as to ensure integrated consideration of all important port matters. The Board considers such problems as may be referred to it by the Union Government and by any State Government. The Presidency Port Officer is a representative of the State Government on this Board.

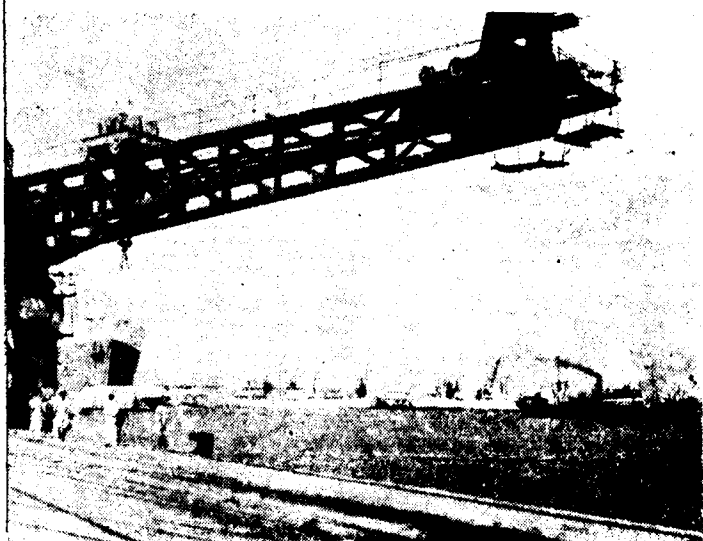
An account of the activities and achievements at each of the Principal Minor Ports is given below:—

Kakinada: (i) The port was in a flourishing state during prewar days, but the trade of the port was crippled during war. After the end of hostilities the Popular Government have taken up the question of improvements to Minor Ports in the State and directed that the following scheme for the Port of Kakinada under Post-War Schemes be proceeded with:

1. Reconstruction of dry dock.
2. Reconstruction of Canal Boat Wharf.
3. Construction of R.C.C. Wharf wall adjoining dry dock.
4. Providing concrete slabs of top of north groyne.
5. Constructing masonry retaining wall on the north bank of the Commercial canal (wharves).

(ii) The trade of the port is gradually improving year by year.

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At the Madras Harbour

(iii) There is a proposal also to convert the port into a distributory one, when it is hoped that the imports of foodgrains and Sulphate of Ammonia from foreign countries will be made for distribution to various districts of Northern Circars to relieve the congestion at Visakhapatnam Port. Narapur and Nizampatnam Ports under the jurisdiction of the Port Officer, Kakinada, have been opened for coastal traffic during the current year.

Cuddalore: (i) With the trade and shipping gradually improving towards its normality, after a complete dislocation due to the World War II and cessation of steamer traffic at the Port, all port facilities of a minor port available at the port consistent with the requirements of trade, viz., a suction dredger with pipe lines, which has to maintain the channels to required depths at all states of tides and clear the frequent shoaling of the channels caused by the littoral drift, ferro-concrete wharves of 2,539 feet length for handling cargo from and to lighters, and cranes are being maintained in a proper working condition exercising the strictest economy in expenditure within the resources of the port, and also carefully watching the sources of income of the Port.

In addition to the above general maintenance of the port facilities, a portion of the wharf length of about 320 feet was rebuilt in 1949, at a cost of Rs. 1,45,750 under Post-war Reconstruction Schemes.

(ii) Morse signalling has been introduced as an additional amenity at the port.

(iii) The wharves already served by a railway siding connected to the main railway line at Cuddalore Junction, have been provided with an extra loop line to facilitate landing of cargo direct from lighters into wagons. Cuddalore is considered as a quick discharging port for the South Indian Railway coal, situated as it is, nearest to all important places in the metre gauge of the South Indian Railway, and also a part of the Madras and Southern Mahratta Railway.

Nagapattinam: (i) After World War II the trade at Minor Ports in Tanjore and Ramanathapuram Districts has not revived to its prewar level owing to restrictions imposed on emigration of labour in India, and immigration in Ceylon and Malaya and also due to restrictions on exports and imports imposed by the Government.

(ii) Improvements to Ports under Post-war Reconstruction Schemes wherever necessary have been carried out. A reinforced Concrete Wharf Wall, 176 feet length, has been constructed at the Port of Nagapattinam at a cost of Rs. 55,924. The construction of a seaface wall at the same port has been provided for. A scheme for electrification of the Passenger Sheds has been sanctioned and the work is under execution. Improvements to roads and bridges at the Port of Adirampattinam have been included and estimates drawn up for execution.

(iii) The system of Morse Signalling with lamps by day and night, along with International Code Flag Signalling, has been introduced at Nagapattinam. Wax burning storm warning lights have been electrified.

The Eastern Shipping Corporation sponsored by the Government of India are running a passenger cargo service between Madras-Singapore via Nagapattinam from 4th October 1950.

Tuticorin: (i) The port stands second in rank among the minor ports and third in the state of trade next to Madras and Cochin. Like most ports, Tuticorin is slowly recovering from the aftermath of war and disruption of trade.

(ii) Apart from the usual maintenance works, the following improvements have been effected at this port:—

1946-47: Soling and metalling the stacking area in the port at a cost of Rs. 4,685.

1947-48: Soling and metalling the stacking area in the port at a cost of Rs. 16,823.

1948-49: Concrete pavement, realignment of electric posts in front of wharves, erection of shed for drinking water for labourers, fixing a fire alarm system at foreshore and reclamation for the extension of coal yard and firewood yard at a cost of Rs. 57,749.

1949-50: Concrete pavement, erection of flagstaff at foreshore, providing fire buckets and fire extinguishers for all sheds at foreshore, renewing roofing of 'B' shed with asbestos cement sheets, renewing iron guides under-doors of cargo sheds with cut-stone slabs, reclamation for the extension of coal yard and firewood yard and reclamation for the construction of South Wharf at a cost of Rs. 69,006.

1950-51: Concrete pavement and reclamation for the construction of South Wharf at a cost of Rs. 39,000.

A steel sheet pile wharf 500 feet long on the south end of the port is being taken up. Steel sheet piles have been procured for the work.

(iii) The Dredger "Tuticorin" is working overtime from September 1950 to expedite deepening the silted up channel. The Railway siding within the Port area is being extended towards south. The development of Tuticorin as a deep sea port is being taken up for further consideration by the Government of India.

(iv) The Swadeshi Steamship Co., Ltd., Tuticorin, resumed its Tuticorin-Colombo Service for passengers and cargo from 9th February 1949 with Steam Ship "V. O. Chidambaram" in lieu of British India Steam Navigation Company's vessel.

Kozhikode: (i) The port is an open roadstead (requiring no piloting) with a number of reefs to the south of the anchorage. Within two miles of the coast the sea is shallow and steamers have therefore to anchor outside this limit, in 5 to 5½ fathoms mud, to anchor outside this limit. The trade of the port is cargo holding ground. The trade of the port is carried on chiefly with Bombay, Cutch Ports, Karachi, Calcutta, Rangoon, Tuticorin, Ceylon Ports, etc.

(ii) The two important works which have been taken on hand at Kozhikode are the construction of an open cargo shed to increase the existing accommodation for foodgrains and other cargo and the

strengthening of the piers at an estimate of Rs. 3,15,000.

(iii) The West Coast Major Port Development Committee has recommended that Beypore, which is included with the Port of Kozhikode for administrative purposes, be improved to enable steamers of moderate tonnage to enter the river. Proposals in this regard are before the Government.

