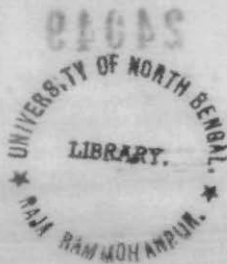




Government of Bengal

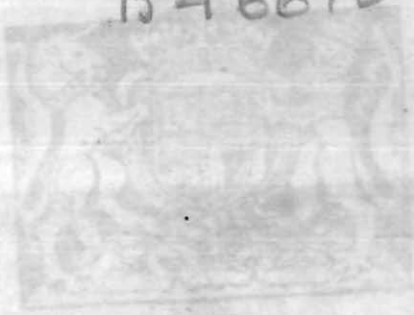
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Government of Bengal
Publicity Department

Third Year of Provincial Autonomy in Bengal

Being a report of the work done
by the Government of Bengal from
1st April 1939 to 31st March 1940

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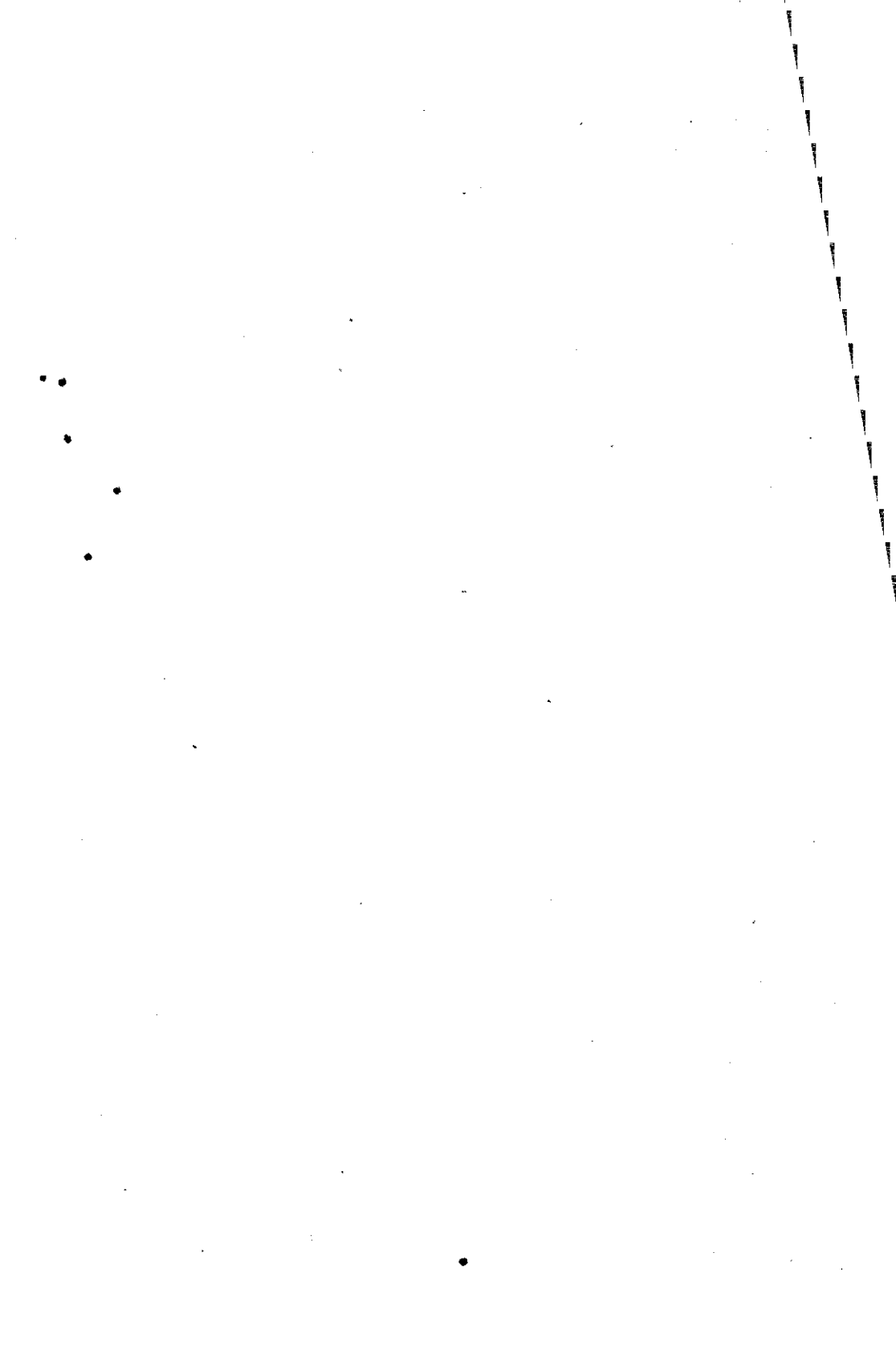
PREFACE.

This volume is continuous with the report entitled "Two Years of Provincial Autonomy in Bengal" which was published in August 1939. The progress in the various departments has been recorded in the present report from the same objective standpoint which was adopted in the previous volume. The publication of this report has been somewhat delayed due to causes which were insuperable. Fewer illustrations have been included out of considerations of economy.

ALTAF HUSAIN,

Director of Public Information, Bengal.

December, 1940.



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Third Year of Provincial Autonomy in Bengal

CONTINUED EFFORT FOR RELIEF OF THE MASSES

As before, the relief of the province's peasantry continued to remain the primary concern of the Ministry. A number of legislative and executive measures were adopted during the year under review to improve their lot. These are described below.

LEGISLATIVE MEASURES

Improvement of irrigation tanks

The Bengal Tanks Improvement Bill, which was introduced with a view to making special provision for the re-excavation and proper maintenance of silted up irrigation tanks and bunds has since become law (the Bengal Act XV of 1939). Necessary rules have been framed under the abovementioned Act and have been published in the "Calcutta Gazette". Government have also provided a sum of Rs. 50,000 in the budget for the year 1940-41 for working the Act in selected districts.

Further amendments of the Bengal Tenancy Act

(a) Section 52 of the Bengal Tenancy Act as it stood before Bengal Tenancy (Second Amendment) Act, 1939, provided for an increase of rent on proof of an increase of area of a tenure or holding. Where the lands were initially settled on a larger measure but a resurvey later with a smaller measure showed an apparent increase, landlords sometimes succeeded in proving with the help of misleading evidence that the standard used at the time of the settlement was the same as at the time of the resurvey and thus secured an increase in rent contrary to the real intention of the section. In order to prevent increase of rent in this way, the amendment of 1939 provided that no court shall decree any addition of rent unless it is satisfied that there has in fact been an increase in the actual area since the rent previously paid was settled. It also provided certain enquiries by court with a view to come to a correct decision and if in course of the enquiry the court finds that the present area is within the boundary as set forth in the kabuliat or patta at the inception of the tenancy no increase of rent

should be granted unless one of the boundary comprises a river or sea or land held in khas by the landlord or the Crown. As this later provision may act unfairly in the case of gradual encroachment made by a tenant, the law was further amended by the Bengal Tenancy (Amendment) Bill, 1940 (which is at present awaiting the assent of the Governor), to enable the landlord to demand an increased rent for the encroached area provided he had granted an equivalent reduction in rent for decrease of area of one or more of the contiguous holdings.

(b) The Bengal Tenancy (Third Amendment) Bill, 1939, was introduced in the Legislature with a view to further amending sections 26C, 26G, 52 and for certain new provisions:

(i) Section 26C(5) provides that notices of transfer of the holding of an occupancy raiyat shall be served by registered post. This having proved administratively very difficult as many such notices are returned undelivered, it has been proposed to change the section so that transfer notices may be served according to the rules framed by the Provincial Government.

(ii) The existing law contained in section 26G(1) as framed in 1928 prohibits any form of usufructuary mortgage other than a complete usufructuary mortgage. This has been evaded by execution of anomalous mortgages and kot kobalas which necessitated the further legislation prohibiting the alienation of lands by occupancy raiyats through kot kobalas or anomalous mortgages.

(iii) Under section 26G(5), a mortgagor is entitled to be restored to possession after 15 years at the latest and if he is not so restored he may apply for being restored. The proviso to this sub-section lays down that if a usufructuary mortgage has already expired on the date the amending Act came into force the mortgagor shall be entitled to possession but no compensation shall be payable for the period before the Act came into force.

In sub-section (6) it is stated that compensation may be awarded to the mortgagor for any period the mortgagee has remained in occupation in excess of that to which he was legally entitled. In order that proviso to sub-section (5) may have full meaning it has been proposed to delete sub-section (6) and insert it in sub-section (5).

(iv) It has been proposed to give mortgagors the right to institute a suit for the termination of a mortgage by conditional sale in which the possession of the land has been delivered to the mortgagee on proof that the original debt together with all interest due thereon has been extinguished by the profits arising from the land; and

(v) to similarly give to the mortgagee a right to sue at any time after the 15 years period for a declaration that the principal and interest due thereon has not been extinguished by the profits arising out of the land.

(vi) In order to save tenants from the harassment caused by sale, in execution of rent decrees, of their movable or immovable properties other than the tenure or holding to which the decree relates, it has been proposed that a decree for arrears of rent, whether having the effect of a rent decree or money decree, shall not be executed by the attachment and sale of any movable or immovable property other than the entire holding or tenure in question, the only exception to this being in the cases of tenancies the terms of which have expired before the execution of the decree or certificate.

The Bill has been passed by both Houses and is awaiting the assent of the Governor.

Amendment of the Bengal Public Demands Recovery Act

Section 22(i)(a) of the Bengal Public Demands Recovery Act, 1913, provides that in order to set aside a sale, a deposit of the amount specified in the sale proclamation together with interest at $6\frac{1}{4}$ per cent. calculated from the date of certificate to the date of deposit is to be made. But the amount specified in the sale proclamations already includes interest at $6\frac{1}{4}$ per cent. on the certificate demand from the date of signing the certificate up to the date of signing the sale proclamation. Under the existing law therefore tenants have to pay double interest to have the sale set aside. Section 22(1) has now been amended to prevent this double payment.

Non-Agricultural Tenancy (Temporary Provisions) Act, 1940

Since the introduction of the reformed constitution there has been a persistent demand, concurrently with demands for other measures of reform in the interests of tenants, for conferring better rights on non-agricultural tenants within Chandina (or bazar) and municipal areas particularly with a view to prevent their eviction at the will of their landlords. A Committee was set up in August 1938 to enquire into the question and to submit recommendations so that Government might deal with the matter after due consideration of all aspects of the matter. The Committee is still deliberating and has not yet submitted its report. In the meantime representations reached Government that with a view to forestall any legislation modifying the character of non-agricultural tenancies, landlords were indiscriminately filing ejectment suits in great numbers to oust their non-agricultural tenants and were thereby subjecting the tenants to much trouble and hardship. A circular was therefore issued by Government warning landlords against any such action, but this having failed to produce the desired effect, a Bill was introduced in the Legislature temporarily

staying all evictions of Chandina tenants in this province excepting Calcutta as defined in clause (11) of section 3 of the Calcutta Municipal Act, 1923 and such suburbs of Calcutta as may have been or may hereafter be notified under section 1 of the Calcutta Suburban Police Act, 1866. The Bill has since received the assent of His Excellency the Governor.

Protection of aboriginals

Operations under section 112 of the Bengal Tenancy Act which were started in 1938 in the partially excluded areas of Mymensingh with the object of reducing excessive rents and protecting the aboriginal tenants from oppression, have not yet been completed. In course of the operations it was found that a distinct aboriginal tribe, known as the "Bânais", a sub-caste of Koches but now resembling the Hajangs, exists in these areas, who are not included in the list of tribes mentioned in section 49A, Bengal Tenancy Act. A Regulation was accordingly promulgated under section 92(2) of the Government of India Act with a view to extend the provisions of Chapter VIIA of the Bengal Tenancy Act to this tribe.

Government have also appointed a Special Officer in the district of Dinajpur with a view to ameliorate the condition of the aboriginal population in that district.

EXECUTIVE MEASURES

Five year programme

An important step taken by Government during 1939 was the appointment of a Special Officer to draw up, in consultation with the local officers, a comprehensive five year programme of improvement works in the large Government estates, so that on its completion there may be tangible improvements in the Khasmahal Administration in the Province.

Revisional settlement operations

In deference to the wishes of certain sections of members of the Bengal Legislative Assembly Government abandoned the revisional operations in the district of Midnapore. The main ground of objection against revisional operations was that settlement costs are a heavy burden on landlords and tenants. As an up-to-date record-of-rights was considered to be indispensable to landlords, tenants and Government, a revised scheme was drawn up by Government under which

the landlords as well as the tenant's share of cost would be much less than what formely was the case and it was decided to take up revisional operations in Faridpur and Bakarganj in the first instance under the revised scheme.

Fisheries and fishermen

The Special Officer, who was appointed in 1938 to enquire into the condition of fisheries in Bengal with a view to explore the possibility of their State control and whether on the analogy of the Bengal Tenancy Act occupancy rights therein could be conferred on fishermen, has since submitted his report. The recommendations made in the report are now under the consideration of the Board of Revenue.

Land Revenue Commission

The Land Revenue Commission submitted its report at the end of March 1940. A summary of the recommendations of the Commission prepared by Revenue Department was issued as a press note. A senior I.C.S. officer was appointed by Government to examine the report.

Improvement of khasmahal administration

Some of the recommendations made in his report by Mr. M. M. Stuart, I.C.S., Special Officer, who was appointed in January 1938 to enquire into the grievances of tenants in Government estates and to suggest methods by which the administration of khasmahals can be improved, have since been examined and the following main recommendations have been accepted:—

- (a) In districts where there are regular accretions a register of approved applicants including those whose lands have diluviated and occupants of congested holdings is to be maintained and in settling Charlands, proposals will be limited to the applicants whose names are in the approved list so maintained.
- (b) The minimum limit of subdivision and distribution of tenancies and fees prescribed for the purpose as provided in section 88(2) of the Bengal Tenancy Act should remain unchanged. But only in cases where the services of an Amin are required in order to have a map and proper record of the changes an additional fee of annas 8 per plot subdivided subject to a minimum of Re. 1 should be levied.

- (c) New *chars* should not be settled unless they become fit for cultivation and unless beds of khals and sites are reserved for drainage purposes. Embankments in future are to be constructed only with the previous consent of the Irrigation Department.
- (d) Holdings should not ordinarily be less than 5 acres in size and where any holding is found to be less in area, in settling lands of contiguous holdings, preference is to be given to the holder of the former.
- (e) In areas where Land Revenue Settlement is in operation reduction of rent may be allowed on application owing to the reduction of the fertility of the soil. In areas where lands become unfit for cultivation after settlement owing to circumstances beyond the control of the Khasmahal Department and of the tenants, tenants are to be allowed to make temporary surrender of their tenancies, so deteriorated with option for revival of the right to pay rent.

Survey and Settlement cost

In view of the agricultural distress which prevailed in the district of Dinajpur as a result of the flood of 1938, the recovery of Survey and Settlement cost in that district was restricted to purely voluntary payments under the orders of Government during the year under review.

Certificate procedure

It has been decided by Government that the use of certificate procedure for recovery of rent from the tenants in Government and Court of Wards estates should be suspended for a further period of two years with effect from the beginning of the year 1347 B. S. subject to the proviso that it will be re-introduced in areas where tenants ask for it and in areas where a no-rent manifestation occurs, the previous approval of the Council of Ministers being obtained before re-introduction in any case. Orders have issued accordingly. The certificate procedure has lately been restored in the Contai khasmahals in the district of Midnapore and also in Jalpaiguri khasmahals, in pursuance of the policy stated above.

Cess revaluation

In the year 1939, cess revaluation operations under chapter VIIA of the Cess Act were taken up in the districts of Bankura, Khulna and Bogra. These operations have not yet been concluded. Government



Members of the Bengal Land Revenue Commission. Sitting left to right—Khan Bahadur Moazzemuddin Husain, M. L. C., Khan Bahadur Hashem Ali Khan, M. L. A., Khan Bahadur M. A. Momin, C. I. E., Sir Francis Floud (Chairman), Mr. R. K. Mukherjee, M. L. C., Maharajadhiraja Bahadur of Burdwan, Mr. B. K. Roy Chowdhury. Standing left to right—Mr. S. Das Gupta (Assistant Secretary), Mr. Abul Quasem, Mr. Nuruddin Ahmed, Sir Frederic Sachse, Mr. S. B. Hatch-Barnwell, I. C. S. (Special Officer), Mr. Anukul Chandra Das, M.L.A., Mr. M. O. Carter, I. C. S. (Secretary).

have also decided to take up similar operations in the districts of 24-Parganas, Nadia, Mymensingh, Malda, Rajshahi, Pabna, Faridpur and either Midnapore or some other district, during the year 1940-41.

"No-rent" mentality

After the inauguration of the new constitution there has developed in many districts in the Province what might be called a "No-rent mentality". This is due to a variety of causes including a general change in the ideas of the tenants regarding their own rights in land brought about by the constant preaching of new theories in this respect by various political groups. The passing of the Bengal Tenancy (Amendment) Act of 1938 which conferred extended rights to the tenantry and mitigated their long standing grievances, the working of the Debt Settlement Boards which in some cases prevented landlords from realising arrears of rent through the civil courts, the suspension of coercive measures such as the certificate procedure for realising arrear rents, the appointment of the Land Revenue Commission and various other committees to investigate the desirability of extending further rights and benefits to the tenantry, all these strengthened them in their mistaken idea that sooner or later rents would be reduced and all arrears of rent would be remitted. The situation was aggravated by the ex-detenus and communist leaders who took advantage of this unsettled state of affairs to foster a spirit of discontent against law and order.

After their release by the present Government, many of the ex-detenus plunged into subversive activities. They encouraged and organised associations of agriculturists with a view mainly to establish mass contact with tenants preliminary to an assault upon landlordism and not for the real welfare of the peasantry. Taking advantage of the simplicity and ignorance of the tenants, they posed before them as the champions of their cause and instigated them to withhold payment of rents and other lawful dues by raising various false expectations in their minds, though it is obvious that the proper course for having the grievances of the tenants redressed does not lie in withholding payment of rents, which only leads to their lands, their only means of livelihood, being sold up for arrears of rent.

As it is in the interest of the tenants themselves as well as of the administration that rents and other lawful dues should be paid regularly, Government have had to take prompt precautionary measures so that the peace of the land may not be endangered. While Government recognise the right of the tenantry to ventilate their legitimate grievances and have always taken adequate steps for their redress, they are definitely against individual agitators or samities conducting

a no-rent campaign or fomenting class hatred which may later lead to a breach of the peace or disturb the public tranquility. The local officers were accordingly asked to keep a close watch over the situation and take legal steps where necessary against those individuals or associations whose activities went beyond the ventilation of legitimate grievances with a view to their redress. At the same time they were asked to investigate carefully into the grievances of tenants in each case and where there were real grievances, to bring about an amicable settlement between the landlords and their tenants. Several Bengali pamphlets under the signature of the Hon'ble Chief Minister were also widely distributed among the tenants explaining the necessity of regular payment of rent and the danger which may result from the non-payment thereof.

As a result numerous disputes between landlords and tenants have been amicably settled throughout the province and the situation is reported to be well in hand.

During the year strained relations between the jotedars and adhiars have been reported from some localities in the Rajshahi Division specially in the districts of Dinajpur and Jalpaiguri. This is ascribed largely to activities of some interested agitators, such as, ex-detenus, members of Krishak Samities, communist leaders and Congressmen. The agitators appear to have instigated the adhiars at public meetings not to stock paddy at the houses of jotedars in contravention of the existing practice and thus set them against the jotedars. It is noteworthy that these instigators and agitators are not themselves cultivators but are drawn from communists and other political agitators who obviously want to exploit the masses for their own ends. At the instance of Government, representative conferences of jotedars and adhiars were held in Dinajpur and it is satisfactory to note that these conferences at many places succeeded in effecting a compromise between the adhiars and jotedars. As regards Jalpaiguri and other localities where the agitation is still continuing, attempts were being made to effect an amicable settlement between the adhiars and jotedars.

Relief of agricultural distress

During the year 1939-40 the economic situation in rural areas deteriorated further as a result of drought in most of the districts affected by the flood of 1938, as well as in some districts of West Bengal. There was a shortage of rainfall from the beginning of October 1938 and practically no rain fell till the 2nd week of May 1939 with the result that in some places winter paddy and rabi crops did not grow well and cultivators experienced difficulties in cultivating their land and planting seedlings for the "bhadoi" crops. Even where

lands had been cultivated the seedings withered from lack of moisture. On the other hand due to heavy rains in some areas in the beginning of the latter half of the year, combined with the rise in the water level of some of the rivers and high tides, as many as 15 districts were partially affected by flood. The problem of flood relief was tackled on a systematic basis with the co-operation of the public and by organising relief centres in different areas of flood affected districts. Government were fully informed of the condition of the people and for the relief of their distress, agricultural loans and gratuitous relief were given liberally and test relief works were opened where necessary.

During the year under review, Government granted:—

	Rs.
For agricultural loan	33,75,837
For land improvement loan	31,380
For gratuitous relief	1,09,224
For test relief work	6,61,485*

RELIEF OF AGRICULTURAL DEBTORS

Side by side with these measures calculated to improve agriculture in the province went on the operations of the Agricultural Debtors Act and its provisions were extended to further areas of the 25 plains districts of the province. During the year the activities of the Rural Indebtedness Department brought about important changes in many respects in the working of the Debt Settlement Boards.

Increase in the number of Boards

The number of Debt Settlement Boards of all types increased considerably and at the end of the year the numbers were:—

Ordinary Boards	3,784
Special Boards (normal)	119
Central Bank Special Boards	100
Land Mortgage Bank Special Boards	4

The Special Boards have as their Chairmen responsible Government officials, including several members of the judicial service for whom special permission was obtained from the High Court.

*The decrease in this amount as compared with the figure shown at the foot of page 8 of the publication entitled "Two years of Provincial Autonomy in Bengal," is due to surrender made by the local officers subsequently.

New legislation

The Bengal Agricultural Debtors (Amendment) Bill, 1940, which was passed by both the Houses of the Legislature in the last Budget Session has obtained His Excellency's assent, and it has since been put into operation. The new Act is designed to simplify the procedure for Boards by eliminating certain intervals at present prescribed between successive stages in the preliminary part of the proceedings, to secure a more rapid disposal of cases, to empower Boards to deal more effectively with cases involving usufructuary mortgages, etc. The distinctive features of the new Act are that—

- (1) no liabilities incurred on or after January 1st, 1940 to be subject to the Act;
- (2) it provides for a procedure for dealing with debts secured by usufructuary mortgages and for the restoration of the land to the debtor;
- (3) it provides for a revisional authority in the person of District Judge or Additional Judge for the cases where, it is thought, material injustice occurred;
- (4) it enables a joint debtor for arrear-rent to apply individually to the Debt Settlement Board for settlement of the entire rent-dues of the holding and thus to save it from auction sale;
- (5) it has further extended the scope of operation of the notice under section 34 and laid down that until sale becomes absolute execution proceedings in the sale of any property should be stayed on receipt of such a notice; and
- (6) it has effected a clear-cut division between the jurisdiction of an Ordinary and a Special Appellate Officer and thereby obviates the confusion which is apt to result from the exercise of concurrent jurisdiction by dual authorities.

Special powers of Boards

All Boards continued to exercise the powers under sections 9(2) and 13(2) and 800 Ordinary Boards have also been invested with the powers under section 19(1)(b). In addition Government felt that in view of the number of cases pending for disposal in which the assets of the debtor were insufficient to allow of any settlement under section 19, the time had come to make a cautious beginning in the use of sub-section (1)(a) of section 22, and accordingly selected Special Boards have been empowered under this sub-section upon the recommendation of Divisional Commissioners.

In order to stop abuse of the provisions of this Act by non-agriculturists, Government framed certain new rules prescribing the maximum amount of debt of any one debtor which can be dealt with under the Act.

In order to remove the misapprehensions of creditors, pending amendment of the Act so as to exclude future loans, another rule was added to make the compulsory provisions inapplicable to short-term loans up to Rs. 50 incurred after January 1939, so that agriculturists might not find difficulty in getting seasonal petty loans required for their sowing, harvesting and other daily requirements.

Government, while giving a breathing time to the indebted agriculturists by means of awards, have not been unmindful of the resultant repercussion on the landlords who depend chiefly on collection of rent for paying their revenue. A new rule has accordingly been added to limit instalments of rent-awards to a period of 4 years only.

Instructions have also been given to Boards for the prompt passing of separate awards for rent debts so that landlords' kists may not have to wait for settlement of other dues of the debtor.

It is hoped that with these powers and with the rules that have been promulgated, along with the amendments made in the Act, the progress will in future be much quicker, and that before long it will be possible to deal more satisfactorily with the large number of cases filed or to be filed before these Boards.

Film propaganda

Hitherto, propaganda of this Department was being conducted by means of lantern slides which were fairly effective in their own way; but with a view to creating a more abiding interest among the people so that none of them may be left in ignorance of the opportunity for relief offered by the Government through the Bengal Agricultural Debtors Act, a film on the basis of a story called "Fatema's Armlet" has been produced, and several copies of the same have already been sent out to rural areas for free demonstration through the National Welfare Units of the Publicity Department.

What the Debt Settlement Boards have achieved

At the end of December 1939 the number of applications filed before the Boards amounted to 1,703,736 of which 833,476 cases were disposed of. Of the cases disposed of, awards were made for payment of Rs. 5,89,08,818 as against the creditors' claims of Rs. 12,98,78,714 showing a reduction of 55 per cent. of the amount of claim.

Since this conciliation has up to date been almost entirely on a voluntary basis it will be seen that the Boards have shown wonderful progress in deciding the cases brought before them. Members of all these Boards now number about 20,000 and they are working without any remuneration. But in recognition of the praiseworthy spirit of sacrifice shown by those who have laboured regularly and honestly for the relief of the debt-pressed agriculturists Government have presented rewards to over 450 Chairmen and members of the more successful Boards.

PROGRESS OF AGRICULTURE

The Agriculture Department has, as stated in the previous report, a planned programme which provides for the development and expansion of the departmental activities under certain broad heads. The year under review was one in which a number of useful schemes were put into operation.

Agricultural education

The work of construction of the Dacca Agricultural Institute proceeded with the utmost expedition. The buildings are now complete and the Principal has been appointed with a nucleus staff for the purpose of making preliminary arrangements for starting the institute in July next. Sanction for the remaining staff has also been given. With a view to accelerating the augmentation of the demonstration staff of the province by turning out a larger number of men of the demonstrator class every year than the existing Dacca Secondary Agricultural School can produce, the Chinsurah Bhutnath Paul Agricultural School which was a private institution was taken over by Government in January 1940 on a temporary basis and has been reorganised on a permanent basis on the model of the Dacca Secondary Agricultural School with effect from March last. During the year under review, provision was also made in the budget for sending three students in the United Kingdom for training in Agriculture and Animal Husbandry but owing to international situation no students could be sent out and the provision has accordingly been repeated in the budget for 1940-41 for the purpose.

Demonstration

The policy of the Agriculture Department in regard to the annual increase in the number of agricultural demonstrators by ten was

followed during 1939-40. Sanction was also accorded to the appointment of a District Agricultural Officer for Bogra. Provision has also been made in the budget for 1940-41 for the appointment of two District Agricultural Officers for Mymensingh and Midnapore and for the staff and equipments for the Chittagong Farm. During the year under review, 22 Union Board farms were established in addition to the then existing 96 farms and 285 demonstration centres. In the budget for 1940-41, provision has been made for continuance of these 22 Union Board farms as well as for the establishment of 10 new Union Board farms. In view of the fact that the special agricultural staff for jute areas appointed by the Indian Central Jute Committee are not fully employed all the year round on jute work, the Committee have generously offered their services to be utilised on general demonstration work of the Department. With the help of this special staff it will be possible to start 63 additional Union Board farms and 189 additional demonstration centres at a very small expenditure on seeds and equipments, etc., for which necessary provision has been made in the budget for 1940-41. These additional Union Board farms and demonstration centres will be started shortly.

Agricultural research and experiment

Research staff under the Economic Botanists were strengthened during 1939-40 by the addition of one Assistant Botanist, one Mycological Assistant and one Entomological Assistant. A scheme for the establishment of a plant pathological and entomological section for the Agriculture Department was also drawn up and approved by Government with a view to financing it during 1940-41 but owing to financial stringency, no provision could be made for the purpose in the budget for 1940-41. A scheme for the appointment of a Physical Assistant under the Agricultural Chemist was sanctioned during the year in connection with the reclamation of saline soil, physical evaluation of river silt in the improvement of arable land and changes brought about by irrigation water. Provision has also been made in the budget for 1940-41 for an enlarged scheme for establishment of a Physical Section so as to enable the Agriculture Department to undertake a scientific soil survey of Bengal from two district standpoints, viz. :—

- (a) Classification of soil from the organic point of view, and
- (b) Survey from the irrigation point of view.

During the year an important scheme for flax demonstration was sanctioned and taken up by the Agriculture Department. The flax fibre is at present largely grown in Russia which produces flax to the extent of about 80 per cent. of the world's demand. Recent experiments by the Agriculture Department have shown that flax cannot

only be grown successfully in several places in this province but can be extracted as well by the Bengal cultivators. For the purpose of demonstration on this new fibre, a demonstration centre was started at Gaibandha during 1939-40 but as a single centre was considered to be insufficient, provision has been made in the budget for 1940-41 for the establishment of two additional centres. A scheme for the multiplication of mustard seeds was also sanctioned during 1939-40. This scheme aims at multiplication of high yielding varieties of mustards and it is hoped that this will go a great way in making Bengal self-supporting in the matter of mustards. A scheme for multiplication of fodder crops was also sanctioned during the year. The scheme for cultivation of long-staple cotton was continued during 1939-40 and provision made for this scheme as well as for a new scheme for the multiplication of Dacca No. 1 variety of long-staple cotton in the budget for 1940-41.

Publicity and propaganda

A small statistical section for the Agriculture Department consisting of one Statistical Assistant and a Computer was sanctioned during 1939-40. This small section is, however, neither sufficient nor competent to cope with the much wider questions involved in Intelligence Work. Accordingly, a scheme for the establishment of an enlarged Intelligence Section for the Agriculture Department for the purpose of collection and collation of information including statistics which the Department requires for shaping and modifying its programme of work in research, experiment and demonstration, and meeting the practical needs of the province, was drawn up and approved by Government during 1939-40 but owing to financial stringency, no provision could be made for it in the budget for 1940-41.

Animal husbandry

The schemes of cattle improvement which were started with the Government of India's grant for rural uplift were continued during 1939-40. The policy of the previous Government in regard to the establishment of a herd of Sindhis has been abandoned by the present Government as these did not prove suitable to this province and they have decided to replace them by the Harijana breed. A sum of Rs. 50,000 approximately was spent during 1939-40 for the purchase of Harijana stock, and it is proposed to purchase Harijana bulls worth Rs. 24,000 per year during 1940-41 and 1941-42. A scheme for the establishment of 5 poultry multiplication centres was sanctioned during

1939-40 at a total ultimate cost of Rs. 85,225. A scheme for the improvement of goat was also approved at a total ultimate cost of Rs. 18,899 but owing to financial stringency, no provision for it could be made in the budget for 1940-41.

Marketing

The scheme for the improvement of agricultural marketing in Bengal financed by the Imperial Council of Agricultural Research and the provincial scheme for the establishment of Egg-grading Stations were continued during 1939-40 and provision has also been made for their continuance during 1940-41. The comprehensive provincial scheme for agricultural marketing is still under consideration. The Hide Grading Stations at Tangra and Garden Reach which were opened with the financial assistance from the Imperial Council of Agricultural Research were maintained during 1939-40 out of the provincial revenues and will be continued during 1940-41 out of the same source. The Bengal Agricultural Produce Markets Bill is still before the Legislature.

Jute and paddy

The reports of the Bengal Jute and Paddy and Rice Enquiry Committees were published during the year under review and the recommendations contained therein are under consideration of Government. Attention of Government was drawn by a resolution in the Bengal Legislative Assembly to the low yield of rice per acre in this province in comparison with the yield of rice in Japan. It is accordingly proposed to depute an officer of the Bengal Agriculture Department to Japan to study the methods and conditions under which the yield of rice in Japan is so heavy.

The Bengal Jute Regulation Bill was passed by the Legislature during the year and has since received the assent of His Excellency the Governor. During the year under review, a scheme for registration of jute land with a view to restrict the cultivation of jute was taken up but owing to public criticism on account of the jute being not on the land while the record was prepared, a fresh registration of the jute-crop of 1940 while it is on the land has been undertaken.

Veterinary

The scheme for the provincialisation of the staff of itinerant Veterinary Assistant Surgeons for effective control of contagious and epidemic cattle diseases was given effect to during 1939-40, Three

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scholarships for the training of students in the United Kingdom for M.R.C.V.S. Diploma were sanctioned during the year. The scholars sailed for United Kingdom in December last. The scheme for the award of twenty additional stipends in the Bengal Veterinary College for meeting the deficiency in the number of students of the Muslim and Scheduled Caste Communities passing from the College every year was also sanctioned during 1939-40. With a view to raising the standard of teaching in the Bengal Veterinary College, one Assistant Lecturer and two part-time Lecturers were appointed during the year and provision has been made in the budget for 1940-41, for appointment of two additional part-time Lecturers for the college. With the object of training students of the college in Dairying and Animal Husbandry, a scheme for the establishment of a Dairy and Animal Husbandry Section at the Bengal Veterinary College has been drawn up and is under consideration of Government.

The people of this province are yet ignorant of the principles and practices in regard to the health and general welfare of the cattle which form a valuable asset to the agriculturists of the province. It is, therefore, considered necessary to carry on vigorous and intensive propaganda in the matter in the interior of the province. The Civil Veterinary Department has at present only one Veterinary Inspector to carry on what little propaganda he can. This is considered inadequate for a pre-eminently agricultural province with a vast cattle population. A scheme for augmenting the propaganda staff of the Department so as to have one Propaganda Officer for each of the three ranges into which the Veterinary Administration of the province is divided has been drawn up and is under consideration of Government.

PROGRESS OF EDUCATION

In the field of education further strides forward were taken during the year under review. The results achieved during the period are briefly set forth below.

University education

The University of Calcutta has been in the receipt of a block grant from Government amounting Rs. 4,85,000 since 1937-38. No further grant was necessary during 1938-39 and 1939-40.

A grant of Rs. 1,02,346 was sanctioned to the University of Dacca in 1938-39 in addition to the statutory grant of Rs. 5,50,000. These grants were repeated in 1939-40.



A typical procession which shows the nature of reception accorded to the Hon'ble Ministers when they tour the province in order to explain the Ministry's programme and policy.

A non-recurring grant of Rs. 1,00,000 was provided in the last year's budget for the construction of a Muslim Hall attached to the Dacca University estimated to cost Rs. 2,50,000. But the amount was not spent.

New grants for colleges

The following is a list of new grants for colleges sanctioned during 1939-40:—

Grants to non-Government Arts Colleges (non-recurring).

	Rs.
A. Building grants—	
(1) Karatia College (new buildings) ...	67,500
(2) Karatia College (improvement of hostels) ...	6,830
(3) Daulatpur Hindu Academy ...	1,847
(4) Burdwan Raj College (new buildings) ...	1,25,000 (ultimate 2,50,000)
(5) St. Xavier's College (new buildings) ...	1,50,000
B. Other grants—	
(1) City College (towards partial liquidation of debts)	50,000
(2) Bagerhat College (liquidation of debts) ...	10,000
(3) A. M. College and Bagerhat College (improvements of playgrounds) ...	852

A new college for girls named the Lady Brabourne College was started in Calcutta in July 1939 in a rented building pending the construction of buildings of its own. The construction of buildings for the Lady Brabourne College, Calcutta, and adaptation of the Christ Church Buildings for the accommodation of the Bethune College were in progress during the year.

New scholarship scheme

Government have introduced a new scholarship scheme from 1939-40. Through the generosity of colleges Government have been enabled to incorporate as an essential feature of the scheme the allowing of free tuition to all Government scholarship holders. This has made possible the award of a much larger number of scholarships than hitherto. Another special feature of the scheme is that in addition to the scholarships which will be awarded by the Director of Public Instruction and

the Board of Intermediate and Secondary Education, Dacca, certain scholarships have been attached to particular colleges to be awarded by the Principals of Colleges and special scholarships for different communities, viz., Muslims, Scheduled Castes, non-Muslims other than Scheduled Castes and Backward and Minority Communities have also been provided.

Secondary education

In the field of secondary education the following recurring provision was made in the budget for 1939-40 for recurring grants to non-Government Secondary Schools:—

	Rs.
(1) Additional provision for grant-in-aid to non-Government Secondary Schools for Boys	1,00,000 (Recurring)
(2) Additional provision for grant-in-aid to non-Government Secondary Schools for Girls	1,00,000 (Recurring)

In the course of these three years recurring provision for building grants to Secondary Schools has been gradually restored to its original figure of about one lakh of rupees.

In addition to the above there was a non-recurring provision of a little more than Rs. 1,50,000 for building, furniture and equipment grants to specific institutions in the budget for 1939-40.

Secondary Education Bill

The question of establishing a Board of Secondary Education for the whole province was taken up by Government and they held a series of conferences with the authorities of the two Universities and the representatives of the different groups in the Bengal Legislatures. The results of these deliberations have been embodied in a Bill which has since been introduced in the Legislative Assembly and referred to a Select Committee.

Primary education

In the sphere of primary education Government have gone ahead with the establishment of School Boards and the imposition of the cess.

The cess continued to be realised in the districts of Mymensingh, Dacca and Tippera and was imposed in the districts of Chittagong, Noakhali, Faridpur and Jalpaiguri during the year 1939-40. School Board was established and cess was also imposed in the district of 24-Parganas during the year.

The first problem to be solved in connection with the establishment of reorganised primary schools consequent on the imposition of the cess is that of ensuring a supply of trained and efficient primary teachers for such schools, and Government have already started from January 1940, 32 additional training centres in six "cess-districts". These centres will turn out more than 1,100 primary teachers every year. Steps are also being taken to establish such training centres in January 1941, in the three remaining cess districts and also in other districts where the cess is going to be imposed.

The financial problem is not solved with the imposition of the cess. In most districts, the requirements are much in excess of resources, viz., receipts from the cess and the existing Government grant. These are some aspects of the problem of universal primary education which are now engaging the closest attention of Government.

An additional provision of Rs. 5 lakhs which was sanctioned during 1938-39, was repeated during the year 1939-40, for the improvement of primary education. An extra grant of Rs. 57,600 was sanctioned by Government during the year for grant-in-aid to girls' primary schools and maktabs in rural areas under the control of District Boards. This extra money has helped the growth and development of girls' primary education in rural areas where the demand for such education has been insistent.

As regards primary education in municipalities, arrangements have already been made by the Chittagong Municipality for the introduction of free and compulsory primary education of boys. Steps have also been taken to introduce free and compulsory primary education for girls of school-going age within the Chittagong Municipality with effect from 1940-41. Free primary education schemes were extended during the year to the municipalities of Darjeeling, Gaibandha, Bankura, South Suburban Municipal area, Hooghly, Chinsurah and Bogra. The schemes have been introduced in all these municipalities. An extra provision of Rs. 21,204 was provided by Government in the budget for 1939-40.

A committee was constituted by Government to advise them concerning the problem of primary education, and has submitted its report.

The Government are now considering the recommendations of the committee and would try to put some of them into effect in the immediate future.

It will thus appear that the Ministry are fully alive to the needs of primary education in the province and are anxious to promote it as best as it lay within their power.

Education of Muslims

It has been the accepted policy of Government to provide suitable facilities for the students of the Muslim community by the reservation of seats for them in all classes of educational institutions and by the award of special scholarships, stipends and free-studentships.

In connection with Muslim education the following points deserve mention :—

- (i) An additional sum of Rs. 1,10,000 was provided in the Education Budget for 1939-40 for the creation of scholarships, stipends and free-studentships.
- (ii) A committee has been appointed by Government to investigate the problem of Madrasah educations, this committee had not finished its deliberations at the end of the year under report.
- (iii) Hooghly Madrasah has been raised to the status of an Intermediate College.
- (iv) An additional sum of Rs. 50,000 recurring has been provided for grants-in-aid to Madrasahs in the budget for 1940-41.
- (v) A women's college (Lady Brabourne College)—chiefly for Muslim girls has been opened from July 1939.

Education of women and girls

The question of extending the facilities for the education of women and girls has been engaging the attention of Government for some time past. Government policy is now to encourage private enterprise in this regard by grants-in-aid. Provision has, therefore, been made for grants, capital and recurring, to several institutions for girls.

A lump provision has also been made for making adequate grants-in-aid to non-Government education institutions for girls in general. Two State scholarships for Indian women have been created from 1939 for advanced studies in the United Kingdom. For the higher education more particularly of Muslim girls a new college called "Lady Brabourne College" has been established at Calcutta from July 1939. The demand for development and expansion of the Bethune College has been met by the adaptation of Christ Church buildings. Construction of new buildings for the Eden High School, Dacca, began during the year.

Education of Scheduled Castes

The interests of the scheduled castes have received due consideration. Apart from the creation of a State scholarship for study abroad and a recurring provision of Rs. 29,160 for scholarships and stipends, several senior and junior scholarships have been created. The question of giving facilities for hostel accommodation for students of the scheduled castes at Comilla and Barisal is receiving the attention of Government.

A sum of Rs. 1,50,000 out of the provision of Rs. 5 lakhs has been allocated for the construction of scheduled castes High English and Middle English School buildings.

It is also very important to note that 1,500 stipends at Rs. 4 per month per head were distributed to the scheduled castes pupils of high stage during the year under report.

Training of teachers

The dearth of adequately trained teachers is felt in every secondary school. The University has devised a scheme for giving facilities to graduate teachers of certain aided high schools to study privately under certain conditions. Government sanctioned during the year Rs. 4,000 for an extension of the scheme for opening training centres attached to 25 high schools for non-College B. T. training. The scheme for holding refresher courses for primary school teachers at different centres for a period of 5 years with effect from 1939-40 has been sanctioned by Government.

Oriental education

With the object of giving an impetus to oriental education as imparted in tols Government sanctioned Rs. 10,000 per annum for grants-in-aid to indigenous Sanskrit tols and Rs. 5,000 for Buddhist tols.

Physical education

Physical education received greater attention from Government. Apart from the establishment of Youth Welfare Councils in different districts and continuance of the grants to the Boy Scout, Girl Guide and other activities a scheme for the training of women teachers—both Indian and Anglo-Indian—in physical education has been sanctioned by Government at a cost of about Rs. 23,000 per annum.

The above is a brief indication of the achievements of the present Ministry in the field of education. It is by no means all that Government would like to do but they have of necessity confined themselves to the most urgent needs of the department consistent with the needs of other departments.

RURAL UPLIFT WORK

In the comprehensively planned work set before itself by the Department of Rural Reconstruction, the year under review has been one of steady and considerable progress. The most notable scheme given effect to has been to provide, for the first time in the history of the province, for the supply of trained personnel, official and non-official, for the fast increasing duties in the countryside. The Department has established, though as yet informally, a course of instruction based on a judicious combination of suitable theoretical and practical training; and, before being formally fixed it will be further adapted to felt needs.

Training of officers

The training was started with chosen Circle Officers from the districts, fifty-nine of whom were brought together in a camp in the village of Bishnupur in 24-Parganas. The period for the training was two months, January and February 1940. The Training Camp was opened by the Hon'ble Mr. H. S. Suhrawardy, the then Minister in charge of Rural Reconstruction; and, at the closing ceremony attended by the Hon'ble Mr. Tamizuddin Khan, the present Minister in charge of Rural Reconstruction and the Hon'ble Mr. H. S. Suhrawardy, the Hon'ble the Chief Minister presided. During the period of the training, His Excellency the Governor of Bengal, many of the Hon'ble Ministers, and other distinguished persons, official and non-official, visited the Camp and also some of the units of out-door work. Mr. T. I. M. Nurannabi Chaudhuri, I.C.S., the Director of Rural Reconstruction, Bengal, who had organized the Camp, was in control and Mr. H. S. M. Ishaque, I.C.S., in whole-time charge.

The training consisted of two parts, the practical and the theoretical. In the practical part, each officer on training was told off to a neighbouring village where he was to work during fixed hours daily. The successive stages in his duty here, as laid down uniformly for all the areas of work, were (1) to hold public meetings and create enthusiasm for uplift work among villagers and, through a selective process, form a Village Development Association and a corps of volunteers with the best men available, (2) to conduct, chiefly through the Association and the volunteers, economic inquiries about every

household in the village and also about the village as a whole, in accordance with questionnaire prepared by the Department, and, (3) on the basis of facts thus ascertained, to cause to be prepared by the Village Development Association a planned scheme of local development spread over a reasonable period and scheduled to time in each item, touching all aspects of local life and meeting all local needs. Other less precise, but essential duties included the organisation of the self-help and mutual help of the villagers so as to prepare them to dispense with all outside help and the co-ordination of the activities of the relevant Government departments so as to focus them all on the multiple needs of the same area.

The response of the locality to the work of the officers, at first, naturally enough, shy, became, as time passed, quite satisfactory; and, by the time the Training Camp closed, the newly formed Associations had not only produced excellent schemes and programmes but also carried out, with self-help and mutual help only, works of definite local utility which otherwise, in an area so very backward, either would not have been started at all or at least would have entailed large Government grants. To encourage the workers, however, and to ensure continuity of effort, a nominal Government grant of Rs. 50 has been distributed in each village in the Camp area, after the training was over; and meritorious local work has been suitably recognized by the award of certificates and medals and prizes in inter-block competitions.

In the theoretical part of the training, the officers attended a fairly comprehensive course of lectures by official and non-official specialists on a wide variety of technical and non-technical aspects of Reconstruction. Books and periodicals to supplement the lectures were provided for in the Camp library. Lecture-notes were duly taken and diaries were kept.

The necessary adjustment of the theoretical to the practical part of the training was secured by formal debates and discussion as also by informal conversation, among officers on training, about their work. In mass meetings held at the Camp from time to time to renew the contact between the officers and the people of the area, the difficulties that arose during the work were suitably resolved. The Director of Rural Reconstruction who was on constant tour in the local countryside guided both the theoretical and the practical training in detail during every stage.

On completion of the training, the officers left for their respective stations; and already, during the brief period that has elapsed since, some of these trained officers have been instrumental in opening training camps at subdivisional headquarters for volunteers, at practically no expense—a sure proof of earnestness on one side and of a growing

demand for training on the other. Subdivisional Training Camps for the training of nearly all local officers and chosen village workers and also Circle Training Camps on a still wider basis will be started during the current year throughout the province and the Department of Rural Reconstruction has put through the necessary arrangements.

Training of students

The training of officials at the Bishnupur Training Camp has been followed up without loss of time, by another essential item of training, that of the advanced students; and a start has been made with University and college students of Calcutta. Training, closely similar, has been arranged to be provided shortly for the University and college students of Dacca also.

An appeal by the Hon'ble the Chief Minister and the Hon'ble Minister in charge of Agriculture, Industries and Rural Reconstruction, and letters from the Director of Rural Reconstruction to the authorities of the University and colleges of Calcutta which followed, induced a fairly satisfactory enlistment of students for the training; and a short course of lectures touching all the useful subjects in Rural Reconstruction, from "The ideology and methodology of the work" to "The utilization of waste products", arranged from the 21st to the 25th April, was inaugurated by the Hon'ble Minister in charge of Agriculture, Industries and Rural Reconstruction, at the Calcutta University Institute, on the 20th April. The classes were held in the evening in the Library Hall of the Institute.

It has been arranged that those who have enlisted and attended the lectures will complete their training by doing some practical work in their own villages during the summer recess on approved lines in co-operation with their respective Circle Officers, Village Development Associations where these have been formed, and Union Boards. The Director of Rural Reconstruction has explained to them in detail their duties and responsibilities as well as their place in the new planned scheme of things. And, from what has been experienced of their keenness, it seems certain that, not only to their own, but also to all the neighbouring villages, they will be a source of abiding impetus to Rural Reconstruction on enlightened lines.

Continued fight against water-hyacinth

Sustained and unremitting activity against water-hyacinth has been another principal feature of the work of the Department during the year under review. The very success of the Bengal Water-hyacinth

Week had brought certain aspects of the problem into clearer relief than before; and, in dealing with these, a satisfactory beginning has been made.

To organize defence at the points of entry, the Director of Rural Reconstruction has co-ordinated official opinion in the border districts most directly affected, namely, Tippera, Rangpur and Mymensingh, and, with it, the opinion of the Chief Engineer, Irrigation Department. And the greatest common measure of agreement secured is that big carriers of water-hyacinth like the rivers Brahmaputra and Meghna which cannot, in the existing circumstances, be possibly barricaded, are more or less harmless, if the over-flow of the weed along their banks can be prevented and the entire volume of it can be induced to drift to the sea. The smaller rivers, however, can be barricaded, on the whole, effectually.

The surest method of preventing overflow into fields, small rivers, khals and tiny inlets along the banks of big rivers, is to put up barricades where overflow is likely. And the Director of Rural Reconstruction, besides drawing the attention of District Officers to this point, has taken estimate of all local requirements.

The problem of "bil" areas

It was considered desirable, as a result of experiences during the Water-Hyacinth Week, to cut up large 'bil' areas naturally difficult to tackle, with barriers, into sections, of course, leaving room for the passage of boats and to take up the clearance of all sections simultaneously, but as separate blocks, through local campaign.

On the 24th September 1939, a conference presided over by the Hon'ble the Chief Minister and attended by the Director of Rural Reconstruction, the District Magistrates of Bakarganj and Faridpur, Subdivisional Officers, Circle Officers and others was held in the village of Banaripara in the district of Bakargunj, to discuss problems about water-hyacinth in the districts of Bakargunj and Faridpur. In accordance with decisions here arrived at Maulvi Abdur Rahim, Sub-Deputy Collector was appointed Special Officer, Water-hyacinth, to prepare and help in the execution of 'bil' schemes beginning with the 'bils' of Faridpur and Bakargunj. He submitted a report and a Special Scheme for the Satla group of 'bils' after inquiry. Experiments started by Mr. J. L. Llewlyn, I.C.S., the District Magistrate of Bakargunj, with water-hyacinth traps, were discussed at the Banaripara Conference and continued with a substantial measure of success.

The Director of Rural Reconstruction held a conference at Baral Bridge in the district of Pabna, to discuss the problem of the Rajshahi-Pabna 'bil' areas, with the District Magistrate of Rajshahi, some of

the Subdivisional Officers and Circle Officers of Rajshahi and Pabna and other local officials and non-officials.

Persistent local campaigns in particular reference to 'bil' areas specially evolved have been organised by District Magistrates and Subdivisional Officers throughout the year under review, on advice from the Director of Rural Reconstruction. The periods of the greatest activity have been naturally enough, the rainy season and autumn. And, though a second Water-hyacinth Week on a formal, provincial scale has not been held, local campaigns virtually all over the province have been taken up the work when the week left it and have effectually continued it.

The allotments left over after the Water-hyacinth Week have been fruitfully utilised in working the special scheme and also otherwise, in local campaigns.

Other activities of the Department

In regard to the other activities of the Department also, the year under review marks a conspicuous advance. General ideas about the correct approach to Rural Reconstruction have been further elucidated and disseminated throughout the province, notably through the demi-official letter No. 262(27)R.R., dated the 19th September 1939, from the Director of Rural Reconstruction, Bengal. "The problems of a single home of an average cultivator" have been here examined in detail and the importance of a survey "of the needs and requirements of every village, in fact, every home—planning preparation and propaganda", emphatically indicated.

This letter started in every district a campaign for Rural Reconstruction and Adult Education Fortnight, touching the whole life of the villager at all, at least, important points. And, though subsequently the Fortnight could not be held on a formal, provincial scale, in the spring of 1940, local campaigns indicated in a letter from the Director of Rural Reconstruction, dated the 17th October 1939, were nevertheless held in many districts most successfully. Of these, Rajshahi happens to be a conspicuous example.

Reports from districts show a steady rise in the number of Village Development Associations; and the fact that they are working in all cases without hitch is at once a proof of co-ordination and an earnest of wider co-ordination to follow.

The Department has acted throughout the year also generally, as the clearing-house of all kinds of useful information about Rural Reconstruction, thereby fulfilling not merely for this province, but



A clean and picturesque village road : the work of voluntary rural reconstruction workers. Thousands of them are at work all over the province and the face of Bengal's villages is slowly changing.

also for other provinces, the needs of co-ordination, organisation and effort.

At the end of the year the Director of Rural Reconstruction submitted to Government new schemes of Rural Reconstruction for 1940-41. The main objective of the schemes is to organise a vigorous campaign throughout the province so that in practically every village in the province a Rural Development organisation may be set up, economic enquiries may be completed and work started in right earnest with a comprehensive plan and programme of development and reconstruction and intensified as much as possible within a year.

MEDICAL RELIEF

More money for hospitals and dispensaries

The Ministry is following a liberal policy with regard to the expansion of medical relief in the rural areas with the three-fold object of—

- (a) increasing the number of dispensaries in villages;
- (b) improving the Sadar hospitals; and
- (c) improving the Subdivisional hospitals.

(a) The grant for the year 1939-40 was fixed at Rs. 1,50,000, i.e., at Rs. 40,000 over the normal of Rs. 1,10,000. The actual grant disbursed however was more, viz., Rs. 1,62,500 and money was provided for all the dispensaries which were found eligible for the grant. It has been decided to increase the normal grant of Rs. 1,50,000 with effect from 1940-41 and the actual grant disbursed is expected to be much higher.

(b) The scheme of improving the Sadar hospitals by grants-in-aid is being steadily pursued and an amount of Rs. 1,22,818 was disbursed in 1939-40 for the improvement of eight such hospitals:—

	Rs.
Faridpur	... 7,000
Burdwan	... 15,318
Bakarganj	... 5,000
Mymensingh	... 25,000
Chittagong general	... 25,000
Rajshahi	... 30,000
Rangpur	... 10,000
Noakhali	... 5,500
	<hr/> 1,22,818 <hr/>

(c) A survey of the needs and requirements of subdivisional hospitals has already been started preliminary to drawing up a scheme for their improvement.

Improvement of nursing arrangements

The nursing arrangements in the hospital are not generally satisfactory and the efforts of the Ministry have been directed to its improvement. Steps have been taken for employment of additional nurses in the Mitford Hospital, Dacca. It has been decided to employ an additional staff of nurses in the Medical College Hospitals for improving nursing arrangement there and the necessary provision has been made in the budget of 1940-41. An additional staff of nurses have also been employed in the Campbell. There is besides a comprehensive scheme for radical improvement of nursing in the institution and for training of Indian nurses on a large scale which has already been approved, and quarters for the additional staff are being constructed at a cost of Rs. 2,86,000.

It has been decided to instal fans in the Makenzie and Woodburn wards of the Campbell Hospital to ameliorate the condition of patients. These wards being roofed with tiles get very hot in the summer and patients suffer greatly in consequence. The fans will be a great relief to the patients.

Faculty of Unani medicine

It has been decided to start a State Faculty of Unani Medicine with a view to encourage and regulate practice in this system. It has also been decided to make a capital grant of Rs. 4,000 to enable the Unani Faculty to make a start.

Faculty of Homœopathic medicine

It has also been decided to establish a State Faculty of Homœopathic Medicine and the statutes have been drafted.

It was decided in 1939-40 to make grants to the following institutions and purposes and the amounts were provided in the budget of the following year.

Grant for T. B. patients and institutions

A grant of Rs. 15,000 was distributed as in last year, amongst the several sadar hospitals with beds for T. B. patients, for providing better nourishment and treatment for such patients.

It was also decided to make a recurring grant of Rs. 10,000 to the Jadavpur T. B. Hospital (provision made in budget, 1940-41) to provide for reservation of 10 beds for patients from rural area.

Other grants

It was decided to make a capital grant of Rs. 2,65,000 for construction of quarters for additional nurses to be employed in the Lady Dufferin Victoria Hospital which has been recently enlarged and requires encouragement as an institution catering to ladies.

It was decided to make a grant of Rs. 20,000 in 1940-41 to the S. K. Hospital, Mymensingh, to help the institution out of its financial difficulties, which has arisen out of non-receipt of interest on its deposit of about Rs. 2 lakhs in the Co-operative Bank.

It was decided to provide a grant of Rs. 10,000 to the Indian Institute of Medical Research in the budget of 1940-41 to enable the Institute to carry on original researches in medical science. This was in addition to another grant of Rs. 10,000 previously made to the Institute.

To assist the Association for the Prevention of Blindness in Bengal to carry on the very useful work which they are doing in the rural areas of Bengal a grant of Rs. 15,000 was made to the Association in 1939-40 to enable them to run 3 travelling eye dispensaries in addition to the dispensaries run by them out of their own resources.

It was also decided to make a further capital grant of about Rs. 22,500 in 1940-41 to enable the Association to increase the number of the travelling eye dispensaries to five and thus to increase the range of their activity.

It was also decided to make the grants to the following institutions which cater to the needs of the rural population. The sums were provided in the budget of 1940-41:—

	Rs.
(i) Santhal Mission Hospital at Sarenga, Bankura	... 3,000 (non-recurring)
(ii) Prince Gholam Md. Charitable Dis- pensary, Tollygunge	... 4,500 (non-recurring)
(iii) Birisiri Hospital, Mymensingh	... 5,500 (non-recurring)
(iv) Sahebrampur Dispensary, Faridpur	750 (non-recurring)
	and 400 (recurring)
(v) Mirkutia Dispensary, Pabna	... 750 (non-recurring)

PUBLIC HEALTH

Malaria

The policy of the free distribution of quinine has been revised and a revision of the policy regarding anti-malaria grants to local bodies has been under the active consideration of Government.

Under the revised policy for the distribution of quinine, a more effective and popular method of distribution has been adopted, according to which a part of the grant for the purpose is distributed through popular agencies, recognised associations, and individuals, such as, teachers of schools and mukhtabs, co-operative societies, missionary establishments, Bratachari societies, etc., so that the large body of sufferers who do not come near the hospitals may be reached. The grant has also been increased in the budget of 1940-41, by Rs. 1,00,000 to Rs. 5,00,000.

The proposed revised policy for anti-malaria grants, contemplates liberal grants to be made to the local bodies towards anti-malaria schemes of a more or less comprehensive and permanent nature, e.g., flushing schemes, irrigation projects, anti-larval measures, etc. A Malaria Engineer has been appointed to assist local bodies in the preparation and execution of such schemes of an engineering type.

An intensive anti-malaria scheme on a five year plan was also inaugurated at Jessore during the year. The Government of India have contributed Rs. 1 lakh spread over five years and an equal amount is being contributed by the Provincial Government.

Small-pox

In order to have effective preventive measures in time against diseases like small-pox, malaria, etc., the Ministry have considered it necessary to correlate and analyse the statistical information available in the Public Health Department. With this object in view the post of a Superintendent of Vital Statistics and Vaccination has been created.

Tuberculosis

Two items of the comprehensive anti-tuberculosis scheme prepared by the Public Health Department, viz., training of medical and health officers in modern methods of diagnosis and treatment of tuberculosis and additional grant towards better treatment and nutrition of tubercular patients admitted to district hospitals have already been given

effect to. Further progress of the scheme is awaiting decision as regards the utilisation of the provincial share of the King-Emperor's Anti-tuberculosis Fund. Tuberculosis survey in typical areas is proceeding and the results will be of great value in the future moulding of the scheme.

Maternity and child welfare

The development of maternity and child welfare services had a good and appreciable progress during the year. A lump grant of Rs. 50,000 was provided in the budget for liberal grants-in-aid towards establishment and maintenance of maternity and child welfare centres and clinics, inclusive of maternity wards where possible. An enthusiastic response was also received from local bodies and voluntary associations and the response is on the increase. A large part of the grant was spent. The provision has been repeated in this year's budget. Several schemes are under examination of Government and some have already matured. It is expected that the provision of this year will be fully utilised. Provision for grants has also been made towards voluntary associations which are doing excellent work, viz., Ramkrishna Shishu Mangal Pratisthan and Ram Krishna Medical Education Society.

Rural Public Health Reorganisation

The comprehensive scheme framed by the Public Health Department for control of public health, co-ordinating curative and preventive measures is still under scrutiny by Government. Under this scheme a well-defined and manageable unit with a treatment centre between two unions will be placed under the charge of a medical officer of health with health assistants and other staff for affording medical relief as well as carrying out public health work in all spheres on approved modern lines. A provision of Rs. 1,50,000 has been made in the current year's budget for partially initiating the scheme. In the meanwhile a scheme of public health organisation for the Chittagong Hill Tracts has been worked out and provision has been made for the purpose in the budget for 1940-41.

School hygiene

The school hygiene work has been taken over by the Public Health Department. A moderate scheme for this health service, which is so essential towards healthy and productive citizenship of the future has been worked out and a sum of Rs. 17,900 has been provided in the

current year's budget for the purpose. An Assistant Director of Public Health and an Inspector and an Inspectress will be appointed for supervising the school hygiene work in the province.

Water-supply

Government made during 1939-40 substantial grants towards improvement of the South Chandpur Municipal Water-supply and the Dacca Municipal Waterworks, and have also made provision in this year's budget for the construction or improvement of waterworks at Dacca, Munshiganj, Perojpur, Naihati, Jhalakati and Rajshahi.

For water-supply in rural areas a grant of Rs. 7½ lakhs was distributed last year among the districts and the same amount has been distributed early this year for the purpose pending consideration of the proposed comprehensive rural water-supply scheme for the whole province.

Comprehensive programmes of water-supply in the districts are now being prepared with the co-operation of the district boards and in consultation with the local water-supply committees set up for the purpose, at the headquarters of districts, subdivisions and thanas. A number of districts has already forwarded their programmes of water-supply to Government for consideration. As soon as the programmes from all the districts are received, they will be considered and immediate action will be taken so that the problem of rural water-supply may be solved effectively within the shortest possible period. This would undoubtedly involve a heavy outlay, but Government are prepared, if necessary, to float a loan to meet the situation.

Government have continued to maintain a rural water-supply subdivision under the Chief Engineer, Public Health Department, Bengal. The staff, from the later part of 1938-39 have been making a survey of rural water-supply in various districts where necessary and examining and advising whether the proposed sources of water-supply are suitable and are according to the approved specifications and whether the arrangements made for maintenance of these sources are satisfactory.

IRRIGATION PROBLEMS

The irrigation problems, major and minor, continued to receive energetic attention during the year and several projects were completed and work on others proceeded.

One of the main resolutions of the conference regarding the river problems in Bengal which was held on the 14th, 15th and 16th July 1938, was that in view of the complexity and unique nature of the river problems in Bengal immediate steps should be taken to establish in the province a Hydraulic Research Laboratory to study scientifically the problems of irrigation erosion, river training and development in Bengal with the aid of laboratory models and experiments. Accordingly a detailed scheme for a Research Laboratory for the above purpose was prepared in collaboration with Dr. N. K. Bose, Mathematical Officer, Punjab Irrigation Research Institute. Two alternative sites were proposed, viz., one at the Corporation Waterworks at Palta and the other at the Dhakuria Lake.

Meghna River Commission

The Government of Assam was requested to agree to the constitution of a river commission to deal with all matters relating to the conservancy of the Brahmaputra and Meghna rivers. That Government accepted the proposal in principle.

Small schemes

The preliminary examination of about 800 small schemes to meet local needs was completed.

As the detailed preparation, execution and maintenance of these small schemes, if undertaken by the officers of the Irrigation Department, would occupy practically all their time to the neglect of the major problems of the province, it was proposed that the initiation, preparation and execution of these schemes should rest with the District Boards. Government realise that these Boards could not be expected to take up a new line of activity without some financial assistance and contemplate that while these schemes should be investigated, prepared and executed by the engineering staff of District Boards under the general instructions of this department, Government should contribute two-thirds of the initial cost of each scheme, the responsibility for future maintenance of the works executed resting with the District Boards. Commissioners of Divisions were requested to ascertain the views of each District Board on the general idea of decentralisation and on the question of the allocation of cost between District Boards and Government as also on the question of training and maintenance of staff by District Boards for the purpose.

Schemes taken up or completed

Several small schemes were either taken up or completed during the year 1939-40. These are as follows:—

1. Excavation of and repairs to Khairabani bundh were in progress. Nearly three-fourths of the work of the scheme was completed.
2. The Raju bundh scheme was completed.
3. More than half of the work of the Bhatui scheme was completed. A sum of Rs. 11,576 was spent during 1939-40 against the estimated amount of Rs. 21,376.
4. The Jaliabari scheme in the district of Faridpur which was commenced in the previous year was completed.
5. The Faridpur-Bhanga khal was completed.
6. The Saldah Bil scheme in the district of Dacca was taken up.

Larger irrigation projects

During the year under review the contour survey of the remaining area in Central Bengal was completed at a cost of Rs. 56,000.

The estimate amounting to Rs. 3,95,256 for contour survey in a part of North Bengal comprising about 13,500 square miles in the districts of Jalpaiguri, Dinajpur, Rangpur, Malda, Bogra, Rajshahi and Pabna was approved.

The Damodar-Hooghly Flushing and Irrigation Scheme which had already been prepared in detail was modified to include an additional area of about 89 square miles known as the Amta area.

Progress was made with the preparation of two large reservoir schemes in Western Bengal, viz., the Darakeswar and the More Reservoir projects.

Other important schemes

More than half of the Bhairab scheme in the district of Jessore which was taken up during 1938-39 was completed, Rs. 1,08,000 being spent during 1939-40.

Work on a project for the relief of flooding on the right bank of the Damodar river was in progress and a sum of Rs. 76,552 was spent.

With a view to mitigating the distress resulting from the congestion of drainage in about 100 square miles of land situated south-east of Calcutta, a scheme called the Tolly's Nala improvement scheme



The Sevoke Bridge.

The bridge, construction of which was completed during the year, will maintain unbroken communication between the plains and Kalimpong, and onwards to Sikkim and Tibet.

estimated to cost Rs. 1,77,822 was drawn up and sanctioned. The scheme was taken up towards the end of the year and it is expected to function partially shortly.

The re-excavation of the Satkhira khal in the district of Khulna was completed.

A great many of the Rural Re-construction schemes in Bengal financed out of the Government of India grant and local contribution have been completed and some other are in progress.

Departmental reorganisation.

The temporary reorganisation made in the year 1939-40 was made permanent with effect from March 1940. In addition an agricultural officer was deputed to the Development Circle to make necessary investigation and advise the department in regard to the method of cultivation and introduction of substitute crops in areas of Central Bengal where the crops now grown are exposed to damage by flooding.

Road development

During the year under review further progress was made in road development work, and at Rs. 26,50,000, expenditure from the Road Development Fund was just short of 6 lakhs in excess of that incurred during the previous year, which, it will be remembered, saw an increase of nearly 7½ lakhs compared with 1937-38. The balance of the Fund which had accumulated in the hands of the Provincial Government before 1937 was exhausted, and that held by the Central Government at the credit of the province had to be drawn on. The result is that whereas 3 years ago it seemed not unlikely that Bengal's annual share of the Petrol Tax would be diverted to provinces which were ready to make immediate use of funds available for road development, the outlook now is that Bengal will soon require to have its normal share from the Central Road Fund supplemented from other sources to the extent of 75 per cent. to 100 per cent.

During the year (1939-40) no less than 34 projects were in course of execution. Of these the following projects were completed during the year :—

- (1) Improving the Jessore Road from Calcutta to Gaighatta.
- (2) Constructing the Kunti bridge on the Grand Trunk Road.
- (3) Pabna-Ishurdi Road including the bridge over the Ichamati.

New works started during the year are—

- (1) Improvement of the Ghosepara-Jaguli Road.
- (2) Concreting a portion of the Dum Dum-Cossipore Road.
- (3) Construction of the Saraswati bridge on the Grand Trunk Road.
- (4) Construction of the Burge bridge over the Cossye river at Midnapore.
- (5) Modernizing the Sainthia-Sultanpur Road.
- (6) Modernizing the Kandi-Sultanpur Road.
- (7) Metalling and improving the Birganj-Dinajpur section of the North Bengal Highway.
- (8) Improving from mile 3-1,260ft. to mile 6 of the Chittagong-Dacca Trunk Road.

The Kunti bridge was completed early in July, and later in the month the opening ceremony was performed by the Hon'ble Maharaja Srish Chandra Nandy of Cossimbazar.

PROGRESS OF THE CO-OPERATIVE MOVEMENT

The Ministry realized from the beginning that side by side with the amelioration of the condition of the peasantry through legislative and executive measures, the improvement of agriculture and the lightening of the burden of agriculturists' debt it was essential to place the co-operative movement in the province on a sound and well organized basis.

Various steps were accordingly taken during the year for consolidating the position of the movement while new developments were introduced in several directions particularly towards the marketing of produce and encouragement of better living.

Important steps taken for further consolidation of the position of the movement

(a) *Interest rates reduced.*—The lending rate of the Provincial Bank to Central Banks has been reduced from 8 per cent. to 5 per cent. and the rate charged from the borrowing members of village societies has been similarly reduced from 12½ per cent. to 9¾ per cent. Substantial remission has been given in respect of outstanding arrear interest. Period of repayment for loans has been extended to 10 years or more. The rate of interest on the members of Land Mortgage Banks has been brought down to 8¾ per cent.

(b) By amicable arrangement with the depositors the borrowing rate of the Central Banks from deposits has been reduced to 3 per cent. in most banks.

(c) *Loans by Provincial Bank.*—Notwithstanding serious handicap due to the immobility of their investments in Central Banks under which the Provincial Bank is working at present that Bank did not altogether stop advancing short term loans to the Central and other Banks. Altogether Rs. 33,000 was advanced as short term loan in 1936-37, Rs. 2.73 lakhs in 1937-38 and Rs. 20.06 lakhs in 1938-39 to the Central Banks. The repayment of these loans is fully satisfactory as almost all the Banks have paid off the entire short term loan with interest. Out of the loan of Rs. 20.06 lakhs advanced in 1938-39 Government helped the Provincial Bank by a loan of Rs. 13½ lakhs. Over Rs. 18 lakhs of this loan has already been repaid by the Central Banks although the instalment for repayment fixed by Government was July 1940. Rs. 10 lakhs of Government loan has already been repaid. These loans gave considerable relief to the agriculturists when they were suffering from contraction of credit all round and devastation of their crop by flood during last year.

(d) *More efficiency of management.*—For more efficient management of the Central Banks, Departmental Officers have been lent to them on their requisition to serve as Chief Executive Officers. The position is showing signs of improvement in most of the Banks where such officers have been lent, e.g., Kushtia, Hatiya, Mymensingh, Rangpur, Natore, Malda, Bogra, Barasat, Basirhat, Narail, Faridpur, etc.

