

BOMBAY 1922-23

A Review
of the
Administration of the Presidency



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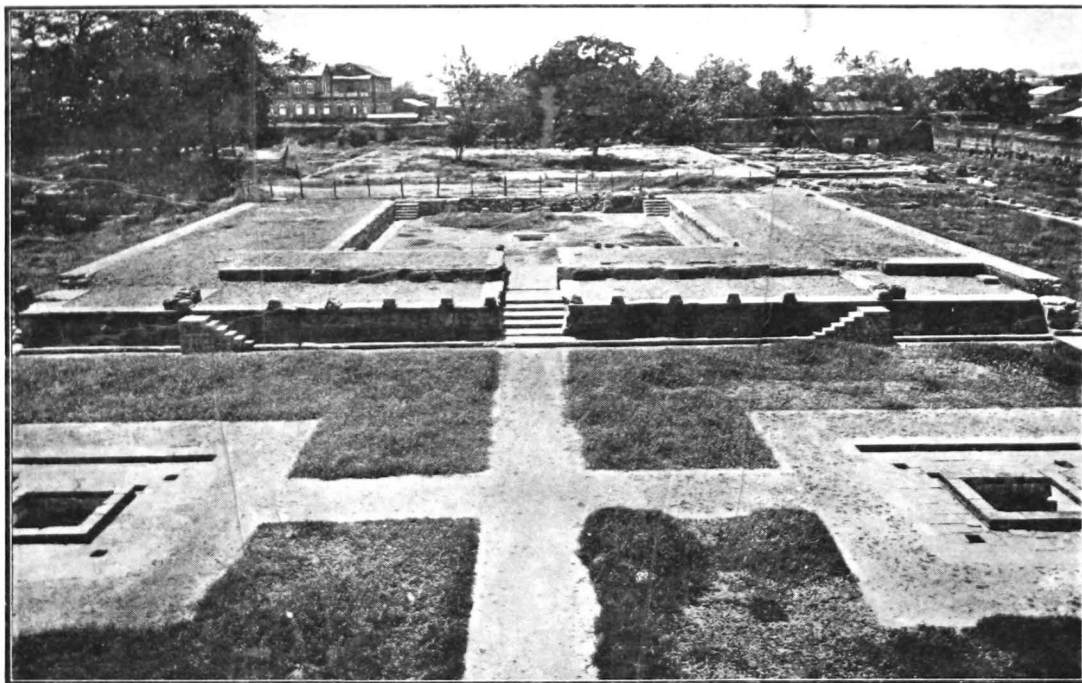


BOMBAY

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Shanwar Wada, Pooana City. The palace plinth showing front Courtyard after excavation.

[Frontispiece.]

BOMBAY, 1922-23

PART I

GENERAL SUMMARY

THE review of the Political situation in the Presidency during 1921-22 ended with the arrest and conviction of Mr. Gandhi and foreshadowed a distinct improvement in the Political situation. This prophecy was justified by the events of the next twelve months which, compared with the two preceding years, were relatively quiet. The year 1922-23 was not free from keen Political controversies but the discussions were conducted on a higher level and were free from the violent outbursts that will ever disfigure the political history of 1921-22. Moreover the outstanding questions that agitated the public mind were largely concerned with, and arose out of, the merits and de-merits of the constitution in contra-distinction to the previous year whose Political history was made up of concentrated assaults upon the administration and an endeavour entirely to wreck and to destroy that administration and all that it stands for in the life of the Presidency.

The leadership of the non-co-operation party, which came into existence with the Calcutta Congress of September 1920, when the boycott of Councils was definitely decided upon, had been in the hands of Mr. Gandhi. The members of the Working Committee of the Congress were, in comparison with the central figure, of minor importance. It was well-known that there were profound differences of opinion amongst the members of that committee but the personality and influence of Mr. Gandhi over Hindus and Mohammedans alike was successful in keeping the opposing elements together. After his conviction, there was no outstanding figure around which all parties could rally and within a few weeks it was apparent that his disappearance from the scene had struck a deadly blow at the unity of the National Congress. The mutterings

which had been faintly heard below the surface erupted, splitting the party from top to bottom. In this upheaval the Bombay Presidency was particularly concerned. A large section of the Deccan and Maharashtra Nationalists of the Tilak School of thought had accepted with manifest unwillingness the boycott decision of the Calcutta Congress and they were determined to obtain a revision of the non-co-operation programme so far as it concerned the boycott of the Legislative Councils. At the second Maharashtra Provincial Congress Conference held at Pen in the Kolaba district it was resolved that a special Committee should be appointed to revise the programme, and the Resolution as passed obviously implied a reversion to the original policy enunciated by Mr. Tilak at the Amritsar Congress of 1919, namely responsive co-operation with Government by entering the Councils. Gujarat, however, the birthplace and home of Mr. Gandhi, firmly supported the policy he had originally adumbrated and stood solidly against any change. With two schools of thought so diametrically opposed the differences between the two wings of the Congress party rapidly widened and Congress itself was quite unable to define a policy acceptable to all parties. The so-called "constructive" programme resolved upon at Bardoli as a means to prepare the country for Civil disobedience was shelved, and in August a Committee was appointed to tour the Provinces in order to ascertain whether the country was ripe for some form or other of civil disobedience. The questionnaire ingenuously asked whether the constructive programme could not be worked more faithfully by entering the Legislative Councils and thus early preparing the country for civil disobedience and the non-payment of taxes. But when the Enquiry Committee reached Poona, the Headquarters of the Tilak school of thought, its Chairman made it clear that Congress members who were of opinion that the non-co-operation programme needed revision should not hold office in the Congress organization as by their views they showed that they did not conform strictly to the Congress creed. Most of the Deccan Nationalists thereupon resigned and embarked upon a campaign urging that there should not be a too rigid adherence to the Bardoli

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programme, i.e., a certain amount of individual independence, entry into the Councils and the necessity for purging the non-co-operation movement of its idealistic tendencies and placing it upon a practical political basis.

The effect of this internecine war was to bring organised non-co-operation against Government almost to a standstill. Early in November the report of the Enquiry Committee was published and it was found that the Committee was equally divided on the question of Council entry. It was called a "sane document" by the change party, and a preposterous report by the other, as being disloyal to the principles of Mr. Gandhi. Altogether it did more harm than good to the Congress cause.

