POINT ECONOMIC POLICY PROGRAMME AND ORISSA

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"We must alleviate the hardships of the poorer sections and middle classes. For this we have to be more alert and work with more speed and efficiency."

Smt. Indira Gandhi

Prime Minister

TWENTY ONE ONE POINT ECONOMIC POLICY PROGRAMME

ORISSA

Economic Policy 21-Point The Programme announced by the Prime Minister in her broadcast on 1st July, 1975, was fully considered by the Orissa Cabinet on 5th July, 1975. While warmly welcoming the programme, the Cabinet noted that action on several items of this new economic programme had already been initiated and the programme was under implementation. There were items where either action taken so far was not adequate or needed a new initiative. It was decided that while in respect of the former the implementation should be more vigorous, the steps to remove inadequacies and launch new programmes, as per decisions taken, should be immediate and effective. The following note seeks to briefly touch seriatim on both the aspects of each of the items on the new economic policy programme of the country.

The Government will take a series of steps to stimulate production, speed up procurement and streamline the distribution of essential commodities. State Governments have already been asked to advise dealers to display lists of prices and statements of stocks. Hoarders and those who violate the rules will be severely punished. This antiinflation strategy has to be continued.

1. Orissa is somewhat handicapped in the matter of control of prices as for supplies of a large number of essential commodities like pulses, edible oils, vanaspati, baby food etc., it has to depend on markets in other parts of the country. These supplies are, however, at present more or less adequate for the requirements of the State and position about their availability is under close and constant observation. Under the Orissa Declaration of Stocks and Prices of Essential Commodities Order issued early in 1973, the dealers of the essential commodities are required to display prominently the opening prices and stocks of these commodities. Enforcement of this Order has been recently made more rigorous. The Vigilance Wing of the State Government, in conjunction with the district authorities, have launched a state-wide drive against blackmarketeers, hoarders and contraveners of orders issued by the State Government in respect of essential commodities. A large number of arrests has been made during the last 10 days of this drive both under the Defence of India Rules and MISA. Large stocks of various essential commodities have been seized. Consequent on the proclamation of emergency and this vigorous drive, a downward trend in prices of most of the essential commodities has been reported from the 4 or 5 principal markets of the State.

1.1. Citizen's Committees at the district and subdivisional levels in important towns had been reconstituted some time ago and price sub-committees formed by them to fix, with the co-operation of the trading community, reasonable prices for essential commodities for which there was no statutory price control. The public distribution system in the State had been re-organised since April, 1974. The commodities covered are carried up to the Block points where distribution to retailers is arranged. Composite depots have been opened at this level where all the essential commodities are kept at one point for the retailers to lift. As a simplification of the procedure, the retailers have the option to deposit the cost in cash with the Block Development Officers. Block, village and ward level committees have also been constituted to ensure proper supplies through the public distribution system.

1.2. To maximise procurement during the last khariff season, the State Government

tried a combination of levy on millers, hullers and producers as well as requisition of stocks from big producers. Unfortunately, because of the heavey short-fall in production as a result of severe drought as well as the striking down of the Producers' Levy Order by the Orissa High Court, the agitation mounted by the Opposition parties against the scheme of Producers' Levy prior to that and the non-cooperation of the hullers, the procurement of rice was far below the target. The Levy Order is now being re-drafted as advised by the Government of India. **2** Government departments and public enterprises have new orders to cut out inessential expenditure.

2. In view of the serious constraints on resources, steps had been taken by the Government last year to cut down non-plan expenditure to the extent possible. This resulted in a saving of over Rs. 4 crores during the year 1974-75 in a total non-plan budget of the order of around Rs. 200 crores. But for the revision in the scales of pay of the employees necessitated by economic distress on account of inflation, the saving would have been of a much higher order. Stricter economy measures during this year are under consideration of the State Govern-

ment now and instructions will be issued shortly. The attempt will be to effect a reduction aggregating to 5 per cent in the non-plan expenditure during the year. The measures contemplated are drastic reduction in outlays on minor works, maintenance and repairs; postponement of purchases of tools and plant, machinery and equipment; no creation of posts on non-plan side and reduction on intake for plan schemes and drastic reduction in expenditure on furniture, etc., contingencies including expenditure on motor vehicles, consumption of fuel and lubricants. We must implement ceiling laws and distribute surplus land among the landless with redoubled zeal. We want the help of the local people in completing land records. Special care will be taken to ensure that tribal people are not deprived of their land.

