

# BIHAR AND ORISSA

IN

## 1928-29

BY

C. R. B. MURRAY,

*Indian Police.*



SUPERINTENDENT, GOVERNMENT PRINTING,  
BIHAR AND ORISSA, PATNA  
1930.

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His Excellency Sir HUGH LANSDOWN STEPHENSON,  
K.C.S.I., K.C.I.E., I.C.S.

## **NOTICE.**



THE preparation of this book has been entrusted to Mr. C. R. B. Murray, I.P., and it is now published under authority and with the general approval of the Government of Bihar and Orissa, but it must not be assumed that this approval extends to every particular expression of opinion.

## **PREFATORY NOTE.**

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THE main portion of this volume deals with the financial year 1928-29, viz., the period from April to March. In order to bring the history of the province up-to-date as far as possible, a short summary of the principal events of the calendar year 1929 is included as an appendix.

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## APPENDIX I.

### A short summary of the Administration of Bihar and Orissa in 1929.

During the year there were several changes in the personnel of the Government. On the 18th January 1929, Maharaja Bahadur Sir Keshav Prashad Singh, C.B.E., resigned his office as Member of the Executive Council, and was succeeded by the Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E. On the 26th April, His Excellency Sir Hugh Lansdown Stephenson, K.C.S.I., K.C.I.E., I.C.S., proceeded to England on leave for four months, and the Hon'ble Mr. J. D. Sifton, C.S.I., C.I.E., I.C.S., Member and Vice-President of the Executive Council, assumed charge as acting Governor, the Hon'ble Raja Rajendra Narayan Bhanja Deo being appointed Vice-President of the Executive Council. The temporary vacancy in the Executive Council was filled by the appointment of Mr. J. T. Whitty, C.I.E., I.C.S., Commissioner of the Tirhut Division. Shortly after the return of His Excellency Sir Hugh Stephenson, the Hon'ble Mr. J. D. Sifton proceeded on four months' leave, and the Hon'ble Raja Rajendra Narayan Bhanja Deo was reappointed temporarily to be Vice-President of the Executive Council, and the Hon'ble Mr. J. T. Whitty was reappointed to be a temporary Member. The Hon'ble Mr. Sifton resumed charge on the 29th December.

On the Transferred side, the Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Kt., and the Hon'ble Sir Ganesh Datta Singh, Kt., held office throughout the year, in charge of their former portfolios of Education and Local Self-Government, respectively.

In January 1929, His Excellency the Viceroy visited the Agricultural Research Institute at Pusa in the Darbhanga district on his way from Calcutta to Delhi and spent a day in inspecting the Institute and the Farm attached to it.

The Royal Commission on Labour arrived in Patna on December 18th and stayed until December 20th. During their stay the Commission examined four official and two non-official witnesses. The official witnesses consisted of Mr. J. R. Dain, I.C.S., late Deputy Commissioner of Singbhum, who was examined generally on the written memorandum prepared for the Commission by the Bihar and Orissa Government; Mr. W. B. Brett, I.C.S., late Deputy Commissioner of Ranchi, who gave

evidence concerning the recruitment of labour in Chota Nagpur for the Assam tea gardens: the Director of Industries, who was examined regarding family budgets and the cost of living; and the Chief Inspector of Factories who gave evidence connected with the working of the Factories Act in this province. The two non-official witnesses represented the Bihar and Orissa Chamber of Commerce and the Bihar Kishan Sabha respectively.

Though there was still tension during the year between Hindus and Muhammadans there were remarkably few clashes between the two communities and such as occurred were of a comparatively unimportant nature. In several instances, however, there might have been considerable trouble but for the opportune arrival of the police on the scene.

**Feeling between Hindus and Muhammadans.**

During the celebrations in Patna of the anniversary of the *Arya Samaj* in April, the throwing of brickbats on a passing procession from a Muhammadan house nearly caused a serious disturbance. During the *Bakr-Id* festival no serious trouble occurred, though at Dharampur in Monghyr the police had considerable difficulty in enforcing the right of the Muhammadans to perform *Kurbani*, and at Ghaziapur in the Saran district they arrived in time to prevent a large mob of armed Hindus from attacking the Muhammadans, whom they suspected of being about to sacrifice a cow. Other incidents which occurred during this festival were two minor raids by Hindus on Muhammadan houses in the Champaran district, the rescue by Hindus of some cows which were being taken for slaughter in the Patna district, and the discovery of a dead pig in the *Idgah* in Darbhanga town.

The *Muharram* and *Chehlum* festivals passed off peacefully, apart from one or two minor disturbances between rival parties of the same community. The Hindus in the mufassal participated in the *Muharram* festival, but kept aloof in the towns. *Mahabiri Jhanda* processions were, as usual, taken out during August in the Saran and Champaran districts, though in Saran the processions were much smaller than in the previous year. In one village in Saran, the Muhammadans prevented a procession from going through their part of the village and there was nearly a disturbance, which was averted by the Hindus deciding to take another route.

During the *Dasuhara* festival untoward situations arose in two districts. In the Balasore district, two Muhammadans threw bricks at one of the processions because it continued to play

music while passing the grave of a *pir*, with the result that there was a fracas, in which one or two Hindus were slightly injured. At Chakradharpur in the Singhbhum district, the mutilation of several images by unknown persons led to high feeling on the part of the Hindus, which might have had serious consequences. The efforts of the police, however, succeeded in preventing a disturbance.

There was a recrudescence during the year of political activity on the part of the Provincial Congress Committee. The provincial delegates who had attended the meeting of the All-India Congress in Calcutta in December 1928, returned in January full of renewed zeal. The working committee of the Provincial Congress at once decided to revive the organization of provincial and local committees which had flourished during the non-co-operation era, and to enrol volunteers up to the number of 300,000 in order to raise funds for the support of the workers. It was also decided, in accordance with instructions issued by the All-India Congress Committee, to inaugurate a campaign, as in non-co-operation days, of boycott of foreign cloth and picketing of liquor shops. Meetings were held to explain the Calcutta Congress resolutions, steps were taken to enrol members and volunteers on payment of four annas each, and the *Swaraj* flag was periodically hoisted. The 10th of March, which had been marked by Congress as "Nehru Report Day", and the "National Week" in April were celebrated by processions, meetings and the burning of foreign cloth, but the enthusiasm was practically confined to youths and students and there was marked apathy and lack of support on the part of the general public.

Though it had been estimated that the full quota of 300,000 members would be enlisted by April, after which the foreign cloth boycott and the picketing campaign were to start, the number actually enlisted by the end of that month was less than 17,000, of whom nearly half was accounted for by one district, namely Champaran. By the end of May, the number of members, according to the information supplied to the All-India Congress Committee, was claimed to have risen to 30,000, a figure far in advance of that of any other province. The enrolment of members continued till August, when it was alleged that the province had more than fulfilled the quota demanded of it, though other information indicated that less than half that number had actually been enlisted. During the rest of the year there was a lull in Congress activity, broken in some districts by the celebration of "days" such as "Political Sufferers' Day" on August 18th, "Jatin Das



Day " on September 22nd, and " Gandhi's birthday " on October 2nd, all of which were occasions for the hoisting of the national flag, the burning of foreign cloth and the exhibition of revolutionary posters.

The chief labour event of the year was the strike at the works of the Tinsplate Company of Golmuri, near Jamshedpur, which started on the 8th of April. There had been unrest among the Company's labour for some time previously. Shortly after the conclusion, in September 1928, of the strike in the Tata Iron and Steel works the workers of the Tinsplate Company decided to form a regular union of their own. A mass meeting was held for the purpose, the Union was formed and Mr. Daud, president of the Seamen's Union of Calcutta, was elected its first president. The executive of the new Union thereupon proceeded to present a series of demands of a moderate nature to the General Manager, who promised to give them sympathetic consideration. For some time there were few fresh signs of activity on the part of the Union, though the labour atmosphere of Jamshedpur was still somewhat disturbed, as the strike in the Iron and Steel works had only recently been settled and there was considerable rivalry between the old Labour Association and Mr. Homi's new Labour Federation.

The first sign of trouble occurred at the beginning of January, when some of the workmen refused to take their wages on a trivial pretext and were suspended. At the same time the General Manager, acting under instructions from Calcutta, announced that for financial reasons the hours of work would have to be restricted for the present. Mr. Daud, the president of the Union, then interviewed the Manager and later publicly announced that he had secured formal recognition of the Union and a promise to consider the cases of the men suspended, but that a modification of the programme of work restriction was not possible. The General Manager had, however, promised to extend working time as soon as the financial position of the Company permitted. The men were dissatisfied with the moderation of Mr. Daud's attitude, and shortly afterwards he resigned and was replaced as president by Mr. Homi. The latter thereupon proceeded to negotiate with the management and to put forward the claims of the men, which now included the grant of certain concessions similar to those which had been granted to the employees of the Iron and Steel Company when the dispute there

was settled. At the beginning of February, Mr. Homi announced that he had succeeded in negotiating a very liberal settlement with the General Manager, the terms of which he proceeded to publish.

After the announcement of this settlement, work proceeded without interruption for a month, during which time the Company were taking steps to give effect to their agreement. In spite of this, during March, there were lightning strikes on consecutive days, in connection with the refusal of the Company to admit to the works two men who had been discharged for neglect of duty. Though these strikes were settled, the unrest continued and it was now obvious that both inside and outside the Union Executive there was a militant element which was determined to resort to direct action at all costs. The influence of this element prevailed and, though the Union was still conducting negotiations with the management, the men took the law into their own hands and, without formulating any grievances, suddenly went out on strike in a body on the 8th of April.

For some time the Company made no effort to carry on work but waited for the men to return. A statement of the grievances of the men was issued on the 14th April, but most of the points raised had already been settled to the satisfaction of the president of the Union and were being given effect to by the management. Mr. Homi, after an appeal to the men to resume work, which had no effect, recognized that his position was hopeless and resigned his post as president. On the 22nd of April, the Company opened their works to fresh recruitment and proceeded to take on any labour that was available. Their standard labour force was 3,000 men. By the middle of May there were more than 1,800 men working, of whom about 1,000 were new, and from that time onwards, though the number of old hands fluctuated according to the efforts of the picketers and the strike leaders, the number of new hands, recruited largely from ex-employees of Messrs. Tata's and other companies, who had stayed on in Jamshedpur in the hope of securing fresh employment, showed a steady increase.

As soon as it was evident that the Company might in time be able to carry on work completely without the old labour, requests began to be made to Government by the men's leaders for action under the recently passed Trades Disputes Act. After an investigation of the necessity for such a course by the acting Commissioner of the division, Mr. J. R. Dain, I.C.S., who had in the previous year been Deputy Commissioner of the Singhbhum

district during the Jamshedpur strike, Government came to the conclusion that the recruitment of new hands had brought about a position that was irremediable by negotiation, and that a conciliation board would be useless. As regards a court of enquiry, it was clear that the employers, though prepared to face it, expected no advantage from it and therefore did not want it; while the responsible leaders on the part of the men were definitely opposed to its appointment. In the circumstances, Government considered that a court of enquiry could serve no useful purpose.

The Company continued to recruit new labour, until by the middle of July the number of workers had risen to over 3,000, a total which was larger than the standard pre-strike force. Many of the original labour force had gone back to their homes and showed no signs of returning, and some of the old hands, who had remained in Jamshedpur, were showing a definite tendency to drift back to work, as the Company still showed themselves willing to take them back without victimization. By the 19th of August, there were more than 1,000 old hands at work, while the number of new hands had increased to over 2,300 and production was within measurable distance of normal.