Discussion on the report by the General Body of Congress members was postponed until the December Session at Gaya. In the meanwhile both parties endeavoured by intensive propaganda to ensure a majority in support of their views at the Congress meeting. A week or so before the Gaya Session a settlement was reached in the Maharashtra Provincial Congress Committee in which it was agreed that both parties should be equally represented on that Committee and on District Committees, but in the event of the Resolution boycotting the Councils being passed at Gaya the "pro-changers" should resign their offices and *vice-versa*. In the event of a compromise neither party was to resign. The decision of the Gaya Congress was in favour of the "No-change" party, and it was resolved that Congress leaders should devote themselves for the next four months to collecting Rs. 25 lakhs, obtaining 50 thousand volunteers and completion of the preparations for civil disobedience, it being agreed that the country was not at the moment sufficiently prepared for this step. Mr. C. R. Das, leader of the "Pro-change" party, resigned his Presidentship of the Congress and formed a new party styled "The Congress-Khilafat-Swarajya Party," now known as the "Swarajya" party of which he was elected President. The position of this party in the Nationalists' ranks was a curious one, for it was stated that although it would have its own programme, which differed fundamentally from that of the Congress, it would nevertheless remain within the Congress fold. A meeting of the new party was held in Bombay at the

end of January 1923, and an energetic recruiting campaign was started. It was early evident that the Nationalists' cause was being materially weakened by the existence of the two parties and efforts were made to effect a compromise. At the end of February an agreement was reached at a meeting held at Allahabad. It was then decided that all Council propaganda should be suspended by both parties for the next two months, but that the majority should be at liberty to push on their programme to get Rs. 25 lakhs and 50 thousand volunteers and that the Swarajya party should co-operate to this end. It was soon made clear, however, that the aims of the Swarajya party were more in accordance with the ideas of the rank and file of Congress members than the unadulterated "no-change" programme.

Meanwhile the Central Khilafat Committee had appointed an independent Enquiry Committee on the question of Civil disobedience which to the delight of the "no-changers" reported in favour of the continuance of the boycott programme. Muslim interest in the Congress was not so active as in the previous year. Their hopes and fears really centred round the developments at Angora and the possibility of a peace favourable to Turkey. When the terms of the Turkish treaty as suggested at the Allied Conference at Paris were announced they were regarded as an appreciable modification of the Sevres treaty, but not sufficient to satisfy Indian Muslim aspirations. H. E. the Viceroy's despatch to the Secretary of State and the firm attitude displayed by the Allies against any Greek move to occupy Constantinople were appreciated, but this was considerably modified by Mr. Lloyd George's speech on the Near East question and his apparent agreement with Greece's refusal to withdraw her army from Turkish territory. The rapid advance of the Turkish army, the Greek reverses and the evacuation of Smyrna, which completely reversed the situation were greeted with jubilation by every Mussulman in India. The successful termination of the Lausanne Conference and the resignation of Mr. Lloyd George were greeted with relief as it was anticipated that the new Premier would adopt a policy more favourable to Turkey.

On the whole, however, the chief Political controversies of the year were not concerned with non-co-operation as such.

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The quarrels in the Congress ranks had prevented that body from playing the dominating part in the politics of the country it had attained under the leadership of Mr. Gandhi. People were rather tired of the infructuous nature of the idealistic programme of the previous two or three years and there was a growing feeling that India's National aspirations could best be attained by using the wide powers given by the Government of India Act. The main point of contention was whether those powers should be used for constructive or purely destructive purposes. Several events caused profound dissatisfaction amongst the Moderate party in the Presidency. The first was the speech delivered by Mr. Lloyd George, the then Prime Minister, during a debate in the House of Commons on the Indian Civil Service, generally known as the "Steel frame" speech, in which he declared that the Civil Services of India were the steel frame of the whole structure of the administration; that the constitutional changes recently made in India were the result of an experiment; that he could not predict the influence which non-co-operation would exert upon the next elections, but if there was a change in the character of the Legislature and the purpose of those who were chosen to sit therein, the new situation would have to be taken into account. He further went on to say that he perceived no period when India could dispense with the guidance and the assistance of a nucleus of the members of the Civil Service. The continued assistance of the British officials, he said, was necessary to bring about the discharge of Britain's great trust in India and it was not in order to relinquish this trust but to bring India into partnership with this trust that the reforms had been introduced. In Bombay the speech was believed to foreshadow a possible renunciation of the policy of the Reform Scheme and the progress of India towards Self-Government, and the no-change party was quick to seize upon the speech as justifying its "boycott the Councils" policy. H. E. the Viceroy's reply to a non-official deputation on the subject went a long way to neutralise the agitation, reinforced as it was by a clear authorisation that His Excellency obtained from Mr. Lloyd George that nothing in the speech was intended to conflict with or to indicate any departure from, the policy in

former declarations and in His Majesty's proclamation. The "steel frame" speech was received with particular disapproval in the Bombay Presidency where the working of the Reforms has been, probably, more successful in its practical results than in any other part of India.

The Secretary of State's despatch on the question of the revision of the constitution was held to be unsatisfactory, for he had declared that the short experience in the working of the new constitution did not warrant the assumption that the time was ripe for further constitutional advances, while the appointment of a Royal Commission to investigate the condition of the Public Services and the future policy to be adopted with regard to recruitment was considered wholly unnecessary. Strong resentment too was aroused by the situation in Kenya and a denial to Indian settlers there of equal rights with Europeans, and the action of the Viceroy in certifying the Finance Bill which doubled the Salt Tax.

The political situation, therefore, at the close of the twelve months under review was rather a curious one. The Extremist party was divided into two camps, one of which was definitely in favour of entering the Legislatures, while the Moderate party was in a state of discontent and inclined to be dissatisfied with the Legislatures, or rather with the constitutional limitations imposed upon their freedom of action. The Liberal party could point to a record of good work in the Central Legislature including the repeal of certain of the repressive laws such as the Rowlatt Act, the Press Act of 1910, the appointment of the Racial Distinction Committee and the Act passed upon the Committee's recommendations; which went a long way towards removing a bitter grievance of long standing, the appointment of the Arms Rules Committee and a large number of other measures including Factory and other social legislation; and lastly, the most important of all perhaps from the point of view of practical politics the appointment of the Inchcape Committee, and the very large number of retrenchments effected as the result of its recommendations.

In the Presidency itself the Local Legislature could point to a reduction of 60 lakhs in the Budget, the Retrenchment

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Committee, Primary Education, wider powers of local self-Government and other useful pieces of legislation. Despite this record, however, the Liberal party was disappointed, for the certification of the Finance Act and the doubling of the Salt Tax in the face of the opposition of the Legislative Assembly, together with the feeling that the Secretary of State was unduly interfering with the internal affairs of India, had given rise to a lack of confidence not only in Government but in the practical value of the Reforms.