3. The State enacted the revised ceiling law which came into force from October, 1973. This provides reduction of ceiling on land holdings from 20 to 10 standard acres and 70 per cent of the surplus land consequently vesting in Government being settled with the members of Scheduled Tribes and Scheduled Castes, the remaining 30 per cent of land being distributed amongst landless agricultural labourers, raiyats having less than one standard acre, ex-servicemen, etc. It has been estimated that about one lakh acres of surplus land will be available to the State Government as a result of implementation of the revised ceiling law. The provisions of this law will now be speedily enforced. So far over 5,000 returns have been voluntarily filed by the surplus land-holders and about 20,000 proceedings initiated under the provisions of the Act by the revenue officers.

3.1. The programme for distribution of surplus Government land to the landless was inaugurated in this State by the Prime Minister on 1st April, 1974. The target of 2 lakh acres of land for distribution during 1974-75 was exceeded and 1.5 lakh beneficiaries received a total of 2.46 lakh acres. These included over 83,000 members of the Scheduled Tribes and over 34,000 of the Scheduled Castes. The programme will continue with redoubled vigour during the current year.

3.2. The State Government have taken up the programme for updating record-ofrights in the State, especially in the tribal areas, as an item on high priority. During 1974-75, survey and settlement operations were taken up in the Ganjam agency and the Bunda hills area of Koraput district under the Tribal Sub-Plan. The first stage of these operations in these areas will be completed this year. The aim of this programme of updating of record-of-rights is to complete the survey and settlement operations in the entire State by the end of the Fifth Plan period. Speedier action will now be taken to further energise this programme.

3.3. In addition to the statutory bodies provided for proper implementation of land reform measures at State and district levels, advisory committees have been set up at each Tahasil level consisting of persons belonging to the weaker sections of the community as well as those dedicated to land reform measures to advise on matters of implementation of land reform measures, distribution of ceiling surplus land as well as Government land.

3.4. To remove certain lacunae in the existing Orissa Land Reforms Act and other difficulties arising in quick implementation of its provisions, the State Cabinet has decided on 11th July, 1975 to carry out certain amendments in the Orissa Land Reforms Act by issue of an Ordinance immediately. The amendments will provide for—

- reduction in the permissible basic holdings for a person under disability;
- reduction in compensation payable by temporary lessees

and tenants thereby enabling them to purchase raiyati right smoothly and easily; extension of time-limit for applications to be made by share-croppers;

- suo motu action by revenue officers in such cases thereby providing further opportunities for the share-croppers to establish their rights;
- reinstitution of cases of tenants which have been rejected due to default of non-prosecution either on the application of the tenant or suo motu by the revenue officers; and
- reduction in the forums of appeal and revision provided under the Act.

3.5. In order to check indiscriminate transfer of land from members of Scheduled Tribes and Castes to other persons, the provisions under the Orissa Land Reforms Act relating to restrictions on such transfers have been made more rigid. The Limitation Act, 1963 had been amended to provide for timelimit for establishing title on the land transferred by such raiyats being raised from 12 to 30 years. In order to control and check the transfer of immovable property by members of Scheduled Tribes, the Orissa Scheduled Areas Transfer of Immovable Property (by Scheduled Tribes) Regulations, 1956 had been promulgated from 1st October, 1956 in the scheduled areas of the State. Government have now decided to amend the Regulations immediately with the object of—

- relaxing the restrictions with regard to transfer of land by way of mortgage by the members of Scheduled Tribes in favour of different financial institutions;
- restricting the right of alienation of land by members of Scheduled Tribes in favour of co-operative and financing institutions for obtaining loans for agricultural purposes only;
- conferring powers on the Courts to ignore admission by members of Scheduled Tribe to counteract collusive title suits;

- expediting delivery of actual possession of the restored land to the tribal transferer or his heirs;
- providing summary eviction of a non-tribal transferee in addition to higher fine if found in possession of the land of the tribal after delivery of possession is made;
- ensuring eviction of unauthorised occupation of the property of a member of the Scheduled Tribe by way of trespass or otherwise and restoration of such property to him or his heirs by taking such coercive steps as may be necessary; and
- imposing stricter punishment in case of reoccupation of the land of Scheduled Tribe after issue of order of eviction.