Mangalore: (i) The volume of sailing craft traffic at the Port of Mangalore, particularly, exceeds that of any other port in the Union with the possible exception of Bombay.

(ii) The following improvements to the port have been taken up:

The South Wharf has been extended at Mangalore by 700 feet, transit lights provided for the steamer anchorage and a new closed cargo shed constructed at Malpe Port. A Port Office has also been constructed at the Port of Hargarcatta.

(iii) A feature of the port is the movement of passengers to and from Bombay during the non-monsoon months and in consequence great attention has been paid to the providing of facilities for these passengers. Mangalore and Malpe are the present ports of embarkation and disembarkation, sanction has been accorded for a passenger landing stage at Mangalore with an additional waiting shed with conveniences and a reinforced concrete passenger jetty at Malpe. Sanction has also been accorded for the construction of reinforced concrete wharf at Coondapoor both for passengers and goods.

(iv) In the matter of longer term planning the question of siting a new Major Port along this coast recommended by the West Coast Major Port Development Committee has been held in abeyance and in accordance with certain other recommendations of the Committee, the State Government have actively pursued a policy of port development. At Mangalore where trade has much increased, the creation of a Port Trust for the port is now engaging the attention of the Government. Also, taking into consideration the increase in trade and the seasonal limitation, steps have been taken for the development of Mangalore into an all-weather port. As a preliminary measure the port was visited recently by the Director, Central Waterways, Irrigation and Navigation Research Station at Poona, with a view to conducting model experiments towards this end.

ROAD TRANSPORT

BY

Sri V. HANUMANTHA RAO NAIDU, *Transport Commissioner*

Transport and Communications are the unmistakable indices of a Nation's progress and viewed from this standpoint we have made appreciable progress during the past five years. It cannot of course be termed as 'phenomenal' as much still remains to be done but there cannot be two opinions on this that we have made a good beginning for a bright future.

Regular commercial motor transport came into prominence about the year 1920 with the Military vehicles rendered surplus after the World War I. In its first stages, motor transport was primarily employed on short distances between towns and the outlying places for passenger traffic. By 1930 it developed a keen competition with the Railways resulting in heavy losses for the Railways. This led to the replacement of the 1914 Act by the Motor

Trailer was tried as experimental measure for City transport



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Vehicles Act, 1939, under which the present system of control by the Regional Transport Authorities through the issue of permits was introduced. It may be truly said that under the tutelage of this Act of 1939 motor transport grew from infancy to adolescence. The steady progress made can be judged from the large increase both in the number of vehicles and in the revenue yield in the State.

The year 1945 was an eventful one in the development of road transport. The Government created a department for Administration of Motor Transport with full-time Transport Officers and separate staff. They announced their decision to encourage the formation of large passenger transport companies, owning at least 20 buses, as it was considered that they would be able to give more reliable and efficient service to the public than the large number of small operators who had been running the majority of the passenger transport services. As a result of this policy, some progress was made in the elimination of small concerns. This policy of encouraging large fleet operators having 20 or more buses resulted in the creation of a monopoly in the trade. In December 1946, therefore, the Government modified their previous orders by throwing open the field of transport to any person or concern having at least three buses with resources and workshop equipment necessary for running the services efficiently. This enabled many new persons to enter the field, and there was a greater and healthier competition in running the services.

Goods Transport received a challenging impetus after the last World War in particular. The economic depression which set in later and the unfavourable seasonal conditions due to the unfortunate and continuous failure of the monsoon demanded quick means of transport of essential economic necessities of everyday life and the Army Surplus vehicles which were available in plenty were purchased in hundreds and run as public carriers during the post-

war period. The goods vehicles played a very important part in tiding the food crisis and continue to do so. Daily parcel service is now undertaken by a few capital concerns having organised goods transport services. Freights have not been standardised in the State as the time has not been considered to be opportune. The law of demand and supply is allowed to operate. There has however been no case of a higher rate of freight being charged than the reasonable one. There were 3,311 goods vehicles on the road in 1946 while the number on the road in 1949 (9,579) is nearly thrice the 1946 figure.

The decision to nationalise motor transport was perhaps one of the outstanding decisions taken by the Government during 1946. As a preliminary step and also to relieve congestion in Madras City, Government sanctioned a scheme costing Rs. 34.52 lakhs to run 30 buses in the City. The nationalisation of passenger bus service in Madras City was completed in June 1948. The Transport Department owned 314 buses as against 198 owned by private operators. They operated on 37 routes compared to 17 routes under private management. Certain anomalies in the fare system were rectified by standardising bus fares with effect from November 15, 1948, and by prescribing a flat rate of one anna for the first stage and six pies for every subsequent stage, a stage being approximately equal to one mile. A new feature was the appointment of Women Conductors in some of the buses. Training Classes were started for bus conductors to improve their efficiency. The Government Automobile Workshop was provided with new equipment as they developed into a major workshop capable of undertaking all kinds of major repairs.

With all the developments introduced and fostered in recent years our country is still backward as compared with advanced countries in the matter of inland transport, particularly road transport, as could be seen from the figures relating to the total number of motor vehicles registered, the number of cars owned by every one thousand persons, the road mileage per lakh of population, the road mileage per square mile of area, the total Railway mileage, and the number of inhabitants per mile of railway line.

Road Transport requires soundly organised road transport undertakings having adequate financial resources, and backed by modernised workshops for its expansion and development. The Congress Government have set out a policy designed to ensure the development of a rationalised system of road transport in co-ordination with the Railways, based on the principle of co-ordination of the various forms of inland transport in such a way as to secure for each one of them the traffic for which it is best suited. Steps are being taken to implement what is called the Code of Principles and Practice for the regulation of Motor Transport, which has been recently finalised. They have also suggested the formation of road transport companies in which the existing private operators, railways, Local Bodies and State Governments would have specific shares in the capital investment. We may look forward to the formation of a State Road Transport Corporation in Madras as the comprehensive Road Transport Corporation Act has been passed by the Parliament recently.



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WINGS OVER MADRAS

By

SRI L. VENKATAKRISHNAN, *Chairman, Madras Flying Club*

A group gathered round a Flag Post; the National Flag being hoisted; the spectators standing at attention—a common enough sight in countless places all over India on the 15th August 1947. But the familiar scene enacted in the premises of the Madras Flying Club in the Civil Aerodrome, St. Thomas Mount, Madras, on that memorable day was remarkable in that the Flag was hoisted by the Hon'ble Sri M. Bhaktavatsalam, Minister for Public Works, Government of Madras, and that, as it unfurled in the gentle morning breeze, it was greeted by a shower of flowers from a trainer aircraft dipping in salute to that proud emblem of India's new-won freedom—features symbolic of the closer relationship that was to come between the Government and civil aviation in general and flying training in particular, and of the pledge taken by the pilots to honour and protect India's new tricolour.

Of the few good things that arose out of the termination of the second World War, one of the most important was the realisation by the Governments of all the countries that aviation had come to stay, that it was supplementing and in some cases even supplanting the Navy for offence and defence, and that its development had to be encouraged if it is to be utilised to the utmost advantage for the promotion of human welfare during the future as it had been used for human destruction during the previous few years of world conflict. The Government of India planned out a scheme of assistance to civil aviation and gave to flying training schemes an important place in their future programme. The Flying Clubs, which, during the war, had been engaged essentially in the training of Air Force personnel, switched over to civil flying training under Government auspices.