Finance.—"The outstanding feature of the situation is that we have succeeded in converting deficits into surpluses, both in the current year and in the coming year. In place of an estimated Revenue of 14,02 lakhs and an Expenditure of 14,10 lakhs, we have had, in fact, a Revenue of 14,28 lakhs and an Expenditure of 13,72 lakhs, resulting in the current year in a surplus of 56 lakhs..... We have thus achieved the primary purpose of a solvent Budget, to reduce the expenditure of the State within the current Resources, and we are able to carry on for this coming year without asking this House for fresh taxation. I think that if this House would compare this condition of affairs with the condition obtaining in most Governments in this world, they will find considerable reason for thankfulness."

The Honourable Mr. H. S. Lawrence, Finance Member, thus summed up the financial situation in the Presidency in his speech on February 19th, 1923, in introducing the Budget Estimates for 1923-24. After two years' of disturbance, political as well as economic, the Presidency was in a far stronger position than when the first Budget under the Reform Scheme was presented in February 1921. The principal increase of Revenue was in Excise, 52 lakhs. Stamp revenue, in spite of the increase in duties, fell below the estimate by 53 lakhs owing to the depression in trade, especially in Bombay City.

Retrenchment in Expenditure amounted to 98 lakhs. In the review of last year it was pointed out that the Legislative Council not being satisfied that Government had reached the limit of effective retrenchment had thrown out the first taxation Bill presented, and at the same time intimated that further

taxation would not be agreed to without further retrenchment. The situation created by the action of the House was considered by Government, who gave the House an assurance that a further cut of 60 lakhs would be made in the estimates. This assurance was accepted by the Council and the other Taxation Bills were passed. From the figures given above it will be seen that not only did Government succeed in making this retrenchment of 60 lakhs, but, with the co-operation of its officers of every rank and degree throughout the Presidency, effected a further saving of 38 lakhs. The figures of Revenue and Expenditure are set out in detail in Part II.

Reference may be made here to the effect of the Government of India Act upon the financial system of the Province. The effects upon the Bombay Presidency of what is known as the "Meston Settlement" are dealt with by the Honourable Mr. H. S. Lawrence in Part II of this Report. But the position may be summarised by saying that the Government of Bombay found itself charged with the administration of those subjects which affected the moral and material progress of the people and which from their very nature made increasing demands upon the public purse, for example Education, Public Health and Irrigation; while the sources of revenue from which those subjects were to be financed were not capable of expansion to anything like the extent required.

Trade and Commerce.—The year 1922-23 witnessed a return to normal trading conditions, which was most welcome after the abnormalities of previous years. The total foreign trade (Private) excluding treasure, of the Presidency proper was valued at Rs. 190 crores showing an increase of Rs. 11·55 crores or 6 per cent. over the figures of the previous year. Imports of merchandise fell by Rs. 8·21 or 8 per cent. while exports rose by Rs. 19·76 crores or 24 per cent. but the apparent decline in imports represents not a decline in volume but a decline in prices. The export trade expanded both in volume and in value. The net result is clear, namely, that the trade of the Presidency is returning to its normal pre-war channels at a pace which is quite surprising in view of the prevailing political and economic difficulties of Europe.

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The most noticeable feature of the import trade was that in a year when prices were falling, the total value of the imports of cotton piecegoods improved by Rs. 3½ crores, and the United Kingdom's share in the trade of Bombay's chief import jumped from sixty to seventy per cent. Japan's share declined from thirty to twenty-four per cent. Imports of cotton twist and yarn contracted considerably in value but expanded in quantity. The United Kingdom maintained her supremacy in the higher counts, but Japan has practically wiped out all British competition in the lower counts, especially in 20s, in which she successfully challenges even the local spinners. Metals and ores advanced in value and even more in quantity, but machinery and mill-work and also railway plant and rolling stock declined in value owing to lower costs of production. Imports of sugar represented a normal year's supply, but here again a big drop in average values resulted in a reduction in the total value of the trade.

The export trade of the Presidency was as always dominated by the great staple, raw cotton. The trade in this commodity attained record figures, both in value and volume, and accounted for nearly two-thirds of the total value of the exports of Indian produce and manufactures. Japan took more cotton than ever before—276,000 tons in all—but did not pay quite as much for it as she paid in 1919-20. The local cotton mills, in particular the spinning mills, suffered some loss in their export trade; the domestic market also was not so favourable. Nevertheless the production of woven goods remained higher than in any previous year, except in 1921-22. Exports of seeds showed a large improvement, all the more welcome because Continental Europe is our chief customer. Improvement was also recorded in practically every other branch of the export trade.

Even the direction of Bombay's trade is reverting to the normal. The United Kingdom send us more than half the goods which we import, and does nearly one-third of the total trade in merchandise. From the British Empire as a whole we took sixty per cent. of our imports and to it we sent forty-three per cent. of our exports. Asia has a large part in Bombay's trade, chiefly because of Japan's huge takings of raw cotton which represent

nearly a third of the total exports. Continental Europe has of course not yet recovered its pre-war position, either as a supplier or consumer, but is making noticeable progress mainly owing to the efforts of Germany. It is remarkable that that country despite her loss of territory, sent to Bombay in 1922-23 goods worth more than she sent in 1913-14; her takings also did not fall very far short of the value of those before the war.

The gross revenue collected by the Bombay Customs House during the year under review reached the record figure of Rs. 12 crores 44½ lakhs, while the net revenue amounted to nearly Rs. 12 crores.

The aggregate value of the coasting trade advanced by Rs. 3·46 crores to Rs. 82·69 crores owing mainly to larger arrivals of raw cotton from Kathiawar, Sind, Madras and Cutch and to increased shipments of cotton piecegoods to Bengal and Sind.

The most satisfactory feature of the trade position of Sind in the year under review was the improvement in the export trade consequent on the removal of the embargo on rice, wheat and other food grains of which owing to the favourable monsoons and abundant harvests considerable quantities were available for export. But for the unsettled economic and political conditions in Central Europe a more marked revival in the export trade would have occurred. Favourable indications of the end of the prolonged depression were, however, discernible in the first half of the year under review.

Factors which assisted the import trade were the increased purchasing power of the people as a result of the reduction in food prices, the easier political feeling throughout the country, comparative stability of exchange and lower prices in the United Kingdom.