At this juncture, the strike party, with the assistance of Mr. Subhas Chandra Bose, made a determined effort to revitalize the strike, and an intensive campaign to that end was started on the 21st, in which various labour leaders from outside the province came to take a hand. Picketting was intensified and organized demonstrations of strikers took place outside the gates of the works, one of which led on the 22nd August to a riot between the Company's Pathan counter-picketters and strikers, in the course of which brickbats were freely used and several persons were injured. A *hartal* was declared as a protest against the Company's action in having, so it was said, provoked the riot and was partially successful, the numbers at work on the 24th August being only 2,200. During the next few days, there was a considerable increase of sabotage and violence, and the situation was not improved by the presence of outside labour leaders, several of whom made speeches of a more or less inflammatory nature.

Before long, however, the effects of the intensification of the campaign began to wear off and by the middle of September the numbers, both for old and new hands, had almost reverted to the figure at which they had stood previously, while production was nearly 80 per cent of the pre-strike normal. During October, there was practically no picketting, there were as many men at

work as there had been before the revival of the strike, and the outturn was greater than it had ever been before in the history of the Company. This position continued to the end of the year. Though the strike has been for some time virtually at an end, the Tinsplate Company still has to face the problem of how to get rid of a small number of strikers who have not left for their homes and are still in occupation of their former quarters.

The estimates for the year 1929-30 anticipated an opening balance on the 1st April 1929 of Rs. 160.72 lakhs, of which Rs. 103.62 lakhs represented the ordinary balance, and Rs. 57.10 lakhs the balance in the Famine Relief Fund. The total anticipated revenue was Rs. 586.21 lakhs, a figure which was more than Rs. 11½ lakhs higher than that anticipated for the previous year, owing, principally, to increased assessment in Orissa and to the transfer from the Famine Relief Fund of Rs. 8 lakhs for revenue expenditure of a non-recurring nature. "First edition expenditure" chargeable to revenue, to which Government were already committed, was expected to amount to Rs. 572.03 lakhs. The difference between anticipated revenue and first edition expenditure was thus Rs. 14.18 lakhs, or, excluding the Rs. 8 lakhs transferred from the Famine Relief Fund, over Rs. 6 lakhs. This compared favourably with the position two years before, when the excess of first edition expenditure was no less than Rs. 18 lakhs. After putting aside from the opening balance of Rs. 103.62 lakhs the sum of Rs. 75 lakhs as a minimum closing balance and adding the difference of Rs. 14.18 lakhs between anticipated revenue and first edition expenditure, as well as Rs. 3½ lakhs representing the net receipts from the capital account, the sum available for new expenditure during the year was found to be just over Rs. 46 lakhs.

Though a further decline of Excise revenue was anticipated, Government came to the conclusion that, as they had been relieved of further instalments of loan repayment and of their assignments to the Famine Relief Fund, they could safely increase their recurring commitments, though to a limited amount. Out of the sum available, therefore, they proposed to incur new recurring expenditure to the amount of Rs. 2.31 lakhs in the next year, a sum which would eventually expand to Rs. 3 lakhs a year. The amount available for non-recurring expenditure was likely still further to increase in the future, owing to a change in the functions of the Famine Relief Fund, consequent on the revision by the Secretary of State of Schedule IV of the Devolution Rules, under which that Fund was constituted. The purpose of the Fund had been

restricted and the minimum balance to be maintained reduced to Rs. 15 lakhs. As the opening balance in the Fund was Rs. 57.10 lakhs, there was thus an ample margin in hand. Approval had been obtained from the Government of India to the withdrawal from the fund of Rs. 18.86 lakhs, of which Rs. 8 lakhs would be used for non-recurring expenditure charged to revenue, and the remaining Rs. 10.86 lakhs for loans to district boards, which would be repaid to the Fund in due course and would then become available for non-recurring expenditure.

The position, therefore, was distinctly more favourable than at the beginning of the previous financial year. Subsequent calculations have shown that the situation at the end of 1929 was even better than had originally been anticipated, as the actual opening balance on the 1st April 1929 is now calculated to have been Rs. 171.89 lakhs, that is, Rs. 11 lakhs in excess of the original estimate of Rs. 160.72 lakhs. The closing balance at the end of March 1930 is now reckoned at Rs. 141.94 lakhs, including Rs. 40.65 lakhs in the Famine Relief Fund. The province, therefore, is still solvent, but the fact remains that substantial progress in the future cannot be looked for until the existing financial settlement is revised.

Two sessions of the Legislative Council were held during the year, the first at Patna in February and March 1929, the second at Ranchi in September 1929. In the course of the two sessions the Council held 32 meetings, of which 13 were wholly and one partly devoted to non-official business. The Hon'ble Khan Bahadur Khwaja Muhammad Nur and Rai Bahadur Lakshmidhar Mahanti continued to hold office as President and Deputy President respectively. There were five by-elections during the year, none of which were contested. The strength of the respective parties remained the same.

Two Bills, one a Government and one a non-official measure, were passed into law during the year. The first of these was the Chota Nagpur Tenancy (Amendment) Bill 1927, a Bill to facilitate transfer by occupancy raiyats and acquisition by landlords of land required for mining purposes in Chota Nagpur. This measure was originally introduced in 1927 and after having been referred to a select committee came before the Council during the Patna session. It was then passed in spite of opposition from the *Swaraj* party. As, however, some of the clauses of the Bill as

passed were found to occasion practical difficulties in working, the Bill was returned to the Council by His Excellency the Governor for reconsideration under section 81-A of the Government of India Act, with amendments recommended by him, and was reconsidered and amended. The other Bill passed was the Orissa Tenancy (Amendment) Bill 1928, a measure which provided facilities for consolidating holdings in Orissa by means of transfer by exchange. This Bill had been introduced and referred to a select committee during the previous year, when it was pointed out on behalf of Government that several clauses of the Bill as framed were open to objection. In the Patna session it was recommitted for future examination by the Select Committee, from which it emerged in a more workable form, and was passed into law during the Ranchi session.

Eleven Bills were introduced during the year, two by Government and nine by non-official members.

**Bills introduced.**

Of the two Government measures introduced, the most important was the Bihar Tenancy (Amendment) Bill 1929. Two Bills to amend the Bengal Tenancy Act had previously been introduced, one in 1927 on behalf of the tenant's party and one in 1928 on behalf of the landlords. At the Ranchi session of 1928, the Council decided to refer both Bills to the same select committee, so that the two sides of the case for a revision of the tenancy law might be presented simultaneously. The report of this committee was formally presented to the Council at the Ranchi session of 1929, after having been published in the *Bihar and Orissa Gazette*, and showed that, though many minor points of difference had been settled, no compromise had been come to on the more vital points. The select committee, therefore, recommended that both Bills should be withdrawn, on the understanding that Government would introduce a Bill embodying the points on which an agreement had been reached and proposing what appeared to them a satisfactory solution of the main points of difference. Accepting this recommendation, Government introduced at the Ranchi session the Bihar Tenancy (Amendment) Bill 1929, which sought to balance the claims of the two parties by the grant of certain concessions to both. After discussion, the Bill was referred to a select committee.

The other Government measure was the Bihar and Orissa Mica Bill 1929, to prevent the theft of mica and to regulate the possession, transport of, and trade in, that mineral. A similar Bill had been brought up in the Council two years before, but a proposal to refer it to a select committee was then negatived without

discussion. After re-examination of the question, Government were still of opinion that there was sufficient evidence to show that the mica industry needed special regulation and special protection against theft and therefore decided to bring forward another Bill, containing certain changes to meet the objections and criticisms to the original Bill. After a protracted debate, the motion to refer it to a select committee was carried by 51 votes to 43.

Of the nine Bills introduced by non-official members, two aimed at securing more adequate representation of Muslims on district boards and municipalities, and one at providing for the better management of certain Hindu charitable and religious endowments in Bihar and Orissa. Two others related to tenancy legislation in Orissa and Chota Nagpur, one to the protection of cattle, and one to the amendment of the Bihar and Orissa Local Self-Government Act, with the object of protecting local bodies from the possibility of abuse of the powers of supersession vested in the local Government. The motion to refer the first two of these Bills to a select committee was not moved, as the mover wished to postpone it to a subsequent session of the Council; the other Bills were circulated for opinion. The two remaining Bills were introduced for the first time at the Ranchi session. One was the Bihar and Orissa Public Motor Vehicles Bill 1929, to enable the local Government and the district boards in the province to grant to any person the exclusive privilege of plying motor vehicles for hire on certain roads, the other the Bihar and Orissa Zamindar's Protection Bill 1929, which sought to protect *zamindars* from the evils of indebtedness and to make provision for the safety of their *zamindaris*.

Twenty-one resolutions were moved in the Council during the year, of which seven were withdrawn, eight negatived, and six adopted. Of **Resolutions.** the resolution adopted, one, recommending the non-renewal of the lease of the Bengal and North-Western Railway on the grounds of inefficient service, was passed without a division. Two others of a non-party nature, recommending respectively the extension of the franchise to women and the removal of sex disqualification for election and nomination to the Legislative Council, were passed by large majorities.

Of the resolutions defeated, one proposed that Government should spend one lakh of rupees in the ensuing year in the manufacture and sale of *khadi*, and was defeated by the narrow margin of 4 votes. On two resolutions, the voting was equal,

whereupon the President in accordance with Parliamentary practice gave his casting vote in favour of the *status quo* and the resolutions were defeated. One of these was connected with the question of the adoption of *Urdu* as an optional court script in Bihar. A resolution to that effect had been passed during the previous year and opinions on the subject were invited by Government from the High Court and Bar Associations. The resolution moved on this occasion was that these opinions should be placed at the disposal of the Council and that, until the Council reaffirmed its previous decision, no steps should be taken in the matter. This was opposed by the Government spokesman on constitutional grounds.

The other resolution on which voting was equal recommended that Government should stop issuing and renewing licenses to liquor shops situated within a distance of 400 yards from any public thoroughfare, school or place of worship. In reply, it was pointed out on behalf of Government that the resolution amounted in effect to one for the enforcement of total prohibition, since it would be hard to imagine any liquor shops which were not so situated. Another resolution which was defeated by the narrow margin of seven votes recommended the withdrawal of the orders passed by the local Government, withholding from the "Searchlight" newspaper their advertisements and the free supply of Government publications.

A motion for the adjournment of the House was moved during the Ranchi session by the leader of the *Swaraj* party, for the purpose of discussing the strike at the Tinplate works at Golmuri. The mover, after describing some of the alleged grievances of the strikers, urged Government to intervene in the strike and to appoint a conciliation board under the Trades Disputes Act. The Government spokesman, the Hon'ble Mr. J. T. Whitty, replied that the question of intervention had been fully considered by Government, who had come to the conclusion, after an enquiry on the spot by the Commissioner of the division, that such a course could be of no benefit to either side, since neither a conciliation board nor a court of enquiry could effect any change in the situation which had arisen from the appointment by the Tinplate Company of new men in the place of the strikers, which was the crux of the problem. It was evident, however, from the discussion which followed, that the Government point of view was not accepted, and when the motion for adjournment was put to the vote it was carried by 41 votes to 39.