IMPETUS TO CIVIL AVIATION

The large number of trained personnel released from the Air Force and the considerable quantities of aviation equipment and material, such as aircraft

and spares, made available as a result of the termination of the War, gave an impetus to the development of private enterprise in Indian civil aviation. This condition was intensified after the 15th August 1947 when India attained her independence. Danger of promiscuous development and failures had to be guarded against. Such a development and the resulting unhealthy competition in the field of civil flying was curbed by a system of licensing routes by the newly constituted Air Transport Licensing Board.

The attainment of independence by India brought to the fore the question of Indianisation of all the civil airlines operating in the country, and realising the necessity for standardising the training and keeping the attainments of personnel to the rigid standards required for the safety of operation, the Government of India planned out a programme of subsidised training of pilots in flying and of Ground Engineers. This was to be given all over India at the Flying Clubs and at a new centre to be opened at Allahabad. The foundation of other Flying Clubs and Satellite centres was also encouraged and the Government took all possible steps to make aircraft and spares available to the different flying training centres. Assistant Pilot Instructors were also trained under a Scholarship Scheme. Assistance, both financial and otherwise, was extended in a generous measure to the various training centres and to such of those airlines as were in difficulties. Increased financial assistance was given in the form of a rebate of Customs Duty on aviation spirit.

STATE AID IN MADRAS.

The Government of Madras were no whit behind the Central Government in rendering such assistance and the Madras Flying Club in particular has cause to be thankful for the unstinted support which it has always received from them. Successive Governors of the State have always displayed a keen interest in this centre and were the successive Patrons of the Club. A scholarship fund was instituted by the Government for assisting indigent pupils who are

keen to undergo flying training; and the first award has now been made.

The Government were also pleased to place at the disposal of the Club funds for the purchase of aircraft, both trainer and others, and have recently granted a fixed annual subsidy and a flying subvention for every hour flown by pupils of the Madras State. The recent institution of a Championship Shield to be awarded to the best pilot trainee in any year is yet another sign of the importance which the State Government attaches to flying training. The exemption of aviation spirit from Madras Sales Tax is a further indication of the Government's desire to encourage flying in the State.

With all this encouragement and assistance from the Governments, both Central and State, civil flying in India has been progressing—a progress not, perhaps, spectacular, as caution is indicated in its very nature, but progress nevertheless. The introduction of the Night Airmail, the proposal for the distribution of mail to mofussil centres by Flying Club aircraft, the extension of air services to places outside India are proofs of what can be done in any country if only sufficient support was forthcoming from the people and the Government. Aeroplanes are no strange sight to people even in the innermost parts of the State. As the training programme gets well into its stride and all our nine satellite centres are established and get into stride, there is every reason to hope that qualified pilots and engineers will be as numerous as technical personnel in other fields and that "wings over Madras" will be a much more common sight than they are now.

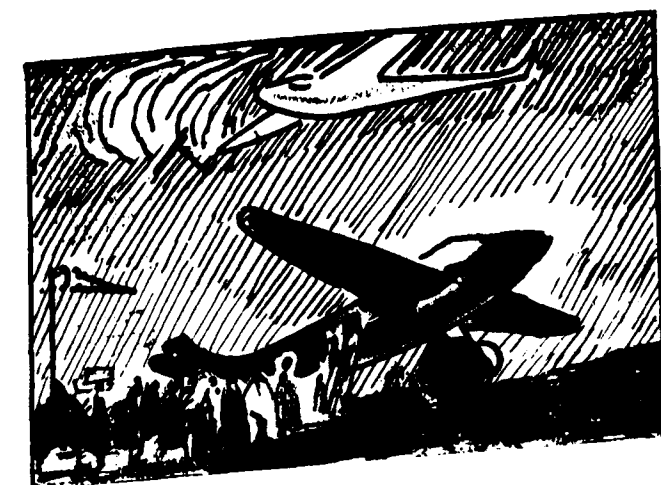
INDIGENOUS MANUFACTURE

Air travel is no more expensive than a motor car on the road. It is well within four annas a running

mile for a light aeroplane up to four seats capacity. The greatest handicap, however, is the paucity of aircraft and spares and their prohibitive cost. An aeroplane seating two, costing \$2095 or the equivalent of Rs. 6,500 to Rs. 6,600 pre-devaluation in U.S.A., costs at least three times as much in this country and a piece of cast iron tailskid weighing three pounds, and costing less than one rupee to manufacture locally costs anything from seven to ten rupees imported. What is required, and required urgently, is to institute a scheme of providing indigenous manufacture of aircraft and spares, for, as matters are at present, civil aviation in India has to depend on outside sources of supply. The Hindustan Aircraft Factory at Bangalore are making a brave effort to meet part of this need but they are yet in the process of designing an aircraft and do not have any facilities for the manufacture of spares, and in the meanwhile, their attention is concentrated more and more on manufacturing railway coaches and bus-bodies.

We need more of these factories, and a factory, it is estimated by competent authorities, cannot be set up for not over Rs. 28 to Rs. 30 lakhs and, with a working capital of Rs. 20 lakhs, can produce at least 150 aircraft at a cost of less than Rs. 10 to 12 thousands each. The savings alone will come to over Rs. 15 lakhs; and the benefit to the country enormous. This would be a good plan to develop by the State Government in conjunction with the Madras Flying Club and the Madras Institute of Technology at Chromepet.

It is fervently hoped that the aircraft industry in India will so progress in the new Republic that its citizens could proudly point to "Indian Wings" over Madras—and India.



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MUSIC IN MADRAS

By

Sri P. SAMBAMOORTHY, *Professor of Indian Music, University of Madras*

The State of Madras can justly be proud of the great strides made in music and musical education. South India has had a continuous musical history dating from the beginnings of the Christian Era. Her rulers have all been patrons of music. Brilliant musicians and composers adorned their courts. The temples were the seats of art music and sacred music. The present-day Government has rightly taken the art under their protective wings.

The introduction of music in the educational curriculum has given an opportunity to thousands of boys and girls to study and appreciate this great art. The State of Madras is already known for the deep interest evinced by the intelligentsia in the study, appreciation and enjoyment of music. The percentage of *rasikas*, i.e., people who intelligently enjoy music, has considerably increased in recent times.

The progress made in music can be analysed and studied under the heads of (1) Progress of Music in University; (2) Progress of Music in Schools; and (3) General.

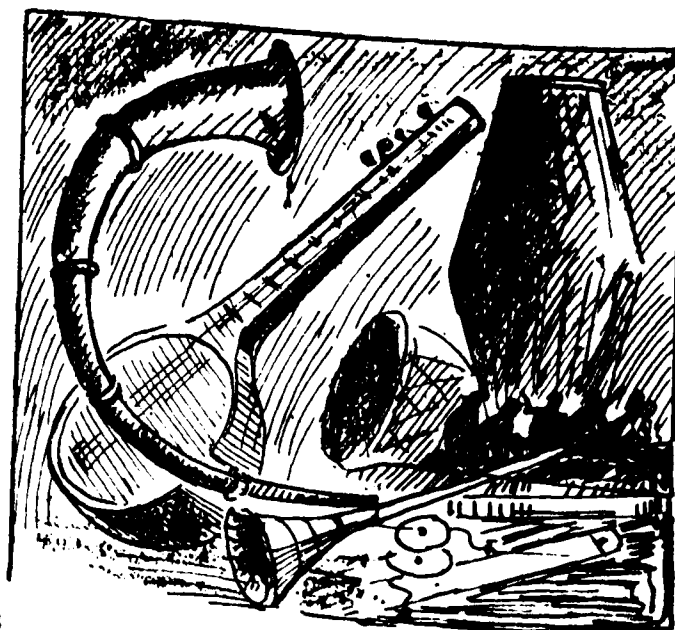
MUSIC IN THE UNIVERSITY

All the three Universities in Madras State have courses in music. Music is an optional subject for the Intermediate Examination in the Madras, Andhra and Annamalai Universities. Music is an optional subject for the B.A. Degree Examination of the Madras and Andhra Universities. The Madras and the Annamalai Universities have the B.Mus. Degree course as well. The Madras and the Andhra Universities have Diploma courses in music. Besides these there are the Title courses in Music. There is the Sangita Siromani course in the Madras University and the Sangita Bhushana course in the Annamalai University. The latter University also offers a course in Tevaram. Music is an optional subject in the B.T. Degree course of the Madras University.