The total value of the maritime trade of the province of Sind was 71 crores 4 lakhs, an increase of 8 per cent. over the previous year's figure.

As in the previous year the Coasting Trade accounted for 27 per cent. of the Sea-borne trade of Sind, showing an increase of nearly 10 per cent. The improvement however was restricted to exports.

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The gross receipts of the Port amounted to nearly 370 lakhs, an increase of nearly 6 per cent.

Agriculture.—So far as the actual produce of the land was concerned the season of 1922-23 was, on the whole, rather better than the average. In one important respect, however, it differed from the last six or seven years, because while crops were generally abundant,—except in the Eastern Deccan and Karnatic,—prices (except cotton) consistently fell. Wages, however, did not fall appreciably with the result that for people labouring for cash wages it was a very good year, but for almost all other classes of the agricultural population it was distinctly inferior to the previous year. In the Presidency the gross area cropped, 27,743,000 acres, showed a net rise of 144 thousand acres or 0·5 per cent. over the previous year. The net area cropped, however, showed a decline of 108,000 acres or 0·4 per cent. There was an increase of 252,000 acres or 34·2 per cent. over the previous year in the area, 989,000 acres, cropped more than once. In Sind the gross and the net cropped area fell by about 0·4 and 2·7 per cent. Of the total area of the Presidency, 48,713,000 acres, 15,298,000 acres are uncultivable. In Sind with a total area of 30,149,000 acres no less than 20,815,000 acres are classed as uncultivable. Three-fourths of the cultivated area of the Presidency is devoted to growing food-stuffs, Bajri, Paddy, Wheat and Gram being the most important crops. Cotton is by far the largest non-food crop, and owing to the stimulus of high prices the area under cotton increased in the Presidency by 13·8 per cent. and in Sind by over 19 per cent. The total area under cotton was 3 million 977 thousand acres—the tracts showing the largest increases being Gujarat 257,000 acres, Deccan 396,000 acres, Karnatic 230,000 acres and Sind 127,000 acres.

There was an increase in the area under Jowar of 196,000 acres, but in Sind owing to lack of rain in Larkana the area decreased by 91,000 acres. Both in the Presidency and in Sind the area under Bajri showed a considerable decrease, but wheat showed a slight increase. Insufficient and late rains at sowing time was responsible for decrease of 17,000 acres in the Presidency proper under Rice, but Sind, owing to favourable inundation and good

nearly a third of the total exports. Continental Europe has of course not yet recovered its pre-war position, either as a supplier or consumer, but is making noticeable progress mainly owing to the efforts of Germany. It is remarkable that that country despite her loss of territory, sent to Bombay in 1922-23 goods worth more than she sent in 1913-14; her takings also did not fall very far short of the value of those before the war.

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water supply, was able to increase the area under Rice by 128,000 acres or 37 per cent. above the average. Oil nuts and oil seeds with an area of 1,278,000 acres showed an increase.

The total area under Irrigation in the Presidency amounted to 932 thousand acres,—a decrease of 5 per cent. over the previous year. The extent to which Sind depends upon irrigation is shown by the fact that the ratio of the irrigated area to net cropped area was 80·5 per cent. compared with 3·5 per cent. in the Presidency.

The approximate outturn of food crops in the Presidency proper was 4 million tons and in Sind over 1½ million tons.

Department of Agriculture.—The functions of the Agricultural Department, which has now been in existence for 40 years, are to ascertain, by experiment and investigation and research, methods by which the produce of agriculture can economically be increased in quantity and improved in quality, and then to get these methods introduced into practice. The position of the Department with regard to technical progress is not an easy one. All the obvious methods of increasing production by copying methods or varieties found useful elsewhere have either failed or yielded only partial success, and, in the opinion of the Director of Agriculture, most of the problems of agriculture in this Presidency need facing by rigorous scientific methods. Many investigations were in progress during the year under review. Special attention is devoted to cotton which is so important a crop in this Presidency. In the work of producing and extending the use of improved cotton seed South Gujarat stands first in point of success, and in the tracts South of the Narbudda river the pure strains of Navsari cotton, first distributed widely in 1919, have at last spread all over the area in question; and are rapidly replacing the former mixed seed produced while the character of the District as a producer of staple cotton has been almost re-established. In North Gujarat and in Khandesh improvements have been made in the types of cotton now grown and the seed is being multiplied and should be capable of giving commercial quantities in a year or two. In the Karnatak also the Agricultural Department's improved types are rapidly replacing the ordinary cotton. Very

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striking results have been obtained as the result of the research work on Rice and three strains have been isolated giving a very much higher yield than the ordinary seed. Certain varieties of wheat have also been discovered giving a 15 per cent. increase in yield over the types usually cultivated in the Nasik and Ahmednagar districts. The prevention of loss by insects and disease is also the subject of constant investigation, both in the production of disease resisting types and in the finding of remedies. The importance of this branch of the Department's activities will be realised when it is stated that the loss by pests and disease is estimated to amount to probably 25 to 30 per cent. of the actual crop obtained. Improvement in cultivation is another aim of the Department and remarkable results have been obtained by ridge cultivation in the Surat black soil areas.

The improvements of implements and the establishment of depôts for the sale and hire of implements, cattle breeding, supply of pure seed, water finding and boring, the storage of fodder are other activities of the Department. The expenditure of the Department amounted during 1922-23 to just over 14½ lakhs, the receipts being nearly 3 lakhs.

The Agricultural College at Poona continues to be very popular and the demand for admission from other parts of India continues, but no properly qualified student from the Bombay Presidency is refused admission.

Education.—The outstanding feature of the year was the passing into law of the Primary Education Act. This provided for the development and expansion of Primary Education by handing over to local authorities the general control and management of primary education. It also gave powers to these bodies to make primary education compulsory for both sexes in the whole or any part of the area subject to their jurisdiction. The Local Boards Act was also amended so as to give local authorities greater scope for the raising of money for educational and other purposes.

Government have undertaken a definite liability to assist local authorities financially to the extent of half the expenditure in the case of municipalities and two-thirds in the case of local

Boards in order to facilitate progress towards the goal of universal free and compulsory primary education.

Another noticeable feature of the year was the phenomenal demand for professional education.