One day was devoted to the presentation of the Budget for 1929-30. It was introduced by the Hon'ble Raja of Kanika who had only recently assumed the duties of Finance Member. One day was occupied in general discussion of the Budget and nine days in the voting of demands for grants. Fifty-three motions for the reduction or omission of Budget demands were discussed, of which 8 were carried, 14 rejected and 31 withdrawn. The motions carried were all for token cuts, and were moved to draw attention to a variety of alleged grievances, some of an agrarian nature, such as the contemplated revision of the survey and settlement operations in two Bihar districts, some of a more domestic character, such as the inadequacy of the pay of Secretariat and Legislative Council clerks and flaws in the travelling allowance rules for members of Council. The police budget was let off lightly and only came in for two nominal cuts, each of Rs. 100, one in disapproval of the discharge of a constable for repeatedly wearing a *tika* mark on his forehead while in uniform, the other in the provision for Railway Police, as a protest against the alleged incompetence of the Bengal and North-Western Railway Company. Thirty-nine supplementary budget demands were put before the Council, all of which were carried.

At the conclusion of the Ranchi session, the Council was prorogued by His Excellency the Governor in person. In the course of his address, His Excellency announced his intention of using the power vested in him by section 72-B of the Government of India Act to prolong the life of the Council beyond the normal three years. He stated that he had in this respect decided to follow the example of His Excellency the Viceroy in extending the life of the Legislative Assembly, and of the Governors of other provinces in taking a similar course with their provincial Councils. The reasons for this step, which had already been given by His Excellency the Viceroy, applied with equal force to the provincial Councils. His Excellency was of opinion that the next election for the Council should take place with relation to the constitutional changes which had been under discussion for the past two years and he was convinced that it was right that the electors and candidates should have before them the report of the Royal Commission, rather than that the election should be influenced by hazardous guesses, possibly coloured by political bias, as to the contents of that report. His Excellency stated in conclusion that he did not propose to issue any notification fixing the period

of extension until he was aware what action was contemplated by the Government of India and other provinces, as it was obviously desirable that their own elections should be held at the same time as the others.

The administration of district boards during the year presented few features of particular interest. The period of financial stringency which the present group of boards had to face from the outset, due partly to the expansion by their predecessors of recurring commitments on education and medical relief, partly to the inability of Government to repeat the liberal grants given for those objects in past years, continued during the year under report; and the history of the year is one of efforts made by the different boards, with varying degrees of thoroughness, to consolidate their position and to solve the knotty problem of ways and means. The order superseding the Gaya district board and its local boards which took effect from November 1928, was renewed every three months throughout the year. The special inspecting officer appointed by the Ministry of Local Self-Government in 1928 remained on special duty during the year in charge of the superseded board, while a successor was temporarily appointed later in the year to inspect, assist and co-ordinate the activities of local bodies in the province under the Ministry. This post is believed to have only one counterpart in India, namely in Madras.

As the result of an intensive campaign to eradicate water hyacinth in the three coastal districts of Orissa during the previous year, several thousands of acres which had been completely choked by the weed, were entirely cleared, and tanks were restored to use for the first time for many years as fisheries or as sources of water-supply. This result was largely due to the personal energy of the Commissioner of the division, Mr. N. F. Peck, I.C.S., aided by the district staff, the district board executive and the landlords and raiyats themselves. Success continued to attend the campaign during the year, and interesting investigations are being made as to the habits of the weed.

The year under review, like its predecessors, has been marked by few developments in municipal administration. Municipalities continued to be hampered by lack of funds and were in consequence only able to make very little progress. Satisfactory progress was however made during the year in the schemes for the improvement of the Gaya and Muzaffarpur water-supplies and in the scheme for the

installation of a pipe water-supply at Puri, all of which have been undertaken by the engineering branch of the Public Health Department. A scheme for electric lighting for the towns of Muzaffarpur and Bhagalpur was completed during the year.

The only event of any importance was the municipal elections, which have been held throughout the province towards the close of the year. The competition for seats has been keen, particularly in the larger towns. There has been no evidence so far of any organized campaign to enable any political party to capture seats. Some instances of personation by voters have been reported.

Audit reports on districts boards and municipalities drew attention to the same defects as in previous years, namely, in the case of district boards, irregularities in calling for tenders and in giving out contracts, and in the case of municipalities poor account-keeping, lack of supervision over the accounts and overlenience in the remission of taxes. The reports were, however, on the whole less critical than usual and there were indications that many objections were settled on the spot. With the object of improving the standard of account-keeping, Government instituted during the year a Local Bodies Accounts' Examination, intended to help municipalities and district boards to employ accounts clerks qualified by passing a simple test in the Municipal Act and other local Acts. A rule has been issued prescribing the passing of this examination as a necessary qualification for these posts.

Cholera was again prevalent in the province during the year.

**Public Health.** In January, a month in which there is usually very little cholera, as many as 815 deaths were reported, chiefly from the Orissa division. In February, the disease was still present in Orissa and spread to the Manbhum district. By the month of April, there was hardly a district in the province in which cholera was not present, and from May to September it raged in epidemic form in practically every district. The total number of deaths during this period was 88,531, an exceptionally high figure, which was three times as great as that for the corresponding period of the previous year. To help local bodies to cope with the epidemic, Government sanctioned the employment of 15 doctors in addition to the permanent epidemic cadre of ten. Cholera vaccine continued to be supplied free and the demand for it was very great. A total issue of 656,300 doses of vaccine was made to local bodies from the vaccine depôt at Namkum and a remarkably successful campaign for the voluntary inoculation of pilgrims was conducted

by Government on the occasion of the *Rath Jatra* festival at Puri. No less than 39,727 pilgrims were inoculated on detouring, most of them at Puri, and some at Balasore and Cuttack, on their way to the festival. Out of this number, there were only 30 cases of cholera and one death, whereas amongst the uninoculated pilgrims and inhabitants of the town of Puri, estimated at 26,273 in number, there were 301 cases of cholera and 81 deaths. It was thus possible to secure very reliable information on the subject of the immunity conferred by cholera inoculation. In considering these statistics, it must be remembered that the immunity conferred by the vaccine does not reach its maximum until ten or twelve days after the injection. Most of the cases and the one death which occurred were among those who had been only very recently inoculated. This is believed to be the first successful cholera inoculation campaign at a pilgrim centre in India on such a large scale.

Similar precautions have been taken to prevent the spread of cholera at the ensuing *Kumbh Mela* at Allahabad. The Ministry of Local Self-Government have sanctioned a grant of about Rs. 19,000 for the staff and equipment likely to be required by the Director of Public Health for stamping out cholera where it exists, for supplying free vaccine to local bodies for an inoculation campaign and for the medical inspection of passengers passing through this province, while visiting and returning from the *mela*. A circular has also been issued to local bodies requesting them to utilize their public health organizations for voluntary inoculation of intending visitors to the *mela*.

Two schemes have been undertaken by Government during the year in the interests of local bodies which are of outstanding interest to the general public. The first of these is a scheme for a permanent supply of pipe water to the annual Sonepur *mela*. The water-supply at this *mela* formerly depended on ordinary wells. In recent years, Government have improved these arrangements by lending portable pumping sets for drawing water from the wells. It was decided, however, that the most satisfactory arrangement would be the installation of a permanent piped water-supply and a scheme was drawn up and undertaken by the Superintending Engineer of the Public Health Department. Two 5" diameter tube-wells were sunk and the installation was completed in time for the *mela* held in November 1929. The completion of this scheme has not only added greatly to the convenience

**Water-supply and drainage schemes.**

of the numerous visitors who come from all over India to see the *mela* but has also greatly lessened the chances of an outbreak of cholera.

The other scheme undertaken during the year is one for a water-supply for the town of Puri. Tests conducted during the previous year in the sandy area near the sea established the presence of a sufficient supply of fresh water beneath the sand to provide the town with a pipe water-supply system. Further experiments were carried out during the year to ascertain the zone of diffusion between the fresh and salt water areas with satisfactory results. An outline scheme has now been prepared for the consideration of a joint committee of the Puri municipality and the Puri Lodging House Committee. It is hoped that it will be possible to test the complete group of wells next spring and to complete a pipe water-supply within two years, to be financed by the existing terminal tax, supplemented by water-rate. The problem of finding a satisfactory source of supply has baffled Government for many years and it is hoped that it has now been satisfactorily solved. If the scheme succeeds, the spread of cholera throughout the province and India from Puri should be greatly diminished.

Early in the year, a leprosy survey party was appointed under the supervision of Government's leprosy expert, who is an M.B. of Calcutta, to conduct a leprosy survey in all the most infected districts for a period of six years, to establish outdoor clinics for the treatment of the disease and to carry out propaganda work. The party first underwent a course of practical training in field-work under the officer in charge of the leprosy survey conducted on behalf of the Indian Council of the British Empire Leprosy Relief Association, and then started its campaign. Propaganda work by means of magic lantern lectures and the exhibition of cinematograph films was carried out by the leprosy expert in the larger towns of the districts visited, while the survey party carried on similar propaganda in the rural areas. During the year, four police-station areas in the Puri district, namely Khurda, Tangi, Bhubaneswar and Puri town, were thoroughly surveyed by means of a house-to-house examination for lepers in the various stages of the disease. As a result of this survey a large number of cases in the early stages were detected and were subjected to regular treatment. Treatment centres were opened at these four places and the survey party worked at each of them for a month and

trained the doctors and sub-assistants in charge. The management of the clinics is now being taken over by the Puri district board. It is satisfactory to note that the outdoor treatment of early cases at these clinics is daily becoming more popular.

In addition to the four doctors trained by the survey party, seven were trained by the Leprosy Expert in June at Puri, where he gave an intensive course of lectures and practical demonstrations. Eleven more doctors were trained at the Calcutta School of Tropical Medicine during the year. The number of clinics in the province, formerly twelve, was increased by the addition of six, four as the result of the survey scheme, and two others in the Bhagalpur and Puri districts respectively. The leprosy expert inspected fifteen of these clinics as well as seven out of the eight leper asylums in the province and suggested lines of improvement wherever necessary. In addition, he prepared two popular pamphlets on leprosy which have been translated into the vernacular by the publicity officer of the Public Health Department for publication in local newspapers. Other pamphlets are in course of preparation. This organized campaign against leprosy is believed to be the first of its kind in India, with the exception of that started recently in the Central Provinces.

The Radium Institute which was moved from Ranchi in 1928 and is now located in the Medical College Hospital at Patna continued to attract patients from all parts of India and Burma. The number of patients treated during the first nine months of the year was higher by 50 per cent than the number treated in the corresponding period of the previous year, a result which is largely due to the greater accessibility of Patna as compared with Ranchi. A sum of Rs. 90,000, out of the contribution of a lakh of rupees made by the late Maharajadhiraja Bahadur of Darbhanga to celebrate the visit to Patna of His Excellency the Viceroy, has been allotted by His Excellency the Governor for the purchase of an additional stock of radium for the Institute. This generous gift is likely to assure the future of radium treatment in the province. The Tuberculosis Sanatorium at Itki on the Ranchi plateau was partially opened in April. Fresh admissions had to be refused later in the year owing to the illness of the Superintendent, but the Sanatorium will be reopened in March, complete with a pipe water-supply, a sewerage system and an electric installation. A Pasteur Institute for the treatment of patients bitten by rabid animals was opened in Patna in August, in the buildings of the Pathological department of the Medical

**Special treatment of diseases.**

College Hospital. The Institute is at present staffed by two assistant surgeons who have undergone a full course of training at Kasauli in anti-rabic treatment. Treatment is given daily at the outdoor department of the Medical College Hospital, patients who are too ill to attend the Institute being accommodated in the wards of the hospital. Up to the end of December, 1,107 patients were treated at the Institute, the daily average attendance being 93. As usual, special grants were given by Government for the treatment of kala-azar and venereal disease. Rs. 7,500 for the former and Rs. 12,000 for the latter.