(e) *Training of officers.*—The officers of the Department have been given a full course of Co-operative training at the Dum Dum Training Institute. The Supervisors and the Secretaries of the Central Banks are now undergoing training at the Institute. Altogether 823 officers of the Department and the Central Banks have been trained and 500 more will receive training during the current year. Thereafter, it is proposed to train up the office-bearers of 27,000 village societies at a cost of Rs. 1,30,000, the estimated balance of the Government of India grant for the training of the staff and members of Co-operative Societies.

(f) *Debt settlement speeded up.*—For speedy settlement of the debts of the Co-operative members, 100 Special Co-operative Debt Settlement Boards have been created in the area of the Central Banks. Similar Boards have also been created to facilitate the work of the Land Mortgage Banks. The progress of the work of these Boards is promising.

(g) *Better supervision and control.*—For better supervision and control of the societies the charge of the Assistant Registrar and the Inspector has been reduced by increasing the number of these officers. The number of Assistant Registrars has been increased from 5 to 16 while that of Inspectors from 84 to 118. Ordinarily 12 to 15 hundred societies only have been allotted now to one Assistant Registrar and 200 societies to one Inspector.

(h) *Safeguard against defalcation.*—The scheme for separation of audit from administration and placing the audit under the control of the Chief Auditor of the Department has been introduced in all the administrative charges of the Assistant Registrars. 50 Officers of the Department have been exclusively employed for the running and the statutory audit of the Central Banks, important Urban Banks and special types of societies. This measure is expected not only to improve the quality of audit but also to serve as an effective safeguard against defalcation.

(i) *New legislation.*—The Bengal Co-operative Societies Bill has emerged from the Select Committee. The report of the Select Committee is now before the Assembly, and it is hoped that the Bill will be taken up for consideration by the Assembly in the next session.

The provisions of the Bill have been drafted in a manner which will enable Government to check abuses in Co-operative Societies and extend state aid to societies by direct loans, by subsidy or by guaranteeing debentures issued by the Central Banks. It may be noted that under the existing law Government have no power to extend such aid to Co-operative Societies and the contemplated Bill, when passed into law, will enable them to do so and thereby effect a far-reaching improvement upon the existing state of things.

(j) *Development of handloom industry.*—For better supervision and control of the Co-operative Industrial Societies and for development of handloom industry, an Industrial Assistant Registrar has been appointed who with his staff has succeeded in improving the quality of hand woven textiles and increasing the output of these societies. The societies sold textile goods worth Rs. 1,53,821 in 1938 and Rs. 1,40,376 in 1939. The Provincial Industrial Society in Calcutta earned a gross profit of Rs. 5,296 in 1939. The Bagerhat Weaving Union has been reconstructed and placed under the control of the Provincial Bank which has appointed a Sub-Agent to manage it. The Sub-Agent will contribute Rs. 1 lakh towards the working capital of the Union. The Union has increased its number of looms from 20 to 50. The value of the outturn of the Union has increased from Rs. 6,400 to Rs. 10,200. One new Industrial Union in addition to 6 already working has been started at Nalta in the district of Khulna.

A Women's Branch for development of handloom industry has been organised by starting a Women's Industrial Home at Dum Dum. The staff for this organisation has been supplied out of Government of India handloom grant. The products of the Women's Home have already created a market.

(k) *Land Mortgage Banks.*—The 5 Land Mortgage Banks established in the Presidency have worked fairly satisfactorily although their progress has inevitably been slow because of the necessity of making a minute examination and scrutiny into the assets and repaying capacity of members applying for loans. During 1938-39 the annual instalment due from the members of these banks was Rs. 37,341 and the collection was Rs. 30,170 including a portion of overdue loan. The instalment due in the previous year was Rs. 28,000 and the collection was Rs. 33,000. The excess collection was due to advance payment of instalment. The Land Mortgage Banks have succeeded in reducing the debts of their members by about 40 per cent. by arrangement with their creditors.

A scheme for the establishment of 10 more Land Mortgage Banks is now under the consideration of Government.

(l) *Reconstruction of agricultural credit movement.*—A comprehensive scheme prepared by the Department on the basis of the actual assets and repaying capacity of the individual members of the village societies for reconstruction of the entire agricultural credit movement by rehabilitation of the financial position of the Central Banks and for affording further facilities to these Banks to supply short term credit to the agriculturists is now under the consideration of Government.

(m) *Assistance to Bengal Co-operative Alliance.*—The Bengal Co-operative Alliance, the apex non-official body of the entire Co-operative movement was in a moribund condition for some years. It has been reconstructed with financial assistance from Government with the result that the monthly and the quarterly Journals issued by the Society have been considerably improved and enlarged. The Society is now in a position to disseminate various useful knowledge and information for the benefit of the large body of the members of Co-operative Societies and general public. For facility of publications the Society has established a press of its own.

(n) *Co-operative Conferences.*—A large number of Co-operative Conferences were held during the last 3 years in various parts of the Province. The Hon'ble Minister in charge of Co-operative Department attended all these conferences, studied local conditions and encouraged people to improve their faith in co-operation and exhorted them to work honestly in pursuance of co-operative principles for improvement of their economic condition. The Department participated in all important Agricultural and Industrial Exhibitions in the Province and made a display of Co-operative products.

Steps taken to develop and strengthen the movement

6,500 new agricultural credit societies were formed during 1939-40 which has increased the total number of these societies to 26,000. The total number of all classes of societies has during these three years increased to about 32,000 against 24,221 in 1936-37. The total membership of the societies has increased to more than 10 lakhs as against 8·61 lakhs in 1936-37 and the working capital increased to Rs. 20 crores against Rs. 19·21 crores. The new 6,500 crop loan societies have done splendidly well with regard to their obligations to the financing banks. As loans are advanced to these societies on the basis of restriction of credit according to credit worthiness it is expected that these societies and others that will be organised on the same line will work well and there is little apprehension that the loans will get frozen in these societies in future. The organisation of these societies and the financial help from Government to finance these societies have had a salutary effect on the old societies in which many solvent cultivators who remained so long outside the pale of the movement have come forward to enlist themselves as members. Their inclusion in the membership has undoubtedly improved the position of the old societies. As a result of the increase in the number of agricultural societies, 2 new Central Banks one at Parbatipur (Dinajpur) and the other at Satkhira (Khulna) have been registered.

To cope with the expansion of business as also for giving better banking facilities to the affiliated societies the Provincial Bank has opened a Branch at Dacca.

Besides the formation of a larger number of agricultural societies the movement has extended its activities in the following directions, viz. :—

(1) *Sugarcane Growers' Unions*.—Two Sugarcane Growers' Co-operative Societies' Unions consisting of more than 200 Canegrowers' Co-operative Societies have been organised at Gopalpur and Setabganj in the districts of Rajshahi and Dinajpur. Necessary staff for the management of these societies has been provided from the Government of India grant out of Sugarcane Excise Duty. The entire short term loans necessary for purchase of cuttings have been supplied by the Provincial Bank. The members of these societies have got during this year, the first year of their working, an increased price of annas 8 per maund of cane as against annas 4 of last year.

(2) *Fishermen's Societies*.—Three new Fishermen's Societies on a large scale have been organised at Chittagong, Noakhali and Goalundo for securing a fair price to the *bona fide* fishermen for their catches. The middlemen's profits have been considerably eliminated by the working of these societies as the societies took charge of the sale of the

catches. The Chittagong Fishery Society took a loan of about a lakh of rupees from the Provincial Bank during the last 2 years. The Society repaid almost the whole amount with interest. The two other societies are also working satisfactorily and giving better price to their members.

(3) *Multi-purpose Societies*.—A serious attempt has been made during this year on the basis of an elaborate scheme to link up marketing and rural welfare activities with credit. The scheme fundamentally enunciates that credit should be a means only for a greater end which is the economic benefit of the members of a credit society. For ensuring this benefit the credit facilities given to the members should be followed up. The members taking loan should enter into a legal contract with the financing bank or their own societies to carry out an agricultural programme and grow various crops according to the directions laid down in the contract, to obtain good seeds, manures, implements and the necessaries of life from the Co-operative Store and finally to sell the produce through a sale organisation established for the purpose. To carry out all these objects it has been considered necessary that there should be one or more multi-purpose societies in the area of each Central Bank. These societies in addition to maintaining a store for supply of seeds, manures, implements and the necessaries of life of the members and a warehouse for collection and sale of crops would also maintain a Work House for giving proper training to the able-bodied surplus young men of the village in various kinds of cottage industries and encourage and finance where possible small irrigation schemes, construction of roads and projects for improvement of village health and sanitation.

The scheme has created quite a lot of enthusiasm in the rural areas and 5 societies have been formed on this line at Parbatipur, Hili and Phulhat in the Dinajpur district, Godagari in Rajshahi district and Barasat in 24-Parganas. Except the Parbatipur Multi-purpose Society the others have just commenced work. The Parbatipur Society has worked for a year now. It has a membership of about 7 thousand and every member has paid Re. 1 as share capital. It proposes to deal with 1 lakh maund of paddy of its members this year. It has constructed a sufficiently big godown, a Work House and a Dispensary. It has also been able to give its members more price for their crop by eliminating middlemen's profit. It has introduced vegetable gardening, poultry and goat farming among a large number of its members. The other societies have also commenced work on this line and collected a fair amount of share capital from their members.

(4) *Health Societies*.—9 Co-operative Health Societies have been formed in the district of Birbhum under the guidance of the District Magistrate, Birbhum. These societies have maintained qualified Doctors and Dispensaries fairly equipped with medicines. The cost

for the maintenance of the Dispensary and the Doctor is met from the annual subscriptions and call fees paid by the members and others. 2 of these societies are working very well and there is good prospect for others also to be successful.

(5) *Orange Society*.—An Orange Growers' Co-operative Sale Society was organised at Kalimpong last year. This society has worked for one season now. The results obtained are encouraging.

(6) *Rural Reconstruction Societies*.—The number of Rural Reconstruction Societies organised under the auspices of the department increased to 524 and their membership to 10,924. The Institute of Rural Reconstruction at Sriniketan, Viswa-bharati, has done good work for village reconstruction. In the Bakerganj district, Seali, Dhupati, Badalpara, Nazirpur and Baniary Rural Reconstruction Societies also have achieved good results. The roads constructed and the khals excavated by the last-named society have been of considerable benefit to the local people. In the Chittagong district, the Charandwip Society and in the Noakhali district the Rasulpur, Narottampur and Benodpur Rural Reconstruction Societies deserve special mention. The Kaikertek Society in the Dacca district organised by the Dacca Nawab Estate rendered useful service by starting night schools, sinking tube wells and constructing roads. The Manmathapur Society in the Dinajpur district did various rural welfare works. The Brahmanberia Rural Reconstruction Society in the Tippera district eradicated waterhyacinth, maintained a circulating library for 73 unions, kept in proper condition 700 tube wells and distributed improved seeds and meston ploughs for demonstration purposes. The Central Rural Reconstruction Society at Madaripur took up various schemes of rural reconstruction including the organisation of 1,000 adult education centres throughout the subdivision. The Khasmahal Raisidi, Sahebrampur and Gayghar Societies are some of the other societies in Faridpur which did commendable work. The Dipkunda and Bidyapur Societies in Murshidabad, the Mulghar Society in Khulna, the Bhojda-Sandi Society in Bankura, the Chaulpara Hasimpur Kinkarbaty Society in Hooghly and the Nityanandapur Society in Burdwan also did praiseworthy rural uplift work.

(7) *Irrigation Societies*.—There are 900 irrigation societies in the districts of Bankura and Birbhum. With the passing of the Bengal Tank Improvement Act many of these societies will, it is expected, be able to improve their condition and it will be possible to increase the number of irrigation tank societies with greater facilities than hitherto obtained. A few irrigation bundh schemes have, however, been taken up during this year in the district of Birbhum and dam constructed over the perennial streams for providing irrigation facilities. The Dadpur Dawki Irrigation Society in the district of Birbhum is the biggest of stream schemes irrigating over 10,000 bighas of land. The

Boalia Beel Co-operative Irrigation, Production and Sale Society in Malda district has constructed a Kutchha bundh over the Darna to regulate irrigation water in the beel area. It is providing irrigation facilities to about 20,000 bighas of land in 16 villages.

INDUSTRIAL DEVELOPMENT

As stated in the previous report the Industries Department has now a planned programme for a balanced development of the industries of the province in general and small and cottage industries in particular. In pursuance of the programme a number of useful schemes which are expected to go a long way towards improving the productive technique of the cottage industries and the arrangements for marketing of their products and expanding the technical and vocational training in various lines were put into operation during the year 1939-40. The more important of these schemes are noted below:—

Expansion of facilities for research work

The Industrial Research Laboratory was hitherto equipped with a small hydraulic press by which a few ounces of oil could be expressed at a time from crushed seeds for small laboratory experimental work. In order to make a greater use of the facilities available at the Laboratory, it was provided with a fresh instalment of equipment, viz., a hydraulic press with a set of hand-driven double productive pumps and an end-runner mill for carrying on researches on various oil seeds grown in the province and particularly for determining the value of less known oil seeds in the manufacture of soap under the most efficient conditions and on a semi-commercial scale.

In order to meet the popular demand for facilities of training and research in the manufacture of various kind of inks, adhesive pastes, metal polish, liquid disinfectants, sealing wax, etc., a scheme was initiated as an experimental measure for a period of 3 years, which, along with the training, provides for research being carried on in each of the abovementioned industries so as to keep the manufacturing processes abreast of the progress made in the respective industries and also to extend activities to allied lines. The scheme has great possibilities as an aid to the establishment of industries the products of which are of very common use and their manufacture capable of being carried on successfully on a small scale.

Systematic research and experiments on various industries were carried out under the aegis of the Industrial Research Board established in 1938-39 and at the Industrial Research Laboratory. As a result of these researches and equipments, the department was successful in

evolving a number of schemes for development of industries, such as paper manufacture, electroplating, etc., which are now awaiting execution. The following research schemes formulated by the Board were put into actual operation during the year:—

Name of scheme.	Ultimate expenditure.
	Rs.
(1) Analysis and determination of physical characteristics of well-known soaps (being carried out at the Industrial Research Laboratory and to be completed within 6 months)	1,990
(2) Preparation of casein and lactose from milk (being carried out at the Applied Chemistry Department of the University College of Science under the control of the Calcutta University and to be completed within 1 year)	2,300
(3) Preparation of sand papers (being carried out at the Applied Chemistry Department of the University College of Science under the control of the Calcutta University and to be completed within 6 months) ...	1,150
(4) Investigation into the design and manufacture of measuring instruments (being carried out at the Applied Physics Department of the University College of Science under the control of the Calcutta University and to be completed within 2 years)	8,000
(5) Design and construction of components for radio reception and radio transmission (being carried out at the Applied Physics Department of the University College of Science under the control of the Calcutta University and to be completed within 2 years)	6,500
(6) Examination of Indian Tanning materials with reference to practical ink manufacture (being carried out in the Industrial Research Laboratory and to be completed within 2 years)	2,500
(7) Investigation of starch and dextrine adhesives and other kinds of industrial adhesives, e.g., casein and silicate adhesives (being carried out at the Industrial Research Laboratory and to be completed within 2 years) ...	2,700
(8) Scheme for investigation into the possibility of exploiting Garjan oil as a source of natural varnish (being carried out at the Industrial Research Laboratory and to be completed within 3 years)	4,200

Name of scheme.	Ultimate
	expenditure.
	Rs.
(9) Scheme for investigation into drying oils other than linseed oil (being carried out at the Industrial Research Laboratory and to be completed within 3 years)	3,300
(10) Scheme of investigation for the development of modern electroplating processes in Bengal (being carried out at the Industrial Research Laboratory and to be completed within 3 years)	10,000

Improvement and development of weaving industry

The weaving demonstration parties and the peripatetic weaving schools attached to the department serve as an agency for the propagation of improved methods of the technique of weaving, etc., evolved by the department among the rural people mostly consisting of agriculturists. In order that they may prove of greater utility and at the same time keep pace with recent development in the cotton mill industry, all the weaving demonstration parties and the peripatetic weaving schools were thoroughly reorganised by enlarging the scope of their instruction and by providing for training in modern technique of dyeing and bleaching of yarns and fabrics.

Development of industrial and technical education

The policy of the department is to afford facilities for industrial and technical education mainly through grants-in-aid to private institutions. To provide further facilities in this direction, the grant-in-aid allotment of the department was augmented as a result of which it was possible for the department to finance a large number of industrial schools in the rural areas. Substantial grants-in-aid, in the shape of building grants were also given to (1) The Calcutta Blind School which is the only institution of its kind in this country and is doing yeoman's service to the cause of education of blind children with an industrial bias, and (2) the Saroj Nalini Dutt Memorial Association which is one of the best women's organisations in Bengal engaged in the work of the uplift of Indian women by giving them general and industrial education.

The evening mining classes in the coalfields of Bengal which had to be closed down in the year 1933 as a measure of retrenchment, were

revived during the year. These classes will not only improve the technical knowledge of colliery assistants employed in the coalfields but will also open new avenues of employment for the youths of the province.

The existing facilities for training at the Bogra Industrial School were further expanded by the establishment of a watch-repairing class which provides for a regular scientific training of youngmen who are eager to adopt the profession of watch-repairing as a career.

The Government Weaving Institute at Serampore is considered to be the premier institution of its kind in India. It has been recently developed into what is now known as the Bengal Textile Institute by the installation of up-to-date equipment and plants and the establishment of power loom cotton and jute weaving sections. The power loom cotton and jute weaving sections will train up youngmen so as to make them suitable for employment in the various cotton and jute mills in the province.

The Government Silk Weaving and Dyeing Institute has been thoroughly reorganised and developed into a full-fledged silk technological institute. The reorganised institute, besides, imparting thorough and up to date training to be given by experts, will provide facilities for conducting research and experiments as well as for tackling problems of marketing, standardisation of fabrics and organisation of producers. The Paddie Reeling Institute at Malda was similarly reorganised and placed on a permanent footing during the year.

Award of special scholarships

The greatest impediment in the way of technical and industrial education is the poverty of the students particularly those belonging to the Muslim community and Scheduled castes seeking such education. There is thus a dearth of men belonging to these communities with requisite technical and industrial qualifications for employment in the technical posts in the department as well as for starting industrial enterprises of their own. In order to remedy this situation and to afford opportunities to deserving boys of these communities to go in for technical and industrial training, a large number of special scholarships for deserving boys of these communities were created and awarded during the year.

Two State technical scholarships were created during the year for higher technical and industrial training in the United Kingdom. Unfortunately, however, the War in Europe stood in the way of sending out any scholars to the United Kingdom during the year.

Industrial survey

The Industrial Survey Committee has been entrusted with the task of making a thorough investigation into the existing position of the various types of industries, the possible remedies that should be adopted for the solution of their problems and the possibilities of their further expansion in future. The committee has not yet completed its labour, but it submitted towards the close of the year interim reports on the marketing of cottage industry products and electrical development in Bengal. These reports are at present receiving the careful consideration of Government.

Industrial Intelligence

The Industrial Intelligence Section attached to the Industries Department which was brought into being in 1938-39 is engaged in the difficult task of compiling and disseminating industrial data of the province. The section has already completed the survey of brass and bell metal industry in Bengal and published a report which is not only very comprehensive but contains a large mass of valuable information that will throw a flood of light on the problems facing this industry as well as other industries of rural Bengal. Similar reports on other important industries have been taken in hand.

Industrial museum

The Industrial Museum and weaving exhibition, which were inaugurated towards the close of the year 1938-39, maintained their reputation as the rallying ground for all types of industrial products and gave the desired impetus to the improvement and development of small-scale and cottage industries of the province. They also afforded an excellent means of giving wide publicity to the industrial products of the province and thereby creating a good market for them in the province and outside.

WORK DONE BY THE EMPLOYMENT ADVISER DURING 1939-40

In terms of his appointment the Employment Adviser has hitherto been employed in the collection and compilation of information as to the existing and possible avenues of employment and the training required to qualify for such employment. He has already prepared (a) a Handbook giving details of opportunities of employment in the

various departments of the Government of India and the Government of Bengal and in semi-Government institutions such as Railways, Steamship Companies, Port Trusts, District Boards and Municipalities indicating the particulars of the special training required for such employment; and has completed the preparation of (b) another Handbook giving details of opportunities of employment in the various branches of industry, trade and commerce indicating the prospects of absorption of Bengalis therein and the training required therefor. He has also been giving advice to the individual students and unemployed youths as to how they should proceed and what they should do for the purpose of securing employment.

As the survey work is now almost complete, it is the intention of Government that practical steps should be taken to put potential employees in touch with potential employers through the agency of a Government office. It has, therefore, been decided that the Employment Adviser should conduct direct negotiation with employers on approved lines. The negotiation should be limited to securing employment in trades and industries for middle class Bengalis but it does not include menial or unskilled labour or labour in the lowest grades of skilled or semi-skilled workers. It will also not include clerical workers of any description.

FURTHER EFFORTS AT ECONOMY

During the year under review, the possibilities of effecting further economies in the different departments of Government on lines similar to those indicated in the previous Report engaged the attention of the Retrenchment and Taxation Branch of the Finance Department. Beyond a certain stage however an intensive search for economy, like intensive agriculture, must produce sharply diminishing returns and there seems little doubt that the expanding needs of the departments, especially those commonly referred to as nation-building, preclude further curtailment of expenditure.

After careful consideration the Cabinet decided against the proposal to make the second downward revision of pay scales to which reference was made on pages 76 and 77 of our previous issue. This decision was undoubtedly influenced by the European international situation—hostilities had just broken out in Europe and there was no knowing how the cost of living would be affected—but there was a general feeling that the pay scales adopted in the general revision made in 1934 had been reduced as low as was possible having regard to the integrity of the services and the efficiency discharge of public business.

2. During the year under review, the Bengal Finance Act, 1939, was passed. It levies a tax of Rs. 30 a year on all persons in business, calling, profession or employment, exempting those who do not pay the Indian Income-tax. The Act is expected to yield about Rs. 12 lakhs a year and will, to that extent, increase the spending power of Government on beneficent activities. The department kept a close watch on the various taxation measures adopted in other Provinces. As the Hon'ble the Finance Minister pointed out in his last Budget Speech, we have reached the maximum scale of beneficent expenditure consistent with our present revenue. The department is, therefore, engaged in a search for new sources of revenue on a scale appropriate to the expanding needs of the Government.

THE PROVINCIAL BUDGET, 1940-41

"In the Budget for 1940-41 out of an estimated total expenditure of Rs. 14,54,23,000 as much as Rs. 4,02,17,000 has been allotted to nation-building departments distributed as follows:—

	Rs.
Education	... 1,73,91,000
Industries	... 15,78,000
Agriculture	... 21,89,000
Medical	... 61,41,000
Public Health	... 48,43,000
Co-operation	... 15,39,000
Rural Indebtedness	... 23,12,000
Veterinary	... 6.90,000
Irrigation	... 35,34,000

2. Besides the above, a total sum of Rs. 2,85,000 has been provided for rural reconstruction work under the supervision of District Officers.

The following are among the special features of the current budget:—

- (1) For supplementing local efforts for the improvement of primary education in areas where the primary education cess is being realised, Rs. 5,00,000.
- (2) For grants to primary schools in non-Board and Municipal areas, Rs. 5,000.
- (3) For training of teachers for primary schools, Rs. 2,79,000.

- (4) For the expansion of primary and middle English education in the Chittagong Hill Tracts, Rs. 9,000.
- (5) For scholarships for encouragement of primary and middle English education and for training middle English teachers in the Chittagong Hill Tracts, Rs. 1,000.
- (6) For starting of the 2nd year class of the Lady Brabourne College, Rs. 40,000.
- (7) For buildings for the Lady Brabourne College, Rs. 3,00,000.
- (8) For buildings for the Eden High School, Rs. 2,00,000.
- (9) For extension of the dining hall attached to the Muslim Hostel of the Dacca Intermediate College, Rs. 21,000.
- (10) For a hostel for the Muslim students of the Pirojpur Government High School, Rs. 15,000.
- (11) For the construction of an additional Muslim Hall for the Dacca University at an estimated cost of two lakhs fifty thousand, Rs. 1,50,000.
- (12) For starting the Faculty of Agriculture at the Dacca University, Rs. 40,000.
- (13) For the Burdwan Raj College as capital grant, Rs. 1,25,000.
- (14) For raising the Karatia College to a first grade college (in addition to the grant made in 1939-40), Rs. 67,500.
- (15) For grants to Madrassas in accordance with the scheme initiated in 1938-39, Rs. 50,000.
- (16) For scholarships in accordance with the scheme initiated in 1938-39 and 1939-40, Rs. 40,000.
- (17) For holding tutorial classes in order to prepare candidates for All-India Competitive Examinations, Rs. 7,000.
- (18) For encouragement of Bratachari movement, Rs. 50,000.
- (19) For grant to the Vidyasagar Banibhaban, Calcutta, Rs. 20,000.
- (20) For grant to boys' High Schools towards the cost of equipment and appliances for teaching science subjects, Rs. 20,000.
- (21) For making building grants to Madrassas, Rs. 15,000.
- (22) For grant to the Faridpur Girls' Junior Madrasa, Rs. 11,000.
- (23) For construction of a segregation camp at Jhargram in Midnapore for reception of juvenile mental defectives under the auspices of the Bodhana Society, Rs. 6,000.
- (24) For introduction of school final classes at the Rangamati High School in the Chittagong Hill Tracts, Rs. 2,000.
- (25) For reorganisation of the Reformatory and Industrial Schools, Alipore, Rs. 4,000.

(26) For improvement of the libraries of the Islamia College, Chittagong College, Dacca Intermediate College and Hooghly Mohsin College, Rs. 8,000.

(27) For grants towards the publication of the Mahavarata and Al-Hadis, Rs. 4,000.

(28) For the Prafulla Chandra College, Bagerhat, to enable it to pay off some old liabilities (in addition to grant made in 1939-40), Rs. 5,000.

(29) For improvement of the Sonthal Training School at Sarenga, Bankura, Rs. 1,000.

(30) For encouragement of Boy Scout movement, Rs. 5,000.

(31) For additional scholarships in European Schools, Rs. 6,000.

(32) For building grants to European Schools, Rs. 10,000.

(33) For rural water-supply, Rs. 8,90,000.

(34) For grant to Dacca Waterworks Improvement Scheme, Rs. 1,00,000.

(35) For grant to Perojpur Waterworks Scheme, Rs. 26,333.

(36) For grant to Jhalakati Waterworks Scheme, Rs. 17,800.

(37) For grant to Naihati Water-supply Extension Scheme, Rs. 7,700.

(38) For free vaccination grant, Rs. 50,000.

(39) For the establishment of new maternity and child-welfare centres in rural areas, Rs. 50,000.

(40) For grants to such existing centres, Rs. 35,000.

(41) For re-organisation of Rural Public Health Units, Rs. 1,50,000.

(42) For Capital grant to the Ramkrishna Mission Sishumangal Pratisthan, a Maternity Hospital and Child Welfare Centre, Rs. 40,000.

(43) For grant to Ramkrishna Medical Education Society for Women, Rs. 5,000.

(44) For grant to Tuberculosis Association, Bengal, Rs. 10,000.

(45) For free distribution of quinine, Rs. 5,00,000.

(46) For anti-malarial schemes, Rs. 2,60,000.

(47) For Kala-azar charges, Rs. 1,21,000.

(48) For control of leprosy, Rs. 30,000.

(49) For school hygiene scheme, Rs. 17,900.

(50) For capital grant to the Lady Dufferin Victoria Hospital, Calcutta, Rs. 2,65,000.

- (51) For recurring grant to the Jadavpur Tuberculosis Hospital, Rs. 10,000.
- (52) For improvement of Sadar Hospitals, Rs. 89,000.
- (53) For grant to the S. K. Hospital, Mymensingh, Rs. 20,000.
- (54) For additional grant to the Association for Prevention of Blindness in Bengal for running five travelling eye dispensaries, Rs. 7,500.
- (55) For the establishment of a General Council and State Faculty of Unani Medicine, Rs. 4,000.
- (56) For the establishment and maintenance of a Faculty of Ayurvedic Medicine, Rs. 1,000.
- (57) For Prince Gholam Mohammad Charitable Dispensary at Tollygunge, Rs. 4,500.
- (58) For the establishment of a charitable dispensary at Sahebrampur in Faridpur, Rs. 1,200.
- (59) For purchase of Haryana bulls, Rs. 24,000.
- (60) For poultry multiplication centres, Rs. 15,300.
- (61) For employment of Economic Botanist for the investigation of plant diseases, Rs. 6,700.
- (62) For cultivation of long staple cotton in Bengal, Rs. 3,800.
- (63) For multiplication of fodder seed, Rs. 3,300.
- (64) For additional staff for animal husbandry, Rs. 23,500.
- (65) For the marketing staff, Rs. 17,700.
- (66) For training of students in agriculture in the United Kingdom by awarding scholarships, Rs. 13,700.
- (67) For flax demonstration by Agriculture Department, Rs. 9,700.
- (68) For multiplication mustard seed, Rs. 7,400.
- (69) For the establishment of an Agricultural Institute at Dacca, Rs. 3,57,500.
- (70) For a District Agricultural Farm at Chittagong, Rs. 31,300.
- (71) For the establishment of a Physical Section under the Agricultural Chemist, Bengal, Rs. 18,000.
- (72) For purchase of 20 sets of Burdizzo Castrators and Tattooing Sets, Rs. 2,000.
- (73) For the establishment of additional Flax Demonstration Centres, Rs. 19,300.
- (74) For taking over the Bhutnath Paul Agricultural School at Chinsura, Rs. 34,800.
- (75) For grant to the All-India Cattle Show Society, Rs. 2,000.

- (76) For the supply of outfit boxes to Live Stock Officers and Assistant Live Stock Officers, Rs. 5,200.
- (77) For Union Board Farms and Demonstration Centres, Rs. 26,000.
- (78) For an Agricultural Institute at Daulatpur in the district of Khulna, Rs. 9,200.
- (79) For establishment of a Dairy Farm at Dacca, Rs. 4,000.
- (80) For establishment of a District Agricultural Farm at Midnapore, Rs. 19,000.
- (81) For construction of quarters for Assistant Agricultural Chemist, Dacca Farm, Rs. 8,000.
- (82) For construction of cooly lines in the Royal Botanic Garden, Sibpur, Rs. 27,000.
- (83) For electric fittings to the buildings in Manipur Farm, Rs. 65,900.
- (84) For construction of an incubator brooder, house and godown with office and chowkidars' quarters attached to the Poultry Section of the Central Farm at Manipur, Rs. 9,200.
- (85) For stipends to deserving Muslim and Scheduled Caste boys for prosecuting their studies in the Bengal Veterinary College, Rs. 3,000.
- (86) For provincialisation of the Veterinary staff, Rs. 1,00,700.
- (87) For grant to Bengal Co-operative Organisation Society, Limited, Rs. 10,000.
- (88) For the establishment of 5 additional Land Mortgage Banks, Rs. 28,500.
- (89) For installation of the jute weaving plant at the Serampore Weaving Institute, Rs. 24,500.
- (90) For provincial organisation for the purchase of stores, Rs. 18,000.
- (91) For industrial projects for rural reconstruction, Rs. 16,000.
- (92) For continuances of the Unemployment Relief Scheme, Rs. 1,08,400.
- (93) For Industrial Intelligence Branch, Rs. 3,000.
- (94) For continuance of the Scheme for the Development of Handloom Industry, Rs. 12,000.
- (95) For continuance of the Scheme for the Development of Sericultural Industries, Rs. 49,500.
- (96) For participation in industrial exhibitions held within Bengal, Rs. 20,000.
- (97) For grants-in-aid to the Calcutta Technical School, Rs. 45,000.
- (98) For grants to Bengal Home Industries Association and the Good Companions, Rs. 21,000.

(99) For reorganisation of the District Weaving School at Dacca, Rs. 25,500.

(100) For grants-in-aid to Ram Krishna Mission Industrial School at Belur, Rs. 5,000.

(101) For reorganisation of the Silk Technological Institute, Berhampore, Rs. 21,000.

(102) For installation of a battery charging set at Edward Industrial School, Rs. 2,000.

(103) For additional staff for the industrial and commercial museum, Rs. 15,000.

(104) For grant to Mission Industrial Schools, Faridpur, Rs. 2,400.

(105) For increased provision for grants-in-aid to Technical and Industrial School, Rs. 10,000.

(106) For permanent retention of the powerloom weaving section of the Textile Institute, Serampore, Rs. 5,900.

(107) For construction of quarters, etc., attached to the Berhampore Sericultural Nursery, Rs. 6,000.

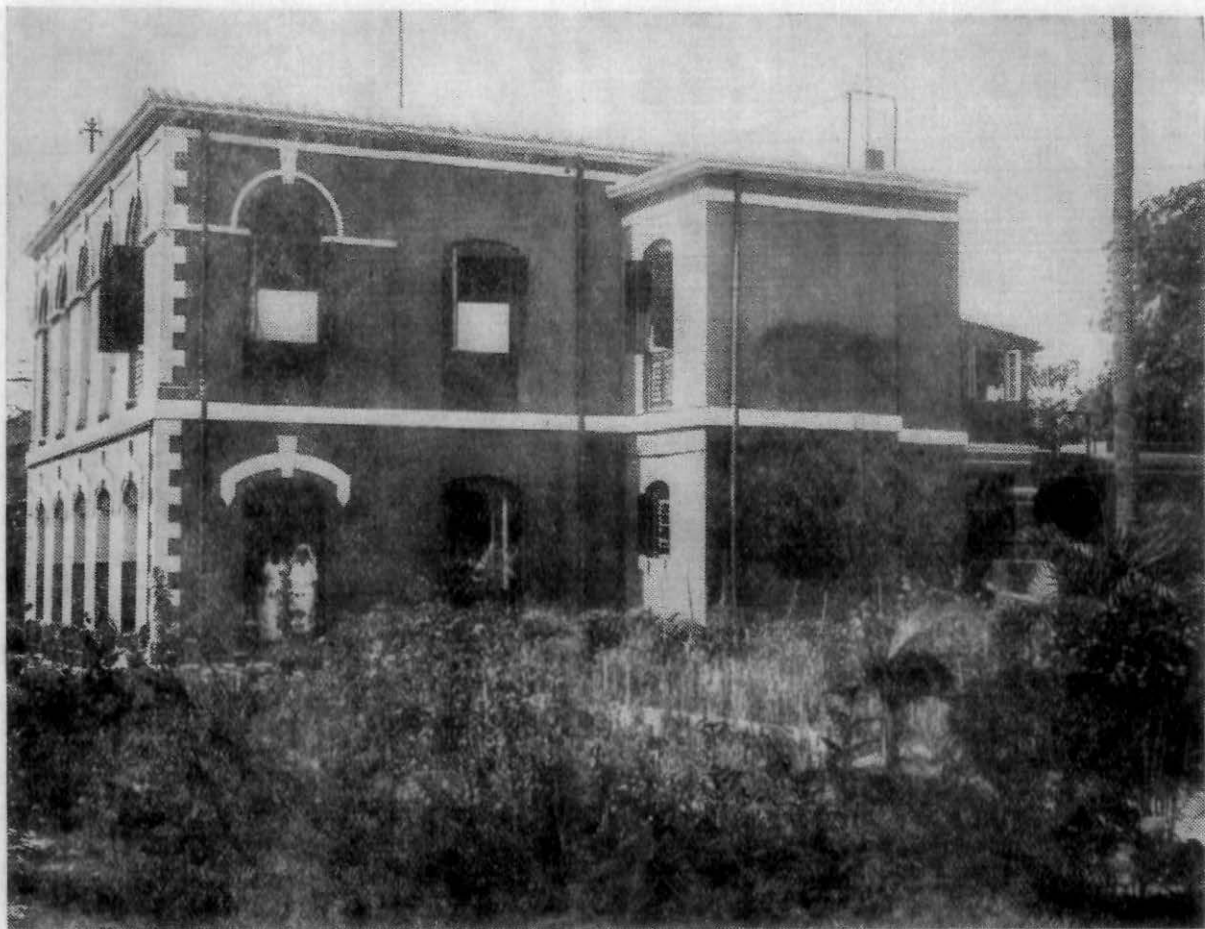
(108) For construction of quarters for overseers attached to Mirganj Sericultural Nursery, Rs. 4,000.

(109) For construction of quarters for overseers attached to Vishnupur Sericultural Nursery, Rs. 4,000.

(110) For grant to the Labour Welfare Organisation, Rs. 20,000.

ACTIVITIES OF THE LABOUR AND COMMERCE DEPARTMENT

Government have continued to pursue with energy the labour policy outlined in the last report and the results of another year of work have been encouraging. Since the advent of a whole-time Labour Commissioner, his office at 5, Council House Street, has become a regular place of pilgrimage to which a continuous stream of labourers bring their grievances without hesitation, in the knowledge that their complaints receive a sympathetic hearing and a thorough investigation. The Labour Commissioner now has the help of 3 Labour Officers in addition to that of the Assistant Labour Commissioner, and plans are on foot for a further extension of the staff. Since being divested of Secretary's work the Labour Commissioner is able not only to devote considerable time to personal contact with the working classes, both in and out of his office, but also to go personally to the employers and place the workers' point of view before them, while the increase in the number of his subordinate officers makes it possible for him to collect much more reliable information as to the causes of disputes, conditions of work and so on from early investigations made on the spot.



These buildings house the welfare centre and maternity clinic which one of the mills has opened for the benefit of its workers.

Impetus to Constitutional Trade Union movement.

Satisfactory progress has already been made with the policy described in the last report of encouraging the formation of constitutional Trade Unions and securing for them the recognition of the employers. During the year, the Hon'ble Labour Minister assisted by the Labour Commissioner devoted a great deal of time to personal discussions with a Sub-Committee of the Indian Jute Mills Association in order to evolve a clearly defined set of rules for the recognition of Trade Unions throughout the jute mills, and it is expected that this work will shortly come to fruition. These rules will provide, among other things machinery for the settlement of disputes by the method of joint investigation of grievances by the mill authorities, the union, the employer's Labour Officers, and if necessary, the Labour Department of Government. It is hoped that employers in other industries will, in due course, be induced to adopt rules on similar lines. In many industries, thanks to the guidance of the Labour Department, the workers are beginning to appreciate for themselves the difference between the bogus Unions of political and other agitators, which only lead to the workers' undoing through unprofitable and often illegal strikes, and the constitutional Trade Union which can properly be recommended to the employers as an organisation with which an honourable settlement of mutual interests can be made. It is not to be expected that perfect Unions of the latter type can spring up overnight. Workers have to learn by slow experience how to make their own organisation sound and how to conduct their negotiations with employers in a manner worthy of the latter's confidence and respect, and the standard of education among the labouring classes is naturally an impediment to rapid progress in these respects. But the first essential is the right spirit, and there are gratifying signs that this exists in a number of Unions which are doing their best to advance on the right lines. The public cannot fail to have been impressed by the fact that in the face of the very real danger to their lives and property brought about by the War, the Seamen of the Port of Calcutta have remained remarkably steady in their allegiance to their employers and reasonable in their demands for compensation for additional risk. The Indian Seamen's Union is a powerful organisation to which credit is due for the guidance given to its members in this matter, as also for the energy with which it has defended them from the various evils arising out of the recruitment system which has hitherto prevailed. The Indian Quartermasters' Union has conducted itself with the same sense of responsibility and is remarkable for the progress it has made in providing for its members the benefits and amenities which should be expected of an ideal Trade Union. The Calcutta Dockers' Union has conducted many successful negotiations with the stevedores to save its members from exploitation and it is gratifying there has been no serious stoppage of work in a

branch of industry so vital to this Province and beyond. It is of obvious concern to the public that the employees of utility companies should have organisations capable of negotiating peaceful settlements of any differences that may arise without unnecessary cessation of the Public Services. It is, therefore, encouraging to find, for instance, that the Bijli Mazdur Union and the Calcutta Tramway Employees' Association have secured a large measure of *de facto* recognition from the employees in this sphere. Even the chauffeur, rickshaw-pullers and street hawkers now have unions which have been able to make representations to the Police authorities and are receiving due consideration from them. Space does not permit a full list of the Unions which have been able during the past year, to convince the employers of the advantage of accepting the constitutional Trade Union movement and of allowing it its proper place as a medium of collaboration for the production of wealth. Suffice it to say that such Unions are now to be found in the motor industry, and in factories producing paint, soap, cigarettes and a variety of other goods. Last but not least, it must be recorded that in 1939 the total loss in man-hours to the jute mills as the result of strikes was little more than half that of the previous year, and this in spite of a very adverse trade position up to September 1939, which necessitated reduction of hours and of the number of looms in operation, and generally provided those conditions of which unscrupulous agitators love to avail themselves in order to embitter relations between the employer and his labour. That the agitators met with little success must largely be due to the fact that workers on the whole prefer to be guided by the Bengal National Jute Mill Workers' Union.

Eradicating injustices and abuses

By taking every opportunity to investigate the grievances brought to it by the workers the Labour Department has amassed a great deal of knowledge of the working conditions in various trades and has obtained an insight into the many injustices and abuses which have hitherto remained hidden, or have been imperfectly understood. Efforts to persuade the employer to remedy such injustices as have come to light in individual cases have often been successful, and even where they have failed, the knowledge gained will guide the department in setting up special enquiries into general conditions of service in various trades. Preliminary work has already been done towards the framing of terms of reference for one such enquiry into conditions of service in Stevedore Labour and more will follow. The possibility of introduction of a uniform set of rules for the engagement of *baddi* labour and for the payment of gratuity, and of the abolition or restriction of the contract labour system has been engaging the Department's serious attention.

Contact has been maintained with the Labour Officers of individual firms and of the Indian Jute Mills Association whose appointment was welcomed in the last report. Two conferences of all such officers in the Province have been held under the auspices of the Jute Mills Association and the Chairmanship of the Labour Commissioner, resulting in the useful exchange of views. In addition the Labour Officers of the Jute Mills Association have been regular visitors to the Labour Commissioner's office, where many cases have been referred to them for investigation and the results of such enquiries discussed. It has been the practice to allow these officers as much scope as possible for the settlement of disputes before the necessity of Government intervention arises. At the same time, they have been urged to allow the workers full facilities for approaching them through bona fide Trade Unions and to give such Unions friendly encouragement. It is natural, however, that Labour Officers appointed by the employers are not always accepted by the workers as an impartial third party in a dispute nor, perhaps, can they feel sufficiently free to dispute the employer's view point, hence their efforts at conciliation have sometimes had to be implemented by those of the Department but always after due consideration of their views.

Successful intervention in disputes

Government have intervened with beneficial effect in a number of actual or potential disputes in the past year. When the problem arose as to how the jute mills were to reduce their output, whether by reduction of hours or by sealing of looms or by a combination of both, the information at the disposal of the Hon'ble Minister for Labour enabled him to advise them how to do this with the minimum risk of labour unrest. Soon after the commencement of the War the Indian Jute Mills Association declared a general increment of 10 per cent. (which was really the restoration of cuts necessitated during the slump period) in accordance with the Hon'ble Labour Minister's advice, and there is no doubt that this timely action exterminated the seed of much unnecessary agitation. When doubt as to the extent to which shipping companies intended to compensate them for additional risks run in War time was agitating the minds of Indian seamen to an extent which, for a time, endangered the smooth progress of recruitment, the Hon'ble Minister was able to convince the shipping lines of the need for an early and equitable decision in the matter with the result that the 25 per cent. increment then secured (with the subsequent addition of 25 per cent. War bonus) has enabled the seamen to work through a trying period with loyalty and enthusiasm, while the Port of Calcutta has probably experienced less dislocation of the shipping services than any other. It is not possible to describe here the circumstances of all

the strikes in which the Department has intervened during the past year or the terms of settlement arrived at but it can be stated that an early resumption of work was mainly or entirely due to the efforts of the Department in the followings outstanding cases:—

June 1939—French Motor Car Company.

July 1939—Lever Bros. Soap Factory.

July 1939—Hukumchand Electric Steel Works.

August 1939—Calcutta Jute Manufacturing Co.

October 1939—Anglo India Jute Mills.

November 1939—Clive Jute Mills.

November 1939—Union South Jute Mill.

December 1939—National Tobacco Factory.

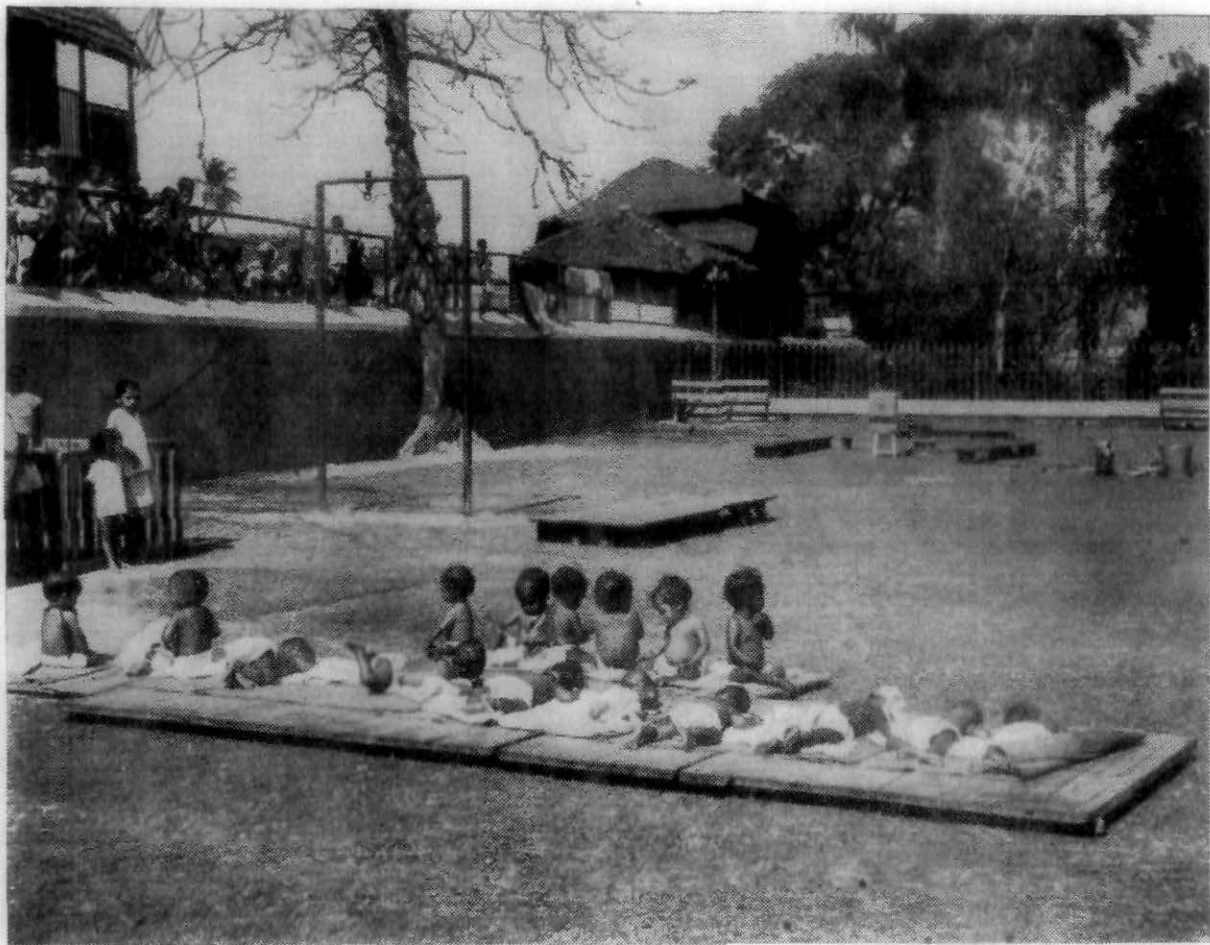
January 1940—Sree Radha Kishen Cotton Mills.

March 1940—Fort William Jute Mill.

March 1940—Cigarette Manufacturers of India, Ltd.

In some of the above cases the Hon'ble Minister himself received deputations of the workers and advised them to return to work assuring them that the necessary enquiries would be made. In August the Labour Commissioner personally visited Kushtia to try to bring about a settlement in a prolonged strike in the Mohini Mills. In November some trouble arose with about 450 coolies employed by Messrs. Bird & Co. and the company sent for the police to have them turned out of the Company's premises at Shalimar. The Assistant Labour Commissioner was able to persuade them to leave quietly and thus saved them from a possible clash with the police. The company kept the men out of work for some considerable time, but probably owing to the Department's constant concern over the matter eventually took back all but 12. Subsequently the Labour Commissioner made an exhaustive enquiry into the reasons for which these 12 were selected for punishment, and 8 of them have been reinstated.

A strike which arose in May out of discussions in New Central Jute Mill was quickly ended when Government promised the establishment of a Court of Enquiry, which in due course fully investigated the matter and has submitted an enlightening report to Government. Disputes over dismissals in National Jute Mill (Rajgunj) and Bally Jute Mill (2 cases) were thoroughly investigated by the Labour Commissioner and detailed reports submitted for Government's consideration. As the result of a dispute in Union South Jute Mill over the rates and method of payment of sewers and hemmers and their coolies, the Labour Commissioner made a comparative survey of the system prevailing in many jute mills in this connection and drew up a report which is under examination.



The picture shows the children of workers sunbathing at a welfare centre while their mothers are away on work.

Enquiry into cost of living, housing conditions, indebtedness, etc.

During the year the Labour Commissioner acted as Chairman of a Sub-Committee set up by the Board of Economic Enquiry to frame a definite scheme for the preparation of cost of living indices for industrial labour. Several practical experiments were carried out by this Sub-Committee, and the detailed scheme prepared has been approved by the Board and can be put into operation as soon as Government's sanction is received. Apart from the actual cost of living, the scheme is designed to collect a good deal of information on other subjects of special interest such as housing conditions, sanitation, indebtedness, employment, and so on. When completed this enquiry will supply the department with valuable information as to the nature of the problems to be tackled in any attempt to improve the lot of the working classes.

Many Welfare Centres Started

In the sphere of Labour Welfare the department has made a substantial beginning by running 12 welfare centres for workers, 6 in Barrackpore area and 6 in Calcutta and its neighbourhood. At present in these centres day schools for children and night schools for their parents are being run at a cost of more than Rs. 8,000 per year, but the intention is to increase their scope gradually so as to include the following facilities:—

1. Indoor social facilities such as reading room and library, radio, cinematograph shows.
2. Instructional lectures on—
 - (a) Trade Unions.
 - (b) Labour Laws.
 - (c) Health and Hygiene.
 - (d) Co-operation.
 - (e) Prohibition.
 - (f) First aid and Nursing.
3. Gymnasium, outdoor games, and sports meetings.
4. Volunteer organisation for Bustee cleaning and other social work.
5. Maternity and child welfare instruction and creches.

The Department has also contributed over Rs. 3,450 in the past year to three libraries used by the working classes.

Maternity Benefit Act

The Bengal Maternity Benefit Act received the assent of the Governor and has been in force since 1st January 1940.

The following statement shows the number of minor disputes dealt with during the year—1st January to 31st December 1939, and the results:—

	Total.	Disposed of.	Successful.	Unsuccessful.	Transferred to other departments.	Not pressed.	Excluded.	Pending.
Received during the year	325	299	107	21	19	75	77	26
Pending from the previous year.	24	23	5	5	2	2	9	1
Total ..	349	322	112	26	21	77	86	27

As will be seen by comparison with figures given in the last report, the number of cases handled rose considerably (this was even before 2 of the present Labour Officers had been appointed) and the percentage of success obtained on the workers' behalf rose from about 27 per cent. to about 31 per cent.

Protection to workmen

The Workmen's Protection Act, 1934, which is in operation in Calcutta, the districts of 24-Parganas, Hooghly, Howrah, Asansol subdivision of the Burdwan district and certain parts of Chittagong, was administered effectively during the year and continued to offer protection to the workmen against oppression of professional moneylenders; but in order to prevent effectively the besting of places where workmen receive their wages, by professional moneylenders, for the purpose of recovering their dues as a first charge and to bring in workmen employed by a local authority or a public utility service and seamen within the protection afforded by the law, a Bill to amend the Bengal Workmen's Protection Act, 1934 (IV of 1935) was introduced in the legislature during the year. It was passed into law on the 25th April 1940.



Considerable improvement has been effected in the living conditions of mill workers. The pictures on this page show views of two different "Coolie lines" built to ensure better health and comfort for mill workers.

Protection to workers in shops and establishments for public entertainment and amusement

India has kept pace with the other advanced countries of the world in her factory and other protective legislation for her industrial workers. But similar protection has not yet been extended to another class of workers whose number is large and who occupy an important place in the economic life of the country; they are the workers in shops and establishments for public entertainment and amusement. Of late however public consciousness has been roused in this respect and a demand mainly sponsored by the workers' organisation has grown that some relief by legislative measures must be given to them. It has been pointed out that their hours are very long, they are not given reasonable facilities for recreation or mental culture and that long uninterrupted service away from their native homes tends to make them parts of a big machine rather than human beings with emotional ties and contacts. While most of the big commercial establishments observe reasonable hours of work and provide other amenities for their employees, conditions of leave and holidays need be defined for the employees in the smaller establishments. Bombay has already put on the Statute Book an Act regulating hours of work and holidays for this class of workers but this Act has not yet been enforced. A similar Bill was drafted for Bengal and introduced in the Council on the 6th of December 1939.

Factories Department

New social and labour legislation in the form of (1) the Payment of Wages Act, (2) the Employment of Children Act, (3) the Bengal Maternity Benefit Act and (4) the Factories (Amendment) Act, 1940, has devolved additional work and responsibilities on the Factories Department and Government are considering how the inspecting agency should be augmented to make these enactments fully effective.

The number of registered factories at the close of the year was 1,752, an increase of 17 compared with the previous year. One thousand three hundred and seventy-six were perennial factories and 376 seasonal. Eighty-nine factories were brought on to the register under section 2 (j). Forty-five of these were new factories and 44 were old established concerns. During the year a total of 2,544 visits were made by the Inspectors of Factories to registered factories and 226 to unregulated concerns.

In 1939, the number of women workers employed in factories was 59,677 as against 59,859 in the previous year. The number employed in jute mills was 37,534 and in cotton mills 1,666, the remaining

20,477 were distributed in the other industries. The figure for adolescent employees went up to 6,475 from 6,275, of which 1,685 were in the jute mills. It is gratifying to find a reduction in the number of children employed in factories from 1,474 to 1,336; about 97 per cent. being in industries other than jute and cotton.

In accordance with the recommendations made by the Royal Commission on Labour in India for the introduction of legislation throughout India making a maternity benefit scheme compulsory in respect of women permanently employed in industrial establishments on full-time processes, the Bengal Maternity Benefit Bill was passed by the Bengal Legislature in 1939 and the Act was brought into force on 1st January 1940. The Act is intended to regulate the employment of women in factories for certain periods before and after child birth and to provide for the grant of maternity leave and the payment of maternity benefit to them.

Jute prices

Two ordinances, namely, the Bengal Raw Jute Futures Ordinance, 1939 and the Bengal Hessain Cloth Futures Ordinance, 1939, were passed during the year fixing minimum rates for contracts relating to raw jute futures and Hessain cloth futures respectively. These measures were necessary: as the market tendencies were uncertain and it was feared that with the declaration of war jute and jute manufacture prices might collapse, as had happened in the beginning of the Great War 1914-18. With these two checks and the war stimulus prices rose appreciably and benefited agriculture, trade and industry.

Price Control

The Office of the Chief Controller of Prices was created in September 1939, immediately after the declaration of war in Europe, with the Joint Secretary, Department of Commerce and Labour, as the Chief Controller of Prices and two Assistant Controllers and 4 Inspectors to assist him. All District Magistrates were appointed to be ex-officio Controllers of Prices in their respective districts.

An influential body of men drawn from trade, industry and public life was set up to advise the Chief Controller on price control and anti-profiteering measures. While food stuff, cheap clothing, medicine and such other essential commodities, etc., were brought under control, agricultural commodities were allowed to run their own course: as Government wanted that the increasing demand created by the war of agricultural produce should benefit the ryot directly.

Prices of all commodities of daily use were watched and weekly Calcutta price lists were circulated to the districts through District Officers and Subdivisional Officers, so that profiteering might be controlled. The whole economic system of the country has thus continued to run smoothly: and early panic caused by profiteering soon subsided and public confidence was restored. Besides, Price Control kept down the cost of living of industrial workers and eliminated risks of strikes and thus effectively contributed to the continuous production of war supplies.

Electrical policy

In accordance with the policy adopted by Government for the supply of cheap electricity in this Province with a view to facilitate the growth of industries, particularly small industries, and providing facilities for irrigation and other rural needs, Mr. S. W. Redclift, Electrical Adviser and Chief Electric Inspector, Bengal, was placed on special duty for four months from December 1938 to March 1939 to make enquiries with regard to the electrification which had been carried out in other Provinces and to make a preliminary survey of Bengal and to submit his recommendations to Government.

Mr. Redclift's report has been published and the recommendations are under the consideration of Government. The Hon'ble Minister in charge of the Commerce and Labour Department is considering the method of giving effect to the recommendations of the Special Officer with the object of accelerating electrical development and nationalizing electricity undertakings in Bengal.

The ad-interim report submitted by the Industrial Survey Committee regarding electrical development of this province is also being considered by Government.

So far as the actual position of electrification in Bengal is concerned, during the calendar year 1939, good progress was made in electrification in the province. Although only one new license was granted, the units sold to consumers was over 449.4 millions when compared with 420.5 millions sold during the previous year, an increase of more than 28.9 million units. This increase, however, is largely confined to the Calcutta areas. The number of consumers increased from 98 thousand in 1938 to nearly 105 thousand in 1939.

Apart from Calcutta, Howrah and their suburbs, for the electrification of which 14 licenses have been granted to the Calcutta Electric Supply Corporation, 37 other towns in Bengal now have a public supply of electricity and grants of other licenses are pending.

Six draft licenses were published during the year and are now under the consideration of Government.

There were 36 new applications for licenses before Government at the close of the year. Many of these are for small towns and, if the undertakings are to succeed, special care will be necessary in management. The cost per unit generated and the average price per unit sold to consumers for certain representative undertakings are given below:—

	Year ending.	Cost in annas	Average price
		per unit generat- ed excluding de- preciation and reserve.	in annas obtained per unit sold.
		Annas.	Annas.
Calcutta ..	31st December 1938	0.334	0.772
Dacca ..	31st December 1938	1.5468	3.4027
Barisal ..	31st December 1938	1.87	3.95
* Chandpur ..	31st December 1938	3.571	5.963

These representative figures compare favourably with those of the previous year but Calcutta's costs are up. The relevant figures for 1937 were .315 and .754. The increase is probably due to the increased cost of coal.

The mufasil undertakings feel the need for extra load. Government buildings and waterworks should be electrified so as to enable reductions to be made in rates charged to consumers.

DEFENCE MEASURES

A. R. P.

Organisation.—In June 1938 an A. R. P. Committee was set up for the purpose of submitting to Government recommendations on the scope and nature of the steps that should be taken for building up an effective air raid precautions organisation for Calcutta, and the industrial area of 24-Parganas, Howrah and Hooghly. For similar purposes three A. R. P. Committees were set up at Asansol, Kultī and Burnpur and a central A. R. P. Committee at Chittagong with three sub-area Committees for the Port, Town and Railway. The Calcutta and the industrial areas were divided into a number of sub-areas, in Howrah, Hooghly and 24-Parganas, the sub-areas being municipalities and in Calcutta the Corporation Wards.

To enable these sub-areas to frame schemes model A. R. P. schemes were approved by Government and issued.

In view of the inevitable quickening of the activity and expansion in A. R. P. matters as a result of the war a separate Committee for Calcutta

was constituted in December 1939 with the Commissioner of Police, Calcutta, as its Chairman, the A. R. P. (Industrial area) Committee was reconstituted as A. R. P. Co-ordinating Committee with the Commissioner of the Presidency Division as its Chairman and the District Officers of the 24-Parganas, Howrah and Hooghly were made responsible for building up effective A. R. P. organisations within their respective jurisdictions.

Considerable progress has been made for drawing up A. R. P. schemes on the lines of the models circulated.

The personnel for the A. R. P. services are being enrolled and badges are being issued to all members of the A. R. P. services and warrants to those appointed as A. R. P. warden.

Training.—A number of officers have received training as instructors in the School of Chemical Warfare, India, and many persons have been trained from among the police, medical, railways and public utility concerns by military and other instructors appointed by Government with equipment provided by them.

A grant-in-aid was made to the St. John's Ambulance Association for the purpose of training members of that brigade and holders of Association's first-aid certificate in A. R. P. and anti-gas measures.

Under the Women's Emergency Service an organisation recognised by Government the A. R. P. section has registered many women and a large percentage of them have attended a course of A. R. P. instruction. Several more instructors have been turned out locally for training purposes and the scope of the training schemes has been enlarged considerably. A demonstration centre has also been established.

Propaganda.—A provisional scheme for passive air raid precautions in municipalities and a provisional scheme for passive air raid precautions in factories were published by Government and widely distributed and also placed on the market for sale to the public. Radio talks have been given in the past by members of the A. R. P. Committee emphasising the scope of the attack that might be expected, the work that was done to meet the danger and the action that should be taken by the public in the event of an attack.

Chief air raid wardens in charge of sub-areas have been authorised to advertise and enrol volunteers in their sub-areas.

Protective measures.—The resources of the Calcutta Fire Brigade have been supplemented. Several emergency fire stations have been opened within the municipal limits of Calcutta, Garden Reach and Howrah. Auxiliaries have been enrolled for this purpose and arrangements for their training have been made.

A code of A. R. P. warning signals has been approved and sirens are being installed in Calcutta for giving the signals to the public.

ADMINISTRATION OF LAW AND ORDER

Action under the Defence of India Rules

Under rule 7 of the Defence of India Rules, 26 places in Calcutta, and 91 places in mufassal have been notified as protected in addition to 14 places notified by the Government of India.

Under rule 26 of the Defence of India Rules, orders were issued during the year in 31 cases externing persons from certain industrial areas in Bengal.

In addition, a number of persons have been dealt with under the various other rules of the Defence of India Rules and the movements of several persons have been restricted.

Under rule 56 of the Defence of India Rules certain meetings have been prohibited and processions have not been allowed.

Orders were issued against a number of newspapers under the Defence of India Rules.

Terrorist and other crimes

During the year the Advisory Committee appointed by Government Resolution No. 4624 H.J., dated the 15th December 1938 (already mentioned in the previous report) assembled on the 4th January 1939 and continued their work until the 14th May 1939. On this date Mr. Sarat Chandra Bose, M.L.A., and Mr. Lalit Chandra Das, M.L.C. (representing the Congress Party) resigned as they were unable to persuade the other members of the committee to agree to the immediate and unconditional release of all prisoners whose cases were placed before them. The Congress Party were invited to nominate other representatives in their place but this invitation was declined, and the committee thereupon resumed their work. By the 7th July 1939, 146 prisoners had been released unconditionally in accordance with their recommendations. On that date certain terrorist prisoners went on hungerstrike in an attempt to secure the "immediate and unconditional release of all political prisoners and the restoration of civil liberties". This action constituted an open threat to Government and was calculated to produce an atmosphere favourable to the recrudescence of violence and terrorism. Government accordingly suspended further consideration of the cases pending before them and directed the committee similarly to suspend their work until the conditions were restored to normal. The hungerstrike ended unconditionally on the 3rd August 1939 and Government and the committee again resumed their examination of the remaining cases. The committee held 26 meetings in all

and concluded on the 17th August 1939. Government announced the last of the decisions taken by them on the Advisory Committee in a communique, dated the 17th October 1939.

The number of cases placed before the Advisory Committee was 249. Of these, however, ten prisoners were released in the normal course before their cases had been finally disposed of. The recommendations of the Advisory Committee in the remaining 239 cases and the Government's decisions upon them are summarised below—

		Recommendations of the Advisory Committee.	Decisions of Government.
Unconditional release	..	146	149
Conditional release	..	33	43
Grant of remission	..	15	7
No clemency ..	..	45	40

Of the 43 prisoners offered conditional release, 5 have accepted conditions and have been released. The remaining 38 prisoners are still in jail. Government are not prepared to dispense with the conditions in their cases, but have issued orders that they may be released at any time on accepting the conditions, which were that they should state on their word of honour that they have abandoned terrorism and undertake that they will not in future resort to terrorism or acts of violence with a political motive, and that they will not join, remain a member of or support any party or organisation which employs or instigates terrorism or acts of violence for political ends.

Clemency was refused in only 40 cases in all or in less than 9 per cent. of the total number of prisoners involved. Only in 23 cases did Government find it necessary to deviate from the recommendations of the Advisory Committee and in 19 of these cases the deviation was in favour of the prisoners.

Thus by the end of December 1939 only 80 terrorist prisoners and 6 civil disobedience prisoners remained in jails.

Police and the Public

During the year the relations between the police and the public continued to improve. The Hon'ble Home Minister in his addresses to the Bengal and the Calcutta Police laid special emphasis on the duty

of the police force to be courteous and considerate towards the public. "I shall not feel happy," he told the police force assembled for their annual parade at Dacca, "unless by their own conduct towards members of the public who come with their complaints, the officers and other policemen down to the constables attached to a police station are able completely to win their confidence".

The Hon'ble Minister's addresses to the Bengal Police as well as to the Calcutta Police on the occasion of their annual parades are given in full in an appendix and from these it will be apparent that the Ministry have been untiring in their efforts to make the police win the confidence of the public as also to induce the public to look upon the police as their friends and protectors and give them willing help and co-operation.

The Hon'ble Home Minister added, "I take this opportunity once again of making it clear that indiscipline, highhandedness, incivility, oppression and corruption will be suppressed with the utmost strictness. At the same time, I gladly acknowledge that much has been done to bring about an improvement. From what I have been able to see and read, I do feel that during the past year there has been a definite improvement in the relations between the police and the public, and it is with the greatest pleasure that I congratulate the force on its behaviour. It is particularly encouraging to note that during the past year no strictures were passed on the police either by the High Court or by any Court of Sessions."

Penal Reforms

In 1938 Government circulated a questionnaire on jail reforms to the Boards of official and non-official visitors of jails and to the members of the Bengal Legislature inviting their opinion. This questionnaire contained a comprehensive series of questions on all aspects of the prison administration. The answers to the questionnaire were examined by Government and a programme of reforms was framed. The programme includes (a) jail buildings, (b) classification of prisoners, (c) jail staff and supervision, (d) jail industries, (e) games and physical exercises, (f) jail punishments, (g) education of prisoners, (h) jail diet, (i) clothing and equipment, and (j) after-care work. The Inspector-General of Prisons was asked to put up for Government's approval specific proposals on the lines of the suggestions made by those bodies. The Inspector-General has submitted several schemes. Some of his important proposals have been sanctioned and some have been administratively approved pending provision of funds.

Schemes given effect to

The schemes to which effect has since been given by Government are briefly summarised below:—

(1) A whole-time Superintendent has been appointed in the district jail at Mymensingh from the 1st September 1939, and a whole-time Medical Superintendent will soon be appointed in the district jail at Comilla.

(2) As a step to imparting primary education to prisoners Government have sanctioned the employment of teachers in all Central Jails except Dum Dum and books, slates and other equipments have also been provided for the prisoners.

(3) Jail Code Rule 789 regarding the employment of prisoners on oil mills has been amended so as to restrict the imposition of this form of labour on prisoners.

(4) As an experimental measure the Superintendents of Central and District Jails have been authorised to arrange with local Women's Social Service Institutions for voluntary and honorary instruction to female prisoners as well as to female warders and matrons in suitable arts and cottage industries.

(5) For the benefit of prisoners arrangements have been made in jails for occasional lectures with or without lantern slides or moving pictures.

(6) A small handpress has been installed in the Borstal School, Bankura, for teaching additional industry to inmates of the school.

(7) Provision has been made for sending two officers instead of one to England to attend a course of study in prison administration.

(8) The permanent staff of the Dum Dum Central Jail has been increased.

(9) Honorary teachers and Lady teachers have been employed for the purpose of imparting moral instruction to prisoners of different faiths and female prisoners where number of such is four or more.

(10) Arrangements have been made for the supply of sweets to prisoners on festival days as extra food at Government cost.

(11) Holidays have been granted to Jewish prisoners on their festivals or holy days.

Schemes approved

The following schemes pertaining to jail reforms have been administratively approved by Government:—

(1) Retention as a permanent measure of the annual grant of Rs. 1,000 for the maintenance of libraries in jails.

- (2) Imparting of First Aid Training to prisoners in Central Jails.
- (3) Arrangements for physical exercises and games in Central and District Jails and for annual sports in Central Jails.
- (4) Supply of additional clothing to prisoners:—
 - (i) Provision of a pair of trousers to each prisoner.
 - (ii) Lining of blanket kurtas to prevent irritation.
 - (iii) Supply of cotton bed sheets to all Division III prisoners.
- (5) Provision for dental treatment of prisoners in Presidency, Alipore and Dum Dum Central Jails as an experimental measure for the present.
- (6) Revision of pay of Chief European Warders and European Warders.
- (7) Grant of passages to European Warders, European Chief Warders and European jailors whose domicile at the time of appointment was in Europe.
- (8) Appointment of whole-time Superintendents for the District Jails at Barisal and Faridpur.
- (9) Reorganisation of the Reformatory and Industrial Schools at Alipore.
- (10) Reorganisation of the Juvenile section of the Berhampore Jail for imparting education and vocational training to youthful offenders under a whole-time Superintendent.
- (11) Retention of the post of a whole-time Deputy Superintendent in the Dum Central Jail as a permanent measure.
- (12) Raising the pay of the Accountant, Dacca Central Jail (in order to entice suitable candidates).
- (13) Installation of a cutting or spearing machine in the blanket factory of the Dacca Central Jail.
- (14) Arrangements for guarding of sick prisoners by warders when they are sent to outside hospitals for treatment or operation as required under the new Jail Code Rule 597.
- (15) Appointment of a compounder in the Suri Jail.
- (16) Construction of a Segregation Camp at Jhargram in the district of Midnapore for the Bodhana Samity for the reception of juvenile mental defectives.

Necessary provisions of funds for schemes Nos. (1), (3), (4), (7), (9), (10), (11), (12), (13), (15) and (16) mentioned above have been made in the budget for 1940-41 and it is hoped that they will be given effect to as soon as possible. A temporary compounder has already

been appointed in Suri Jail (Scheme No. 15). Fund has not been provided for the Schemes Nos. (2), (5) and (8) and (14) in the budget for 1940-41. Government have, however, recently issued orders asking the Inspector-General to give effect to scheme No. (14) immediately, the extra charge on this account being met from the appropriate heads in the Jails budget for 1939-40. Scheme No. (6) was included in the schedule for 1938-39 and is being examined afresh by the Finance Department.