Out of a total number of 26,763 towns and villages in the Districts of the Bombay Presidency 9,736 possessed schools, the average area served by each school being 12·7 square miles. The total number of recognised Educational Institutions in British Districts is 13,269, the number of pupils being 911,652. Including the 62,108 pupils in private institutions not recognised by Government the total increase in the number of pupils receiving instruction was over 15,000. Of the male population 7·7 per cent. were attending schools or colleges and 2·1 per cent. of the female population. The total expenditure on Public Instruction during the year rose by 15·7 lakhs to Rs. 311·8 lakhs to which Government funds contributed 55·2 per cent. Fees realised 16·47 per cent., Municipal funds 11·2 per cent., District Local Boards 4·7 per cent., and Endowments, etc., 12·5 per cent. Primary schools accounted for over 157 lakhs, exclusive of expenditure on inspection, construction and repairs, Government's contribution amounting to nearly one crore. The Indian States spent about 36 lakhs on Education. In all classes of schools and colleges, primary, secondary and those giving higher education the number of pupils showed an increase.

Law and Justice.—In the twelve months ending the 31st March 1923 twenty Acts were passed by the Legislative Council and became law. They included in addition to measures for the enhancement of taxation important measures of social legislation such as the Prevention of Gambling in Bucket Shops; a democratic constitution and the removal of the sex bar for the Bombay Corporation; the regulation and control of transactions in cotton which conferred upon the East India Cotton Association statutory powers for the regulation of the cotton trade; taxes on entertainments; amendments of the Rent Acts, one of which was intended to put a stop to the practice of subletting; the provision of Compulsory Elementary Education, Act No. IV of 1923 providing machinery for the working of a scheme of Compulsory Elementary Education by local authorities

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and improving the arrangements for the supply of Primary Education; and the Local Boards Acts which give wider powers of local self-government to the people of the Presidency.

Thirty Resolutions also on subjects of general public interest were moved during the period under report, of which 10 were carried, 5 were negatived, 14 withdrawn, and 1 ruled out of order.

Over 307,000 cases of all kinds were brought in the civil courts of the Presidency during 1922. The value of suits instituted in the mofussil courts exceeded 374 lakhs, while the value of suits in the Bombay Small Causes Courts amounted to over 99 lakhs. Suits below Rs. 500 formed over 20 per cent. of the total.

The bulk of the offences which come before the criminal courts are dealt with by Magistrates and most of the offences are of a comparatively trivial nature. Out of 222,500 persons under trial during the year nearly 139,000 were convicted and of these 1,781 were released on probation, 602 were discharged after admonition and 130,587 were fined. Only about 16,400 received imprisonment and the terms of a third of these were below 15 days. The number of offences that came before the courts were over 169,000.

Police and Crime.—Although during 1922 the Police had to deal with nearly 120 thousand offences, an increase of nearly 5,200 over the previous year, the increase was wholly in petty crime, because cases coming under the Indian Penal Code showed a decrease of nearly 6,000. The reduction under "minor offences against the person and property or property only" was substantial, an improvement which was specially welcome since these forms of crime touch the life of the people most closely. The Bombay Suburban Districts (5·005) and Karachi (5·386) continued to be the most criminal districts, Ratnagiri (·276) and Thar and Parkar (2·026) the least. The incidence of crime in Sind is considerably more than double that of the Presidency proper. The value of property stolen during the year was over 25½ lakhs of which 7½ lakhs were recovered. Of the 20,793 persons convicted during the year 4,344 were identified as having had previous convictions and 1,143 were classed as habitual offenders.

The reorganisation of the Presidency Criminal Investigation Department was held in abeyance for want of funds and the Inspector General points out in his Annual Report that the scientific study of the professional criminal is essential to a successful detection work. Such an organisation would exercise a most effective check upon the activities of professional criminals and be responsible for the detection of much crime which but for its operations would remain undetected. The percentage of undetected cases, if the Indian Penal Code cases are considered separately, is nearly 50 per cent.

Bombay City Police.—"From a police point of view," says the Commissioner of Police in his Annual Report, "the year may be described as one in which hours of work, meals and rest were as regular as it is possible for a Police Officer to expect". Despite this comparatively quiet year there was an increase in the number of reported cases by over 9,000, the total being 112,000 but the increase in actual crime was negligible, the rise being almost entirely in cases under Local Acts such as obstruction by petty shop-keepers, hawkers, etc. Serious offences against the person numbered 1,024, the cases of murders and attempts at murders being 48. The value of property stolen amounted to over 22½ lakhs of which 5½ lakhs were recovered. Trams, Victorias and Bullock carts caused injuries to 1,127 people. Motor vehicles caused injuries to practically the same number, 1,128. The proportion of crime to population in Bombay City was 1 to 14·31.

Public Health.—Not for thirty-three years has so low a mortality been recorded in the Presidency as during 1922. The number of deaths, 452,581, showed a decrease of more than 45,600 over the previous year which was itself a year of exceptionally low mortality. The death-rate per thousand for 1922 was 23·61 compared with 26 in the previous year and 37·16, the average for ten years. The highest death-rate was returned by Nasik (30·48), the lowest (15·32) by Panch Mahals, which also had the lowest death-rate in the previous year.

Diseases classified under the head of "Fever" were responsible for nearly half the number of deaths. The mortality from

GENERAL SUMMARY

small-pox, cholera and plague, the principal epidemic diseases, was well below the average.

Over the Presidency as a whole births exceeded deaths by 168,189. But the increase was due to the fall in the death-rate rather than to any actual increase in the number of births. In Bombay City, however, deaths exceed births by 16,770. The number of births registered was 620,770 giving a birth-rate of 32·39. The birth-rate for rural areas was 37·48 and for urban areas 28·33. The birth-rate statistics cannot, however, be regarded as wholly reliable owing to inadequate attention given by local authorities to registration. From the figures given in the Annual Report it would appear that the rural birth-rate exceeded the Urban in the Presidency, but the reverse was the case in Sind. One satisfactory feature of the Statistics is that deaths amongst infants under 12 months was the lowest recorded for twenty years. But it is still very high amounting to 169·10 per thousand registered births. The total number of deaths was 105,000 and of these 43,366 were amongst infants one month old or less.

Over 2½ million patients were treated in the Dispensaries and Hospitals of the Presidency which are maintained out of Public, Local or Municipal funds or receive aid from Government. Only about one-fifth of the total number of patients treated are women, although there is a steady increase in the number of female patients attending General Hospitals. Both among indoor and out-door patients malaria was responsible for the largest number of cases. Over 600,000 persons were primarily vaccinated during the year in the Presidency and the Belgaum Vaccine Institute issued nearly 1,200,000 doses of lymph.