The Bihar and Orissa Maternity and Child Welfare Society, which was registered in 1928 and is presided over by Lady Stephenson made **Welfare work.** good progress during the year. There are four maternity and child welfare centres in the province, namely two in Patna, one at Cuttack and one at Monghyr, all under trained supervision, and those in Patna and Cuttack under the supervision of maternity supervisors, provided at Government expense. The opening of five new centres is under consideration. A propaganda sub-committee has been formed by the Society, which has circulated to local bodies practical suggestions on the way to start maternity and child welfare work within their respective areas. The Lady Chelmsford All-India League for Maternity and Child Welfare work has offered a scholarship of Rs. 40 a month to each candidate coming forward for training, and has consented to train them, free of charge, in the Lady Reading Health School at Delhi.

Twelve new dispensaries were opened during the year, two by **Hospitals and dispensaries.** the Ramgarh Wards estate in the district of Hazaribagh, two by the district board of Champaran, and one each by the district boards of Patna, Darbhanga, Puri, Ranchi, Manbhum and Palamau. One private dispensary was opened in the district of Bhagalpur and one in the district of the Santal Parganas. Except the last named, all other dispensaries have been placed under Government supervision. Six dispensaries were closed during the year, three by the Gaya district board, one each by the district boards of Manbhum and Singhbhum and one by the district council of the Santal Parganas.

The name of the Patna General Hospital has been changed to the Patna Medical College Hospital, to indicate that it is a teaching institution attached to the Prince of Wales Medical College. Government have sanctioned the creation of a post of Medical Registrar and of ten posts of house physicians and house

surgeons, to be filled temporarily by junior graduates of the Patna Medical College. Three blocks of wards for Indian-paying patients are in course of construction at this hospital. Improvements at other hospitals include a water-tower at the Darbhanga Medical School Hospital and an indoor block at the Dumka Sadr Hospital, both of which are still under construction.

The position as regards primary and secondary education during the year remained much the same as before. The outstanding problem is, as usual, one of finance. Unless the financial position of the province improves and more funds become available for educational purposes, there is little prospect of improving the standard of expenditure on secondary schools, while some further reduction in the number of stipendiary primary schools will probably have to be made, if the district boards are to balance their budgets. There is little of interest to record during the year, except the receipt from Government of a non-recurring grant of three lakhs for the construction of buildings for primary and middle schools and the introduction of a scheme for the inspection and audit of the accounts of aided schools and colleges in receipt of a Government grant of Rs. 75 a month or more. This scheme has already justified itself, as one of the auditors has detected a serious cause of misappropriation of funds at an aided college.

In deference to a considerable volume of opinion that the Patna University should be changed in character from a purely federal to a teaching University, a private Bill, entitled the Patna University (Amendment) Bill 1927, was brought forward in Council and after being discussed at considerable length during the autumn session of 1928 was ordered to be circulated for opinion. On receipt of opinions, the Bill was again discussed at length in the Council in February 1929, when a motion to refer it to a select committee was defeated. The same question had, however, already been referred by the Senate of the University to a special committee. As the result of the recommendations of this committee, Government decided that the creation of a University service was at present impracticable and that no change should be made in the existing arrangement for staffing and managing the colleges. They agreed, however, to the constitution of a central University board to control inter-collegiate teaching and discipline, to a proposal to fix, when opportunity for legislation occurs, the proportion of teachers and non-teachers on the University syndicate and to the granting to



the University of increased powers in connection with the selection of candidates for appointments at Government colleges.

Government published during the year resolutions on the reports of two educational committees, one convened to consider the measures to be adopted for the development of the principal vernacular languages and literature of the province, the other to consider the subject of Sanskrit education in Bihar and Orissa. The principal recommendation of the committee on vernacular development was one for the establishment of an academy for the whole province, to be called 'the Bihar and Orissa Academy', with the object of preserving and developing the language and literature of Hindi, Urdu and Oriya. Government approved of the proposal but estimated that the establishment of an academy would involve recurring expenditure amounting to at least half a lakh of rupees. They therefore regretted that unless the whole or part of the cost was borne by public-spirited men of the province, they were unable, in the present state of their finances, to give effect to the recommendation. The committee also recommended that the vernacular should be made the medium of instruction and examination up to the matriculation standard in subjects other than English, to which Government replied that an experiment on those lines was already being made, the results of which would be examined before further steps were taken.

The recommendations of the Sanskrit committee included the formation of a Sanskrit college at Patna, the institution of a *pradhanacharya* course with twenty scholarships, each of Rs. 50 a month for three years, an increase in the pay of the teachers in Sanskrit colleges, and a large increase in the number of *tols* and *pathshalas*. Government were unable to approve of these proposals, for which no adequate reasons were put forward. Their acceptance would, in any case, have involved a total initial expenditure of nearly nine lakhs of rupees and recurring expenditure of over three lakhs. Other proposals for the re-constitution of the Sanskrit Convocation and Council and for changes in the inspecting staff for Sanskrit schools were accepted, subject to certain modifications.

Another committee appointed at the beginning of the year to consider the quality of present-day matriculates, and also certain questions connected with the middle school certificate examination,

submitted its report during the year. This report is now under consideration.

Crime, during the first three quarters of the year, pre-ented, on the whole, few features of interest. **Crime.** though there were one or two cases of a startling nature. During this period, there were 250 cases of murder against a triennial average of 231 for the same period. A sensational case was the murder, in the month of July, of a first class passenger while on his way by train from Calcutta to Bombay. The murder was committed within the jurisdiction of the Bengal-Nagpur Railway Police. An Anglo-Indian was arrested in connection with the crime and was tried and found guilty, just after the close of the year, by the Sessions Judge of Manbhum, who sentenced him to death. Another sensational case, involving the murder of a European, occurred in the Shahabad district, when Captain Duff, the assistant manager of the Dumraon estate, was killed in the course of a serious agrarian riot. Twenty-six accused were sent for trial in connection with this case, of whom four were sentenced to transportation for life and nine to seven years' rigorous imprisonment each, the remainder being acquitted or discharged.

There were 186 cases of dacoity, against a triennial average of 181. There was a marked increase in the second quarter of the year, when 86 cases occurred, compared with a triennial average of 60 for that quarter, due largely to an outbreak of road dacoity in the Gaya and Shahabad districts. There was a noticeable decrease of dacoity in Purnea and Bhagalpur, two districts where this form of crime has been particularly rife in recent years, due to action taken against local gangs. Two dacoities, both accompanied by murder, were of an unusual nature. One case occurred in the Gaya district. Owing to a long-standing feud between two Muhammadan families, one party conspired to kill the leader of the other. A party of Calcutta *goondas* was brought by car to the neighbourhood and in combination with villagers committed the dacoity, in the course of which two persons were murdered. The other dacoity was of a political nature and occurred in the Champaran district. The house of a villager was raided in June by dacoits who stole cash and ornaments to the value of about Rs. 1,200 and decamped after inflicting a fatal spear wound on another villager, who had come to the assistance of his neighbour. During the investigation, it was discovered that two political suspects had been absent from their houses on the

night of the dacoity and that one of them had a severe injury for which he could not satisfactorily account. Simultaneously, information was received that both these men were wanted in connection with the Lahore conspiracy case. They were arrested and the uninjured man was sent to Lahore, where he confessed to having arranged the dacoity in order to raise funds for the revolutionary party. He stated that the dacoits, whom he named, consisted of two revolutionary suspects, aided by his own servant and seven local men, but did not admit having taken part in the dacoity himself. The accused was taken back to Bettiah, whereupon his servant made a confession, in the course of which he pointed out the places where the stolen ornaments had been hidden. They were nearly all recovered, some of them wrapped in a national flag. A revolver and two pistols belonging to the revolutionary party were also recovered. Three of the local men who were alleged to have assisted to commit the dacoity were arrested, the remainder having absconded. The two confessing accused were made approvers and the other three were sentenced to ten years' rigorous imprisonment each. The suspect who received injuries during the dacoity, said to be the result of a sword blow intended by one of the dacoits for one of the inmates of the house, was not put on trial, as he was already under trial in the Lahore conspiracy case.

Other forms of crime except rioting showed few marked fluctuations. There were 116 robberies against a triennial average of 104; 10,357 burglaries against an average of 10,312; and 506 riots against an average of 575. The decrease in the number of riots, for which it is difficult to give definite reasons, was practically confined to the third quarter of the year, when there were 150 compared with an average of 205 for that quarter.

The volume of criminal and civil litigation is still very large.

Two temporary additional Judges of the High Court were appointed for the period from December 1928 to the opening of the Civil Court vacation of 1929. The congestion of work, however, remained serious and two additional Judges have now been appointed from November 1929 up to the Civil Court vacation of 1931. In order to cope with the congestion in the lower courts, a proposal for strengthening the cadre of District and Sessions Judges is under examination, and an addition is proposed to the cadre of Munsifs by the creation of six new posts.

Temporary posts of Additional District and Sessions Judges were also sanctioned for six districts for varying periods during the year.

The success attending the introduction of compulsory education of Hindi-speaking "A" class male prisoners of 25 years and under with sentences of more than one year, which was started three years ago in the Gaya Central Jail, has induced Government to make this feature permanent there and to introduce a similar experiment with education in Urdu for a period of two years in the Bhagalpur Central Jail.

The total Excise revenue for the year amounted to Rs. 190.81 lakhs, against Rs. 190.20 lakhs in the previous year. The consumption of country spirit increased from 909,695 L.P. gallons in the previous year to 939,680 L.P. gallons in that under report. On the other hand there was a slight decrease in the consumption of *ganja*, *bhang* and opium. The sliding-scale system for the settlement of excise licenses, which is in force over the major portion of the province was extended from the 1st of April to all drug shops in the district of Angul. The tree-tax system for *tari* was also extended. It had been introduced two years before as an experimental measure in the Dinapore subdivision of the Patna district, and the success of the experiment led to its extension from the 1st of April to the whole of the Patna district, with the exception of a very small area. The temperance movement which had been organized by the local Congress Committee in the Champaran district during the previous year was in abeyance during the year. The prohibition of the sale and possession of country spirit which was in force in the Rosera thana of the Darbhanga district as an experimental measure during the previous year continued during 1929.

Various other reforms were introduced as temperance measures during the year. The treasury price of opium was increased from Rs. 81 to Rs. 90 per seer and, in order to check the consumption of opium in three of the Orissa districts, the amount purchasable for Rs. 1-8-0 was reduced by 12 grains. The price of country spirit was also indirectly increased in four districts in North Bihar and in Manbhum, by reducing the capacity of the bottle measure from 23 to 20 ounces, the price per bottle remaining the same. Other temperance reforms included the introduction or extension of the contract distillery system in three districts

of Chota Nagpur and one of Bihar; the prescription of an issue strength for country liquor of 80, instead of 70, under proof in the district of Manbhum; and the shutting, as an experimental measure, of all country spirit shops within the municipal areas of Patna City and Ranchi during the *Muharram* and *Dasahara* festivals.