Building schemes

The following building schemes have also been administratively approved by Government:—

- (1) Construction of 4 new worksheds in the Dum Dum Central Jail.
- (2) Additions and alterations to the Basirhat Sub-Jail.
- (3) Construction of an Association ward for 16 undertrial prisoners and 2 cells in the Chandpur Sub-Jail.
- (4) Construction of barracks and family quarters for the head warders and warders of the Midnapore Central Jail.
- (5) Construction of 4 sets of corrugated asbestos sheet roofed worksheds in the Comilla Jail.
- (6) Construction of a barrack for 64 warders in the Dacca Central Jail.

Fund has been provided for scheme No. (1) only in budget for 1940-41.

Schemes under examination

Some other schemes are still under the examination of Government of which the more important are:—

- (1) Appointment of the whole-time Superintendents in the district jails at Suri, Hooghly, Dinajpur and Chittagong.
- (2) Promotion of efficient jailors to the rank of Superintendents of Jails.
- (3) Removal of Reformatory and Industrial Schools at Alipore to a new site at Tollygunge.

Jail industries

In accordance with suggestions to the replies to the questionnaire on jail reforms, the Inspector-General has already submitted a comprehensive scheme for the reorganisation of jail industries. A committee of experts has been appointed to investigate into the existing conditions obtaining in jails and to examine the possibility of expanding and reorganising industries in jails and to make recommendations to Government.

Games

Government have already sanctioned a variety of indoor and outdoor games for prisoners.

Jail punishments

The last conference the Superintendents of Jails recommended the supply of tobacco to well-behaved Division II prisoners at their own cost under certain restriction. The matter is under the consideration of Government.

After-care work

The reorganisation of the After-Care Association including the formation of District After-Care Associations and Prisoners' Aid Societies is under consideration.

Education of prisoners

With a view to a reorganisation of the system of education in jails Mr. A. K. Chanda, I.E.S., of the Education Department, was requested to carry out an investigation and submit a report. His report was received early in the year and proposals based on it are under consideration.

Conference of Jail Superintendents

A conference of the Superintendents of Jails in the province, which was the first of its kind in Bengal, was held during the year. The conference discussed a very large number of subjects and its recommendations will be of great assistance in finding a solution for some of the problems which face Government particularly in the matter of jail administration and penal reform.

FOREST AND EXCISE

The Committee appointed in connection with the afforestation in Western Bengal (mentioned in the last report) have since submitted a report with their findings and recommendations which are under the consideration of Government.

Proposals for afforestation in the district of Nadia and other adjoining districts have been kept pending till the field work undertaken by the Irrigation Department over the entire area, with a view to reclaiming the fallow lands for agriculture by a flushing scheme, is complete and the results of the work are known.

Khas Mahal Tenants

As regards the grievances of the Khasmahal tenants living on the forest border in Chittagong, the following measures have also been taken by Government to meet the legitimate grievances of the tenants, in addition to those mentioned in page 101 of "Two Years of Provincial Autonomy in Bengal" published in August 1939 :—

- (1) A committee has been appointed to enquire into the question of disafforestation of Rampur and Charandwip Blocks in the Chakaria Sundarbans Reserved Forests in the Cox's Bazar subdivision.
- (2) Concessions in the matter of cheap thatching have been granted.
- (3) Two paid Shikaris and one paid tracker have been appointed to kill wild elephants in the Teknaf Range where the damage done by the animals was reported to be great.
- (4) Steps have been taken to check corruptions amongst the Forest Subordinate officers.

Besides these, Government also propose to appoint a committee to enquire into the question of grazing in the district and to simplify the procedure for the extraction of timber from private forests for the benefit of the tenants.

Arrangements are being made to supply the needs of the Defence Department for timber for war purposes, in full requirement.

Cinchona Plantation

Progress has been made in the experiment in the third cinchona plantation in the Rongo block of the Kalimpong Forest Division in

the district of Darjeeling mentioned in the publication entitled "Two years of Provincial Autonomy in Bengal". The experiment has turned out very promising. The nurseries are in excellent condition and the planted out trees are progressing favourably. Although the rainfall in the experimental area is rather heavy for cinchona, this disadvantage is offset by the porous nature of the soil ensuring quick drainage and a good amount of sunshine which intervenes between down pours.

The attention of Government has been directed towards a policy of making India self-supporting in respect of its quinine supply and with this object in view the question of a very large extension of cinchona plantation in this province is engaging their serious attention.

In the interest of the labour force employed in the department a scheme for the construction of two indoor hospitals at the cinchona plantations at Mungpoo and Munsong has been administratively approved and necessary provision made in the budget for 1940-41 to give effect to the scheme.

As the present demand for quinine has increased and prices have gone up owing to restriction of foreign supplies by the war, a policy of intensive programme of cultivation and output has been adopted. A plantation officer has been deputed to collect data for a more accurate estimate of bark in the existing plantations at Mungpoo and Munsong, and a plantation survey with the object of revising the working plans on a scientific basis is intended.

The proposal for the introduction of smaller capacity quinine treatments through post offices mentioned in the publication "Two years of Provincial Autonomy in Bengal" has been dropped for the present owing to stock difficulties consequent on larger demand due to the curtailment of foreign imports by the war.

Excise Policy

The final goal of the excise policy of Government is to enforce total prohibition in the province. The prohibition of alcoholic beverages which was introduced, as an experimental measure in the district of Noakhali with effect from the beginning of the year 1938-39, has proved successful. A scheme for the extension of prohibition to other areas is under consideration.

It should however be remembered that prohibition involves grave financial implications, e.g., direct loss of existing revenue and heavy expenditure for staff to prevent illicit traffic. Excise yields a revenue of more than 1½ crores of rupees out of which only 21½ lacs are required for expenditure of the department during 1940-41. At the present time when there is financial stringency and it is necessary to husband the resources of the country because of the war, Government can ill afford

to dispense with the substantial portion of their revenue all at once unless new resources of revenue can be found to counter-effect the loss, as fresh taxation, if heavy at this present time, is not likely to be welcomed with avidity. Many of the constructive and beneficial schemes of Government in the nation-building Departments will have to be abandoned if prohibition is to be launched on an ambitious scale.

Meantime the opening of new shops without the previous sanction of Government has been prohibited for the present and propaganda against the evil of drink through the screen has been undertaken by the Publicity Department of Government. A film on the subject of "Drink evil" has been prepared and is now being exhibited in rural areas by the National Welfare units organised by Government.

Salt industry

The question of the development of salt industry in Bengal has been engaging the serious consideration of Government for some time past. As stated in the previous report, a scheme for the establishment of an experimental salt factory in the Sunderbans was actually worked out, but it had eventually to be dropped as impracticable and the present decision of Government is that other possible means of putting the industry on a sound basis should be explored. In fact, as far as it could be ascertained, what the industry immediately requires is technical assistance and for this purpose it is in contemplation to appoint a duly qualified expert whose functions will be to assist the existing salt factories to carry on manufacture by the right process and to remove the defects, if any, in their planning and in the selection of sites so as to reduce the cost of production to the minimum and to evolve the most economic process suitable for Bengal. The proposal for the appointment of an Expert for tackling the problem on the lines envisaged above is now under the consideration of Government.

JUDICIAL DEPARTMENT

Official Receiver's office

Since the bringing of the Official Receivers Act into operation, marked improvements have been noticeable in various branches of the office and the question of effecting further improvements by increase of staff is under consideration.

With the passing of the Calcutta Official Receiver's Act, 1938, appointment to the post of the Official Receiver, High Court, will

henceforward be made by Government. A set of rules regarding recruitment and conditions of service of the Official Receiver has been promulgated under section 241(2)(b) of the Government of India Act, 1935, and the post is being filled up substantively.

Moneylenders Bill, 1939

In order to relieve the borrowers in Bengal from heavy burdens of debt to moneylenders this Bill was brought forward by Government and passed by both Houses of the Bengal Legislature. It has since been assented to and comes into effect from September 1, 1940. It provides for the regulation of moneylending, registration of moneylenders and the reduction, with retrospective effect, of rates of interest to 8 and 10 per cent. on secured and unsecured loans, respectively. There is provision for payment of decretal amounts in instalments both in respect of secured and unsecured loans, also for reopening of transactions in particular cases under certain conditions. A brief note describing the provisions of this Bill is given below.

The Bill was designed to counteract the economic and social evils existing in the province. The measure seeks to distinguish between loans contracted for business and commercial purposes for bettering the conditions of the borrowers and loans contracted for uneconomic purposes.

To control the profession of moneylending provisions have been made for the registration and licensing of moneylenders under pain of penalties so as to prevent unscrupulous persons from practising unfair means on the borrowers.

Moneylenders are required to maintain necessary accounts in prescribed forms and to supply statements of such accounts to the borrowers on reasonable demand.

Facilities have been provided to afford borrowers opportunities to know the position when the original creditor assigns loans to others.

The salient features in the interest of the borrowers are as follows:—

(1) No borrower shall be liable to pay after the commencement of this Act—

(a) any sum in respect of principal and interest which together with any amount already paid or included in any decree in respect of a loan exceeds twice the principal of the original loan,

(b) on account of interest outstanding on the date up to which such liability is computed, a sum greater than the principal outstanding on such date,

(c) interest at a rate per annum exceeding in the case of—

- (i) unsecured loan, ten per cent. simple,
- (ii) secured loans, eight per cent. simple, whether such loan advanced or such amount was paid or such decree was passed or such interest accrued before or after the commencement of this Act;

(2) no borrower shall after the commencement of this Act, be deemed to have been liable to pay before the date of such commencement in respect of interest paid before such date or included in a decree passed before such date, interest at rates per annum exceeding those specified above.

No court shall, in any decree passed in any suit to which this Act applies—

- (a) if the loan to which the decree relates was advanced before the commencement of this Act, allow any interest on the decretal amount, or
- (b) if the loan to which the decree relates was advanced after the commencement of this Act, allow any interest other than interest not exceeding six per centum per annum on the principal sum adjudged.

In the case of loans in kind, the money value of the commodity at the time when and in the locality where, the loan was advanced shall, for the purposes of this Act, be deemed to be the principal of the loan, and in determining the amount which may, subject to the provisions of this chapter, be decreed in respect of any loan repayable in kind, the Court shall take into consideration the market value of the commodity in the said locality at the date or dates of repayment.

Any agreement between a lender and a borrower or intending borrower for the payment to the lender of any sum on account of costs, charges or expenses incidental or relating to the negotiations for, or the granting of, the loan or proposed loan, shall be illegal, and if any sum is paid to a lender by the borrower or intending borrower as, for or on account of any such costs, charges or expenses, that sum shall be recoverable as a debt due to the borrower or intending borrower, or in the event of the loan being completed, shall, if not so recovered, be set off against the amount actually lent and that amount shall be deemed to be reduced accordingly.

Powers have been vested in courts to direct payment by instalments, to confine sale of property only to so much of the property as to satisfy the decree, to reopen questions in matters of decrees already passed, prohibition of execution of decrees by arrest and detention in prison.

The borrower has further been given the facility to move competent courts to make inquiry for taking accounts and declaring the amount due and to deposit in court money due to the lender. Entry of an amount in a bond, etc., different from the amount actually lent and molestation of a debtor have been declared penal.

Under the Government of India Act, 1935, "Moneylending" has been allocated as a provincial subject. Hitherto there was no real comprehensive substantive law in the province controlling moneylending transactions which were governed by the general law of contract, evidence, transfer of property and other laws of a general character including the Civil Procedure Code. The Bengal Moneylenders Act, 1933, though it was a step in the right direction after the Usurious Loans Act, 1918, failed to afford the desired relief to the borrowers, especially to the poorer classes.

Civil Court clerical staff

The cadre rules for clerical staff for the Civil Courts have been brought into operation and are working satisfactorily. In course of operation of the rules some defects in detail have been brought to notice and revised orders remedying the defects are proposed to be issued in due course.

The B. C. S. (Judicial) Recruitment Rules

Revised rules for recruitment to the Bengal Civil Service (Judicial) in accordance with the provisions of the Government of India Act and embodying the principles contained in the communal ratio rules are under preparation. Further recruitment to the service will be made under the revised rules when finally promulgated.

Standing Counsel

On the resignation of the permanent standing Counsel, Bengal, the post has been split up into two posts respectively designated Senior and Junior Standing Counsel, Bengal.

Administration of the Guardians and Wards Act

The High Court represented that under existing arrangements the administration of the Act by the court was unsatisfactory. With a view to effect improvement extra staff has been sanctioned to strengthen the branch of the office for exercising better control in the handling of the above classes of cases.

**The Bengal non-Agricultural Tenancy (Temporary Provisions) Act,
1940**

Government appointed a committee to enquire into the rights of tenants in urban areas and it is understood to be still sitting. Until it makes recommendations it is not possible for Government to decide their line of action with regard to substantive legislation but it has been brought to the notice of Government that steps are being taken by certain landlords to eject such tenants from their holdings with the object of preventing them from getting the benefit of any legislation which Government may decide to introduce. The Bill has been passed as a temporary measure in order to preserve the *status quo* for the time being.

Sanction of the Governor has since been obtained to the Bill and it has now become an Act. Every suit and proceeding in any Court for ejectment of a non-agricultural tenant, other than a suit or proceeding for ejectment on account of the non-payment of rent by such tenant, shall be stayed for the period during which this Act continues in force.

Every proceeding for delivery of possession in execution of a decree for ejectment on account of the non-payment of rent by such tenant, shall be stayed if, within thirty days from the date of the decree, such tenant deposits into Court the amount of the decree together with the costs of the proceeding.

A non-agricultural tenant or a person who, but for his ejectment in execution of a decree for ejectment would have been deemed to be a non-agricultural tenant for the purposes of this Act, if he has been ejected between the thirtieth day of January 1940 and the date of the commencement of this Act in execution of a decree for ejectment may, within three months from the date of the commencement of this Act and without payment of any fee under the Court-fee Act, 1870, apply to the Court which made the order for delivery of possession to have such order set aside; and such Court, if satisfied that the order was made between the dates aforesaid and in any proceeding in execution of a decree for ejectment shall set aside the order and shall direct that the applicant be restored to possession of the land to which the order relates. Every suit and proceeding which is pending at the date of the commencement of this Act, shall be stayed for the period during which this Act continues in force. Nothing in this Act shall apply to any tenant who holds non-agricultural land under the Central or Provincial Government or under a local authority.

Civil Court furniture

The office furniture of the Civil Courts of the Province being in a most deplorable condition, a comprehensive scheme for its improvement in respect of adequacy, durability and decency was launched in 1937 by adopting central supply of articles of steel materials and clocks and by local purchase of wooden articles and was spread over three years ending in 1939-40. The total cost involved was Rs. 72,000.

Civil Court libraries

Improvement has been effected in this direction also during the three years ending in 1939-40, by supplying the libraries with up-to-date books of reference, law books, etc., at a total additional cost of Rs. 33,000 over and above the annual recurring grant.

The Touts Bill

Its object is to curb the evil effects of touting among the poor and ignorant classes of the public. The Bill was introduced in the Assembly and circulated for eliciting public opinion. It is now proposed to proceed with it in the Legislature.

The Administrator-General's (Bengal Amendment) Bill

The Bill has been framed to provide for certain amendments of sections 10 and 11 of the Administrator-General's Act, 1913, to permit of its application with regard to estates in the mufassil and of section 45 to permit of a suitable fractional audit of accounts of estates, thus saving expenditure. The Bill has been passed by both houses of the Legislature and is expected to be brought into operation in due course.

The Official Trustees (Bengal Amendment) Bill

The Bill has been framed to provide for amendment of section 19 of the Official Trustees Act, 1913, to permit of a suitable fractional audit on the same lines as the proposed amendment of section 45 of the Administrator-General's Act. This Bill has also been passed by both houses of the Legislature and is expected to be brought into operation in due course.

Expenses of complainants and witnesses

Revised rules regarding the payment of the reasonable expenses of complaints and witnesses attending for the purposes of any inquiry, trial or other proceeding before the High Court on the original side or the courts of Presidency Magistrates in Calcutta were framed in 1939 with the express view of ameliorating the hardships felt by complainants and witnesses in matter of compensation, etc.

NATION-BUILDING PROPAGANDA

National Welfare Units

Considerable addition was made during the year to existing machinery for the purpose of educative and nation-building propaganda. The organization of National Welfare Units was completed, the staff recruited and trained and Units sent out to the districts where they have since been working with great success. The scheme was explained and its aims and objects described in the previous report and, therefore, no further details relating to these points are given in the present volume.

A send-off was given to the Units on December 2, 1939, at a special function over which His Excellency Sir John Herbert, Governor of Bengal, presided. His Excellency wished the members of the Units godspeed and described them as "our front line troops" in the fight against disease, poverty and ignorance. In the course of his speech His Excellency said :

"Even in spite of what has been achieved there is still much to be done. We must still wage relentless war on the three deadly enemies: Disease, Poverty and Ignorance, and until they are thoroughly routed we cannot afford to relax our efforts even for a moment. We must look upon them in the same way as the democratic and peace-loving peoples of the world regard Hitler and his Nazis—as something standing in the way of ordered and decent civilised life. We must continue to maintain a steady and relentless pressure on these enemies of ours; to do so however we need front line troops and it is you, who are going out with these National Welfare Units, who are our front line troops. You are going out this time stronger in numbers and experience than ever before. You will reach remote villages in every district in the Province. In many of them I have no doubt you will find work of the same nature already going on. In others you will be pioneers. But, wherever you go, if you bring to your work—as I am sure you will—not only industry, but also enthusiasm I have no doubt that you will accomplish successfully the task before you."

The Hon'ble Mr. A. K. Fazlul Huq, Chief Minister and Minister-in-charge of the Publicity Department, explaining the objects with which the Units had been organised said :

“These units are now ready to be sent out to the districts to which they have been allotted and on the eve of their departure we thought that Your Excellency's blessings would inspire the staff attached to these units, and infuse in them the necessary zeal for humanitarian service on which they are about to embark. I use the words “humanitarian service” advisedly, because upon the members of these units will henceforth devolve the task of travelling in these vans which you see lined up in front of you or in the boats which we have specially hired and which await the arrival of their complements in the riverine districts, from place to place in one continuous succession through the very heart of Bengal. Wherever they go their task will be to carry with them the message of better health, better agriculture and better living generally. This message they will spread not by the word of mouth alone, but through the direct and more powerful medium of moving pictorial representations.

To-day it is accepted on all hands that there is nothing more powerful than films for the purpose of imparting knowledge to the general mass of the people. In the case of the masses who inhabit an Indian province and who are mostly unlettered, the exhibition of films accompanied by a running commentary in simple language is admittedly the most effective means of conveying to them knowledge such as may lead to their own uplift. We, in Bengal, have always fully realised this and we have made hitherto an extensive use of films for the purpose which I have just described. In the past we maintained twelve cinema parties which gave a very large number of shows annually in various parts of the province.

In 1937 and 1938, these parties gave 1,687 and 1,736 shows, respectively, and nearly two million people in each year attended these shows. Encouraged by the results, and with a view to utilising this means of educating our rural population, we decided early this year not only to increase the number of these parties but also to add to their usefulness and capacity for service by attaching to them a Medical Unit and also charts and exhibits. Considerable time and labour have been devoted by the Publicity Department to the organization of these units, and I am particularly grateful to Mr. Twynam, Mr. Blandy and Mr. Altaf Hossain for the help which they have given. Mr. Twynam has been specially keen on the scheme and much is due to his valuable initiative. I shall soon have the pleasure of presenting for Your Excellency's inspection the units complete and ready to be sent out on their mission. With each unit there is an officer-in-charge whose duty it will be to give running commentaries on the films which he is showing, deliver independent

lectures on various nation-building subjects and explain the charts and exhibits. These officers have received short training under the Public Health, Agriculture, Veterinary, Industries and Co-operative Departments and it is our intention to hold periodical refresher courses for them. There are also a qualified doctor and a compounder, together with a medicine chest, with each unit. Their duty will be to provide, as far as possible, medical aid to the people of the locality which the unit visits. Each unit will stay at a particular spot for not less than a week and during that period the medical officer will undertake the free treatment of such sick villagers as have so far been unable to secure treatment due to poverty or due to the distance of the nearest dispensary from their homes. He will also try to find out patients suffering from chronic diseases, give them advice and medicine and will attempt to arrange for their treatment after the departure of the unit, at the nearest charitable dispensary or hospital. In the course of this work the medical officer will also try to find out and record briefly the medical characteristics of the area and the main local diseases and advise the people on the measures desirable in their area to improve the public health generally. The staff of the unit will also comprise an operator and an assistant operator as well as the necessary menial establishment. The staff of the old cinema parties have been absorbed in the staff of these units and the additional officers-in-charge and all the medical officers and compounders have been recruited through the Public Service Commission.

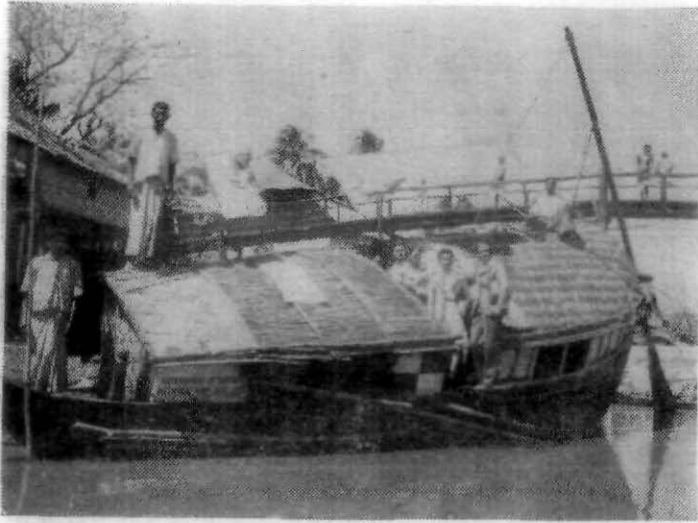
In all, 21 units have been organised, two of which will remain at headquarters to meet the demands of the organisers of *melas* and exhibitions who have in the past frequently requisitioned the services of the cinema parties and at whose disposal will henceforth be placed one or other of these two units held in reserve. Of the remaining 19, 13 will travel in vans which have been specially constructed for the purpose and for the conveyance of which prize bullocks have been imported from the Punjab. It is intended that these bullocks in themselves will serve as exhibits and stimulate among the village people a desire to use these improved breeds for agricultural purposes. The six other units will travel by boats. Each of the larger districts has been allotted one unit while each two of the smaller districts will have one unit between them. Boat units will work in the districts of Dacca, Khulna, Faridpur, Tippera, Chittagong and Barisal.

I may add that although the main burden of spreading knowledge through the use of the equipment of these units will naturally fall on the personnel of the units themselves, it is also the intention of Government that local administrative officers of the various departments of Government as well as officers of District Boards should make full use of these units. They may visit the locality where a unit is for the time being stationed or they may accompany a unit in order to take

advantage of the opportunities which it will afford and of the large gatherings which it will attract for the purpose of addressing the people on the work of their respective departments. In other words these units will work in co-operation with local officers as well as with the local self-governing institutions.

I am fully aware that considering the vastness of our province these 21 units can hardly reach every area which could benefit by their presence. Nevertheless, in the course of a year the units will together cover quite a considerable area and impart to the inhabitants thereof knowledge and medical aid of the nature I have already described. If the scheme proves a success, as I have no doubt that it will, it will be our effort, with the consent of the Legislature, to make it permanent and also to add to the number of the units according as our resources permit. What I wish specially to emphasise is that the whole scheme has been drawn up and these units have been organized and equipped with the sole object of contributing in a practical and effective manner to the welfare of our rural population. I am proud to be able to feel that we, in Bengal, have not only been from the start far ahead of all the other provinces in adopting this method of national uplift propaganda but with the organization of these units we have taken another big stride forward.

I would like, however, to impress upon the staff of these units with all the earnestness at my command that the success of the entire scheme will depend almost wholly on the manner in which they discharge their duties. It is indeed a nomadic life that they will have to lead, travelling in these caravans from village to village from year's end to year's end. But let them remember this, that they have before them an enormous possibility of rendering to their less fortunate countrymen in the villages one of the greatest services that man can render to man, namely, to teach them to avoid unhealthy and insanitary way of life, leading to the avoidance of disease and consequent sufferings, to help them to change old and stereotyped ideas regarding agriculture and kindred matters resulting in better rewards for their toil, to broaden their outlook by making them realise something at least of the progress which the world outside has made, to inculcate in them a desire for thrift and co-operation and generally to carry the torch of simple knowledge to the fastnesses of ignorance and chase its shadows away. This is indeed the work of a missionary, and it is as missionaries that I ask the staff of the National Welfare Units to regard themselves. The medical staff would alike be engaged in the noblest of tasks, namely, ministrations to the indigent sick in their own homes. I have no doubt that all the staff will discharge their duties in the spirit which I have indicated and make this scheme such a success that we shall soon have a public demand from all sides for putting more and more of these units into the field.



NATIONAL WELFARE UNITS AT WORK.

Top.—One of the boat units (*Kosh* boat) for Bakarganj district.

Below.—The Medical Officer of the unit examining patients and the compounder distributing free medicine.

I cannot conclude without recalling the keen personal interest which the late Lord Brabourne took in this scheme ever since the idea was mooted to him. He realised the great benefit which well organised units of this nature could confer on the village people and so keen was his interest that I remember him once enquiring from his sick bed, while the scheme was still at the consideration stage what progress had been made. Memories like this make us mourn anew the loss of one who was such a genuine friend of the people of Bengal.

From such memories I turn to the happy present, and it is a matter of great satisfaction to us that Your Excellency is here to-day to witness the inauguration of a scheme in which your noble predecessor was so much interested."

Extracts from Reports of the Local Officers on the working of the National Welfare Units

Reports received from District Officers and Civil Surgeons on the working of these Units reveal the measure of success which they have achieved and the popularity which they have gained. A few extracts from these reports are set forth below in order to give the public an idea of the amount of good which these Units are doing to the masses.

Faridpur.—The work done by the Unit during the period was quite good. The unit was welcomed everywhere by every class of people and its work was very much appreciated by the people, so much so, that the unit often received repeated requests from the people to prolong its stay at each centre, which was not possible for it to do for want of time. By its activities, the unit has been able to produce the desired reactions among the people for whose benefit it is organised.

It is very pleasing to note that even though cinema shows were not possible everywhere on account of accidental disorder of machine and other unavoidable disadvantages, the unit most successfully carried on with its work of rural upliftment moving from village to village. It held meetings and advised people on personal hygiene, adult education, etc., and explained the object of the unit and the desire of Government to promote the welfare of the rural population, and carried propaganda work at Gobra and Gopalganj even though cinema shows were not possible. It advised and induced the people to clear up water-hyacinth and start adult night school. At Gobra the unit actually started 3 adult night schools and one of which was in the depressed class area.

The work of the unit on the medical side was also quite satisfactory. Many villagers were treated at its health centre. It visited many villages to ascertain the medical features of the localities and to advise the people individually in matters of health and other things. At

Gobra the Medical Officer actually attended some patients at their houses during this round. * * *

(Sd.) A. HUGHES,
District Magistrate, Faridpur.
 25-4-1940.

Noakhali.—About 1,000 men attended almost every show and behaved well throughout. They patiently heard the lectures and were impressed by the shows giving them new knowledge about their own hearths and homes. Almost at every centre there was a demand for more shows and lectures. They appear to have greatly appreciated the attempt on the part of the Government at improving their condition by the dissemination of a mass of information on various matters among the common folk of the rural areas.

H. ALI,
District Magistrate, Noakhali.
 18-4-1940.

The Unit was very warmly received everywhere and its work was highly appreciated by the villagers whose only complaint was that such an useful institution should stay only for a week at one centre.

B. C. MUNSHI,
Civil Surgeon, Noakhali.
 6-9-1940.

Chittagong.—People like to learn about their health and home. They are eager to lead a better and more prosperous life. They are also keen to know better means of agriculture. The party is doing well and the result is that ignorant people are trying to lead a better and more prosperous life. The villagers are also eager to learn scientific methods of agriculture.

Illegible,
 for *District Magistrate, Chittagong.*
 26-4-1940.

Bankura.—Approximately 2,000 persons attended the shows, etc., at each centre. The people of Simlapal, Taldanga and Medinipur (P. S. Onda) highly appreciated the work of the unit. The unit has done very useful work.

R. DUTTA,
 for *District Magistrate, Bankura.*
 29-5-1940.

During the stay in this district I inspected thrice the working of the Unit and I was satisfied with the work of the Medical Officer attached to the Unit.

R. DUTT,
Civil Surgeon, Bankura.
* 10-4-1940.

Burdwan.—The work of the Unit seems to be satisfactory.

B. SARKAR,
District Magistrate, Burdwan.
16-4-1940.

(i) Number of houses visited in different centres:—

(a) January, 1940	...	104
(b) February	...	51
(c) March	...	63
		218
Total	...	218

(ii) Number of cases treated:—

(a) January, 1940	...	439
(b) February	...	495
(c) March	...	486
		1,420
Total	...	1,420

(iv) Result of treatment ascertained as far as practicable:—

- (a) January, 1940.
(b) February.
(c) March.

- | | |
|-----------------------------|-------------------------------|
| 1. Medical cases 55% cured. | 2. Surgical cases 100% cured. |
| 1. Medical cases 62% cured. | 2. Surgical cases 100% cured. |
| 1. Medical cases 60% cured. | 2. Surgical cases 95% cured. |

The results achieved would appear to be highly satisfactory.

F. H. A. L. DAVIDSON,
MAJOR, I.M.S.,
Civil Surgeon, Burdwan.
10-4-1940.

Birbhum.—The Unit commenced operations on 2nd January 1940 and worked for the whole month of January 1940 in 4 centres in the Sadar subdivision of the district, viz., Illambazar, Bolpur, Bahiri and Khujutipara, and visited 13 villages including important bazars, 89 cinema shows were given with varieties of films concerning sanitation and health, historical and geographical relics and economic progress, accompanied by lectures. The party carried out their programme successfully; and the cinema shows and lectures were largely attended, and were greatly appreciated by the people. The people were favourably impressed with the work of the party.

B. B. SARKAR,

District Magistrate, Birbhum.

22-2-1940.

* * * * *

Murshidabad.—The people, mainly cultivators, appreciated the unit very much. At every centre there was a large gathering and they always pressed for more films to be shown. High School boys and teachers demanded films about Physical culture. Youngmen demanded films about industrial work and knowledge.

Women demanded films about health and industrial subjects suitable to them. On the whole the shows were much appreciated by all.

* * * * *

Illegible,

for *Magistrate, Murshidabad.*

Malda.—The number of people who attended the shows was quite satisfactory and varied from 800 to 5,000 according to the importance of the locality and strength of population at each centre. All these shows have been found entertaining as well as instructive and have been much appreciated by the public.

A. S. HANDS,

District Magistrate, Malda.

22-4-1940.

24-Parganas.—Average attendance at each show was 1,500 to 2,000. The people took keen interest and were highly impressed with the activities of the unit.

The arrangement of the programme was determined in January and February by the dates of various Exhibitions. Attendance of this Unit at these appears to have been much appreciated and to have helped the Exhibition materially as well as to have assured a good crowd at the demonstrations of the unit.

The visit to the Dum Dum Jail was also much appreciated.

* * * * *

The staff of the Unit have been carrying out their duties with credit.

K. A. L. HILL,

District Magistrate, 24-Parganas.
29-4-1940.

Khulna.—From the number of attendance in every centre as reported by the Officer-in-charge of the Unit it appears that the shows and lectures were attractive and appreciated by general mass. With a little more keenness on their part it is expected that the propaganda will have useful results.

Illegible,

for *District Magistrate, Khulna,*
12-4-1940.

Rajshahi.—The medical side of the Unit worked very successfully during these months. The Medical Officer used to go out in villages, visited houses to determine the local sanitary conditions and diseases prevalent in the localities.

Illegible,

for *Collector of Rajshahi.*
29-6-1940.

* * It must be admitted the Unit has done a lot of useful work. Its value from the point of view of education, propaganda and rousing all round mass consciousness has been considerable. I congratulate the Unit including the medical officer on the way in which it has performed its onerous duties and on the amount of work it has put in the most trying and difficult circumstances.

S. C. SEN,

Civil Surgeon, Rajshahi.
24-5-1940.

Rangpur.—People were much impressed with the activities of the Unit and appreciated the work of the Unit to a great extent. Many people came and enquired about “Improved method of agriculture”, “Sanitation”, poultry substitute crops for jute, etc., and the staff of the Unit gave them all possible information. The people seemed to take much interest.

A. MAJID,

District Officer, Rangpur.

2-7-1940.

The medical section of the Unit did a very large amount of work during the period under review. In his work, the medical officer showed great keenness and ability in not only giving treatment to patients, but what was more important, in going into the cause of the present poor condition of the health of the villagers. The medical section of the Unit is doing very useful work.

S. N. BHATTACHARJEE,

Civil Surgeon, Rangpur.

15-7-1940.

Tippera.—There was a hearty response from all quarters and shades of opinion. The people appreciated the Unit's work and there was great demand for the Unit specially their medical aid.

* * * * *

The people followed the shows and lectures with eagerness. Their inquisitiveness was aroused by the lectures delivered by the Officer-in-charge of the Unit and they asked to be supplied the names of the scientific agricultural implements and also the names of institutions in which the youths might secure training. All these informations were readily supplied by the Officer-in-charge.

The Unit is doing useful in this district.

M. K. KIRPALANI,

District Magistrate, Tippera.

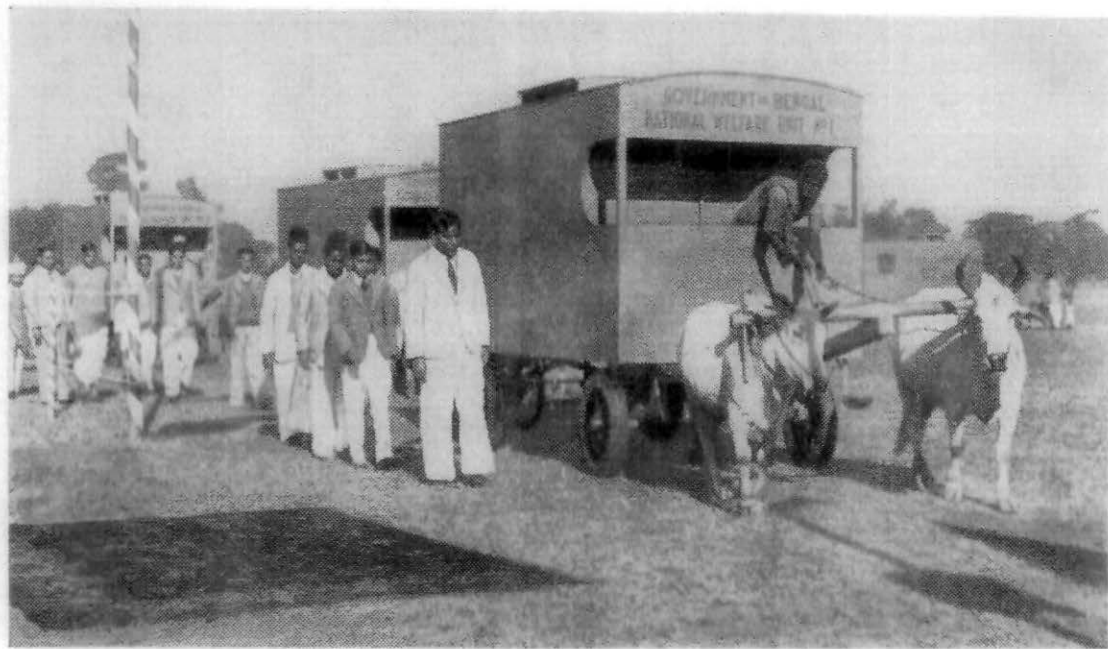
18-4-1940.

The work by the medical part of the Unit appears to be satisfactory specially in treating malaria cases and also in inducing ignorant persons to use quinine, etc.

M. N. MALLICK,

Civil Surgeon, Tippera.

27-7-1940.



Some of the cart units with their staff as they were lined up for His Excellency the Governor's inspection prior to their departure for the districts.

Howrah.—The Unit was equipped with films on various subjects and its activities have left a good impression on the mind of the people particularly the illiterate folk.

Illegible,
for *District Magistrate, Howrah.*
16-5-1940.

Mymensingh.—A demand for the services of the Units is increasing day after day, specially the medical part of the Units has a greater charm for the public. The work of the officers is fair.

Illegible,
for *Additional District Magistrate, Mymensingh.*
24-7-1940.

Dinajpur.—The activities of the Unit were appreciated by the people. The country people were attracted both by the prospect of seeing a show as well as by the facilities for medical advice and aid. The Unit doctor went round the neighbouring villages offering medical help to the poor and the afflicted. A great deal of enthusiasm was evinced during the display of films, exhibits and charts.

Illegible,
for *Collector.*
5-8-1940.

Hooghly.—I think the Unit is doing good work.

S. N. GHOSH CHOWDHURY,
Civil Surgeon, Hooghly.
31-8-1940.

Jessore.—People of all centres are appreciating the instructive value of cinema films.

P. R. DAS GUPTA,
Civil Surgeon, Jessore.
26-8-1940.

Bakarganj.—More than one thousand people attended at each centre daily on an average. Faridpur hat centre was very largely attended.

The medical branch attached to the Unit for the free distribution of medicines and free medical aid to the public is of great importance to the Unit. The Unit was highly appreciated by the mass. The arrangement of free medical aid attracted the innumerable helpless, poor and sick people from distant villages. They took keen interest in the work of the Unit Party and attended shows and took medical aid. The public has fully realised through the work of the Unit that Government has been spending immense sums for this Unit only to make them understand that they should lead a better and decent life by depending on self-help and by improving the methods of Agriculture as well as introducing cottage industries at their houses. The Union Board Presidents and Secretaries of Rural Uplift Societies readily responded to the call of the party and evinced their zeal by cutting out jungles and constructing new roads in the localities.

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The free mixing of the officers of the Unit with the public and their daily visit in the villages to study the local conditions and to advise the people about various matters of rural development and rural welfare have the desired effect to improve the sanitation of the interior of the village. Everywhere the public realised importance of the Unit. They came from the remotest corner of villages to see shows and to hear the speeches delivered by the officers.

* * * * *

Everywhere the arrangement made by the public for the shows and their welcome to the Unit was really praiseworthy. The work of the Unit at the Garuria centre was a great success even in rain and in spite of an anti-Government party who tried their best to prevent the public from attending the show.

* * * * *

J. L. LLEWELLYN,

Collector.

9-8-1940.

Stock of films increased

As set forth in the last report the Government of Bengal already possess 134 reels of 35 m.m. films on various educative subjects, running into a total length of 1,12,615 ft. and also a stock of 35 reels of foreign films on the same subjects together with 16 reels of 16 m.m. films.

During the year 1939-40 the following films were added to the stock:—

Nature of films.

	Additional No. of reels purchased.	Additional length in feet.
(1) Films on health subjects dealing with maternity and child-welfare; prevention and cure of Malaria, Tuberculosis, Small-pox and Cholera; production and distribution of quinine, Control of Leprosy, Care of the child, Village sanitation and women's role in National Health ..	5	5,265
(2) Films on industrial subjects dealing with industrial training for youths, cutlery and brass works, weaving, coir industry, silk industry, training in home industry, art, pottery, etc.	3	4,092
(3) Films on agricultural and veterinary subjects dealing with sugarcane cultivation, tobacco cultivation, jute restriction, cattle welfare, training in veterinary science, etc.	4	4,738
(4) Films on public works and irrigation dealing with canal irrigation systems, re-exacavation works, road construction, etc.	2	1,035
(5) Films on co-operative movement dealing with co-operative colonisation, Rural Reconstruction on a co-operative basis, Co-operative milk supply, Co-operative irrigation, Co-operative fisheries, etc.	5	5,444
(6) Films on Rural Reconstruction work such as activities of union boards, water-hyacinth destruction, all-round village improvement, etc.	7	5,521
(7) Films on topical subjects such as tours of His Excellency the Governor and the Hon'ble Ministers in connection with nation building activities and other interesting events of local interest	41	23,994
Total ..	67	50,089

In addition, 34 reels of 16 m.m. were prepared locally and twenty-one reels of foreign films of 16 m.m. on similar subjects were purchased.

The work of the Exhibition Van

The Exhibition Motor Van which is a separate Unit by itself started on its sixth cold weather tour on the 16th November 1939.

During the period under review the Van visited four districts in the Burdwan Division and travelled 1,796 miles on its own wheels. It worked one month in each of the districts of Birbhum, Bankura and Burdwan and toured in Midnapur for two months. In 6 out of 11 centres fixed in the district, the visit of the Van synchronised with melas and exhibitions. As a result, in these 6 centres alone, 24 demonstrations were attended by about 1,10,000 persons. The Van ended its tours on 30th March 1940.

During the period only two demonstrations had to be cancelled for inclemency of weather.

Only one demonstration had to be stopped for mechanical breakdown.

The following table gives details regarding the work of the Motor Van during its continuous tours from the 16th November 1939 to 30th March 1940:—

Period of work.	District.	Number of demonstrations.	Approximate total attendance.
1	2	3	4
16th November, 1939 to 29th November, 1939 ..	Birbhum	13	14,100
3rd December, 1939 to 22nd December, 1939 ..	Burdwan	15	13,236
5th June, 1940 to 24th February, 1940 ..	Midnapore	34	1,49,000
5th March, 1940 to 31st March, 1940 ..	Bankura	13	18,400
Total from 16th November, 1939 to 31st March, 1940 ..		75	1,94,736

During April and May, 1940 the Exhibition Van was utilized in holding demonstrations at Kauria, Jessore and at Champdani Jute Mills.

Four demonstrations were held in these two centres which were attended by about 15,000 persons.

Bengal far ahead

It may be added that Bengal is to-day far ahead of any other province in India in so far as the visual education of the masses through the cinema is concerned. By re-organising and increasing the number of the previous cinema parties and adding to each re-organised unit a medical staff with equipments and a stock of medicine the present Government have vastly increased their usefulness as will be evident from the reports of local officers quoted in the preceding pages. It is also gratifying to record that the All-India Educational Films Conference held in Bombay in May 1939, to which the Director of Public Information, Bengal, was deputed as a delegate by the Government of Bengal, the following resolution was moved from the chair by Mrs. Lilavati Munshi and adopted unanimously:—

“This conference congratulates the Government of Bengal for having already used the Cinema for the promotion of education and knowledge, and the Government of Central Provinces and Berar for taking the initiative in appointing a Visual Education Committee and hopes that the latter will take early steps in the matter of introducing Visual Education in the Province.”

Appendix A

Some Speeches delivered by Hon'ble Ministers which explain the policy being pursued by Government in respect of nation-building departments, as well as for the maintenance of Law and Order.

APPENDIX A

Hon'ble Finance Minister's Budget Speech, 1940-41

The Hon'ble Mr. H. S. Suhrawardy, presenting the budget estimates for 1940-41 in the Bengal Legislative Assembly on February 15, 1940, said:

I have the honour to present the Budget Estimates for 1940-41. I must deplore my misfortune that I have to present a deficit budget to the House and that for the second year in succession we shall have to draw upon our balances in order to cover our revenue expenditure. I deplore this all the more as I have not had time since I assumed charge of this portfolio to appraise the situation sufficiently to suggest concrete remedies.

Since my predecessor, whose absence from the Treasury Benches perhaps no one regrets more than myself, presented the estimates of 1939-40 a year ago, a cataclysm has overtaken the world; forces have been unleashed with dire consequences to world economy.

The major powers are waging war by all indications to an extreme conclusion. It is impossible to prophesy to what extent the other countries of the world will be dragged into the vortex. The immediate effects of the war have been for the most part beneficial to the economy of the province, but it would be dangerous to enlarge our commitments on the basis of that prosperity and not to take precautions against the slump which all previous experience suggests must inevitably follow. Further, we must be ready and prepared to take our due share in the burden of the war should events move nearer home and involve us more directly and closely. Partly therefore on account of our revenue position which I shall consider unsatisfactory until such time as the income can be increased to meet the natural developments of our nation-building departments, and partly on account of the precautions that we must take against contingencies over which we have no control, the Budget of this year does not contain any spectacular features, nor have the Departments taken up any new long range schemes likely to involve the finances of the province in recurring expenditure of considerable magnitude. In my opinion, it would be fatal to the finances of the province if, deceived by an artificial prosperity due to war conditions, we permitted ourselves to undertake new commitments that we cannot hope to be able to maintain. The position has been very ably reviewed in the recently published report of the Central Board of the Directors of the Reserve Bank and I make no apology for quoting the following extract:—

“On the whole therefore the economic outlook at the end of 1939 appeared to be brighter than at any time during the past ten years, although memories of the aftermath of the last war were sufficiently recent to lead to a fairly general realisation of the fact that war profits are essentially artificial and transient and that in a major conflict of this nature no country can hope to escape the inevitable strain on her economic resources.”

With this brief warning against short-sighted optimism, I turn to the estimates now in the hands of the members. It is usual when considering the estimates to refer to the actuals of the previous year

and the Revised Estimates of the current year. In accordance with this usage I propose to refer briefly to the salient features of the final accounts for the year 1938-39.

The year 1938-39

The Revised Estimates for that year which were incorporated in the Budget for the current year, as presented to the Legislature in February last, disclosed a revenue deficit of 21.72 lakhs. In actual working, the apprehended deficit did not materialise and revenue receipts almost exactly balanced expenditure on revenue account. This was brought about by an increase of over 5 lakhs in receipts and a reduction of over 16 lakhs in expenditure. The improvement in receipts was shared by Land Revenue (5 lakhs), Excise (2 lakhs), and Stamps (7 lakhs), and was partly set off by a drop of a little less than 9 lakhs under Jute Duty. The decrease in expenditure was due to savings of 7 lakhs under Civil Works and of 2 lakhs each under General Administration, Administration of Justice, Police, and Public Health. The decrease under Civil Works was due to slow progress in the execution of building projects. The savings under General Administration were due mainly to smaller expenditure on the legislative bodies, and those under Police and Administration of Justice were distributed over a large number of heads. Savings in the Public Health Budget were due to absence of epidemic diseases for which a precautionary provision had been retained in the Revised.

Against the improvement of 22 lakhs in the revenue position there was a net decline of 9 lakhs in the Capital and Debt Deposit Section of the Budget. This was due to a decrease of 19 lakhs in net receipts on account of transactions under "District Funds" and "Civil Deposits" compensated partly by a decrease of 10 lakhs in disbursements under the "Cash Balance Investment Account". The decrease in the case of "District Funds" was due to smaller inflow of cess and in the case of "Civil Deposits" to a decline in litigation. The decrease under the "Cash Balance Investment Account" was due to the fact that the state of the Provincial balances did not permit of investment in Treasury Bills to the extent originally anticipated.

The net result of the year's working, therefore, was an addition of 13 lakhs to the closing balance, which was thereby raised from 78 lakhs in the Revised Estimates to 91 lakhs in the final accounts. This figure included a sum of 23 lakhs, representing the balances of certain accounts earmarked for specific purposes. The largest of these balances were 14½ lakhs in the Central Road Fund Account and 4½ lakhs in the Scheduled Castes Education Fund Account.

It should be mentioned, however, that at the end of the year 1938-39 the resources of Government, in addition to the cash balance of 91 lakhs, included investments in Treasury Bills to the extent of 75 lakhs and securities, held outside the public accounts of the nominal value of 38½ lakhs. There was, moreover, a sum of 10 lakhs in securities in the Famine Insurance Fund set up under the terms of the Bengal Famine Insurance Act, 1937.

It will be obvious from the accounts of 1938-39 that the opulence which marked the opening year of Provincial Autonomy had disappeared

at the close of the second year. Thus against a revenue surplus of a crore and 18 lakhs in 1937-38, there was no surplus at all on revenue account in 1938-39. The closing balance was down by 45 lakhs, while investment in Treasury Bills was smaller by a similar amount. This change was due partly to the heavy programme of additional revenue expenditure undertaken in 1938-39 and partly to abnormally large payments of loans to agriculturists on account of damages caused by floods. In spite of these unforeseen demands on their resources, Government were able to maintain an adequate cash balance in the Treasuries and in the Reserve Bank throughout the year. There were, however, a few occasions on which the balance at the Reserve Bank threatened to fall below the prescribed minimum and temporary advances had to be taken from the Bank. The aggregate amount of these ways and means advances amounted to 90 lakhs. These advances were all repaid within a period of ten or twelve days. No such advances had been required in 1937-38.

The year 1939-40

Let me now turn to the Revised Estimates for the current year which has still a month and a half to run. The original estimates placed before the House in February last assumed that the year would start with an opening balance of 78 lakhs. Revenue receipts were placed at 13 crores 78 lakhs and expenditure at 14 crores 65 lakhs or 87 lakhs more than our receipts. On the assumption that investment of the Provincial balances in Treasury Bills would be on the same scale as in the Revised Estimates for 1938-39, ordinary transactions under the Capital and Debt Deposit Section of the Budget were expected to result in a deficit of 6 lakhs. The total deficit thus came to 93 lakhs; 87 lakhs on revenue account and 6 lakhs outside this account. At the time the budget was prepared it was estimated that there would be in existence outside the closing balance reserves to the extent of 85 lakhs in Treasury Bills, 38½ lakhs in securities and 10 lakhs in the Famine Insurance Fund. These reserves would have been sufficient to cover the deficit but at that time it was thought advisable to conserve these reserves and our intention was to raise a loan of 1 crore of rupees. The net result, on the basis of these estimates, was a surplus of 7 lakhs; this surplus with the opening balance of 78 lakhs would have produced a closing balance of 85 lakhs in addition to the reserves.

According to the Revised Estimates the current year starts with an opening balance of 91 lakhs—that is to say, the actual closing balance of 1938-39. Revenue receipts are expected to be 25 lakhs more, and expenditure on revenue account 48 lakhs less than was originally anticipated. There is, accordingly, an improvement of 13 lakhs in the opening balance and 73 lakhs on revenue account or 86 lakhs in all. Under the Capital and Debt Deposit Section of the Budget there has been a net worsening of 16 lakhs. The combined effect of these variations is an increase of 70 lakhs in the closing balance which is raised from the 85 lakhs of the original estimate to 1 crore 55 lakhs in the Revised. But whereas the budget assumed that in addition to the cash balance we should hold 85 lakhs of Government of India Treasury Bills, no such investment has been possible and apart from certain securities with a nominal value of 38½ lakhs and 12 lakhs in the Famine Insurance Fund the revised closing balance of 1 crore 55 lakhs represents the sum total of the province's balance.

The Budget for the current year made one major assumption which subsequent events have proved incorrect. The House will recall that in presenting the Budget for the current year, my predecessor observed—

“In my estimates, I have assumed that revenues will come in roughly at the level on which they have flowed during the last few months. I have assumed that war in Europe will not break out.”

The outbreak of hostilities have naturally upset the calculations on which the Budget Estimates were framed.

Another assumption made by my predecessor was that we should raise a loan of a crore. Some time before the commencement of hostilities in Europe, it was decided not to have resort to a loan. This loan was to have been taken not in connection with any specific scheme of expenditure but in order that our reserves might not be unduly depleted. In view of the uncertainty of world conditions and their unsettling effect on the money market, Government considered it inadvisable to resort to a loan in the open market for the sake of conserving their existing reserves. The sounder alternative appeared to be to utilise such reserves as were immediately convertible and to issue Treasury Bills for short terms to tide over temporary difficulties in the Ways and Means position. As a result, Treasury Bills aggregating a crore and fifty lakhs have been or will be issued during the year: of this amount 90 lakhs are expected to be repaid before the close of the year. Thus, in lieu of a liability for a long term debt of one crore which was originally contemplated Government will have on their hands Treasury Bills worth 60 lakhs which it is hoped to repay in the course of the coming year.

The main heads of revenue affected by the War are Jute Duty, Income-tax, Land Revenue, and Stamps. The stoppage of exports to Germany, Poland and Czecho-Slovakia has caused an appreciable decline in our receipts from the Jute Duty, and, so far, the increased off-take of the Allies in the form of sand-bags and hessians has not been sufficient to compensate in full for the complete loss of exports to the Central and Northern European countries. The receipts of the Provinces under Section 138 of the Government of India Act are at present linked with, and depend upon the amount of, the contribution paid to Central Revenues by Railways: as a result of the improvement in railway earnings we expect a larger contribution under Income-tax. Greater activity in the share market and better trading results have led to an improvement under receipts from Non-Judicial Stamps. Finally some improvement in Land Revenue collection is expected as a result of the rise in prices of agricultural produce.

On the expenditure side of the Budget there has been an increase on account of certain extraordinary charges necessitated by the War, the most important of which are Air-raid precautions, control of prices and the employment of extra Police for guarding protected areas. The bulk of these charges will eventually be recovered from the Government of India. On the other hand the War has necessitated the postponement or abandonment of certain items of expenditure. In this category may be placed the curtailment of leave outside India involving smaller expenditure on leave arrangements; non-utilisation of State Scholarships tenable in European countries and the postponement of some original civil works, in view of the general rise in the price of materials.

With these prefatory observations let me now turn to the details under the various heads.

The increase in the opening balance has already been explained.

The net increase in Revenue receipts amounts to 25 lakhs. It will be recalled that the Budget includes 93 lakhs on account of provincialisation of certain revenues which used to be paid direct to local bodies. It now appears that the original estimate of these revenues was badly out; they are not likely to exceed 68 lakhs. This figure has been adopted for the Revised. The deflation of 25 lakhs is distributed over the following heads:—Land Revenue (22 lakhs), Administration of Justice (2½ lakhs) and Miscellaneous (half a lakh). It will be seen that if these Adaptation receipts are left out of consideration, the Revised Estimate of Revenue is actually 50 lakhs better than the Budget. Of this improvement 34 lakhs is due to an accounting adjustment designed to bring within the public accounts certain securities hitherto held outside these accounts. The value of these securities has been credited as revenue receipts and a corresponding debit has been shown under the "Cash Balance Investment Account" in the Debt Deposit Section of the Budget. The balance of 16 lakhs is made up mainly of the following:—an improvement of 21 lakhs under Income-tax, 7 lakhs under Land Revenue proper (i.e., excluding Adaptation receipts), 8 lakhs under Stamps, 5 lakhs under Registration and 6 lakhs under Other Taxes and Duties; set off by a decrease of 30 lakhs under Jute Duty receipts. I have already explained the reasons for the variations under Income-tax, Land Revenue, Stamps and Jute Duty. The increase under Other Taxes and Duties is due to the proceeds of the Bengal Finance Act, 1939, which came into operation after the Budget had been passed. The growth under Registration is due to an unexpected increase in the number of registrations.

Of the decrease of 48 lakhs in expenditure on revenue account 25 lakhs is attributable to the fact that the Adaptation receipts which are to be made over to local bodies are smaller by this amount than was originally anticipated. The balance (23 lakhs) is the net result of excesses and savings spread over a number of heads, details of which will be found in the Red Book. I shall here confine myself to the more important variations. There is a decrease of 13 lakhs under Civil Works owing to smaller expenditure on building projects—some of which were postponed on account of the situation created by the War. Savings to the extent of 10 lakhs occur under Medical and Public Health owing to the time required for working out details of some large projects for which lump provisions were included in the Budget. The Irrigation Budget shows a saving of nearly 4 lakhs owing mainly to non-utilisation of the provision for the Waterways Board. There is a saving of 4 lakhs under Debt Conciliation owing to the slow progress in the establishment of Debt Conciliation Boards. Over 3 lakhs has been saved under General Administration mainly through the non-utilisation of certain lump provisions included in the Budget. Under Administration of Justice there has been a decrease of over 4 lakhs mainly due to smaller expenditure under "Pay of Officers" and "Charges in England". As against these savings there is an increase of 6 lakhs under Agriculture on account of the Jute Registration Survey; of 7 lakhs under Famine Relief on account of relief in areas affected by flood or drought; and 7 lakhs under

Extraordinary Charges on account of expenditure arising out of the War, to which a reference has already been made.

The Capital and Debt Deposit Section of the Budget as already stated reveals a net worsening of 16 lakhs. The explanation of this variation is as follows: The Budget allowed for the receipt of one crore on account of a long term loan. The Revised omits this item but includes in lieu a sum of 60 lakhs on account of outstanding Treasury Bills. There is thus a decrease of 40 lakhs in receipts. On the Disbursement side the Budget provided for the investment of 85 lakhs in Treasury Bills. No such investment appears in the Revised but there is an unforeseen item, viz., the investment of 34 lakhs in securities as a part of the accounting adjustment designed to bring these securities within the public accounts to which reference has already been made. There is accordingly a saving of 51 lakhs in Disbursements on account of smaller investments. These transactions would have resulted in an improvement of 11 lakhs (i.e., 51 lakhs less 40 lakhs) but unexpectedly heavy disbursements on account of agricultural loans have converted the improvement to a net worsening of 16 lakhs.

There are two items outside the closing balance of 1 crore 55 lakhs shown in the Revised—namely, securities of the nominal value of 38½ lakhs and a sum of 12 lakhs in securities in the Famine Insurance Fund. And we carry over into 1940-41 a liability for the repayment of 60 lakhs of Provincial Treasury Bills.

The year 1940-41

I will now turn to our proposals for the coming year. The year is expected to start with an opening balance of 1 crore and 55 lakhs. On the assumption that the existing level of taxation will be maintained and no new sources of revenue will be tapped during the year ending 31st March, 1941, revenue receipts have been placed at 13 crores 97 lakhs as compared with the 14 crores 3 lakhs of the Revised. The decrease of 6 lakhs is due mainly to a fall of 27 lakhs under Extraordinary Receipts and 10 lakhs under Land Revenue, compensated, to a great extent, by an improvement of 20 lakhs under Jute Duty, 2 lakhs under Income Tax, 6 lakhs under Other Taxes and Duties and 5 lakhs under Civil Works. I have already referred to the accounting adjustment of 34 lakhs included in the Revised under Extraordinary Receipts in respect of securities previously held outside the public accounts: the only receipts we can foresee under this head during 1940-41 is a sum of 7 lakhs by way of recoveries from the Central Government on account of War charges met from Provincial revenues in the current year. The decrease under Land Revenue is due mainly to smaller recoveries on account of survey and settlement charges. The increase under Jute Duty is based on hopes of larger exports in consequence of improved shipping facilities. The yield from Income Tax is expected to be higher as a result of improvement in trade. The increase under Other Taxes and Duties is due to larger collections under the Bengal Finance Act, 1939, since collections will proceed throughout the coming year as against a few months in the present year. The increase of 5 lakhs under Civil Works is due to larger transfers from the Road Development Account in order to finance a more extensive programme of road development.

EXPENDITURE.

I next turn to our proposals for expenditure.

The estimates provide for an expenditure on revenue account of 14 crores 54 lakhs, which is 37 lakhs more than the Revised Estimates for the current year. In Appendix II, attached to the printed copy of this statement, will be found an enumeration of the main heads under which increased provision has been made. The total increase according to this Appendix is 54 lakhs but against these increases must be set decreased provisions under Agriculture (5 lakhs), Commutation of Pensions (6 lakhs) and Famine Relief (7 lakhs). The reduction under Famine Relief is based on the hope that conditions during the coming year will be normal. Our present financial position will not allow us to repeat this year's provision under Commutation of Pensions. The smaller provision under Agriculture is due to the fact that the revised estimate for the current year under this head includes an abnormal item of 7 lakhs on account of the survey of jute lands. The estimates for 1940-41 do not make provision for any similar expenditure. It will be remembered however that on the first of this month—and after the estimates now before the House had been sent to the Press—Government decided to regulate the coming jute crop by legislation and I have no doubt that in due course it will be necessary to come to you with a supplementary demand for the funds required to meet the cost of the measures necessary to give effect to that decision.

The bulk of the increase in expenditure in the coming year is due to new schemes included in the Budget. My honourable colleagues will, in due course, explain the details of these schemes while moving the demands for grants relating to their respective Departments. I propose, however, to refer to some of the more important items for which provision has been made in the Budget.

Land Revenue.

Under Land Revenue the Budget provides for revisional survey and settlement operations in the districts of Bakarganj and Faridpur at a total ultimate cost of 40½ lakhs. During 1940-41 the expenditure on this account will be 4½ lakhs.

Irrigation.

The Irrigation Budget includes a number of important new schemes. One of these is a contour survey of North Bengal at an ultimate cost of nearly 4 lakhs of rupees. The provision included in next year's Budget on account of this scheme is Rs. 25,000. Other large schemes which it is proposed to initiate in the coming year are the improvement of Tolly's Nullah at a cost of about 1½ lakhs (ultimate), the reclamation of the Madhumati River in the district of Khulna at a cost of about 1½ lakhs (ultimate), and the improvement of the Aurora Khal in the district of Hooghly at a cost of Rs. 90,000 (ultimate). A provision of Rs. 50,000 has been made with a view to assist District Boards in undertaking small irrigation projects drawn up in consultation with the technical experts of Government.

I would ask honourable members to look on the additional provision included in the coming year's estimates as an earnest of the willingness of Government to take up schemes in the districts of Bengal which will benefit the people in a measure more than commensurate with the cost involved. It is a matter of great regret that the finances of the province have not permitted us to make provision for many such schemes during 1940-41 and I can assure the House that should our finances permit, we shall not hesitate to come before the House for further provision.

Education.

The Education Budget repeats the special additional provision of 5 lakhs for primary education in the cess-paying districts and contains enhanced provision in respect of certain important schemes initiated in earlier years. Thus, there is an additional provision of over 2 lakhs for the training of teachers for Primary Schools; of Rs. 50,000 for grants to Madrassahs; of Rs. 40,000 for the award of scholarships; and of a similar amount for the expansion of the Lady Brabourne College. There is a provision of 1½ lakhs representing the final instalment of the grant of 2½ lakhs to the Dacca University for the additional Muslim Hall; and of Rs. 40,000 for a grant to that University in connection with the recently organised Faculty of Agriculture. The Budget also provides for a grant of Rs. 67,500 to the Sadaat College, Karotia, being the second instalment of a grant of a lakh and thirty-five thousand to this institution to enable it to complete its building projects. Rs. 50,000 has been provided for a grant to the Bengal Bratachari Society for the acquisition of land and the construction of buildings and Rs. 20,000 has been provided for a capital grant to the Vidyasagar Bani Bhawan, Calcutta. A provision of Rs. 15,000 has been made for additional building grants to Madrassahs and of Rs. 11,000 for a capital grant to the Faridpur Girls' Junior Madrassah. Rs. 9,000 has been provided for the extension of Primary and Middle English education in the Chittagong Hill Tracts and Rs. 6,000 as a grant to the Bodhana Samiti towards the cost of constructing a segregation camp at Jhargram, in the district of Midnapore, for the reception of juvenile mental defectives. With a view to provide improved hostel amenities for Muslim students it is proposed to extend the dining hall attached to the Muslim Hostel of the Dacca Intermediate College at a cost of Rs. 21,000 and to construct a hostel for Muslim students of the Pirojpur Government High School at a cost of Rs. 15,000.

Debt Conciliation.

The Budget provides for an increase of 5½ lakhs under Debt Conciliation for the establishment of additional Debt Settlement Boards. A special provision of Rs. 12,000 has been made to meet the cost of rewards to selected Chairmen and Members of Debt Settlement Boards in recognition of their meritorious services.

Co-operative Credit.

There has been a progressive increase of expenditure under operative Credit due primarily to the reorganisation of the staff

the Department, the appointment of additional auditors, increased provision for co-operative training and the expansion of its activities in fields other than credit. This year we have made a provision of Rs. 28,500 to meet the cost of establishing five additional Land Mortgage Banks to provide further facilities for long term credit in rural areas. A change in the policy regarding these banks is under consideration so as to enlarge their usefulness and make them self-supporting in due course.

In June last Government afforded a cash credit of thirteen and a half lakhs to the Provincial Co-operative Bank to supplement its resources and to enable it to provide short term credit to the agriculturists on a wider scale. The favourable returns that the agriculturist has received from his staple crops since the outbreak of war in Europe will, we hope, relieve him from the necessity of having recourse to loans for agricultural purposes during the coming year and the provision on this account in the Loans and Advances section of the estimates for 1940-41 has been limited to the normal precautionary provision of Rs. 5 lakhs. If, however, the occasion demands and the Provincial Bank is unable to meet the requirements from its own resources, Government will approach the House for a supplementary grant and I am certain that the House will not grudge it. The great problem, however, of the Co-operative Credit Department is still the rehabilitation of the movement in the esteem of the people of the Province. For this purpose a scheme designed to bring the demands of the societies down to the level of the paying capacity of the debtors is under preparation. I hope the House will bear more of the scheme in the near future.

Medical.

The Medical Budget includes a provision of 2 lakhs 65 thousand rupees for grant to the Lady Dufferin Victoria Hospital, Calcutta. Other special grants to hospitals which are proposed for the coming year are:—an annual grant of Rs. 10,000 to the Jadavpur Tuberculosis Hospital towards the upkeep of 10 beds to be reserved for mufassal patients, and capital grants of Rs. 20,000 for the S. K. Hospital, Mymensingh; Rs. 5,500 for the Australian Baptist Mission Hospital at Birisiri in the district of Mymensingh; Rs. 4,500 to the Prince Gholam Muhammad Charitable Dispensary at Tollygunge; and Rs. 3,000 for the Santhal Mission Hospital at Sarenga in the district of Bankura. Rs. 15,000 has been provided for a much-needed increase in the nursing staff of the Medical College Hospitals, Calcutta. An additional grant of Rs. 7,500 is proposed to be made to the Association for the Prevention of Blindness in Bengal with a view to enable the Association to run five travelling eye dispensaries which have given such good service in the districts. It is further proposed to make a grant of Rs. 10,000 to the Indian Institute for Medical Research. Provision has been made for a contribution of Rs. 4,000 towards the establishment of a General Council and State Faculty for the Unani system of medicine and Rs. 1,000 to the Faculty of Ayurvedic Medicine.

Public Health.

The Public Health Budget includes 7½ lakhs of rupees for rural water-supply, 5 lakhs for free distribution of quinine, 2½ lakhs for anti-malaria schemes, and 1½ lakhs for *kala-azar* and other epidemic diseases.

Half a lakh has been provided for maternity and child welfare centres. A provision of Rs. 24,000 has been made for a scheme of public health organisation in the Chittagong Hill Tracts. Rs. 18,000 has been provided for a scheme of school hygiene, Rs. 40,000 for a grant to the Ram Krishna Mission Sishu Mangal Pratisthan, Calcutta, and Rs. 5,000 for a grant to the Ram Krishna Medical Society for Women. In furtherance of the policy of making grants from Provincial revenues up to one-third of the total cost of water-supply projects the following provisions have been made in respect of Water Works Improvement Schemes:—1 lakh for Dacca, Rs. 29,000 for Munshiganj, Rs. 26,000 for Pirojpur, and Rs. 18,000 for Jhalakati.

Agriculture.

Under Agriculture provision has been made for the establishment of an Agricultural Institute at Dacca at a cost of 1 lakh 28 thousand rupees. The Budget also includes Rs. 66,000 for the electrification of the Manipur Farm, Dacca, Rs. 26,000 for the establishment of additional Union Board Farms and Union Board Demonstration Centres and Rs. 18,000 for the opening of a Physical Section under the Agricultural Chemist. It is proposed to take over the Bhutnath Paul Agricultural School at Chinsura at a cost of Rs. 35,000 including Rs. 21,000 for buildings. A sum of Rs. 2,000 has been provided for a grant to the All-India Cattle Show Society and Rs. 5,000 for the supply of outfit boxes to Livestock Officers and Assistant Livestock Officers. It will be recalled that a sum of Rs. 58,000 was provided in the current year for buildings in connection with a new District Agricultural Farm at Chittagong. There is a provision of Rs. 4,000 in next year's budget to meet the expenses of running this farm.

Civil Works.

The increase of 13 lakhs under Civil Works is due mainly to the provision for new buildings and additional road development fund works. The latter account for an increase of about 6 lakhs and the balance is due to building projects belonging to various Departments. Some of these have already been mentioned under the relevant service heads. Among the remainder the provisions which call for special mention are the following:—85 thousand for the construction of worksheds in the Dum Dum Central Jail; 48 thousand for the installation of a fully equipped testing station for motor vehicles in Calcutta; 46 thousand for providing accommodation for the Garden Reach Police Sub-Section; 27 thousand for the construction of cooly lines at the Royal Botanic Garden, Sibpur; and 25 thousand for the construction of witness sheds in Civil Works. In view of our straitened financial circumstances and of the rise in price of certain materials, expenditure on building is being limited to projects that cannot be postponed without serious administrative inconvenience.

Rural Reconstruction.

Three lakhs of rupees is again being placed at the disposal of the District Officers to further the programme of Rural Reconstruction and a further sum of 2½ lakhs has been interspersed under various Budget heads at the disposal of the Departmental Rural Reconstruction. The work of Rural Reconstruction is going on solidly and silently, and Pallimangal Samities are being formed not in a spasm of enthusiasm, but broadbased on a genuine appreciation of the benefits of co-operation and voluntary labour and the urge for village uplift. Such a movement contains in it the seed of expansion and permanency. All that it needs is knowledge and guidance. To implement this a training camp has been opened at a village called Bishnupur on the Diamond Harbour Road at which 60 selected Circle Officers are receiving both theoretical and practical training. Manuals are being prepared which will be of guidance not only to them but to all workers in this field. If this experiment is a success, it is hoped that it will be expanded and multiplied so that officials and non-officials and all those interested in service to the masses may be in a position to further the cause of Rural Reconstruction.

Miscellaneous.

There are one or two miscellaneous items that deserve mention.

The Budget includes provision for grants to two highly deserving institutions that cater for the needs of the destitute, namely, the St. Joseph's Home for the aged and the Sir Salimullah Muslim Orphanage, Dacca. Twenty-four thousand has been provided for the former and twenty-seven thousand for the latter. In the interest of the labour force employed in our cinchona plantations it is proposed to construct two indoor hospitals at Mungpoo and Munsong at a cost of Rs. 18,000. A provision of Rs. 20,000 has been made for grants to labour welfare organisations and Rs. 10,000 has been provided for committees of enquiry and boards of conciliation under the Trade Disputes Act.

Committees.