Salt.—The outstanding feature of the year was the doubling of the Salt tax from Re. 1-4-0 to Rs. 2-8-0 per maund from the 1st March 1923. But its effects in the year under review were negligible as traders, anticipating an increase, had removed large quantities of salt during January and February. Owing to an unusually favourable manufacturing season the production of Salt at Kharaghoda increased from 41½ lakhs maunds to 45½ lakhs maunds and that at the sea Salt Works (excluding the Dharasna and Chharvada Works) from 74 to 105 lakhs maunds.

The consumption per head in the Presidency proper decreased slightly from 13·94 lbs. to 13·72 lbs. There was an increase in the market price of salt in almost all the districts during the first eleven months of the year. But when the duty was increased, the increase in price was not proportionate to the increase in duty because the retailers had stocks on hand which had paid the lower rate. The removals of Magnesium Chloride from Kharaghoda decreased from 20,930 cwts. to 12,772, owing to foreign competition, but over three times as much refined salt manufactured at Kharaghoda was disposed of. The issues of denaturalised salt decreased from 1,557 to 772 maunds in spite of the reduction in the issue price from Re. 1-2-0 to annas 13 per maund.

Excise.—The year under review was one of the most important in the history of Excise administration in the Presidency. A number of changes were introduced, the most far reaching being the imposition of a direct check on consumption by rationing all country liquor shops on the basis of consumption during the year 1920-21. The strength of country spirit was reduced from 30 U.P. to 40 U.P. and several other measures were taken in pursuance of the settled policy of Government to discourage excess, minimise temptation and control the consumption of liquor among those habituated to it. Sixty-eight liquor shops were closed in the Presidency proper and 28 in Sind. The results of all these measures are to be seen in the figures of consumption as well as revenue. As compared with the previous year, the total consumption of country liquor in the Presidency proper went down by 309,000 gallons to 1,791,000 gallons or 15 per cent. The total revenue, however, amounted to 355 lakhs, compared with 303 lakhs in the previous year. The revenue from toddy rose by Rs. 4,91,000 and there was an increase, to 127 lakhs of gallons, or 28 per cent. in the consumption of toddy in the Presidency. In Sind the total revenue was Rs. 39,56,000, an increase of over Rs. 4 lakhs over the previous year. The figure for consumption per head in drams in the Bombay Presidency is 5·3 and it would appear that the drink problem is really an urban one, because while in rural areas the consumption is only 2·7 drams per head, in Bombay City it

GENERAL SUMMARY

is 25·4 and in District Headquarters and Towns with a population of 10,000 or over it is 15·9.

While the reduction in consumption is satisfactory, the position with regard to illicit practices gives cause for some anxiety. Offences relating to liquor rose from 1,999 to 3,458 and cases of illicit importation, sale and distillation from 1,905 to 2,884 or by 51 per cent. In Sind the figures of offences relating to liquor were 102 compared with 33 in the previous year. Moreover, there is reason to believe that in some districts only a portion of the illicit practices were detected. How far this increase in crime is the result of the policy of Government and in what respects that policy requires modification is a question that will receive the serious attention of Government.

The Co-operative Movement.—The progress of the Co-operative Movement was affected by an unfavourable agricultural season and financial stringency in the money market, as well as by the policy of consolidation rather than immediate further extension. In consequence the increase in the number of Societies and members was less than has been usual in recent years. The increase in the Working Capital on the other hand was very satisfactory. On the 31st March, there were 3,533 Societies with 335,834 members and a working capital of Rs. 5½ crores. Compared with the year 1920, Societies have increased by 40 per cent., members by 42 per cent. and working capital by a little over 100 per cent. Progress has been most marked in Urban co-operation and especially in co-operative banking. There are now 20 central co-operative banks including the Provincial Bank with a working capital of Rs. 169 lakhs or an increase of 160 per cent. over the figures of three years ago. Urban Banks number 31 with a working capital of Rs. 112 lakhs, and non-agricultural Societies 569 with a working capital of Rs. 187 lakhs. A noticeable feature of the advance has been the increased use of cheques, 23,000 having been issued and cashed by Co-operative Banks and Societies to the value of more than 6 crores. In addition there were transactions within the Co-operative Movement in Bills of Exchange amounting to another 14,000 in all for amounts aggregating Rs. 181 lakhs. In Agricultural Societies also the use of Savings Bank deposits is becoming more

general. The most serious defect in the agricultural movement continues to be the amount of overdue loans which at the end of the year amounted to nearly Rs. 31 lakhs, or 18 per cent. of the working capital of those Societies. On the other hand, members' deposits increased to Rs. 41 $\frac{1}{2}$ lakhs and reserve funds in Agricultural Societies to over Rs. 15 lakhs. With the closer co-operation now attained with the Agricultural Department, the question of co-operative marketing has been thoroughly investigated and important steps have been taken to add to the efficiency of this branch of the movement. In spite of an extremely poor cotton crop the sale societies sold cotton amounting in all to Rs. 23·8 lakhs, that at Gadag selling cotton worth Rs. 9 $\frac{1}{2}$ lakhs or 16 per cent. of the cotton brought into the local market. A fair amount of molasses—nearly 8 lakhs—was also sold by co-operative societies and the total amount of agricultural produce sold by co-operative sale societies in the Presidency as a whole amounted to Rs. 33 $\frac{1}{2}$ lakhs during the year. The extent to which the co-operative movement in this Presidency is now controlled, supervised and guided by non-officials is the best measure of the success it has attained. The progress of the Bombay Central Co-operative Institute in particular has been most gratifying, and it is now taking a distinctly larger and more influential part in the direction of the co-operative movement in the Presidency. The finances of the Institute, however, are still insufficient for the tasks that it has to perform and larger donations from gentlemen of wealth and public spirit would be very helpful.

Public Works.—Over 24 lakhs were spent on new roads and additions and alterations to existing ones, while repairs to roads cost over 28 lakhs during the year. New buildings completed or under construction included the Out-patients' Department in the J. J. Hospital, the Pharmacological Laboratory at Parel, the King Edward Memorial Hospital and the Gateway of India which had reached a height of 55 feet from ground level. The Central Jail, Hindalgi, which will accommodate 700 persons, was practically completed, while Shaikh Sulla Bridge at Poona was so far completed that it was open for traffic in September 1923. Other works under construction by the Public Works Department included a scheme of development for the town of

Sholapur, the improvement of water-supply at Hyderabad (Sind) and at Sukkur and the construction of a pipe line from Karachi to Mauripur Salt Works.