During the year ending 30th September 1929, revision settlement operations were continued in the districts of Balasore, Cuttack, Puri, Ranchi and the Santal Parganas, and original operations in the Kosi diara tract of the Purnea and Bhagalpur districts. The traverse survey of the Porahat estate in Singhblum was also taken up, as a preliminary to revision survey and settlement. During the year, a total area of 1,662 square miles was cadastrally surveyed, the records of 2,456 square miles were attested and the rents of 366,580 tenants were settled. A conference of settlement officers was held at Ranchi in September to discuss possible means of reducing the cost of settlements. Several important changes and improvements of procedure in matters of detail were agreed upon, which are likely to result in substantial economy, without loss of accuracy.

The Air Survey Company photographed a small area in the Santal Parganas during the year at its own expense. Maps of the last settlement of that area were sent for comparison to the company, in order to bring the photographs to the correct scale. As the result was not satisfactory, owing possibly to the distortion of the maps by shrinkage, fresh prints were taken from the original maps and supplied to the company. On receipt of the company's report, it should be possible to decide whether a revision survey can be done by air-photography without the need of a traverse to bring the photographs to the proper scale.

The Forest Department continued during the year to develop its forest conservancy policy on scientific lines. Perhaps the greatest difficulty with which the department has to contend is the lack of public support from the more intelligent section of the public and also from the agricultural classes. There are encouraging signs, however, that the publicity which has recently been given to the aims and objects of the Forest Department is slowly bearing fruit. The owners of private forests are beginning to realize the advantages which the Department has to offer, and several of them have

requested Government to have their forests inspected. As the result of these requests, no less than seven private estates have been visited and working plans for the regulation of feelings and the replenishment of stock by sowings and plantings have been prepared for two private forests. Further, the proprietors of four estates have applied for the reservation of their forests under section 38 of the Indian Forest Act during the year. There is thus reason to hope that in time more educated public opinion will grasp how intimately agricultural prosperity is connected with forest conservancy.

The increased trade in timber consequent on the opening up of forest communications has resulted in a considerable expansion in the forest revenue, in spite of a large reduction of output. The Department hopes to expand the revenue still further by finding sales for those products which are at present little in demand. Experiments are being made in the seasoning of various kinds of timber and it is possible that many of them, which are at present classed as useless, owing to defects in seasoning or for other reasons, may serve some useful purpose. Bamboos for paper-making are already being exploited in Angul and further supplies are available in Sambalpur and Palamau. A promising line of research is in the formation of *sabai* grass plantations. The results hitherto attained are sufficiently marked to encourage the hope that *sabai* may become a valuable crop on shallow soils and that *sabai* plantations may be an effective means of arresting the serious erosion of the soil which is taking place in forest areas. Considerable research is also being made in the production of lac, in order to combat the synthetic substitutes for this product which are coming on the market in increasing numbers. A start has also been made in co-operative lac production under the supervision of the Forest Department.

The province was free from serious floods, such as occurred in Tirhut in 1928 and in Orissa in 1927.

**Floods.** About one-third of the Patna district was flooded during the latter half of August and severe damage was done to the *bhadai* crop in a large part of this area, but the flood was purely local. In Orissa, the floods were moderate and damage was neither serious nor widespread. The recommendations of the Orissa Flood Committee, which issued its report last year, have been under the consideration of Government. A recommendation for the reorganization of irrigation and embankment charges has already been accepted and the Orissa circle has

been rearranged so that all irrigation works are in charge of a single irrigation division, while all the agricultural embankments, rivers and drainage channels in the three districts of Cuttack, Puri and Balasore are in charge of two embankment divisions. Other flood mitigation schemes recommended by the Committee are in process of examination.

Weather conditions during the year were, on the whole, favourable to the cultivator. The ante-monsoon showers from March to May were light and generally below the normal everywhere. In June, the rainfall was also below the normal everywhere, except in the Tirhut division, and was not sufficient for transplantation, but in July and August it was copious in nearly every district. In September again rainfall was short, except in Sambalpur, but in October it was above the normal everywhere, and was very helpful to the winter rice crop generally, though in several districts damage was done to the crop by floods and excessive rainfall. The harvesting of rice began on normal dates. The outturn of the winter rice crop is estimated at 104 per cent and of the autumn rice crop at 103 per cent of the past ten years' average. Though the outturn of maize is only 84 per cent of the normal, that of *bhadai* crops and of sugarcane is estimated to be in each case 101 per cent of the decennial average. *Rabi* sowings took place in favourable conditions and the prospects for *rabi* crops are good. At the end of November, the price of common rice was cheaper by one seer per rupee and that of maize by 3½ seers per rupee than at the same time last year.

The Royal Commission on Agriculture in the course of its report, which was published in July 1928, made several important recommendations affecting this province. Proposals to give effect to those recommendations have now been worked out and submitted to the local Government. The more important of these proposals include the opening of an agricultural college, the formation of a provincial agricultural research committee, the inauguration of schemes for rice and sugar research, the appointment of a live-stock officer, the strengthening of the Subordinate Agricultural Service and an increase in the number of *Kamdars* for demonstration and propaganda work. Action has already been taken on some of the proposals submitted. A provincial agricultural research committee was formed during the year by the local Government, consisting of officials and non-officials, with the Hon'ble Minister as

president, in order to co-ordinate the activities of the provincial departments with the Imperial Council of Agricultural Research. The preliminary details in connection with the opening of an agricultural college will be worked out by a senior officer of the Agricultural Department who has been placed on special duty for that purpose. Rice and sugar research schemes have been drawn up and considered by the provincial Agricultural Research Committee, and submitted to the Imperial Council of Agricultural Research for the grant of funds wherewith to finance them. The appointment of a live-stock officer for the province will be given effect to as soon as funds permit; meanwhile a live-stock inspector has been appointed, to supervise the distribution of the improved type of buffalo bull in North Bihar. The proposals for strengthening the cadre of the Subordinate Agricultural Service and for increasing the number of *Kamdars* cannot yet be put into effect owing to lack of funds.

The Department continued, during the year, to make progress in one of its most important activities, namely that of bringing agricultural improvements to the notice of cultivators. A permanent advance of one lakh of rupees has been placed at the disposal of the Department for financing the distribution of improved seeds, implements and manures. Stocks of improved seeds and implements are being laid in and distributed. The scheme started during the previous year for peripatetic demonstrations of improved implements and of better methods of cultivation proved so valuable that it is being continued for another two years. Over 3,600 demonstrations were carried out on cultivators' own fields during the year 1928-29, and in addition, the Engineering staff successfully completed 19 large tube-wells and 268 small borings. As the result of these demonstrations, there has been a greatly increased demand for artificial manure, and improved engineering implements, such as the *Rahat* pump and Bihar ploughs, are rapidly increasing in popularity.

The buildings of the new Veterinary College at Patna were, with a few minor exceptions, completed **Veterinary work.** by the beginning of the year. The College was to have been opened in July 1929, but it was unfortunately not found possible, on the terms offered, to recruit suitable officers for the two most important posts of Principal and Professor of Pathology and Bacteriology. The posts have now been re-advertised on improved terms, and it is hoped that they will be filled in time for the College to be opened in July 1930.



Suitable candidates have been found to fill the posts on the staff of Indian Professors and lecturers sanctioned for the College. Considerable progress was made in completing the equipment of the College, particularly that of the laboratories and the electric installation. The water-supply and sanitation schemes only remain to be completed.

The work of the Veterinary Department continued to progress steadily throughout the year. Out of 6,435 outbreaks of contagious disease reported during the year, 5,205 or 80 per cent were attended by the Veterinary staff. The number of animals affected was 88,485, of whom 28,363 died. The popularity of inoculation continued to increase and it is evident that the economic value of this measure is now being fully realized. During the first nine months of the year, the number of inoculations performed was 248,770 against 220,705 during the corresponding period last year, and 245,532 during the twelve months ending 31st March 1928. The number of animals treated at veterinary hospitals and dispensaries and by assistants on tour also showed a slight increase. The work at the Government Cattle Farm at Patna developed considerably during the year.

The recommendations made by the Royal Commission on Agriculture have received the close attention of Government who have already adopted as many of them as the financial situation and the immediate needs of the Department rendered possible.

Co-operative societies, both agricultural and non-agricultural, continued to progress satisfactorily during the year. One of particular interest is the Maghaiya Dom Co-operative Society, which has been recently formed at Masrak in the Saran district among the Maghaiya Doms, a low caste criminal tribe settled there under police surveillance. The society was started as an experimental reforming agency and already shows signs of being a success. The members are keenly interested in its welfare and are educating their children, one of whom has been admitted to the Chapra zila school. If the experiment continues to be a success efforts will be made to organize similar societies in other Dom settlements in the province.

Central banks continued to carry on successful propaganda work by demonstrating agricultural improvements and encouraging the cultivation of certain tested crops and the rearing of *eri*-silk. In Cuttack an "International Co-operator's Day" was observed

in July 1929, in which all the local banks and the public took part. The occasion was utilized for the demonstration of improved methods of agriculture by means of charts and by the exhibition of implements and products.

A Co-operative Training Institute for the training of employees of co-operative societies was opened in August 1929 at Sabour in the Bhagalpur district. The Institute is manned by a staff consisting of a principal and four professors and is maintained largely by contributions from central banks and primary societies, which contribute at the rate of nine pies per cent of their working capital. A training class on the same lines has been started at Cuttack, and classes have been held at various centres by the central banks themselves, which are realizing to an increasing extent the importance of training the members and *panches* of primary societies in the principles of co-operation.

Two co-operative schemes of a novel type have been started at Dhanbad and Jamshedpur. At Dhanbad, a central co-operative bank has been established, which has no preference shareholders, but of which individuals are allowed to become members, provided they have genuine faith in the co-operative movement and are willing to promote it by standing as guarantors of the bank. Though of recent origin, the bank has already succeeded in securing 22 guarantors. The main object of the bank is to carry on village welfare work and to start and finance village societies. At Jamshedpur, a new scheme for the organization of co-operative stores for the working classes has materialized as the result of a conference presided over by Sir Lallubhai Samaldas, a director of the Tata Iron and Steel Company. The scheme provides for the establishment of five stores, with a subsidy of Rs. 3,000 a year for three years, together with a loan from the Steel Company of Rs. 25,000 at a low rate of interest, on condition that an equivalent amount is subscribed as share capital by the members. The organization of the stores is in progress:

Technical and industrial education continued during the year to progress on sound lines. At the Bihar College of Engineering there were 87 applicants for admission to the civil engineering classes. Ten candidates appeared in the final examination for the degree of B.C.E., of whom all but one passed. Applications for admission to the subordinate classes improved considerably but the mechanical apprentice class showed a marked decline in popularity. Government have now under

**Technical and Industrial  
education.**

consideration a scheme for the abolition of the apprentice class and the improvement of the existing artisan course in the Bihar College of Engineering, as well as in the three technical schools at Cuttack, Ranchi and Muzaffarpur. A reorganization scheme has been recently prepared by the Governing Body of the College and is, at present, under the consideration of Government. The scheme includes the provision of degree classes in mechanical and electrical engineering and the transfer of the subordinate classes to the technical school at Muzaffarpur.