The programme of providing house sites in rural areas will be vastly expanded. Laws will be introduced to confer ownership rights on landless labourers who have been in occupation of house sites of their landlords over a certain period. Resort to evictions will be sternly dealt with.

4. The programme for provision of house sites to the homesteadless rural workers was started on a modest scale during 1974-75 with an allocation of Rs. 15 lakhs only under the Minimun Needs Programme. This was to be utilised in 8 selected districts for developing house-sites which had already been distributed amongst landless persons. Till the end of May, 1975 over 4,000 such house sites had been developed. In January last, the State Government took a policy decision to have a comprehensive scheme worked out to include not only development of sites but also provision of houses on these sites for over 5 lakh homesteadless families in the State. The intention was that the provisions available under the Minimum Needs Programme, the Tribal Sub-Plan and the Rural Housing Programme should be pooled to draw up and implement a composite scheme. Such a scheme was drawn up. In pursuance of the 21-point new economic programme, a Sub-Committee of the State Cabinet considered and approved this scheme on 9th July, 1975. It has been decided that the scheme will be implemented over a period of four years providing for developed sites and houses for one lakh families during this year, two lakh families during the second year and one lakh families each during the third and fourth years. Forest materials like bamboos, timber, etc., will be provided free of cost and the contribution from the beneficiaries will be in the form of labour for construction of the houses and transportation of building material to the house sites. Homestead site for each family will be about 200 square vards and the house will provide for a covered area of 350 square feet with a living room, a varandah and a kitchen. Amongst common facilities to be provided will be drinking water well and Barpali-type latrines. Attempt will be to have clusters of at least 20 units so as to develop small model villages. The total cost of the scheme is estimated to be of the order of about Rs. 40 crores, but reductions in these estimates appear to be possible and will be made. To start with, the scheme will be implemented in four districts of the State, viz., Kalahandi, Koraput, Mayurbhanj and Dhenkanal which have a sizeable population of Scheduled Tribes and Castes. The scheme is scheduled

to be launched in the field from the 2nd of October, 1975.

4.1. The State Government is also considering whether measures can be taken to regularise encroachments for dwelling purpose by homesteadless persons belonging to Scheduled Castes and Scheduled Tribes in the rural areas. A final decision on this will be taken shortly and is likely to benefit very large number of persons in the weaker sections of the community. **5** The practice of bonded labour is barbarous and will be abolished. All contracts or other arrangements under which services of such bonded labour are now secured will be declared illegal.

5. The practice of labour, popularly known bonded as "Gothi System" was prevalent in the Ganjam agency tracts, the district of Koraput and Nawapara Subdivision of Kalahandi district in this State. Under the Orissa Debt Bondage Abolition Regulation, 1948, this system was abolished. It has now been decided by the State Government, after the announcement of the 21-Point Programme, to extend immediately the provisions of this Regulation to the entire State so as to remove any vestige of this barbarous system if it exists anywhere else in the State even to the smallest extent.

5.1. There is another system prevalent in this State known as "Dadan Labour" where local Sardars and Khatadars recruit labourers, mostly landless agriculturists, after the harvest season by giving them some advance payments for sending them outside the State to work under contractors in other State. Since there were persistent complaints that these labourers were subjected to exploitation and the State Government had no authority to prevent exploitation of these labourers outside the State, it had been decided to introduce in the Assembly a legislation regulating the activities of the Sadars and Khatadars within the State under the Orissa Dadan Labour (Regulation and Control) Bill to provide a measure of protection against exploitation of Dadan Labour. Since the Bill could not be passed in the last session of the State Assembly, it has now been decided by the State Government to immediately promulgate an Ordinance to enforce the provisions in the proposed legislation.

6 We propose to take action by stages to liquidate rural indebtedness. While new schemes will be drawn up to devise alternative agencies to provide institutional credit to landless labourers, rural artisans and small and marginal farmers who own less than two hectares, there will be a moratorium on suits and execution of decrees for the recovery of debts from such groups. Debts from co-operatives, commercial banks and Governments will be excluded from this scheme.