On the Sukkur Barrage (Lloyd Barrage) scheme the close contouring of the whole tract commanded by the projected Barrage canals was the chief work carried out during the year. Levels were taken at close intervals over an area of about 5,500 square miles. Progress was also made in collecting and working up details necessary for preliminary work in connection with the construction of the scheme. Satisfactory progress was made on irrigation works under construction in the Deccan. The masonry dam of Lake Arthur Hill, the storage reservoir of the Pravara Canals, reached a height of 260 feet leaving a balance of 10 feet only to be completed. The canals have been excavated and it is expected that the whole scheme will be finished by the end of the year 1924. The Nira Right Bank Canal will be the largest in the Deccan. The project comprises the construction of a new masonry dam—The Lloyd Dam—which will replace the existing dam and provide a supply to the old Left Bank and the new Right Bank canals. It is hoped that the dam and the first 90 miles of the canal will be completed by the end of the year 1926. The expenditure incurred during the year on 'works' alone on the two projects in the Deccan amounted to nearly 37 lakhs.

Development Department.—During the year 1922-23 the work of the Directorate proceeded smoothly and, for all practical purposes, according to programme.

A detailed project estimate of the Back Bay Reclamation Scheme amounting to just over Rs. 702 lakhs was sanctioned by Government in October, and the actual expenditure up to 31st March amounted to nearly 280 lakhs. The concrete and rubble wall both at Marine Lines and at Colaba made considerable progress and at the close of the period under review had reached 3,450 feet from the Marine Lines' end and more than 3,800 feet at Colaba. Equally good progress was made at the quarries at Khandivli, where the output during the year amounted to 235,839 tons of stone and where, in addition, plant for the manufacture of moulded concrete pre-cast blocks

(to be used in the construction of storm-water drains in the reclamation area) had been nearly completed at the end of the year.

Work on the industrial housing scheme proceeded satisfactorily and 56 chawls were completed. During the year the Department definitely decided to cease building on its own account and to allot contracts to private firms. The result of the tenders was satisfactory and showed a considerable reduction on previous costs. The total number of tenements let, or ready to be let, on 31st March 1923, was 2,720.

Less progress was made with the schemes for the provision of suitable sites for the expansion of industries outside Bombay. Demands for such sites were few and the work of development of the Kurla-Kirol area consequently continued in abeyance. Several fresh enquiries for Factory sites at Ambernath were received during the year and the first three Factories were completed.

The prospects at Trombay North, East, where an area for the accommodation of offensive trades is being laid out, are satisfactory. A compact block of 170 acres has been reclaimed with the object of providing a convenient site for the tanneries to be displaced from Dharavi, and separate areas have been allotted to the Bombay Municipality for the purpose of a new slaughter-house and stables for milch-cattle. Arrangements have also been completed for industrial housing in this area, and for the construction of a Railway linking up with the G. I. P. main line at Kurla.

The most advanced of the *Suburban Schemes* intended to provide sites for residential purposes were those at Khar, Chapel Road (Bandra) and Trombay North-West and developed plots are now available for sale in each of them. Some ninety-five plots had been taken up for building purposes in the first-named scheme. In the Chapel Road Scheme over three-fourths of the area had been sold and in Trombay North-West some 3½ lakhs of square yards have been retained by the original owners under settlements effected with them. In this scheme a few model cottages have been built which demonstrate the possibilities of cheap and attractive housing for the middle and lower middle classes in this area.

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Good progress was made on the construction of the Salsette-Trombay Railway. The earthwork and masonry of the Kurla-Andheri Section was practically finished, together with the permanent way for a single track for the whole length except three-quarters of a mile at the Kurla end and 600 feet across the Mahim Creek. On the Kurla-Vadavli Section of 2 miles, 92 per cent. of the earthwork in the first mile and the whole of the earthwork in the second mile was completed by the end of the year, together with the masonry in all bridges except one ten feet opening.

The area surveyed during the year amounted to 21,495 acres or 33.5 square miles and arrangements were being made at the close of the year for printing the survey sheets.

In January 1923, Government appointed a Sanitary Committee, consisting of a Chairman and nine members, to act until the completion of the Reclamation Works, to advise as to the sanitary precautions to be taken from time to time in connection with these works.

APPENDIX I

RESERVED SUBJECTS

- (1) Water supplies, irrigation and canals, drainage and embankments, water storage and water power.
- (2) Land Revenue Administration.
- (3) Famine Relief.
- (4) Land Acquisition.
- (5) Administration of Justice.
- (6) Provincial Law Reports.
- (7) Administrators-General and Official Trustees.
- (8) Non-judicial stamps ; judicial stamps.
- (9) Development of mineral resources which are Government property
- (10) Industrial matters, included under the following heads :—
 - (a) Factories ;
 - (b) Settlement of labour disputes ;
 - (c) Electricity ;
 - (d) Boilers ;
 - (e) Gas ;
 - (f) Smoke Nuisances ; and
 - (g) Welfare of labour and housing.
- (11) Ports (with certain exceptions).
- (12) Inland water-ways, including shipping and navigation, not declared central subjects.
- (13) Police, including railway police.
- (14)
 - (a) Regulation of betting and gambling ;
 - (b) Prevention of cruelty to animals ;
 - (c) Protection of wild birds and animals ;
 - (d) Control of poisons ;
 - (e) Control of motor vehicles ; and
 - (f) Control of dramatic performances and cinematographs.
- (15) Control of newspapers, books and printing presses.
- (16) Coroners.
- (17) Excluded Areas.
- (18) Criminal Tribes.
- (19) European vagrancy.
- (20) Prisons, prisoners (except State prisoners) and reformatories.
- (21) Pounds and prevention of cattle trespass.
- (22) Treasure trove.
- (23) Provincial Government Presses.
- (24) Elections, Indian and Provincial.
- (25) Regulation of medical and other professional qualifications and standards.
- (26) Local Fund Audit.

APPENDICES

- (27) Control of members of all-India and provincial services serving within the province and control of public services within the province other than all-India services.
- (28) Sources of provincial revenue—
 - (a) taxes included in the Schedules to the Scheduled Taxes Rules, or
 - (b) taxes, not included in those Schedules, which are imposed by or under provincial legislation which has received the previous sanction of the Governor General.
- (29) Borrowing of money on the sole credit of the province.