Madras University is the first University in India to organise a regular Research Department for Music. Candidates are herein given facilities to carry on research in the various subjects pertaining to the Theory and History of music. Ten candidates have so far been awarded the Ph.D. or the M.Litt. Degree for their thesis based on research in musical subjects.

MUSIC IN SCHOOLS

The number of schools teaching music has greatly increased in recent years. Music is an optional subject in the S.S.L.C. course. In the new bifurcated scheme of studies, music and dancing have found an honoured place. Besides the ordinary schools, wherein music is taught as one of the subjects, there are a number of special music schools giving instruction in music—vocal and instrumental. The candidates are coached for the Government Technical Examinations in Indian Music—Lower and Higher Grades. The number of candidates that appeared for the Music examinations last year was more than



a thousand. The bulk of the candidates that appear for these Music examinations consists of girls. They appear for these examinations either with a view to qualify themselves for a career in music (as teacher or performer), or just for understanding and appreciating the great art. The chance of performing in the All-India Radio has been a healthy inducement to many to seriously cultivate the art of music.

The establishment of the Central College of Karnataka Music in Madras in 1949 is an event of outstanding importance. This college is well equipped with a library, a gallery of musical instruments and teaching aids. There are the concert instruments pertaining to the North and South, musical instruments used by the folk and the important instruments useful for demonstration purposes. When the college is fully developed, as per the aims and ideals outlined in the Prospectus, it may become one of the leading institutions for the study and practice of music in the East. A special feature of the college course is the introduction of the study of Advanced Musicology as an optional subject in the group of subsidiary subjects. Persons choosing this subject can become competent lecturers and research scholars in music later on.

The provision of Music in the scheme of studies for the rural colleges is a step in the right direction and will bring the joy of music to the rural folk.

SANGITA MAHAL

The Madras Government Museum has got a fine collection of musical instruments. Notable additions have been made to it recently. The second edition of the Descriptive Catalogue of Musical Instruments is in the Press. When this is published, it will be a valuable addition to the literature on the Musical Instruments of India.

The Sangita Mahal in Tanjore is the best and the most ideal concert hall in South India. It is a pleasure and a privilege for any musician to perform there. The easy reverberation and the responsive nature of the hall gives a certain amount of freedom which is very much desired by performers. Performers who have visited the world famous concert hall, the *Gewandhaus* in Leipzig, Germany, will be reminded of it when they perform in the Sangita Mahal. Concerts by eminent musicians of the Tanjore Samasthanam were held in this hall during the 18th and 19th centuries. Later on some Government offices were located there. The thanks of the Musicians and music lovers are due to the Govern-

ment of Madras for making this hall now available for holding concerts.

NOTABLE INSTITUTIONS

Many institutions and agencies for the spread of musical knowledge have sprung up in recent times. The Madras Music Academy which holds annual conferences and runs a Teachers College of Music and a Music Journal, has done yeoman service to the cause of music. The gathering of the Samagahs from different parts of South India to recite the *Saman* hymns has given a valuable opportunity to scholars engaged in research relating to the tone system of ancient Indian music. The Indian Fine Arts Society holds an annual Music Festival and runs the Gandharva Vidyalaya. The Tamil Isai Sangham holds annual conferences and runs a Music school. The Tevaram Conferences convened by this Sangam during the years 1949 and 1950 have been productive of very good results. The deliberations have helped scholars to understand the importance of the *Pans* and their musical structure.

The Kalakshetra in Adyar has been doing valuable work in the sphere of classical music and classical dancing. It has trained a number of talented exponents of the art of dancing. Besides, it trains candidates for the Sangita Siromani Examination of the Madras University. The Indian Institute of Fine Arts in Egmore, Madras, has been holding Natya Kala Conferences and the deliberations of the conferences have resulted in the better understanding of the subtleties underlying Bharata Natya. Some of the prominent dancers of the present day are the products of this Institute. The Saraswati Gana Nilayam, Triplicane, is another institution doing valuable work in the sphere of music and dancing. The South Indian Music Teachers' Association has been doing valuable work in the direction of co-ordinating the group musical activities pursued in different institutions.

STATE AID ACCORDED

In the case of institutions which conducted music concerts in aid of their music schools, or building funds, the Government has generously come forward to their aid, by giving exemptions from the Entertainment Tax.

The Government Oriental Manuscripts Library has published a Kannada manuscript on music. There are many more valuable manuscripts pertain-

ing to musicology there and it is hoped that they will be published soon.

The phenomenal interest evinced by the general public in music and dancing has resulted in a number of sangita sabhas springing up in the City and the mofussil. The membership of these sabhas is ever on the increase. They provide their members periodical concerts of music and dancing. A number of schools devoted to dancing has sprung up in recent times. The Nattuvanars, the hereditary class of dance teachers in South India, are now having a busy time, training many pupils. Dance performances are exceedingly popular and are well paid for. But for this renaissance and upsurge of enthusiasm, girls with

born talents for dancing would never have had an opportunity to learn and exhibit their gifts. Artistes are the first wealth of a Nation. When Dancing comes to be included as a subject in the scheme of the Government Technical Examinations, Madras would have taken another forward step in the promotion of the arts of music and dancing.

The alienation by the Government of a piece of land in the heart of the City of Madras for the building of a regular concert hall is highly commendable. When the hall is completed it will become another jewel to adorn the crown of the Musical State of Madras.



TAMIL LITERATURE

By

SRI R. P. SETHU PILLAI, *Head of the Tamil Department, University of Madras*

Tamil is one of the oldest languages of the world. The kings who ruled over the Tamil land in ancient times, deemed it a privilege to patronise poets and scholars. According to literary tradition, the Pandya Kings established a Tamil Sangham (Academy) in their capital city thousands of years ago and their munificent patronage attracted men of letters from all over the country. The members of the Sangham were noted for their profound knowledge and sturdy independence and they zealously guarded the purity and individuality of the Tamil language. The works approved by them naturally commanded the respectful attention of the world of letters.

In the days of the great Chola Emperors, the title of *Kavi-C-Chakravarti* (poet laureate) was conferred on distinguished Tamil poets. Three poets are said to have attained this distinction. The first of them was Jayamkondan, who adorned the court of Kulottunga the First. The conquest of Kalinga (the country comprising modern Orissa and Ganjam) by the Chola king was glorified by him in a war poem which is the best of its kind in the Tamil Literature. No less renowned was the poet laureate Kuttan, better known as Ottakuttan. He was patronised by three successive Chola Kings. The last but not the least of the poets laureate was Kamban of immortal fame. His poem—*Kambaramayanam*—is the grandest epic in the Tamil language, and according to V. V. S. Iyer 'it is an epic which can challenge comparison not merely with the *Iliad* and the *Aeneid*, *Paradise Lost* and the *Mahabharata* but with the original itself, namely the *Ramayana* of Valmiki'.