At the Orissa School of Engineering, which had 117 students on the roll at the end of March, there was a considerable improvement in the results of the subordinate examination, and those of the sub-overseer examination were also satisfactory. Various structural improvements have recently been completed, and a new workshop is nearing completion. At the Technical Institute at Muzaffarpur, six mechanical students passed the final examination and at the Ranchi Technical School, seven completed the course. The successful students were deputed for practical training to the Saran Engineering Company, the railway workshops at Samastipur and the Tata Iron and Steel Company. The artisans' classes at these two schools were considerably more popular than the apprentice course, 36 artisan students from each school completing their course. The thirteen aided schools, notably the Jamshedpur Technical Institute, the Jamalpur Technical School and the Jamshedpur Technical Night School continued to show good results.

During the year, 21 stipends were granted to students for training in technical subjects outside the province, and three State technical scholarships were, as usual, awarded for specialized training abroad. In addition, two scholarships of Rs. 60 a month were awarded for training in the School of Mines at Dhanbad and two of Rs. 45 and Rs. 30 in the Bengal Tanning Institute at Calcutta, which reserves seats for students from this province. A scheme for the creation of a short-term State technical scholarship for the training of enterprising industrialists of the province has been sanctioned by Government and will be put into effect next year if funds are available.

The activities of the textile branch of the Department of Industries have resulted in an increasing demand for Bihar textiles, particularly *pardahs*, outside India. Silk and cotton textiles

manufactured at the Cottage Industries Institute at Patna and at the Silk Institute at Bhagalpur were sent in large quantities for exhibition at the British Industries Fair of 1929, with the result that, whereas sales in 1926-27 amounted only to £50 a month and in the succeeding year to £229 a month, as much as £700 worth of goods is now being sold every month by the London agent. An agency has also been established in New Zealand, and trial orders to the value of £600 have been received from that country. A third textile institute, which has recently been established by Government, namely the Wool Weaving Institute at Gaya, failed during the year to show very marked results. Government have, however, sanctioned its continuance for a further period of five years, during which time it is hoped that the Department will succeed in establishing it on a firmer footing.

*Eri*-culture which has recently made remarkable progress, particularly in Orissa has been further developed during the year by the establishment at Netarhat of a central supply station for *eri*-seed. The handloom industry is also likely to benefit considerably by the increase sanctioned during the year in the number of dyeing demonstrators sent out in charge of peripatetic weaving demonstration parties, to demonstrate the use of fast colours and of improved methods of weaving.

The engineering branch completed the erection of several mills during the year, but shortage of staff has restricted its activities. The amount received in fees during the year showed a substantial increase over the previous year, an indication that the engineering services of the department are being increasingly appreciated by the smaller industries of the province. The power plant of the Government Match Factory at Patna was sold during the year and the affairs of the factory were finally wound up.

The Board of Industries held three meetings, in the course of which, among other business, it considered several applications for State aid, all of which were subjected to careful scrutiny. The need for such scrutiny has been all the more apparent since the failure of the Indian Steel Wire Products, Ltd. This Company, after being granted over three years ago a loan of Rs. 5 lakhs in the shape of debentures, had to close down recently, with a resultant loss to Government which has finally been calculated at over Rs. 2.74 lakhs.

The fisheries branch of the department continued to carry out experiments in fish-culture, and the distribution of carp-fry from the two centres maintained at Ghatsila and Patna increased considerably. The scientific study of pisciculture has been encouraged by the grant of a scholarship for the training of one student at the Fishery Training Institute at Calicut in Madras for one year.

There has been a gradual improvement in the coal trade during the year, which closed on a note of optimism. Prices were somewhat higher and are expected to advance still further during 1930. Labour was scarce towards the end of the year owing to the excellence of the rice harvest in areas adjacent to the coalfields. The number of coal-mines worked during the year was 339. There was a small increase in the output of coal, mainly due to increases in the Bokaro and Karanpura coalfields in the district of Hazaribagh where the proximity of the coal seams to the surface facilitates production. Under the orders of the Government of India a reform of considerable magnitude, involving the gradual elimination of female labour from underground mines, was introduced during the year. The employment of women in the underground workings of mines other than coal-mines in Bengal, Bihar and Orissa, and the Central Provinces has been prohibited, with effect from the 1st of July. In the coal-mines of those provinces, the number of women employed underground may not exceed 29 per cent of the total number of workers, a percentage which will be reduced by three every year for ten years, when the process of elimination will be complete.

The number of mines other than coal worked during the year was as follows:—Mica 422; stone 72; manganese 12; limestone 10; clay 7; iron-ore 6; slate 5; chromite 4; sandstone 4; steatite 4; kyanite 2; gold, copper and apatite one each. There was a large decrease in the number of mica mines. Within the space of one year, the number has fallen from 609 to 422 and the industry is in an unsatisfactory condition. A Bill to regulate the possession, transport, purchase and sale of mica was introduced by Government in the Legislative Council during the year and has been referred to a select committee.

The number of accidents in mines during the year was 401, of which 101 were fatal. The number of persons killed was 126 and of persons injured 311, against 141 killed and 312 injured

last year. In four of the accidents, the casualties were heavy. At Jharia, a subsidence of old workings resulted in four persons on the surface being killed and four injured; in the Giridih coalfields, there were two serious accidents by falls of roof, in one of which five persons and in the other four, were killed; and at a colliery in the Bokaro coalfield a sudden outburst of gas, which was ignited by open lights in use, resulted in six persons being killed and three injured.

## APPENDIX II.

### A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir Hugh Lansdown Stephenson, K.C.S.I., F.C.I.E., I.C.S.

The Hon'ble Mr. James David Sifton, C.S.I., C.I.E., I.C.S.

The Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E.

### B.—MINISTERS.

Ministry of Education: The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.

Ministry of Local Self-Government: The Hon'ble Sir Ganesh Datta Singh, Kt.

### C.—THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Hon'ble Khan Bahadur Khwaja Muhammad Nur, C.B.E.—President.

Mr. John Augustus Samuel, Bar.-at-Law.—Secretary.

Mr. Saiyid Anwar Yusoof, Bar.-at-Law.—Assistant Secretary.

### EX-OFFICIO MEMBERS. (2)

The Hon'ble Mr. James David Sifton, C.S.I., C.I.E., I.C.S.

The Hon'ble Raja Rajendra Narayan Bhanja Deo., O.B.E.

### NOMINATED OFFICIALS. (15)

Mr. Patrick William Murphy, I.C.S.

Mr. Hugh Kynaston Briscoe, C.I.E., I.C.S.

Mr. Philip Cubitt Tallents, I.C.S.

Mr. Godfrey Elwin Owen, I.C.S.

Mr. Eric Cecil Ansorge, I.C.S.

Mr. Robert Edwin Russell, I.C.S.

Mr. Walter Swain, C.I.E.

Mr. Ernest Leslie Glass.

Mr. James Augustine Sweeney, I.C.S.

Mr. George Ernest Fawcus, C.I.E., O.B.E.

Col. William Southwick Willmore.

Mr. Bryce Chudleigh Burt.

Mr. Henry Abraham Gubbay.

Mr. John Austen Hubback, I.C.S. (special).

Mr. Pran Krishna Parija (special).

NOMINATED NON-OFFICIALS. (5)

Raja Devakinandan Prashad Singh.  
 Diwan Bahadur Sri Krishna Mahapatra.  
 Khan Bahadur Shah Muhammad Yabya.  
 Mr. John Podger (special).  
 Sir Saiyid Sultan Ahmad, Kt. (special).

NOMINATED REPRESENTATIVES OF CLASSES AND  
 COMMUNITIES. (9)

CONSTITUENCIES.

Rev. Thomas Lenman ...	... }	Aborigines.
Rev Pritam Luther Singh ...	... }	
Rev. Brajananda Das ...	... }	The Depressed Classes.
Rev. Emanuel Sukh ...	... }	
Rai Bahadur Bansidhar Dhandhania	Industrial interests other than plant- ing and mining.	
Rai Bahadur Kalipada Sarkar ...	The Domiciled Bengali Community.	
Mr. Alfred Eustace D'Silva ...	The Anglo-Indian Community.	
Mr. Sorab Solomon Day ...	The Indian Christian Community.	
Rai Sahib Harendra Nath Banarji ...	The Labouring classes.	

ELECTED MEMBERS. (76)

Patna Division. (16)

CONSTITUENCIES.

Mr. Saiyid Abdul Aziz ...	... Patna Division Muhammadan Urban.
Khan Bahadur Saiyid Muhammad Husain.	East Patna Muhammadan Rural.
The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.	West Patna Muhammadan Rural.
Babu Jagat Narayan Lal ...	... Patna Division Non-Muhammadan Urban.
Babu Rai Brij Raj Krishna ...	... Patna Non-Muhammadan Urban.
Babu Gur Sahay Lal ...	... East Patna Non-Muhammadan Rural
Babu Rajandhari Sinha ...	... West Patna Non-Muhammadan Rural.
Raja Bahadur Harihar Prashad Narayan Singh, O.B.E.	Landholders', Patna Division.
Maulavi Qazi Ahmad Husain ...	... Gaya Muhammadan Rural.
Mr. Rajkishore Lal ...	... West Gaya Non-Muhammadan Rural



## CONSTITUENCIES.

Babu Bhagwati Sharan Singh	...	Central Gaya Non-Muhammadan Rural.
The Hon'ble Sir Ganesh Datta Singh, Kt.		East Gaya Non-Muhammadan Rural.
Mr. Saiyid Muhammad Husain.	Athar	Shahabad Muhammadan Rural.
Pandit Dudhnath Pande	...	Central Shahabad Non-Muhammadan Rural.
Babu Keshari Prashad Singh	...	South Shahabad Non-Muhammadan Rural.
Babu Sidheshvari Prashad	...	Arrah Non-Muhammadan Rural.
<i>Tirhut Division. (19)</i>		
Maulavi Abdul Ghani	...	Tirhut Division Muhammadan Urban.
Maulavi Muhammad Ishaq	...	Muzaffarpur Muhammadan Rural.
Maulavi Abdul Hamid Khan	...	Darbhanga Muhammadan Rural.
Maulavi Saiyid Mubarak Ali Sahib		Saran Muhammadan Rural.
Khan Bahadur Muhammad Jan	...	Champaran Muhammadan Rural.
Rai Bahadur Dvarika Nath	...	Tirhut Division Non-Muhammadan Urban.
Mahanth Ishvar Gir	...	North-West Darbhanga Non-Muhammadan Rural.
Babu Shiva Shankar Jha	...	North-East Darbhanga Non-Muhammadan Rural.
Babu Girindra Mohan Misra	...	South-East Darbhanga Non-Muhammadan Rural.
Babu Satya Narayan Singh	...	Samastipur Non-Muhammadan Rural.
Thakur Ramnandan Sinha	...	North Muzaffarpur Non-Muhammadan Rural.
Babu Ramdayalu Sinha	...	East Muzaffarpur Non-Muhammadan Rural.
Babu Badri Narayan Singh	...	West Muzaffarpur Non-Muhammadan Rural.
Babu Dip Narayan Sinha	...	Hajipur Non-Muhammadan Rural.
Babu Srinandan Prashad Narayan Singh Sharma.		North Saran Non-Muhammadan Rural.
Babu Nirsu Narayan Sinha	...	South Saran Non-Muhammadan Rural.
Babu Harivans Sahay	...	North Champaran Non-Muhammadan Rural.
Babu Rameshvar Prashad Datta	...	South Champaran Non-Muhammadan Rural.
Babu Chandreshvar Prashad Narayan Sinha.		Landholders', Tirhut Division,