During the course of the current financial year several committees appointed by Government have submitted their reports. The recommendations of the Jute and the Paddy Committees are now under consideration. The Adult Education Committee has submitted a preliminary report, so also has the Committee for Primary Education. The Industrial Survey Committee has made certain preliminary recommendations. The Land Revenue Commission is expected to submit its report in March. The Special Officer appointed for electricity survey has made certain suggestions that are of far-reaching importance

and require close examination. The Chaukidari Committee will shortly publish its report, and its recommendations may call for drastic financial adjustments.

Government may have to come before the House for provision to give effect to the decisions arrived at after the examinations now in progress have been completed.

Special Measures.

Before I pass to the summary with which I shall conclude my statement on the estimates, I must refer briefly to two spheres in which Government have recently taken noteworthy action. Although one of these spheres concerns me more by reason of my holding charge of the portfolio of Commerce and Labour than as Finance Minister, both are of such far-reaching importance to the economy of the province that I make no apology for mentioning them to-day.

The first concerns the measures aimed at securing for the growers of jute an adequate price for their produce.

Government can, with some degree of pardonable pride, claim to have materially assisted the agriculturists in obtaining an adequate price for their jute. The steps taken to stem the decline in jute prices when the new crop came on to the market were effective and the advice given by Government to the jute-growers not to be stampeded by rumours and by market manipulations has borne beneficial results. The advent of war, the general rise in prices consequent thereon and Government orders for jute fabrics have given an upward stimulus to the price. The jute-growers therefore have this year been able to obtain a very fair price for their produce and this has been reflected in our finances. We trust that the agriculturists, remembering the trying days of depression through which they have just passed, will not fritter away this windfall but will utilise it to free themselves from the incubus of debt and once more face the world with courage and faith in their future destiny. Government have now definitely embarked on a policy of compulsory control of jute production, as they feel that the agriculturists should be given adequate guidance to enable them to secure a profitable return. In order to ascertain the best ways and means of securing this object, an expert committee will shortly be appointed to which will be entrusted a matter only less important to the prosperity of the province than that now under enquiry by the Land Revenue Commission.

Price Control.

The declaration of war was followed almost immediately by a sudden rise in the price of commodities and a panic wholly unjustified

prevailed in the market for a few days. The Government of Bengal took immediate measures to allay the panic, measures which were highly commended at the time by the Press and the public. A Chief Price Controller was appointed. This officer is assisted by an Advisory Board composed of representatives of all sections of the public. District Officers were invested with similar powers and are assisted by Advisory Committees. The result has been eminently successful and prices have been kept within bounds. We have had unfortunately from time to time to take action against those who wished to take undue advantage of the present emergency and to profiteer, but on the whole our regulations have been obeyed, and the discontent and disturbances that would have followed if the prices had been uncontrolled, have been avoided. No attempt has ever been made to control the price of agricultural commodities. If the war continued, this Department may have to be expanded. The cost, however, will be recovered from the Government of India.

Conclusion

Let me review the financial results of the working of the coming year according to the estimates just presented to the House. We expect to start the year with an opening balance of 1 crore 55 lakhs. Our revenue receipts have been placed at 13 crores 97 lakhs and our expenditure on revenue account at 14 crores 54 lakhs. This means that we have to draw upon the opening balance to the extent of 57 lakhs and our balance is accordingly reduced to 98 lakhs. In the Capital and Debt Deposit Section of the Budget there is a net deficit of 26 lakhs on the year's working. This deficit is due mainly to the repayment of 60 lakhs of Treasury Bills outstanding from 1939-40 counterbalanced to a large extent by a surplus under Loans and Advances where we hope our recoveries will be considerably in excess of disbursements. The deficit of 26 lakhs under the Capital and Debt Deposit Section of the Budget further reduces our balance to 72 lakhs—the figure shown as our closing balance in the Civil Estimate for 1940-41. The only items outside the closing balance are our investment in the Famine Insurance Fund (about 12 lakhs) and securities of the nominal value of 38½ lakhs.

The Budget presented to this House a year ago was a deficit Budget. It was estimated that expenditure would exceed revenue by 87 lakhs. We now expect that the deficit for the current year will be considerably smaller. As a result of an accounting adjustment of 34 lakhs the deficit in the Revised Estimates now before the House appears as 14 lakhs but excluding this accounting adjustment the amount by which we expect our revenue expenditure for the current year will exceed our revenue receipts is 48 lakhs. This amount will be met from our balances.

This year also the Budget which I have just presented is a deficit one. It will be necessary to draw on the opening balance to the extent

of 57 lakhs, and it is anticipated that the closing balance of 1940-41 will be only 72 lakhs, i.e., only 23 lakhs about the minimum balance that we must maintain with the Reserve Bank and in our treasuries. This is an extremely narrow margin and leaves very little in our hands to meet emergencies. Our expenditure has now reached a point at which we are living a little beyond our means, and pending a detailed survey of the possible new sources of revenue, there is no alternative but to mark time. We have been fortunate that we have not had to curtail the many beneficent activities that we have undertaken since we assumed office, but I am sure the House will agree with me that this is not enough. We must expand and expand progressively. There is such a crying need for an immediate expansion of our nation-building activities that to my colleagues, to the honourable members of this House, to all those in fact who know and deplore the conditions in which the ill-educated, ill-housed, ill-fed and malaria-stricken sons of Bengal live this year's Budget must be as great a disappointment as it is to me personally. If this year I have to be content to mark time it is not through any lack of zeal to be up and doing. This year financial stringency precludes our attempting more than we have proposed in these estimates, but let not the House suppose that we are content to sit idle. I am now engaged in a survey of the possible sources of new revenue permitted to provincial governments under the Government of India Act. I anticipate that before the end of the year for which I have just presented the estimates I shall place before the House proposals for new taxation. I consider this step all the more necessary now while thanks to the conditions brought about by the hostilities in Europe we in Bengal have with us at least the semblance of prosperity. As I see it we must seize this opportunity to develop our resources and to build up reserves against the depression that we all fear will follow: we must aim at being in a position to lighten the severity of the inevitable slump by undertaking large scale schemes of civil works, irrigation and drainage. To-day, however, I would prefer not to attempt to forecast what the results of my survey will be. It will be sufficient for my purpose to-day if I remind honourable members of the House that the sources from which we draw our revenues are inelastic and offer little or no scope for large or immediate expansion at will: we might increase our revenue by 5, 10 or perhaps even 20 lakhs by enhancing the rates of our provincial tax acts, such as the entertainment tax, the electricity duty, etc., but the time has come when it is essential, if we are to pursue the programme that we have set before ourselves, to select one or two fields upon which to concentrate and having made that selection to come to you with new taxation proposals that will give us the necessary resources.

I regret to have to paint such a gloomy picture but I shall be failing in my duty if I did not remind you that the estimates of expenditure now before the House are based on normal pre-war prices and have been framed on the assumption that the Provincial Exchequer will not have to meet any demands in connection with the war. We must however remember that we may be called upon to meet unexpected demands arising out of the war and we shall almost certainly have to face higher prices in many directions. And so I must ask my friends in this House and beyond this House not to feel disappointed that I have not already taken steps to raise new funds for the nation-building departments but to be patient and to have faith in the glorious destiny of our motherland.

**Summary of the financial position of the Government of Bengal
in 1939-40 and 1940-41**

(Figures are in thousands.)

	1938-39. Actuals.	1939-40.				1940-41. Budget.
		Budget	Supple- mentary.	Total.	Revised.	
<i>Receipts.</i>						
Opening Balance	1,36,01	78,02	..	78,02	91,01	1,54,88
Revenue Receipts	12,76,61	13,77,76	(a) 5,00	13,82,76	14,02,70	13,97,28
Capital Receipts	..	..	..	..	..	..
Receipts from Debt, Deposits, etc.	16,56,64	21,32,61	..	21,32,61	15,50,17	13,11,64
Total ..	30,69,26	35,88,39	5,00	35,93,39	30,43,88	28,63,80
<i>Expenditure.</i>						
Revenue Expen- diture.	12,76,62	14,64,56	14,59	14,79,15	14,16,57	14,54,23
Capital Expendi- ture.	-2,81	-3,01	..	-3,01	-2,95	-3,22
Expenditure on Debt, Deposits, etc.	17,04,44	20,41,45	47,60	20,89,05	14,75,38	13,40,57
Closing Balance	91,01	(x) 85,39	..	28,20	(y) 1,54,88	(z) 72,22
Total ..	30,69,26	35,88,39	62,19	35,93,39	30,43,88	28,63,80
<i>Net Result.</i>						
Surplus + Deficit - On Revenue Account.	-1	-86,80	..	-96,39	-13,87	-56,95
Surplus + Deficit - Outside Re- venue Account.	-44,99	+94,17	..	+46,57	+77,74	-25,71
Total— Surplus + Deficit - Excluding open- ing balance.	-45,00	+7,37	..	-49,82	+63,87	-82,66

(a) Due to the passage of the Bengal Finance Act.

(x) Excludes—

38,33 worth of securities.

85,00 invested in Treasury Bills.

(y) Excludes 38,33 worth of securities.

Includes a short term loan of 60 lakhs in Treasury Bills repayable in 1940-41.

(z) Excludes 38,33 worth of securities.

(Figures are in thousands.)

	Revised, 1939-40.	Budget, 1940-41.	Increase.
	Rs.	Rs.	Rs.
Irrigation	19,02	24,91	5,89
General Administration	1,55,18	1,57,47	2,29
Debt Conciliation	17,50	23,12	5,62
Administration of Justice	97,86	1,00,89	3,03
Education—General	1,54,65	1,56,52	1,87
Medical	55,56	58,15	3,59
Public Health	41,39	48,43	7,04
Co-operation	14,38	15,39	1,01
Civil Works	1,46,31	1,59,72	13,41
Superannuation allowances and pensions ..	1,03,95	1,09,46	5,51
Extraordinary charges	7,03	12,61	5,58
			53,84

AGRICULTURE

The Hon'ble Mr. Tamizuddin Khan, Minister for Agriculture, moving that a sum of Rs. 16,68,000 be granted for expenditure on Agriculture, on March 12, 1940, said:

Sir, the Agriculture Department is often blamed for not having any clear-cut policy or concerted programme. It is generally those who do not know anything about the working of the department who indulge in such criticisms. I can state outright that the aim and policy of the departments is mainly threefold:—

- (1) increase of the yield of crops now grown by our cultivators,
- (2) introduction of new and more remunerative crops, and
- (3) giving the cultivators the due and adequate price for their products.

All the activities of the department are directed to these objects and to achieve the same the department has prepared a programme of a comprehensive character and is doing its best to follow that programme. I would not tire the patience of the House by any repetition of the programme that the department has been pursuing, but I shall only state briefly the progress made in implementing that programme and the action taken for the good of the agriculturists of this province and also give a rough idea as to what the Budget for 1940-41 stands for. As regards Agricultural Education, buildings for the Dacca Agricultural Institute are now almost complete so that the Institute is expected to be started within a very short time. It has since been decided to connect the Institute with the Dacca University so as to enable a degree in Agriculture to be awarded to the students on

passing out of the Institute instead of a diploma of the Institute as was formerly intended. With this end in view the Dacca University has already started a Faculty of Agriculture under which the students who have passed the I.Sc. examination will undergo a two years' special course in sciences basic to Agriculture on completion of which the University will give an ordinary B.Sc. degree to the students. They will next go through two years' training in the theory and practice of Agriculture in the Agricultural Institute on completion of which they will be given a degree in Agriculture. Till the Faculty of Agriculture has produced its new graduates the Agricultural Institute will admit outsiders possessing the B.Sc. degree with Botany and Chemistry as their subjects, and these students will on completion of their two years' course be given the diploma of the Institute. This decision has been more or less influenced by the fact that a University degree generally carries more weight in this country. The budget for the year 1940-41 contains provisions for completion of the buildings for the Institute and for the appointment of staff and purchase of furniture and equipment. The budget also contains provisions for the additional buildings, equipments and staff required for the provincialisation of the Bhutnath Pal Agricultural School at Chinsura into a secondary agricultural school on the model of the existing Dacca Agricultural School, but pending the construction of additional buildings and the appointment of the full additional staff required the Institute has already been started with a small additional staff for the time being. As the House is aware we provided for 3 foreign scholarships for higher training in Agriculture and Animal Husbandry in Great Britain in the current financial year. The scholars were selected and even their passages were booked, but owing to the sudden change in the international situation caused by the war these scholars could not sail. Subject to the vote of the Assembly the same provision has been repeated in the budget for 1940-41 and correspondence is being carried on with the High Commissioner for India regarding the arrangements for the admission of the students next year if the international situation **so permits.**

Then, Sir, I would like to refer to the demonstration programme of Government. The House knows very well that so far as this question is concerned we have not yet been able to do all that we liked. The results of the researches carried in the experimental central stations at Dacca must be carried to the home of the cultivators if full benefit is to be achieved from these researches, but unfortunately we have not yet been able to make an adequate provision for that for want of trained demonstrators. Then additional demonstrators have been appointed this year and provision for 10 more has been made in the budget for 1940-41. Demonstration on the cultivators' own land is an important feature of the programme. Improved seeds are supplied or recommended by the department and the cultivation is carried on according to improved methods. Each demonstrator is placed in charge of three such centres wherever possible. We have established 22 more union board farms this year in addition to the 96 such farms that existed and the budget contains provisions for their continuance as well as the establishment of 10 new union board farms during the next year. Meanwhile, Sir, we have had a windfall. In view of the fact that the special agricultural staff for jute areas appointed by the Indian Central Jute Committee are not fully employed all the year round on jute work the committee has generously offered their services to be

utilised on our general demonstration work. This will enable us to establish 63 additional union board farms and 189 additional demonstration centres at a very small expenditure on seeds and equipments, etc., provision for which has been included in the budget for the next year. I should like to state here, Sir, that the existing number of demonstration centres in the province is 285.

Our difficulty in the establishment of union board farms and demonstration centres in larger numbers has mainly been the want of trained demonstrators. The offer of the Indian Central Jute Committee to utilise their jute staff has considerably improved the position. The Dacca Secondary Agricultural School has so long been the only institution for producing men of the demonstrator class. The establishment of a secondary school at Chinsura by the provincialization of the Bhutnath Paul Agricultural School will henceforth put on the field an additional number of men for demonstration work every year.

As regards research and experiment we have already considerably strengthened the research staff under the two Economic Botanists. A centre for experiment on flax cultivation was started this year at Gaibandha and as a single centre was found insufficient for the experiment, I have included provision for two additional centres in the budget for 1940-41. The staff employed at these centres will also carry on general demonstration work. A scheme for experiment on the cultivation of long staple cotton was started in the year 1938-39 and continued up to date in collaboration with the Bengal Mill-owners' Association who have been bearing half the cost. The budget for 1940-41 contains important schemes of research such as the establishment of a Physical Section for more efficient work on soil survey from two distinct points of view, viz., (1) classification of soils from the organic standpoint and (2) survey from the irrigation point of view. Sir, one of the grounds on which my friend, Mr. Surendra Nath Biswas, attacked the budget for 1939-40 was that it contained no provision for soil survey. Here is a scheme for soil survey providing for undertaking a systematic classification of soils from the Physico-chemical standpoint with a view to improve soil management and crop production and for an extensive study of soils on the genetic basis with a view to examine the probable behaviour of soils under irrigation. This, I hope, will commend itself to the House. The budget also includes provision for experiment for the multiplication of Dacca No. 1 variety of long staple cotton. The department has formulated a comprehensive scheme for fruit culture. The work that is at present done at the Horticultural Station at Krishnagar under the Imperial Council of Agricultural Research scheme has been found to be inadequate and it is proposed to expand the centre into an efficient experimental station on a much larger scale. I intended to make a start next year, but the sudden deterioration of our financial position referred to by my colleague, the Hon'ble Finance Minister, in his budget statement, has actuated the postponement of the consideration of this ambitious scheme. Meanwhile the work done under the scheme financed by the Imperial Council of Agricultural Research will be continued on the basis of half the cost being met from provincial revenues and necessary provision for this has been included in the next year's budget.

Sir, the necessity of a District Agricultural Farm in every district need hardly be emphasised. Some of my friends seem to entertain the view that these district farms serve no useful purpose and should

be abolished. I must confess I have not been able to agree to this view. The district farm is an important centre of both experiment and seed supply. Demonstration is only a small part of its purpose. The district farm is an important and necessary link between the Central Research and Experimental station at Dacca and the demonstration centres in the interior for the purpose of carrying the benefits of the experiment and research to the cultivators. It is impossible for the Central Farm at Dacca to supply the necessary information and seeds, etc., direct to the demonstration centres and union board farms in the interior and supervise their working. If the District Farms have defects I shall be thankful to my friends for practical suggestions for their improvement but I feel that if the district farms are abolished the entire organisation for demonstration and seed distribution in the interior will collapse.

We have so far followed the programme adopted for the development of the existing live-stock section of the department into a full-fledged department of Animal Husbandry except that the attempt to appoint the Assistant Live-stock Expert in India has proved abortive and the post has now been advertised simultaneously in India and in the United Kingdom. We have made permanent the five Live-stock Officers and 10 Assistant Live-stock Officers appointed under the scheme financed out of the Government of India's grant for rural uplift and they are now being paid from provincial revenues. We have also appointed 40 stockmen so far—20 in 1938-39 and 20 in 1939-40 for supervision of the stud-bulls and castration of scrup bulls. The cattle improvement scheme stands extended to 24 districts now. But the dearth of suitably trained hands has proved a stumbling block in the further expansion of the live-stock section. In fact there is no possible means of getting suitable men for appointment to additional posts of Live-stock and Assistant Live-stock Officers till the Animal Husbandry Section of the Bengal Agricultural Institute at Dacca has been in existence for a number of years. It has therefore been necessary to cry a halt and the budget for 1940-41 therefore contains no provision for additional technical staff for the live-stock section. The budget includes provision for providing the Live-Stock and Assistant Live-stock Officers possessing veterinary qualifications with first aid outfit boxes with sufficient medicine and instruments so as to enable them to treat the Government bulls under their supervision for ordinary ailments and injuries. It also contains provision for 20 Burdizzo castrators and tattooing sets for the use of the stockmen.

Sir, it is needless to say that if the agriculturists of the province are to thrive it is necessary to make adequate arrangement for the marketing of their produce. The Marketing Section appointed under the Imperial Council of Agricultural Research has so far limited itself to survey work and it did very little that gave any tangible benefit to the cultivators. In order to supplement the work done under the Imperial Council of Agricultural Research scheme three egg-grading stations were established in 1938-39 and the budget contains provision for their continuance during 1940-41. The budget also contains provision for the continuance at provincial expense of the hide grading stations at Tangra and Garden Reach established under the Imperial Council of Agricultural Research scheme. A comprehensive scheme for a separate Marketing Department has been formulated but the scheme could not be included in the budget for 1940-41 on account of the financial stringency already referred to. Meanwhile

the department have been adopting all possible means for securing the best value of his crops to the cultivator. In order to eliminate the factors that reduce the return to the cultivator for his produce I have introduced the Agricultural Produce Markets Bill which provides for the establishment of regulated markets for agricultural produce, licensing of private markets and the abolition of all illegal exactions and deductions.

Sir, I think I have now given a rough idea of what we have been doing and what we propose to do during the year, the budget for which is now before the House. I do not claim that all that we are doing or propose to do is perfect and shall be thankful to my friends for any practical suggestions that they have to give. But I hope I have been able to convince the House that we are doing our very best according to our light and that the House will accept the demand.

INDUSTRIES

* The Hon'ble Mr. Tamizuddin Khan, Minister for Industries, moving that a sum of Rs. 15,12,000 be granted for expenditure on Industries, on March 13, 1940, said:

In commending this Industrial budget of the province for the consideration and approval of the honourable members of this House, I would submit that although our resources have not permitted us to provide for large schemes, provision have been made for a number of comparatively smaller ones which I think would none the less be found important and useful to the industrial economy of the province. The details of these schemes are available in the printed budget presented before the House. Apart from the inadequacy of funds which imposed on us a handicap and made us rather conservative, there was another reason for which it was thought necessary to postpone some of the bigger schemes which had been under consideration of Government. As the honourable members know, the question of surveying the industrial position in Bengal, its problems and difficulties and the possibilities of further industrial expansion has been referred to the Bengal Industrial Survey Committee. The Committee has been functioning for about a year and the vastness of the work which it has been called upon to do suggests that it will be at least a few months more before its labours are at an end. I trust honourable members will agree with me that it is appropriate and advisable to await the recommendation of this expert committee before embarking upon any large schemes of expansion. I may inform the House that the Committee have so far submitted two schemes, one on the marketing of cottage industry products and the other on the development of electricity in relation to industries in Bengal and that steps have been taken by Government to assess these proposals in all their bearings. As the question of marketing and financing is the most serious problem for the recuperation of cottage industries, the scheme for the marketing of cottage industry products as formulated by the Industrial Survey Committee is particularly important. It is expected that out of the schemes suggested by the Committee, Government should be able to devise some such methods and measures as would be of substantial assistance to the industries of the province.

The subject of Weights and Measures has just been transferred from the Public Health and Local Self-Government Department to the

Industries Department, and I am now considering the question of the appointment of a Committee for considering the lines on which provincial legislation should be enacted for giving effect to the standardisation of the Weights Act recently passed by the Government of India. I am also considering the question of necessary legislation for the standardization of measures which is a provincial subject.

Bengal's principal problem, I am tempted to say even at the risk of repetition, is one of making the way smooth for a well-balanced development in industries and agriculture. Since the vast majority of our people live in the villages and are dependent on a precarious living out of agriculture, the necessity for the expansion of existing industries and the establishment of new industries with a view to adding to their income, is almost overwhelming. Agriculture has ceased to be sufficiently remunerative, the pressure of population being excessive. The result has been a progressive impoverishment of the countryside. What is needed under the circumstances is, therefore, a two-fold and co-ordinated programme of improving agriculture and developing industries. While on the one hand agriculture should be made economically more remunerative by the introduction of better farming methods, better marketing organisations, contributing towards better price of agricultural products and by other ancillary means, the decadent cottage industries, on the other hand, will have to be revived and new industries, both large and small, established so that the surplus agricultural population may be switched off to industrial avocations and under-employed agricultural workers who have to waste four to five months every year may be provided with subsidiary occupations. In this way alone could more purchasing power be made available to the agriculturists and the standard of living among the masses raised. This, I admit, is a formidable task, but is worth putting in of every ounce of our energy and we have been making all possible endeavour to this end, permissible within the limits of our resources.

Coming to the activities of the Department of Industries during the outgoing year, I am happy to tell you that there has been expansion in several directions and a number of important schemes has been carried into action. Some of these have been more in the nature of preparatory arrangements with a view to laying the foundations of more comprehensive industrial possibilities in the province than in the nature of concrete industrial projects, while others relate to specific results obtained to which I shall presently turn. First of all, I should invite the attention of the honourable members to the working of the newly-created Industrial Intelligence Section which was established towards the end of 1938 as a part of the Department of Industries with the object of co-ordinating all the investigatory and statistical activities of the department as far as they relate to the industries and their various aspects. This has led to the removal of a long-felt want, for the department was experiencing great difficulties in meeting the growing needs of the public in the matter of supplying reliable industrial data and of collecting facts and figures relating to the various industries of the province. As the encouragement of local industries is the accepted policy of Government with a view to improve the economic conditions of the masses, it was indeed necessary for the department to possess a machinery like this, through which detailed data regarding the existing and new industries could be regularly collected and disseminated to the public. For it is on the basis of such industrial data

that any useful programme of industrial development could be formulated and executed. The section did useful work during the year and produced as many as twelve detailed reports on the surveys of important cottage and small industries of the province. Besides, a detailed statistical study on the growth of joint stock companies in Bengal was published which has been acknowledged in responsible quarters as a very useful document describing the trend of joint stock enterprises in Bengal. Similarly the surveys of many other important industries like handmade paper, handloom cotton weaving industry, silk weaving, hosiery, etc., have already been completed and the final reports thereon are now in process of preparation. The work of the section is thus one of considerable utility to the department as a whole and to the industrial public who want to be supplied with dependable information on the respective subjects in which they happen to be interested.

The establishment of the Government Industrial Museum and the Moving Exhibition during the year is another step forward. It is a matter of very great satisfaction that no less than several lakhs of people have so far visited the Industrial Museum and the people in the country-side have evinced considerable interest in the Moving Exhibition. In the matter of creating an industrial-mindedness in the province, I trust honourable members will concede, the role of these institutions is unmistakable. While the Museum will serve as the rallying ground of Bengal's industrial products and a centre of valuable commercial and industrial suggestions, the moving exhibition will convey the inspiration and lessons embodied in the Museum to the scattered country-side. The Museum has had the honour of being visited by eminent men like Dr. Tagore, some of the Hon'ble Ministers of other provinces, Hon'ble Judges of the High Court, distinguished professors, eminent businessmen and well-known journalists and there were none amongst the visitors who had not a good word for it. The good wishes extended by the distinguished men and women of the country will continue to give great encouragement to the management in forging their way ahead.

To another useful scheme which was inaugurated during the year, I think, I should also make a reference. The Bengal Industrial Research Board which had been sanctioned for two years in 1938 was constituted only in February, 1939, with eminent scientists and industrialists of repute in Bengal. With the available funds of Rs. 25,000 the Board has been able to decide upon a number of schemes of industrial research to be carried on under the auspices of the Calcutta University and the Industrial Research Laboratory of the department. Reports so far received through the department from the Provincial Research Board tend to indicate a sound progress in all directions, and it may be expected that really productive results will flow from the research work of the Board and will lead to the attainment of these objectives, namely—

- (a) strengthening the economic position of new industries for whose benefit specific research work was undertaken; and
- (b) opening out the possibilities of new lines of manufacture the products of which it is expected will replace the imported staff of allied character.

Next, the activities of the Department of Sericulture and Silk Weaving should deserve a mention. During the last three years several

schemes were inaugurated for the improvement of the silk industry of Bengal in all its branches, and it is a pleasure to me to report that all these measures are beginning to show quite encouraging results. First of all new hybrid races of silkworm producing cocoons were introduced with the result that the resultant cocoons at the present moment show a much larger silk content and much longer filaments than those of the old ones, with a very high resistivity in respect of diseases. For these improved races of worms, a keen demand has arisen among the rearers in Bengal. The new reeling machinery and methods devised by the department are becoming more and more popular among the reeling classes. Then the establishment of the Raw Silk Conditioning House at Howrah in 1938, for testing raw silk with the object of fixing grades of Bengal silk, was another step forward for improving the prospects of the industries in Bengal. It is reported that the services of this Conditioning House are being utilised by business houses in an increasing measure and also by some of the branches of the All-India Spinners' Association. Besides, the various schemes of research which are being worked for the improvement of mulberry leaves, cure of the diseases of worms, testing of soil for mulberry, etc., have, it is reported, been attended with encouraging results. Further, the Silk Technological Institute at Berhampore has been thoroughly reorganised—the necessary equipments have been supplied in the shape of new machinery, necessary stuff, etc., and it is expected that in a few months the Silk Weaving and Dyeing Institute at Berhampore will develop into a full-fledged training and research institute for silk weaving which, working in conjunction with the Sericulture Section of the department, will play a very prominent part in the development of the silk industry of the province. We have had an opportunity of comparing our work with that in other provinces during the last All-India Sericultural Conference in Mysore, and it is a matter of particular satisfaction that we were found to be doing well. I am aware that there is an impatience in certain quarters about the results of the experiments undertaken. I do not grudge this impatience but welcome it as an indication of the intelligent and active interest taken in our work by the public. At the same time, I must sound this note of warning that the scientific process, in whatever sphere of research it may be, is necessarily a slow moving one, and it is not unlikely that some time should elapse before actual results are to hand. In regard to sericulture, the task was particularly difficult, but I am happy to say that we have been able to devise methods which will be of substantial help to the once famous sericultural and silk industry of Bengal. To those who are not fully satisfied with the working of the department, I would appeal that they should give us the benefit of whatever concrete and practical suggestions they may offer, and I can assure them that these will receive the most careful consideration. Another scheme which might deserve a mention is the reorganisation of a number of peripatetic weaving schools which have been functioning for a number of years in different districts of Bengal. Hand-loom cotton weaving is the principal occupation of more than three lakhs of people in Bengal and as a subsidiary occupation it is easily capable of adding to the scanty incomes of the agricultural workers. As such any step to improve the weaving industry in the countryside and to educate the weavers or intending weavers on better weaving methods should be considered very necessary. The peripatetic weaving schools have been functioning with an increasing measure of success, and under the new scheme, they have been better

equipped to impart weaving education to the village weavers as well as the outside public in a much more efficient manner. The parties will show to the rural workers the superior advantages of modern labour saving looms and weaving appliances and accessories, the processes of dyeing of yarns and printing of fabrics and practical methods of weaving of fabrics of new and attractive designs so that they may manufacture new types of fabrics, more usefully employ their limited resources and successfully meet competition from mill made products as far as possible.

Another scheme of importance that will be put into effect this year is the installation of the Jute Weaving Plant at the Serampore Weaving Institute. Its importance arises from the fact that although jute is a special product of Bengal, the possibilities of its industrial uses have not yet been adequately explored. There is no doubt that if with the introduction of suitable processes, jute is employed in the weaving of various fabrics, it will mean a tremendous advantage to the rural people, for jute weaving may provide a profitable occupation to the rural masses. I expect that this scheme when actually put into operation will serve as a training centre for students in jute weaving who will carry the lessons far into the villages so that in process of time a lucrative hand-loom jute weaving industry may come into existence.

Another institution of considerable industrial significance to the province maintained by the Industries Department is the Bengal Tanning Institute to which I may be permitted to make a reference. The Institute has been following a three-fold programme, viz., research, training and propaganda, and by pushing it on steadfastly, the Institute has been able to improve the condition of leather industry to a considerable extent. Manufacture of leather, boots and shoes and leather goods has been expanded substantially and the department is making efforts to stimulate further expansion by all possible means at its disposal. It is gratifying to mention that the Institute has achieved striking progress in respect of the manufacture of chrome shoe upper-leather, box and willow sides and calf in Calcutta as a result of research undertaken and training given.

In respect of the working of 28 demonstration parties functioning under the name of the Unemployment Relief Scheme, I should inform the honourable members of this House that the results obtained from their working, though fairly satisfactory hitherto, have not been quite up to the expectations, and in order to ensure more satisfactory results and greater efficiency, I propose to reorganise it thoroughly in the near future.

I have placed before the House short descriptions of the work on which the Department of Industries is concentrating attention, and I am afraid, it may not be a very impressive account that I have been able to give you. But I would crave your indulgence when I submit that due to the limitations of funds, we have had to postpone certain other projects which should have been provided for in the present budget. The outbreak of the War has created a situation of uncertainty and in the circumstances a certain measure of caution should naturally be exercised in incurring expenditure of a recurring nature. I may assure you, Sir, that Government are awake to the needs of the province in the matter of industrial development. But at the same time

I must lay stress on the various limitations that surround a Provincial Government in this matter. The limitation of finance is the most serious handicap due to which a Provincial Government cannot undertake any large schemes of development that would involve the expenditure of large sums of money. This is one of the main reasons for which the department has been devoting more concentrated attention on the ways and means whereby the cottage and small scale industries can be regenerated and promoted than on the large categories of industries. By this I do not mean to suggest that the department has nothing to do or does not do anything for the medium-sized and large scale industries. As a matter of fact, the department provides technical knowledge, financial aid in some form or other and industrial intelligence of any type that may be required by these industries.

Sir, I have endeavoured to give you an idea of what the department achieved during the outgoing year and what they propose to do in the coming year in discharge of their responsibilities. I am fully aware that this account lacks in any spectacular schemes of development and that what we have succeeded in doing falls far short of expectations. But this much we claim that within our limitations we have not lacked in initiative and spared no pains in apportioning the available funds between different items of expenditure in the best possible manner. We have started the investigation of industries and the survey of their possibilities. We are awaiting their results and when within a few months they will be available, we shall be in a position to chalk out lines of new developments and new expansions. We yield to none in our anxiety to see an industrially advanced Bengal, and in our earnestness to convert the country-side into better places with a better and fuller life. But there are formidable handicaps in the way, and it is against this perspective that I would appeal to the honourable members to assess our activity and pronounce their judgment.

With these words, Sir, I commend my motion for the acceptance of the House.

MEDICAL

The Hon'ble Nawab K. Habibullah Bahadur of Dacca, Minister for the Medical Department, in moving a sum of Rs. 51,27,000 be granted for expenditure under the head "Medical", on March 14, 1940, said :

Sir, the aggregate provision for expenditure under this head of budget is Rs. 58,15,000, of which Rs. 51,27,000 is voted and the balance, viz., Rs. 6,88,000, is charged on provincial revenues. The actual expenditure during the preceding three years may be found useful and has been as follows :—

			Rs.
1937-38	...	...	52,87,000
1938-39	...	...	55,96,000
1939-40	...	...	55,56,000 (revised estimate).

I may mention, Sir, in passing that I took over charge of the department after the budget had taken shape under the guidance of

my honourable colleague, Mr. Tamizuddin Khan. I have already taken the opportunity of placing before the House a statement for the information of the honourable members, outlining the forward policy I propose to adopt, within the compass of available finances, in the various branches of this department, and at the same time referring briefly to the improvements that the Ministry have been able to achieve. I do not, therefore, propose to go into many details. The principal increases and decreases have been explained on pages 106-107 of the Red Book, which, I am sure, every member of the House has studied carefully. I shall only make passing references to the most outstanding features of the budget, especially concerning new items of expenditure, as I proceed.

Referring, in the first instance, to extension of rural medical relief, the State grant has from this year been converted to a recurring grant of Rs. 1,50,000. In other words, the normal grant which stood at Rs. 1,10,000 has been raised to Rs. 1,50,000. I repeat the assurance that any additional amount that may be necessary, in order that rural dispensaries, which comply with the simple conditions attached to the grant may receive the subsidy, will be found and that no dispensary, recommended and qualified for the grant, will be refused help.

A scheme for capital grant-in-aid towards establishment of one dispensary between two union boards in the province is under the active consideration of Government, and I have every hope that although no provision has been made in the budget it will mature within the year through supplementary grant or by reappropriation or both.

The scheme of grants-in-aid to sadar hospitals at headquarters of districts, which serve the rural as well as urban areas, is being steadily worked out and liberal assistance has been rendered to the local authorities in respect of several sadar hospitals to assist them in making necessary improvements in the standard of medical relief. The progress has been slow, although the grants have been made liberally, for the reason that plans and schemes have to be carefully drawn up and checked in order to ensure that they relate to the comparatively more urgent needs of the hospital and that the maintenance of the improvements has to be guaranteed from local resources. All this naturally takes time to settle. The balance of the grant of Rs. 3,00,000 has been repeated in this year's budget.

The condition of the subdivisional hospitals at headquarters of subdivisions is also generally far from satisfactory; and I have initiated a survey of the needs and requirements of these hospitals, with a view to assisting the hospital authorities to undertake necessary improvements, in order that modern treatment in the various specialised branches of medicine and surgery may be available as far as possible, to the people, urban and mostly rural, inhabiting the areas.

Nursing is a very essential part of hospital treatment and nursing arrangements in our hospitals, with few exceptions, must be said to be wholly unsatisfactory. Steps have already been taken to introduce a scheme of improvement in nursing in the Campbell Hospital, the largest pauper hospital in the province, and the establishment of a large training centre for Indian nurses in that hospital has been undertaken. Necessary buildings and equipments for the nurses'

quarters, which must be erected and furnished before a scheme can be introduced, have been taken in hand. In the meanwhile, additional nurses have been provided in that hospital for a surgical ward which had been lying unused for lack of nurses. Nursing in the Medical College Hospitals has been found to be inadequate and complaints have been made to Government from time to time about the paucity of the nursing staff which renders it impossible to give proper attention to all patients. The arrangements are in charge of the Calcutta Hospital Nurses Institution, to which body adequate grants are made by Government. Additional grants are also made for the Sir John Anderson Casualty Ward and for the beds opened in the Eden Hospital Extension Block. The Medical College group of Hospitals, the largest and most modern hospitals in the province, are attached to the largest teaching institution in the province. The maintenance of these hospitals in an improved and well-equipped state is, I submit, Sir, in the interest of the province as a whole, of the rural as well as urban areas. People from all over the province come to this hospital especially for specialised and modern treatment for complicated and serious cases; and the population of the hospital is more rural than urban. It is also in the interest of medical education on proper lines that the hospitals should be adequately financed. Proper nursing is all the more necessary in a hospital of this type, serving the province as a whole. I am glad to inform the House that a provision has been made in spite of financial difficulties for a large recurring grant of Rs. 26,397 for employment of additional nurses and supervising staff in the Medical College group of Hospitals.

The interest of mothers and children, on whom national welfare depends so largely, has not been overlooked. The Lady Dufferin Victoria Hospital is a unique institution of its kind doing excellent service for women, especially women of the orthodox class who observe *purdah*. The hospital has recently been enlarged for improved and extended service which is, however, being retarded for lack of accommodation to house the additional nursing staff to be employed. To help the authorities of the hospital and in recognition of the services rendered by this institution to the women of Bengal, provision has been made for a capital grant of Rs. 2,65,000 towards the construction of a new nurses' quarters combined with a nurses' training school. Other grants have been made to voluntary institutions carrying on maternity and child welfare services. A grant of Rs. 40,000 to the Ramkrishna Sishumangal Pratisthan may be mentioned. The Eden Extension Block has still a large number of beds lying unused and steps are being taken to build additional quarters for the nurses to be employed at this block and the remaining beds will be opened as soon as the nurses' quarters are complete and the scheme is finally approved by the Government.

Grants-in-aid have also been provided for the benefit of various hospitals and dispensaries belonging to local bodies and associations. It is proposed to come to the aid of S. K. Hospital, Mymensingh, with a special grant of Rs. 20,000, as the hospital is in temporary financial difficulties.

As the members are aware, an association for the prevention of blindness is rendering excellent service by running travelling eye dispensaries in the rural areas. These travelling eye dispensaries have rendered invaluable service in the cause of prevention of blindness and treatment of diseases of the eye. They have proved most popular. A

grant of Rs. 15,000 was made during the current year to enable the association to run a few more travelling eye dispensaries. This grant has been increased to Rs. 22,000 for running five travelling eye dispensaries, one for each division.

The Tuberculosis Hospital at Jadavpur which is the only hospital for treatment of this fell disease in Bengal has been receiving grants-in-aid from Government from time to time. The hospital which is doing excellent work entirely depends on public help for its maintenance. A recurring grant of Rs. 10,000 has been provided for maintenance of beds to be earmarked for patients from rural areas. The hospital authorities had made a special prayer for a grant of Rs. 54,000 for improving the drainage of this hospital, a very essential need, but it has not been possible to provide this amount. An endeavour will, however, be made to provide this amount through a supplementary budget during the ensuing year. I may also inform the House that a scheme for enlargement of the present hospital has been forwarded to Government and is under consideration. I trust it will be possible to help this splendid institution further in its mission of service.

Sir, Government have decided to establish a climatic sanitarium within the province and we are in search of a suitable site. A climatic sanitarium is no doubt very useful, but its usefulness is limited. Times are moving fast and theories are changing. A theory which holds the field equally with others is that patients should be treated and cured in a climate where they are going to remain all their lives. Hospitals, preferably at central places with adequate accommodation for modern treatment, especially surgical treatment, of tuberculosis patients, are, if I may say so, even more necessary. A network of tuberculosis clinics all over the province for early diagnosis, prevention and propaganda are equally essential if this menace of tuberculosis which is rapidly growing and has affected rural areas as well as town is to be stamped out. A comprehensive scheme for tackling the menace to be worked in co-operation with the Tuberculosis Association, local bodies and all other interested, is now under examination.

I may also refer to the proposed grant of Rs. 10,000 to the Indian Institute of Medical Research, in order to facilitate research on the problem of immunisation from malaria which this institute is now carrying on and which has a far-reaching bearing on prevention from that terrible scourge of malaria. The Tropical School of Medicine, which is the leading research institution in India, is continuing its work of research and is engaged in carrying out investigation into the etiology of tropical diseases. I propose to take steps so that research work may be carried on with advantage in other institutions, such as the Medical College Hospitals. I may also mention, Sir, that I have now under consideration a proposal for establishing an advance block of Radiology and Electro-therapy in order to introduce the most advanced methods of diagnosis and treatment by electricity in the Medical College Hospitals and of training medical men in this special line.

The House is aware that a General Council and Faculty in Ayurvedic Medicine has already been established and is functioning for some time. Progress has been made in constituting a General Council and Faculty in Homeopathic and Unani medicines on similar lines. At the number of *hakims* in this province is not large, and it will not be possible for the profession to collect sufficient funds to

maintain the Council and Faculty as has been done in the case of Ayurvedic medicine, a grant-in-aid of Rs. 4,000 has been provided in the budget so that the Faculty may be established with the object of betterment of the practice and profession in Unani medicine. A small grant is also proposed to be made to the Ayurvedic Council.

Sir, I do not propose to take any further time of the House. I have referred briefly to only a few outstanding features of the budget which are in the nature, so to say, of an earnest indicative of the policy that Government are determined to follow for improvement and reorganisation of the system of medical relief. Sir, those problems cannot be solved and reforms effected without mature consideration from various aspects, inclusive, of course, of financial limits. I appeal through the House to the public for advice, assistance and co-operation in carrying out the programme of reorganisation and reform that the Ministry has set before it.

PUBLIC HEALTH

The Hon'ble Nawab K. Habibullah Bahadur of Dacca, Minister of Public Health, in moving that a sum of Rs. 47,12,000 be granted for expenditure on Public Health, on March 15, 1940, said:

The total provision under this head is Rs. 48,43,000, of which Rs. 1,31,000 is charged upon the provincial revenues and the balance, viz., Rs. 47,12,000, is the subject matter of this demand.

The total expenditure under this head in 1938-39 was Rs. 40,60,000. The expenditure in 1939-40 is estimated in the revised budget at Rs. 41,39,000. The comparative details of increase and decrease may be found explained on pages 109-111 of the Memorandum, i.e., the Red Book.

Sir, Public Health, i.e., the maintenance and improvement of the national health, constitute a vast and complex problem. This problem does not appertain to and cannot be solved by my department alone. The entire structure of Government is intimately connected with the reorganisation and reform of national health. Developments in the Public Health services are seldom dramatic in their coming. It must be the more so in a province like Bengal where the science of preventive medicine has neither developed sufficiently nor is adequately appreciated. The programme of Public Health work and the lines of advance must, therefore, be cautiously settled, so that the various outstanding problems may be attacked in an organised manner, and material reforms effected without waste of effort and within the compass of available finances.

The problem of water-supply in spite of all that has been done, continues to be grave. It is by far the most important of environmental health services. As the House is aware, considerably increased grants have been made since the present Ministry assumed office. The Government of India have also come to our help with what is commonly called grants for rural uplift. The policy of Government in regard to the distribution and utilisation of provincial grants has also been revised. Local Water-supply Committees at the headquarters of districts, subdivisions and thanas in which local members of both Houses are associated, have been set up, charged with the duty among

others of equitable selection of sites for the works, so that there may be no overlapping and waste and the really needy areas may not be overlooked.

This problem of rural water-supply can only be tackled by a comprehensive programme. I am glad to inform the House that the preparation of such a programme, district by district, is under progress through the agency of the experts of the district boards and with their full and whole-hearted co-operation and in consultation with the local water-supply committee. One or two districts have already completed and forwarded their programmes to Government for examination. As soon as all the programmes are received they will be examined by the experts of the Public Health Department and all outstanding points in regard to the execution of the projects, inclusive of allocation of financial responsibility, settled as quickly as possible. The Ministry are determined to tackle the problem effectively by working out to the full the comprehensive programme for the province within a very limited period, say, of 3 to 5 years. A provision of Rs. 7,50,000 has been made this year in spite of financial stringency.

In the beginning, organisation of Public Health must be chiefly directed towards improvement of environmental condition and personal health services by control of preventible diseases.

Sir, malaria constitutes the gravest menace to the public health of Bengal. It is a difficult and complex problem. Government have revised the policy of anti-malarial grants, under which large grants are proposed to be made available for expenditure on more or less comprehensive anti-malarial projects, such as, flushing schemes, irrigation schemes, anti-larval measures and the like. Several such schemes have been prepared by the district boards and are still under various stages of examination. Some of them have nearly matured. In order to assist in the preparation and execution of anti-malarial schemes of an engineering type, a malaria engineer with practical experience of anti-malarial work has already been selected and appointed for a period of two years. Steps are also being taken to select an engineer who is a native of Bengal and give him necessary training in anti-malarial work in India and abroad in order that he may be fitted to take up the permanent appointment. I consider it unfortunate that the grant for these larger anti-malarial schemes could not be spent during the current year, but I hope, Sir, that it will be realised that very close examination from various aspects is necessary before these schemes can be made ready for execution.

Now that an anti-malarial engineer has been appointed, it is expected that the provision of Rs. 2,40,000 made in the current year's budget for these schemes, will be fully utilised.

I may be permitted, Sir, to make a reference to the Jessore Anti-malarial Scheme which is fraught with great possibilities. The scheme is on a five-year plan, and is intended to demonstrate the results of an intensive anti-malarial campaign in a malarious town and its surrounding rural areas. Government of India through the Indian Research Fund Association have contributed Rs. 1 lakh spread over 5 years; and an equal amount will be contributed by the Provincial Government. The work has started during the current year and necessary provision of Rs. 20,000 for the next year has been made in this budget.

The grant for free distribution of quinine has been increased by Rs. 1,00,000 to Rs. 5,00,000. The policy of distribution has been revised and a part of the grant has been set apart for distribution through popular agencies, recognised associations and individuals so that the large class of sufferers who do not come near the hospitals may be adequately reached. It is hoped that the liberal grant will encourage the local bodies to increase their expenditure on quininisation.

Another rapidly growing menace which is making inroads into public health of the people is tuberculosis. As the House is aware, a comprehensive anti-tuberculosis scheme has been prepared and two items of the scheme, viz., training of medical and health officers in modern methods of diagnosis and treatment of tuberculosis and additional grant towards better treatment and nutrition of tuberculosis patients admitted to district hospitals have already been given effect to. Further progress of the scheme is awaiting decision, as regards the utilisation of the provincial share of the King-Emperor's Anti-tuberculosis Fund. Tuberculosis survey of typical areas is proceeding and the results will be of great value in giving effect to the scheme. The usual grant of Rs. 10,000 is being made to the Bengal Tuberculosis Association, which is doing excellent work, both in respect of propaganda and in maintaining and aiding tuberculosis clinics.

Another serious problem is that of leprosy. The number of incidence of this scourge is high in many districts of Bengal. As the House is aware, a comprehensive anti-leprosy scheme has already been prepared. All local bodies were addressed by the Director of Public Health to participate in the scheme. Settlement of details with the district boards and other local authorities has taken time and it is expected to utilise only partially the lump provision made for initiating the scheme. Other schemes are under various stages of examination, and the balance of the grant of Rs. 30,000 has been repeated in this budget.

Sir, I have good progress to report as regards the development of maternity and child welfare services. The problem of maternal and infantile mortality is serious and its solution lies in the spread of a net-work of maternity and child welfare clinics, inclusive of home visiting. The House is aware that a lump grant of Rs. 50,000 was made for liberal grants-in-aid towards establishment and maintenance of maternity and child welfare centres and clinics, inclusive of maternity wards where possible. An appreciable response has been received from local bodies and associations and the response is increasing. A part of the grant has already been spent and a large number of schemes is under examination, so that it is expected to sanction further grants before the end of the year. The provision has been repeated in next year's budget. Provision for grants has also been made towards voluntary associations which are doing excellent work, viz., Ram Krishna Sisu Mangal Pratisthan and Ram Krishna Medical Education Society.

The comprehensive scheme framed by this department for control of Public Health, co-ordinating curative and preventive measures is still under scrutiny by Government. Under this scheme a well-defined and manageable unit with a treatment centre between 2 unions will be placed under the charge of a medical officer of health with health assistants and other staff for affording medical relief as well as carrying

out public health work in all spheres on approved lines. It is a very large scheme and even with the local bodies the district boards and union boards participating Government would be committed to a recurring outlay of many lakhs of rupees. Other practical difficulties must also be smoothed before the scheme can take final shape. A provision of Rs. 1,50,000 has been made for partially initiating the scheme. In the meanwhile, a scheme of Public Health organisation for the Chittagong Hill Tracts has been adopted and provision made for charged and voted expenditure for working the scheme.

The School Hygiene work has been taken over by this department. A moderate scheme for this health service, which is so essential towards healthy and productive citizenship of the future, has been worked out and provided for. Much remains to be done, but a beginning compatible with our financial resources has been made and further developments will follow.

Sir, Government are naturally not happy at the comparatively slow progress made; and I appreciate the natural anxiety of the House that Public Health reforms should materialise as quickly as possible. But it will be realised that programmes and policies, especially in the new field of preventive medicine, require long and close consideration from various aspects before they can be adopted to the best advantage of the people. The Ministry are determined to tackle the outstanding problems of Public Health effectively; and I am confident that the members of the Legislature and the people of Bengal will lend their help and co-operation in working out the programme that the Ministry has set before it, considering the common aim, viz., the diminution of human pain, suffering and disablement. In this spirit of mutual trust and support, controversies will be adjusted, local jealousies will disappear and the problems of Public Health will be assailed effectively and without waste of effort.

LAND REVENUE

The Hon'ble Sir B. P. Singh Roy, Minister for Revenue, in moving that a sum of Rs. 28,08,000 be granted for expenditure under the head "Land Revenue", on March 18, 1940, said:

I do not like to tire the patience of the House with a detailed review of the demands made under the different heads of the budget. An analysis of the provisions both under the receipt and the expenditure side of the budget is already contained in the Red Book, and it hardly needs supplementing. I therefore purpose on this occasion to dwell only upon the various administrative problems, vitally affecting the interests of the actual cultivators of the soil, which have already received or are still engaging the careful consideration of Government:—

I.—Revisional Settlement Operations.

(a) The Provincial Programme of preparation of record-of-rights which was initiated 35 years ago is in its concluding stage.

(b) The records have little value after the lapse of 20 to 22 years and High Court is of opinion that those which are 25 years old are useless for proving anything in courts.

(c) The previous Government decided to take up revisional settlements in 1936 but this was deferred by new Government to finance other projects of more pressing nature.

(d) Bihar in which conditions are similar used to maintain their records by revisional operations but abandoned this only in 1934. But that province now propose to start revisional operations. In the other provinces the tenancy system is different but most of them have their own methods of keeping the records up to date.

(e) It is proposed to take up revisional settlements in Bakarganj and Faridpur of which the records are over 25 years old.

(f) It is hoped that lands and tenants will not have to pay more than 13 as. 6 p. per acre which compares favourably with the rates varying from 13 annas to Rs. 2-8 as. hitherto recovered from them.

II.—Mr. Stuart's Report.

Mr. Stuart's report of the administration of the Khas Mahal Department was carefully examined by the Board of Revenue and the Revenue Department and many of these recommendations were given effect to, while others could not be accepted on administrative and other grounds. Some of the main recommendations accepted by the department were—

(1) *New chars* should not be settled unless they become *fit for cultivation* and unless beds of *khals* and sites are reserved for *drainage purposes*. Embankments in future are to be constructed with the previous consent of the Irrigation Department. These are some of the grievances which were brought to the notice of the Special Officer in Noakhali, Bakarganj and Sunderban areas.

(2) *Holdings should not ordinarily be less than 5 acres in size* and where any holding is found to be less in area, in settling lands of contiguous holdings, *preference is to be given to the holder of the former*.

(3) In areas partially affected by diluvion where the Land Revenue Settlement is in operation *reduction of rent may be allowed on application owing to the reduction of the fertility of the soil*. In areas where lands become unfit for cultivation after settlement owing to circumstances beyond the control of the Khas Mahal Department and on the tenants, tenants, are allowed to make *temporary surrender* of their tenancies so deteriorated with option for revival of the right to pay rent.

(4) Tahsildars are allowed to make collection amicably and to abstain from having recourse to *coercive measures* as far as possible.

Hitherto *improvement schemes* in Crown Estates have been mostly disjointed. There was no comprehensive scheme or *co-ordinated method* for improvement of Khas Mahals. Government have decided that they should prepare programme of improvement works to be completed within a period of five years and with a view to help Government in the preparation of the programme, a Special Officer was appointed to draw up schemes on local inspection.

Certificate procedure for the realisation of agricultural rents was suspended in 1345 B.S. for 2 years so far as Government and Court of Wards estates were concerned. This necessitated the appointment of a large staff for *door to door collection* and rent suits numbering about 8,000 had to be filed up to the last *tamadi* day (17th April, 1939). Tenants in some areas having realised that civil suits are more costly, opinion for the reintroduction of the certificate procedure in daily gaining ground. At their request it has been reintroduced in Contai Khas Mahals.

I may mention here that I myself visited Contai and discussed the question with some of the Khas Mahal tenants and they urged the reintroduction of certificate procedure instead of the institution of civil suits for realisation of rent. Accordingly Government decided to comply with the request of the tenants in the particular area.

Under the provisions of section 11 of Act VII of 1868 A.D. the Sale Law, i.e., Act XI of 1859 is applicable to the Khas Mahal Jotes in Jalpaiguri. After the suspension of the certificate procedure in Khas Mahals recourse had to be taken to the Sale Law for realisation of arrear rents in *Jalpaiguri Khas Mahals*. As the *jotedars* preferred the certificate procedure to the application of the Sale Law Government accordingly reintroduced the procedure in these Khan Mahals.

III.—*Fisheries.*

The attention of Government was drawn to the unsatisfactory conditions prevailing in regard to fisheries and Government accordingly appointed a Special Officer in November, 1938, to examine the problems relating to fisheries in Bengal. The terms of reference were—

(a) To prepare *record-of-rights* of a number of main river fisheries in the Presidency and Dacca Divisions embracing all kinds and grades of fishery interests and illustrating all revenue problems that are likely to present themselves.

(b) To investigate the possibilities of *State control* of fisheries with reference to the rights of landlords under the Permanent Settlement and those of the lessees or fishermen.

(c) To examine whether it is possible to *confer occupancy rights* on fishermen on the analogy of those rights enjoyed by tenants in land under the Bengal Tenancy Act, and if so, how far.

The officer submitted his final report in December, 1939.

The question of fishery rights is a very complicated one and involves many revenue as well as economic problems. Unlike the tenancy law there is no statutory provision detailing the rights and obligations of the various interests. Conditions are different in different local areas and various local systems have grown up. Fishermen are mostly poor and unorganised. A sudden change in the system may throw them at the mercy of people from whom it is intended to protect them. The rights and interests of various middle men who have an important place in the existing organisation have also to be considered. The problems are mostly novel in nature and cannot be solved without careful consideration. The Board of Revenue has therefore been directed

to have the report printed and to examine the suggestions in the first instance.

IV.—*Land Alienation.*

The question of controlling alienation of land by agriculturists to non-agriculturists has been brought before this House on several occasions during the last two years and it has been urged by several members of the House that Government should at once direct their attention to this problem so as to prevent further land passing from the agriculturists to non-agriculturists. Government, I may mention, have seriously taken up the question and have collected statistics of alienation during the last 12 years so as to properly appreciate the problem. The area that has been enquired into is 85,470·04 acres in the several districts in Bengal. The area actually transferred during the last 12 years is 5,923·35 acres, i.e., only 7 per cent. of the total area enquired into. Of this area 38 per cent. is cultivated by the family of the purchasers, 31·7 per cent. by *bargadars* and 5·7 per cent. by labourers and 24·6 per cent. by under-tenants. Thus of the total area only 7 per cent. of the land has passed hands and of this 7 per cent. 56·3 per cent. or just over $\frac{1}{2}$ may have passed to non-agriculturists so that the utmost $3\frac{1}{2}$ per cent. of the land in the last 12 years has passed to non-agriculturists. But the actual amount is still less as it does not follow that a person who cultivates through *bargadar* or under-tenant is a non-agriculturist; he may be an agriculturist who has already got as much land as he can supervise personally. In this connection I may inform the House that with a view to make a comparative study of the problem and the remedy I myself visited the Punjab and studied the working of the Punjab Land Alienation Act and collected large number of statistics which may be useful for the purpose of legislation if it is decided to introduce such a measure in Bengal. The matter is being carefully worked out in the Revenue Department and I hope to place more facts with the views of Government before the House in its next session.

The *agrarian policy* of Government has been to improve the status and position of *rai-yats* by conferring larger rights on them through amendment of the Bengal Tenancy Act and by offering them facilities for payment of debts in instalments and by scaling down the total amount of dues by the operation of the Bengal Agricultural Debtors Act. Government have also tried to secure better price of jute for the agriculturists by issuing instructions to them with a view to preventing them from rushing to the market with their produce when the price was still low. By the amendment of the Bengal Tenancy Act and through executive instructions Government have also attempted, since they came into office, to check realisation of all *illegal exactions from tenants*. During the time of distress Government advanced large amounts as *agricultural loan* and gratuitous relief in order to help the agriculturists to tide over periods of scarcity and distress and to undertake agricultural operations so that they might get full benefit of the next harvest. The amount advanced during the last two years by way of agricultural loan and gratuitous relief are Rs. 90,54,592 and Rs. 4,87,112, respectively. It is, however, rather difficult to deny that the operation of the Agricultural Debtors Act and the general economic distress were very important factors in the shrinkage of rural credit,

but Government did their best to meet the situation as far as possible by advancing loan directly to agriculturists and also by helping the Central Co-operative Banks to distribute loan through the village societies. I am glad to observe that by these means Government have succeeded in counteracting rather successfully the communist agitation and the creation of a *no-rent mentality* which last year and the year before assumed a threatening proportion and seriously affected collections in the Government khas mahals and also in private estate. I regret to observe that persons holding responsible positions in life have been trying to exploit the simple cultivators by preaching communistic doctrines and creating a mentality of class warfare and class-hatred. The ex-detenus have taken a prominent part in this sort of subversive movement. These agents of communism and exponents of class warfare did not fail to exploit any situation but in most of the cases their attempts to set one class against another or to mislead the tenantry have completely failed. These are unmistakable proofs of the peace-loving nature, of honesty and commonsense, of the Bengal peasantry. I am glad that the position this year is infinitely better than last year and year before and I do hope that as people get accustomed to the new order of things of political power which the Government of India Act of 1935 has conferred on the masses and as they realise gradually their responsibility which is concomitant with the power they have received the agrarian situation will gradually settle down. In this connection I may refer to the clash of interests that is taking place between the *jotedars* and the *adhiars* in different parts of North Bengal specially in the districts of Dinajpur and Jalpaiguri and in certain parts of 24-Parganas over the portion of paddy which an *adhiar* has to pay to a *jotedar* and the rate of interest that is payable by an *adhiar* on the advance of grains for seed and food. The *adhiars* have got their genuine grievances on account of the realisation of such charges by the *jotedars* as payment for *jotedari* chowkidar, conveyance charges for paddy, charges for the construction of threshing floor, weighman's charge, etc. In the Thakurgaon Subdivision in Dinajpur and in the Debiganj Circle of Jalpaiguri, the clash between the two classes took a rather serious turn but the local officers were able to bring about a compromise satisfactory to both parties. In order to control the situation and to make a settlement possible it was however necessary for the local officers to check the activities of persons who were anxious to exploit the situation for augmenting their own political influence and strengthening their position as communist leaders; well-known labour agitators and communist propagandists have taken part in the movement and have rendered the situation more difficult and complicated than it would otherwise have been, making the task of the local officials more difficult. Government hope, however, that the situation is well under control and a satisfactory solution of the problem will be soon arrived at.

Before I conclude I ought to mention that the *Land Revenue Commission* expect to complete its labour by the end of the current month. Government's idea is to take up examination of the recommendations of the Commission as soon as they are available and to formulate their policy to give effect to the recommendations at an early date. It is difficult at this stage to anticipate exactly what time would be required to finish the examination of the Report, but I hope it would be by the monsoon session of the Legislature.

IRRIGATION

The Hon'ble Maharaja S. C. Nandy of Cossimbazar, Minister for Irrigation, in moving that a sum of Rs. 31,60,000 be granted for Irrigation, on March 19, 1940, said:

Sir, a year ago I laid emphasis on the complexity and seriousness of the problems which this department is called upon to solve, and endeavoured to explain the comprehensive policy which had been framed by me in full consultation with recognised experts in the field. I think I need not repeat that this comprehensive policy has taken full note of the regional needs of western, central, northern and eastern Bengal, and that important spadework has been undertaken in furtherance of the policy adumbrated.

Sir, I submit that we have followed up this policy during the current year having regard to the time required for the collection of data, careful investigation and the limitations imposed by considerations of finance and more particularly the abnormal situation recently created by the war. Plans have been made to expand the department and reorganise it so that it may be able to cope with the immense magnitude of the work involved, efficiently and at the same time expeditiously. I told the House last year that this reorganisation scheme was given effect to on a temporary basis as an experimental measure. In the grant which the House is being asked to make, provision has been made for reorganisation of the Irrigation Department on a permanent basis. Members interested might like to see two maps, which will be left on the Library Table for a few days showing the old and new organisations. It will be noticed that this reorganisation makes ample provision for the needs of the regional divisions of the province. I may also tell the House that a further specialised division is under consideration which will cater to the interests of south-east Bengal.

Another task on which the department has been engaged during the last two years or so has been the examination of lists of small schemes received from district officers, local authorities and others. These lists have been received in response to a call which I made shortly after assuming office, to enable me to get an idea of the number and nature of projects of local interest, so that those which were found to be technically and financially feasible could be taken up in due course as funds permit. Lists of these small schemes, arranged district by district, have now been prepared and I am arranging to have them published with brief comments by my technical officers. There are already no less than 870 schemes in the list, a figure which will give the House some idea of the magnitude of the task involved and the keenness of the demand for ameliorative measures against the present unsatisfactory conditions as regards drainage, public health, productivity of the soil, navigation facilities, etc. I shall have more to say about these schemes when I referred the features of the 1940-41 budget.

Sir, in my last Budget speech I had an occasion to explain to the House the need of having inter-provincial River Commissions for the conservancy of the three main sources of perennial water-supply, viz., the Ganges, the Brahmaputra and the Meghna. I think I need not stress the point that any satisfactory solution of the flood problem or

the problem of the deterioration of the spill channels is not possible unless and until inter-provincial machineries are put into working, co-ordinating the different policies towards the Ganges-Brahmaputra-Meghna systems followed by the provinces through which they pass. Last year I mentioned that we had made satisfactory progress in this regard, and that the Governments of the United Provinces and Bihar had agreed, in principle, to the constitution of a Ganges River Commission to deal with all matters relating to the conservancy of this river system. It is unfortunate that the upstream provinces do not appear to feel as keenly as we do in this important matter and that the constitution of this Commission is being delayed as a result. I do not propose to strike a note of pessimism in this respect, but I think I can assure the House that we shall spare no pains in getting the Commission constituted amicably as early as possible. I also hope that there will be no occasion to appeal to the relevant sections of the Government of India Act in this important regard.

In this connection, Sir, I may mention that we have also asked the Government of Assam to agree to the constitution of a similar Commission for the Brahmaputra and the Meghna rivers, and I am glad to be able to inform the House that our proposal has been accepted in principle. I am now taking necessary steps for the formation of a committee who will be entrusted with the duty of drawing up the necessary constitution and will discharge, as far as possible, the functions of the Commission till it is duly constituted.

As part of the preparation for our long term, large scale, attack on the major problem which confronts the province, we have during the past year examined in some detail a scheme to which I referred a year ago—the establishment of a River Research Institute, where the department could test the soundness of their proposals by means of models before asking the tax-payer to commit himself to heavy expenditure on carrying these proposals into effect. In preparing this scheme we had the assistance of an expert whose services the Government of the Punjab placed at our disposal, and I should like to express our appreciation of the kindness of that Government in co-operating with us in this way. Unfortunately financial stringency has made it impossible for us to ask the House, as we had hoped to ask them, for a grant which would have made it possible to start the institute next year.

I should like to mention too that good progress has been made on the planning of the More and Darakeswar projects, and that the Hooghly-Howrah Flushing Scheme has been submitted to us by our experts; it is my fervent hope that I shall within a few months be in a position to ask the House for their general approval of that scheme.

In this review of our activities I have dealt with what we may call the preparations for our big offensive, the framing of our strategic plans, and the marshalling of our forces. There is naturally nothing spectacular to show for all these preparations; nor can we point to enormously swollen budgets as a proof of extensive and intensive work behind the lines. But during these last three years there have been some tactical engagements, preliminary skirmishes, affairs of outposts, and considerable reconnaissance. Reconnaissance there has been not

only metaphorically but literally, for contour surveys of large tracts of country have been made or are now in progress:—

1,000 square miles between the Ganges, the Jalangi and the Bhagirathi.

2,000 odd square miles between the Bhagirathi and the Ajoy and the highland on the west.

1,200 square miles between the Ajoy and the Damodar and between the Damodar and the Hooghly.

700 square miles between the Damodar and the Darakeswar.

4,720 square miles and more in the northern portions of Barasat and Basirhat subdivisions, the whole of Nadia and the northern and western portions of Jessore. A part of Rajbari will also be surveyed with a view to investigating the feasibility of resuscitating the Chandana.

The general object of these surveys is to obtain information. The information which we want is a collection of facts on the basis of which my advisers can formulate schemes for flushing decadent areas. The contour of survey of central Bengal is intended to lead up to a *flushing scheme, by the resuscitation of moribund spill channels and the diversion through them of a substantial portion of the flood waters of the Ganges.*

A skeleton scheme for the area lying between the Bhagirathi and the Jalangi rivers of which the contour maps are ready has been prepared and the preparation of a scheme for the rest of the area will be taken up as soon as the survey is completed.

Among the projects which have been taken up I may mention (1) the Bhairab project, Jessore, (2) the Satkhira Khal re-excavation scheme, Khulna, (3) flood protection on the right bank of the Damodar river, Burdwan, (4) excavation and repairs to Khairbani bund, Midnapore, (5) Ranju Bund scheme, Malda, (6) flushing the Bhatui river, Nadia, (7) re-excavation of Jaliabari Khal, Faridpur, (8) re-excavation of the Salda Bil Khal, Dacca. All these works except the Bhairab project, the flood protection scheme and the Bhatui scheme will be completed, we expect, during the financial year. As regards the Bhairab the construction work proper is likely to be completed before the next monsoon. Other works taken up and now in progress will be found enumerated in Appendix A in this department's budget (pages 26 to 32 in the Pink Book).

With regard to the Government of India grant the House may be interested to know that 259 schemes of village communications including waterways have been financed therefrom during the last three years. Most of these have been completed. Sixteen minor drainage and flushing schemes financed in that way have been completed, 10 are in progress and 4 are waiting to be taken up.

Turning, Sir, now to the new works which have been included in the budget for the coming year, I feel that none of these need any special commendation from me and the House will not be reluctant to authorise the proposed expenditure for these projects. I have already mentioned the object of contour surveys and so I do not propose to take the time of the House to make any detailed reference to the works taken in hand. An important extension of the work is the survey which we

propose to make in northern Bengal in the coming year. There has been for a long time an insistent demand for the improvement of Tolly's Nulla; the scheme included in the budget aims at relieving the acute drainage congestion of the Panchannagram area and at facilitating boat traffic in the channel. The Aurora Khal scheme will benefit an area of 36 square miles in the Arambagh subdivision of the Hooghly district which at present suffers severely from inadequate facilities for drainage, and is much affected by the floods of the Damodar river spilling freely over its right bank. The main object of the Bhedra Bil scheme in Rajshahi is to drain the Bhedra Bil, and it should also improve the drainage of the low area served by the Narode river. The District Board of Rajshahi has promised to contribute Rs. 12,000 towards the cost of this scheme which is estimated at Rs. 36,453. The scheme for the reclamation of the silted up Madhumati river from Babuganj to Gora Nalua in the Khulna district (otherwise known as the Chitalmari scheme) is intended to improve the sanitary, drainage, agricultural and navigation conditions of the area served by the *khal*.

I regret that the schemes which my department made ready for draining the Ghuni Jatragachi area in the 24-Parganas, the improvement of Bemorta Khal in Khulna, the Karnapura Khal in Dacca and the re-excavation of a channel from Surjamoni to Khalisakota, Barisal, have had to wait for better times. But even with the postponement of these schemes the total provision for new works and works in progress in next year's budget is Rs. 5,23,000 as against Rs. 4,06,000 in the budget for the current year.

In addition to that sum of Rs. 5,23,000 there is a further Rs. 50,000 which it is proposed to provide for grants-in-aid for local authorities entrusted with the execution of comparatively small schemes of local importance. I feel sure that the House will want me to explain this provision in some detail. I have already referred to the mass of projects of local interest which have been brought to our notice as the result of our reference to district officers and district boards. A provincial organisation responsible to a Minister who in turn is responsible to the Legislature is inevitably slow and ponderous in its movements; it has overhead charges too and it is at a disadvantage in dealing with local labour and exploiting local enthusiasm. Moreover, there is a danger that the preoccupation of a provincial organisation with innumerable projects of little or no provincial interest will distract its attention, and the attention of Government and the Legislature, from the major problems which are of vital interest to the province as a whole.

Our view then is that the responsibility for the initiation, preparation and execution of small schemes relating to irrigation and drainage should rest with district boards. To ensure that schemes so undertaken do not conflict with the general policy of Government and to enable boards to get expert advice it has been proposed that they should be approved generally by the local Executive Engineer of the Irrigation Branch. It is realised that district board engineering staffs do not ordinarily include personnel who have had any experience of irrigation work and that it would probably be necessary for a board which was prepared to carry out an extensive programme, to have the whole-time services of an officer not below the rank of overseer who had been adequately trained in and placed at its disposal by the Irrigation Department. It is also realised that many district boards

are not likely to undertake further responsibilities than those which have hitherto devolved on them without some augmentation of the funds now at their disposal. It has therefore been suggested that the initial cost of any schemes executed by a district board should be met to the extent of two-thirds from provincial revenues, the balance being met from the board's funds or local contributions, and the maintenance charges would have to be paid by the board.

As this is a matter which vitally concerns the district boards, we are at present waiting for their views. Honourable members will find that the proposed grant is only on an experimental measure, as the first steps towards decentralisation of minor irrigation schemes of purely local importance. The idea behind this scheme, as I have already explained, is that the new system should grow naturally, expanding under the watchful eye of the Legislature, as local bodies obtain more experience, and as more resources become available.

Sir, I trust what I have said has given the House the information which it desires to have when considering the demand for Irrigation during the coming year. As I said last year, I claim no spectacular results; but I submit that we have followed up the outlines of a comprehensive policy energetically though cautiously against tremendous odds and I feel fairly optimistic about the future.

With these words, Sir, I invite criticisms from my honourable friends, and I trust I shall be able to satisfy them in my reply.