SUPPLANTED BY ENGLISH

With the establishment of alien rule in this land, Tamil came to be neglected. The language of the rulers became the language of administration, of courts and offices and the medium of instruction in schools and colleges. "It is really an irony of history" said Dr. Rajendra Prasad. "that the litera-

ture of England was the compulsory subject for the people living in this land."

This was veritably a dark period in the history of our literature, and yet even in this period a Sangham (Academy) was brought into existence in the famous City of Madurai by an enlightened Zamindar of the Pandya country for the preservation and enrichment of our priceless literary heritage. Under the auspices of the Sangham, a high class literary journal was started, a library of classics opened and a course of study and a scheme of examination devised for the promotion of Tamil learning. The Sangham had to carry on its activities without any support worth the name from the Government of the day.

WHEN FREEDOM CAME

With the attainment of freedom and establishment of the Popular Government in India, there is a marked improvement in the state of affairs. The Government of Madras has sanctioned a grant of five lakhs of rupees for the publication of the Tamil Encyclopaedia and one lakh of rupees to start with, for the publication of valuable manuscripts on medicine, philosophy, science, etc., in the Indian languages. Expert committees were appointed for the selection of manuscripts from the Government Oriental Manuscripts Library in Madras and the Saraswathi Mahal Library at Tanjore. In Tamil alone, nineteen manuscripts have been selected for publication during the current year. Six prizes of the value of five hundred rupees each are awarded every year by the Government of Madras for the best Tamil books produced during the year in different branches of knowledge.

The revival of the poet-laureateship in the Madras State is a memorable event in the history of this country. An honorarium of one thousand rupees annually for five years is awarded by the Government to the poet laureate as a mark of respect. "It

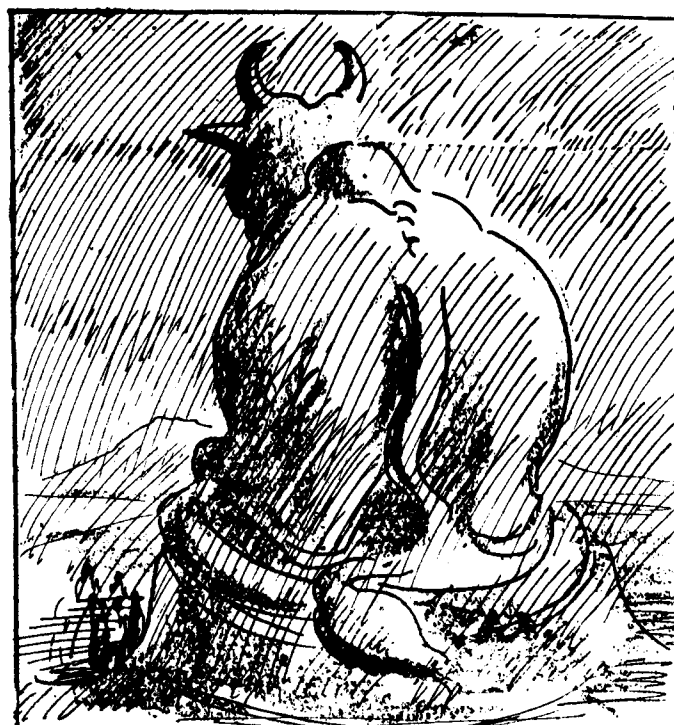
is significant," says the Hon'ble Minister for Education, "but by no means strange that the five poets laureate (selected in 1949) have contributed greatly to the struggle for freedom through the genius of their poetry."

THE SONGS OF BARATHI

The great Tamil poet—Subramania Barathi—was in the vanguard of the struggle for Swaraj. His intense patriotism and thirst for freedom found forcible expression in Tamil poetry. The richness and glory of Tamil literature, the valour and virtues of the ancient Tamils, the tyranny of the foreign yoke and the tribulations of the Indian labourers in different parts of the world were lighted up with the fire of his poetic fervour. His

songs sounded more horrible than the cannon's roar and the alien Government imposed a ban on his poems and thereby did a good turn to the Tamil country.

The forbidden poems found an abiding place in millions of hearts here and across the seas in Ceylon, Malaya and South Africa. The poet had to spend the best part of his life as a voluntary exile in Pondicherry. The Government of Madras has expiated the sins of the past administration by purchasing the copyright of Barathi's writings for valuable consideration and giving a grant to the surviving members of the poet's family. It is hoped that the Government of Madras will bring out, as early as possible, an authentic edition of Barathi's works which will be the noblest and most enduring monument to the memory of the greatest of the modern Tamil poets.



"A long way"
Sculptor :
D. P. Roy Chowdhury
MADRAS



"After Bath"
Sculptor:
D. P. Roy Chowdhury, M.B.E.
MADRAS

KANNADA LITERATURE

By

Sri M. M. BHAT, Head of the Kannada Department, University of Madras

Kannada is one of the oldest cultivated languages of India. It belongs to the family of languages known as Dravidian. Tamil, Telugu and Malayalam are the other important members of that family. During its progressive march of centuries, Kannada had developed certain dialects, such as Badaga, Gowda, Havyaka, Kota, Tuda, Kodagu which are still spoken in certain rural tracts of Karnataka.

It is difficult to trace the origin of the word Kannada. Karnataka is evidently its Sanskritised form. The word Kannada denotes the Kannada country, Kannada Language and the Kannada people. Scholars like Rev. Father Heras have opined that there are evidences to prove that Kannada people lived during the days of Mohenjo Daro civilization. The words Karnataka and Kuntala (an ancient epithet for the main division of Karnataka) are found in the great epic *Mahabharata* which fact alone will suffice to establish the antiquity of Kannada, hundreds of years before the Christian era.

FIFTH CENTURY INSCRIPTION

We do not come across any written specimen in Kannada till about the middle of the fifth century A.D. First we are greeted by the Halmidi Sasana (450 A.D.), the earliest extant inscription written in the archaic Kannada language and old Kannada characters. Acts of heroism and the grants to the deserving are expressed in unequivocal terms. Judging from the language employed in the inscription, we can safely state that it must have taken several centuries for it to perfect such a stage of growth.

The earliest extant Kannada work is "*Kaviraja Marga*," (the Royal Road for Poets) a monumental work on Poetics written by that illustrious Rastrakuta king, Nripatunga Amoghavarsa (814-877). It is a truism that works on Grammar and Poetics, etc., are produced in a language only after the creation of good literature. Kannada cannot be an exception. Besides innumerable useful rules on Poetics,

the work furnishes a fund of information about the Kannada country, its people, the names of great writers of old (both in poetry and prose), types of compositions, etc.

Here are some sidelights on the Karnataka of the ninth century, as found in that book:—

"The Kannada banner flew aloft in brilliant splendour during the reign of Nripatunga from the Kaveri in the South to the Godavari in the North. The tract comprising Kisuvolal (modern Pattadakal), Koppananagar (modern Koppal in Hyderabad State), Puligere (Lakshmerwar) and Onkunda was the very marrow of Kannada Nadu. Kannada spoken there was considered the pure well of Kannada undefiled.

"Capable are the people of that country in making speeches with apt words and in understanding and judging speeches made by others. Being naturally skilful, even without special study, they are well-versed in the usages of poetry. All of them are wise in their speeches."