*Bhagalpur Division. (17)*

## CONSTITUENCIES.

Khan Bahadur Abdul Wahhab Khan	Bhagalpur	Division	Muhammadan
	Urban.		
Maulavi Alauddin Ahmad	...	Bhagalpur	Muhammadan Rural.
Chaudhuri Muhammad Nazirul Hasan.		Monghyr	Muhammadan Rural.
Maulavi Haji Muhammad Chaudhuri.	Bux	Putnea	Muhammadan Rural.
Mr. Saiyid Moinuddin Mirza	...	Kishanganj	Muhammadan Rural.
Maulavi Abdul Bari	...	Santal Parganas	Muhammadan Rural.
Babu Rameshvar Narayan Agarwal	Bhagalpur	Division	Non-Muhammadan Urban.
Babu Rajendra Misra	...	North Bhagalpur	Non-Muhammadan Rural.
Rai Bahadur Lakshmi Narayan Singh.	Central	Bhagalpur	Non-Muhammadan Rural.
Babu Kailash Bihari Lal	...	South Bhagalpur	Non-Muhammadan Rural.
Babu Kelika Prashad Singh	...	South-West Monghyr	Non-Muhammadan Rural.
Babu Ram Charitra Singh	...	North-West Monghyr	Non-Muhammadan Rural.
Babu Sri Krishna Sinha	...	East Monghyr	Non-Muhammadan Rural.
Rai Bahadur Prithi Chand Chaudhuri.	Lal	Purnea	Non-Muhammadan Rural.
Babu Pratapendra Chandra Pande	...	Santal Parganas North	Non-Muhammadan Rural.
Babu Rameshvar Lal Marwari	...	Santal Parganas South	Non-Muhammadan Rural.
Rai Bahadur Dalip Narayan Singh	...	Landholders',	Bhagalpur Division.

*Orissa Division. (10)*

Maulavi Saiyid Muhammad Huda.	Nurul	Orissa	Division	Muhammadan Rural.
Rai Sahib Lokenath Misra	...	Orissa	Division	Non-Muhammadan Urban.
Babu Narayan Birbar Samanta	...	North	Cuttack	Non-Muhammadan Rural.
Babu Lakshmidhar Mahanti	...	South	Cuttack	Non-Muhammadan Rural.

CONSTITUENCIES.

Babu Nand Kishore Das	...	North Balasore	Non-Muhammadan Rural.
Chaudhari Bhagwat Prashad Samantarai Mahapatra,	...	South Balasore	Non-Muhammadan Rural.
Babu Godavaris Misra	...	North Puri	Non-Muhammadan Rural.
Babu Lingaraj Misra	...	South Puri	Non-Muhammadan Rural.
Babu Braja Mohan Panda	...	Sambalpur	Non-Muhammadan Rural.
Raja Rajendra Narayan Deo, C.B.E.	Bhanja	Landholders', Orissa Division.	

*Chota Nagpur Division. (9)*

Khan Bahadur Khwaja Muhammad Nur, C.B.E.	...	Chota Nagpur Division	Muhammadan Rural.
Mr. Jimut Bahan Sen	...	Chota Nagpur Division	Non-Muhammadan Urban.
Rai Bahadur Sharat Chandra Ray	...	Ranchi	Non-Muhammadan Rural.
Babu Krishna Ballabh Sahay	...	Hazaribagh	Non-Muhammadan Rural.
Babu Devaki Prashad Sinha	...	Palamau	Non-Muhammadan Rural.
Babu Nilkantha Chattarji	...	South Manbhum	Non-Muhammadan Rural.
Babu Devendra Nath Samanta	...	Singhbhum	Non-Muhammadan Rural.
Babu Gunendra Nath Ray	...	North Manbhum	Non-Muhammadan Rural.
Bhaiya Rajkishore Deo	...	Landholders', Chota Nagpur Division.	

*Others. (5)*

Babu Baldeva Sahay	...	Patna University.
Lt.-Col. Daniel Douglas	...	European Constituency.
Mr. Edward Joseph Finch	...	Planting Constituency.
Mr. Edward Smedley Tarlton	...	Indian Mining Association.
Mr. Amrit Lal Ojha	...	Indian Mining Federation.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

*NOMINATED. (1)*

The Hon'ble Mr. Donald Weston, I.C.S.

*ELECTED. (4)*

CONSTITUENCIES.

The Hon'ble Maharajadhiraja Sir Rameshwar Singh, G.C.I.E., K.B.E., of Darbhanga.	}	Bihar and Orissa (Non-Muhammadan).
The Hon'ble Mr. Anugrah Narayan Sinha		
The Hon'ble Mr. Mahendra Prashad		
The Hon'ble Shah Muhammad Zubair	...	Bihar and Orissa (Muhammadan).

E.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED. (2)

Rai Bahadur Shyam Narayan Singh, c.B.E. (*Official*).

Khan Bahadur Nawabzada Saiyid Ashraf-ud-din Ahmad, c.I.E. (*Non-official*).

ELECTED. (12)

CONSTITUENCIES.

Khan Bahadur Sarfarez Khan.	Husain	Patna and Chota Nagpur Cum Orissa (Muhammadan).
Raja Raghunandan Prashad Singh		Bihar and Orissa (Landholders).
Maulavi Badi-uz-zaman	...	Bhagalpur Division (Muhammadan).
Maulavi Muhammad Shafee	...	Tirhut Division (Muhammadan).
Mr. Narayan Prashad Singh	...	Darbhangha Cum Saran (Non-Muhammadan).
Mr. Gaya Prashad Singh	...	Muzaffarpur Cum Champaran (Non-Muhammadan).
Pandit Nilakantha Das	...	Orissa Division (Non-Muhammadan).
Mr. Bhubanananda Das	...	Orissa Division (Non-Muhammadan).
Mr. Rajivaranjan Prashad Sinha	...	Patna Cum Shababad (Non-Muhammadan).
Mr. Siddhesvar Sinha	...	Gaya Cum Monghyr (Non-Muhammadan).
Babu Ganganand Sinha	...	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
Mr. Ram Narayan Singh	...	Chota Nagpur Division (Non-Muhammadan).

## APPENDIX III.

### ABSTRACT OF THE BUDGET ESTIMATES FOR 1929-30.

[IN THOUSANDS OF RUPEES.]

Revenue and Receipts.	Budget Estimate, 1929-30.	Revised Estimate, 1928-29.	Budget Estimate 1928-29.
1	2	3	4
II.—Taxes on Income ... ..	3,15	3,15	3,34
V.—Land Revenue ... ..	1,76,40	1,73,66	1,71,98
VI.—Excise ... ..	1,90,46	1,92,00	1,95,60
VII.—Stamps ... ..	1,10,60	1,11,60	1,09,25
VIII.—Forest ... ..	11,20	10,66	10,39
IX.—Registration ... ..	17,60	17,25	17,00
XIII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept.	17,11	16,32	19,69
XIV.—Irrigation, Navigation, Embankment and Drainage works for which no capital ac- counts are kept.	1,08	1,15	1,05
XVI.—Interest ... ..	6,91	7,06	6,47
XVII.—Administration of Justice ... ..	6,54	6,56	6,14
XVIII.—Jails and Convict Settlements ... ..	6,93	7,17	6,96
XIX.—Police ... ..	1,84	1,74	1,72
XX.—Ports and Pilotage ... ..	...	...	...
XXI.—Education ... ..	6,86	6,96	6,47
XXII.—Medical ... ..	1,84	1,85	1,87
XXIII.—Public Health ... ..	1,01	98	79
XXIV.—Agriculture ... ..	2,81	2,66	2,72
XXV.—Industries ... ..	2,67	2,36	2,42
XXVI.—Miscellaneous Departments ... ..	2	3	3
XXVII.—Civil Works ... ..	6,57	5,82	5,30
XXXII.—Transfers from Famine Relief Fund ... ..	6,00	...	...
XXXIII.—Receipts in aid of Superannuation ... ..	1,21	1,62	1,16
XXXIV.—Stationery and Printing ... ..	2,45	1,00	1,00
XXXV.—Miscellaneous ... ..	3,61	4,30	4,13
XXXIXA.—Miscellaneous adjustments between the Central and Provincial Governments.	...	...	...
XL.—Extraordinary Receipts ... ..	...	...	...
<b>TOTAL REVENUE</b> ... ..	<b>5,64,81</b>	<b>5,74,81</b>	<b>5,74,37</b>
Loans and Advances by the Provincial Government (Recoveries).	11,08	22,70	8,66
Advances from the Provincial Loans Fund ... ..	...	...	...
Transfers from Famine Relief Fund ... ..	16,39	15,71	...
Famine Relief Fund ... ..	3,99	2,39	13,67
Appropriation for reduction or avoidance of debt Suspense ... ..	45	...	...
	3,35	3,38	2,76
<b>TOTAL RECEIPTS</b> ... ..	<b>6,19,97</b>	<b>6,18,99</b>	<b>5,98,26</b>
Opening Balance ... ..	(b) 1,60,72	(a) 1,80,40	1,65,61
<b>GRAND TOTAL</b> ... ..	<b>7,80,69</b>	<b>7,99,39</b>	<b>7,63,76</b>

(a) Includes 70,42 in Famine Relief Fund.

(b) Includes 57,10 in Famine Relief Fund.

**APPENDIX III—concl'd.**

**ABSTRACT OF THE BUDGET ESTIMATES FOR 1929-30.**

[IN THOUSANDS OF RUPEES.]

Expenditure.	Budget Estimate, 1929-30.	Revised Estimate, 1928-29.	Budget Estimate, 1928-29.
5.—Land Revenue .....	26,41	28,32	28,25
6.—Excise .....	18,85	18,21	18,50
7.—Stamps .....	2,69	3,22	3,13
8.—Forest .....	8,39	7,89	7,93
8A.—Forest Capital outlay charged to revenue .....	1,66	1,42	1,36
9.—Registration .....	6,69	6,34	6,48
14.—Interest on Irrigation Works for which capital accounts are kept.	20,45	20,41	20,45
15.—Irrigation Revenue Account—Other Revenue expendi- ture financed from ordinary revenue.	2,26	4,01	4,80
15 (1).—Other revenue expenditure financed from famine insurance grants.	...	...	...
16.—Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage Works.	1	5	5
19.—Interest on Ordinary Debt .....	98	1,29	1,33
20.—Interest on other obligations .....	43	...	...
21.—Appropriation for reduction or avoidance of debt .....	45	...	...
22.—General Administration .....	75,26	73,70	72,37
24.—Administration of Justice .....	41,40	41,08	39,33
25.—Jails and Convict Settlements .....	20,98	21,43	21,36
26.—Police .....	84,88	83,97	84,44
27.—Ports and Pilotage .....	...	...	1
30.—Scientific Departments .....	44	47	45
31.—Education .....	92,13	87,63	87,60
32.—Medical .....	30,47	28,01	29,71
33.—Public Health .....	23,24	15,38	15,56
34.—Agriculture .....	16,78	15,33	16,03
36.—Industries .....	11,40	10,24	10,50
37.—Miscellaneous Departments .....	49	43	34
41.—Civil Works .....	83,45	78,85	79,47
43.—Famine .....	1,00	32	1,00
45.—Superannuation Allowances and Pensions .....	27,62	28,20	24,77
45A.—Commutation of pensions financed from ordinary revenue.	2,00	1,52	55
43.—Stationery and Printing .....	9,63	8,68	8,63
47.—Miscellaneous .....	1,84	4,15	4,30
51.—Contributions to the Central Government by the Pro- vincial Government.	...	...	...
51A.—Miscellaneous adjustments between the Central and Provincial Governments.	...	...	...
Total—Expenditure charged to Revenue .....	6,12,37	5,92,60	5,87,96
Commutated value of Pensions .....	—13	—13	—13
Loans and advances by the Provincial Government .....	19,00	14,28	5,17
Advances from the Provincial Loans Fund (Repayments) .....	45	12,64	7,64
Transfers from Famine Relief Fund (Repayments) .....	1,96	...	...
Famine Relief Fund .....	24,39	15,71	6,99
Suspense .....	3,46	3,56	2,75
Total—Expenditure not charged to Revenue .....	49,14	43,07	31,42
Reserve for unforeseen .....	7,47	...	3,00
Total—Expenditure .....	6,68,98	6,38,67	6,12,38
Closing Balance .....	(c)1,11,71	(b)1,60,73	(a)1,51,38
Grand total .....	7,80,69	7,99,39	7,63,76
Provincial { Surplus .....	...	...	...
Deficit .....	49,01	19,68	14,13

(a) Includes 75,99 in Famine Relief Fund.