CO-OPERATION

The Hon'ble Mr. M. B. Mullick, Minister for Co-operative Credit, in moving that a sum of Rs. 15,25,000 be granted for expenditure under head "Co-operation", on March 27, 1940, said:

Sir, on the recommendation of His Excellency the Governor I beg to move that a sum of Rs. 15,25,000 be granted for expenditure under the head "42—Co-operation."

Sir, in presenting this demand to the House I desire to indicate very shortly the steps that have been taken in furtherance of the policy of consolidation of the activities of this department on the one hand, and of expansion on steady and cautious lines on the other. While I presented my demand to the House last year under this head, I submitted to the House some of the steps that had already been taken, and I will not be justified to repeat them. I am not only sorry, but am surprised as well, to find from the cut motions, of which notice has been given, that they relate to some of these subjects which were discussed in detail, on that occasion on the floor of the House. It will, therefore, be necessary to point out to the House even at this stage that the department have really taken steps with regard to some of these matters and that the misapprehension indicated through these motions is not well founded. I should not, however, be justified in anticipating my honourable friends and that I must wait till I hear from them, as to what further criticisms they have to offer, with regard to these matters. It will, however, be my duty, in case any misapprehension is expressed, to remove the same in my reply at the end of the debate.

One of the difficulties which stood in the way of a proper development and sound working on healthy co-operative basis was the want

of a proper and trained staff. We have now got a fair staff and have also been able to put the existing staff through training. It is hoped that with the training, both of theory and practice, of the principles of co-operation the officers will be able to apply themselves more usefully to introduce a healthy spirit of co-operation in the minds of all co-operative society members, including those of village primary societies, in order that they may act in the very best way not only to remove their difficulties but also to increase their resources.

On an earlier occasion, I mentioned that to put the accounts of all the co-operative institutions upon a proper check and in sound order, it was necessary that the audit should be separated from the general supervision. One can easily realise the difficulties that an officer had while he was called upon to audit the accounts of a Central Bank along with his work of general supervision. The matter was examined in detail, and it has now been possible after we have taken our officers through the training to do this. The Audit Department has now been placed under the Chief Auditor and with the little money that I have asked for his office staff, he will have his own staff to pursue the work of audit, as distinct from the other branch. We have already put a number of trained officers in charge of this audit work under the Divisional Auditors and so far as the Central Banks are concerned, we can now say that the audit is separate from general supervision.

The position is, however, entirely different when we come to think of the thousands of village primary societies. Although the principle has been kept in view, it has not been possible in practice to apply the same with respect to these societies. Again, the activities of these societies are not of such a complicated character as would call for an immediate application of this principle.

So far as the question of expansion is concerned, we have been able to organise about 7,000 new societies to make credit facilities on short term basis available to about $1\frac{1}{2}$ lakhs of new members. There may be apprehension in some quarters that this has been a bit hasty, but I can assure the House that although the number looks a bit large, the position of each one of the members of these societies was examined before the societies were registered and before credit facilities were made available to them. Again, a strict rule was followed inasmuch as the amount of credit made available was kept within the normal credit conditions of each one of these members. I shall indicate in a minute the marvellous effect that has been produced on the movement as a result of this step.

Honourable members of the House will remember that a very heated debate was raised last year over the subject of supplying rural credit when it was said that for various measures, rural credit had shrunk to a considerable extent. In my reply, I pointed out the steps that had already been taken by Government and those that were proposed to be taken in future. I said that Government would take such executive action as might be within their power to assist the banks in maintaining efficient management and further that if the action indicated did not attract fresh deposits to supply the minimum need for short term credit, Government would help to such an extent as may be necessary and as may be justified by the economic assets and circumstances of the societies and their members. I mentioned among other things that new societies would have to be formed for that purpose, and I have indicated a moment ago the number of societies that have been formed already.

Sir, my esteemed colleague the Hon'ble the Finance Minister while presenting his budget estimates for the coming year made a mention of the steps that had been taken by Government to implement the promise that I gave last year on their behalf as a result of which Government for the first time in the history of the co-operative movement in the province came forward with direct financial assistance to the tune of 13½ lakhs of rupees advanced to the Provincial Co-operative Bank in order that the latter might supplement its own finances by this assistance to be able to supply this credit to the village society members through the Central Banks. I am sure the House will be glad to know that although the date for repayment of this sum is not yet due, practically the whole of the amount has been paid back.

I have indicated a moment ago that the result of the credit facilities has produced marvellous effects upon the movement, for, as a result of this, a new life has been given to it and members have felt that the Government of the day will really look after their wants when necessary. The House must have listened to the Hon'ble Finance Minister when he observed, "The favourable returns that the agriculturists have received from their staple crops since the outbreak of war in Europe will, we hope, relieve them from the necessity of having recourse to loans for agricultural purposes during the coming year and the provision on this account in the Loans and Advances section of the estimates for 1940-41 has been limited to the normal precautionary provision of Rs. 5 lakhs. If, however, the occasion demands and the Provincial Bank is unable to meet the requirements from its own resources, Government will approach the House for a supplementary grant, and I am certain that the House will not grudge it." I do not think any further assurance from me is necessary.

At the same time I must maintain that I do not consider that cheap credit facility is always desirable. Again, credit facilities through co-operative institutions must always be for productive purposes. Even though for various reasons the credit facilities in this province for the last few years were not so cheap and ready and even though the people had to pass through various difficulties, I feel that these have not been absolutely without their effects. For if they have done nothing else they have at least put a check upon the unnecessary and reckless habits of borrowing of our people, most of whom are illiterate and ignorant and that they have been taught the lessons of thrift and economy.

The department have exerted themselves to take steps for the purpose of increasing the resources of the members of the societies. I mentioned last year about the fishery societies and the sugarcane-growers' societies that had been organised and the results have been extremely satisfactory. In the current year paddy sale and supply societies on a larger scale have been organised in the district of Dinajpur where the members are not only assured of a fair price, but have earned a net profit of 6 annas more per maund of paddy. An orange-growers' society has been organised at Kalimpong with good results to the members.

The real problem that is facing us to-day is the rehabilitation of the movement by putting the societies on a sound working basis so that all these co-operative institutions may earn the confidence of the public in order that they may not only function as the means of supplying credit to the members, but that they will be able to pursue co-operative principles for the proper application of the credit facilities

for productive purposes and to find good market for their produce. From this point of view the department have organised multi-purpose societies in some parts of the province and for the other a scheme has been drawn up which is now under examination. The point has also been hinted at by the Hon'ble Finance Minister in his speech.

The question of rehabilitation was discussed at a conference of officials and non-officials at Delhi in December last which was opened by the Hon'ble Kunwar Sir Jagadish Prasad, a Member of the Viceroy's Executive Council, in charge of this department, along with Education and Health. Although this scheme as drawn up was not placed before the conference, the discussion that took place there and the resolution ultimately adopted indicated the main outline of the scheme. It is hoped that when this scheme takes shape, the movement will be able to get rid of the present stagnant condition which is worrying us all and will cater to the needs of the innumerable masses in the rural area.

The House will realise that for the purpose of supplying credit on a long-term basis, I propose to establish five more land mortgage banks. There are already five such banks functioning in the province, and although the business of these banks did not reach the fullest expectation to be wholly self-supporting, it must be admitted that they have proceeded on very cautious lines and that up till now there had practically been no occasion to invoke the application of the Public Demands Recovery Act. These are mainly for the consolidation of old debts of the rural masses as also for helping them to have more lands and to improve old ones for the purpose of increasing their income. Although it has not been possible to go forward at once with the establishment of a larger number of such banks, the demand for which is really very keen, it is designed that the area of operation of these banks including the existing ones will be extended in such a way as people living in areas beyond one subdivision will get full benefit out of them.

Sir, I do not think I should take any more time of the House, and with these words I put my demand formally before the House for its acceptance.

POLICE

The Hon'ble Sir K. Nazimuddin, K.C.I.E., Home Minister, in addressing the Bengal Police at Dacca on July 25, 1939, said:

Officers and men of the Bengal Police:

Before I address you and through you the rest of the Bengal Police I should like to take the opportunity of thanking His Excellency Sir John Woodhead for his kindness in being present here this morning and for having consented to inspect the Parade and distribute the medals and rewards to those whose services have been recognised. The Bengal Police remember his visit to Dacca in 1934 as Governor of Bengal and we are very glad to see him here again in the same position. This pleasure is, however, tinged with a very keen feeling of regret I am sure His Excellency joins with us in this, on account of the loss that all of us have sustained by the tragic death of the late Lord Brabourne. The very real kindness and intense personal interest that marked every action of the late Lord Brabourne made a deep impression on everybody with whom he was brought in contact.

When I addressed you last July for the first time as the Minister responsible to the Legislature for the Police administration of the Province I laid much stress on the necessity for discipline in the force—physical, mental and spiritual. I then pointed out that loyalty and subordination to your superiors, efficiency in the discharge of your duties and absolute control of your body had to be coupled with a determination to exercise the powers conferred upon you not for their own sake but for the sake of achieving the great ideal which as a Police force you must keep before you—the protection of the weak and the prevention of crime.

VALUE OF DISCIPLINE.

My experience of another year as Minister has strengthened my conviction that the advice I then gave you is true and well worthy of repetition. I am more and more convinced that unless a belief in the value of discipline is held by every member of the force of whatever rank he may be, the Police will fail to attract the respect of the public. It needs no words of mine to remind you that if public respect is lacking, co-operation will also be lacking, and if co-operation is lacking, no Police force, however efficient it may be, can succeed in the discharge of its duties. I feel that I must make a pointed reference in this connexion to the manner in which the public should be treated by thana officers in police-stations situated in the interior of the Province. Certain unfortunate impressions still seem to linger among some sections of the people and I shall not feel happy unless by their own conduct towards members of the public who come with their complaints, the officers and other policemen down to the constables attached to a police-station are able completely to win their confidence. To do so it is essential that the public should be treated with the utmost tact and courtesy and should not feel that a visit to the thanas necessarily involves some brusque treatment and long periods of waiting till a hearing can be obtained. However humble the person who approaches them, unless he is a lawbreaker or an offender, the thana officers should look upon him as one who, as a lawabiding citizen and a tax-payer, is entitled to considerate behaviour. This advice of mine is perhaps superfluous, but I believe in the maxim that good words are never lost.

I take this opportunity once again of making it clear that indiscipline, highhandedness, incivility, oppression and corruption will be suppressed with the utmost strictness. At the same time, I gladly acknowledge that much has been done to bring about an improvement. From what I have been able to see and read, I do feel that during the past year there has been a definite improvement in the relations between the Police and the public, and it is with the greatest pleasures that I congratulate the force on its behaviour. It is particularly encouraging to note that during the past year no structures were passed on the Police either by the High Court or by any Court of Sessions.

Your Inspector-General and other officers fully appreciate my point of view and are trying their best to give effect to my policy. A great deal must rest, however, with the individual. The co-operation of every member of the force is required before final success can be obtained. There must be a universal determination to improve, and to prevent the name of the Police from being besmirched by unsatisfactory behaviour

of any kind. When such conditions exist it will be impossible for any individual to transgress with impunity.

PUBLIC MUST PLAY THEIR PART.

To reach this desire end I am very well aware that the public too must play their part. The work of the constable is frequently hard and often has to be performed under trying circumstances. No other servant of the Crown is called upon to act so often on the spur of the moment without reference to his superiors and to the inconvenience of others. A willingness to bear this in mind; a readiness to acknowledge work well done; and an appreciation of the fact that black sheep in a force of twenty-five thousand do not prove that the whole force is tainted and that corruption implies the willingness to give as well as to receive, would do much to improve relations between the Police and the public.

Mention has been made, and rightly made, at these Parades of the value and necessity of close co-operation between the Police and the Union Boards. The present system, by which the Chowkidars (so essential if the thana officers are to keep close contact with the villages) are under the control of the Union Boards, is admittedly a difficult one. The Police and Union Board members require tact and forbearance of a high order if the system is to function successfully. Nothing is so likely to make for success as the establishment of personal contacts. I am gratified to learn that the number of co-operation meetings at which the local Police, the Union Board members and the public generally attend has continued to grow during the past year. The presence of Police officers of all ranks is a welcome indication that the importance of such meetings has been fully realised. Speaking for myself I am certain that such meetings can do nothing but good.

Detailed consideration of the problem of the relationship of the Chowkidars to the Union Boards and to the Police has been given during the past year by the Chowkidari Enquiry Committee. The report of this Committee has not yet been received by Government, but it is awaited with the great interest. Any recommendations that it may make will be most carefully considered.

VILLAGE DEFENCE PARTIES.

It is gratifying to find that Village Defence Parties continue to be established in very large numbers in the villages. I have received excellent reports of much of their work. On many occasions they have been of real assistance to the local Police in preventing outbreaks of crime.

No body of men can work well if they are labouring under a sense of grievance. For a number of years it has been admitted that certain Police buildings are definitely unsatisfactory. Reference to this has been made again and again in Resolutions of Government and in the Police Administration Reports. In my last speech I mentioned that the problem was being closely examined. Action has now been taken. A comprehensive building programme for the Police has been submitted by the Inspector-General which when carried through will

give the Police satisfactory buildings in every district in the Province. The amount involved is large. A portion of the total cost has been placed in this year's budget and it is my intention to provide the rest of the money as early as funds permit.

I am pleased to learn that arrangements have been made for the establishment of St. John Ambulance Divisions in every district of the Province. The classes provide not only a medical training to those who attend them but also endless opportunities for service. Nothing can be more in consonance with the spirit that should inspire a Police force; nothing is more likely to win public sympathy.

RESCUE WORK.

I must congratulate you on the report. I have received of the work that the Police, no less than others, were able to do during the last floods. Rescue work, guarding embankments, looking after those whose houses were washed away, rescuing those who were marooned—all was carried out in a spirit of cheerfulness and absence of complaint despite long hours and considerable physical discomfort. You will be glad to know that on several occasions public acknowledgment was given to your efforts.

During the year I paid a visit to the Training College at Sardah and was greatly struck by the high morals, keenness and efficiency with which the College was run. Anything conducive to the maintenance of the spirit that is to be found there among the force during the later years of service is well worthy of support. For this reason I am glad to find that there is insistence on encouragement of sports—an encouragement that does not stop at district headquarters but extends downwards to the subdivisions.

The past year has been one of considerable strain to the Police force. While it is satisfactory that violent disturbances of the kind that have been reported from other parts of India have been unknown here; strikes, communal disturbances and labour unrest, particularly in Burdwan and the mill areas, have been a disquieting feature. To those who follow the course of events the continual efforts to arouse agitation by playing on the feelings of the ignorant masses is a constant source of anxiety.

STRIKE DUTY.

The employment of the Police on strike duty and to suppress Communal disturbances has repercussions on the general public which are not always fully appreciated. The number of police per head of the population is small. The force has a full day's work merely when copying with and preventing day-to-day crime. To deal with organised disturbances on a large scale forces have to be mustered and whole areas denuded for their legitimate numbers. The result is that crime cannot either be properly suppressed or controlled. While it is gratifying that the dacoity figures of last year showed a definite decrease it is unfortunate that they have risen again seriously during the present year. There was also, I am sorry to notice a definite increase last year in serious crime under the heads 'burglary' and 'theft'. One reason

for this increase has been the economic condition of the country. The pre-occupation of the Police in duties which took them away from the control of ordinary crime has undoubtedly been another.

During the past year fire had to be opened for the quelling of riots and disturbances on three occasions. Government have given the matter their close consideration and have determined to utilise tear gas for dispersing unruly mobs in order to prevent fire having to be opened except as a last resort. In consequence of this decision a detachment of instructors has been sent for training to the Punjab and it is proposed to establish tear gas squads as early as possible at the headquarters of the three industrial areas of the Province. The result of this experiment, copied from western countries and also employed in Burma and certain Provinces in India, will be watched with interest.

The smartness and steadiness under arms of this representative contingent has impressed me as I am sure it has impressed His Excellency.

It is now with pleasure that I request His Excellency to distribute the medals and rewards to those whose services have been recognised."

His Excellency the Governor presented the King's Police Medal to Inspector Mohini Mohan Sanyal.

The Indian Police Medal was presented to the following:—

Mr. D. R. Hardwick, Mr. J. L. Jenkins, Mr. W. H. Bemrose, Major G. M. S. Webb (Commandant of the Eastern Frontier Rifles), Rai Sahib Pabitra Nath Bose, Mr. Srimanta Kumar Basu, Kazi Abdur Rashid (retired), Inspector Girija Kanta Chakrabatti, Inspector Sachindra Nath Jha, Inspector Khagendra Nath Mukharji, Inspector Sushil Kumar Basu, Inspector Ramani Ranjan Sinha, Inspector Taranath Sarkar, Inspector Bibhuti Bhusan Shah, Officiating-Inspector Jnanendra Prasad Banarji, Officiating-Inspector Moti Lal Dey, Officiating-Inspector Gopal Chandra Chakrabatti, Subadar Harka Bahadur Lama, Sub-Inspector Upendra Nath Raha, Sub-Inspector Sakhi Muhammad, Probationary Sub-Inspector Abdus Sobhan Ahmad.

The Indian Police Medal for Gallantry was awarded to the following:—Assistant Sub-Inspector Keshab Lal Biswas, Assistant Sub-Inspector Hrishikesh Misra, Officiating Assistant Sub-Inspector Sakhi Charan Mondal, Officiating Assistant Sub-Inspector Sikander Mian, Constable Kanai Singh.

The following police officers received cash prizes for meritorious service:—

Babu Priya Nath Chatarji, Maulvi Tahur Ahmad Choudhuri, Maulvi Anesuddin Ahmad, Maulvi Kalimuddin Ahmad, Maulvi Roshan Ali Shaikh.

Appendix B

A note on the Resuscitation of Bengal rivers by Mr. S. C. Majumdar, B.Sc., M.I.E. (Ind.), Chief Engineer to Government in the Irrigation Department.

APPENDIX B

Resuscitation of Bengal Rivers.

(An essential factor in Rural Development.)

[By Mr. S. C. Majumdar, B.Sc., M.I.E. (Ind.), Chief Engineer to Government in the Irrigation Department.]

The predominant functions of the Irrigation Department, as hitherto conceived, were mainly confined to activities relating to irrigation proper, floods, navigation and drainage, which all aim at improving the economic condition of the people. In recent years another important function is being gradually forced upon us on which depends the very existence of large areas in Western, Central and Northern Bengal as fit place for human habitation. I refer to the measures necessary to arrest the progressive deterioration in public health and productivity of the soil. These problems are unique and highly complex, and unlike the other problems such as, for instance, irrigation proper, we have no precedent to guide us but have first to diagnose the disease by an intensive study of the local conditions and then think about the remedy. But it seems that the root cause of the disease lies in the deterioration of the rivers and no permanent improvement over the present deplorable condition is possible unless we strike at this root cause. Resuscitation of the rivers which have already deteriorated and adoption of necessary measures for proper conservancy of the others should, therefore, constitute the most important item in our Rural Development programme in Bengal. For efficient conservancy a river has to be treated as a whole system and as many of our rivers originate in and flows through other Provinces the problem has to be studied both in its interprovincial and provincial aspects. In fact, as I shall explain later, in some respects, as for instance, for flood protection, maintenance of dry weather flow, etc., the inter-provincial aspect is even more important. I shall, therefore, deal with this aspect first before I take up the problems which are special to Bengal.

2. Rivers are no doubt sustained by rainfall within their catchment basin. Rainfall is, however, concentrated mostly during the monsoon months and if all the precipitation were to flow as surface run-off, we would have disastrous floods following heavy rainfall and no flow during the dry season to sustain animal and plant life. Here nature comes to the rescue and by absorbing a considerable portion of the precipitation and storing in the subsoil to be released gradually by percolation throughout the year, she compensates for the erratic distribution of rainfall and not only reduces the intensity of floods but maintains the dry weather flow so necessary to serve the needs of man. The extent of this compensating action depends on the nature and condition of the catchment. In flat catchment like Bengal by far the major portion of the precipitation is absorbed and stored by the subsoil; while in step hilly catchment, which contributes the major portion of the river flow as the rainfall is much heavier there, the surface run-off would have been much more and the subsoil storage less but for another compensating action provided by nature. If left to nature the hilly catchment usually remains covered with thick growth of vegetation which retards run-off, thus reducing the intensity

of floods, and increases the subsoil storage giving us more dry weather flow. As the capacity of a river to serve the needs of man depends not so much on the monsoon flow, which often causes destructive floods, but rather on the flow which it can maintain throughout the year, it is this invisible percolation flow from subsoil storage all over the catchment basin, specially the hilly catchment, which is really the more important factor and must not be allowed to diminish if the river has to continue to render such services efficiently.

3. Owing to pressure of population and to serve the growing needs of advancing civilization this natural condition, however, can no longer be maintained. Extensive deforestation is in progress; more and more of the hill slopes are being laid bare rapidly and often indiscriminately to find the timber for the paper and other industries, for tea plantation, etc., and even the grass cover is being destroyed by indiscriminate and excessive grazing on the part of the over growing cattle population. In consequence the surface run-off is increasing giving us higher and higher floods and less and less dry weather flow. Again, owing to the absence of vegetable cover denudation of the surface soil is taking place rapidly, not only causing deterioration in the productivity of the soil, but, by increasing the silt content of the flood water, deteriorating the river channel necessitating even higher flood level to carry the same volume of discharge.

4. It is hardly necessary to emphasize the importance of dry weather flow to serve the needs of man as regards domestic supply, irrigation, navigation, etc. But it has an important aspect which is perhaps special to Bengal, having so many tidal channels to maintain, and which is not generally appreciated. Flood tides bring in a large proportion of silt which the ebb tide is unable to transport back fully. Even a slight deposit goes not accumulating as the tides come in twice daily until the channel is choked with silt and dies. So long as sufficient spill area is available, where this silt can be deposited during flow tide these channels can no doubt be maintained as the ebb tide is reinforced by comparatively clearer water draining back into the channel from the spill area after depositing the silt thereon. But in many cases either the spill area has already been raised too high and spilling is not possible or it has been prematurely reclaimed by embankments and spilling is not permissible. In consequence, and in the absence of supply of dry weather flow from above to reinforce the ebb-flow so as to scour out fully the silt brought in by the flow tide, these channels are rapidly deteriorating seriously affecting navigation and drainage. Another serious consequence of the lack of dry weather flow is the advance of salt water limit up the delta necessitating more and more embankments to render cultivation possible, which again lead to more rapid deterioration of these channels in a vicious circle.

5. Rivers are no doubt gifts of nature but, even if left to nature, they often behave erratically giving destructive floods during the rains and inadequate flow during the rest of the year, which we have to control sometime by constructing storage reservoirs and the like with a view to distribute the total available flow more equitably throughout the year to serve our needs. But it is necessary to see that these vagaries are not further aggravated by the harmful acts of man as this may lead to a stage when civilized life may be impossible. The problem is not confined to India alone but it is really a world problem as emphasized by Lord Hailey in his "African Survey". Indifference in the past to appreciate the problem and adopt suitable preventive

measures appears to have been responsible for the decline of many ancient civilizations; but having regard to the considerable advance that man has since made in his knowledge of physical sciences, it should be possible to devise suitable measures so as to reconcile the needs of the river with those of the advancing civilization and thus preserve these gifts for the posterity. The old "laissezfaire" policy which might have been suitable when the population was less and needs of man were fewer, will no longer do but there should be somebody to think out these problems and devise suitable remedial measures.

6. As the rivers pass through several Provinces and States and as many of these measures cannot be adopted without their co-ordinated effort, it follows that what is wanted is an Inter-Provincial Commission for each major River System in India, who should collect the necessary data, make a special study and deal with all matters relating to the efficient conservancy of the river system in its charge. It is hardly practicable to stop altogether the encroachment by man into, what may be called the River's domain. Room must be found for the growing population and needs of advancing civilization have got to be met. But with the aid of science and having the requisite data, it should be possible for such a Commission to effect a reconciliation between the needs of man and those of the river and also as between the needs of the various Provinces and States, provided it is given the requisite authority and the resources. My suggestion is that the *Commission should be constituted by a statute enacted by the Government of India and should consist of an independent Chairman appointed by the Government of India and representatives of the Provinces and States as members.* This will not only ensure due consideration of the existing vested interests but that authority which, it is essential, that such a Commission should possess to be able to give effect to the measures which it considers to be necessary for the conservancy of the river even though this may affect some of these vested interests for the time being. In fact, owing to the inter-provincial character of the problem and having regard to the common human nature, which tends to make those who are directly interested in the services rendered by a river, to lose sight of its future conservancy if the necessary measures affect their immediate benefit, these inter-provincial rivers should really have been under the control of the Federal Government, to be conserved by that Government through the agency of a Commission for the common benefit of the Provinces and States concerned as is the practice followed in the United State of America.

N.B.—The Mississippi for instance is under the control of the Federal Government and is conserved by a Commission appointed by that Government. Though this may lead to certain limitation of the authorities of the Provinces and States concerned it should not be objected to not only in the interest of continuance of civilization in future but also because unless the river can be properly conserved the services, which it now renders, will become more and more inefficient.

7. With regard to problems which are special to Bengal it may be mentioned at the outset that the major portion of Bengal is deltaic and has been built up by the rich silt carried down by her rivers. In her eastern parts, where the country is still being annually flushed by the silt-laden floods the people are generally prosperous and healthy.

Even in the rest of Bengal there is no dearth of water resources but the growing deterioration in health and productivity of the soil has to be traced to their faulty distribution. Through some streams more water flows than is necessary frequently causing disastrous floods, and at other places decrease in flow through natural waterways has caused serious deterioration, in many cases rendering them even incapable of draining the country side. Indeed, many of these streams which originally used to spill over the land which they traverse, and keep it in health and plenty by supplying the rich silt of the Ganges, the Damodar, etc., have now been converted into stagnant pools of water, providing breeding ground for mosquitoes, and many a district of Bengal, specially, in the centre and in the west, has been rendered extremely unhealthy with steadily decreasing population and with land gradually going out of cultivation.

8. This faulty distribution of the available water resources which has brought about the present deplorable condition is attributable partly to human interference and partly to natural causes. I have already mentioned how human interference in the shape of extensive deforestation, soil denudation, etc., within the catchment basin, mostly beyond the borders of Bengal, is not only tending to raise the flood level and diminish the dry weather flow but is also causing rapid deterioration of the river regime by bringing in more silt than what the flood current could transport. The most prominent instance of human interference within the borders of Bengal is to be found in the flood embankments, mainly in Western Bengal but partly also in Central Bengal, which, by cutting off the flood spill and depriving the land of natural manure, have killed the net-work of natural spill and drainage channels within the area and have brought about the present deplorable condition as regards productivity of the soil and public health. Of the natural causes three major changes in the river courses may be mentioned, viz., diversion of the floods of the Ganges and of the Brahmaputra through the Padma and the Jamuna channels and the desertion of the rivers in Northern Bengal by the Teesta which, by killing the natural spill and drainage channels within the areas, have caused serious deterioration in health and in the productivity of the soil in Central and Northern Bengal and in parts of Mymensingh district.

9. There is no dearth of natural hydraulic resources. In fact, Bengal has been highly favoured by nature in this respect. Her rainfall, though somewhat erratic in her distribution in her western parts, is normally quite adequate to meet the requirement of at least the Khariff crop in other parts and she can count on abundant monsoon floods to nourish her soil with fertilizing silt and to kill the malaria larvae if only these floods could be properly distributed. A more equitable distribution of her available water resources is thus vitally needed for the rural development in Bengal and I now propose to go into the question somewhat in details dealing with the different parts separately.

Western portion of West Bengal

10. The pressing need for this area, which is not deltaic, is irrigation. In fact, necessity for irrigation, at least during the Khariff season, is confined practically to this portion of Bengal.

Though the total monsoon rainfall as also its distribution during the earlier part of the crop period are normally sufficient, rain usually fails after middle of September and necessity for irrigation is felt in these areas even in normal years. In years of abnormally low rainfall irrigation is urgently needed as an insurance against famine. Owing to the proximity of the catchment areas of the rivers in Western Bengal such as the Damodar, the More, the Ajoy, the Cossye, etc., to the areas to be irrigated, river supplies also fail when irrigation is required during period of scarcity and without storage it does not seem to be possible to meet the needs of irrigation on a large scale. Again, owing to heavy incidence of rainfall at times causing excessive floods, the cost of diversion and cross drainage works is usually rather heavy, out of all proportion with the comparatively small area that could be irrigated by the widely fluctuating daily flow of these torrential streams. Storage works, by impounding during floods and supplementing the dwindling daily flow of the rivers during periods of scarcity intervening between floods, really function like a flywheel in an engine. They can thus enormously increase the irrigable capacity of a stream, specially as the stored water is needed for irrigation not so much in the transplantation season when, though a large amount of water is required, the rainfall is usually sufficient, but in the latter part of the crop period when the requirement of crop is the minimum. Storage irrigation schemes are thus likely to be rather profitable undertakings in Western Bengal and as no rain is usually expected during the dry season and rivers also practically dry up then, they provide the only means by which sugarcane and rabi crop could be grown these parts. As most of the people live on agriculture irrigation projects supplemented by storage works constructed in the hilly valleys of these rivers of Western Bengal, mostly outside the province, are thus urgently needed for their economic up-lift.

Eastern portion of West Bengal

11. The area is flat and has been built up by the silt carried by the rivers. But before the land could be sufficiently raised by such natural deposits it began to be reclaimed by flood embankments long before the British period. In those days, these embankments do not appear to have been efficiently maintained and breaches were frequent. Though this caused temporary inconvenience and damage to the people, the land used to be flushed occasionally by silt laden floods and the health and productivity of the soil did not deteriorate to the extent as it has done now. Evil effects of these embankments were not of course realised in those days and, for more efficient maintenance, they were gradually taken over by Government and improved with the object of preventing breaches as far as possible. The breaches are now rare and even when they occur they are closed immediately. In consequence not only the land has been deprived of even the occasional flushing with silt-laden flood water which it was enjoying when these embankments were being inefficiently maintained by the zemindars but the network of natural spill and drainage channels within the area are also fast dying. This is not only causing progressive deterioration in the health and productivity of the soil but the difficulty of draining these areas is becoming more and more acute. And a very serious situation is developing by the attempt to confine the floods within the narrow river

channels by means of earthen embankments. As a direct consequence of embanking these rivers preventing free spill over the countryside, there was a considerable rise in the flood level when these embankments were constructed and this level is tending to rise higher and higher owing to the gradual rise of the river beds, necessitating higher and higher embankments to prevent their overtopping by the floods.

12. The position is undoubtedly very serious and unless a bold policy of improvement is followed this tract will, in course of time, revert to swamps and jungles from which it was prematurely reclaimed in the olden days. The ideal solution would be to remove the cause of the deterioration, viz., the embankments and raise the land and increase its productivity by allowing the flood water to spill and deposit the silt which is very rich in manure. Where possible, this solution should certainly be adopted. Millions of tons of this valuable silt are now being carried away by the floods and lost to the country and the land for which this silt was intended by nature is starving. Above the tidal limits where the water is sweet such natural flood flushing need not necessarily destroy crops nor cause such acute distress amongst the people as is now being caused occasionally by the concentrated discharge through breaches in embankments, for, when the embankments are removed flood will also fall considerably lower as compared with its present level and as the floods in these parts are shortlived, lasting not more than 2 or 3 days at a time, such flooding may even be beneficial to the crops except in years of very high floods when no doubt, the crops will be destroyed till these lands have been sufficiently raised by the silt deposit. The loss, however, will be more than compensated by the increased yield in normal years due to the manurial value of silt and the improvement in health. And as regards distress caused to the people by the collapse of houses it can certainly be avoided or at least minimised by erecting houses on earthen mounds and by avoiding mud walls as is the practice in Eastern Bengal.

In most of the areas, however, owing to important vested interests such as existence of Railways, towns, etc., such uncontrolled flood flushing is hardly practicable and here we must be satisfied with limited flushing as may be found possible by drawing the flood water through regulated escapes to be built in these embankments.

Central Bengal

13. The Central Bengal has been built up by the silt carried by the Ganges, which, in the olden days, used to distribute her waters mainly through the Bhairab, and the Bhagirathi which, in the lower reaches, trifurcated into three main branches at Tribeni a few miles above Hooghly, viz., the Jamuna, the Bhagirathi (or Hooghly) and the Saraswati. But since the diversion of the main volume of the Ganges flood through the Padma channel in the 15th or 16 century, these rivers began to deteriorate. The Bhagirathi which once constituted the main channel of the Ganges, now remains cut off from this river except during floods, and even then the share of the Ganges flood it now receives is only a fraction of what used to flow down this channel before the diversion. In consequence, its western and eastern branches, viz., the Saraswati and the Jamuna are now dead and the Bhagirathi also would probably have shared the same fate but for the rivers in

Western Bengal which have their outfalls into this river, tidal flushing in the lower reaches, and other conservancy measures of the Calcutta Port Trust. But in the upper reaches, the river is fast deteriorating and even in the lower reaches its condition is not free from anxiety as further deterioration will threaten the very existence of Calcutta as a Port. The Bhairab also is now dead having been cut through first by the Jalangi and then by the Mathabhanga. But these rivers are also fast deteriorating and though not completely dead yet, can no longer draw sufficient water from the Ganges to be able to spill over the land nor to keep their distributaries alive. The larger number of distributary channels such as the Nabaganga, the Chitra, Kobadak, Betua, Kodla, etc., which used to distribute this spill equitably over the entire area have also died or are dying, resulting not only in the progressive impoverishment of the soil but acute difficulty in drainage and waterlogging.

14. Practically the whole area traversed by these channels is highly malarious and owing to the lac of sweet water supply in the dry season from above, the salt water limit in their tidal reaches is extending higher and higher up the delta. In fact the increased salinity of the water of the Hooghly river on which the city of Calcutta is dependent for its water supply is already causing serious concern to the Corporation of Calcutta. It may be mentioned here that the West Bengal rivers contribute very little supply of fresh water to the Hooghly during the dry season and as their connections with the Ganges also remain cut off then, the only source of supply of sweet water for these spill channels in Central Bengal, which serve an extensive area enclosed between the Hooghly-Bhagirathi, the Ganges and the Gorai-Attrai series and extending right up to the sea face, is what they can draw by percolation from the Ganges through the sandy beds at their off-takes and the subsoil storage. This is indeed a serious position and unless a proper solution can be found this area will also share the same fate as predicated in case of embanked areas of Western Bengal, viz., revert to swamps and jungles.

15. Solution seems to lie in the restoration of the Ganges spill as far as possible by diverting larger volume of the Ganges flow through the three principal channels, the Bhagirathi, the Jalangi and the Mathabhanga or through new channels to be excavated if these are not found to be suitable. To what extent this may be done it is not possible to say without a contour survey (now in progress) and the detailed investigation made as regards the vested interests that are likely to be adversely affected, and remedial measures to be adopted to safeguard this interests. But there seems to be no doubt that in lower areas which have been prematurely reclaimed, the present method of cultivation will have to be changed, necessitating the introduction of a suitable crop which can be harvested before the Ganges begins to rise in August or East Bengal paddy which grows with the rise in the water level. The problem is undoubtedly a very complicated one and what I wish to emphasize is that no piecemeal solution is likely possible but it has to be thought out and dealt with comprehensively.

16. In their lower reaches these channels are tidal and apart from discharging drainage and other beneficent delta building activities, they perform the important function of carrying the produce of the country as most of the tidal channels are navigable by boats and many by steamers. Where these activities have not been interfered with by acts of man they are still discharging these functions, though,

being now deprived of the supply of upland water, these tidal channels in the southern portion of Central Bengal are gradually deteriorating and will ultimately cease to function, except perhaps as regards drainage, as soon as the spill areas have been raised to near about the high tide level. But where man has interfered by prematurely reclaiming the spill area of these channels by means of embankments the position has already become rather serious as, while these areas have remained low, the channel bed has risen by silt deposit making drainage by gravity already impossible in many cases. A distinction should be drawn in this connection between an upland flood carrier and a tidal channel. As the upland flood must be disposed of ultimately into the sea, when the former deteriorates it changes its course and its beneficent activities are not lost to the country, only they are transferred elsewhere. When however a tidal channel deteriorates it dies in its own bed and its beneficial activities are lost to the country. Thus the death of these tidal channel will mean that the only agents now left by nature for raising the tidal portion of Central Bengal will be lost to the country for ever. It will then be impossible to drain the area by gravity which will gradually revert to swamps and jungles from which it was prematurely reclaimed.

17. Solution lies in removal of the marginal embankments and other obstructions so that these areas may be adequately raised before they are reclaimed. But though this will certainly prolong their life it would not be sufficient to preserve these tidal channels permanently as carriers of country's produce nor to arrest the rapid advance up the delta of the salt water limit, for which purpose supply of upland water seems to be essential. To maintain the life of a tidal river additional supply of water is required to reinforce the flushing during ebb, which, without this reinforcement, is unable to clear the bed completely of the silt deposited during flood tides. As the supply given by the local drainage can be counted upon only during about 5 months of the monsoon and the supply from the spill area will gradually disappear as this area rises by silt deposit, the only means of preserving the life of a tidal channel permanently is by providing a supply of upland water. Improvement of the spill channels of Central Bengal and diversion of a portion of the Ganges water thus seem to be necessary even for maintenance of these tidal channels.

North Bengal

18. The North Bengal has been built up by the Mahananda, the westernmost river in Bengal, and the Teesta which, before its diversion eastward into the Brahmaputra, used to flow through this area in several branches the Punarbhaba, the Attraye, the Karotoa, etc. The decadence of North Bengal probably started from about the end of the 18th century when (in 1787) the Teesta deserted this tract and diverted its course into the Brahmaputra near Bahadurabad, thereby cutting off the head water supply of its spill channels the Punarbhaba, the Attraye, the Karotoa, etc. In consequence, the land, being deprived of flushing by the silt-laden floods, has been losing its productivity and the net work of spill and drainage channels which used to be sustained by this spill have badly deteriorated causing growing deterioration in public health. Another cause of deterioration of the drainage system is that due to the lack of pressure of upland water from above, the outfalls of the North Bengal rivers are being gradually choked by

silt due to the back rush of the floods in the Ganges and the Jamuna. As the data are lacking it is difficult to suggest a definite solution. It, however, appears to lie in the restoration of the old condition as far as possible. That is to say, a portion of the Teesta flood which is now running to waste into the Brahmaputra causing destructive floods in that river, should be diverted through its old spill channels in North Bengal so that the land can recoup its productivity with the help of flushing with silt-laden floods, and the drainage system may be maintained in efficient condition with the help of the clear spill water draining into these channels after depositing the silt on the land.

East Bengal

19. With the exception of the area served by the old Brahmaputra river, none of the problems discussed above have yet arisen in Eastern Bengal as the land is being annually flushed by the silt-laden floods of the Ganges and the Januma. In consequence, the area is healthy and prosperous except in portions where man has interfered with this natural process by putting obstruction in the waterways. But the most pressing need for Eastern Bengal is the conservancy of her waterways and making of new waterways in the interest of communication and drainage. Our experience in Western Bengal ought to serve as a sufficient warning against improvement of communication facilities by means of roads or railways, as these have undoubtedly to be run on high embankments traversing the spill areas of the rivers, thus interfering with the natural process of raising of the delta. We should rather follow the line indicated by nature and be satisfied with the communication by waterways—a valued natural gift which no doubt will have to be conserved and improved. There is sufficient water resources available for the purpose and the problem is one of training and improvement of the existing waterways and provision of new waterways where none exist at present.

20. In Mymensingh district and the north-eastern portion of the Dacca district, however, the problem is more or less similar to what I have stated above with regard to North Bengal. Till the beginning of the 19th century this area used to be served by the Brahmaputra and was in consequence healthy and prosperous. Its decadence started after the diversion of the Brahmaputra through the present Jamuna channel near about 1830. As a result of this diversion the old Brahmaputra flowing eastward past Mymensingh began to deteriorate rapidly and now remains completely cut off from the main channel except during floods and even then it receives only a small fraction of the discharge it used to receive before the diversion. In consequence there is growing deterioration in the drainage system, in health and in the productivity of the soil in the Mymensingh and north-eastern portion of Dacca district which were originally built up and fertilized by this river.

About this river also the Irrigation Department possesses very little information. Restoration of the old condition of flow will probably be an impossible task but it might be possible to improve the old Brahmaputra and the connected drainage system sufficiently for the purpose of improvement in health and agriculture.

Recent activities of the department

21. I have tried to give an idea as to the complexity and seriousness of the problems that confront the department and which have to be solved to arrest the growing deterioration in health and productivity of the soil and to restore the old prosperity of Bengal. I now propose to give a brief account of our activities in this direction. As an essential preliminary step a comprehensive policy covering the different parts of Bengal has now been decided upon. The department has also been expanded and re-organised during the current year (1939-40) to be able to execute this policy efficiently and expeditiously. But having regard to the vastness and complexity of the problems the necessity to collect the requisite data and time required to train the new recruits in connection with the reorganisation proposal, no quick result should be expected.

22. The department was hitherto organised more or less on a maintenance basis and the officers were so much occupied with the maintenance and other routine works that they could hardly find any time to think out the major problems confronting the department, far from being able to prepare any comprehensive scheme for their solution. A new circle called Development Circle has, therefore, been created during the current year to tackle these problems seriously. Steps are also being taken to introduce certain reforms in the procedure of working of the department with a view to increasing its efficiency. Though these improvements should now make it possible for the department to take up the Rural Development Schemes with greater expedition, in view of the complexity of our problems, no quick result should be expected. We have to cover a vast field and in most of the cases data are lacking. We have to collect the necessary data, diagonalise the disease by an intensive study of the local conditions and make the necessary investigation before any scheme can be prepared for curing the disease. For this reason and as it will take some time to train the new recruits in connection with the re-organisation proposal no rapid progress can be expected at the initial stage. The progress is being further hampered on account of the war which has necessitated the call to military duty of three of our senior officers. The following action has however been taken so far.

General

23. *River Commission.*—To deal with the interprovincial aspects of our river problems steps have been taken for the establishment of Inter-provincial River Commission. The object is to co-ordinate the activities of the Provinces and States concerned with a view to lower the level of destructive floods by controlling deforestation and encouraging afforestation, etc., and generally to deal with all matters relating to the conservancy of the river. The establishment of a Ganges River Commission has already been accepted on principle by the Governments of Bengal, Bihar and United Provinces and pending its formation, an Interim Committee has been formed to frame the necessary constitution and, as far as possible, to discharge the function proposed for the Commission.

A similar proposal has since been accepted on principle by the Governments of Bengal and Assam for the constitution of a Commission for the Brahmaputra and the Meghna Rivers and the formation of an Interim Committee is now under consideration.

24. *River Research.*—Owing to the complexity of the river problems in Bengal and having regard to the heavy cost of the works that it will be necessary to execute for their solution, it has been proposed to establish a River Research Institute in Bengal with a view to conduct the necessary researches and to test the proposals by means of models before the works are put in hand. The object is not only to ensure success of these proposals but also to effect economy in the ultimate cost by eliminating such of them as cannot bear the scrutiny of test. An expert was brought in from the Punjab to advise on this proposal and the scheme prepared by him has since been sanctioned by Government though, owing to uncertain financial position caused by the war, it was not possible to allot fund for establishing the Institute during 1940-41.

25. Apart from several minor schemes which have been prepared or under preparation and some of them already taken up for execution during 1939-40—the following progress has been made towards the preparation of major schemes of development.

West Bengal

Preparation of a detailed estimate amounting to Rs. 2,59,92,100 for the Damodar-Hooghly Flushing and Irrigation Scheme has been completed. The object of the scheme is to flush by means of the Damodar flood water and irrigate an area of about 427,000 acres in Burdwan, Hooghly and Howrah districts. The area is protected by the Damodar Left Embankment and being deprived of the natural flushing by the Damodar floods the land is losing its productivity and there is growing deterioration in public health. As restoration of the natural flood flushing by the removal of the embankment is no longer possible owing to important vested interests which would be adversely affected, the scheme provides for limited flushing during floods with the help of controlled sluices and distribution canals and guarantees irrigation in October, when rain usually fails, with the help of a Barrage and a storage reservoir. The scheme is now under consideration of Government.

Investigation has been completed and plans and estimates are under preparation with regard to several irrigation projects in Western Bengal, the most important being the Dwarakeswar Reservoir Project to irrigate about 174,000 acres in Bankura and Burdwan districts and the More Reservoir Project to irrigate about 432,000 acres in Birbhum and Murshidabad districts.

Central Bengal

26. A comprehensive contour survey of the decadent area has been completed. The survey has since been extended to cover certain area in Rajbari subdivision with a view to investigating the feasibility of resuscitating the Chandana river. A Special Division has been

created, under the newly formed Development Circle, to investigate and prepare a scheme for flushing the decadent tract in Central Bengal by resuscitating the moribund spill channels and diverting through them a substantial portion of the Ganges flood. The objects aimed at are as follows:—

- (a) To arrest the growing deterioration in health and productivity of the soil and restore the old prosperity of Central Bengal.
- (b) To lower the level of the destructive flood in the Ganges so as to make it harmless and beneficial.
- (c) To improve the drainage channels including the tidal channels and make them self-maintaining.
- (d) To arrest the advance of silt-water limit up the delta.

Steps have also been taken to depute a Special Officer of the Agriculture Department to investigate into the question of introducing a substitute crop in the areas referred to above. As it will take time before the comprehensive flushing scheme matures, steps have been taken to give some immediate relief to the worst portion of Jessore district by taking up a scheme for flushing the old Bhyrab river at a cost of Rs. 2,17,000. The work is now in progress.

North Bengal

27. Steps have been taken to collect the essential preliminary data by sanctioning a comprehensive contour survey, estimate amounting to Rs. 3,95,256. The survey has been started in 1940-41 and soon after its completion, preparation of major schemes of development in this area will be taken up. For the present minor schemes to satisfy pressing local needs are being considered. Some of them including a scheme for flushing the Lower Karotoa river in the Bogra district have been prepared.

East Bengal

28. One Division has recently been formed at Mymensingh to study the irrigation needs of Mymensingh, Dacca, Comilla, Noakhali and Chittagong districts and prepare the necessary schemes including the investigation and preparation, if feasible, of a scheme for the resuscitation of the old Brahmaputra river. I confess that this important river was hitherto being neglected and as the data are lacking, it will take some time before a suitable comprehensive scheme can be brought to light. Till a satisfactory solution can be found for permanent improvement of this river steps have, however, been taken at least to arrest its further deterioration by means of bandalling works. Investigation is also being made for some drainage schemes which will not only benefit the areas concerned but will also help in flushing the Brahmaputra during the drainage season.

Appendix C

Acts of Central and Provincial Legislatures applying to Bengal and Government Bills introduced during the year 1939-40.

APPENDIX C

Central Acts applying to Bengal and Bengal Acts which came into force during the year 1939

Year.	Number.	Short Title.	Extent of application.	Date of coming into force.
1	2	3	4	5
Central Acts.				
1938	IV ..	The Insurance Act, 1938	The whole Act	1st July, 1939.
1938	XXIII ..	The Indian Tea Cess (Amendment) Act, 1938.	The whole Act	4th February, 1939.
1939	IV ..	The Motor Vehicles Act, 1939 ..	The whole Act	1st July, 1939.
1939	VII ..	The Indian Income-tax (Amendment) Act, 1939.	Section 1 and Part I excepting sub-clauses (iii) and (iv) of clause (b) of section 11.	1st April, 1939.
1939	XI ..	The Insurance (Amendment) Act, 1939 ..	The whole Act	1st July, 1939.
1939	XIII ..	The Workmen's Compensation (Amendment) Act, 1939.	The whole Act	1st May, 1939.
1939	XV ..	The Employment of Children (Amendment) Act, 1939.	The whole Act	1st October, 1939.
1939	XVII ..	The Indian Succession (Amendment) Act, 1939.	The whole Act	12th June, 1939.
1939	XIX ..	The Coal Mines Safety (Stowing) Act, 1939	The whole Act	27th May, 1939.
1939	XXIII ..	The Indian Soft Coke Cess Committee (Reconstitution and Incorporation) Act, 1939.	The whole Act	15th July, 1939.
1939	XXV ..	The Indian Salt (Amendment) Act, 1939 ..	The whole Act	11th December, 1939.
1939	XXXII ..	The Indian Rubber Control (Amendment) Act, 1939.	The whole Act	1st January, 1939.

1939	XXXV	..	The Defence of India Act, 1939	..	Chapters II and IV	..	..	14th November, 1939.
1939	XL	..	The Motor Vehicles (Amendment) Act, 1939		Sections 2 and 3	..	..	1st July, 1939.
					The rest	..	..	29th September, 1939.
1939	XLII	..	The Workmen's Compensation (Second Amendment) Act, 1939.		The whole Act	..	..	3rd September, 1939.
1939	..		The Indian Naval Reserve Forces (Discipline) Act, 1939.		The whole Act	..	..	3rd June, 1939.
Bengal Acts.								
1939	I	..	The Bengal Repealing and Amending Act, 1938.		The whole Act	..	..	16th March, 1939.
1939	II	..	The Bengal Tenancy (Amendment) Act, 1939.		The whole Act	..	..	6th April, 1939.
1939	III	..	The Bengal Rates of Interest Act, 1939		The whole Act	..	..	6th April, 1939.
1939	V	..	The Calcutta Municipal (Amendment and Validation) Act, 1939.		The whole Act	..	..	29th June, 1939.
1939	VI	..	The Bengal Excise (Amendment) Act, 1939		The whole Act	..	..	29th June, 1939.
1939	VII	..	The Indian Stamp (Bengal Amendment) Act, 1939.		The whole Act	..	..	29th June, 1939.
1939	VIII	..	The Calcutta Police (Amendment) Act, 1939		The whole Act	..	..	6th July, 1939.
1939	IX	..	The Bengal Finance Act, 1939	..	The whole Act	..	..	20th July, 1939.
1939	X	..	The Bengal Rural Poor and Unemployed Relief Act, 1939.		The whole Act	..	..	1st September, 1939.
1939	XI	..	The Calcutta Municipal (Amendment) Act, 1939.		The whole Act	..	..	3rd August, 1939.
1939	XIII	..	The Bengal Tenancy (Second Amendment) Act, 1939.		The whole Act	..	..	24th August, 1939.
1939	XIV	..	The Calcutta and Suburban Police (Amendment) Act, 1939.		The whole Act	..	..	15th September, 1939.

Central Acts applying to Bengal, and Bengal Acts which were extended to the Chittagong Hill-tracts during the year 1939

Year.	Number.	Short Title.	Extent of application.	Date of coming into force.
1	2	3	4	5
		Central Acts.		
1939	VII ..	The Indian Income-tax (Amendment) Act, 1939, excepting sub-clauses (iii) and (iv) of clause (b) of section 11 and Part II and sub-clauses (iii) and (iv) of clause (b) of section 11 and Part II, .. Subject to the exception that none of the provisions of the Act shall apply to the indigenous hill-men in the tracts.	The Chittagong Hill-tracts Ditto	1st October, 1939. The date or the respective dates appointed by the Central Government under sub-section (2) of section 1 of the Act.
1939	VIII ..	The Dissolution of Muslim Marriages Act, 1939.	Ditto	6th July, 1939.
1939	XVI ..	The Registration of Foreigners Act, 1939 ..	Ditto	29th June, 1939.
1939	XXII ..	The Criminal Law Amendment Act, 1939	The Chittagong Hill-tracts [in so far as it is not inconsistent with the Chittagong Hill-tracts Regulation, 1900 (Regulation I of 1900)], or the rules made thereunder for the time being in force.	29th June, 1939.
1939	XXIV ..	The Indian Census Act, 1939 ..	The Chittagong Hill-tracts	19th October, 1939.
1939	XXXIV ..	The Repealing and Amending Act, 1939	The Chittagong Hill-tracts (in so far as it affects any enactment at present in force in the said tracts).	9th November, 1939.

1939	..	The Indian Finance Act, 1939	..	The Chittagong Hill-tracts [(a) in so far as it affects the Indian Post Office Act, 1898 (VI of 1898), and is not inconsistent with the Chittagong Hill-tracts Regulation, 1900 (Regulation I of 1900), for the rules for the time being in force thereunder; and (b) in so far as it affects the Indian Income-tax Act, 1922 (XI of 1922); subject to the exception that it shall not apply to the indigenous hillmen in the said tracts].	25th May, 1939.	
Bengal Acts.						
1938	IV	..	The Bengal Expiring Laws Act, 1938	..	The Chittagong Hill-tracts in so far as it affects the Court-fees (Bengal Second Amendment) Act, 1935 (Bengal Act XI of 1935).	16th November, 1939.
1939	I	..	The Bengal Repealing and Amending Act, 1938.	..	The Chittagong Hill-tracts in so far as it affects the following Acts:—	20th July, 1939.
					<ol style="list-style-type: none"> 1. The Bengal Public Gambling Act, 1867 (Bengal Act II of 1867). 2. The Bengal Police Act, 1869 (Bengal Act VII of 1869). 3. The Bengal General Clauses Act, 1899 (Ben. Act I of 1899). 4. The Bengal Public Demands Recovery Act, 1913 (Ben. Act III of 1913). 	
1939	III	..	The Bengal Rates of Interest Act, 1939	..	The Chittagong Hill-tracts in so far as it affects the Bengal Public Demands Recovery Act, 1913 (Bengal Act III of 1913).	18th May, 1939.
1939	IX	..	The Bengal Finance Act, 1939	..	The Chittagong Hill-tracts	.. .. 27th July, 1939.
1939	XII	..	The Bengal Dentists Act, 1939	..	Ditto	.. .. 19th October, 1939.

Central Acts applying to Bengal, and Bengal Acts which were extended to the partially excluded areas of the Mymensingh district, and to the Darjeeling district during the year 1939

Year.	Number.	Short Title.	Extent of application.	Date of coming into force.
1	2	3	4	5
		Central Acts.		
1937	XVIII ..	The Hindu Women's Rights to Property Acts, 1937.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	28th September, 1939.
1938	IV ..	The Insurance Act, 1938	The partially excluded areas of the Mymensingh district and the Darjeeling district.	6th July, 1939.
1938	XXVI ..	The Employment of Children Act, 1938 * ..	The Darjeeling district and the partially excluded areas of the Mymensingh district.	1st October, 1939.
1939	III ..	The Destructive Insects and Pests (Amendment) Act, 1939.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	20th April, 1939.
1939	IV ..	The Motor Vehicles Act, 1939	The Darjeeling district and the partially excluded areas of the Mymensingh district subject to the following exceptions and modifications, namely:— (1) that Chapter VIII of the Act shall not have effect until the 1st July, 1943; (2) that sub-section (3) of section 133 of the Act shall be omitted; and (3) that in sub-section (2) and sub-section (4) of section 134 of the Act, for the words "nine months" the words "fifteen months" shall be substituted.	24th August, 1939.

1939	VII	..	The Indian Income-tax (Amendment) Act, 1939, excepting sub-clauses (iii) and (iv) of clause (b) of section II and Part II and sub-clauses (iii) and (iv) of clause (b) of section II and Part II.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	1st October, 1939.
				Ditto	The date or the respective dates appointed by the Central Government under sub-section (2) of section 1 of the Act.
1939	VIII	..	The Dissolution of Muslim Marriages Act, 1939.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	3rd August, 1939.
1939	XI	..	The Insurance (Amendment) Act, 1939 ..	The partially excluded areas of the Mymensingh district and the Darjeeling district.	6th July, 1939.
1939	XII	..	The Indian Patent and Designs (Amendment) Act, 1939.	The partially excluded areas of the Mymensingh district and the Darjeeling district.	1st June, 1939.
1939	XIII	..	The Workmen's Compensation (Amendment) Act, 1939.	The partially excluded areas of the Mymensingh district and the Darjeeling district.	1st June, 1939.
1939	XIV	..	The Cotton Ginning and Pressing Factories (Amendment) Act, 1939.	The partially excluded areas of the Mymensingh district and the Darjeeling district.	1st June, 1939.
1939	XV	..	The Employment of Children (Amendment) Act, 1939.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	1st October, 1939.
1939	XVI	..	The Registration of Foreigners Act, 1939	The Darjeeling district and the partially excluded areas of the Mymensingh district.	8th June, 1939.
1939	XVII	..	The Indian Succession (Amendment) Act, 1939.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	12th October, 1939.
1939	XX	..	The Sugar Industry (Protection) Act, 1939	The Darjeeling district and the partially excluded areas of the Mymensingh district.	20th July, 1939.

Year.	Number.	Short Title.	Extent of application.	Date of coming into force.
1	2	3	4	5
1939	XXII ..	The Criminal Law Amendment Act, 1939	The Darjeeling district and the partially excluded areas of the Mymensingh district.	14th September, 1939.
1939	XXIV ..	The Indian Census Act, 1939 ..	The Darjeeling district and the partially excluded areas of the Mymensingh district.	19th October, 1939.
1939	XXXI ..	The Indian Carriage by Air (Amendment) Act, 1939.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	30th September, 1939.
1939	XXXIII ..	The Indian Railways (Amendment) Act, 1939.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	7th December, 1939.
1939	XXXIV ..	The Repealing and Amending Act, 1939 ..	The Darjeeling district and the partially excluded areas of Mymensingh district in so far as it affects any enactment at present in force in that district or those areas.	2nd November, 1939.
1939	XXXV ..	The Defence of India Act, 1939 ..	The Darjeeling district and the partially excluded areas of the Mymensingh district subject to the modification that for sub-section (3) of section 1 thereof, the following sub-section shall be substituted, namely:— (3) This section and Chapters II and IV shall come into force on the 14th December, 1939, and Chapter III on such date as the Governor may, by notification in the official Gazette, appoint.	14th December, 1939.

1939	XXXVII	The Indian Aircraft (Amendment) Act, 1939	The Darjeeling district and the partially excluded areas of the Mymensingh district.	30th September, 1939.
1939	XL ..	The Motor Vehicles (Amendment) Act, 1939	The Darjeeling district and the partially excluded areas of the Mymensingh district subject to the following modifications:— (1) Sections 2 and 3 (2) That in clause (a) of section 3 of the Act in the new sub-section (2) proposed for substitution for the existing sub-section (2) of section 134 of the Motor Vehicles Act, 1939, for the words "nine months" the words "fifteen months" shall be substituted.	7th December, 1939. 24th August, 1939.
1939	..	The Indian Finance Act, 1939 ..	The Darjeeling district and the partially excluded areas of the Mymensingh district.	6th July, 1939.
Bengal Acts.				
1938	IV ..	The Bengal Expiring Laws Act, 1938 ..	The Darjeeling district and the partially excluded areas of the Mymensingh district.	2nd November, 1939.
1938	V ..	The Bengal Public Demands Recovery (Amendment) Act, 1938.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	2nd March, 1939.
1938	VI ..	The Bengal Tenancy (Amendment) Act, 1938.	The partially excluded areas of the Mymensingh district.	2nd March, 1939.
1939	I ..	The Bengal Repealing and Amending Act, 1938.	The Darjeeling district and the partially excluded areas of the Mymensingh district.	27th April, 1939.

Year.	Number.	Short Title.	Extent of application.	Date of coming into force.
1	2	3	4	5
1939	II ..	The Bengal Tenancy (Amendment) Act, 1939.	The partially excluded areas of the Mymensingh district.	13th April, 1939.
1939	III ..	The Bengal Rates of Interest Act, 1939 ..	The partially excluded areas of the Mymensingh district.	13th April, 1939.
1939	III ..	The Bengal Rates of Interest Act, 1939 ..	The Darjeeling district	13th April, 1939.
1939	VI ..	The Bengal Excise (Amendment) Act, 1939	The Darjeeling district and the partially excluded areas of the Mymensingh district.	20th July, 1939.
1939	IX ..	The Bengal Finance Act, 1939 ..	The Darjeeling district and the partially excluded areas of the Mymensingh district.	20th July, 1939.
1939	X ..	The Bengal Rural Poor and Unemployed Relief Act, 1939.	Parts of the Darjeeling district and of the partially excluded areas of Mymensingh district in which the Bengal Village Self-Government Act, 1919 (Bengal Act V of 1919), is in force.	17th August, 1939.
1939	XIII ..	The Bengal Tenancy (Second Amendment) Act, 1939.	The partially excluded areas of the Mymensingh district.	24th August, 1939.

Bills introduced in the Assembly in 1939-40 (1st April 1939 to 31st March 1940)

Title of the Bill.	Date of introduction of the Bill.
The Indian Stamp (Bengal Amendment) Bill, 1938.	5th April, 1939.
The Bengal Official Records Bill, 1939	.. 5th April, 1939.
The Official Trustees (Bengal Amendment) Bill, 1939.	5th April, 1939.
The Administrator-General's (Bengal Amendment) Bill, 1939.	5th April, 1939.
The Bengal Amusements Tax (Amendment) Bill, 1939.	6th April, 1939.
The Calcutta Police (Amendment) Bill, 1939	.. 5th April, 1939.
The Bengal Agricultural Produce Markets Bill, 1939.	12th July, 1939.
The Bengal General Clauses (Amendment) Bill, 1939.	5th December, 1939.
The Bengal Jute Regulation Bill, 1939	.. 30th November, 1939.
The Eastern Frontier Rifles (Bengal Battalion Amendment) Bill, 1939.	19th December, 1939.
The Bengal Tenancy (Third Amendment) Bill, 1939.	7th December, 1939.
The Bengal Public Demands Recovery (Amendment) Bill, 1939.	12th December, 1939.
The Finance (Amendment) Bill, 1940	.. 15th February, 1940.
The Bengal Non-Agricultural Tenancy (Temporary Provisions) Bill, 1940.	15th February, 1940.

List of Government Bills introduced in the Bengal Legislative Council during the period from 1st April 1939 to 31st March 1940

Serial No.	Name of the Bill.	Date of introduction.
1	The Calcutta and Suburban Police (Amendment) Bill, 1939.	10th March, 1939.
2	The Inland Steam Vessels (Bengal Amendment) Bill, 1939.	23rd November, 1939.
3	The Bengal Workmen's Protection (Amendment) Bill, 1939.	23rd November, 1939.
4	The Bengal Shops and Establishments Bill, 1939	6th December, 1939.

Appendix D

**Bengal Government Industrial Museum. (Opinions of
distinguished visitors.)**

APPENDIX D

BENGAL GOVERNMENT INDUSTRIAL MUSEUM

A unique Institution: Opinions of Distinguished Visitors

The Bengal Government Industrial Museum was opened on the 18th March 1939 by the Hon'ble the Chief Minister, Bengal, in presence of a most respectable and representative gathering. The object of the Museum is to give a well defined picture of the present stage and future possibilities of industrial development in Bengal, studied against the perspective of the relative position in other provinces and India as a whole, so that it may be precisely ascertained where further attention is due and how the available resources could most profitably be employed. To help the understanding of the problems, a very comprehensive range of exhibits have been collected, systematically analysed and kept on display. Endeavours have been made to explain the economic importance of the exhibits with the help of profusely illustrated charts and diagrams which have been found very useful. With a view to creating interest in matters industrial, public lectures have been arranged from time to time in which expert industrialists were invited to speak. The number of daily visitors and of enquiries received, clearly indicate its usefulness and the measure of public interest in this growing institution. The average number of visitors was 39,949 per month during the year 1939-40 and on a rough estimate the average number of verbal and written enquiries from the public regarding exhibits come up to nearly 300 per month. The library attached to the Museum has also proved very popular and more than 5,000 readers made use of it in the first year of its existence.

Opinions

The Museum was visited by distinguished men from all over India and their glowing tributes have been a source of great encouragement to the management. Here are the views and opinions of the distinguished visitors:—

I came to see the Museum but most of my time was taken up in explaining Bee behaviour to enquirers. I have to return to-day without seeing much. There is so much to see and learn here that I shall be taking the next possible opportunity of coming here and learning the very many interesting and useful things so nicely displayed here.

SATISH CHANDRA DAS GUPTA,
Khadi Pratisthan, Sodepur.
4-4-1939.

A most interesting and extremely comprehensive collection of exhibits. Those relating to the bye-products and their uses, of certain primary products like coal and the various large scale models should be most instructive and provide a very valuable educative feature.

A. SCHOFIELD,
H. M. Trade Commissioner of Calcutta.
20-4-1939.

It is a pleasure and a privilege to see this Museum which represents an earnest endeavour to build and rebuild the industries of Bengal and to uplift

the economic condition of this country on sound and scientific principles. I join my voice with all Indian patriots to extend my blessings for the success and growth of this institution.

O. C. GANGULY,
Advocate, Calcutta.
 22-4-1939.

I have visited the Museum. It is one of the best equipped institutions I have seen. The go-ahead policy of Bengal is visible in the features of the Museum. It is certainly a very happy thing to have it.

A. S. MURTI,
President, Orissa Millowners Association,
Berhampore (Ganjam).
 26-4-1939.

I with some of my friends visited the Government Industrial Museum. It is a pleasure and an education to visit such an institution. The Government will do well if they make an attempt to have an exhibition of the products in the mofussil areas. If a booklet be published containing all the information it will serve a very useful purpose. I wish the institution success. Mr. Mukherjee has, by his amiable manners and devotion to duties pleased us all.

DHIRENDRA NATH DUTTA,
 M.L.A.,
 SWARNAKAMAL ROY,
 Chairman, Comilla Municipality,
 HABIBAR RAHMAN CHOWDHURY,
 Pleader, Comilla,
 HEDAYETULLAH CHOWDHURY,
 Pleader, Comilla.

It gave me real pleasure to visit the Government Commercial Museum. I wish I could have spent some hours there to do justice to the large variety of exhibits so admirably arranged and displayed. It is both surprising and delightful to realise that one province can produce such a versatile range of economic benefit for the population covering almost all the necessities of daily existence from domestic to public requirements.

I was especially interested in the small scale and cottage industries which should receive increasing encouragement from the Government and people alike. I am happy that the old traditional indigenous handicrafts and industries are being revived as well as more modern industries exhibited in this province. The economic regeneration of the province will be the sound foundation of the general, social and political advancement. The Curator in charge is an enthusiast and his knowledge is an asset to the Museum.

SAROJINI NAIDU.
 8th May 1939.

It has been a great pleasure to visit that Government Industrial Museum and to observe the immense variety of local industries represented in the exhibits. I have been for some time aware of the great potentialities of industrial development in Bengal but nothing that I have so far seen elsewhere has given me so vivid a sense of what can be achieved in Bengal if the needed finance and organisation are provided. The Department of Industries deserves every credit for the idea underlying the Museum and for the truly admitted thought and effort which have been devoted to its organisation. As Chairman of the Bengal Industrial Survey Committee, I have felt a very special interest in the Museum and feel that the work done in organising it will considerably lighten our labours as a Committee and at the same time make our work a great deal more interesting.

JOHN MATHAI,

C.I.E., D.Sc.,

*Director-General of Commercial Intelligence and
Statistics, India.*

8-5-1939.

I congratulate Bengal for organizing this wonderful Industrial Museum. This is indeed a grand organization and it is bound to give impetus to industries in Bengal. The Director of Industries and his staff deserve our best thanks.

I am sorry I could not spend more time here but when I come to Calcutta again I shall make it a point to visit the Museum again. I have learnt a good deal in the short time I was able to spend.

(Dr.) SYED MAHMUD,

*Minister, Education and Development,
Bihar.*

11-5-1939.

I spent a very pleasant evening on Tuesday, the 9th instant, at the Government Industrial Museum when I was shown round the different sections by Mr. Mukherjee who explained to me its noteworthy features. I was struck by the number and variety of the indigenous industrial concerns that are exhibiting their goods. It was a pleasant surprise to me to find that qualitatively they can, in many cases, compare well with the imported goods. I was particularly impressed by the fairly large collection not only of samples of finished goods manufactured within the province but also of such raw materials and semi-manufactured products as may be utilized in the further industrialisation of the country. The display of machineries suitable for use by persons of comparatively smaller means and of the various informative charts and models, will, I am sure, be of considerable help to our prospective industrialists.

I welcome the steps which the Government of Bengal have taken in establishing in Calcutta an Industrial Museum like the one that I have visited. Such a Museum, besides helping the industrialists already in the field and also those likely to enter it later, serves as an excellent agency for informing the general public as to the lines along which industrial progress has so far proceeded and may proceed hereafter. In other advanced countries, important commercial centres boast of a number of such museums and I believe that a city like Calcutta may well afford to be served by more than one such institution. I hope that in course of time similar Industrial Museums will be established in other parts of the province, helping thereby the buyers and sellers to come into closer contact.

I wish the Industrial Museum all success and hope that it will operate as a potent force in stimulating further industrialisation of the Province.

(Dr.) NARENDRA NATH LAW

(M.A., B.L., P.R.S., PH.D.),

President,

Bengal National Chamber of Commerce.

11-5-1939.

The different aspects of the industrial developments of the province have interested me very much indeed and I can only congratulate the Government of Bengal on the enterprising spirit.

E. WARNER,

Acting Consul for Switzerland.
13-5-1939.

I was very much pleased to visit the Museum. It gives a very good review of industrial activities, not only Bengal but other parts of India also. It should help the smaller industries in creating a market for them.

L. BIRLA.

17-5-1939.

An extremely interesting and informative unit. The various industrial activities are very clearly shown, and the models seem particularly good.

W. G. MACMILLAN, D.SC.,

Indian Jute Mills Association
(Research Department).

I was most interested in all I saw on the occasion of my visit to the Bengal Government Industrial Museum on the 7th May. I consider that the various exhibits are well arranged and displayed; and together afford a composite and instructive picture of the industrial activities of the province, ranging from the large factory to the small cottage industry. I feel confident that the Museum, as it expands and develops, will serve fully the purpose for which it has been opened—that is to advance the progress of industry in all its branches in Bengal.

H. H. BURN,

President,
Bengal Chamber of Commerce, Calcutta.
24-5-1939.

I have great pleasure in recording the impression of my visit to Calcutta Industrial Museum on 23rd May 1939. It is a pleasant surprise that in a few months the Museum has grown so well. The arrangements are very good and even a layman can understand the exhibits.

I am glad to find so many industries which are sought to be established or revived. Bengal is rich in industrial resources which yet await systematic exploitation. The products of the research department show the successful original effort which is being made to utilise several varieties of Bengal's resources. The silk and ivory products of Murshidabad, Khagra metal work, Dacca muslin and sari are some of the old industries which are attempted to be revived. The experimental work of the department, especially semi-porcelain work, are of great interest as also the pottery and umbrella industries of the ex-detenus.

The Museum serves a real need and I wish that it will in time grow into an integral part of the economic life of Bengal.

P. BASU, PH.D.,

Vice-Chancellor, Agra University.
24-5-1939.