ROYAL PATRONAGE

From here onwards there has been a steady growth of Kannada Literature in almost all branches. Both quantity and quality are such as to bring credit to those gifted savants who produced them. One noteworthy fact is that there has been royal patronage for art and literature throughout the course of the long and chequered history of Karnataka, as in the case of all other important languages in India. Whatever religion the king professed, deserving poets and scholars—irrespective of their caste or creed—basked in the royal sunshine. Some of the illustrious kings of Karnataka were themselves poets. Thus we see them serving the Goddess of Muse directly or indirectly. Nripatunga was the foremost among them.

Rastrakutas, Gangas, Chalukyas, Kakateyas, Hoyasalas, kings of Saundatti, Vijayanagar, Mysore and

Tuluva, Nayaks of Ummattur, Keladi, Belur, Hadinadu, Kalale, Ikkeri are the important names that have become immortal by their unbounded munificence to men of letters. Such patronage usually did not interfere with the natural course of the Muse with the poets concerned. They were not employed to sing the glory of kings in season and out of season. They had perfect freedom, and royal patronage only enabled them to pursue their literary work with singleness of purpose and ease. The Kings honoured themselves by honouring such celebrities. They were real Poets-Laureates (*Kavichakravartis*) and produced excellent works which have become immortal. Pampa, Ponna, Ranna and Janna are the beacon lights among them. This way, things went on till about the 18th century.

But after the advent of the British in our country, there was no royal patronage or State support extended to our languages in general. Kannada too came to be neglected. The medium of instruction in schools and colleges was English and the administration of the State carried on in English. English occupied the honoured place. In these circumstances, it is no wonder that Kannada was starved. However, the national awakening in the country breathed a new spirit into Kannada literature from the twenties of this century. There has been much creative work in the field of poetry and prose by gifted authors imbued with current ideas and modern thought.

NATIONAL AWAKENING

Now the atmosphere is still brighter and more heartening. With the setting up of our own govern-

ments at the Centre and the States, a fillip is given to an all-round development of our languages. In our State of Madras, the first act of national service to Kannada was done when they made instruction through mother-tongue compulsory in schools and declared Kannada as the first language in the scheme of studies. The institution of Poet-Laureate in our languages is in keeping with our national traditions and will go a long way to enhance the prestige of ourselves and our languages. It is a token of the recognition of poetic talent.

Another generous gesture on the part of our State Government is an annual award of three prizes to the value of Rs. 500 each to the authors of best Kannada works (on three subjects) produced during the year.

In Kannada as in other Indian languages, there are innumerable old manuscripts of ancient works which have not yet seen the light of day. The Government have stepped in before it is too late and set up expert committees to advise them in the matter of the selection of manuscripts suitable for publication. Accordingly some useful rare works of old have been published last year.

Thus we see that Kannada, one of the oldest languages of India, with its vast and varied literature, after a setback during the last century, is making good progress in a better atmosphere. We have begun well. Let Kannada grow to greater glory alongside of her sisters.

Siri-Kannadam-Gelge !



TELUGU LITERATURE

By

SRI N. VENKATA RAO, Head of the Telugu Department, University of Madras

Among the Dravidian family languages, four of which have reached a high standard of literacy excellence, Telugu occupies the second place, i.e., next to Hindi in the Indian Union according to census statistics, but certainly the first in point of melody and charm of diction. The euphonic sweetness and the phonetic completeness of Telugu made it the best suited medium for music and it is primarily due to this rare linguistic phenomenon that Telugu possesses the most extensive musical literature in Indian vernaculars.

Folk song or Desi Padasahitya forms the basis of *Marga* or *Pada Sahitya*, the vocabulary of which is built up enriched by the process of assimilation and adoption of Desi or indigenous, Prakrit and Sanskrit words. Since the structure of versification entirely depends upon Telugu Prosody which in turn was evolved out of the *Pada Sahitya* or song with all its rhythmic subtleties. Telugu poetry lent itself to musical setting without losing its intrinsic linguistic worth and literary value. This curious harmonious blending of *Sangita* and *Sahitya* (music and poetry) formed the most outstanding feature of literary compositions, which have been coming down to us for the past twelve centuries or more in various branches of literature comprising *Itihasa Purana*, *Kavya*, *Prabandha*, *Dwipada Sataka*, *Yakshagana*, *Udharana*, *Dandaka Sankirithana* and technical sciences.

GALAXY OF ROYAL POETS

Telugu literature from the beginning flourished under the patronage of kings and their subordinates, some of whom are exceptionally great poets, versatile scholars, and epoch-makers. We have a galaxy of royal poets in Telugu, whose works are being studied even today, and who were also patrons of poets. The names of Rajaraja Narendra of the Eastern Chalukyas, Manumasiddi of Telugu Cholas, Reddis of Kondavidu, Krishnadeva Raya of the Vijayanagar dynasty, the Tanjore Madurai Nayaks

and the rulers of Pudukkottai and Mysore in the extreme south, are inseparably associated with great poets like Nannaya, Nannai Choda, Tikkana Errana, Srinatha, Surana and Chemakura. Particularly, Krishnadeva Raya, the Kannada Raya, declared that Telugu is the best of the vernaculars (*Desa Bashalandu Telugu Lessa*) and made it his court language.

In this connection, it is worthy of notice that even the non-Telugu rulers like the Nawabs of Golkonda, and the Mahratta Rajas of Tanjore, being enamoured by the melody of the language encouraged and patronised Telugu Literature. After the advent of the company rule, C. P. Brown proverbial for his patronage of Telugu poets, rendered everlasting service to literature, by raising it to the high status which it attained in former days. The Telugu ruling chiefs of the various samasthanams maintained the old tradition and they are continued even today, by well-known patrons like the Maharaja of Pithapuram.

IMPACT WITH WORLD CULTURE

Owing to the implantation of the British rule, a foreign language like English became the chief language, and the vernaculars suffered a setback. But an impetus was given by the Universities for the study of language and literature from the purely academical point of view, and thus Telugu literature came into contact with a foreign culture through the British medium.

The intervention of such culture exercised great influence over Telugu Literature and while there is a tendency to preserve old traditions, the general trend favoured the modern lines of thought and culture. But on the attainment of freedom, which ushered in a new era in the development of regional languages, our ideals and ideas have expanded and we have come into contact not only with Indian culture in general but also with world culture in particular.

It is the duty of Telugu literature now to interpret and assimilate our old literature in the light of modern thought.

STATE ENCOURAGEMENT

It is in the fitness of things therefore that the Popular Government have encouraged both the old and modern types of literature. The activities of the Government may be classified under the following five heads which deserve the attention of every literary historian. They are: (1) making the regional language as the first language; (2) the starting of Telugu encyclopedia through Telugu Bhasha Samiti; (3) the Institution of poet laureateship; (4) the publication of old manuscripts; (5) and the award of prizes for the best books on modern subjects.

The institution of Poet-Laureateship and the publication of old manuscripts are but revivals of old traditions. Our present recipient Poet-Laureateship in Telugu especially may be termed as a Kavi Sarvabhauma, an epitome of old cultural traditions.