6. After the announcement of the new economic policy, the State Government have decided to amend the Orissa Money Lenders' Act, 1939 by an Ordinance to provide substantial relief from indebtedness to small agriculturists and agricultural labourers. The amendments will provide for the following—

- The rates of interest will be statutorily fixed and a moneylender collecting interest at higher rates will be subject to fine and imprisonment in addition to the liability for cancellation of his registration certificates;
- where the debtor has already paid twice the amount of the principal, the debt would stand automatically discharged;

 there shall be a moratorium on execution of decrees against debtors who

- own land not exceeding two and a half acres and whose principal source of income is agriculture and allied occupations, and
- are agricultural labourers owning no land or land not exceeding two and a half acres;
- the State Government will have powers to require moneylenders to produce their accounts and records with a view to determining if they have been transacting business of an amount

higher than what they have been authorised to do. The loans concealed by them on the date of verification would stand discharged and will not be recoverable through suits;

 powers will be taken for inspection of accounts and records of money-lenders; and — the maximum period of usufructuary mortgages will be reduced from 15 to 7 years; it shall be the money-lender's obligation to put the debtor in possession of the mortgaged property; default will make him liable to punishment. Agricultural labour is among the worst exploited sections of our society. A review of the existing legislation on minimum wages for agricultural labour will be undertaken and action will be initiated for suitable enhancement of minimum wages, wherever necessary.

7. The minimum daily wage rate for agricultural labour in Orissa, which was earlier Rs. 2, has been revised with effect from March, 1974 to Rs. 3 and is applicable equally to men and women. A special drive has been undertaken all over the State to intensify the enforcement of the prescribed minimum wage.

7.1. A quick survey has been undertaken to identify other forms of employment, whether in the sphere of agriculture or outside, which need to be included in the schedule for fixation of minimum wages, with a view to preventing exploitation of labour.

7.2. Orissa has a sizeable labour force engaged in mining operations. The minimum wage for this labour is fixed by the Central Government. Such wage from manganese

mines was fixed at Rs. 4 per day for unskilled workers in 1973. For iron-ore and coal-mines, the minimum wage has not been fixed but the Wage Board rates are mostly being followed. In case of coal, the wage for unskilled labour as fixed by the Coal Mines Authority is about Rs. 17 per day and for iron-ore, by reputed concerns, i. e., TISCO, Bird & Co., etc., almost the same. In smaller mines, the rate is around Rs. 7 to Rs. 8 per day. For chromite and graphite mines, the Union Labour Ministry has already been requested to fix the minimum wages. In order, however, to provide relief to the workers in these mines, the concerned mine-owners were called for a meeting on the 7th July 1975 and have been persuaded to pay a minimum wage of Rs. 8 per day, inclusive of D. A., to the labourers in the chromite mines.

We must go all out to increase production. Water and Power hold the key to higher agricultural and industrial output. Steps are being taken to bring under irrigation at least 5 million more hectares of land. Proven underground water resources will be immediately harnessed and further surveys taken up for irrigation and for the provision of drinking water especially in drought-prone areas.

8. Development of flow irrigation is no doubt important, but the projects have long gestation periods---3 years for minor irrigation, about 6 years for medium irrigation and about a decade for major irrigation. Depending as they do almost entirely on Government funds, financial stringency is yet another limitation. Ground water development through dugwells and tube-wells avoid both the problems. They can be executed within a year. They depend on institutional finance with the State having to meet only the subsidy for the weaker sections. This year the State has been able to finance through co-operatives and commercial banks about 50,000 dug-wells, providing irrigation to over 50,000 hectares-equal to a medium irrigation project. Ground water survey in

the State has indicated a potential of 5 lakh dug-wells. A programme of one lakh wells a year can, therefore, be taken up. In 5 years, 5 lakh wells can be completed to irrigate 5 lakh hectares equal to the potential of the Rengali Dam. A subsidy programme, for the weaker sections, of the order of about Rs. 3 to Rs. 4 crores may have to be mounted. This can be scaled down as the programme gathers popularity. On the tube-wells side, the State has done in a year 500 tube-wells. By strengthening the organisation and employing private agencies on contract basis, it should be possible to sink 1,000 tube-wells a year irrigating 50,000 hectares per year. The potential is 30,000 shallow tube-wells and 10,000 tube-wells. This programme is receiving immediate consideration of the State Government.