I paid a visit to the Bengal Government Industrial Museum on Tuesday evening. It contains a rich collection of exhibits representative of the different aspects of the industrial development of the Province. Bengal was once famous for her cottage industries and I was happy to see some rare specimens of Dacca and Murshidabad arts and crafts which are fast decaying and will ere long become a memory of the past, unless my countrymen make special endeavours to keep them alive. These arts and crafts have a place of their own in our economic life and their decay will mean a serious economic loss.

All along my life I have endeavoured to impress on the younger generation that if they are anxious to hold their own they must take to trade, industry and business. Amongst our youngmen there is no lack of talent nor any dearth of intelligence, but what is wanted is drive, initiative and enterprise. Perhaps they have come to realise that in industry lies their future and, in fact, an industrial consciousness is already perceivable in Bengal. As I moved round the Museum I obtained indications that in many industries Bengalis are doing well. I was exceedingly glad to have noticed it, for nothing gives me greater pleasure and happiness than to see our own men making good in trade and industry.

It is a fact that few of our youngmen know what are the industrial prospects and possibilities of India in general, and Bengal in particular. I would ask them to visit the Museum, carefully examine the exhibits and find out if there is any scope for employing their energy, intelligence and resources towards the development of industries. Without industries we cannot hope to live and thrive and in the evening of my life that is the message that I would like to be carried to every hearth and home in Bengal.

There was need for such a Museum for focussing the attention of the people on our industrial needs and possibilities and I congratulate the Government for the wise steps they have taken in organising this Museum. I only wish that Government would not spare any endeavours towards further expansion and development of this useful institution.

P. C. Roy

(Sir).

24-5-1939.

I was taken round the Government Industrial Museum by Mr. S. C. Mitter, Director of Industries, Bengal, along with Dr. Ghosh and Shri A. P. Chaudhury of the All-India Village Industries Association. The arrangements, the marshalling of statistics as also the huge collection of industrial products of Bengal have made the institution not only useful but also instructive. Poor provinces like ourselves devote our slender resources mainly to develop the industries still kept alive through the patriotic efforts of our villagers and the tenacity of our village artisans. Efforts such as these offer a very useful and active inducement to captains of industries. In a city like Calcutta a Museum such as the one started is an useful institution. The officers in charge are patriotic, kind and courteous to give all information required. On the whole I am well impressed with the manner with which this is run and have no hesitation to say that this is feather in the cap of the Director of Industries.

BISWA NATH DAS,

Prime Minister, Orissa.

30-5-1939.

I had an opportunity of visiting the Industries Museum organised by the Department of Industries of which Mr. S. C. Mitter is the Director. Mr. M. Gupta took me round and showed me all the exhibits. It is indeed a rich collection. Such a collection has a very great educative value and I am sure the students of the Calcutta University are utilising this to their best of ability. I only wish that the economics of each industry is shown with the exhibit—the capital required and the economic unit may also be stated with great advantage to the visitors. I have been much benefited by this visit.

It is indeed an achievement for Mr. S. C. Mitter. I am thankful to the authorities for their extreme courtesy.

B. N. DAS GUPTA,
*Dean, Faculty of Commerce,
 Lucknow University.*
 7-6-1939.

We are grateful to Mr. S. C. Mitter, and his staff for taking us round the many stalls of exhibits from different parts of Bengal. They reveal what wonderful progress Bengal has made during the last 25 years in the field of commercial and industrial activities. It seems to us that no branch of enterprise, which could be within the easy reach of intelligent race—handicapped as well all are by foreign competition—have been left unattended by our young friends of Bengal. Passing through the exhibits, one cannot but be inspired with a hope of a brilliant future for the province, and for the country as a whole.

We heartily congratulate Mr. Mitter and his associates in the great show they have organised. We particularly notice the great enthusiasm they are giving to the work before them.

In passing, we wish that the Museum do also make arrangements for small corners for exhibits from other provinces also. I feel that this Museum is soon *developing into an All-India one, and it would be only in the fairness of things,* that visitors from other parts of India know something about the industries not merely of Bengal but of other provinces also.

G. N. BARDOLI,
Prime Minister, Assam.
 9-6-1939.

F. AHMED,
Finance Minister, Assam.
 9-6-1939.

I was shown round the Museum with great attention. It is pleasing to find the varied collections made and it is interesting to note the great progress made in the local manufacture of nearly all articles of use. I have no doubt that the publicity that is being given by this Museum would be of great help to the manufacturers and producers and would in the end afford some solution to the problem of unemployment.

R. C. MITTER
 (Hon'ble Mr. Justice),
Judge, High Court, Calcutta.
 11-6-1939.

I am grateful to Mr. S. C. Mitter for inviting me to the Museum and showing me round the stalls of various products. It is my firm conviction that in an industrial town like Calcutta and specially in Bengal where so many educated young men are searching employment such a Museum is a great need. But to make it more educative and of real value it is necessary to extend the scope of the Museum. I have no doubt that Mr. Mitter realises the necessity of such an expansion but perhaps it is question of finding finance and I hope the Government of Bengal will come to the rescue.

G. D. BIRLA,
 10-6-1939.

I had much pleasure in visiting the Government Industrial Museum in company with Sir Manmatha Nath Mukherjee, on the morning of Saturday the 10th of June last. We were shown round the different sections by Mr. Anadi Nath Mukherjee who explained to us in great details the various exhibits and charts with which the Museum abounds. I was struck by the infinite variety of manufactured goods and raw products that are collected in the spacious halls, and I must confess that I had no idea before now that so many things were manufactured in Bengal. To all who take interest in the industrial development of our province, an institution like this cannot but have an educative value of the highest importance. It shows you at a glance the extent of the resources of your province, and the progress in the industries that has been made so far, and these are the necessary materials upon which the businessman and the industrialist have got to build the possibilities of the future.

I express my gratitude to Mr. S. C. Mitter and his staff for the pains they took to make our visit both instructive and pleasant.

B. K. MUKHERJEA,
Judge, High Court, Calcutta.

It is with great interest that we went round the Museum and appreciated its educative value as also the help it will give to industrialists and manufacturers in making their products known to the public. The charts have been carefully prepared and the materials systematically arranged.

(Dr.) S. K. SIDHANTA,
Dean, Lucknow University.

I visited the Bengal Government Industrial Museum on Sunday and was shown round by Mr. Mukherji the officer in charge. The Director of Industries Mr. Mitter was also there.

I was very much pleased and impressed by all that I saw. The collection of the output of various industrial organisations in Bengal, specially those of the cottage industries was greatly heartening and ought to be an eye opener to those who are inclined to be pessimistic regarding the adaptability of the Bengalee youth to industrial pursuits. It was specially encouraging to find that suitable machinery is being manufactured locally at a much cheaper cost than those imported from abroad.

I was glad to be informed by the Director that the Museum has attracted a large number of visitors during the short time it has been in existence.

An addition to the Museum of a department for retail sale of the products exhibited will I am sure be greatly appreciated.

N. K. BASU,
Advocate, High Court, Calcutta.
June 20, 1939.

It was a pleasure to visit the Bengal Government Industrial Museum and such visit is both interesting and educative. It gives one an idea not only of the industrial achievements of Bengal but of its vast potentialities. The Museum has been organised with constructive imagination and ability and its organisers under the Director of Industries deserve credit for it. The Museum is useful for students, technicians and industrialists, no less than for all who have at heart the cause of the economic progress of the Province and the country. The immense scope of cottage, small and middle-sized industries in Bengal will be evident to anyone who studies the manufactures in the Museum. Special mention should be made of the concerns conducted by the ex-detenus under the Department of Industries, which are a praise-worthy effort. It is heartening to learn that there has been a large and steady number of visitors to the Museum which, let us hope, will continue to serve not only as a centre of publicity for the products and manufactures of Bengal but also as a source of inspiration for its economic renaissance.

I am glad to learn that it is proposed to have inter-provincial co-operation and co-ordination in regard to the Museum as suggested by the Chief Ministers of Assam and Orissa which will tend to make it a national institution.

GAGANBIHARI G. MEHTA,

President,

Indian Chamber of Commerce, Calcutta.

22-6-1939.

I paid a visit to the Government Industrial Museum and came away all the better for it. The first thing that struck me was the keenness not only of Mr. S. C. Mitter, but also of the officers under him. They were only too glad to explain the arrangement and nature of the exhibits which are representative of the different industries of Bengal. I did not know before that Government efforts had been so successful and industrial development had made so satisfactory a progress. I would recommend that school and college students be encouraged to visit the Museum which had great educational value.

I would also like to point out that the ordinary small consumer would like to have information as to where these home-made things are to be had.

I am sure the Museum is going to be a very useful institution.

(Sir) S. K. GHOSE,

Judge, High Court, Calcutta.

I had the pleasure of visiting the Government Industrial Museum to-day, which have a complete collection of all products manufactured in this Presidency. I am glad to record that I was greatly benefited by this visit. A Museum of this kind in every province will surely help the industrial planning of the provinces in the right direction.

I congratulate the Government of Bengal on the lead it has taken in this direction. Much credit is due to Mr. S. C. Mitter, Director of Industries and his assistant, Mr. A. Mukherjee.

RATNASABAPATHI MUDALIAR

(Dewan Bahadur),

President,

Federation of Indian Chambers of Commerce and Industry.

8-7-1939.

I visited the Government Industrial Museum to-day, and I was shown around the different sections by the Assistant in charge. I am very pleased to see that Bengal Government has taken such a fine step in opening up this Museum.

The products shown are of very fine ones. I hope, with the help of their Government, people will make further progress in their industry.

U. BA NYAM,

Senator,

*Managing Director, U. Ba Nyam and Sons, Ltd.,
Pegu, Burma.*

12-7-1939.

I desire to place on record my appreciation of the most excellent work, which, the Government Industrial Museum recently established in Calcutta, has been doing.

I had the pleasure of visiting the Museum to-day when, through the courtesy of Mr. S. C. Mitter, the Director of Industries, and his staff, I was taken round the stalls and everything that I wanted to know about was explained to me. I admire the judicious selection of the exhibits, the punctilious care with which they have been collected and the manner in which they have been displayed so as to be really interesting and effective. I confess I had no idea before seeing these exhibits that Bengal had within the last quarter of a century made such wonderful progress in the field of industrial and commercial activities. I shall make no secret of the fact that I entered the premises with a mentality more or less "Defeatist" in its nature, but the exhibits created in my mind a very bright and refreshing hope as regards our future. The Museum is an institution which is bound to be of immense value as an inspiring source of encouragement to our young men and women for moving on right lines for the economic uplift of our country.

I cannot conclude without adverting to the services of Mr. S. C. Mitter in this cause; he has put his heart into it and every Indian should be grateful to him for what he has done and is doing for it. It should also be a serious omission if I did not speak here of the enthusiasm, knowledge of details and cheerful devotion on the part of Mr. Mukherjee, the Curator, to which every part of the Institution bears visible testimony.

MANMATHA NATH MUKERJI (Sir),

June 10, 1939.

I spent a very interesting hour or so in seeing the Commercial Museum of the Bengal Government. It was a very instructive sight. I did not know that the Province had made such a great advance in manufacturing many articles which are bound to advance the industrial future of the province and the country. It is essential that we in Behar should be kept in intimate touch with the latest developments in the Province so that we may make our purchases of such goods as we require for our Provincial use. Often we have to go in for foreign purchases for want of knowledge of articles of our requirements which are produced in the country. I am sure we should co-operate with each other in future to the benefit of both the provinces.

A. NARAYAN SINHA,

Finance Minister, Bihar.

7-8-1939.

My visit to the Industrial Museum has been very useful to me. I saw many industrial products and processes which interested me greatly. I am thankful to the Officer in charge for taking me round and explaining. This institution serves a splendid purpose and shows the potentialities of industrial development in the great province of Bengal. Students of industry, traders and business concerns have in this institution great opportunities for research and development. It will be useful to attach an emporium where the more popular products are also sold to the visitors. It will greatly increase the popularity of the institution. I hope the Government of Bengal will give all the assistance they can and improve it and make a great centre of industrial development.

V. RAMDAS PANTLU,

Member, Commercial and Statistics.

7-10-1939.

I am much obliged to Mr. Mitter, Director of Industries, Bengal, for giving me a chance to see the newly started Industrial Museum. I find it really interesting and should not be missed by any visitor from other countries particularly those who should like to industrialise their own place. The Government of Bengal is to be congratuated for such an encouragement, and I hope that Government of other Provinces and that of Burma should follow the lead. It may be also desirable once in a way to have a joint show of all the provinces.

Mayor of Rangoon.

9-8-1939.

I paid a visit to Calcutta Industrial Museum to-day and I must confess that I have learnt a lot from it. Institution like this are very useful and they generally teach our young men to take up industries and to earn their living from them. I am sure that this institution is serving the purpose successfully. I think this is the first institution in its kind in India and all the provincial Governments are following suit now. I am glad to see that all the statistics have been compiled in a most scientific way and the Library and the reading room have added to the usefulness of this institution. The Officer in charge and all his assistants are very gentle and I am sure that they may be helping a lot to the people who are interested in this institution. In brief, I may state that I have learnt a lot from this visit.

PYARI SANKAR ROY,

M.L.A. (Orissa),

The Bengal Government has earned our sincere gratitude for reviving our industries and initiating new ones according to modern technique. My visit to the Industrial Museum yesterday convinced me that substantial work has already been done to stimulate indigenous enterprise and that proper facilities are being provided for the production, sale and advertisement of goods. A sound basis is being laid for national reconstruction. I was particularly happy to find that the industrial products of detenus were being fully patronised.

I would like to convey my tribute of appreciation to organisers of the Industrial Museum and offer my grateful thanks for the delightful hospitality and welcome that was accorded to me on my visit.

RABINDRA NATH TAGORE.

9-11-1939.

My visit to-day to the Government Industrial Museum of Bengal gave me great pleasure. It is obvious it serves a neat useful purpose by bringing before one a collection of samples of articles produced in Bengal which gives an insight into the progressive industrial development of the Province. It reflects great credit on those responsible for this Museum to see which is an education.

K. S. COREA,

Minister for Labour, Industry and Commerce,

Ceylon.

29-11-1939.

I paid a visit to the Bengal Government Industrial Museum. It is erected in a three-storeyed house rented by Government at Rs. 1,000 a month.

The Museum contains a very wide range of exhibits from heavy machinery. All varieties of Bengal manufactures are exhibited here. The Museum attracts a very large number of visitors every day and is calculated eminently to serve the purpose for which was started.

I was accompanied by the Director of Industries of my own province. We were deeply impressed by the usefulness of this institution.

We were kindly shown round by the Officer in charge who explained carefully the relevant details about every thing on view about which we wanted information.

CHOTU RAM (SIR),
Minister of Development, Punjab.

I enjoyed my visit to the Museum, and am much obliged to the Officer-in-charge for so kindly taking me round and explaining matters. The general impression left on me was the great progress recently made in Bengal in many directions of industrial enterprise. The explanatory of descriptive aspect of the Museum seems, however, to require more attention. It should be possible for an interested visitor to obtain all the relevant information about any exhibit from the Cards in the Shoe case itself, without troubling the Museum officials. More charts, indicative of the present position and the future potentialities of industry in Bengal and in India, would not also be out of place.

S. A. VENKANTARAMAN, I.C.S.,
*Registrar of Co-operative Societies, Madras,
and Member, Executive Committee, Madras Central
Industrial Museum.
6-1-1940.*

So far we have dream to see the Industrial life of Bengal, of which I have heard for a period of time, I found the Industrial Museum very worth while for us in coming and we feel in debt of Mr. Gupta and his staff in arranging all convenience.

V. PANAMANDA,
*Director-General of Commerce,
Thailand, (Siam).
22-2-1940.*

It has given me very great pleasure to visit the Industrial Museum, this morning.

The collection is most interesting and is an indication of the vast possibilities that exist in our country for the manufacture of many of the things that are now imported into this country from abroad.

The organisers of the Museum deserve to be complemented upon their achievement. I wish the Museum increasing success as time goes on.

MIRZA M. ISMAIL (Sir),
*Dewan of Mysore.
1st March 1940.*

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It has given me very great pleasure to visit the Industrial Museum, this morning.

The collection is most interesting and is an indication of the vast possibilities that exist in our country for the manufacture of many of the things that are now imported into this country from abroad.

The organisers of the Museum deserve to be complemented upon their achievement. I wish the Museum increasing success as time goes on.

MIRZA M. ISMAIL (Sir),

Dewan of Mysore.

1st March 1940.

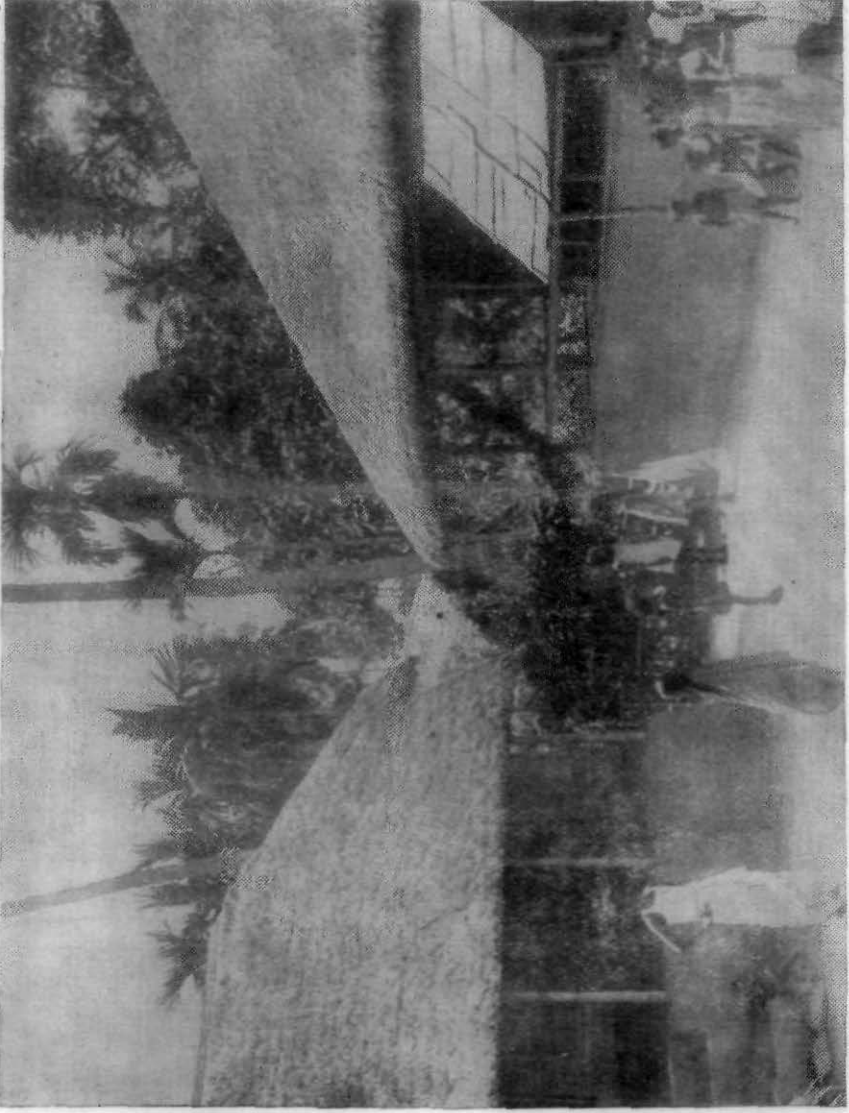


Appendix E

Detailed statement of rural projects, district by district, for which the present Government have sanctioned grants on the recommendation of District Magistrates, up to 31st March 1940.

Appendix B

Detailed statement of rural projects, district by district, for which the present Government have sanctioned grants on the recommendation of District Magistrates up to 31st March 1910.



This neat homestead (Jessore) has been possible because of a "better village" grant made by Government.

123
456
789

107

APPENDIX E

Bakarganj.

	Rs.
1. Construction of a bridge over Baniari Khal, police-station Nazipur ...	250
2. Construction of a bridge over Mulgram Khal, police-station Perojpur ...	300
3. Kowkhali Village Hall, police-station Kowkhali ...	500
4. Amtali School Playground, police-station Amtali ...	400
5. Tank at Badarpur ...	400
6. Sholak-Baharkati Road ...	250
7. Blandy Girls' School, Bhola ...	300
8. Hindu Cremation Ground, Bhola ...	100
9. Moslem Burial Ground, Bhola ...	100
10. Contour Survey of a portion of the Satla bil area in the north-west corner of the district of Bakarganj	1,000
11. For the purchase of a set of delivery instruments and a medical battery for the dispensary in the Char Manpura Island. ...	150
12. For the purchase of furniture and books, etc., for the M. E. School in the Char Manpur Island ...	100
13. For a tank at Khaleshakhali in Badarpur Union ...	200
Total	4,050

Bankura.

Village play fields.

	Rs.
1. Bankadaha ...	200
2. Indas ...	150
3. Goarabari ...	50
4. Chhagulia ...	100
5. Metala ...	100

Agricultural demonstration farms.

6. Bhojda ...	50
7. Haludkanali ...	50
8. Goarabari ...	50

Village libraries.

	Rs.
9. Haludkanali	25
10. Bhojda	25
11. Hirbandh	25
12. Susunia	25
13. Chhagulia	25
14. Belut	25

Rural uplift societies among the Sonthals.

15. Jamdahara	60
16. Tilabaid	30
17. Kharbana	25
18. Jamurdiha	30
19. Peardoba	30

Night schools.

20. Dhabani (Sarenga Union).	15
21. Nimdangra	15
22. Sitalpur	15
23. Kuldiha	15
24. Sarenga	15
25. Gobindapur	15
26. Kamardiha	15
27. Taldangra	15
28. Baramesa	15
29. Bhabani (Taldangra Union)	15
30. Pakurdiha	15
31. Rangameta	15
32. Nakaijuri	15
33. Jamjuri	15
34. Medinipur	15
35. Andarthole	15
36. Dhaban	15
37. Susunia	15
38. Tetulchita	15
39. Morlu	15
40. Construction of a building for the Boliatore Girls' School	400
41. Exhibition on agriculture and general welfare for the special benefit of the aboriginals	200

Rs.

42. Grant to Rural Uplift Societies—

(a) Mednipur	...	400
(b) Sarenga	...	25
(c) Simlapal	...	50
(d) Raspal	...	25
(e) Jamthole	...	25
(f) Talgara	...	25
(g) Dhobargram	...	25
(h) Dwarika	...	25
(i) Salda	...	25
(j) Rajagram	...	25
(k) Kotulpur	...	25
(l) Radhamohanpur	...	25
(m) Palasdanga	...	25
(n) Indas	...	25
(o) Kechdiha	...	25

43. Grant to village libraries—

(a) Chhatna Club	...	50
(b) Sukjora	...	30

44. Grant to night schools for aboriginals and depressed classes—

(a) Gorabari	...	15
(b) Barabendya	...	25
(c) Bankata	...	15
(d) Palshara	...	15
(e) Karanjora	...	15
(f) Asuryeria	...	15
(g) Dhenga-Am	...	15
(h) Radhanagar	...	25
(i) Salda	...	25
(j) Rajagram	...	25
(k) Kotulpur	...	25
(l) Machdoba	...	25
(m) Dhansimla	...	25

45. Grant to Primary and M. E. Schools—

(a) Barjora Girls' School	...	75
(b) Saltora Girls' School	...	15
(c) Saltora U. P. Boys' School	...	25

	Rs.
(d) Jharia U. P. School	... 25
(e) Kuchiakole Primary School	... 40
(f) Longram Primary School	... 30
(g) Rambandh M. E. School	... 400
46. Kumkradara Sivananda Smriti Vidyalaya for educating backward classes for a playground	... 100
47. Morar Charitable Dispensary	... 40
Total	... 3,845

Dinajpur.

	Rs.
1. Construction of a pucca bridge over Chiri Khal on the road from Shibpur to Hili and Birampur in Balurghat police-station	... 1,000
2. Construction of a culvert on the road from Shyamnagar to Katrahat in Jotebani Union Board, police-station, Balurghat	... 250
3. Construction of two culverts on the road (1½ miles in length) in Rudrani Union Board, police-station Balurghat.	... 300
4. Purchase of Surgical instruments for dispensary, Sibganj	... 50
5. Purchase of furniture and instruments for dispensary, Rudrani	... 100
6. Purchase of furniture and instruments for dispensary, Akbarpur	... 100
7. Purchase of furniture and apparatus for dispensary, Raniganj (Ghoraghat)	... 100
8. Construction of building for a dispensary, Sihole	... 350
9. Purchase of books and furniture for village library, Singtoir	... 50
10. Purchase of books for Sir Nazimuddin Hall and Library	100
11. Purchase of furniture for the reading room and Library, Banshihari Students' Association	... 75
12. Purchase of furniture for Setabganj Girls' School	... 30
13. Erection of tin-shed for the Thakurgaon Depressed class High School	... 50
14. Purchase of furniture for Raniganj Rampran U. P. School	... 50
15. Village playground, Rajarampur	... 100
16. Preparing playground for Maricha M. E. School	... 100
17. Purchase of sporting outfits for Ruhea M. E. School	30

	Rs.
18. Purchase of sporting outfits for New Pakerhat M. E. School ...	30
19. Purchase of sporting outfits for Khanshama M. E. School ...	50
20. Preparing ground for growth of Napier grass to serve as model, Senihari Union Board ...	50
21. Preparing ground for growth of Napier grass to serve as model, Bhabki ...	50
Total	23,015

Mymensingh.

	Rs.
1. Construction of a road from Haluaghat to Murshirhat	2,000
2. Construction of a <i>pucca</i> plinth and wall of Charpara Union Board Dispensary ...	600
3. Construction of a road from Betagair to Kharua ...	1,000
4. Repair and construction of the portion of Uchakhila Madhupur Road from Rajibpur to Madhupur ...	800
5. Establishment of a village dispensary at Dapunia ...	1,000
6. Establishment of village libraries at Dapunia, Putia-jana and Dhanikhola (Rs. 100 each) ...	300
7. Extension of village playground at Bhaluka ...	200
8. Itail club house with a village library, Itail Union Board, police-station Jamalpur ...	300
9. Sarippur club house with a village library, Sarippur Union Board, police-station Jamalpur ...	300
10. Construction of a charitable dispensary at Narundi, police-station Jamalpur ...	300
11. Construction of Chandrakona Union Board Charitable Dispensary, police-station Nakla ...	300
12. Jalgadu F. Rahaman Reading Club, police-station Nalitambari in Melijhikanda Union Board ...	200
13. Rajitkhila Reading Club at Gazirkhamar Union Board	200
14. Bakshiganj village hall ...	300
15. Cost of a filter for the Par-Rampur Union Board Charitable Dispensary, police-station Dewanganj ...	60
16. Price of an automatic machine for the industrial section (jute and cotton weaving) of the Banianichar Rural Reconstruction Society ...	100
17. Village playground attached to the Patadah J. M. Madrassah in Adarbhitia Union Board, police-station Madarganj ...	200
18. Construction of a village road from Taraikandi to Kalsindur Bazar in Durgapur police-station ...	750

	Rs.
19. Kuliarchar Athletic Club, police-station Kuliarchar ...	50
20. Phanindra Memorial Club, Achmita, police-station Katiadi ...	25
21. Repairing road from Magurata to Pichuria in Baghil Union ...	200
22. Improvement of Halat within Baruha and Sanot in Silimpur Union ...	100
23. Improvement of the road from Delduar to Matora ...	300
24. Improvement of a playing field in Mymensingh town	3,000
25. Construction of a building for the Gopalpur Charitable Dispensary ...	1,000
26. Construction of a building for the Sandhikona Union Board Dispensary ...	500
27. Construction of a wooden bridge on the Union Board road from Hasil to Hazipur ...	75
28. Construction of a wooden bridge on the Union Board road from Bokhunja to Manikbari ...	75
29-35. Completion of the Ambicasundari Charitable Dispensary building at Mirkandapara ...	1,000
Total	15,235

Faridpur.

	Rs.
1. Construction of a bridge over the Dhobadanga Khal	400
2. Completion of the Kajuri-Bhatpara road and Khal ...	200
3. Construction of a playground for the Kasba Majhail U. P. School ...	300
4. Lump grant to 12 night schools within Goalundo sub-division at Rs. 25 each ...	300
5. Village playground and club house at Goyghar ...	400
6. Village Hall and Library at Naria ...	500
7. Senerchar Bara Krishnagar Dispensary, police-station Janjira ...	500
8. Basuria Smritiratna U. P. School ...	100
9. Komarpur Charitable Dispensary ...	400
10. Habashpur Bani Pathagar and Hall ...	400
11. Patkelbari M. E. School playground ...	400
12. Baliakandi Girls' School ...	100
13. Madariyya Town Club ...	1,000
14. Shahebrampur Village Hall and Library ...	100

	Rs.
15. Shahebrampur Madrassah ...	50
16. Utrail Madrassah ...	50
17. Ghritakandi Dispensary ...	200
18. Gopalganj Industrial School ...	100
19. Rahuthar Charitable Dispensary ...	200
Total ...	5,700

Rajshahi.

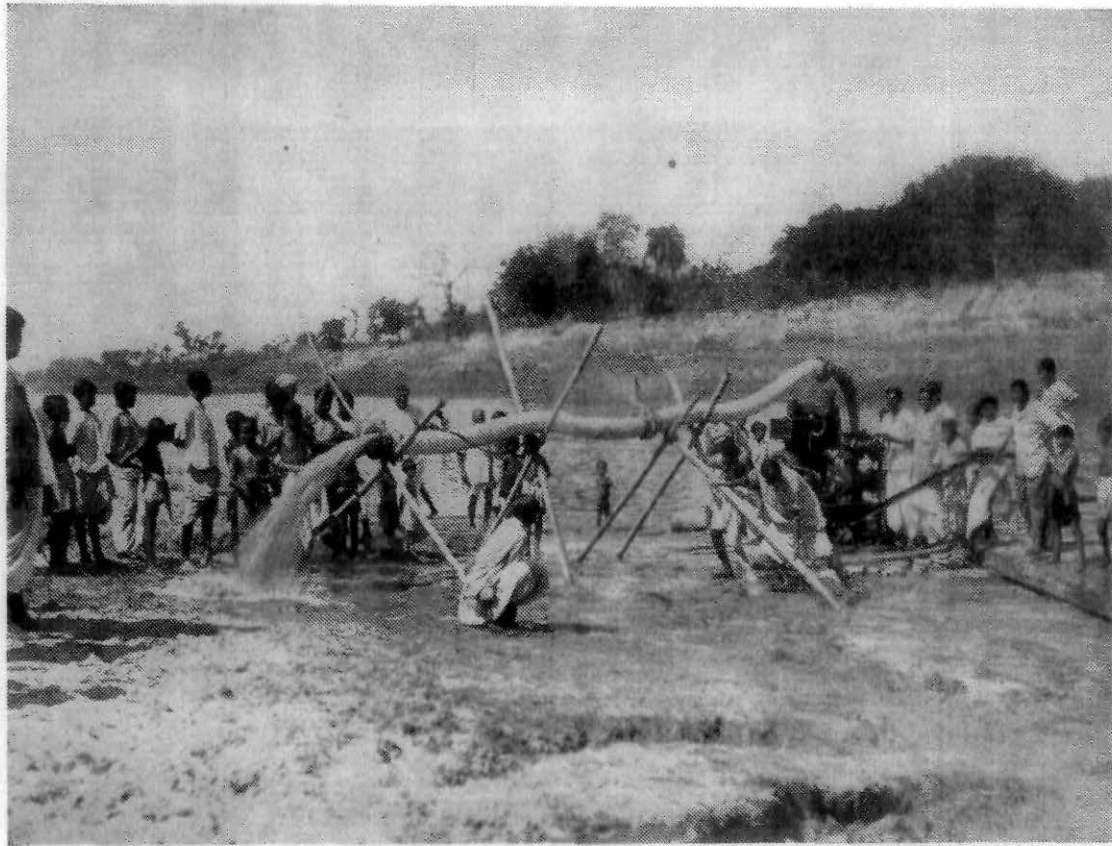
	Rs.
1. Renovation of the Union Board road from Keshar Hat to Baigachha, 8 miles, with three wooden bridges	1,000
2. Re-excavation of the Wasila <i>alias</i> Kayalipara Dra (drain) about 1 mile in length ...	500
3. Reconstruction of a Lower Primary School at Ekdala Hat and construction of a playground attached to it ...	250
4. Purchase of medicine and furniture for the Mundumala Union Board Dispensary ...	300
5. Reconstruction of the Godagari Middle English School building ...	200
6. Reconstruction of the Marail bridge ...	400
7. Excavation of a new drain 1 mile long from Bil Kumari to Dangapara ...	300
8. Playground for the Daokandi Middle English School	150
9. Playground at Apipara in Union Board Hujuripara	200
10. Improvement of Kaligram Dodangi Junior Madrasah Playground ...	300
11. A culvert on the Matajihat road (police-station Mahadebpur). ...	100
12. A culvert on Baccharamara Dara (police-station Raninagar) ...	200
13. Mallikhati Idgah Gymnasium—for apparatus and pavilion ...	150
14. Purchase of three electric torches for the Brahmapur Pallimangal Village Defence Party ...	6
15. For improvement of the Bhowanipore playground in Naogaon subdivision ...	200
16. For excavation of a khal by the Islampore Co-operative Anti-Malarial Society, Ltd. ...	1,600
Total ...	5,856

24-Parganas.

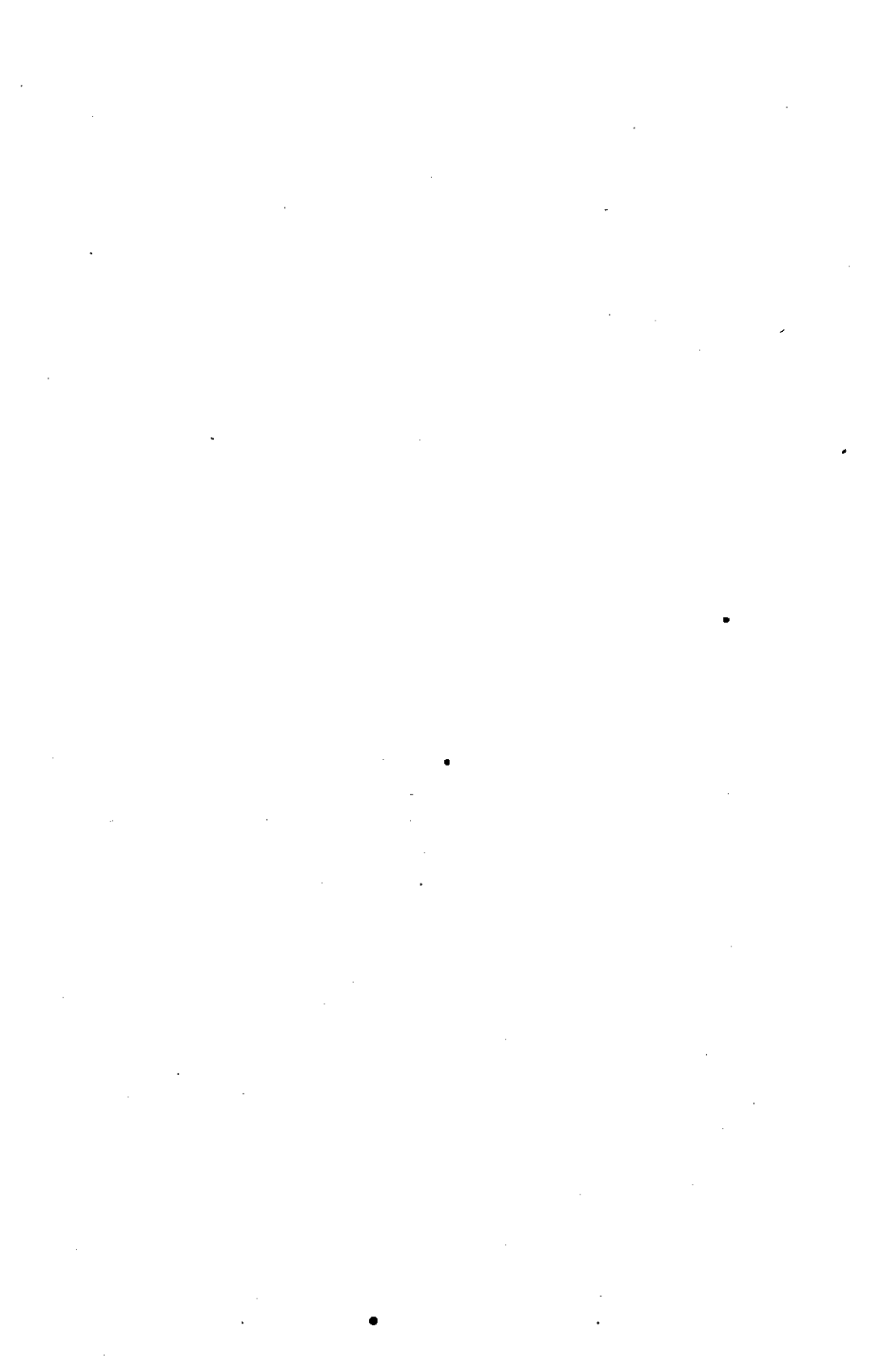
	Rs.
1. Excavating a tank for the camp sit at Ganganagar ...	500
2. Kankeypara Village School, police-station Deganga, Deulia Union Board	250
3. Chatkabarua Union Board Charitable Dispensary, police- station Deganga, Hadipore Jhikra Union Board ...	100
4. For a tube-well at Niajespore, police-station Deganga, Sohai Setpore Union Board	100
5. For a tube-well at Kankeypara, police-station Deganga, Deulia Union Board	135
6. For a tube-well at Choumuha Podepara, police-station Baraset, Kirtipukur Union Board	125
7. For a tube-well at Mahisgadi, police-station Baraset, Kirtipukur Union Board	125
8. For a tube-well at Mudia, police-station Baraset, Kirti- pukur Union Board	125
9. For a tube-well at Sanberia, police-station Baraset, Kirtipukur Union Board	150
10. For a tube-well at Bardesia, police-station Baraset, Kirtipukur Union Board	125
11. For a tube-well at Moina, police-station Baraset, Khilkapur Union Board	100
12. For a tube-well at Mollikapur, police-station Baraset, Ichapore (North Para) Union Board, Nilganj ...	120
13. For a tube-well at Narainpur, police-station Rajarhat, Kaikhali Union Board	150
14. For a tube-well at Gopalpur, police-station Rajarhat, Kaikhali Union Board	150
15. For a tube-well at Chhapua, police-station Rajarhat, Patharghat Union Board	155
16. Training given to a number of Circle Officers in Rural Reconstruction work	3,000
Total	9,485

Malda.

	Rs.
1. Construction of a masonry well at Kaliachak ...	400
2. Sinking of a masonry well at Nachole ...	300
3. Construction of a bridge over Chanchal Sujaganj road ...	200
4. Construction of a sick room (segregation ward) for Naghorua H. E. School	500
5. Repairs to breach in the bank of river Bhagirathi ...	75



This irrigation pump (Chuadanga, Nadia) has been installed at Government expense and irrigates a considerable area, thus bringing relief to the local cultivators.



	Rs.
6. Construction of a tube-well in village Chakseherdi Union Bedrabad, police-station Kalichak ...	200
7. Tube-well at Daipukhuria ...	200
8. Tube-well at Sahabajpur ...	200
9. Tube-well at Palsa ...	200
10. Tube-well at Boalia ...	200
11. Tube-well at Durgapur ...	200
12. Tube-well at Radha Kantapur ...	200
13. Tube-well at Sahapur ...	200
14. Tube-well at Chandipur ...	200
15. Construction of Naghoria Primary School building ...	200
16. Construction of Aiho Girls' School building ...	300
17. Lump grant to 12 selected night schools of the district for Adult Education ...	120
18. Purchase of furniture for Sadlichak Free Primary School ...	25
19. Improvement of Miliki M. E. School building ...	500
20. Construction of Manickchak Primary School building ...	250
21. Anti-malarial work in Jambaria Union Board ...	300
22. Construction of the building for Golapganj Union Board Dispensary ...	500
23. Purchase of a fitter for Khempur Union Board Dis- pensary ...	30
24. Reconstruction of the Gangaprasad M. E. School building ...	250
25. Completion of construction of Maharajpur M. E. School building ...	500
26. Purchase of books and furniture, etc., for the Chak- Kirty Junior Madrasah ...	100
27. Purchase of books and furniture for Bamongola M. E. School ...	100
28. Extension of the house of the Manickchak Hindu Primary School ...	50
29. Purchase of furniture and teaching apparatus for the following 6 Santhal Primary Schools:—	
(1) Mahashpur Santhal Primary School ...	20
(2) Talbone Santhal Primary School ...	20
(3) Saharol Santhal Primary School ...	20
(4) Saidpur Santhal Primary School ...	20
(5) Kusumdanga Santhal Primary School ...	20
(6) Hapania Santhal Primary School ...	20
Total ...	6,615

Murshidabad.

	Rs.
1. Clearing weeds of tanks in Jarur, police-station Raghunathganj ...	50
2. Re-excavation of drains and filling up of dobas in Jarur, police-station Raghunathganj ...	100
3. Clearing weeds of tanks in Barala, police-station Raghunathganj ...	150
4. Re-excavation of drains and filling up of dobas in Barala, police-station Raghunathganj ...	100
5. Re-excavation of drains and filling up of dobas in Gazinagar, police-station Shamsherganj ...	150
6. Excavation of a drainage khal of about 1½ mile in length through Nutanpur, Gayarpur to Tena-chara ...	200
7. Excavation of a drainage khal from Mukundapur Mahadipur to Janka ...	200
8. Purchase of furniture, slates, pencils, black boards, etc., for the Bhabta Free Girls' L. P. School (police-station Beldanga) ...	25
9. Purchase of books, furniture and kerosene oil for the Dolua Night Adult School (police-station Beldanga) ...	25
10. Purchase of books, slates, pencils, etc., for the Rameswarpur Night School for Adults (police-station Beldanga) ...	20
11. Purchase of books, slates, pencils, etc., for the Jhumka Night Adult School (police-station Beldanga) ...	20
12. Purchase of books, slates, slate pencils, etc., for the Shankarpara Night Adult School (police-station Beldanga) ...	20
13. Purchase of books, slates, slate pencils, etc., for the Nolkunda Night Adult School (police-station Beldanga) ...	20
14. Purchase of books, etc., for the Pulinda Village Library (police-station Beldanga) ...	20
15. Purchase of books, etc., for the Pulinda Night Adult School (police-station Beldanga) ...	20
16. Excavation of a drainage khal from Binkar sluice gate to the Bhagirathi river (½ mile), for irrigation of lands in Unions I, III, IV and V of police-station Beldanga ...	200
17. Clearing the Kuni Beel in Union I, police-station Beldanga ...	50
18. Excavation of a drainage khal from Debconda to Singodhari Beel, police-station Beldanga ...	100
19. Purchase of books, furniture, etc., for the Beldanga Uttarpara Night Schools ...	25

	Rs.
20. Purchase of books, furniture, etc., for the Mokarampur Night School, police-station Beldanga ...	20
21. Excavation of a drainage khal from Chandra Bil to Lalnagar ghat ...	75
22. Purchase of books and book-case for a circulating Library for Nabagram police-station ...	350
23. For the improvement of village sanitation and drainage in Khadua. ...	200
24. For improvement of Imamnagar Union Board Dispensary ...	250
25. For improvement of Sekhdighi Junior Madrasah building ...	250
26. For a tube-well in front of Gopalganj Maktab ...	150
27. Re-excavation of drains and filling up of dobas and cleaning weeds of insanitary tanks in Jangipore subdivision (Gankar Pallimangal Samity) ...	200
28. Improvement of Jethia village road and drain ...	200
29. For Anti-malarial activities (Sarbeswarpur Anti-malarial Society) ...	100
30. Improvement of drainage in village Khargram in police-station Khargram ...	50
31. Improvement of drainage in village Biprasekhar, Union No. IV, in police-station Barwan ...	75
32. Improvement of drainage in village Mani-Kandra, Union No. II, in police-station Barwan ...	50
33. Improvement of drainage in village Barwan, Union No. V, in police-station Barwan ...	50
34. Improvement of drainage in village Kumarsanda, Union No. I, in police-station Kandi ...	50
35. Improvement of drainage in village Sarmastapur, Union No. XII, in police-station Bharatpur ...	50
36. Improvement of drainage in village Dhondanga, in Union No. XII, in police-station Bharatpur ...	50
37. Improvement of drainage in village Kandra, Union No. VIII, in police-station Bharatpore ...	50
38. Improvement of drainage in village Malihati, Union No. VIII, in police-station Bharatpore ...	75
39. For improvement of Dhulian Junior Madrassa building ...	250
40. For improvement of the school building of Gobindapur M. E. School ...	200
41. For the supply of books and appliances to Adult Education centres in Jarur Union ...	50
42. For filling up pits and construction of drain half a mile in length (Langaldihi Rural Reconstruction Society) ...	200

	Rs.
43. A Circulating Library in the Jangipur subdivision (Mackenzie Recreation Club and Library, Jangipur, police-station Raghunathganj) ...	1,000
44. Rampara Village Library, police-station Beldanga, for purchase of books and furniture ...	30
45. Ghoramara Girls' School, police-station Nowada, for purchase of books and furniture ...	30
46. Maniknagar Middle English School, police-station Beldanga, for completion of the building ...	50
47. Hariharpara Palliunnyan Samity, police-station Hariharpara, for purchase of furniture for night school, etc. ...	30
48. Dhulawoori Night School, police-station Domkal, for purchase of books and furniture ...	20
49. Paikmara Night School, police-station Domkal, for purchase of books and furniture ...	20
50. Mominpur Night School, police-station Domkal, for purchase of books and furniture ...	20
51. Ebrahim Memorial Library, police-station Jelangi, for purchase of books ...	25
52. Daulatabad Lower Primary School, police-station Berhampore town, for erection of hut and purchase of furniture ...	30
53. Govindapur Village Society, police-station Berhampore town (Rangamati-Chandpur Union Board), for jungle cutting and adult education ...	30
54. Rajanagar-Sahajudpur Lower Primary School, police-station Berhampore town, for rebuilding of hut, etc. ...	25
55. Yusuff Club, Gorabazar, for purchase of books, etc. ...	50
56. Bankim Chandra Library, Gorabazar, for purchase of books, etc. ...	30
57. For improvement of the road connecting Jallanghi road and Ferry ghat of chak and a pucca culvert in Union No. IV, police-station Raninagar ...	150
58. Playground at village Tenya for the use of the boys and youths of the locality ...	200
59. For improvement of a village pathway about 3½ miles in length from Chandra Prosadpore Bagachra via Indrahata (Union Board No. IV, police-station Kandi) ...	250
60. For improvement of a pathway in village Mandra, police-station Barwanby for excavating a channel over an area of about 105 cubits in length and 8 cubits in width ...	130
61. For the construction of Banty New Upper Primary School in Dangapara Union (Lalbagh subdivision) ...	300

	Rs.
62. For improvement of village road and drainage in village Kagram ...	53
63. For improvement of village road and drainage in village Eroali ...	25
64. For improvement of village road and drainage for village Karandi ...	75
65. For improvement of village road and sanitation, etc. ...	30
66. For improvement of village road running from village Chotkapsa to District Board road 13th mile ...	75
67. For improvement of village library ...	30
Total ...	7,198

Tippera.

	Rs.
1. School at Bholachang ...	450
2. Road from Chandpur to Hanarchar ...	1,500
3. Tube-well at Chhaygharia ...	100
4. Playground for the Mogra High English School ...	500
5. Road from Hajiganj to Matlab Bazar ...	2,000
6. Gymnasium for the Ananda High English School, Brahmanbaria ...	1,600
7. Erection of a tanning shed and purchase of craft implements for Natghar Rishipara in Brahmanbaria ...	300
8. Sinking of a tube-well in village Paschimsingh, police-station Burichang ...	100
9. Repair of a bridge over the Kanail Khal in Kendua, police-station Chauddagam ...	300
10. Strengthening the bamboo fencing in the Magura and Naira Beels ...	100
11. Strengthening a boom erected at Gokarna in the Brahmanbaria subdivision ...	250
12. Sinking of a tube-well in Joddabazar ...	100
13. Pecuniary assistance to a monthly magazine, entitled "Mashik Palli Pradip" edited by Babu Bhupendra Nath Ghosh ...	500
14. Construction of a building for the Malaria and Kala-azar centre at Warook run by the Tamta Union Board ...	300
15. Sinking of a tube-well at Paikpara in Galiapur Union Board, police-station Chandina ...	200
16. Sinking of a tube-well at Singerbeel (Brahmanbaria police-station) ...	160
17. Extension of the Nasirnagar S. J. Leper Clinic ...	600

	Rs.
18. Construction of a wooden bridge over the Dewan Bari Khal near Chitoshi Bazar ...	350
19. Sinking of a tube-well in the village Andhirpar within Baishgaon Union, police-station Laksam ...	200
20. For sinking a tube-well at Fatehpur Rishipara in Majlishpur Union Board, police-station Brahmanbaria ...	150
21. For purchase of hospital equipments for the Mission Hospital, Chandpur ...	300
22. Construction of a Village Hall in Choudagram Union police-station Choudagram ...	300
23. Purchase of a high pressure sterilizer for the Elgin Hospital, Chandpur ...	450
Total ...	10,810

Birbhum.

	Rs.
1. Construction of a causeway on the Kotasur-Batanagar-Balia road ...	2,100
2. Grant for building, equipment and medicines of the Khandagram Health Society in the Sadar subdivision ...	600
3. Grant for building, equipment and medicines of the Margram Health Society in the Rampurhat subdivision ...	600
4. Grant for equipment and medicines of the Bhandirban Health Society in the Sadar subdivision ...	150
5. Building grant for the Barrah H. E. School in the Khoyrasole thana of the Sadar subdivision ...	250
6. Construction of an enclosing wall round the Bolpur Girls' M. E. School ...	500
7. Grant for constructing a bridge over a rivulet on the village road Daduri to Barrah in Nanoor thana of the Sadar subdivision ...	900
8. Grant for a causeway over the rivulet near Charkalgram on the Nanoo-Charkalgram road in Nanoor thana ...	2,000
9. Grant for the construction of 2 culverts in Amlai village road in Nalhati Union ...	200
10. Grant for the improvement of the Lokepara Union Board dispensary building in Maureswar thana ...	250
11. Grant for the construction of two culverts in Madhura-Jajigram road in Kalitha Union in Nalhati thana ...	100
12. Grant for the improvement of the M. E. School building in Borshall in Rampurhat thana ...	300
13. Rural Development Association at Rampurhat ...	400

	Rs.
14. Jajigram Health Society in Murari thana of Rampurhat subdivision ...	600
15. Rajgaon Health Society in Murari thana of Rampurhat subdivision ...	200
16. Bolpur Public Library ...	200
17. Fatehpur Club and Library in Maunsur thana ...	300
18. Shahpur M. E. School building in Rampurhat thana ...	200
19. Laldaha Rural Reconstruction Society for constructing a village hall at Laldaha in Bolpur thana ...	100
20. Nalhati Club for books and furniture ...	100
21. Jaspur School for building and furniture ...	250
Total ...	10,700

Burdwan.

	Rs.
1. Churulia Middle English School ...	200
2. Baghar Union Board Dispensary ...	250
3. Al Mamun Club and Library, Oanri ...	100
4. Adrabati Village Hall and Library ...	100
5. Bhairabpur Rural Reconstruction Society ...	30
6. Sukdal Rural Reconstruction Society ...	30
7. Paraj Rural Reconstruction Society ...	30
8. Nota Rural Reconstruction Society ...	30
9. Dignagar Rural Reconstruction Society ...	30
10. Aduria Village Library ...	100
11. Ram Gopalpur Village Library ...	100
12. Kurkuba Dispensary ...	250
13. Memari Reading Room ...	100
14. Ichhapur tube-well ...	150
15. Khantopukur Night School ...	30
16. Gopalpur Night School ...	30
17. Egara Night School ...	30
18. Construction of Jamalpur Baharan Road ...	50
19. Billeswar Giris' School and Night School ...	50
20. Kasiram Das Village Library, Singi ...	50
21. Ketugram Rural Uplift Society ...	50
22. Gymnasium started by the Singi Kasiram Das Rural Uplift Society ...	50
23. Public Library of Khospur Rural Uplift Society ...	50
24. Kalikapur Upper Primary School ...	50

	Rs.
25. A culvert on the junction of the Grand Trunk Road and the village road to Teldanga, Union Pandudaha, police-station Galsi ...	350
26. A culvert on the junction of the Grand Trunk Road and the village road to Simnore in Paraj Union, police-station Galsai ...	350
27. A culvert on the junction of the District Board road to Katwa and the village road to Patna, Union Nota, police-station Bhatar ...	250
28. Khondaghosh Bagdipara Adult Scheme ...	25
29. Kumirkhola Library ...	50
30. Soin Sadharam Pathagar ...	100
31. Bhedia Playground and Pasture Field ...	200
32. Construction of a road about 3 miles from Grand Trunk Road to Chanchai ...	200
33. Cantar Village Library ...	25
34. Construction of a house for L. P. School at Jote Sriram ...	100
35. Construction of a road for Palashdiha to Garui ...	200
36. Barakar Public Library ...	25
37. Nischintapur Khademul Insan Samity for construction of a school house ...	100
38. Jamalpur Library ...	50
39. Purchase of books for the library at Ethora ...	50
40. Construction of school building of Kelejora H. E. School ...	200
41. Starting a library for Modanpur Rural Reconstruction Committee ...	25
42. Construction of a building for the Panchanantala High English School (Katwa subdivision) ...	300
43. Construction of a building, purchase of books for the Renu Pada Memorial Library at Ajahpur (Burdwan Sadar subdivision) ...	200
44. Construction of a compound wall and female resting shed, etc., for the Burdwan Leprosy clinic ...	250
45. Circulating library for the Asansol subdivision ...	500
46. Circulating library for the Katwa subdivision ...	500
47. Construction of culverts in the approach roads to the bridge over the Rajani khal on the Korajgram Dainhat road, Katwa subdivision ...	500
48. Ushagram Mela (Asansol subdivision) ...	100
49. For a circulating library in the Sadar subdivision of Burdwan ...	1,000
50. Gopegantar Union Board for improving two football grounds (Sadar subdivision) ...	60
51. Asansol Rural Reconstruction Committee ...	100
52. Burdwan District Inter-school Sports Association ...	200

	Rs.
53. Bhedia Union Board Dispensary	... 200
54. Burdwan District Bratachari Association	... 200
55. Exhibition held at Memari in Sadar subdivision	... 200
56. Penuria Thana Exhibition	... 50
57. Repair of Sakhambaritola bridge	... 25
58. Repair of the drains in the Majnigram village	... 100
59. Repairing the Piplon village road	... 50
60. Suata Palli-Seva Samity	... 150
61. Galigram Palli Sanskar Samity	... 200
62. Kojalshah-Kechunia-Mahishpur-Agardanga road	... 300
Total	... <u>11,250</u>

Jessore.

	Rs.
1. Completion of the M. E. School building in village Bajitpur, Bongaon subdivision	... 500
2. Joypur Union Board Dispensary	... 1,000
3. Naldi Village Union Board Dispensary	... 1,000
4. Reconstruction of the Chanda Upper Primary School House	... 250
5. Purchase of furniture for and repair to the Kalabaria H. E. School	... 500
6. Extension of Palla Union Board Free Primary School building	... 150
7. Repairs to Upper Primary Girls' School and Lady Teachers' quarters at Bongaon	... 150
8. Purchase of equipment for the S. Fazal Ilahi Institute, Hat Barobazar	... 500
Total	... <u>4,050</u>

Nadia.

	Rs.
1. Bethuadahari Library—Purchase of books	... 50
2. Ainuddin L. P. School—Construction of a school house	... 40
3. Banpur Night School—Purchase of books, appliances, etc., and oil expenses	... 25
4. Damurhuda Night School—Purchase of books, appliances, etc., and oil expenses	... 20

	Rs.
5. Jamsheerpur Girls' School—Purchase of books and furniture ...	50
6. Dhoradah Girls' School—Purchase of furniture, books and maps ...	50
7. Somespur Peasant Girls' School—Extension of and repairs to the Government Peasant Girls' School	100
8. Someshepur Ashutosh Weaving School—Purchase of some machines and some appliances ...	100
9. Hatesh Haripur Chand Memorial Library—Purchase of an almirah and some books ...	50
10. Gossain Durgapur Boy's Club Library—Purchase of an almirah and some books ...	50
11. Bheramara Chandipur J. K. Institution—Purchase of furniture and science appliances ...	50
12. Bheramara Charitable Dispensary—Purchase of a set of eye instruments ...	40
13. Philipnagar J. R. Madrasah—Purchase of Library and reference books ...	20
14. Dharampur M. E. School—Purchase of Library books ...	20
15. Improvement of the Catholic Mission Industrial School at Krishnagar ...	500
16. Fencing of and purchasing appliances and equipment for Dignagar Playing Ground and Gymnasium ...	100
17. Extension of Dignagar Horticultural Farm ...	500
18. Ramnagar Dispensary	350
19. Kamalpur Upper Primary School building ...	300
20. Anulia Village Hall and Library ...	250
21. Purchase of linen and instruments for the Kushtea Charitable Dispensary ...	200
22. Purchase of a battery radio set for the Matiari H. E. School in the district of Nadia ...	125
23. Playground for Kamarkhali M. N. H. E. School ...	600
24. Construction of a road through villages Hasimpur, Dudrajpur, Ratanpur and Hilalpur in the Khoksa Union Board, Kushtea ...	100
25. Construction of Berampur-Banagram road in the Betheria Union Board, Kushtea ...	125
26. Construction of Kankiladaha-Amla road, in the Sadarpur Union Board, Kushtea ...	200
27. Construction of Daulatpur-Dung Adaberia road in the Union Board Adaberia, Kushtea ...	100
28. Construction of Pipulberia-Khalisakundi road in Khalisakundi Union, Kushtea ...	80
29. Construction of Poradah-Chatian road in Poradah Union Board, Kushtea ...	60

30	Construction of Jhandia-Refaitpur road in Refaitpur Union Board, Kushtea	...	35
31.	Construction of Allardarga-Amdah road in Pearpur Union Board, Kushtea	...	35
32.	Construction of Bheramara Bazar road in Bheramara Union Board, Kushtea	...	80
	Total	...	<u>4,405</u>

Midnapore.

1.	Construction of a Village Recreation Hall at Belia-beria, police-station Gopiballavpur	...	500
2.	Construction of a Village Hall at Deriachak	...	350
3.	An Union Board Krishigola for a grain bank at Deriachak	...	200
4.	Construction of 10 seed stores at Rs. 100 each	...	1,000
5.	Grant of Rs. 25 each to 20 Village Societies for purchasing improved seeds	...	500
6.	A Bone Disintegrator	...	600
7.	A charitable dispensary at Ajabnagar, police-station Ghatal and another at Goura, police-station Daspur, both in the Ghatal subdivision	...	800
8.	Inter-School Sports Association at Contai	...	300
9.	Panskura U. P. Girls' School for erecting a new building	...	100
10.	Sindhubala Girls' M. E. School for equipment, etc.	...	100
11.	A bundh in Baradanga Mouza in Jhargram police-station	...	750
12.	Public Library and park attached to the Vidyasagar Memorial Hall at Birsingha	...	1,500
13.	Supply of books to 10 existing Village Libraries for Adult Education	...	1,000
14.	A sterilizer for the Tamluk Charitable Dispensary	...	400
15.	Extension of Industrial Classes in the Bhimpur Santhal H. E. School	...	200
16.	Purchase of magic-lantern slides on cattle breeding, adult education, village sanitation, etc., for the Subdivisional Rural Reconstruction Society, Contai	...	200
	Extension of dispensary building, construction of a Upper Primary School building and equipment for the dispensary attached to the Jethan Rural Reconstruction Society	...	100
	Bathuary Rao Palli Unnayan Samity	...	50
	Egra Hitasadhani Samity	...	50

	Rs.
20. Argoal Rural Reconstruction Samity ...	50
21. Ektarpur Palli Mangal Samity ...	25
22. Abashbaria Palli Mangal Samity ...	25
23. Radhapur Palli Mangal Samity ...	25
24. Uttar Khamar Adult Education Centre ...	25
25. Radhaballavpur Rural Uplift Society (for night school equipment) ...	20
26. Birsingha Rural Uplift Society ...	75
27. B. K. Acharya Rural Reconstruction Society, Roy- Roychak ...	50
28. Reconstruction of the charitable dispensary attached to the Osmanpur Union Board ...	500
29. Noari Rural Reconstruction Society ...	60
30. Panchthubi Maktab (for equipment and construction of fencing the garden laid out by the students) ...	150
31. Tungur Rural Reconstruction Society ...	100
32. Balarampur Rural Reconstruction Society ...	100
33. Construction of a club house attached to the Gidni Pallimangal Samity ...	250
34. Construction of a village hall and library attached to Sagarpur Rural Uplift Society ...	75
35. Natuk Rural Reconstruction Society for a village hall ...	100
36. Construction of a village hall and a library attached to the Ranichak-Dori Rural Reconstruction Society ...	75
37. Repair of village hall attached to the Irphala Rural Reconstruction Society ...	50
38. Construction of a village hall attached to Mahabala Rural Reconstruction Society ...	75
39. Construction of a village hall for the Kola-Dainan Rural Reconstruction Society ...	300
40. Levelling and dressing the diamond ground at Midna- pore ...	800
41. Subdivisional Inter-School Sports Association, Contai, for sports requisites and upkeep of the swimming tank ...	20
42. Construction of a playground attached to the Rogra Rural Reconstruction Society ...	1
43. Junior School Sports Association, Khirpai, for running sports and competitions ...	
44. Improvement of the village playground attached to the Kristopur Rural Uplift Society (police-station Chandrakona) ...	
45. Purchase of sports requisites for the village club attached to the Dirghagram Rural Reconstruction Society (police-station Ghatal) ...	

Rs.

46.	Purchase of sports requisites for the village Lower Primary School attached to the Haimantapur Rural Reconstruction Society (police-station Chandrakona) ...	25
47.	Nanda Kumar Rural Reconstruction Association for a playground ...	100
48.	Kakgechia Middle English School (police-station Nandigram) for a playground ...	150
49.	Deuldanga-Chaipur Rural Reconstruction Association (police-station Midnapore) for improvement of playground ...	75
50.	Jara-Mirga Rural Reconstruction Society for improvement of playground ...	100
51.	Anandapur Rural Reconstruction Society (police-station Keshpur) for improvement of playground ...	100
52.	Uttarbil Upper Primary Muktab (police-station Garbetta) for sports equipment ...	40
53.	Agri Balarampur Upper Primary School (police-station Garbetta) for sports equipment ...	30
54.	Gobordhanpur Rural Reconstruction Society (police-station Pinghla) for levelling and dressing the village playground ...	150
55.	Sadar (South) Subdivisional Inter-School Sports Association for laying out a playground at Hijli for holding inter-school competitions ...	300
56.	Mirzapur Satshahitya Sammilan Library ...	25
57.	Purchase of books, etc., for the village library attached to Krishnapur Rural Uplift Society (police-station Chandrakona) ...	50
58.	Purchase of books for the village library attached to Uttarbhar Rural Reconstruction Society (police-station Daspur) ...	25
59.	Raghunathbari Milan Samsad Library, police-station Panskura ...	100
60.	Improvement of library and club attached to the Salboni Rural Reconstruction Society ...	75
61.	Goaltore Girls' School for library books ...	40
62.	Amlagore Public Library ...	50
63.	Haripur Public Library (police-station Dantan) ...	50
64.	Girls' Upper Primary School at Dantan for equipment of the school library ...	50
65.	Purchase of seeds for distribution in the three thanas of the Ghatal subdivision ...	75
66.	Depal Middle English School for coir weaving appliances ...	25
67.	Bala Society for equipment of the village Upper Primary School ...	25

	Rs.
68. Brojomohan Girls' Middle English School (police-station Nandigram) for equipment ...	100
69. Pitambarchak Silver Jubilee Girls' Upper Primary School (police-station Sutahata) for the construction of a hostel for girls and sanitary privy ...	200
70. Noari Upper Primary School (police-station Garbetta) for cementing the floor of the school ...	40
71. Kishorepore Upper Primary School (police-station Sabang) for extension of the school building ...	100
72. For playground attached to the Chandrakona H. E. School ...	400
73. For distribution of improved seeds ...	500
74. For construction of seed golas ...	475
75. Cost of one wooden paddy husking machine with winnower ...	25
Total ...	<u>15,535</u>

Dacca.

	Rs.
1. Arial Bil in police-station Srinagar in Munshiganj sub-division ...	3,000
Total ...	<u>3,000</u>

Darjeeling.

	Rs.
1. Rural Uplift Society under the caption "Gossainpur Development Association" for the formation of a "model village" ...	1,150
2. Organisation of a rural uplift society at Pedong, Siliguri, and purchase of requisites ...	850
3. Organisation of a rural uplift society at Gorubathan, Siliguri district, and purchase of requisites ...	525
4. Improvement of a pond at Sakyong with a view to turning it into a "Swimming Pool" for use of the members of the Pedong Welfare Society ...	325
5. Purchase of raw materials for home industries to be done by the members of the societies at Pedong and Gorubathan ...	100
6. Contribution to Dagyong Night School for boys and girls and Lingsekha ...	75
7. Purchase of magic lantern with appropriate slides for illustrating teachers on nation-building projects ...	300

	Rs.
8. Construction of a central fund for starting a monthly magazine ...	250
9. Pankhabari Rural Development Scheme—	
(a) Prizes for the uplift work ...	25
(b) Improvement of the school for boys and girls with equipment ...	200
(c) Playground ...	200
(d) Gymnasium ...	100
(e) Sporting requisites for children ...	25
10. Mirik Rural Development Scheme—	
(a) Prizes for the uplift work ...	50
(b) School building with furniture and equipment ...	800
(c) Sporting requisites for children ...	25
Total ...	5,000

Pabna.

	Rs.
1. Grant to night schools for adults in Sadar subdivision ...	200
2. Grant to night schools for adults in Serajganj subdivision ...	300
3. Grant to village libraries in Serajganj subdivision ...	325
4. Supply of 50 bags to the trained dais of five training centres in Sirajganj subdivision ...	200
5. Sinking of tube-wells in needy areas in Sadar subdivision ...	1,350
6. Sinking of pucca well in Sadar subdivision ...	50
7. Improvement in Nurpur Girls' School ...	36-4
8. Grant for Adult Education Centres in Sirajganj subdivision ...	960
9. For purchase of bags for trained dais in Sirajganj subdivision ...	165
10. Demra Charitable Dispensary ...	150
11. Playground for the Ishurdi-Sara Marwari H. E. School ...	200
12. Purchase of furniture and improvement of the school premises of Radha Sundari Primary Girls' School, Puran Bharenga Union Board ...	100
Total ...	3,976-4

Rangpur.

	Rs.
1. For purchase of furniture and other equipment for the proposed Haridebpur Union Board Dispensary ...	100
2. For construction of a building for the Dispensary proposed to be started by the Ekarchali and Hariarkuthi Union Board at Badarganj police-station ...	150
3. For construction of a pucca culvert at Noorpur over the road connecting the Mahadebpur Khas Mahal with the part of the town ...	75
4. For construction of a pucca culvert over the road connecting the Government Estate at Robertsonganj with the Tajhat District Board road ...	100
5. For purchase of some books, furniture and other equipments for the Palli Union Samiti at Mulatole, police-station Kotwali ...	25
6. For purchase of books, etc., for the Badarganj Club ...	50
7. Erendabari Majid Girls' School ...	150
8. Construction of a building for Ayyar Charitable Dispensary at Fulchari ...	200
9. Improvements to the Gaibandha Girls' Junior Mad-rassa ...	100
10. Improvements to the Birat Girls' Maktab ...	100
11. Saramjani-Chapra-Uttarpara Rajani Kanta Maktab Primary School ...	50
12. Purchase of lights, books, etc., for adult education centres at Rs. 10 per unit for 20 important units in the Kurigram subdivision ...	200
13. Durgapur M. E. School for cementing the floor ...	100
14. Public Library at Ulipur for cementing the floor ...	50
15. Improvements to the Kamarjani M. E. School ...	150
16. Improvements to the Balka H. E. School ...	200
17. Improvements to the Domar H. E. School ...	400
18. Improvement of the school building of Nageswari M. E. School ...	100
19. Construction of a primary school building at Balarhat and purchase of furniture ...	300
Total ...	9,060

Jalpaiguri.

	Rs.
1. Kamargram Anti-Malarial Scheme ...	3,500
2. Improvement of Mainaguri playground ..	100

	Rs.
3. Improvement of Haribhasahat-Boulmari Road in Pachagar police-station ...	700
4. Purchase of map, charts for the 8 adult education centres started in Alipur Duar subdivision ...	100
5. Bridge over Chapani Jhora in Alipur Duar subdivision ...	500
6. Three wooden culverts over Banchukamari road ...	1,100
7. Construction of a dispensary at Sakowa in Debiganj police-station ...	1,200
8. One wooden bridge over Panga river in Belacoba Union Board ...	100
9. Construction of a bridge over the Jalpesh-Mainaguri road ...	1,000
10. Construction of two bridges over the Nunai and Kalkat rivers on the Dhalkar road ...	2,600
11. Matalli Special School ...	300
12. Purchase of books and maps, etc., for the adult education centres in Sadar subdivision ...	100
13. Four culverts on the Jamadarpara-Khalakpara road in Belacoba Union Board ...	96
Total ...	11,396

Noakhali.

	Rs.
1. Furniture and equipment of Ataturk High School, police-station Feni ...	150
2. Grant for 3 model villages ...	150
3. Purchase of books, etc., for Chaumuhani Public Institute ...	100
4. Purchase of books for Ramgatirhat Library ...	100
5. Playground for Ali Azam Agricultural School ...	200
6. Playground for Senbag M. E. School ...	600
7. Playground for Basurhat H. E. School ...	600
8. Playground for Sandwip H. E. School ...	750
9. Gate, fencing and other improvements of "Mizan Maidan" at Feni ...	300
10. Noakhali Ahmedia H. E. School ...	100
11. Uma Girls' School, Noakhali ...	100
Total ...	3,350

Chittagong.

	Rs.
1. Re-excavation of Domkhali Khan in Mouza Kurna, police-station Mirsarai ...	452
2. Purchase of teaching equipment of Katirhat H. E. School in the district of Chittagong ...	100
Total ...	552

Khulna.