RARE WORKS PUBLISHED

The publication of rare Telugu works really opened the hidden literary treasures. The two big depositories of manuscripts, the Madras Government Oriental Library and the Tanjore Saraswati Mahal Library, were granted large sums for publications and the following are the works:

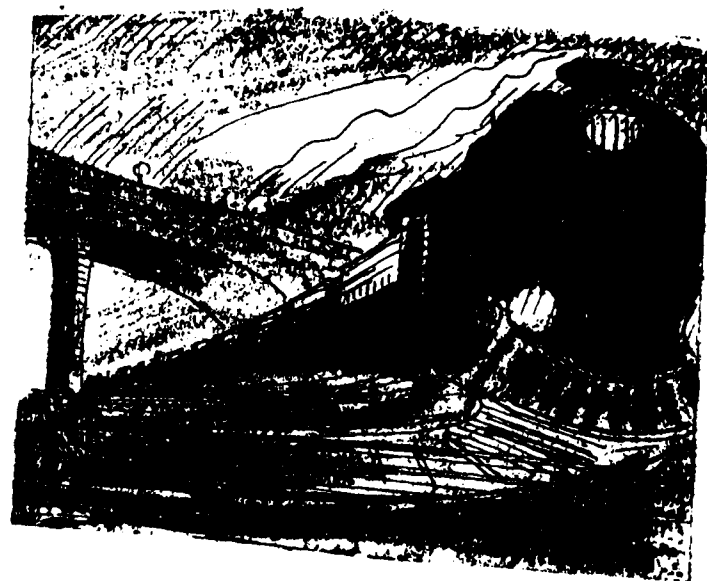
Khadgalakshana Siromani (the science of Swords), *Dhanurvidya* Vilasamu (the Science of

Archery), *Aushadhayogamulu*, *Vydyanighantu* (medicine), *Yoya Darsana Vishayamu* (Philosophy), *Taladasapranapradipika* (Music), *Raghunathabhudayamu*, (History), and *Dwipada Ramayanamu* by Katta Varadaraju. All the six works were hitherto unknown and throw a flood of light in the respective branches of knowledge. They were edited by experienced scholars with critical introductions in English and Telugu.

The award of prizes for the best books on modern subjects encouraged many a scholar and is instrumental in bringing to light latent faculties. The subjects selected relate to both arts and sciences. They are poetry, literary criticism, research in language, drama, novel, short story, biography, childrens' literature, psychology, agriculture, physiology, electricity, indigenous medicine, social studies, and co-operative economics.

The importance given to Telugu both in the school and college curriculum, and the inauguration of the Encyclopedia, has effaced illiteracy, and thanks to the Popular Government, there is an ever-increasing literary population and reading public; from the common man to the profound scholar, all are literally educated with modern outlook.

Thus by preserving and fostering the old cultural traditions, and by encouraging modern cultural influences, the Popular Government has brought the Telugu nation to the threshold of world culture. The literary patronage of the present Government forms the crowning chapter in the History of Telugu literature.



MALAYALAM LITERATURE

By

Dr. C. A. MENON, Head of the Malayalam Department, University of Madras.

There is no need to enter into the controversy regarding the Malayalam language. On one point opinion is unanimous, namely, that it belongs to the Dravidian family of languages. Greek records tell us that the Malayalam country had contact with the West even three thousand years ago when Solomon used to send his ships to Chaliyam, near Calicut, to buy gold, silver, peacock and pepper, and Ptolemy mentions "Kero Brothos" (Kerala Putran) as a sovereign outside Limuriko (Tamizhakam). This evidence takes us to a remote period in the history of the Malayalam country when it enjoyed an independent status, developing a culture of its own.

This view is amply supported by the material available in the ancient ritualistic song called *Torrams*—literally, inspired songs—sung during the ceremony called *Pana*, by which the Mother Goddess Kali (*Amma*) was propitiated. These *Torrams* bear no trace of the influence of either Tamil or Sanskrit which found its way into the Malayalam language later. Mother worship and martial characteristics have been an integral part of the culture of Kerala. The literature and art of Malabar owe much of their inspiration to these two prominent traits. From very early times mother worship has been responsible for a series of rituals and ceremonies round which a vast volume of literature in the form of songs are grown. They go by the generic term *Torram* and *Kalampattu*.

MARTIAL BALLADS

The 10th century A.D. produced a hero by name Aromal Chevakar in North Malabar whose 'Ankom' (fight-duel) forms the theme of inspiring ballad that bristles with martial fervour. He remains a hero, pure and simple. The tendency for deification seems to have waned by this time. His sister Unniyarcha also was another valiant fighter. There are ballads about her exploits too. The heroic bal-

lads kept alive the martial glory of Kerala up to Othenan of North Malabar, a hero who lived at the end of the 15th century A.D.

From the political evolution and convulsions in South Malabar sprung another type of ballad called "Caver" which centre round the Mamankam festival held at Tirunavaya where the kings of Kerala fought for the overlordship of Kerala. Walluvanad Rajah once presided over the festival.

TAMIL INFLUENCE

It is noteworthy that these types of songs are not to be found in the southern part of Kerala, comprising Cochin and Travancore, where ritualistic songs about Kali are current. Only with the rise of Kannaki tradition associated with the Kali at Cranganore, a new theme which is unknown in the North was added to that love. The Kannaki cult heralded the Tamil influence in Kerala which, though it dates from the 2nd century A.D. did not penetrate to the North.

Ramacharitam, a bilingual poem dealing with the story of Yudhakandam, is considered by some as the earliest literary work in Malayalam. It originated from South Travancore, as is evident from the language which is a mixture of Tamil and Malayalam, and neither Malayalees nor Tamilians are prepared to claim the work as theirs. But its literary merit is beyond dispute, and the poem is ever considered to belong to the 10th century.

The period between the 10th and 13th century A.D. has not been fruitful in literary production. Probably the gradual change from the rule of Perumals to that of the kings of the country and consequent dislocation in administration gave people no peace to think of artistic activity or creative effort. There were other unseen activities also. The Aryan

emigrants to the West Coast seem to have used this opportunity for peaceful infiltration, to introduce their culture into the land of their adoption through their language Sanskrit. The Vaishnavite element dominant in these epics gradually affected the Mother cult and the allied Siva cult that had taken strong roots in the land. The result was a compromise and the old and the new cults dropped their original vigour and made mutual adjustments.

NIRANAM POETS

Niranam poets of the 14th century A.D., reflect this change that has come over Kerala. Three in number—Madhavan, Sankaran and Kannassan (Raman)—flourished nearly a century after Cherusseri in Central Travancore. The first translated *Bhagavatgita*—the first translation in Dravidian languages and the second rendered *Bharatam* into Malayalam. The third Raman, Kannassan, the most notable of the group, wrote the *Ramayana* following Valmiki more or less faithfully. His work can be called an independent translation of the original and his narration is felicitous and vigorous. Some of his ideas found their echo in Ezhuthachan's works. The poets also preferred to write in the Pattu style and here and there display a Tamil bias in a subtle form.

Cherusseri's *Krishna Gatha* and the *Ramayana Champu* of Punam (15th century A.D.) may be regarded as the outcome of this period. Both are Nambudiri authors. The former deals with the story of Krishna and covers the 10th *Skandha* (Chapter) of *Bhagavatham*. Sanskrit words have crept in but they have undergone structural modifications to suit the genius and melody of the Malayalam language. Malayalam words preponderate in the poem and the new intrusion passes to a certain extent unnoticed. The amorous propensities of Krishna are graphically described by Cherusseri but their inner meanings are not ignored. This double attraction at once proclaimed the work as a classic.