8.1. For drinking water, the Central Ground Water Survey Board has been requested to carry out a survey on a high priority basis, in the chronically drought-prone areas of the State in the districts of Kalahandi, Koraput, Bolangir, Sambalpur and Dhenkanal. This

survey will be completed in a few months and the State Government will then take up a systematic programme of sinking tube-wells and dug-wells in these areas, to deal effectively with the problem of scarcity of drinking water following serious drought conditions.

The power position has somewhat improved. Action is being taken to generate a further 2,600 megawatts. Adequate funds are being provided to implement power projects. For long-term needs, super-thermal stations under the Central Government are being planned. State Electricity Boards are being streamlined.

9. The streamlining, if any, required in the working of the State Electricity Board will be considered and necessary action in that direction taken. In the mean time, the State Electricity Board has been instructed, in pursuance of Government's direction to all the Departments to collect immediately the arrear dues from the affluent sections of the population, to collect electricity dues from the Board's bulk consumers as per the revised tariff introduced by the Board with effect from 3rd April, 1975. As a result, some of the bulk consumers have already paid up about Rs. 14 lakhs towards arrear dues. The handloom industry is next only to agriculture in the number of people employed. Supplies of inputs will be ensured to weavers at reasonable prices. A separate Development Commissioner for handloom is being appointed. The policy of reservation for handlooms is being rationalised to give greater protection to weavers.

10. In the State, 2,50,000

weavers are engaged in the handloom industry. However, only 50,000 have been brought in the co-operative fold. A crash programme has been taken in hand to bring 50 per cent of the weavers who are now outside the co-operative fold, within its purview.

10-1. To take care of such of the weavers as remain outside the co-operative fold, a Handloom Corporation is being set up with immediate effect. The details of the Corporation, its structure, its finances and other details, are being worked out on a priority basis.

10.2. Eighty per cent of the yarn requirement of the State's handloom weavers comes from outside. An intensive campaign was undertaken to enlist members in the cooperative societies, which will set up spinning mills. Two societies have been formed and licences for 50,000 spindles are being obtained. Licence for 25,000 spindles has already been obtained. In addition, two public sector undertakings with 50,000 spindles capacity are being set up in the immediate future. The spindlage will be increased to 1,50,000 spindles as a part of the crash programme.

10.3. Four more preparatory units are proposed to be sanctioned immediately to prepare sized beams for the powerloom weavers. Locations have been finalised.

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In the mill sector the controlled cloth scheme is being improved so that dhotis, saries and cloth will be of better quality and are sold through a larger number of outlets in rural and urban areas.

11. The Orissa Wholesale Consumers' Co-operative Federation has been entrusted with import and distribution of controlled cloth in the State. There has been a heavy accumulation of stocks and consequently blockage of funds as cloth which was not in demand was supplied and the quality and the specifications were not suitable. The matter was pursued with the Government of India and they have already taken steps to improve the quality and specifications and to ensure supply of varieties actually in demand. The Federation has been authorised to appoint as many wholesalers and the latter to appoint more retailers as required.

12 Fortunes have been made out of urban land at the nation's expense. Speculation in land and the concentration of urban property have led to glaring inequalities and to a great deal of haphazard urban growth. Legislation is being initiated to impose ceiling on the ownership and possession of vacant land, to acquire excess land, to restrict the plinth area or new dwelling units and to socialise urban and urbanisable land.

12. Decisions of the Government of India are awaited and will be implemented to the extent necessary. In

a State like Orissa with comparatively smaller urban areas, this problem does not exist to any significant extent. Our campaign against smugglers will be intensified. It was thwarted by their release on technical points. In some cases they even got anticipatory bail. The properties of smugglers will be confiscated whether held in their own name or benami.

13. Suitable action will be taken as and when necessary.

Licensing procedures have come in the way of new investment, causing delay. These will be simplified. The investment limit of those industries which need no imports or Governmental help will be raised.

14. Decisions of the Government of India will be awaited.

15 Licences are being misused. Import-export regulations are being amended. There will be speedy trials and penalties for breaking rules which will include confiscation of goods.

15. Decisions of the Government of India will be awaited.

16 Schemes for workers' participation in industries particularly at the shop-floor level and production programmes will be introduced.

16. The State Government have adopted the policy of promoting workers' participation in the management of industrial establishments, particularly at the shop-floor level in factories. A Committee has been constituted in

May, 1975 to recommend the modalities for securing effective participation of workers in the management of factories and other industrial establishments. The Committee has been asked to submit its report within 6 months. This is now being expedited.