	Rs.
1. Re-excavation of the Dhatu Khal in Barrackpore Union Board, police-station Daulatpur ...	2,000
2. Sinking of a tube-well for P. U. B. Chunkhola, police-station Mollahat ...	100
3. Sinking of a tube-well at Jatrapur Model U. P. School for P. U. B. Jatrapur, police-station Bagerhat ...	150
4. Improvement and repairs of Silver Jubilee U. P. School, Satkhira ...	75
5. Improvement of a village road from Saihaty to Champaful in police-station Kaliganj ...	200
6. Re-excavation of the Chaitra Khal ...	500
7. Re-excavation of the Noapara Beltala Khali Khal, Union Board Piljani, police-station Fakirhat ...	400
8. Purchase of books and furniture for the Madartali Mukunda Bihari Pathagar ...	300
9. Improvement of embankment of Bara, Chandmari, Baintola Chaks, etc., within Magura Ghona Union, police-station Dumuria ...	200
10. Completion of the Barrackpore Union Board Charitable Dispensary ...	400
11. Park and playground attached to Devipur Rural Development Association ...	300
12. Construction of the school house for Maheswarpasha School of Art ...	500
13. Purchase of books and furniture for Bansdaha Rajendra Nath M. E. School ...	75
14. Construction of village Hall and Library attached to the Palli Mangal Samity at Sajjara, police-station Dumuria ...	700
15. Construction of a Union Board dispensary at Chuknagore for Attia and Goureghona Union Board in Dumuria police-station ...	1,000
16. Re-excavation of the Jaliapara tank at Rayermahal in Goalpara Union, police-station Daulatpur ...	400
17. Excavation of a tank at Baraikhali in Raripara Union Board, police-station Kachua ...	1,000

	Rs.
18. Excavation of the Bara Bhairab from Bailpur to Bemorta Bharani ...	350
19. Excavation of a drain in Rambinoypur in Shatgumbaj Union Board, police-station Bagerhat ...	50
20. Jungle clearance work in Kartiedia in Bishnupur Union Board ...	50
21. Jungle clearance work in Koramora in Bishnupur Union Board ...	50
22. Excavation of a khal from Piljang to Batiaghata via Karakhali and Chulkati ...	300
23. Construction of a building for the Mulghar Binapani Library ...	500
24. Construction of village road in Gobindapur ...	75
25. Improvement of drain, khals, etc., in Chhaygharia ...	40
26. Further re-excavation of the bed of the old Nowkhali in Sibpur and Agardari Unions, police-station Satkhira	150
27. Purchase of books for Satkhira French Library and Reading Room ...	100
28. Purchase of books for Krishna Behari Public Library at Kumira ...	100
29. Purchase of books for Sujansaha Public Library ...	50
30. Improvement of Bradley Birt Park and Lake at Islamkati ...	100
31. Improvement of a village road from Jagannathpur Bara to Debisahar in police-station Dehbhatta ...	250
32. Kashipara Putikhali Night School in Sarulia Union, police-station Tala ...	50
33. Extension of the Raipur Ratanpur road <i>via</i> Dudli in Kaliganj police-station ...	200
34. Cost of furniture and equipment of Daulatpur H. E. School ...	100
35. Cost of furniture and equipment of Terakhada Junior Madrasah ...	100
Total ...	<u>9,915</u>

Howrah.

	Rs.
1. Establishing a direct cart road to Amta from Uluberia <i>via</i> Dadpur ...	2,000
2. Construction of a cart road one mile long from Gazipur Burning Ghat to Nawpara Bazar ...	200
Total ...	<u>2,200</u>

Hooghly.

	Rs.
1. District Board road from Bahirkand to Narayanpore ...	200
2. Construction of public latrines at Rajbalhat ...	100
3. Puinan Rural Reconstruction Unit ...	50
4. Talchinan Rural Reconstruction Unit ...	50
5. Damurdaha Rural Reconstruction Unit ...	50
6. Kanthalgore Rural Reconstruction Unit ...	100
7. Khanpur Moslem Palli Mangal Samity ...	50
8. Sijey Night School ...	25
9. Bakulia Night School ...	25
10. Mere Night School ...	25
11. Pandua Night School ...	25
12. Anantpur Night School ...	25
13. Champta Night School ...	25
14. Aida Jaladhan Pathagar ...	25
15. Balagar Public Library ...	25
16. Khamargachi Public Library ...	25
17. Guptipara Public Library ...	25
18. Bhabanipur Girls' Primary School ...	25
19. Chandra Public Library ...	25
20. Itachona Public Library ...	25
21. Boinchee Public Library ...	25
22. Sripur Night School ...	25
23. Chandpur Poultry Association ...	50
24. Maulvi Sorman Ali Mondal of Barol ...	25
Total ...	1,050

Bogra.

	Rs.
1. Matrai Union in Khetlal police-station. Construction of a road (motorable) from Pathanpara Moslemganj road to northern extremity of the district through Matrai and Biala about 6 miles in length by Palli-Mangal workers ...	500
2. Chelopara Girls' School Silpa Bidyalaya for purchase of materials ...	30
3. Construction of the Baliadighi Union Board Dispensary building at Tarnihat ...	250
4. Construction of a bridge on Murail-Bishnupur Palli Mangal road about one mile in length ...	175

	Rs.
5. Noongola village library (in Noongola Union). ...	50
6. Murail Village Library (in Murail Union). ...	50
7. Abhirampur village library (in Saidpur Union) ...	50
8. One tube-well at Dhappara in village Baghopara in Gokul Union ...	90
9. One tube-well at Dhaoapara in Rainagar Union ...	90
10. One tube-well at Anchlai in Rainagar Union ...	90
11. One tube-well at Abhirampur (in Saidpur Union) ...	90
12. Durgahata Public Library (in Durgahata Union) ...	50
13. Dhunat village library (in Dhunat Union) ...	50
14. Kutubpur Union Library (in Kutubpur Union) ...	50
15. Dhunat Football Association for gear ...	50
16. Baliadighi Junior Madrasah at Kalakoba (in Baliadighi Union) ...	100
17. Two tube-wells at Prothamarchheo in the Naruamala Union ...	180
18. One tube-well at Saulmari in the Elangi Union. (Local contribution of Rs. 20 realised.) ...	70
19. One tube-well at Sultanhata in the Kalerpara Union. (Local contribution of Rs. 20 realised) ...	70
20. One tube-well at Majbari Shahpara in Nashipur Union. (Local contribution of Rs. 30 realised) ...	60
21. One tube-well at Dhunat Sarkarpara in Dhunat Union	90
22. One tube-well at Bangra in Garidaha Union. (Local contribution of Rs. 20 promised) ...	70
23. One tube-well at Uttar Atkaria in the Balua Union ...	90
24. One tube-well at Chandiar in Chaukibari Union of Dhunat police-station ...	90
25. Moslemganj village library in Udaipur Union ...	50
26. Govindapur village library in Govindapur Union ...	50
27. Khetlal village library in Khetlal Union ...	50
28. Purchase of books and furniture for the Tegharbisha Senior Madrasah in the Jaipurhat Union ...	50
29. Purchase of books and furniture for Hanail Senior Madrasah ...	50
30. Extra grant for some projects already financed ...	130
31. Improvement of the Deaf and Dumb School newly started at Bogra ...	150
Total ...	3,015



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INTRODUCTION

1. **Appointment of Committee.**—The Committee was established by the following Resolution:—

RESOLUTION.

No. 5505-A., dated the 5th December, 1944.

The Governor is pleased to constitute a Committee to be designated as the Bengal Administration Enquiry Committee on the terms of reference as set out below—

1. To assess the work to be done by the Government of Bengal both now and in the foreseeable future in order to ensure the efficient government of the Province of Bengal on modern and progressive lines.

2. To report to what extent the existing administrative machine is adequate in structure, extent and quality, and to recommend methods of improving it at all levels to render it adequate, for the efficient discharge of that work.

3. In particular to examine—

(a) the suitability of the present Territorial jurisdictions (*e.g.*, Divisions, Districts, Subdivisions, Thanas and Circles);

(b) the extent to which, and the directions in which local Self-Governing Institutions may be utilised as an efficient adjunct to the administration with special reference to public health;

(c) the desirability of employing technical personnel and its co-ordination with the existing structure of district administration;

(d) sources and systems of recruitment to, and conditions of employment of, the public services with a view to:

(i) securing the best men with due regard to the declared policy of Government in respect of Communal reservations, and

(ii) precluding discontent, irresponsibility and temptation to corruption.

4. Generally to make recommendations for the improvement of the administration.

The constitution of the Committee shall be as follows:—

CHAIRMAN.

Sir Archibald Rowlands, K.C.B., M.B.E.

MEMBERS.

Sir H. M. Hood, K.C.I.E., C.S.I., I.C.S.

Mr. R. L. Walker, C.I.E., I.C.S.

Khan Bahadur M. A. Momin, C.I.E., M.L.C.

Rai Debendra Mohan Bhattacharyya Bahadur.

ASSOCIATE MEMBER.

Mr. N. Baliol Scott.

SECRETARY.

Mr. J. L. Llewellyn, O.B.E., I.C.S.

ORDER.—Ordered that the resolution be published in the *Calcutta Gazette* and that copies be forwarded to the members of the Committee and the Departments of the Secretariat.

By order of the Governor,

Sd. H. S. E. STEVENS,

Chief Secretary to the Government of Bengal.

Although the point was not specifically mentioned in the terms of reference, it was understood that we would try and render a report within five months. We started work on the 1st November, although it was not until a week or two later that our numbers were complete.

2. **Scope of Enquiry.**—We have conceived our task as that of a machinery of Government committee and as not requiring us to concern ourselves with questions of policy. As, however, was inevitable in such a wide field, we have found it impossible to avoid entirely questions of policy, particularly where these affect administrative efficiency or practicability. The time at our disposal being so short to cover such a wide reference, we have for the most part avoided going into matters of detail, although in the course of our enquiry, we have come across questions of detail with which we have thought it desirable to deal. Broadly, therefore, we have confined ourselves to questions of principle, e.g., while on the organisation side we have devoted considerable attention to the structure of the Government machine, both at Headquarters and in the Districts, we have not attempted to go into the detailed organisation of

individual departments. Similarly, on the question of conditions of service, we have not attempted to suggest scales of pay for the numerous grades and classes of Government servants, but we have generally limited ourselves to suggesting the broad principles which in our view should determine what those scales should be.

3. The Committee's Procedure.—We visited four Districts, and among the Establishments and Local Bodies which we inspected were District and Subdivisional Offices, District Boards, Municipalities, Panchayati Unions and Union Boards. All of us visited some, and some of us visited most, of the Departments of the Secretariat and Attached Offices. We took oral evidence from over 100 witnesses, in addition to which we have received a large volume of written evidence. Among those who helped us in this way were officers of the Government of Bengal, Mr. Justice Roxburgh, Mr. Justice Ellis, the Accountant-General of Bengal, representatives of the commercial community, the Bengal Association of District Board Chairmen, the All-Bengal Municipal Association and Associations representing the various categories of public servants in the Province. We also had the advantage of oral or written evidence about the system of administration in some of the other Provinces in India and in the largest Indian State. We were fortunate too in being able to interview Professor Fisher of Cambridge University and Mr. John Galvin of the Far Eastern Bureau of the British Ministry of Information, who, through the courtesy of its Director—Mr. C. E. Sayers—came to Calcutta to advise the Government on the publicity arrangements in Bengal.

4. Acknowledgments.—We should like to express our thanks to all who have helped us by oral or written evidence. We are very sensible of the extra burden which our enquiry has imposed on Government officers at a time of unusual strain.

We are very grateful to the Honourable Speaker of the Bengal Legislative Assembly for his courtesy in placing accommodation at our disposal in the Assembly building for the first few weeks of our enquiry, and to His Highness the Maharajah of Tripura for so kindly allowing the use of several rooms in Tripura House for the remaining period of our investigation. Lastly, we wish to place on record our high appreciation of the services rendered to us by our Secretary—Mr. J. L. Llewellyn. This is no common form tribute. His wide experience of District work, his wise judgment and his unflagging zeal, both during the course of our enquiry and in the preparation of this Report, have placed us under a deep obligation which we are very glad to have the opportunity of acknowledging.

CHAPTER I

The Background

5. More than one witness who appeared before us observed that for years Bengal had been run on the cheap, and it must be admitted that there is much to support this view. The ratio of the higher administrative cadres to the population is, we believe, lower in Bengal than in any other Province in India except Orissa.

6. Figures have been produced to us to show that ever since 1900 the *per capita* expenditure on Government in Bengal has been well below that of the four other major Provinces. This is not only true of the total expenditure but also of the expenditure on social services. The plain fact is that, in the past, Bengal has not been so much badly administered as under-administered.

7. Apart from the special difficulties arising from the war, which has hit Bengal more severely than any other Province, except possibly Assam, it has laboured under special handicaps of its own. There is hardly a Province in India which suffers from such inadequate communications. Its road and rail communications are meagre in the extreme and the Province is intersected by a number of large rivers which make through communications by road impossible. The principal means of communication over a large area is by country boats which are in certain seasons unreliable and at all seasons very slow.

8. Bengal contains a number of Districts which are quite unmanageable from the point of view of size, Mymensingh, for example, containing some 6 million inhabitants.

9. Another factor which has hampered resolute administration since the coming of Provincial Autonomy has been the unstable support at the command of the Government, which has had to abstain from many measures which were desirable in order to escape defeat on the floor of the House.

10. The main handicap, however, under which Bengal has laboured for a century-and-a-half is the absence of the Revenue staff which exists in every other Province where the land is not permanently settled. This Revenue staff provides a representative of Government right down into the villages with a hierarchy of superior staffs through Kanungos, Naib Tahsildars and Tahsildars right up to the District Headquarters. These Revenue staffs, although established primarily for Revenue purposes, are available as a source of information and as a means of carrying out executive orders for all branches of Government in the rural areas. An attempt was made as a result of the Bengal Administrative Committee, 1913-14, to remedy this defect by the appointment of Circle Officers, but the area of jurisdiction of these Circle Officers is so large that the defect is only very partially remedied. The other means of communicating information or advice to the villagers, viz., the Press, the radio or the cinema, are also almost completely lacking.

CHAPTER II

The Tasks Ahead

11. We have been asked by our terms of reference to assess the work to be done in Bengal, both now and in the foreseeable future. This presupposes a statement of Government's policy, but our terms of reference provide us with no guidance as to the Government's post-war plans. In the absence of any such indication, we endeavoured to obtain from the several Departments a statement of what they had in mind for the post-war period. The replies we received were, with exceptions, not very encouraging or very helpful. It appears that, for the most part, the plans are far from being completely digested and have been drawn up in separate compartments without any attempt to relate them to the schemes of other Departments and without any reference to the financial or technical resources likely to be available.

12. What is, however, clear is that the main emphasis in the activities of Government henceforward will be in the development field and directed to the full utilisation of the material and human resources of the Province.

13. The most urgent requirement is to work out as soon as possible an ordered plan, properly articulated as to its constituent parts and phased as to its rate of achievement within the limits of technical and financial practicability. Although we shall have something to say later on in our Report about the desirability of a less inflexible system of financial control, we believe that all the Government's plans for post-war development will be frustrated unless they pay due regard to the limits which financial resources will necessarily impose. The position at present seems to be that, in spite of the fact that the Government expect, both in the current year and next year, heavy Budget deficits, they are going ahead with a number of new schemes, short term and long term, involving large capital and recurring expenditure and we cannot help feeling that liabilities are being undertaken without proper consideration as to how the necessary funds are to be found.

14. All this raises, *inter alia*, questions of priority involving matters of policy which the Government alone can decide, but it seems evident that any great advance in the field of social services must wait upon major advances on the economic front; in other words, such things as the improvement of communications, the development of agricultural and industrial resources and the promotion of physical health must take precedence over such things as cultural education and social welfare. This is, of course, not to say that no advance in the two latter fields should be attempted. Indeed, the full potentiality of the physical and human resources of the Province cannot be achieved until education is much more widespread than it is at present. It is merely a reminder that first things must come first, and that the advances in the economic and social field must be properly phased.

15. Any substantial advance in either the economic or social sphere will require—

- (a) the provision of a large number of trained personnel who do not at present exist in Bengal and who will therefore have to be trained locally or hired from outside, and
- (b) the elaboration of methods and procedures in the realm both of technology and of administration. It seems to us that in the initial stages of development it will be necessary to conduct in various parts of the Province a series of "pilot" experiments where the necessary techniques can be worked out.

16. All this requires the most careful planning, execution and supervision. We are satisfied that the existing machinery of Government is incapable of producing the necessary plans or of carrying them into effect, and we regard it as our prime task to evolve a machine which will be adequate for the purpose in view. But there is one thing which we should like to make abundantly clear at the outset, namely, that, in our view, the capacity of the machine which we shall recommend will fail to achieve its maximum results in the exploitation of land and water resources if the present outmoded system of land tenure remains. Apart from this consideration, the administration of the Districts in Bengal is clogged at every turn by the present system, and we cannot too strongly urge on administrative grounds alone that Government should give the earliest possible effect to the decision which they have already taken to adopt the majority recommendations of the Floud Commission. It is a subject to which we shall revert later on in our Report.

CHAPTER III

The Machine—Structure (a) at Headquarters

• *“A Government without good management is a house builded on sand.”**

A.—STRUCTURE OF THE HEADQUARTER MACHINE AS A WHOLE

Introductory

17. No one, least of all those who have to operate it, would claim that the administrative machine in Bengal is adequate for the tasks which confront it, still less for the greater tasks that lie ahead. The Government machine in Bengal is not unique in this respect. Even in America where they not unjustifiably pride themselves on their skill and experience in the organisational field, a Committee on the Administrative Management in the Government of the United States, appointed in 1936, rendered a Report which was highly critical of the administrative machine in the United States and made radical and drastic proposals for its reform. As will appear, we have done likewise.

18. It is a habit of governmental organisations to be resistant to evolutionary changes and to lag behind progress in political ideas and advances in administrative techniques. There are several reasons for this. The main reason, perhaps, is that bureaucracies are free from the compulsion under which business organisations labour of keeping up with competitors and they do not have a profit and loss account at the end of each year to indicate whether or not their methods and their administration require amendment or improvement. The spirit of adventure and enterprise is lacking, partly because, at any rate in a Democracy, all the actions of Government servants are liable to criticism by the Legislature. They therefore tend to play for safety, to go slow and to rely on precedent, and to seek in the past rules for guidance and action even when the situation facing them is in essence different from the circumstances of the past to which they appeal. All this was of less moment when the functions of Government were primarily quasi-judicial, regulatory, the keeping of law and order and the raising of taxes. But organisational structures and methods which were suitable enough when the activities of Government were confined to the regulatory, policing and revenue fields are quite inadequate to handle the advances on the economic and social fronts which have increasingly become the major concern of Governments in progressive countries.

Defects of the Present Machine

19. The outstanding impression gained by any one who studies the administrative machine in Bengal is the almost complete absence of co-ordination between its several parts. Now co-ordination,

*President Roosevelt's message to Congress, January 12, 1937.

together with decentralisation, the establishment of clear and precise lines of authority and the fixing of levels at which decisions are taken, are the main principles of organisation, whether in business or in Governments.

20. At present, it appears to be nobody's concern to supervise and co-ordinate the business of Government as a whole. It may be objected that the Cabinet itself is the machinery for the co-ordinating of Government business, but, meeting at intervals and provided with only a part-time Secretary, it is clearly ill-equipped for the purpose. The Cabinet's business is policy, not management.

21. In particular, there is no mechanism or agency to ensure that those activities of Government which are directed to a common end and which should therefore be interwoven and interlocked are closely and constantly co-ordinated.

Basic Objectives of Government

22. Before coming to the remedies for the above defects, and particularly the second, it is necessary to analyse what are the main objectives of the Government in Bengal. They fall under four heads—

- (1) The provision of justice.
- (2) The maintenance of the public peace.
- (3) The development of the Province's physical and human resources.
- (4) The financing of Government activities, particularly that of development.

23. Little need be said about the first two, except to remark as regards the first that litigation in Bengal plays a regrettably disproportionate part in the life of the Province; and, as regards the second, that the maintenance of law and order will, unfortunately, remain, particularly in the immediately post-war years, a major pre-occupation of Government.

24. It is the third objective which is becoming, and as we hope and expect will increasingly become, the chief activity of Government: it is here that the main problems of co-ordination will arise.

25. The fourth activity will largely subserve the third and should, without sacrificing sound financial principles, involve a different attitude to the provision of funds for development schemes. Money should not, as tends to be the case at present, be withheld from schemes, otherwise sound and beneficial to the people of the Province, merely because they will not produce an adequate *direct* return on the capital outlay.

Chief Minister as Co-ordinator

26. We are in no doubt that the only Minister to whom could be assigned the duties of co-ordinating the machinery of Government

and of co-ordinating the activities of those Departments operating in the economic and social field is the Chief Minister.

27. By co-ordination of the machinery of Government we do not mean co-ordination of general policy, which is a question for the Cabinet, but such matters as personnel management and conditions of service: appointments: techniques and procedures: and common services which should straddle, and be applied to, all Departments of Government. The Chief Minister's Department should therefore, *inter alia*, include the Organisation and Methods Division, which, the Bengal Government, alone, so far as we know, of the Governments of India, have set up: the personnel management function hitherto exercised by the Finance Department; and, for reasons which we give below, publicity.

Regrouping of Portfolios

28. The first step towards securing over-all co-ordination, whether in a large business or in a Government is to secure as much co-ordination as possible at a lower level by grouping together those functions or activities which have something in common either in respect of the methods they employ or as regards the objectives they pursue. There are other possible groupings, such as the classes of people to be catered for or the geographical area to be dealt with: but, for the immediate purpose, these two last groupings can be ignored.

29. Applying the principles stated above, some reshuffling of portfolios is clearly called for.

30. There is nothing in common between Excise and Forests and we propose that the former should be transferred to the Board of Revenue (to be expanded as we explain later) and the latter to the Agricultural Department.

31. Similarly, we propose that the responsibility for the administration of the Sales Tax and the Agricultural Income-Tax should be transferred to the Board of Revenue, who should in fact be responsible for the collection of all revenue.

32. The Revenue Department should be abolished, its functions being transferred to other portfolios as described in a later Chapter.

33. The Finance Department and the Board of Revenue should be combined in a single portfolio, that of Finance and Revenue Minister.

34. The Irrigation Department should be separated from the Department of Communications and Works. We propose this for two reasons. First, because the rivers of Bengal constitute at the same time one of its main problems and assets and require the whole attention of a Minister, and, secondly, because, in our view, it is sound to organise a Department on the basis of the objective aimed

at, which, in this case, is the optimum utilisation of Bengal's waterways. We propose therefore a new portfolio, that of "River Utilization", which will embrace—

- (i) the prevention of floods;
- (ii) the provision of hydro-electric power;
- (iii) the provision of navigable waterways;
- (iv) the irrigation of agricultural lands (at all times of the year).

35. To what remains of the Communications and Works Department we propose to transfer the Transport functions of the Home Department. We have given careful thought to what should happen to the responsibility now devolving upon the Communications and Works Department for buildings. Logically, the provision of buildings being a common service, responsibility should be transferred to the Chief Minister's Department, but we have decided against this course for two reasons. First, in order to enable the Chief Minister's Department to devote its energies to the maximum extent to the co-ordination of Government business, we are anxious not to overload it with responsibility for the administration of more staff than is absolutely necessary. Secondly, it would be uneconomical to establish two sets of Civil Engineers, one in the Communications and Works Department and one in the Chief Minister's Department. We therefore, recommend that there should be a portfolio of Communications, Transport and Buildings.

36. We have already suggested that Forests should be transferred to Agriculture. We conceive it to be the task of the Department of Agriculture to review the optimum utilisation of the land of Bengal as a single problem. Its principal objective would be to secure increased productivity from the soil, and a greater yield per acre whether from better seed, better fertilisers, better implements, better cultivation, better irrigation or from any other means available. It involves looking at the land as a source of bigger and better crops rather than as a producer of revenue, although the former will ultimately lead to the latter. Whatever may have been the reasons for setting up a separate Agricultural Development Department, we are satisfied that to retain it as an agency distinct from the Agriculture Department is organisationally unsound. Agricultural development is essentially a function of the Director of Agriculture, and we therefore propose that the Agricultural Development Department should be abolished.

37. At present, Public Health and Local Self-Government are linked in a single portfolio. There are no strong reasons for this combination except that they are similarly linked in the United Kingdom, and that some at least of the responsibility for Public Health rests on Local Self-Governing Bodies. The latter argument will disappear if, as we understand to be the case, the

Government has decided to provincialise the health services, while the former argument has little relevance. We therefore propose that the two functions should be separated.

38. The separation would leave the Local Self-Government Portfolio a light one and we propose to add to it that of the Co-operative Credit and Rural Indebtedness Department. We justify this combination on two grounds. First, that the combined portfolio is not likely to throw up so many questions at the policy level as to make the charge too onerous for a single Minister to handle, and, secondly, that the two activities have this in common, that they both represent Agencies through which Government attempt to achieve their objectives.

39. We have considered whether Education and Health should not be combined into a single Portfolio of Social Services. There is much to be said for such a combination on logical and administrative grounds, since they are both concerned with the development of the human resources of the Province, and their grouping under a single head automatically secures the co-ordination of their activities *inter se*. On the other hand, they are both concerned with activities which (and this applies especially to Public Health) are bound to expand considerably in the post-war years, and on this basis there are cogent arguments for keeping them separate. We would leave the position at this: if at any time in the future there are compelling reasons for reducing the number of portfolios, the most obvious portfolios for amalgamation would be those of Education and Public Health. Registration should be transferred to the Judicial and Legislative Department, which is a very light portfolio.

40. As regards the Home Department, we have already suggested that it should shed to the Chief Minister's Department and to the Communications, Transport and Buildings Department responsibilities for appointments and transport respectively.

41. We propose to leave undisturbed the Commerce, Labour and Industries Department, except that later in the Report we shall have something to say about the improvement in Government's methods for dealing with labour questions.

42. We have paid only the scantiest attention to the Civil Supplies Department, and this for three reasons. First, we conceive the Civil Supplies Department as embracing activities most of which will disappear after an interval following the defeat of Japan, and we have therefore felt justified in leaving it out of the longer term picture which we have attempted to draw in this Report. Secondly, the Department has only recently been investigated, not only by the Honorary Adviser on Organisation to the Government of Bengal but also by the Braund Committee. Thirdly, we were given to understand that the Famine Commission had also examined the organisation and working of the Department.

43. We are quite satisfied that the Department of Publicity should be abolished as a separate portfolio. Apart from the fact

that it is a very light portfolio, there are reasons of principle, expediency and economy for proposing its disappearance. Publicity is not an activity or end in itself. You do not publicise publicity. It is a technique for securing that the message which Government or its several Departments wish to communicate to the people is put across by the most appropriate means in the most effective way. It is the duty of individual Departments who have messages to convey to determine the content of these messages and to consult the Publicity expert as to the best technical means for transmitting the messages to the people they want to reach. Publicity is in effect a common service at the disposal of all Departments, and, as such, finds its natural home in the Chief Minister's office. So located, it could be made responsible for any messages or information which the Government as a whole, as distinct from a particular Department, wish to put out.

44. In the preceding Chapter we have urged the early carrying into effect of the majority recommendations of the Floud Commission. This will be a difficult and complex task requiring unremitting attention and constant drive. When a new task of such a nature and magnitude arises, it is both expedient and sound in principle to create a separate agency to carry it out, so long as the new agency does not involve serious overlapping or conflicts of jurisdiction. When the task is completed, the functions which will remain can probably be easily absorbed into pre-existing agencies. We do not anticipate that the creation of a separate portfolio to put through the Floud Commission proposals will lead to duplication or jurisdictional conflicts, and we accordingly recommend the appointment of a Minister of Land Reform.

45. We thus have thirteen portfolios as at present, but with in certain cases a redistribution of functions—

- (1) Chief Minister's Department.
- (2) Communications, Transport and Buildings.
- (3) River Utilisation.
- (4) Land Improvement and Agriculture.
- (5) Finance and Revenue.
- (6) Public Health and Medical.
- (7) Education.
- (8) Commerce, Labour and Industries.
- (9) Local Self-Government, Co-operation, Agricultural Credit, Rural Indebtedness and Relief.
- (10) Judicial and Legislative.
- (11) Home.
- (12) Civil Supplies.
- (13) Land Reform.

46. We feel that any increase in the number of portfolios beyond thirteen would immediately begin to increase the problem of co-ordination beyond manageable limits.

B.—STRUCTURE OF THE HEADQUARTER MACHINE FOR DEVELOPMENT

Co-ordination of Development Activities

47. As we have already indicated, it is in the field of development activities that close and constant co-ordination is required both at the policy and at the executive level. It is obvious that plans for the improvement of communications by means of roads should be co-ordinated with plans for additional railway mileage or improved waterways. Again, the treatment of one of the chief rivers of the Province involves not only the Department of River Utilisation but also the Department of Commerce, Labour and Industries (the provision of hydro-electric power), the Department of Health (anti-malarial interests), the Agricultural Department (increased cultivable area) and the Communications, Transport and Buildings Department.

Cabinet Committee on Development

48. Problems, such as are adumbrated above, will involve questions of policy and priority which only Ministers can resolve, and we contemplate a Cabinet Development Committee composed of Ministers in charge of Development Departments and presided over by the Chief Minister. The decisions of this Committee would be referred to the full Cabinet for consideration and endorsement or amendment.

Development Board

49. Plans and schemes in the development field involve complex questions of priorities, administration, techniques and policy, and these should not come before the Cabinet Development Committee until they have been thoroughly worked out and examined in consultation by the Departments concerned. We propose therefore the creation of a Development Board, presided over by the Chief Secretary, who would become the Civil Service Head of the Chief Minister's Department, and consisting of the Secretaries of the Development Departments, together with the Secretary of the Finance Department. The Board should be provided with a full-time Secretary, with the rank of Joint Secretary. Heads of Attached Offices concerned with questions being considered by the Board would attend its meetings.

50. The functions of the Development Board will be threefold—

- (a) to prepare for consideration of the Cabinet Development Committee an integrated Provincial Development Plan by endorsing modifying or adjusting the plans of each individual Department, or by putting forward proposals initiated by itself;
- (b) to transform the functional plans of each Department into a territorial plan for each district;
- (c) to keep a constant watch over the development plans of the Departments and to control the progress of each District plan.

51. The Development Board would consider, among many others, such questions as the optimum utilisation of land, would recommend to the Cabinet Committee on Development the basic prices of agricultural products, would examine technical education plans to ensure that they are both sound educationally and will produce students in sufficient numbers and with the right outlook and training for the Province's later requirements of technical staff, and would arrange that the whole field of Rural Reconstruction is being covered either by the Technical Officers of other departments in the mufassal or by those of General Administration itself.

Territorial or District Plans

52. As regards the second function of the Development Board, that is, the territorial aspect of Provincial plans, this is a new concept which we believe to be fundamental. We shall refer later to the urgent need for the co-ordination of Government activities within each district. Such co-ordination will always be impossible unless preliminary co-ordination at a higher and wider level has taken place.

Development Board—A Planning Body

53. We wish to make it clear that the Development Board is a planning body. However, while we believe that planning should be regarded as a separate function, we do not believe that it should be divorced from execution. Thus, while we visualise the Chief Secretary in a planning capacity as the Chairman of the Development Board, he should also become the immediate executive superior of each District Officer so far as Development activities are concerned.

Organisation of Development Board

54. We visualise the necessity of attaching certain full-time experts to the Development Board to bring a different point of view to bear from that of an individual Department. We suggest such appointments as Scientific Adviser who would also ensure the co-ordination of all Government research activities, an Economic Adviser and an Engineering Adviser. The newly created Statistics Bureau should also be attached to the Development Board. These staffs would be borne on the establishment of the Chief Minister's Department.

55. It is probable that certain Standing Committees will be necessary to consider questions where departments are intimately and regularly concerned, though they may not normally require the meeting of the full Board. A Communications and Transport Committee is an example of what we have in mind. It will perform approximately the functions now allotted to the Transport Board in the Home Department.

Co-ordination of Technical Activities

56. Just as it is necessary for the Cabinet that alternatives should first be hammered out at official level by the Development Board, so it is advisable, to facilitate the latter's work, that certain questions should first be discussed at *technical level* between Heads of Departments. For this reason, we recommend the setting up of a Technical Interdepartmental Committee of which the Chairman would be the Development Board Secretary.

57. As an example of the kind of problem that we would consider for this Committee we would mention the road building programme of the Ministry of Communications, Transport and Buildings and the objective of the Public Health Department to extinguish malaria. The Road Engineers might well want to create borrow-pits, and if it proved eventually that the drainage of these borrow-pits was inadequate they might well be inclined to treat this as of minor importance. The Public Health Department, on the other hand, might want to set standards of drainage that would increase the number of culverts and the cost of road-making to an appreciable extent. Clearly, the matter cannot be left undecided, nor can the Road Engineers be allowed to proceed until the "break even" point has been found between the cost of road building and the danger of creating further breeding grounds for mosquitoes. It would be the duty of the Technical Interdepartmental Committee to examine this technical problem and make recommendations to the Development Board.

Advisory Bodies

58. So far, we have been considering Bodies consisting solely of Ministers or of officials. We are satisfied that, in the Development sphere, Advisory Bodies representative both of the wishes of the people whom the Development Departments serve and of expert knowledge in the fields of activity covered by these Departments, have a great contribution to make to the shaping and to the carrying into effect of Government policy. In this regard we endorse the views of the Haldane Committee on the Machinery of Government in the United Kingdom—Command 9230, 1918. The Committee expressed themselves as follows:—

"The preservation of the full responsibility of Ministers for executive action will not, in our opinion, ensure that the course of administration which they adopt will secure and retain public confidence unless it is recognised as an obligation upon Departments to avail themselves of the advice and assistance of Advisory Bodies so constituted as to make available the knowledge and experience of all sections of the community affected by the activities of the Departments."

While laying down no hard and fast rule, we suggest that Advisory Bodies, the formation of which we strongly support, should be attached to Departments and not to the Development Board itself.

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Organisation of the Chief Minister's Office

59. Before proceeding briefly to summarise the main proposals of this Chapter, there are one or two points of important detail which we ought to make. The Chief Secretary, who, under our scheme, will be the official Head of the Chief Minister's office, should be free to devote his main attention to his duties as Chairman of the Development Board, and also in that capacity to watching the progress of District plans. He will naturally be the Secretary to the Cabinet Committee on Development and to the Cabinet itself. While remaining ultimately responsible to the Chief Minister for all the functions assigned to the Chief Minister's Department, he should be relieved to the maximum extent possible of the day-to-day administration of the Department, the control through the Organisation and Methods and Establishment Divisions of the business of Government and also of the day-to-day control of appointments. In order to secure this result, he should be assisted by an Additional Secretary.

Summary

60. The main points in this Chapter can be summarised as follows :—

- (i) the portfolios of Government should be redistributed as in paragraph 45, in order to secure a better grouping of functions, particularly with reference to common objectives;
- (ii) the Chief Minister should become the co-ordinator of the business of Government in general, and, subject to the Cabinet, of the policies and activities of the Development Departments;
- (iii) a Cabinet Committee, of which the Chief Minister should be Chairman, should be set up to co-ordinate the development of the physical and human resources of the Province;
- (iv) the Chief Minister and the Cabinet Committee should be assisted by a Development Board, of which the Chief Secretary, who becomes the official Head of the Chief Minister's Department, should be Chairman;
- (v) the Chief Secretary should become the official chief of District Officers in respect of development activities.

Execution of Plans lies in the Mufassal

61. While major questions of policy are necessarily settled at Headquarters, the execution of that policy is carried out, for the most part, in the Districts and it will be convenient at this stage to turn to the question of District administration. We shall return to Headquarters later.

CHAPTER IV

The Machine—Structure (b) in the Districts

A.—STRUCTURE OF DISTRICT MACHINE FOR DEVELOPMENT

Development at District Level

62. It would be futile to establish a mechanism, such as we have proposed in the preceding Chapter, to facilitate, even to compel, at Headquarters, the formulation of a Provincial Development Plan if the execution of that plan in the District is not integrated and co-ordinated.

63. At present, Government can hardly be said to have any coherent, consistent or continuing *plan*, as distinct from general objectives, in the Districts. At best, an energetic District Officer proceeds to push through some particular aspect of Government policy, whether it be pure water-supply or co-operative marketing, in which he happens to be particularly interested, only to be succeeded by another officer who regards his predecessor's chosen activities as misguided foibles and proceeds to push forward enthusiasms of his own. At the worst, the District Officer takes little or no interest in Development, regarding this as the function of the representatives of the "Nation Building" Departments in his District. All this adds up to a virtual negation of progress because no schemes will take root unless they are pushed vigorously, continuously and uninterruptedly.

Provincial and District Plans

64. Before proceeding further, it may be useful to illustrate what we mean by a Provincial and a District Plan respectively. Let us suppose that, after consideration of the report of the Development Board, the Cabinet Development Committee recommend, and the Cabinet decide, as a part of its overall Provincial Development Plan, to clean out and to stock with fish fry all the tanks in Bengal in order to reduce malaria and to increase the output of protective food. The programme should be completed in four years, but since Districts A, B and C will produce the most rapid and profitable results, they are called upon to clean and stock their tanks within two years. This objective should be stated to Districts A, B and C in general terms and it would be for District A (and the same would apply to B and C) to work out a programme, choosing which localities should be treated first, determining the rate at which the work should proceed with a view to its completion within the two years laid down by Headquarters. Both non-technical and technical factors would enter into the settlement of the programme. We have chosen a simple example but the same problem and the same approach are involved in working out an overall District Plan to give effect to an

overall master plan for the Province. Before considering the method and the machinery for working out and subsequently for progressing the District Plan, it is necessary to examine the relationship at present subsisting between the District Officer and the local staffs of the technical or Nation Building Departments.

Relationship between District Officer and Departmental Officers in the Districts

65. The present position is, in our judgment, thoroughly unsatisfactory, both from the point of view of the District Officer himself as well as from the point of view of efficiency of the Government machine and the welfare of the people in the District. The lot of the District Officer, like that of the comic opera policeman, is not a happy one. He is expected to see that nothing goes wrong in his District, but he has little power outside the Magistrate and Collector field to see that things go right. He is supposed, to quote from an official publication, "to compose differences between other officers" but he has no power to impose his will upon the recalcitrant. He can cajole and persuade: he cannot compel. He is regarded as responsible for stimulating the activities of the officers of other Departments, but he has no real control over them, and, although they are under an obligation to keep him informed of their activities, the extent to which this obligation is discharged depends in most cases on the personal factor. Even if they keep him informed of what they are doing, they are under no compulsion to discuss their plans with him in advance.

66. The independent and disconnected activities of Government in the mufassal have reached such a point of confusion that District Officers are unanimous that something must be done. In our view also, the situation, if left to itself, can only deteriorate further because the activities of Government in the mufassal will increase and practically every department is thinking in terms of a "Provincialised Service" and makes little attempt to disguise its determination to go ahead with its own plans without reference to any other part of Government. We have been forcibly struck with the general attitude on the part of departments to hoe their own row, and the machinery we are proposing is specifically intended to counter the unfortunate results of such unco-ordinated action.

Need of Co-ordination of District Activities

67. We are satisfied that the time has come in Bengal, and we do not doubt in other Provinces as well, to co-ordinate all the District Development activities under a single administrative head. When the objective in a geographical area like a District is the welfare of its people, separate activities are merely means to a single end and each cannot be considered in isolation from the rest. Moreover, specialisation is itself a disruptive force. The point has been well put by David Lilienthal in his book on the

“Tennessee Valley Authority”, where the mechanisms and techniques of technological and administrative co-ordination have been so brilliantly worked out:

“Even at best it is not easy for each specialist to appraise the relative importance of his own task as part of the whole picture, or its importance as compared with the tasks in some other technical branch. In fact, the desperate part of the problem, as many people have observed, is the realisation of how rarely these different groups of specialists seem to care about anything beyond their own specialities.

This is not to say that specialists are narrow human beings. It is understandable that concentration and pre-occupation with a particular phase of a problem breeds impatience with anything not directly in the line of vision. The more conscientious and excited the specialist is about soil chemistry, metallurgy, fish and wild life, or statistical methods, the more likely he is to see all else as an adjunct.

It is an ironic fact that the very technical skills which are ostensibly employed to further the progress of men, by the intensity of their specialisation, create disunity, rather than order and imperil the whole success of their common objective. Resources cannot be developed in unity until each technologist has learned to subordinate his expertness to the common purpose, has come to see the region and its problems ‘in its entirety’.”

The same point is made by Luther Gulick, one of the leading authorities on the Science of Administration, in his paper on the Theory of Organisation:

“Every highly trained technician has a profound sense of omniscience and a great desire for complete independence in the service of society. When employed by Government he knows exactly what the people need better than they do themselves, and he knows how to render this service. He tends to be utterly oblivious of all other needs, because, after all, is not his particular technology the road to salvation? Any restraint applied to him is ‘limitation of freedom’, and any criticism ‘springs from ignorance and jealousy’. Every budget increase he secures is ‘in the public interest’, while every increase secured elsewhere is ‘a sheer waste’. His efforts and manoeuvres to expand are ‘public education’ and ‘civic organisation’, while similar efforts by others are ‘propaganda’ and ‘politics’.”

Alternative Solutions

68. While, as we have said, District Officers were unanimous that some remedy should be sought to the present state of affairs, they were divided as to what the remedy should be. Some District

Officers take the view that they should be relieved of all functions, save those of Law and Order and the collection of revenue. Others maintain that the District Officer must be given full authority over the Technical Officers of all other departments.

69. These are of course the two main alternatives. Some of our Members were inclined at first to favour the complete separation of development work from the District Magistrate-Collector, and to create a new post of District Officer for Development, having equal rank with that of District Magistrate. There are certain definite advantages in this: it conforms to what in the language of Administrative science is known as the "principle of homogeneity" and goes a long way at one bound towards what would be something very like the ultimate picture to which the mufassal organisation must in time develop. However, on further consideration we came to the conclusion that this is a matter in which we should hasten slowly, partly because the trained administrative personnel are not available, partly because it will be some years before there will be enough technical personnel in the Districts to warrant the establishment of a separate administrative set up, but mainly because the status and prestige of the District Magistrate in the eyes of the people is still very high and it is desirable to utilise this prestige and harness it to the work of development. It will be sufficient to record our main recommendation that the existing District Officer become the Head of Government in his District as a first step in our proposed reorganisation.

70. If some Departments regard this as a revolutionary proposal, they may take comfort from the reflection that it is merely a restoration of the position established by Sir George Campbell in 1872.

" 'It is the Lieutenant-Governor's wish', wrote Sir George Campbell, the Lieutenant-Governor of Bengal, in 1872, 'to render the heads of districts no longer the drudges of many departments and masters of none, but in fact the general controlling authority over all departments in each district..... the real executive chief and administrator of the tract of country committed to him, and supreme over every one and everything except the proceedings of the Courts of Justice'."

71. To enable the District Officer to carry the extra burden important changes are necessary in the organisation of work and status of officers immediately subordinate to the District Officer (our detailed recommendations on this are discussed later in paragraphs 92-103).

Working out the District Plan

72. The District Officer, as we have seen, will receive from the Chief Secretary the general outline of the development plan for his District. He will call together the chief technical officers, posted to his District by the Heads of the Technical Departments, and

proceed to work out with them, and with the advice of his own staff, a plan for combined operations in the area of his development jurisdiction. He will also call local authorities into consultation as necessary.

73. The technical officers will suggest ways in which the plan should be shaped from their own point of view and the District Officer will modify them in such a way as to ensure that the development of the District as a whole proceeds as a really combined operation. He will in fact decide *what* is to be done, *where* it is to be done and *when* it is to be done. He will also set the time in which it is to be done and will hold monthly meetings of his technical officers to follow the progress of each part of the plan. He will report such progress to the Chief Secretary.

74. As the District Officer will be held responsible for progress on all fronts, he will have to ensure that each technical officer has all the assistance and materials necessary, and he will report back to the Chief Secretary whenever this assistance has to be forthcoming from Government.

75. The only parts of the Provincial development plan for which District Officers will not be responsible will be those operations which are wider than the District in concept, though wholly or partially within the District boundaries. Such for example would be the Dacca Farm, and river control and communications in general, both the planning and execution of which will be central provincial matters.

76. Technical officers will correspond direct with the Heads of their Technical Departments on technical matters, i.e., on *how* any particular project is to be carried out; for instance, how teaching should be given, how a dispensary should be arranged, how tanks should be cleaned, how potato seeds should be stored, and so on. Technical Departments will lay down standards for all such activities which the District Officer will be expected to accept.

77. The relations of technical officers to District Officers will be appreciably different from what they are now. Instead of a vague, undefined relationship which either allows officers to pursue their own whims at the expense of the whole or leads to a test of strength between the District Officer and the technical officer, backed up by his Department, the District Officer will be the undisputed Head of all other Government agencies in his District except as regards the internal administration and technical methods of those agencies. The essential difference will be that a target will be set for the District as a whole, and that the District Officer, in consultation with the technical heads and local advisers, will work out the manner in which the target is to be attained. He will be in at the beginning, instead of only when something goes wrong. The technical officers will thus be the direct subordinates of the District Officer for what they are to do, and for actually getting it done.

78. The Departmental officers, who will thus be directly responsible to the District Officers in every respect save that of the technical aspect of their work, will include amongst others the Civil Surgeon, the District Agricultural, Fisheries and Veterinary Officers, District Inspector of Schools and Inspectors of Co-operative Societies.

79. The District Officer will build up a combined operations' team from the personnel at his disposal; this implies, that any application which he may make for the replacement of an obvious misfit will be sympathetically considered by Government. As a further mark of the position of the District Officer in command of the "combined operations' team", officers of district rank in other departments should submit their tour programmes to him for approval, and their travelling allowance bills for countersignature.

Rural Reconstruction

80. Rural reconstruction is not, to our mind, a separate activity of Government. It is the function (in the mathematical sense) or the end result of the activities of the several "Nation Building" Departments. In our judgment, it is unsound to have a Director of Rural Reconstruction, with a separate staff, parallel to, but with no control over, the representatives of the technical departments, and indeed, almost wholly independent of the District Officer. With such a set up there have been, as there were bound to be, friction and conflicts of jurisdiction and action. In the scheme which we have put forward there is no place for a separate rural reconstruction staff.

81. This proposal to disband the rural reconstruction staff and the corresponding proposal which we have already made to abolish as a separate agency the Agricultural Development Department should not be read in any way as a criticism of the work of Mr. Ishaque, for which indeed we have the warmest admiration. With an unsuitable organisation, and an imperfectly trained staff, he has for years, with immense enthusiasm, determination and drive, steadfastly pursued the aim of improving the lot and well-being of the people in the villages of Bengal. We have ample evidence that many a young officer has been inspired by the contagion of his example with a new vision of service to the rural population of the Province.

82. As will be clear from what we have already said, it will be the District Officer, through his own subordinates and as co-ordinator of the activities of the technical officers who will be responsible for rural reconstruction. We propose to reinforce him in pursuit of this goal in two ways. We propose—

- (1) an increase in the number of Circle Officers with corresponding reduction in the area in their jurisdiction, and with some modification in the scope of their activities; and

- (2) the strengthening and expansion of Union Boards' activities.

Increase in Circle Officers

83. We recommend that Circle Officers should be increased to one per thana. Their main function will consist in planning in detail the development work of their Circle, and in co-ordinating directly the activities of any technical officer operating within this area. Local technical officers will be in the same relation to Circle Officers as their District superiors will be to their District Officer. As these technical officers may for some time to come be few and far between, the Circle Officer will be mainly concerned with guiding, encouraging and helping Union Boards, Co-operative Societies and Pallimangal Samitis, and stimulating them to make use for themselves of the techniques and services made available by Government. Like the District Officer, he will prepare a Circle plan for his *elaka* to facilitate achieving his various targets, which will have been set him by the District Plan, of primary schools, dispensaries, minor irrigation schemes, tank improvement, etc. So long as the Bengal Agricultural Debtors Act remains in operation, he should be the local Debt Settlement Officer and will find much of his time occupied as an agent for the Local Self-Government, Rural Indebtedness and Co-operative Credit Departments. He will still have to act as a General Information Bureau of the Government.

84. It is a sound principle of organisation to cut out of the chain of authority or of reporting any link which does not contribute either to action or information. The extent to which the application of this principle will make it possible for the Subdivisional Officer to be bypassed in correspondence between the District Officer and the Circle Officer is a matter for detailed investigation which we recommend as one of the first tasks of the Organisation and Methods Division.

85. We have considered whether, with a much reduced geographical area, the Circle Officer could undertake the hearing of 2nd and 3rd class complaint cases sent to him by the Subdivisional Officer, and the collection of Government dues. It would be an obvious advantage if it were possible without incurring expenditure on the provision of separate staff for the purpose, to decentralise to the Circle level the trial of some cases (we would in any event exclude police cases) and the collection of Government dues. Apart, however, from the fact that to combine the functions of magistracy and dues collection with that of development offends against the principle of homogeneity, we are anxious not to burden the Circle Officer with duties which will seriously interfere with his prime task of pursuing and co-ordinating development activities. Whether such serious interferences would be involved is a matter for examination, and we propose that the point be included in the investigation we have recommended in the preceding paragraph.

Strengthening of Union Boards

86. No improvements will be lasting unless the villager himself comes to understand and feel the want of them. The more actively he participates in Rural Reconstruction, the quicker and better will be the results. Local Self-Government can hardly be said to have proved itself very successful yet in Bengal, but the Union Boards seem to us the most promising of these institutions. We visualise these Boards as becoming definitely a more active agent in the development work both in the activities they undertake and in their influence on village life. Obviously, at higher levels—Government and District—it is possible to have considerable specialisation. However, if each Technical Department were to be provincialised to include technical officers in every Union, the cost would at present be excessive. On the other hand, a Jack of all Trades is master of none. We propose to strengthen the Union Boards so that they can become the basic unit of administration in the Province. Union Boards should have a full-time Government paid clerk (a Jack of all Trades and the last officer in the development chain) and, at the same time the Members of the Board should begin to specialise in the promotion of some or other of Government activities—education, public works, sanitation, etc.

Summary of Proposals for the Organisation of Provincial Development

87. We believe the above proposals taken as a whole are the best that can be devised in the particular circumstances of Bengal for facilitating the development of the Province's human and physical resources. For the first time there is a direct line of authority in development matters from the Cabinet to the Union Board. Moreover, at each stage development is viewed as a whole, and provision made for the proper co-ordination of all its aspects. We have provided a solution to that problem which is a regular source of friction—the integration of administrative and technical staff. Hitherto, the attempts of Government to reach the villager have not been particularly successful. We have constructed a ladder to bridge the gap which should be both serviceable and economical.

88. The formulation of the Provincial Development Plan and the execution of its individual parts will thus proceed along the following lines:—

(1) Departments of the Secretariat work out the proposed functional policy for the Province, i.e., *what* is to be done in Health, Agriculture, etc.

(2) Development Board:

Point out necessary modifications to ensure a co-ordinated Provincial Development Policy, i.e., integrate the "*whats*".

- Propose how functional plans should be turned into District Plans, i.e., *where* and *when*, and *at what rate* the Provincial Development policy should be put into execution in each District.
- (3) Cabinet decide on the policy they wish to adopt in general, based on the examination of the problem by the Development Board.
 - (4) Executive Departments work out the "how", and instruct their own Technical District Officers or Inspectors.
 - (5) Development Board interpret Cabinet policy into individual District Plans for issue by the Chief Secretary as general instructions to District Officers; this will form the Development Target for each District—what is to be done and the time by which each part is to be completed.
 - (6) District Officers prepare District and Circle Plans with advice of Technical Officers and Local Authorities.
 - (7) Technical Officers and Local Authorities proceed to execute their part of the District programme (*how*).
 - (8) Circle Officers plan and supervise the rural reconstruction of their *elaka*.
 - (9) District Officers control progress of their plans, and report to Chief Secretary; District Officers also forward progress reports from Technical Officers to the Departments concerned, so that the latter can follow the progress of their own activities for the Province as a whole.
 - (10) Chief Secretary lays District Progress Reports before Development Board for examination and comment, and then before Cabinet.
 - (11) Ministers supervise the progress of their respective Departments and in Cabinet review the progress of Provincial Development as a whole.

B.—STRUCTURE OF DISTRICT MACHINE AS A WHOLE

The Burden on the District Officer

89. It may be argued that to charge the District Officer with responsibilities for law and order, collection of revenue, co-ordination of all "nation building" activities, civil supplies (a temporary charge) and general administration (by which we mean what is left over of Government activities in the District outside the four groups of duties mentioned) is to impose upon him a task which only a superman could bear.

90. Part of the answer, at least, is that he has all those responsibilities already and to give him that control over technical departments which we have recommended lightens rather than adds to his burden. It is true that he will combine the seemingly

incompatible functions of a police man and a tax gatherer with the beneficent activities of promoting the welfare of the people: and that, as we have already indicated, the combination of non-homogeneous functions in a single executive or operating group is normally regarded as unsound in principle and in practice, although it is accepted that such a combination may work satisfactorily in special conditions. We have given reasons why we think that the present conditions in Bengal constitute special conditions in this context, though the difficulty of having to train officers for magisterial and revenue work seriously reduces the effectiveness of the staff at the disposal of general administration.

91. But we have no doubt that as the numbers of Technical Officers in the Districts increase and nation building activities correspondingly expand, it will be necessary sooner or later to hive off Development activities from those of law and order, etc. By that time it will have been necessary to transfer to the separate Development Officer powers now vested in the District Officer as Magistrate and Collector.

Organisation of the District

92. We conceive the problems of District organisation in the foreseeable future to be fourfold. First, to secure a set up which will at one and the same time facilitate the separation in due course of Development activities from the rest and give the District Officer a better control over the multifarious duties assigned to him. Second, and to some extent this is involved in the first, to give the District Officer an adequate staff, both as to quantity and quality. Third, to relieve him of duties which he can shed without detriment to, and indeed to the advantage of, the discharge of his main functions. Fourth, to give him greater delegated authority from Headquarters on matters of relatively unimportant detail, which at present consume a disproportionate amount of his time and energy.

Five Main Divisions of the District Office

93. The work of the District Officer falls into five clearly defined groups—

- (i) Law and Order.
- (ii) Collection of all Revenues and Government Dues.
- (iii) Development.
- (iv) Civil Supplies.
- (v) Services, i.e., activities carried out on behalf of any Department of Government (e.g., information) or on behalf of the District itself, Treasury work, etc.

94. We contemplate that the District Office of the future will be organised into these five groups of activities. Where work justifies, each group would be in charge of a separate officer directly responsible to the District Officer for the efficient administration of

his group of activities. Where the activities of one group do not provide a full day's work, an officer may take charge of two or more groups, though the activities of each group must be kept strictly separate, and in no circumstances should an officer share responsibility for one group with another officer. Such an organisation does not of itself postulate any increase in the numbers of the existing staff.

Grading of the Principal Posts in the District Office

95. The rank of these immediate subordinates of the District Officer may well vary from district to district. For example, "Collection of all Revenues and Government Dues" might in one district be of such importance that an officer of the status of an Additional Collector would be required, while in another district, a Deputy Collector might adequately discharge the task. "Law and Order" might need an Additional District Magistrate in one place, and a Senior Deputy Magistrate in another. What is necessary is that the ability of the officer in charge of each group should be sufficient to enable him to discharge satisfactorily the normal work in that group; and that his experience and sense of responsibility should be such that he can recognise those problems which he should solve himself, and those upon which he should consult the District Officer.

96. Treasury work varies greatly from district to district, and in some districts it is a very full day's work for a senior officer. Where this is so, there will be a separate Treasury Officer, with another officer in charge of the other "services". Where Treasury work is not a full day's task, we consider that the Treasury Officer should be responsible for all other "services" also. The officer in charge of the Treasury and, where there is one, the officer in charge of the "other services" will be directly responsible to the District Officer.

97. We visualise that the immediate subordinates, no matter what their status, will carry the maximum possible delegation of authority from the District Officer, though the latter will remain ultimately responsible to Government for the activities of his subordinates. Even if the subordinate has the status of an Additional District Magistrate, he will be answerable to the District Officer, and will not be an independent authority.

Additional assistance to the District Officer

98. We have already recommended an increase in the number of Circle Officers and in the preceding paragraph we have suggested deputies in charge of all the main divisions of his office. The majority of District Officers favoured the addition of a gazetted officer as Personal Assistant to their personal staff. The majority of the Committee are opposed to this, believing that the interposition of a gazetted officer between the District Officer and the public will

impair that direct access to the District Officer which is considered so necessary. They believe, too, that the Personal Assistant would be resented by the District Officer's principal deputies, who would suspect him of screening the submissions made by them to the District Officer. One of our number, however, who has served as, and been served by, a Private Secretary, strongly supports the majority view of District Officers. He is convinced that a good Personal Assistant will be invaluable to a District Officer, ~~and~~ believes that there will be no difficulty in so arranging matters that the resentments feared by his colleagues will not arise. Moreover, he points out that a junior Bengal Junior Civil Service or Bengal Civil Service officer would obtain a most useful training while serving as Personal Assistant, the term of which should be limited to three years. But, while we are not at one over the question of a Personal Assistant, we are unanimous in thinking that the single confidential clerk allotted to the District Officer is not enough. A District Officer's working day is much longer than that of the clerk and he needs a minimum of two people on his personal staff, one a shorthand knowing confidential clerk and one a stenographer.

99. This additional staff will be a powerful reinforcement to the District Officer in the discharge of the task which confronts him. But this is not enough. There is at present too little specialisation by officers comprising the District Officer's superior staff. Deputy Magistrates for example divide their time between trying cases, revenue duties and general administration. This accounts, to a large extent, for the heavy delays in the dispensing of justice, which is common to most Districts. This is a subject to which we shall return in a later chapter.

100. A related point is the dual capacity in which the Sadar Subdivisional Officer is expected to serve. The original case work in the District Headquarters Court is Subdivisional work, and yet the Magistrates trying the cases also perform other duties of a strictly District nature. In principle, no post should cover different areas of jurisdiction, and we therefore recommend that the Sadar Subdivision should be regarded and treated as quite distinct from District Headquarters and should operate like an outlying Subdivision.

District Officer to be relieved of certain duties

101. In spite of all the help which can be given him by way of improved organisation and more and better staff, the District Officer and his principal deputies will still have a very heavy load to carry, and we have been concerned to examine whether there are not duties at present assigned to them which they could shed without detriment to the discharge of their main functions. One or two witnesses suggested that District Officers should be relieved of all responsibility for the Treasury. We have felt unable to accept this view, believing that it is a natural and important duty

of a Collector to be responsible for the Treasury. At the same time, we believe that some of the rules governing the Collector's responsibility are unduly exacting and impose upon him duties which it is unreasonable to expect him to perform. We refer particularly to the rules relating to the scrutiny of accounts and returns and to his counting of the Treasury each month. When the Treasury could be counted by weighing the coins, the task was a relatively easy one, requiring only an hour or so. Now that the contents of the Treasury consists of notes, it is a very different matter. A test check at one Treasury showed that it would take 172 hours to count its contents according to rules. We suggest that the rules should be amended.

102. There are, however, two directions in which some relief might be given. We refer to the hearing of appeals in cases from second and third class magistrates, and to the District Officer's duties as District Registrar.

(a) Although it is of value to the District Officer to examine the work of his subordinate magistrates, and although we would stress the importance of regular scrutiny of returns and of case records, we consider that appeals in second and third class cases might well be heard by the Sessions Judge and his subordinate judges. The Judges could readily bring to the District Officer's notice any instances of serious incompetence or miscarriage of justice.

(b) Secondly, we see no reason why the District Officer should perform the duties of District Registrar, and should remain within the chain of the Registration Department. We recommend that the Department should provide its own District Registrars, and that these officers should be in the same relationship to the District Officer as, for example, the District Agricultural Officer or other district head of a technical department.

Greater Delegation of Authority to the District Officer

103. The fourth way in which relief might be given to the District Officer is to accord him a greater measure of delegated authority from Headquarters. At present he is required to seek higher approval in a variety of matters which have no financial or administrative significance and which he might well be authorised to dispose of on the spot. We propose to deal with the question in greater detail later.

C.—SIZE OF DISTRICTS

No fixed Formula

104. There is clearly a limit, although there is no clear limit, to the size of a District. Several witnesses tendered evidence to

the effect that most of the Districts in Bengal were too big for effective administration. Some of them thought a population of about a million represented as much as a District Officer could handle, others, that $1\frac{1}{2}$ million was about right, and most of them thought that 2 million was the outside limit. Apart from the fact that it is impracticable to redraw the boundaries of all the Districts in the Province, it is not possible to find a formula which enables one to fix with precision the ideal size of a District. So much depends on the density of the population, the topography of the area and the nature and state of its communications. If, for example, the network of roads in the Province is, as we expect, greatly extended and improved in the post-war period, Districts which are now difficult to administer satisfactorily will become perfectly manageable.

Some Districts too large

105. What is a manageable size of a District is a matter of judgment rather than of formula, and, except that we would add 24-Parganas, we see no reason, in spite of the growth of population in the interval, to dissent from the judgment of the 1913-14 Bengal District Administration Committee, that the only Districts which call for subdivision are Mymensingh, Midnapore, Dacca and Bakarganj. The problem of 24-Parganas will be solved if the proposals affecting the District which we have made elsewhere in the Report are adopted.

D.—MISCELLANEOUS

The Sunderbans of the 24-Parganas

106. The problems of the Sunderbans in the 24-Parganas give rise to matters of such general and pressing interest, and serve as so outstanding an example of the dangers of un-co-ordinated development, that they call for special treatment.

107. When Government granted leases to the Lotdars, it imposed upon private individuals a responsibility which should have remained with the State, with the result that no matter what profits the Lotdars might derive, no part of them came to the public. If there were losses, then the losses would have to be made good at some one else's expense; the State had no concern—it had farmed out its liabilities along with its rights.

108. The Lotdars had the jungles cleared and the rivers confined by high embankments; and labourers were imported to sow the crops and to gather in the harvest. There were no schools and no hospitals; the Lotdars were generally absentees, as were many of their sub-tenants, and there was no thought of improving social conditions. In the Settlement Report it is written that drinking water has often to be fetched some ten or twelve miles. The Famine revealed the wretched conditions in which the labourers—mostly landless—lived; while more recent floods have shown how little

reliance can be placed on absentee landlords for the proper maintenance of the embankments. Apart from some isolated Forest offices and thanas there is no administration in the southern portion of the Lots, yet this area is not much more than fifty miles from Calcutta.

109. The problem has another aspect, namely, the silting of the river beds, which compels the building of even higher embankments, to the ever-growing menace of the countryside. This silting of the rivers means that the natural drainage is interfered with, and, south-east of Calcutta, between the city and Port Canning, there is a large and expanding flooded area. We are told that in the opinion of the Engineers of the Irrigation Department this flooded area will increase many-fold if no action is taken within the next decade.

110. The problems are difficult, but their solution will grow more difficult with the passing of time. The improvement of the conditions in which the people live can be taken up immediately; the big thanas can be divided; floating dispensaries can be introduced, moving in accordance with fixed, well-advertised programmes; the temporary famine hospitals can be made permanent; and others can be built. There should be hospitals for animals, and suitable accommodation should be constructed so that the departmental officers may live, without undue hardship, in the heart of their jurisdictions. These improvements will cost money, but they are long overdue, and should have been made simultaneously with the reclamation of the land.

111. Although measures of this type will do something to improve the conditions in which the cultivators live, they will not overcome the problems which arise from the fact that the leaseholders appear to have neither the inclination nor the means to effect large-scale improvements. The multitudes of co-sharers cannot even agree about the repairs to a sluice gate, let alone about major development. We therefore advise that the subsisting interests of all rent-receivers be acquired by the State at once. The problems of the locality are so urgent and so special that one of our members considers that the Sunderbans should be formed into a separate district, thereby not only affording some relief to the overloaded District Officer of the 24-Parganas, but also ensuring that the area receives specialised attention. The rest of us incline to the opinion that, for the present, it would be sufficient if a special officer were appointed who, under the control of the District Officer of the 24-Parganas, should be responsible—

- (a) for the supervision of the introduction of the improvements which we have suggested above;
- (b) for the formulation of a scheme for the further improvement of the area; and
- (c) for the speedy acquisition of the interests of the rent-receivers.

112. We would also suggest that the Irrigation Department should take in hand the preparation and execution of comprehensive plans for the early draining of the water-logged area near Calcutta. There are few fields in which General and Technical Administration could find greater scope than in the removal of the social disabilities from which the cultivators in the Lot area suffer, and in the improvement of the rapidly deteriorating land between Calcutta and Port Canning.

Post of Commissioner to be abolished

113. It will be convenient at this stage to deal with the question of Commissioners, who occupy a half-way position between the Headquarters of Government and the Districts. Our recommendation is that they should be abolished.

114. We need hardly say that we have not lightly decided to recommend putting an end to an institution which has existed since 1829 and which, in the past, has played, in various roles, a most important part in the administration of Bengal. The reasons for our recommendation are briefly as follows:—

- (i) With the growth and complexity of Governmental activities, the Division is much too large an area to be an effective unit of administration.
- (ii) As supervisory authorities over the work of the district, as Appellate Revenue Bodies and as administrators of various statistics, Commissioners are disproportionately expensive.
- (iii) As a bottleneck between Departments of Government and District Officers and *vice versa* they tend to retard the dispatch of public business. In many instances the Commissioner is a mere Post Office.
- (iv) Commissioners are officers of wide and mature experience and we feel that their experience and advice can be put to better use by being made directly available at Headquarters to Ministers, who, in the nature of things, are less versed in matters of Government than were the Members whom, on the coming of Provincial Autonomy, they displaced.

Distribution of Commissioners' Duties.

115. We have examined the duties of Commissioners and we apprehend no difficulty in distributing them among other Government agencies, either existing or to be created under the proposals made in our report.

116. Commissioners' duties may be divided into three groups—

- (i) Statutory.

- (ii) Those performed under executive orders of Government, including those of supervision over District Officers.
- (iii) Customary duties, such as Durbars, prize-givings and interviews.

117. The third group may be dismissed as of little significance in present-day conditions. In any event, in so far as District Officers cannot take the place of Commissioners under this head, the gap will be more than filled by visits of Ministers to the mufassal.

118. As to (i), these duties are either administrative or appellate. In either case, e.g., Court of Wards Act or the Revenue Sale Law, the duties could be distributed to the Board of Revenue, expanded in accordance with our recommendations made elsewhere in the Report, or to the Collector. So far as appellate functions are concerned, we think that, so far as possible, it should be established that the District Officer should be the final appellate authority in matters decided, in the first instance, by his subordinates, appeals against first instance decisions of the District Officer himself being referred to the Board of Revenue, or, if there are such cases, to the other appropriate Department of Government.

119. As to (ii), namely, duties carried out under executive orders of Government, the more important are (a) supervision of Municipalities and District Boards; (b) inspection of District and Subdivisional Offices. As to (a), in so far as this is not done by District Officers, it will be undertaken by the Inspectorate of Local Bodies which we have recommended elsewhere. As to (b), this will become the function and duty of the Organisation and Methods Division of the Chief Minister's Office.

120. Special arrangements will, doubtless, have to be made for the administration of the Chittagong Hill Tracts, where the Commissioner is acting on behalf of His Excellency the Governor. But, here again, there should be no particular difficulty, the Commissioner's functions as Sessions Judge being transferred to the District Judge, Chittagong, excise being handed over to the Collector, and revenue appeals in general being handled by the Board of Revenue.

121. There remains the point that if Commissioners are abolished, Government will have to consult some 30 people instead of five whenever they want either advice as to probable effect in the Districts of some policy which they are proposing to introduce or a report on the actual effect of some policy which they have introduced. We do not think that there is a great deal in this point. In the first place, it has become increasingly the practice for Government to address District Officers direct, and in any event, it is open to Government to consult, on any particular topic, a selected number of District Officers as an alternative to seeking the views of all of them.

122. After the most careful review of the whole question, we are in no doubt that the time has come to do away with the

appointment of Commissioner as a normal instrument of mufassal administration. Doubtless, in an emergency which required the reinforcement of one or more District Officers in the area affected by the emergent conditions, it would be necessary to appoint a special officer, whether called a Commissioner or not, to help to deal with the situation. We are satisfied, for example, that the Commissioner, Chittagong Division, has been of enormous value in solving the numerous problems arising through the presence of large numbers of troops in his area, and that, if the Commissioner, Chittagong, had not existed already, a somewhat similar appointment would have had to be created to deal with the situation which arose in the area following upon Japan's entry into the war.

Agricultural Crop Statistics

123. Since we have recommended the abolition of the Agricultural Development Department, it is necessary to examine the method by which and the extent to which crop statistics for which that Department are at present responsible should be collected in future. A few lines of background history are first necessary.

124. In other Provinces there is, as explained in Chapter I, a revenue staff going right down to the villages, and this staff furnishes Government with information which enables them to calculate with reasonable accuracy the agricultural yield for the Province for the year. In Bengal, no such staff exists, and the crop forecasts in this Province have tended to be little more than intelligent guesswork and the roughest of approximations. It is true that the Cadastral Survey operations which covered the Province, District by District, during the period 1901-1930, provided, *inter alia*, a statement which was accurate *at the time of compilation* of the acreage under the various crops. The first, and, so far, the only revision of these surveys was completed about three years ago for the District of Faridpur. In the remaining Districts the crop statements are anything from 15 to 44 years old, and, in the meantime, considerable changes may have taken place as a result of the reclamation of waste land, of land previously cultivated having gone out of cultivation, and, lastly, of the substitution of one kind of crop for another.

125. In consequence of the famine of 1943 and of the necessity for fitting in to the All-India Food Plan, it became necessary to obtain a very much more accurate crop statement. The task was entrusted to the Agricultural Development Department, who employed a large temporary, and a still larger part-time, staff for the purpose. The cost was about 50 lakhs. The procedure adopted was to carry out a plot-to-plot survey and from this to compile a statement showing the acreage under the important crops in the Province. The present policy of Government appears to be to repeat the same survey each year.

126. The comparison between the Cadastral Survey and the recent plot-to-plot enumeration is as follows:—

PROVINCIAL COMPARATIVE STATEMENT WITH SETTLEMENT.

(Excluding Darjeeling and Chittagong Hill Tracts.)