TRANSFERRED SUBJECTS

- (1) Local Self-Government (except Cantonments).
- (2) Medical administration.
- (3) Public health, sanitation and vital statistics.
- (4) Pilgrimages within British India.
- (5) Education (with some exceptions).
- (6) Public Works—
 - (a) Construction and maintenance of provincial buildings.
 - (b) Roads, bridges, ferries, etc.
 - (c) Tramways within municipal areas.
 - (d) Light and feeder-railways and extra-municipal tramways for which provision is made by provincial legislation.
- (7) Agriculture.
- (8) Civil Veterinary Department.
- (9) Fisheries.
- (10) Co-operative Societies.
- (11) Forests.
- (12) Excise.
- (13) Registration of deeds and documents.
- (14) Registration of births, deaths and marriages.
- (15) Religious and Charitable Endowments.
- (16) Development of industries, including industrial research and technical education.
- (17) Stores and stationery required for transferred Departments.
- (18) Adulteration of food-stuffs and other articles.
- (19) Weights and measures.
- (20) Libraries and museums (with certain exceptions).

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APPENDIX II

List of official Reports used in the compilation of this Volume

PART II

CHAPTER I

INDIAN STATES

Annual Reports of the Indian States referred to in the Chapter and of Aden for the year 1922-23.

CHAPTER II

LAND RECORDS

Annual Report of the Department of Land Records in the Bombay Presidency (including Sind), Report of the Talukdari Settlement Officer, and the Report on the Administration of Incumbered Estates in Sind for the year 1922-23.

CHAPTER III

LAW AND JUSTICE

Report on the Administration of Civil and Criminal Justice in the Bombay Presidency for the year 1922, Report on the Administration of the Registration Department for the years 1920-22, the Annual Report of the Registrar of Companies for the year 1922-23, and Proceedings of the Bombay Legislative Council.

CHAPTER IV

POLICE AND CRIME

Annual Reports on the Bombay District Police and the Bombay City Police, Administration Reports on Government Workhouses, Administration Report of the Bombay Jail Department and the Report on the working of the Criminal Tribes Act in the Bombay Presidency for the year 1922.

CHAPTER V

AGRICULTURE, WEATHER AND CROPS

The Season and Crop Report of the Bombay Presidency, the Report of the Department of Agriculture, Land Revenue Administration Report of the Bombay Presidency, including Sind, Annual Report on the Working of Co-operative Societies in the Bombay Presidency, Annual Report on Forests, Note on the Weather of the Bombay Presidency and the Annual Report of the Empress and Bund Gardens, Poona, for the year 1922-23.

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CHAPTER VI

TRADE AND COMMERCE

Annual Report of the Department of Industries for the year 1922-23, Annual Factory Report of the Bombay Presidency for the year 1922, Report on the Administration of the Bombay Boiler Inspection Department, Annual Report of the Bombay Smoke Nuisances Commission, Annual Report on the Sea-borne Trade and Customs Administration of the Bombay Presidency, Report on the Maritime Trade of the Province of Sind, Report on the Trade and Navigation of the Port of Aden, and Annual Reports on Shipping Offices for the year 1922-23.

CHAPTER VII

PUBLIC WORKS DEPARTMENT

Administration Report of the Public Works Department for the year 1922-23.

CHAPTER VIII

VITAL STATISTICS AND MEDICAL RELIEF

Annual Report of the Director of Public Health for the Government of Bombay for the year 1922, Triennial Report on Civil Hospitals and Dispensaries for the years 1920-22, Annual Report of the Bombay Bacteriological Laboratory and Report on Mental Hospitals for the year 1922, Triennial Report on Vaccination in the Bombay Presidency for the years 1920-21, 1921-22 and 1922-23, Annual Reports of the Chemical Analysts to Government, Bombay and Sind, for the year 1922, and Annual Administration Report of the Civil Veterinary Department in the Bombay Presidency including Sind for the year 1922-23.

CHAPTER IX

LOCAL SELF-GOVERNMENT

Report on Municipal Taxation and Expenditure for the Bombay Presidency including Sind, Administration Report of the Municipal Commissioner for the City of Bombay, the Annual Report on Local Boards in the Bombay Presidency, Administration Report of the City of Bombay Improvement Trust and Annual Reports on Port Trusts for the year 1922-23.

CHAPTER X

COLLECTION OF REVENUE AND FINANCIAL REVIEW

Annual Report on the Sea-borne Trade and Customs Administration of the Bombay Presidency, Report on the Maritime Trade of the Province of Sind, Reports on the Administration of the Salt Department of the Bombay Presidency and in Sind, Reports on the Administration of the Excise Department in the Bombay Presidency, Sind and Aden, Annual Report of the Stamp Department in the Bombay Presidency and Sind, and the Annual Report on Income Tax for the year 1922-23.

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CHAPTER XI

INSTRUCTION

Report of the Director of Public Instruction in the Bombay Presidency for the year 1922-23, Report of the Reformatory School at Yeravda and the Report of the Royal Asiatic Society (Bombay Branch) for the year 1922, Administration Report of the Municipal Commissioner for the City of Bombay, and the Annual Report of the Victoria Museum, Karachi, for the year 1922-23.

CHAPTER XII

ARCHÆOLOGY

Progress Report of the Archæological Survey of India, Western Circle, for the year 1922-23.

CHAPTER XIII

MISCELLANEOUS

Administration Reports for the Diocese of Bombay and of the Presidency Senior Chaplain, Church of Scotland, Bombay Presidency, Annual Report on Government Printing and Stationery, and the Report on the working of the Development Department for the year 1922-23 and the Annual Reports of the Bombay and Karachi Societies for the Prevention of Cruelty to Animals for the years 1922 and 1922-23, respectively.

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APPENDIX III

GOVERNOR AND PRESIDENT OF THE COUNCIL, 1922-23

His Excellency Sir George Ambrose Lloyd, G.C.I.E., D.S.O.

MEMBERS OF COUNCIL, 1922-23

*The Honourable Sir Ibrahim Rahimtoola	.. Revenue Member.
The Honourable Sir M. H. W. Hayward	.. Home Member.
The Honourable Sir C. H. Setalvad	.. General Member.
The Honourable Mr. H. S. Lawrence	.. Finance Member.

MINISTERS, 1922-23

The Honourable Khan Bahadur Shaikh Ghulam Husain Hidayatallah.	Minister of Local Self-Government.
The Honourable Mr. C. V. Mehta	.. Minister of Forests and Excise.
The Honourable Dr. R. P. Paranjpye	.. Minister of Education.

* Vacated office on 17th March 1923.

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