The movement of foodgrains, coal, steel and cement by railways has improved in the last few months. Constraints on the movement of goods by trucks will also be removed. For this purpose, we are introducing a system of national permits.

17. The decisions of the Government of India will be awaited.

People with fixed incomes have suffered severe hardships in the last few years. They need immediate relief. The minimum exemption limit for income-tax will be raised from Rs. 6,000 to Rs. 8,000.

18. The decisions of the Government of India will be awaited.

19 Students from poor famelies face special difficulties if they pursue higher studies away from their homes. To help them, essential commodities will be supplied at controlled prices to all hostels and approved lodging houses.

19. The State Government had made arrangements last year to earmark specific quotas of rice, wheat, wheat-products and levy-free sugar for supply at controlled rates to hostels of all

educational institutions and approved lodging houses. This policy will be continued and certain items of essential supplies will be added if there are any difficulties about their availability or price. 20 Another important measure in the educational field will be to ensure that text books and stationery are available at reasonable prices to all schools, colleges and university students. Prices will be strictly controlled and book banks established.

The State Government had introduced a scheme last year to supply plain paper and exercise books at concessional rates to the students which were almost half the market price. The supplies are made through the Principals of Colleges and consumer co-operative societies as well as approved exercise book manufacturers and paper dealers. Text books for primary and secondary classes have been nationalised and are being supplied at fixed prices to the students.

2021. The following incentive programmes for the poor and the needy students are being implemented this year—

 (1) — Supply of free text books and writing materials to 50 per cent of the newly enrolled students (6—11 age group).

- (ii) Supply of free uniform to 50 per cent of the newly enrolled girls (6—11 age group).
- (iii)— Supply of free text books to 50 per cent newly enrolled students (11—14 age group).
- Supply of free uniform to 50 per cent of the newly enrolled girls (11—14 age group).
- Image: Schools at the rate of Rs. 30 per student.

2012. In January this year it was decided by the Government to assist the poor students reading in Secondary Schools in the following manner—

> (1)-Number of free studentship in A E and H. E. Schools raised

from 10 to 25 per cent and from 10 to 15 per cent respectively.

(1) — One-third of the poor students enjoying freeships and reading in Government schools excluding students receiving scholarship and assistance from outside or other sources to be given reading and writing materials worth Rs. 15 each.

(iii)-

Two students in each school in receipt of freeships for at least two years and securing at least 55 per cent of marks in the Test Examination to be exempted from payment of examination fee of Rs. 25 at the Secondary School Examination. Students enjoying freeships for at least two years preceding the High School Certificate Examination and such of them who have passed the said examination in the First Division, to be given a lump sum assistance of Rs. 100 for purchase of books and admission in Colleges.

— The stipends increased from Rs. 50 to Rs. 75 in Secondary Training Schools and from Rs. 80 to Rs. 100 in B. Ed. Colleges and from Rs. 100 to Rs. 120 for M. Ed. students.

20-3. Book banks in 200 M. F. Schools with 36 sets each will be opened this year at a cost of Rs 1.20 lakhs. As one of the measures to increase employment opportunities for educated young people, the Apprenticeship Act will be suitably amended so that managements in the organised sectors of our economy take a larger number of apprentices for a specified period. Special care will be taken to ensure a fair deal to Scheduled Castes and Tribes, minorities and handicapped persons in the recruitment of apprentices.

21. Under the apprenticeship training programme, the Government of India have set a target of 2,500 training places in different trades during the Fifth Five-Year Plan period for this State. So far, 1,650 training places in 313 industrial establishments have been located. At present 1,177 apprentices have been engaged.

21.1. Consequent on the announcement of the new economic policy programme, two schemes have been worked out to increase the intake of apprentices in existing industries by doubling-

- the number of apprentices attached to each industry; and
- the number of industries where apprentices are at present being attached for training immediately.

By this process a four-fold increase in the apprentices will be sought to be achieved as an immediate target. The schemes will be considered and approved shortly.



OGP-MP-XII [Home (PR)] 40-2,000-27-7-1975

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"Fruits of freedom must travel to the weaker sections of the society. Let us all help create a climate of discipline, dedication, punctuality and production".

Sunt. Nandini Satpathy

Chief Minister, Orissa