INFLUENCE OF SANSKRIT

The *Ramayana Champu* of Punam goes to the other extreme. It is mostly Sanskrit and the words are given the Sanskrit terminations also. Punam covers the whole of *Ramayana* in eight *Champus*. The treatment is invested with a humorous flavour which is inherent even in its form, as a composition in mixed prose and poetry. But the prose is a misnomer. It is an indigenous metre, conforming to the requirements of Tarangini which later found its way to Tullal compositions of Nambiar. The author

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introduces contemporary incidents and personalities into the story and depends upon them for humour, as they appear as glaring anachronisms. This aggressive intrusion of Sanskrit naturally created a flutter among scholars. These views were put forth in a work called *Lilathilakam* (14th century) which aimed at the systematisation of *Manipravalam* by which name the mixture of Malayalam and Sanskrit was called.

Mazhamangalam and a few other Nambudiri authors continued the *Champu* tradition for a century and a half thereafter, and with Meppathur who thoroughly Sanskritised the whole composition it died a natural death. Cherusseri representing the indigenous Pattu school and Puna, the newly formed Manipravala school, seem to have lived more or less in the same period.

EZHUTHACHAN'S EPICS

The various current of literary growth which we have been noticing till now converge in Ezhuthachan, literally the father of letters, the unrivalled epic poet of Malayalam who lived in the early part of the 15th century. The epics *Ramayana* and *Mahabharatham* he reproduced in Malayalam with an originality, vigour and devotional fervour never before known in the language. His style and diction possessed unusual felicity and charm secured by the harmonious blending of Malayalam and Sanskrit and set the standard for all times. His austere personality left its unmistakable impress on his works which were used for daily recitation or *Parayanam* not only

as a token of regard and appreciation of their literary excellence by the people but also as a mark of respect for his spiritual dignity and stature felt by the people of Kerala. A devout Bhakta of Vishnu as he has, he preferred to render the *Adhyatma Ramayana* into Malayalam adding literary embellishments wherever necessary. As a literary work *Adhyatma Ramayana* does not rank high in Sanskrit, but Ezhuthachan was attracted by the spiritual conception of Rama embodied therein.

Though a yogi and devotee himself Ezhuthachan never forgot the martial traditions of the Malayalees and his description of battles in his epics, are particularly graphic and vivid. The fights between Bali and Sugriva, Rama and Ravana in *Ramayana* and Bhishma and Arjuna, Arjuna and Karna and Bhima and Dusasana in *Mahabharatam* offer thrilling examples. In *Mahabharata* he showed his amazing skill as a literary artist. The original *Bharatam* lacks unity as it is interspersed with various *Upakavyama* that sometimes disfigure the general outline of the main story. Ezhuthachan reduced the minor episodes to the barest minimum and made the story of the Pandavas the central theme of his epic and Krishna the hidden power behind the throne. His *Mahabharata* therefore shines as an original literary work, perfect in parts and in general design and perspective.

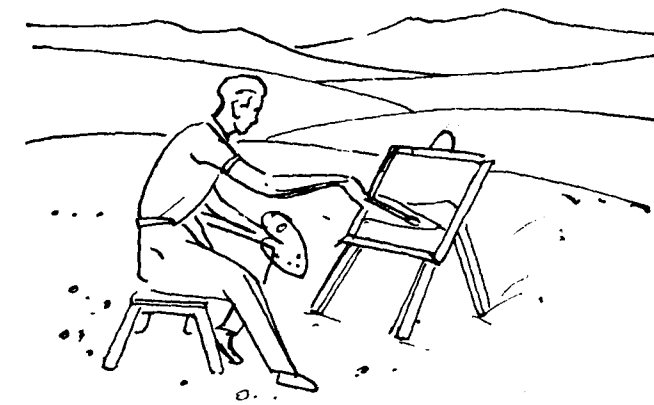
KUNCHAN NAMBIAR'S SATIRE

The Ezhuthachan tradition still lingers in Malayalam although its active followers continued to exercise their influence only for a century and half since his death. At this epoch rose another genius by the name Kunchan Nambiar, who was to revolutionise literary thought and expression in Malayalam for the time. Kunchan Nambiar's role was that of a satirist.

During his time (17th century), owing to machinations of foreign powers the society of Kerala and its administrative machinery suffered a setback. Disorganisation and degeneracy were the result. With his natural wit, and his poetical powers Kunchan Nambiar tried to improve society by his satire. His compositions are called *Thullal*—again a survival of *Pattu* style—which are sung to the accompaniment of dance and acting. There is hardly a community in Malabar that escaped his satire.

KATHAKALI

During this period another art, viz., Kathakali reached the zenith of its development. The art of dance is a very ancient institution in Kerala, and



Kathakali as an art also has a long history. Its literature, however, is not so old and dates from Kottarakkara Rajah, contemporary with Punam, who hailed from Central Travancore about 600 years ago. He composed eight plays out of *Ramayana*—another instance of Vaishnavic influence, but their literary standard is not of a high order. A veritable genius in the field appeared in the person of Kottayathu Tampuran, 150 years later in North Malabar. He was equally competent in writing and acting. His four plays set the standard for the subsequent writers who followed in quick succession. Two Rajahs of Travancore, Karthika and Aswathi Tirunal, Unnayi Wariyar and Irayimman Tampi, deserve special mention in this connection. Nearly all Kathakali plays are now in print and an equal number remains unpublished.

The century that followed may be called the dark period in the political and literary history of Kerala. The policy of divide and rule followed by the foreign powers such as Dutch, French and English fostered internal jealousy and rivalry, and the administrative machinery was once more upset and undermined, leading to absence of peace and security. With the spread of education under the British regime cultural and literary interests revived.

Kerala Varma, Chandu Menon and Raman Pillay were the pioneers of the new movement. Kerala Varma is a product of the classical school and has two contributions to his credit, his immortal translation of *Sakuntalam* and an original autobiographical poem, *Mayurasandesam*. Chandu Menon leads in the realm of novel by his social novels *Indulekha* and *Sarada*, while Raman Pillay with his three historical romances *Marthanda Varma*, *Dharma Rajah* and *Rama-rajabhadra* is unsurpassed in his field. *Bhutarayar* by Appan Tampuran and *Viruthan Sanku* by Karattu Achutha Menon are other classics. Ambadi Narayana Poduval, M.R.K.C. Sukumaran and

Kumaran dominated the realm of the short story during this period.

NEW FORCES

Venmani Namburi and Kunjikuttan Tampuran heralded the new revival in poetry which threw off the classical yoke; but their preference to the old narrative pattern soon paved the way for the rise of the romantic school with Kumaran Assan, Vallathol and Nalappatan its guiding stars. Ulloor the disciple of Kerala Varma maintained his eminence in the classical field. In the realm of scholarship A. R. Rajaraja Varma late with his monumental grammar, *Devalepaniniyam*, and P. K. Narayana Pillay with his brilliant essays on Cherusseri and Nambiar and Aloor Krishna Pisharody (still happily with us) with his classical commentaries on *Unnunili Sandesam* and *Lilathilakam* have earned everlasting fame.

Recently there has been a move among the younger generation to establish a "progressive school" inspired by the veteran scholar and writer A. B. Krishna Pillay. They aim at the "realistic presentation of life" in literature and look upon Russian classics like *Mother* by Maxim Gorky as their model.

In conclusion, I may add a word about the part followed by the Madras Government to encourage South Indian languages. The institution of Poet-Laureateship and prizes for notable works of poetry and prose in these languages have given fresh impetus to writers who are now vying with each other in a healthy competitive spirit to produce their best. Madras State has stolen a march in this respect over other States who do not so far have a scheme of this kind.



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