	Crop Survey, 1944-45.	Settlement	+ —
	Acres.	Acres.	Acres.
Unculturable waste including water	77,74,532	72,29,850	+5,44,732
Culturable waste ..	42,92,555	53,31,186	—10,38,631
Orchards and others ..	33,23,332	22,22,462	+11,00,901
<i>Cultivated.</i>			
Aman paddy ..	*2,06,97,549	1,90,93,778	+16,03,771
Sugarcane ..	1,73,690	1,64,238	+9,452
Cotton ..	7,664	844	+6,820
Others ..	68,17,610	82,15,944	—14,02,334
	<hr/> 4,30,87,013	<hr/> 4,22,58,302	<hr/> +8,24,711

*Including Siliguri Provincial figure is 2,07,46,275 acres.

127. The cultivated area according to the Cadastral Survey was 27,478,804 acres, that revealed by the plot-to-plot enumeration is 27,696,513 acres. If the latter figures are accurate, it shows an increase during the period of roughly 30 years of only 217,709 acres, which is less than 1 per cent. This is a strikingly low figure, though not wholly surprising having regard to the pressure on the land, which has been a feature of Bengal during the present century. There has been every inducement for the cultivator to bring all possible land under the plough. The figures show that the area under *aman* paddy has increased by about 8 per cent. since the Cadastral Survey. This increase can be explained as partly due to reclamation from waste land, but mainly due to the conversion of jute and other land into paddy land consequent upon the high price of *aman* paddy and the restrictions imposed on the cultivation of jute in recent years.

128. The outturn of crops is the product of the area under cultivation and the yield per acre. It is therefore necessary to have reasonably accurate estimates under both heads. Having regard to the very small increase in the total land under cultivation and the relatively small increase in the land under *aman* paddy as disclosed

by the above figures, there seems little justification for incurring large sums every year on a detailed plot-to-plot survey of the land under the various crops. The very nature of the land in Bengal prevents any very considerable variations in the crops grown upon it, and the possibility of any large reclamation from culturable waste depends on irrigation schemes which are not yet in sight. It is therefore safe to assume that the variation in the areas under the several crops from year to year can only be slight. The annual outturn may, however, be affected by the rainfall or floods or insect pests. Reasonably accurate information on these points can be obtained through the Circle Officers and the Union Board Clerks, the appointment of whom we have dealt with elsewhere. More accurate information will doubtless be forthcoming when the change in the land tenure system recommended by the Flood Commission has been completed and when, in consequence, there will be a complete Revenue staff on the ground. This is not to say that it will not be desirable, at intervals of, say, five to ten years, to check up on the information supplied by the Circle Officers and later by the Revenue staff. Even for this purpose, we very much doubt whether a complete plot-to-plot enumeration will be necessary. A random sampling under controlled conditions, such as have been worked out by the Indian Statistical Institute will give sufficiently reliable figures for all practical purposes.

129. It is relevant in this connection to note that the Government of Bengal have entered into an arrangement with the Institute which provides that the latter shall carry out over two more years a random sampling survey both of the areas under crops and of the yield per acre. The cost of this survey is approximately Rs.7 lakhs a year. One of us would immediately terminate that portion of the contract which relates to the area—as distinct from the yield—but in view of the difficulties in the matter of food supply which are likely to confront both Bengal and India during the next two years, the rest of us do not recommend that, even if it were possible to terminate the contract with the Institute, the random survey of either the area under crops or of the yield per acre should be abandoned. Professor Fisher, whom, as stated in the introduction to the Report, we had the privilege of interviewing, and who examined both the random sampling survey and the complete enumeration scheme, has expressed the view that the accuracy of acreage estimates by complete enumeration cannot be relied upon. It will always be necessary to obtain an estimate of the yield per acre, and such evidence as we have had suggests that crop-cutting experiments under the random sampling system is likely to give the best results.

130. Briefly, therefore, our recommendations under this head are—

- (a) that the expensive plot-to-plot enumeration should be abandoned;

- (b) that acreage survey should continue for another two years under the random sampling technique of the Indian Statistical Institute, one of our number dissenting;
- (c) that thereafter the acreage under crops need only be calculated systematically at intervals of five or ten years;
- (d) that the yield per acre should continue to be calculated yearly by random sampling surveys.

Jute Regulation

131. In the jute-growing areas we do not think that, at any rate for some years to come, the Circle Officers and the Union Boards will be able to undertake the operation of the Jute Regulation Act, and it is therefore necessary to consider under what administrative arrangements this should continue to be carried out. It will be necessary to retain the primary licensing assistants, but we think that the responsibility for the control of licensing, which is a matter for general administration rather than for the Department of Agriculture, should be placed under the Circle Officers who can utilise the primary licensing assistants in their spare time for general administrative duties. This will enable a considerable number of superior Jute Regulation staff to be dispensed with. Indeed, we do not think that any Jute Regulation Inspector or Assistant Inspector need exist below the level of District Headquarters.

132. It is time that we returned to Headquarters.

CHAPTER V

The Machine at Headquarters—The Structure of a Component Unit

133. In the two preceding Chapters we have been considering the Government machine as a whole. In this Chapter we shall examine the structure which is common to most of its component units at Headquarters.

Ambiguity of Terminology

134. Those of us who had no previous knowledge of the way in which the several units of a Provincial Government machine in India work found it at first more than a little difficult to understand. Part of the difficulty is one of nomenclature. The word "Department" is used in two senses. In one context it means a particular Secretariat branch of the statutory entity, the Provincial Government, and in the other an agency "subordinate" to that Government. The point was well put by one of the most experienced of the official witnesses who appeared before us. He remarked that "It is unfortunate that in the Bengal vocabulary the 'Department' has two entirely different meanings. In one sense it means the permanent or semi-permanent staff in direct relations with the responsible Minister; in another sense it means the administrative organisation charged with practical execution of policy and with day-to-day administration of a specialised subject. To my mind the confusion extends to thought as well as to terminology."

Ministries and Departments

135. For the purpose of avoiding possible ambiguity as to which part of the Governmental machine we are referring to, we propose in the rest of this Report to use the word "Ministry" to mean a Branch of the Government in the Secretariat and the word "Department" as meaning those agencies which are in charge of officers now described as "Heads of Department", e.g., the Branch of the Secretariat dealing with Health matters we shall refer to as the "Ministry of Health" and the agency in charge of the Director of Public Health as the "Public Health Department".

136. Another matter which is somewhat puzzling to those of us accustomed to a different scheme of Organisation is the concept that obtains in India of dividing Governmental activities into two almost water-tight compartments—one compartment being those of "the Provincial Government" and the other, and larger, not of Government, but of an agency "subordinate to Government". The former are, using the terminology which we have just suggested, grouped into "Ministries" and the latter into "Departments". The activities or actions of the former are in many cases, treated as those of "Government" not because of their nature but because they

happen to take place in a Ministry or because some Statute or Rule prescribes that this or that shall be done by, or shall be subject to the approval of, "Government". This means that a Department which is well able to perform a particular duty cannot do so without first consulting the Ministry to which it is "attached",—a process which makes, in certain cases, for friction and unnecessary delay. The difficulty is sometimes overcome by resort to what we cannot but regard as the artificial device of making the Head of the Department a "Secretary to Government", whereupon he becomes immediately empowered to do things which previously he could only do after obtaining the approval of the Ministry to which he is "subordinate".

Re-allocation of duties between Ministries and Departments

137. We think that the relationship between a Ministry and its Departments should be re-defined and the duties between them re-allocated. The principles to be followed are in our judgment, briefly,—

- (i) The Ministry should be primarily responsible for policy and the Department for carrying the policy into effect. We have no doubt that, broadly this always has been the principle governing the relationships between Ministries and their Departments, but the principle has with the passage of time been so overlaid by accretions as to be now largely obscured.
- (ii) Nothing should be referred to a Ministry to which they are not in a position to contribute anything except delay, e.g., the Ministry of Commerce, Labour and Industries are in no position themselves to decide whether the provisions of the Factory Act should be applied to a workshop employing 10 persons, yet it is the Ministry which at present has to decide on any such proposal. The matter should be left to the Chief Inspector of Factories.
- (iii) The Ministry should undertake common services and "domestic housekeeping" for the Departments attached to it, e.g., the allocation of office accommodation.
- (iv) The Head of a Department should, subject to the rules governing the conditions of service and discipline of civil servants generally, be given the fullest practicable control over the staff under him. Obviously, in matters affecting him personally, a Head of a Department should not be a judge of his own case and should therefore be subject to the control of the Ministry.

138. Some further clarification and illustration of the first principle are required. While the Ministry should be primarily responsible for advising the Minister on policy questions, this is not to say that Heads of Departments will have no right of, or responsibility for, suggesting changes in policy to meet changing

conditions whether they be actual or foreseen. Conversely, a Ministry cannot wash its hands of all responsibility for seeing that policy is carried out. We have noticed a tendency on the part of the Secretariat to feel that, once they have issued Government orders, further action is entirely and solely a matter for the Attached Office. We hold this to be unsound since the authority to issue an order carries with it the responsibility of seeing that it is executed, and when a Ministry reaches a decision on principle or programme they become automatically responsible for ensuring that its rules are observed and its targets achieved. The *technical* methods of achieving these targets are, of course, a matter for the Attached Office.

139. This is perhaps a convenient place to consider the relative position of the specialist and the administrator (or, to put the matter another way, of the Head of a Department and the Secretary to the Ministry) as advisers to the Minister in charge of the portfolio. In our opinion, and here we respectfully agree with the views of the 1929-31 Royal Commission on the Civil Service in the United Kingdom, the position was correctly stated in a paper read to the "Institute of Public Administration in January, 1923, by Sir Francis Floud, who later became the Chairman of the Bengal Land Revenue Commission. This is an extract from his paper—

"In the first place, they (i.e., specialists) have a right to demand that their advice should be sought. I have known cases in which administrative officers have come to decisions on technical questions without ever consulting the technical advisers of the Department. That is clearly indefensible and may lead to serious mistakes being made. But if the specialists are entitled to be consulted, are they also entitled to claim that their advice must be taken and acted upon? Here, I think, we must distinguish between two different classes of problems. A specialist may recommend that a particular policy should be adopted by his Department. In such a case he is not entitled to claim that his advice must be taken. Wider considerations than the intrinsic merits of the proposal have to be weighed, and it may be found that what is desirable is not expedient, and that consequently the advice of the specialist must be rejected.

The other class of case is where a policy has been decided on, and a question arises as to the best method of carrying it out. If such a question raises technical issues the specialist advisers of the Department must be consulted, and in such a case their advice ought, save in very exceptional circumstances, to be taken."

140. Sir Francis Floud was, of course, writing about the Governmental Organisation in the United Kingdom, where executive departments are inside the Ministry and not outside as in India, but the principle remains the same.

Application of Principles

141. We cannot attempt here to do more than indicate in the list given below how the duties should be distributed between a Ministry and its Departments in accordance with the general principles discussed in the preceding paragraphs. The list is illustrative rather than exhaustive but gives, we think, the background against which to work out the problem in individual Ministries:—

142. The Ministry should be responsible for—

- (i) Formulating the Ministry's general programme.
- (ii) Preparing the budget for discussion with the Finance Department.
- (iii) Submitting its plans to, and participating in the discussions of the Development Board.
- (iv) Deciding the policies and principles to be employed in the execution of the programme, and the conditions under which certain aspects of it, e.g., grants, will be given effect to.
- (v) Supervising the general progress of the execution of the Ministry's programme.
- (vi) Watching the progress of expenditure against budget provision from *every point of view*.
- (vii) Modifying the programmes and making any consequent budget reappropriations within the *classifications* determined by Finance.
- (viii) Appointing the Heads of Departments and the consequent Establishment work (pay, leave, etc., of these officers).
- (ix) Determining the content of all proposed legislation.
- (x) Dealing with all political and Assembly and Council questions.
- (xi) Allocating of office space and domestic house-keeping, both for itself and its attached Departments.
- (xii) Nominating individuals to attend Conferences summoned by the Government of India or the Provinces.

143. The Head of the Department will be responsible for—

- (i) Proposing at the beginning of the budget period the Departmental activities for the ensuing year.
- (ii) Formulating a first draft of the Department's budget.
- (iii) Acting as technical adviser to the Ministry.
- (iv) Carrying out the research and experiment programme and improving the Department's techniques of work.
- (v) Training the Department's officers in these techniques.
- (vi) Inspecting the execution of work by Departmental District staff.

- (vii) Allocating grants according to rules, making budget reappropriations within prescribed limits.
- (viii) Making within approved rules all appointments, confirmations, postings, transfers and promotions of all subordinate officers, including also sanctioning leave and making acting arrangements.
- (ix) Exercising disciplinary powers over all subordinate officers according to rules.
 - (x) Advising the Public Service Commission concerning promotions.
 - (xi) Advising the Minister on nominations to be made by Government to outside Institutions.
 - (xii) Sanctioning the attendance of officers at Conferences, other than Inter-Provincial or Government of India Conferences.

144. An allocation of work along the lines proposed above will produce, in many instances, a very different situation from that which exists at present. The work of a Ministry will become smaller in volume but more important in scope: the Department will have much more freedom to get on with its job. A Ministry will be able to concentrate on matters raising issues of policy, principle or politics: a Department will be relieved of the necessity of consulting its Ministry on matters of unimportant detail or on questions with which it is itself better qualified to deal. The general aim should be to confer on Heads of Departments the maximum amount of delegated authority other than in the policy field.

Statutes and Rules

145. We appreciate that the present distribution of duties between Ministries and Departments is, in many cases, the result of the wording of some Statute, or of the Rules made under Statute. So far as the latter are concerned, there would, we imagine, be no great difficulty in amending the Rules so as to achieve the maximum delegation of authority to Departments in accordance with the principles which we have attempted to lay down in this Chapter. So far as Statutes are concerned, we recommend that the necessary legislation should be promoted as soon as convenient. If there is likely to be undue delay in securing the necessary legislative amendments, consideration should be given to the adoption of the admittedly unsatisfactory device of making the Heads of Departments "Secretaries to Government" in respect of a range of functions to be specified in order to secure the objective aimed at. There may well be political or legal objections to the universal application of this device, and this aspect of the matter should be examined by the Judicial and Legislative Ministry.

CHAPTER VI

The Machine—Some of its Headquarters' Components

The Task of the Organisation and Methods Division

146. It was no part of our terms of reference to propose detailed complements and establishments for each Ministry and Department. In any event, it would have been quite impossible for us to have attempted such a task within the time at our disposal. Nor, indeed, have we had time to examine the general layout of all the individual Ministries and Departments.

147. Apart, however, from the time factor as affecting ourselves, Government have, by creating an Organisation and Methods Division already armed themselves with an instrument for the very purpose of working out the detailed organisation which is involved in our general recommendations in the organisational field. In some cases our recommendations will need little elaboration, since they mean merely the transfer of a complete branch from one part of the Government to another, e.g., the Appointment Branch from the Home Department to the Office of the Chief Minister. In other cases, however, an existing Branch will have to be completely disassembled and the individual parts fitted into quite different positions. In yet other cases, the whole internal organisation of a Ministry or Department has become so confused that no mere regrouping of Branches will suffice; what is required is a reshaping of the whole internal structure so as to make it better adapted to achieve the basic objectives with which the Ministry or Department is charged. These two problems are essentially problems which the Organisation and Methods Division was specially created to solve.

148. While, as indicated above, we have, in general, abstained from going into any detailed examination of the internal organisation of the individual Ministries and Departments, we have thought it desirable to offer some comments on the Revenue Department, the Board of Revenue, the Office of the Chief Minister and the Department of the Labour Commissioner. We also propose, for the sake of convenience, to deal in this Chapter with three matters which are not strictly organisation questions but which do closely affect the organisation of the Ministries and Departments which will have to handle them. We refer, first, to the tasks likely to confront the Police Authorities in the post-war period; secondly, to rural indebtedness, and, thirdly, to the Co-operative Movement. The last two pose problems, upon the solution of which the future prosperity of the agricultural community will in no small measure depend.

Revenue Department

149. We have, in Chapter III, recommended the abolition of the Revenue Department, and it is therefore necessary to indicate

broadly how its duties should be distributed. Our recommendations are as follows:—

- (i) All functions relating to revenue and the administration of Statutes dealing with revenue questions should be handled by the expanded Board of Revenue, which we describe below. The Board of Revenue should also take over the Land Records and Survey duties of the Revenue Department, although it will be for consideration later whether these should not be transferred to the Land Reform Ministry, which we have earlier proposed should be set up.
- (ii) We have recommended elsewhere that the Office of the Chief Minister should be responsible, *inter alia*, for common services rendered to Ministries and Departments, for general administration and for establishment questions. It follows logically that the Office of the Chief Minister should take over from the Revenue Department such functions as those of Land Acquisition, determination of boundaries, provision of office and residential accommodation required for the purposes of general administration, the allotment of funds for general administration, and appeals of Government servants against departmental orders.
- (iii) All matters relating to loans and famine relief should be transferred to the Ministry for Agricultural Credit (and Local Self-Government).

Board of Revenue

150. Though the Board of Revenue was first constituted in 1772, it took a permanent shape in 1786 in accordance with the instructions of the Court of Directors with one of the members of the Government as President, with powers to sanction all land settlements and to give direction to the Collectors in all matters connected with collection of revenue. After undergoing several changes, the Board was finally constituted in 1871 with two members and two Secretaries and with powers to sit jointly or singly.

151. In 1909 with the creation of an Executive Council of Bengal, the Government of India proposed the abolition of the Board and suggested that a member of the Executive Council might take over its duties. This proposal was opposed by the Government of Bengal and finally the Secretary of State vetoed the proposal in 1912. As a result of the decision the Bengal Board of Revenue Act, 1913, was passed providing for one member only, and the Board is so functioning at present. After the introduction of the Provincial Autonomy all powers previously exercised by Government to entertain appeals and revise decisions in Revenue cases were transferred to the Board.

152. As at present constituted, the Board of Revenue is practically the Head of the Land Revenue administration and the final Appellate Court in all revenue matters under the provision of section 296(2) of the Government of India Act, 1935. The Government has thus been divested of appellate jurisdiction but still retains the charge of the administration of certain Revenue Departments, such as Excise, Opium, Salt, etc.

153. After giving the subject our fullest consideration, we have come to the conclusion that the Board of Revenue should be strengthened and should become, as it has always been meant to be, the Executive Head of all revenue earning departments and remain in charge of all matters connected with revenue. It should also be the final appellate Tribunal in revenue cases. Now that we have recommended the abolition of Commissioners, all the supervisory functions of the latter over the district administration in relation to Revenue matters will have to be performed by the Board. Some of the Revenue subjects which are still under the direct charge of the Government, such as Excise, Opium, Sales Tax, Agricultural Income-Tax, etc., should now be made over to the Board of Revenue, which should be in the Finance and Revenue Portfolio.

154. As a necessary corollary to the above suggestion, we recommend that the Board of Revenue be strengthened by the addition of two more members. The Senior Member will be the appellate authority, and will normally sit singly; though the Board may, if occasion arises, sit jointly. We suggest that the salary of the Senior Member should be Rs. 3,750, as at present, and that the other two Members should receive either grade pay, or pay in the selection grade, in accordance with the scheme we propose in a later Chapter. There should be no special pay for such members.

155. With the increase in the membership of the Board, it may be necessary to appoint an extra Secretary; the volume of work must be left to decide whether such an appointment is unavoidable; and the status of the incumbent may be similarly determined.

156. It is suggested that all Members of the Board of Revenue should be also Secretaries to Government, and that they should approach the Finance and Revenue Minister direct, without going through the Finance Secretary, save in matters with which he is vitally concerned.

Office of the Chief Minister

157. Apart from its all-important duties of securing, under the Chief Minister, the co-ordination of the activities of the Nation Building Ministries and Departments, we conceive the functions of the Office of the Chief Minister as falling into four groups, namely,—

(i) *Organisation and Methods Division*.—This Branch should be responsible for the proper construction of the machine. It will, for example, advise on the most

appropriate location within the Government machine of any new activity which the Cabinet may decide to undertake. It will help each Department to improve its own organisation structure, i.e., the distribution of functions and the allocation of duties to each post. It will work out the simplest procedures by which these duties will be performed; it will design necessary forms and approve demands for office machines and equipment; it will prepare the office layout; it will also measure the volume of work and suggest methods of control.

- (ii) *Establishments*.—This branch will be responsible for determining the principles governing the staffing of the machine. It will advise on cadres and conditions of service; it will examine proposals for pay, allowances and pensions; it will also administer the Communal Ratio Rules. Besides determining these principles, Establishments will also fix standard prices and rates of supply for all goods and services common to most departments, e.g., the yardsticks governing the engagement of temporary staff, and the scale on which uniforms should be supplied. It will concern itself with ensuring that the requisite number of candidates are educated for, attracted to, and trained for the work of the Civil Service.
- (iii) *General Administration*.—This branch should be responsible for the practical application of the above principles and rules to officers engaged in General Administration at headquarters and in the mufassal. It will, thus, appoint officers to the Bengal Civil Service and Bengal Junior Civil Service, post and transfer them, etc. It will prepare the Budget estimate for General Administration.
- (iv) *Common Services*.—Finally there will be a group of common services, which the Chief Minister's Office will perform on behalf of all Departments, varying from the supply of stationery and furniture and allocation of office space, to such important matters as the acquisition of land and advice on publicity and propaganda.

Labour Commissioner

158. We consider that labour problems will occupy a more prominent position in the business of Government than they have hitherto done and it is therefore necessary to build up without delay a staff to deal with them which will be adequate in quantity, in status and in expert knowledge.

159. The Commissioner of Labour is, in addition to the normal duties of his post, Chairman of the National Service Labour

Tribunal, Chairman of the Unskilled Labour Committee, and Secretary to the Board of Economic Enquiry. We are advised that the National Service Labour Tribunal alone provides whole-time employment and we are not convinced of any necessity to combine these Central Government duties with those of the Provincial Government's Commissioner of Labour.

160. Apart from this, it has been made clear that too much is being demanded of the Commissioner personally. He has business, for example, with the heads of large firms on labour matters, but it is neither practicable nor necessary that all discussions on such matters should be with the Commissioner in person. On the other hand, such negotiations cannot be conducted with an assistant to the Commissioner, who cannot by his training, and status meet the firms' representative on level terms. It appears therefore as an organisational defect that the Commissioner has not got sufficient high-power deputies to whom much of his work can be delegated, leaving him free to have a general control over the whole work and to take into his own hands only such matters as demand his personal attention.

161. It has been suggested that Government should recruit from the United Kingdom officers with wide experience of conciliation work there but experience in the department indicates that the alternative scheme is more likely to be successful, that is to say, instead of bringing out officers with experience of conciliation work but no knowledge of Bengal conditions, officers with full knowledge of local conditions should be sent to England for training in conciliation work, and we commend this to Government.

162. A suggestion has been made to us that the department, in dealing with disputes, works towards the attainment of certain objectives in the field of labour conditions to the detriment of unbiassed conciliation, and therefore it was urged that the formulation of objectives should take place elsewhere than in the office of a department whose main task is conciliation. Policy is laid down in the Ministry and we do not think it practicable to have an officer enforcing policy and an independent officer undertaking conciliation without regard to that policy. Conciliation must in fact be in line with policy but, clearly, the officer doing conciliation must be of such status and experience in handling disputes that he will be above suspicion of favouring either party beyond the dictates of Government's policy and fair dealing.

Police

163. The stress we have laid elsewhere in the Report on the growing importance of development activities must not be construed to imply that we regard the maintenance of order and the investigation of crime as likely to be less important than heretofore. Rather we take the contrary view: as other activities grow

the need for investigation and suppression of criminal activities become far more insistent, while events in the comparatively recent past indicate that there can be no relaxation of the preparedness to deal promptly and firmly with all breaches of the peace.

164. On the side of criminal investigation, it has been impressed upon us that the force available for the purpose is inadequate and is in fact only able to investigate a fraction of the serious crime reported. This is particularly marked in the case of dacoities in the riverine tracts where half the dacoities are perforce ignored. Riverine thanas have been abolished and these we consider should be restored and an adequate force with suitable transport provided for the pursuit of offenders and the detection of crimes.

165. Police work is further hampered by the considerable delays in trying criminal cases. Not only do many attendances in court waste the time of police officers, but the delays are sometimes so serious that witnesses evade appearance and when, finally, they do attend, have forgotten a material part of the facts which they are expected to affirm. The police, however, themselves contribute to these delays by citing excessive numbers of witnesses and by failure to proceed with a case involving several accused until all have been arrested. We deal elsewhere with magisterial delays and would only say here that more witnesses should not be called than are necessary to establish the case and that a case should proceed at once against the accused under arrest when the apprehension of all of them is likely to involve delay.

166. A further difficulty is the inadequacy of the police staff for the prosecution of offenders in court. We think that the legal profession offers a suitable field for the recruitment of additional prosecuting inspectors or sub-inspectors. Such officers would not of course be available to be drafted to other police duties but would be employed solely as public prosecutors.

167. We have not concerned ourselves with the internal organisation of the police or with the distinction between the Bengal Police under the Inspector-General and the Calcutta Police under the Commissioner. But while we understand that the Commissioner considers his reserve inadequate on account of the extensive escorts and guards to be provided, we received a suggestion that the armed reserves of the Calcutta Police and of the Bengal Police in the Calcutta industrial area should be combined. We see no case for any reduction of the police, but we believe that the combination of these reserves into one force for use over the whole of what is commonly called Greater Calcutta and disposable by agreement between the Commissioner and Inspector-General, would permit of a greater use being made of the whole, and would in that way be more economical. We accordingly commend this suggestion to the Government.

168. We are informed that, while the force is inadequate, there is difficulty in obtaining recruits. In so far as this is attributed to the counter-attraction of high pay offered by war contractors and others and of the fighting and ancillary services, we can only regard the difficulty as a transient one.

169. The further point that pay scales are inadequate cannot easily be distinguished from the first and we can express no opinion on it, but, if, after the temporary considerations have ceased to operate, it is still found difficult to recruit on existing scales, we recommend that Government should consider as an alternative to a material all-round increase, the provision of proficiency pay which would give a higher rate of pay to all those who exert themselves to reach a certain standard of efficiency.

170. We are informed that the police are inadequately armed, particularly having regard to the likelihood that considerable numbers of the most modern small arms weapons will, as a result of the war, have found their way into improper hands. We have not enquired into this in any detail, but if Government are to get the fullest value from this force, it must be supplied with the most suitable weapons available in sufficient quantity.

171. Prompt action by the police must necessarily be handicapped by the very poor communications available to them, so that prompt action at a distant place is well-nigh impossible. Improved roads and more motor transport by road and river will contribute something, but we wish also to recommend the provision of small wireless sets for communication between headquarters and outlying stations.

172. In regard to the housing of the force, we consider that adequate police lines should invariably be provided. We visited the police lines at Mymensingh where the district reserve is well provided for. Unfortunately, we were told that those lines were rather regarded as a show-piece and were much above the average of district police lines. We consider that there is nothing extravagant about the Mymensingh lines and that all police lines should be up to this standard.

173. It has been suggested that the police should take over fire services from the A.R.P. Organisation throughout the Presidency. We do not wish to express an opinion whether the police or any other agency should take them over, but we do express the view that it would be unfortunate if the fire services now operating were broken up as soon as the A.R.P. Organisation is disbanded.

Rural Indebtedness

174. The plans being laid for rural development involve turning the whole battery of Government Departments on to villages in order to raise the standard of life there, and among the problems to be faced is that of rural indebtedness. We feel that we are not

called upon to offer a solution for that problem, but may usefully consider its nature as it is one with which the administration must be prepared to deal for some time to come.

175. The Banking Enquiry Committee estimated the quantity of this debt in 1930 at one hundred crores. We understand that, during the following decade, when prices slumped, it became a heavier burden on reduced crop and land values, while during the recent period of high prices, there has been some clearance. Direct action has been taken against it by the operation of Debt Conciliation Boards set up under the Bengal Agricultural Debtors Act and in disposing of 28 lakhs of cases, 50 crores of debt have been reduced to 18. We have been informed, however, that in many cases the instalments of repayment of the scaled down debt are not being paid and that, as a result of this legislation, credit that was previously available to *raiyats* has largely dried up.

176. We consider that the problem of rural debt cannot be solved or even considered apart from rural credit and other factors of village finance and wealth. If agriculture for any reason becomes more profitable, the burden of debt is reduced, and if agriculture can be financed on easier terms, again the *raiyat's* position is eased.

Rural finance is provided from four sources—

- (i) Co-operative credit.
- (ii) Agriculturist and Land improvement loans from Government.
- (iii) Credit sales of agricultural requirements by the Agriculture Department.
- (iv) Private moneylenders and bankers.

177. We deal subsequently with the co-operative organisation and need only remark here that it is not at present able to finance agriculture on a large scale.

178. Government's loans have been largely directed to the relief of distress, and though it might be practicable for Government to provide more than in the past, we consider that prompter repayment should be insisted on, but, even then, we do not think it practicable or advisable for Government itself to attempt to finance agriculture fully.

179. Credit sales of the Agriculture Department are on the whole not a very material contribution to the need.

180. So long as agriculture is carried on largely on advances, it is quite necessary that non-Government sources of finance should be restored. The provisions of the Bengal Agricultural Debtors Act may have given some temporary relief, but legal restrictions on moneylending and the arbitrary reduction of legal dues have the effect of reducing credit and of making the terms of unavoidable

borrowing more onerous. We consider it will have no lasting benefit if a *raiyat's* credit is greatly reduced before attempts are made to educate him more fully in the ways of prudence and simple arithmetic. We recommend that all cases now pending before debt settlement boards be immediately transferred to special officers for disposal, and that all operations under the Act be concluded as expeditiously as possible.

181. The solution of the problem does not lie in the power of any one department nor will legislation provide more than a small contribution to it. We consider that it can only be solved by the concerted action of several departments to make agriculture more profitable, to ensure adequate finance on the easiest terms practicable, and to provide education in a wide sense.

182. It is primarily for the Agriculture Department to show the way to more profitable cultivation. The Co-operative Department's efforts to ensure a more efficient co-operative credit system and the provision of Government loans under the Agriculturist and Land Improvement Loans Acts will have their influence on other loans, although they cannot for many years expect to meet more than a fraction of the funds required to finance the agriculture of the Province. The education to which we refer, includes of course elementary scholastic education, but it is much more than that. It is idle to blame the money-lender for imposing onerous terms when only a fraction of his loans are repaid, and until the *raiyat* can be made to realise that the terms on which he can borrow depend largely on himself, that, until he has established a reputation for prompt repayment in full, without the expenses of coercion, he cannot hope to borrow on the most favourable terms. The efforts of the Education Department must, therefore, be backed by constant educative propaganda by the Agriculture and Co-operative Departments.

183. In so far, however, as the effort to reduce rural indebtedness requires unitary guidance and the problem calls for centralised guidance and a common policy, we have included, in a single Ministry, all aspects of rural credit, indebtedness and relief.

Co-operation

184. A Co-operative Society is generally accepted to be a voluntary association of persons on terms of equality in order to secure the satisfaction of some common need. Essentially the co-operative movement is an economic one and its history leaves no doubt, whether one looks to the Rochdale Pioneers who started co-operative stores, or to the Raiffeissen banks in German villages, or to the fruit-growers of California, or to the agricultural societies in Denmark, that societies were devised to meet the hard practical difficulties of many poor people. The aim is an economic advantage to the members and "co-operation" is itself one form of business organisation. The fact that successful co-operative

effort produces moral effects fostering thrift, self-reliance, honesty, etc., is a side issue though important enough to influence the policy of Government and to justify some State assistance. These moral effects are elusive and cannot be caught by direct attack but will be secured if the economic problem is successfully pursued by honest co-operation.

185. Co-operation is concerned neither with charity nor politics and attempts to use a co-operative organisation for political ends cannot fail to harm it, equally with the philanthropist anxious to help everybody with some one else's money. It is quite useless to attempt to help *raiyats* or any one else through co-operative banks, credit societies or any other societies, unless the greatest care is taken to see that those banks and societies are conducted in such a manner as to ensure their permanent success and stability.

186. In forming societies account must be taken of the education and mental calibre of the members, not of the few highly-trained individuals who go round and easily persuade them to join societies. One cannot expect a villager to take of his own accord a long-sighted view of his personal finance and deliberately borrow only his immediate minimum needs, use the money frugally and by repaying promptly build up his personal credit so that he is able to borrow again and again to meet short term requirements from an organisation which by his own foresight and business acumen will be so run that it can in fact meet his short term requirements at short notice. He is commonly an uneducated person with little experience outside his village, living from hand to mouth at a low standard.

187. At the central banking level one cannot have, at the present stage, sound management when the business is almost entirely in the hands of the borrowers and, though adequate deposits may be forthcoming whether by the persuasion of departmental officers or in the belief that Government will back up the bank, permanent success cannot be ensured until it is certain that the funds will be properly handled and prompt repayment in full insisted upon. It is in the co-operative spirit that no man should be driven to pay when it is manifestly only possible by reducing him to complete penury, but it can only bring discredit on all concerned if he is not required and compelled to make repayment to the fullest extent practicable. It does not appear in Bengal that recovery has even approached that limit, and misguided solicitude for the borrower appears to have been carried to great lengths by the societies concerned.

188. On the other hand it is clear that a large number of credit societies have obtained a loan, divided it among such of its members as could get a share of it, and have done nothing more about it. It has in fact been further stated that in many cases loans shown to have been disbursed to members never in fact reached them, the cash having been misappropriated by intermediaries in the village.

189. Co-operation is of course not confined to credit organisations and it is capable of application to very many spheres of activity both for producers and consumers. In the former are included various marketing societies while the latter include stores of various type. The organisation of such societies can be justified if a careful examination of the economics shows that they can be expected to run, after meeting all expenses, at a profit to the participants. It is not justifiable to organise societies, which have to be subsidised by Government, merely to cut out middlemen who, in fact, are performing a service commensurate with their earnings. Such subsidies must be justified, if at all, on other grounds, such as the provision of a better milk supply, or assistance to an impoverished section of the community. The organisation of all such societies involves an intelligent and thorough examination of the economics of the situation to ensure that the business has the requisite prospect of success. Slapdash methods only achieve success by chance.

190. To make a success of a co-operative society four provisions are therefore necessary—

- (1) The objective must be economically practicable.
- (2) There must be a few persons with sufficient energy, knowledge, education and honesty to conduct the affairs of the society adequately and willing to do so.
- (3) There must be persistent tuition and propaganda until the prospective members, and indeed members, realise the rudiments of co-operative principles, which are, in our view, clearly set out in Calvert's book (*The Law and Principles of Co-operation*): they must understand what the object of the society is and how it is to be achieved.
- (4) There must be adequate supervision over the business of the society to ensure that it is running on sound lines and that everyone concerned is attending to his business.

These are the basic requirements to ensure a passable standard.

191. The movement in Bengal is at present at a low ebb. One cannot obliterate the past and start again. Even if all existing societies were liquidated and a fresh start made the stigma of failure and discredit in the co-operative field would remain as a handicap on future effort. Nor is there any substitute for co-operative effort, and the organisation of agricultural banks strictly on the lines of the *Credit Agricole* in Egypt would only cover a part of the field. We understand however that a proposal to modify the constitution and business of the existing apex and central banks, incorporating some of the provisions of the Egyptian agricultural banks is being put forward for examination. We have not examined these suggestions in detail but we think them worthy of serious attention.

192. The task ahead is therefore the dual one of reviving what is almost a corpse and of training the co-operative body to take a

more active part in the life of the people. The Co-operative Department which must perform this task is circumscribed as well as empowered by the Co-operative Societies Act and the Rules. Each member of the staff will have his allotted task and we have elsewhere in this report indicated the necessity for training and for providing essential facilities so that he may work efficiently.

193. We wish also to draw attention to Mr. (now Sir Malcolm) Darling's report on the co-operative movement in Bengal and his recommendations. These modest suggestions have not been carried out and while he recommended the appointment of an I.C.S. officer as additional Deputy Registrar not only has that appointment not been made but when the existing Deputy Registrar was appointed as Registrar, the Deputy Registrar's post which he had filled has been left vacant.

194. We have not examined in detail the organisation of this department but we understand that it is at present understaffed and is consequently unable to cope with the 40,000 societies now in existence, and a part of the work of supervision is at present done by supervisors appointed by central banks: these employees are in our view underpaid and ill-equipped to perform this task. We think that better results would be obtained if their status was improved and their work correlated by unitary control with that of the departmental officers. While Credit Societies constitute the bulk of the present organisation and though they are generally simple in form it will require the undivided attention of a considerable staff to nurse them back to efficiency. The non-credit societies on the other hand involve many diverse economic organisational and technical problems. This we consider indicates the desirability of making a clear division of the department below the Registrar's level into a credit side and a non-credit side.

195. Our attention has been drawn to the case regarding the settlement of "disputes" and the view has, we understand, been held that attempts to recover a debt by filing a "dispute" petition before the Registrar are nullified if the debtor admits his debt as there is then no dispute. We consider that this should be put beyond doubt, if necessary by amending the law as has been done in the Bombay and other Acts.

196. The Co-operative Department constantly comes into touch with other departments interested in the welfare of the people and in relation to such departments it must be regarded as in the nature of a service department. When a department is of opinion that the formation of a co-operative society may meet a problem in which it is interested, it is not sufficient simply to say "form a co-operative society" and to throw the whole problem at the Co-operative Department. The Co-operative Department's part is to ensure the application of co-operative principles and the setting up of a sound business organisation but when the problem in question is such as to call for technical knowledge, the department concerned must

supply the technical assistance required and not expect to hand over the whole supervision and conduct of the society to the Co-operative Department.

197. To ensure that the Co-operative Department comes in where it is needed, the Registrar will as occasion arises attend meetings of the Development Board while at the district level it will be for the District Officer to direct the attention of the Assistant Registrar and his staff to particular problems and to see that they make adequate progress but the actual organisation of co-operative societies will remain in the hands of the Co-operative Department. The District Officer cannot, against co-operative advice, direct that a particular society be registered and it is particularly important to avoid the ill-advised hasty formation of many societies as has evidently occurred in the past. It must be realised that co-operation is not a magic wand which will obliterate business difficulties, economic problems and human frailties. A hard-headed Collector with drive could however contribute much both by restraint and drive to the success of the movement, but we consider it quite unreasonable that the District Magistrate or Subdivisional Officer should run any Central Bank. Not only is it unfair to put him in a position which would imply that he has for the affairs of the bank the responsibility which is generally inherent in the position of Chairman of the Board of Directors, but also few District Magistrates have the technical knowledge necessary to direct the operation of a bank.

198. The views we have expressed in this Chapter may be summarised in the following recommendations:—

- (1) Co-operative Societies should be run as sound business concerns—only by so doing can permanent success be achieved or co-operative ideals realised.
- (2) Co-operative Societies should only be formed when there are available persons capable of managing the society.
- (3) Constant educative propaganda should be carried on among the villagers.
- (4) There should be greater strictness in enforcing repayment of loans.
- (5) The preponderating voice of the borrowers in the management of banks should be greatly reduced.
- (6) Non-credit societies should only be formed after a careful examination of the economic and technical problems involved.
- (7) There should be no further delay in carrying out Sir Malcom Darling's main recommendations.
- (8) There must be an adequate trained staff to carry out all the duties of the Co-operative Department.

- (9) The supervisory staff provided by Central Banks should be co-ordinated with the departmental staff under unitary control and its status and efficiency greatly improved.
- (10) The department below the Registrar should be organised in two distinct parts dealing respectively with credit and non-credit societies.
- (11) Non-credit societies should be organised in collaboration with other technical departments concerned; but the supervision of such societies should unless there are very exceptional circumstances remain with the Co-operative Department.
- (12) Co-ordination with other departments will be seen to at the provincial level by the Development Board and at the district level by the District Officer.
- (13) The District Magistrate and Subdivisional Officer should not be required to manage any co-operative bank but the District Magistrate's driving power should be behind the district effort.
- (14) The law regarding disputes should be clarified.

CHAPTER VII

Manning the Machine

A.—PERSONNEL MANAGEMENT

199. However well designed the machine and however skilfully constructed its component parts may be, it will fail to deliver its full power unless it is manned by competent and trained operators.

200. The activities and responsibilities of Government have become, and will increasingly become, such that they require personnel of the highest quality—competent, well trained, skilled by reason of long experience of the duties they are required to perform, loyal, devoted to their duty, of undoubted integrity, and assured of freedom from the disrupting influences of personal and political patronage. It is the purpose of this Chapter to examine how these requirements can be met.

Increased tenure of the higher Secretariat posts

201. It will be appropriate to begin by considering the key posts in the Administration, namely, those held by Secretaries to Government. We are quite satisfied that the system whereby Secretaries normally change every four years or so is ill adapted to present day conditions. The system doubtless worked well enough when the problems of Government were simpler than they are today and will be tomorrow, and when the holders of the various portfolios were themselves civil servants chosen for their ability and mature experience. With the increasing complexity of Government business and with the periodical advent to office of Ministers who may have had no previous experience of public administration, it is essential that the principal advisers of Government should be officers of ripe experience of the matters about which they are expected to tender advice. Another defect in the present arrangements is that the Secretary or Deputy Secretary tends to be at the mercy of his own "Office" and of the Head of the Department attached to his Ministry.

202. We are emphatically of the opinion that a change in the present system is essential and urgent and that the aim should be to secure a much longer tenure for Secretaries than is the case today. Our proposal to that end is that in the fifteenth year of service of an officer of the Indian Civil Service who has already had some three years' experience of the Secretariat, it should be decided (the officer's own wishes in the matter being one of the factors entering into the decision) whether he should thenceforward spend the rest of his service in the Secretariat. We contemplate that, so far as possible, a Secretary should be appointed to that Ministry in which he had previously served.

203. We fully recognise that the proposal which we have just made throws up a problem of the equalisation of the prospects of those officers chosen for a Secretariat career and those not so chosen. It is a problem to which we venture to think we have suggested a reasonable solution in the Chapter dealing with "Conditions of Service".

Bengal Civil Service Officers in the Secretariat

204. As with the Indian Civil Service, so with the Bengal Civil Service we think that arrangements should be made to secure a longer period of service for those members of the Bengal Civil Service who have, during the tenure of an Assistant Secretary's appointment, shown a special aptitude for Secretariat duties. Here, too, we propose that the decision should be taken about the fifteenth year of service. The effect on the careers of Bengal Civil Service officers is also dealt with in our Chapter on "Conditions of Service".

The Staffing of Technical Departments

205. It is as important to provide competent staff for the Technical Branches as for the Administrative Branches of Government. It has been represented to us that the provincialisation of the cadres of the Technical Services has led to a serious falling off in the standard of recruits to these Services. We are told that in practice the normal entry to a Senior Provincial Technical Service is now *via* the *Subordinate* Provincial Technical Service, and we are also told that able young men, otherwise inclined towards, and well qualified for, a technical career in the public service choose to compete for the Bengal Civil Service (or Bengal Police Service) with its guaranteed career, rather than for a Subordinate Technical Service with the knowledge that for the attainment of a career comparable to that of the Bengal Civil Service they will have to face the hurdle of promotion, "A bird in the hand is worth two in the bush".

206. We cannot think that it is good for the public service in the Province that all the most promising young men in the Universities are diverted from a technical career under Government, and we recommend that a percentage of the posts in the senior Provincial Services should be reserved for direct recruits. We are aware that such direct recruitment is, in certain cases, already provided for, but the recruitment is normally confined to candidates who are required to have considerable experience of the duties of the post to be filled, experience which the young man leaving the University clearly cannot possess. The general aim should be reasonably to equate, at any rate up to a tolerably high level in the public service the careers of the administrator and the technical specialist.

207. In the preceding two paragraphs we have been considering the normal position. In the years immediately ahead, a considerable expansion of the technical services may be anticipated, and it would in our opinion be a serious mistake to fill all or even a large proportion of the higher posts by promotion from relatively inexperienced and less qualified officers already in the Service. In a rapidly expanding cadre it would be sound to fill a percentage of the higher technical posts by the recruitment of officers on contract for limited periods. They would, on the expiry of their contracts, be replaced by permanent officers who, in the interval, would have acquired the requisite experience.

Recruitment to the Upper Division of Clerical Assistants in the Secretariat

208. The present position is that the Upper Division of each Secretary's office has been stabilised so as to comprise 50 per cent. promotees and 50 per cent. direct recruits; casualties in either class being replaced by a promotee or a direct recruit as the case may be.

209. It was the unanimous opinion of the Secretaries whom we consulted that the present system of recruitment does not yield satisfactory results. There was not the same unanimity regarding the remedy but it was generally agreed that the direct recruit tended to regard himself as a superior being and that man for man Government got far better value from the promotee. With the exception of the post of Head Reference Clerk, which may be held by an Upper Division Assistant, all Upper Division Assistants are employed on what is commonly referred to as correspondence work—i.e., the noting on and disposal of cases. The duties of a correspondence clerk or "dealing assistant" are set out in sections 123-136 of the Secretariat Manual, 1924, and his duties are identical whether he is an Upper Division or a Lower Division Assistant. The fact of the matter is that the correspondence clerks of a section, branch or Department in the Secretariat constitute a team sanctioned for the disposal of the clerical work dealt with in that section, branch or Department and it is very largely fortuitous which member of the team comes to deal with a particular case or class of cases. There is a prescribed ratio governing the number of higher posts but as the duties of all correspondence clerks are identical, this ratio is primarily designed to ensure prospects which experience has shown will attract the right sort of recruit.

210. In these circumstances, we recommend that direct recruitment to the Upper Division of the Secretariat be abolished and all vacancies in the Upper Division be filled by promotion.

Communal Ratio Rules

211. We have no desire to question, nor indeed do our terms of reference permit of our questioning, the soundness of the declared policy of Government in respect of communal reservation, but we

feel very strongly, and we would emphasize that in this matter we are unanimous, that in the filling of highly technical posts it would be a serious mistake, and one that will jeopardise the high hopes we entertain for the future of the Province, to rest content with anything short of the best men, irrespective of the community to which they belong.

212. There is provision in the Communal Ratio Rules for the exemption from the operation of the rules of "such services and posts as may, from time to time, by general or special order be exempted by Government", and we cannot urge too strongly that Government should exercise their discretion so as to ensure that all highly technical posts are filled by the best men available, irrespective of caste or creed.

213. Our attention was drawn to certain noting that suggested that in some Departments there is some doubt regarding the intention underlying the prescription of minimum qualifications.

214. In our view, the prescription of minimum qualifications in recruitment rules is intended primarily to save the time of the selecting agency, and to limit the number of candidates to manageable proportions. If for any reason the showing of a particular candidate who possesses the minimum academic qualifications is such that the Commission deem him unfit for the duties of the appointment in question, he cannot be regarded as a "qualified candidate" within the meaning of the explanation to rule 10 of the Communal Ratio Rules. If this is not in fact the provision of the rule as it now stands, we recommend the amendment of the rule so as to bring it into line with what we regard as the obvious commonsense view.

Maintenance of Efficiency

215. In our judgment a much more robust attitude should be adopted to those civil servants who are adjudged to be inefficient. An adverse report in the Character Roll is not at present treated as disqualifying an officer from passing an efficiency bar, still less as a ground for withholding an annual increment. Indeed, we have seen a statement to the effect that "mere inefficiency is no bar to crossing the efficiency bar". We are strongly of the view that no increment should be granted to a civil servant whose service during the preceding year has been deemed to be unsatisfactory and we do not think that the stoppage of an increment should be dependent on the institution of proceedings against the officer concerned, although he should, of course, be shown a copy of the adverse report on the basis of which it is proposed to stop his increment and be given an opportunity to appeal against the report.

216. So far as efficiency bars are concerned, the passing of the bar should depend not on the absence of an unsatisfactory report but on the positive statement of the reporting officer that the service

of the officer reported on has been such as to justify the passing of the bar. We understand that this is the rule at present, but it is so weakly applied that it is, for practical purposes, inoperative.

217. Cases of persistent inefficiency which the officer concerned had made no serious attempt to remedy should be treated by dismissal from the service, or at least by compulsory retirement.

Service Morale

218. Morale in the Public Service is compounded of many factors—reasonable conditions of service, satisfactory conditions of work, the feeling that one is part of an efficient machine and doing a worthwhile job in the service of the community; and, lastly, that one's worth will be judged and one's advancement be determined with reference solely to one's ability and zeal in the discharge of one's duty. It is in respect of this last factor that we have observed anxiety and disquiet in the minds of several witnesses who gave evidence before us.

219. We have been told that there has been a marked deterioration in the morale of the services as a result of the impact of political forces on the framework of the permanent administration. The services apprehend that amenability to Ministerial pressure and a "correct" attitude towards questions in which the Party for the time being in office is particularly interested are more likely to lead to promotion than administrative efficiency.

220. In the section dealing with the Public Service Commission we have, in order to protect Ministers against the suspicion that they have abused their position, recommended that Ministers should have no hand whatever in appointments, promotions, transfers or postings below certain levels. This is no less important for the purpose of rehabilitating the morale of the services and restoring the incentive to thorough and honest service. The apprehensions of the services must be allayed and they must be shown that promotion still depends on merit.

221. In the United Kingdom it is a serious offence for a Government servant to address a Minister with a view to securing some personal advantage. We feel the need for a similar rule in Bengal, and we recommend the amendment of the Government Servants' Conduct Rules so as to make it an offence for a Government servant to seek a personal advantage from a Minister.

Attitude to the Public

222. We received, with surprise and regret, evidence from more than one source that the attitude of some civil servants towards the public left much to be desired. It was alleged that they adopt an attitude of aloof superiority, appear to pay greater regard to the mechanical operation of a soulless machine than to promoting the welfare of the people and look upon themselves as masters rather than as servants of the public. That this is the

attitude and outlook of the average civil servant we do not believe, but the feeling to which we have referred is held too strongly not to have some basis of fact. Such an outlook and attitude is, of course, entirely wrong, and contrary to the traditions of the Service. It must be impressed upon the offending minority that they are the servants and not the masters of the public, who, incidentally, are their paymasters, that they should behave towards the public with civility and courtesy and with every desire to help rather than to obstruct. The necessity for cultivating such an attitude should form part of the training courses which we recommend below, especially for those whose duties are likely to bring them into daily contact with the public.

B.—BRIBERY AND CORRUPTION

223. Petty corruption on the part of minor officials appears to be endemic in Bengal as it is in most other parts of India. With such exceptions, however, it is generally acknowledged that, formerly, the public service in Bengal enjoyed a high reputation for integrity, but that, in recent years, the position has greatly deteriorated, especially since the war began seriously to affect India. The war here, as elsewhere, breeds conditions which make money making easy. Particularly did this become so when the supply of commodities became so short that Government was forced to grant licences to trade in them. The possession of a licence became a thing of high value and dishonest and unscrupulous persons did not hesitate to offer bribes in order to secure the licence to trade in the commodities affected. The power to grant licences was in many cases in the hands of temporary staffs not versed in the traditions of the Service, with no prospect of a permanent career in it and provided with an opportunity for making easy money which many of them found it impossible to let slip.

Causes

224. War conditions thus provided the opportunity, but it cannot be denied that it became all too easy for dishonest men to seize the opportunity of illicit gain by reason of two things, namely, (a) ill-advised administrative action; (b) defects in the Law which make detection of offences difficult and which provide inadequate penalties for convicted offenders.

225. To take these two points in turn. The power to grant licences to deal in commodities in short supply was conferred on subordinates and temporary officials, with little or no attempt being made to lay down rules prescribing to whom, and in what circumstances, licences should be granted. The commodities being in short supply, common sense would suggest that permits should at least have been confined to reputable *bona fide* dealers in the commodities concerned. Indeed, the sensible course would have been, as was in fact done in the United Kingdom, to reduce rather

than to increase the number of authorised dealers. Nothing of the sort seems to have been attempted in Bengal, and people, often of ill-repute, rushed in to obtain permits to purchase commodities in which they had never dealt before and in which they had no intention of trading, except in the black-market. The profits obtainable were so enormous that applicants for permits had no hesitation in offering bribes far too tempting for officials on relatively low rates of pay to resist.

226. Examples of the defects in the Law are—

- (1) offences under sections 161 and 165 of the Indian Penal Code are non-cognisable; which means that even if the Police hear that a bribe is to pass, they can do nothing about it until they secure the permission of a Magistrate to make the investigation. The delay in securing such permission may render effective action impossible;
- (2) the penalties provided are in certain cases quite inadequate, e.g., the offerer of a bribe which has been resisted is subject to a maximum penalty of nine months' imprisonment.

227. So widespread has corruption become, and so defeatist is the attitude taken towards it, that we think that the most drastic steps should be taken to stamp out the evil which has corrupted the public service and public morals. Anything less is a denial of justice to the poor people of the Province, who comprise the bulk of its population and who, in the end, have to pay for the bribes which go to enrich the unscrupulous and the dishonest.

Remedies

228. Like the causes, the remedies are both administrative and legal. Under the former, we recommend—

- (i) that the greatest care should be taken in selecting officers authorised to grant permits, and that the rules prescribing the basis on which permits should be granted should be drawn up with the greatest precision;
- (ii) that officers should exercise the strictest supervision of those staffs employed on duties likely to expose them to temptation. In such cases, the officers in charge should inspect their offices not only frequently but thoroughly;
- (iii) that much more resolute action should be taken in any case where suspicion is aroused. Evidence has been tendered to us that, at present, officers in authority are little disposed to pursue *prima facie* cases for investigation;
- (iv) that public servants should be enjoined to report at once any case where they have been offered illegal gratification;

- (v) that where a public servant has been convicted of corrupt practices, he should be instantly dismissed and there should be no question of a grant to either him or his family of a compassionate gratuity, such as has happened in at least one case brought to our notice.

229. So far as the Law and legal processes are concerned, we propose—

- (i) that offences under sections 161 and 165 of the Indian Penal Code should be made cognisable;
- (ii) that section 162 of the Criminal Procedure Code should be amended to provide that statements made to a police officer in the course of an investigation into a case of bribery shall be available for use as evidence. The immediate reaction of an offender on being caught red-handed by the police is much more likely to represent the truth than statements he may subsequently make when he has had time for reflection;
- (iii) that the Law should be amended on the lines of the United Kingdom Prevention of Corruption Act, 1906. This Act provides that, where any money, gift or other consideration has been paid or given to any person in the employment of His Majesty, or any Government Department, by any person or agent of a person holding or seeking to obtain a contract, the money, gift or consideration shall be deemed to have been paid or given or received corruptly, unless the contrary is proved. In brief, this means that, if money, etc., has passed between a public servant and a member of the public with whom he is in official relations, the onus of proof that the gift was innocent lies upon the offerer and the receiver of the gift. We have been told that many cases have arisen in Bengal where it could be shown that money had passed between a member of the public and a public servant, but that it was difficult to obtain proof that the money had been offered corruptly;
- (iv) that a new offence should be created providing that, if a public servant or his dependants are known to have become possessed of a sudden accretion of wealth, the public servant concerned would be deemed guilty of the offence unless he could prove that the accretion of wealth was innocently obtained. This is, of course, a wide extension of the provisions of section 9(1) of Ordinance 29 of 1943. Such offences might well be tried by a Tribunal on the lines of that set up under the Ordinance mentioned.

230. If there is likely to be substantial delay in securing the necessary amendments in legislation to give effect to the above proposals, application should be made for effect to be given to them by Ordinance or a Defence of India Rule.

Protection of Public Servants

231. We are very sensible that the proposals we have made may expose a public servant to harassment and mischievous allegations. We propose to provide for this in two ways:—

- (i) If under sections 161 and 165 of the Indian Penal Code, the offences are made cognisable, the Police should inform, confidentially, the superior officer of a suspected civil servant of the fact that they are starting an investigation; such notification should be made within 24 hours of the investigation being started.
- (ii) Before a case is brought against a public servant in the Courts, the permission of Government should be obtained, after consultation with the Legal Remembrancer or the Public Service Commission, who, we have ascertained, would be willing to undertake the duty.

Effect of Public Opinion

232. The remedies which we have suggested above are directed to a short term treatment of the evil which has grown up. The ultimate sanction rests in a complete change of public opinion towards the offering and taking of bribes by members of the public and public servants respectively. Such offences should be regarded as a crime against the community.

Restoration of the Traditions of the Public Service

233. The lead should be taken by public servants themselves. They should once more be brought to regard bribery and corruption as the grossest dereliction of duty and the foulest slur on the traditions of the Service. Public servants should indeed go further. They should not only be honest, but should avoid placing themselves in a position in which they might be suspected of dishonesty. We cannot, we think, do better than quote extracts from a Report of a Board of Enquiry which was set up in 1928 to investigate certain statements affecting members of the Home Civil Service:

“56. The first duty of a Civil Servant is to give his undivided allegiance to the State at all times and on all occasions when the State has a claim upon his services. With his private activities the State is in general not concerned, so long as his conduct therein is not such as to bring discredit upon the Service of which he is a member. But to say that he is not to subordinate his duty to his private interests, nor to make use of his official position to further those interests, is to say no

more than that he must behave with common honesty. The Service exacts from itself a higher standard, because it recognises that the State is entitled to demand that its servants shall not only be honest in fact, but beyond the reach of suspicion of dishonesty. It was laid down by one of His Majesty's Judges in a case some few years ago that it was not merely of some importance but of fundamental importance that in a Court of Law justice should not only be done, but should manifestly and undoubtedly be seen to be done; which we take to mean that public confidence in the administration of justice would be shaken if the least suspicion, however ill-founded, were allowed to arise that the course of legal proceedings could in any way be influenced by improper motives. We apply without hesitation an analogous rule to other branches of the public service. A Civil Servant is not to subordinate his duty to his private interests; but neither is he to put himself in a position where his duty and his interests conflict. He is not to make use of his official position to further those interests; but neither is he so to order his private affairs as to allow the suspicion to arise that a trust has been abused or a confidence betrayed. These obligations are, we do not doubt, universally recognised throughout the whole of the Service; if it were otherwise, its public credit would be diminished and its usefulness to the State impaired."

C.—TRAINING

Preliminary Training

234. It is now recognised that training is an essential activity in any well-organised administration. So far as the Services are concerned, Government have already accepted this principle in the Training College at Sardah for Police, and the Settlement Camp Training for Civil Service personnel. The training that has been given in the past, generally speaking reflected the earlier conception of Government responsibilities as being primarily concerned with Law and Order and Revenue. We do not wish to suggest that either the Collection of Revenue or the maintenance of Law and Order has diminished in importance but it is clear that "Nation Building" activities must receive greater attention in the future than they have in the past. If our scheme of establishing a machinery that will effectively provide for the welfare of the people is to be successfully carried out, it is necessary that the men who man the machine should have a clear conception of their wider duties, and we suggest that, in future, the initial training of an officer should embrace, not only the Magisterial and Collector functions, but also his responsibilities in the Development field. His training should also include instruction by experts upon the main outlines and fundamentals of such activities as Health, Agriculture, Irrigation, Education, etc. He should also be given

to understand that his efficiency will be judged as much by his ability to succeed in Development plans as by his ability to execute his duties as a Magistrate and Collector.

Mid-career Training

235. Mid-career training is of importance in selected cases. If, for example, an officer is, exceptionally, made Secretary to a Ministry concerned with technical activities of which he has had little previous experience, it would be wise for him to spend, say, three months in the technical department attached to his new Ministry.

Short Technical Course for Non-technical Officers

236. The technical work in the District will, of course, in general, be done by specialist technical officers. The junior general administration officer will be given, during his training, a general knowledge of individual technical activities which will enable him to appreciate what is being or can be done. There are certain directions however in which it will be extremely useful to extend his training. A Circle Officer, for example, could, with advantage, take one of the short courses of training provided at the All-India Institute of Hygiene, where Hygiene and Health instruction particularly useful to a District Officer could be imparted.

Training of Officers already in service

237. A large number of young officers recruited since the war have had no special initial training, and, as a result of war conditions, little of the supervision normal in peace time. For such officers, special courses should be arranged, covering the basic principle of administration as well as laying emphasis on the welfare policies of Government.

Technical Officers

238. Just as administrative officers require to be given some insight into the technical activities of Departments in the Development field, so should the training of technical officers embrace the imparting of knowledge about the main policies of Government and of the working of the Administrative machine. An important part of their training should be directed to "putting across" their activities to those whom their activities seek to serve, e.g., the course given to an agricultural demonstrator should include, unless it does so already, teaching him how to express himself clearly and to answer questions from an argumentative cultivator.

Higher Technical Training

239. It is desirable also that technical officers should have opportunities of keeping up-to-date in their knowledge of developments, theoretical and practical, in their own subject. The

sabbatical year allowed in many Universities to teaching staff recognises the need for such staff to keep abreast of the latest ideas.

There is equal justification for affording periodical opportunities to technicians to bring their technical knowledge up to date. We suggest that selected technical officers should be given study leave more frequently than has been the case in the past. Such study leave should of course be definitely correlated with their work and should not merely be for the sake of acquiring academic distinctions.

Clerical Staff—Initial Training

240. The necessity of training clerical staff is as great as that of training of administrative and technical personnel, and we think that a short course before the recruit joins his new office will be time and money well-spent. The course should cover instruction in the general working of a Government office, office-procedures, the functions of the reference section, simple noting, the use of the principal manuals and codes, the use of the telephone, office discipline, etc. The Government of Madras started some time ago a scheme of training their clerks in courses lasting three months, and we have been told that the scheme has been a great success; in the United Kingdom a very comprehensive scheme of training for all classes of civil servants has been set on foot. We recommend that one of the first tasks of the Establishment Division which we have proposed should form part of the Chief Minister's Office, should be to work out a scheme of training both at Headquarters and in the Districts. We commend to the study of the Establishment Division the recently published Report of the Committee on the Training of Civil Servants in the United Kingdom (Command 6525).

D.—THE PUBLIC SERVICE COMMISSION

Introductory

241. All the self-governing parts of the Commonwealth have Public Service Commissions. They vary widely in their scope and authority, and in certain cases possess powers, independent of the Government, to fix complements, determine gradings and make promotions. But they have one common purpose, namely, to free all appointments to the public service from nepotism and the exercise of political patronage.

242. The Bengal Public Service Commission was established in 1937, and in the beginning it was natural to limit the field within which it was required to operate, with the result that many appointments have hitherto been excluded from its purview. We think that the time has come to extend its operations, and we make recommendations to that end below.

Extension of the Scope of the Commission's Recruitment Functions

243. Sub-section (3) of section 266 of the Government of India Act, 1935, lays down, *inter alia*, that subject to any regulations the Governor may make, the Provincial Public Service Commission shall be consulted—

“(b) on the principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments, promotions or transfers.”

244. In the matter of recruitment (or first appointment) we consider the objective should be to bring within the scope of the Public Service Commission as wide a field of recruitment as the Commission can conveniently handle.

245. We therefore recommend—

- (i) the cancellation of Regulation 31A by which the recruitment of Sub-Registrars has been removed from the purview of the Commission; and
- (ii) the amendment of the Regulations so as to bring within the purview of the Commission direct appointments to any service or post the initial pay of which is at present not less than Rs.75 a month.

246. Regulation 39 deals with officiating appointments and draws a distinction between an “outsider” and an officer who holds a lien on a permanent appointment.

247. It seems to us that the occasions for officiating appointments can be divided into two classes:—

- (i) when the substantive incumbent vacates a post to proceed on leave or deputation but is expected to return thereto; and
- (ii) when the substantive incumbent vacates a post permanently and a successor has to be found to hold the post substantively.

N.B.—The creation of a new permanent post may also occasion an officiating vacancy of the second type if a *locum tenens* is appointed to hold charge until the first substantive incumbent has been selected and assumes charge.

248. Ordinarily it should be possible to foresee when a vacancy of the second class will arise, and in such cases the Public Service Commission should be asked well *in advance* to suggest the name of a suitable person to fill the vacancy substantively. When for any reason such prior consultation is not possible, the Public Service Commission should be consulted as soon as possible after the

occurrence of the vacancy and should be informed simultaneously what officiating arrangement if any has been made or is proposed.

249. In the case of vacancies of the first class, we feel that less stringent rules may appropriately be applied and we consider that if the term of the leave or deputation is not expected to exceed nine months, the Public Service Commission need not be consulted whether the *locum tenens* is an "outsider" or a person already in Government service.

250. Regulation 40 deals with the appointment of an "outsider" to a temporary post. We consider that, subject to the provisions of Regulation 31, amended as we have suggested above, the Commission should be consulted whenever it is proposed to appoint an "outsider" to a temporary post, the term of which is likely to exceed six months.

251. Regulation 41 excludes from the purview of the Commission any appointment to a temporary post when such a post is filled by a person already holding a lien on a permanent post. We recommend that this Regulation be amended so as to provide for consultation with the Commission when such appointment is in effect a promotion such as we recommend below should be brought within the purview of the Commission, and when the term of the post is likely to last more than six months.

The Commission's Function in respect of Promotions

252. So long as the application of the cardinal principles of "equal opportunity for all" and "a fair field to merit without favour" is assured in the initial selection of officers for the public services, it should in our opinion not be necessary to trouble the Commission in the matter of promotion, except in respect of promotions—

- (i) from a subordinate service to a provincial service, and
- (ii) from one provincial service to another.

253. This formula calls for the addition of one rider. Compliance with the Classification, Control and Appeal Rules has necessitated the lumping together in one provincial service—the Bengal General Service—of some hundred and eighty odd posts, most of which are entirely unconnected. On the other hand, this service includes two or three, sometimes half a dozen posts that might be regarded as an embryo separate service and to the highest of which appointment would ordinarily be made by promotion from the lower. We have considered how far such promotion should be brought within the purview of the Commission and in our opinion the Commission need be troubled only when the appointment is to a post of a Head of a Department, e.g., if it is proposed to fill the post of Director of Industries, the Registrar of Co-operative Societies or Inspector-General of Registration by the promotion of the Deputy Director of Industries, an Assistant Registrar of Co-operative

Societies or an Inspector of Registration Offices respectively. It will, therefore, be necessary to add a third item, viz.,—

- (iii) a promotion within the Bengal General Service when such promotion is to a post of a Head of a Department.

254. In the course of its evidence, the Commission stressed the need for an improvement in the standard of officers' confidential character rolls. We have examined a number of these rolls and agree that if the Commission is to discharge its responsibility in the matter of promotion, they must be given better material than that available in the majority of such reports as we have seen. We are aware of the risks attending the use of a standard form of report but such a form has the great advantage of directing the attention of reporting officers to the points upon which their opinion should be on record and we suggest that the new Establishment Division we propose should be set up as part of the Chief Minister's Office should be asked to devise a suitable form. There is at present a tendency on the part of reporting officers to limit their remarks to the manner in which an officer is discharging the duties of his present post. We cannot emphasise too strongly that, except in the lower grades of the service, where seniority should be given some weight, (i) the promotee should be promoted not because of what he has done in the past but of what it is hoped he will do in the future and (ii) in choosing a man for promotion one must look simply and solely at the good that the organisation will get out of the fact that this man rather than that is moved up in the team. To ensure therefore, that the Commission shall be in a position to apply the correct criteria it is essential that the material on record should include estimates of the officer's power to take responsibility, power to control subordinates and general capacity to discharge the duties of higher posts for which he is potentially a candidate.

Acceptance of Advice

255. We note with approval that the Cabinet have adopted the convention that the advice of the Commission will ordinarily be accepted and that whenever Government feel unable to accept that advice there will be further consultation before a final decision is reached. In our opinion however the adoption of such a convention does not go far enough. To protect Ministers against political pressure and against the suspicion that an appointment, promotion, transfer or posting has been made on political grounds or for reasons other than merit we regard it as of paramount importance that, apart of course from the choice of a Private Secretary where such an appointment exists, Ministers should have no hand whatever in the appointment, promotion, transfer or posting of any officer of lower status than a Secretary or Deputy Secretary to Government or a Head or Deputy Head of a Department.

256. We have been told that the Public Service Commission is commonly asked to suggest the names of double the number of candidates for whom vacancies exist. We endorse the Commission's

view that the order of merit is an integral part of the Commission's recommendation and in so far as the practice of asking for the names of more candidates than there are vacancies is designed to preserve some freedom of choice to the appointing authority this practice appears to us to be inconsistent with the convention referred to above and we recommend that the Commission should ordinarily not be asked to suggest the names of more candidates than there are vacancies.

Disciplinary Matters

257. Subject to Regulations made by the Governor the Commission has to be consulted on all disciplinary matters. The Commission has complained that for the most part departmental proceedings are conducted very incompetently. The conduct of proceedings has an important bearing on the morale of the services and it is essential that proceedings should be drawn up properly and disposed of promptly. We appreciate that this will often call for a familiarity with principles of evidence and judicial procedure that all heads of offices may not have and we recommend that the Establishment Division should be charged with the duty of advising on the conduct of proceedings and indeed of itself conducting cases of importance.

Reports of the Commission

258. In the course of their evidence the Commission stated that—

- (1) they had not always been satisfied that the reasons for the non-acceptance of their advice were the public interests; and
- (2) Government were all too prone to ignore their own rules regarding consultation with the Commission.

259. We are told that in accordance with a decision taken in November, 1939, the Commission submits annually to His Excellency the Governor—

- (a) a full and frank report in the form of a note for the information of His Excellency the Governor and the Ministers; and
- (b) an abridged (and bowdlerised) draft report for publication.

The first is not for publication and is not printed. It is laid down that the second report (which is published after consideration in Cabinet) should be primarily a record of the work of the Commission and the manner of its presentation should avoid criticism of Government beyond a statement that in such and such cases the advice of the Commission was not accepted.

260. In our opinion this practice is unsatisfactory and stifles legitimate criticism. We consider it right that Government should if necessary be prepared to justify in public any decision taken on

a matter upon which the Commission has to be consulted and we recommend the preparation and publication of a single report in which the relevant facts regarding any case the Commission deem suitable for public comment should be set out in temperate language and as far as possible in agreed terms as is the practice in the preparation of Audit Reports. This to our mind is the only way to ensure that the advice of the Commission is not overruled except after due consideration and with a full sense of responsibility and that where consultation with the Commission is prescribed such consultation will in fact be made unless there are good and sufficient reasons for relaxing the rules. It is interesting to note, in this connexion, the procedure followed in one of the Dominions with whose practice we have had the opportunity of acquainting ourselves. The procedure is as follows:—

If the Governor-General does not approve of any recommendation made in any matter required to be dealt with by the Governor-General under the Public Service Act only after receiving the recommendation of the Public Service Board, he may require the Board to furnish a fresh recommendation. If the Governor-General does not approve the fresh recommendation, the law requires that a statement of the reasons for not approving the recommendation shall be laid before both Houses of Parliament within thirty days of the receipt of the recommendation if Parliament is then sitting, and if not then sitting, within fourteen days of the next meeting of Parliament.

In the Memorandum furnished to us about the practice in the Dominion referred to, it is stated that "Recommendations of the Public Service Board pursuant to the statutory provisions of the Act are given effect to unless varied by the Governor-General in Council. It might be mentioned that the Board's recommendations are invariably accepted".