(b) Includes 57,10 in Famine Relief Fund. (The latest departmental estimates indicate a probable increase of Rs. 1,66—including Rs 1,51 on account of Famine Relief Fund—in this figure)

(c) Includes 36,70 in Famine Relief Fund.

## APPENDIX IV.

**Speech delivered by His Excellency Sir Hugh Lansdown  
Stephenson, K.C.S.I., K.C.I.E., I.C.S., at the Police  
Parade held at Patna on the 31st January 1929.**

OFFICERS AND MEN OF THE BIHAR AND ORISSA POLICE,

This is the second occasion on which I have attended the Police Parade in Patna which, I trust, has now become an annual fixture and which we have endeavoured to make even more representative this year. I want first of all to congratulate those members of the Force and the other individuals to whom I have just handed rewards. The occasions for these rewards have been read out by the Inspector-General. They cover as wide a field as ever and the one common link between them all is devotion to duty and to the service of the public. I do not regard these presents as rewards proportioned to the value of services rendered; to do so would be to rob these services of half their real meaning. I regard these rewards as a recognition by Government on behalf of the public of the high ideals of duty and service underlying the actions commemorated. We are proud of these ideals and we are proud of the Force that can produce men who will act upon them. I had hoped to be privileged to-day to hand over personally the bar to the Police Medal awarded by His Majesty, the King, to the late Mr. Guise for conduct which is striking illustration of the high ideals of courage and devotion to which I have referred. Mr. Guise had been awarded the King's Police Medal in 1925 in recognition of his conspicuous gallantry during the floods at Arrah. In the following year during the serious communal disturbances in the Sasaram subdivision, Mr. Guise received information that an armed mob of between two and three hundred Hindus were on their way to attack Sasaram town. He proceeded to the spot accompanied only by two orderlies and found the mob advancing and a Muhammadan crowd collecting to offer resistance. Mr. Guise unarmed threw himself in the path of the advancing mob and attacked the leaders though they were armed with bludgeons. After he had knocked two of them out, the crowd retreated. There is no doubt that Mr. Guise by his action prevented an attack on Sasaram which would have led to widespread rioting, looting and loss of life. Mr. Guise died as the result of an accident on parade before his gallantry could be suitably recognized and our pride in his achievement is tempered by our sorrow at his loss.

I said last year that the main function of the Governor's speech at the Police Parade was to assist us all in a periodical stock-taking. The year that has since elapsed has brought no peace to the police force; it is true that we have escaped those serious communal riots that disgraced the previous year, but this is in no small measure due to the completeness of the police precautions and their unwearied vigilance. The strain on the police has been no less; we are still living on the edge of a volcano and every religious festival is an occasion of fear rather than of rejoicing. The Force has maintained its reputation for courageous impartiality in dealing with communal troubles and I have been much gratified at the letters of thanks sent to the

Inspector-General by religious leaders testifying to the tact, forbearance and practical common-sense of our police officers of both communities.

But if communal troubles have been less insistent, it has been brought home to us by the labour troubles at Jamshedpur that modern conditions are ever increasing the burden on the police force and that that force must be constantly adapted to meet the needs of changing circumstances. A disquietingly large proportion of our reserves had to be mobilised to meet the situation at one large centre of industry. The anxieties of Government were thereby increased and the strain on the police, officers and men, throughout the province was tightened. The forces who were actually employed at Jamshedpur were tried very highly; for over four months, in the hot weather and rains, they were on duty without relaxation in an atmosphere that was often electric and always uncertain. It has been said with a considerable amount of truth that employment on strike duty is one of the most unpleasant tasks that falls to the lot of the police. They have no concern with the rights or wrongs of the dispute; they must not be actuated by sympathy with either side. It is their lot impartially to enforce the law and maintain peace. If they are successful, and the strike, as in this case, drags on, there is a wearisome monotonous round of unpleasant duties in uncomfortable circumstances with no flashes of excitement to break the routine. Their duties call for firmness, tact and forbearance and it speaks volumes for the Bihar and Orissa Police that their conduct during these trying months has won the praise not only of their officers but of both parties to the dispute.

During the year the police had to deal with the visit of His Excellency the Viceroy to Ranchi and to Patna and the visit of the Statutory Commission; no one who has not seen the detailed orders drawn up on these and similar occasions, welcome as they are to the province in other respects, can have any idea of the enormous amount of work that is thrown upon the police. And it is work that tests the disciplinary training of the police very highly. Anyone who has watched the police as I have for 33 years must be struck by the improvement in their method of controlling crowds and this is perhaps an index of the increased respect in which the police force is held not only by the public but by themselves. A crowd must submit itself to discipline or there will be chaos ending in disaster which it is the responsibility of the police to prevent. The orders of the responsible officers for the regulation of crowds must therefore be firmly enforced in the interests of the crowds themselves. But good temper, forbearance and good humour in the police employed to carry out these orders are as valuable weapons as the *lathis* they may carry, and the fact that the three occasions I have mentioned passed off without a hitch is a valuable testimony both to the qualities of the force and to the respect they have instilled into the public.

In other respects I think the record of the past year shows steady progress. Last year I gave some general details of police work in the last few years and commented on some aspects of that work and I do not propose to repeat myself. Taking a general survey of the position, the police force has still many needs unfilled; it is still too small, still lags behind in equipment, buildings, in many other things that are necessary for an efficient modern police. We must have a detective training school, we must have traffic police, effective methods of dealing with fires and a dozen other things before we can claim to be up-to-date. But there is also a brighter side; I have every confidence that the Legislative Council will give to the police for non-recurring expenditure on buildings its proper share of the money that



we propose to make available in the coming budget and will sympathetically consider any other proposal we are able to make for the improvement of the force. Steadily, if slowly, recognition is coming of the essential position that the police must hold under any Government. The relations between the police and the public continue to improve and the value of the police work is more and more admitted. There are more applications for the assistance of the Criminal Investigation Department by the public than can be dealt with, and the position that this department has built up for itself in the public estimation may be illustrated by a recent judgment of the Hon'ble High Court which I quote with pride:—

“I desire in conclusion to express the opinion that the skill, energy and industry of the police, exhibited in the unravelling of this conspiracy, are worthy of the highest praise, and it would appear that a great share of this praise should be awarded to Mr. Daff, the Special Assistant to the Deputy Inspector-General. It is worthy of note that the learned advocates who presented the case for the appellants were unable to criticise or make any attack upon the activity of the police or on the evidence furnished by them other than by legitimate argument as to its admissibility or cogency.”

The subject of corruption in the police has been rather prominent recently in the evidence before the Statutory Commission. In my 33 years of service, I have seen a great improvement even in this matter in the police. I believe there has been an awakening of the police conscience; it cannot be denied that corruption still exists in the lower ranks, but I claim that it is no longer regarded as the right and proper thing to take bribes. It only needs a vigorous effort on the part of all of you to get rid of the stigma; Government will do its part both in punishment and reward, but a reform of this kind can only come from the inside. Black sheep there are and always will be in every force whether in this country or in any other but as long as there is the slightest justification for a public feeling that any policeman may be corrupt you will never attain the position that the force is entitled to in the respect of the public and of yourselves.

As to the future you can rely on Government to appreciate your good work, to understand your difficulties and to improve your position whenever possible. There has been much talk in the last year of the future of the police and many diverse opinions have been expressed as to the immediate effect of any constitutional changes on the well-being of the force. I do not propose to discuss these or give any opinion of my own. I will only say this that in any form of Government that is to be stable and for the good of the people, there must be provision for a well-disciplined, contented and efficient police force and any constitution that cannot ensure this must fail. Mutual confidence between Government and the police and the public and the police is essential to the fullest development of such a force. This confidence cannot be built up in a day nor can it be based on *a priori* arguments; it is a question of feeling and must be born of experience. I have appealed to you to help to remove what I think is a great obstacle to the establishment of confidence of the public in you; in turn I appeal to the public and in especial to those who claim to lead the public and who look forward to taking a larger share in the governance of the country to prove to the police that whatever may come they can rely on support in the efficient carrying out of their duties, on fair and just treatment in all circumstances and perhaps above all on a sympathetic understanding of their difficulties.

## APPENDIX V.

### Sources of Information Available to the Public.

#### *Chapter II.—Finance.*

Financial statements for Bihar and Orissa 1928-29 and 1929-30.

Debates in the Legislative Council on the budgets for 1928-29 and 1929-30.

#### *Chapter III.—The Legislative Council.*

Proceedings of the Bihar and Orissa Legislative Council, Volumes XVIII, XIX and XX.

#### *Chapter IV.—Local Self-Government.*

Resolutions reviewing the reports on the working of district boards and municipalities in 1928-29.

#### *Chapter V.—Education.*

Report on the Progress of Education in Bihar and Orissa for 1928-29.

#### *Chapter VI.—Public Health and Medical.*

Annual Returns of Hospitals and Dispensaries for 1928.

Annual Public Health Report for 1928.

Annual Report on the working of the Radium Institute for 1928.

Reports on the workings of the Indian and European Mental Hospitals for 1928.

Report of the Prince of Wales Medical College for 1928-29.

#### *Chapter VII.—Maintenance of Public Peace and Administration of Justice.*

Annual Report on the Administration of the Police Department for 1928.

Administration Report on Jails for 1928.

Report on the Administration of Civil Justice for 1928.

Report on the Administration of Criminal Justice for 1928.

#### *Chapter VIII.—Excise.*

Report on the Administration of the Excise Department for 1928-29.

*Chapter IX.—Government and the land.*

Report on Land Revenue Administration for 1928-29.

Report on Wards, Trust and Encumbered Estates for 1928-29.

Annual Progress Report on the Forest Administration for 1928-29.

*Chapter X.—Agriculture.*

Annual Report of the Agricultural Department for 1928.

Annual Report of the Civil Veterinary Department for 1928-29.

Report on the working of Co-operative Societies, Bihar and Orissa, for 1928.

Season and Crop Report for 1928-29.

*Chapter XI.—Commerce and Industry.*

Annual Report of the Director of Industries for 1928-29.

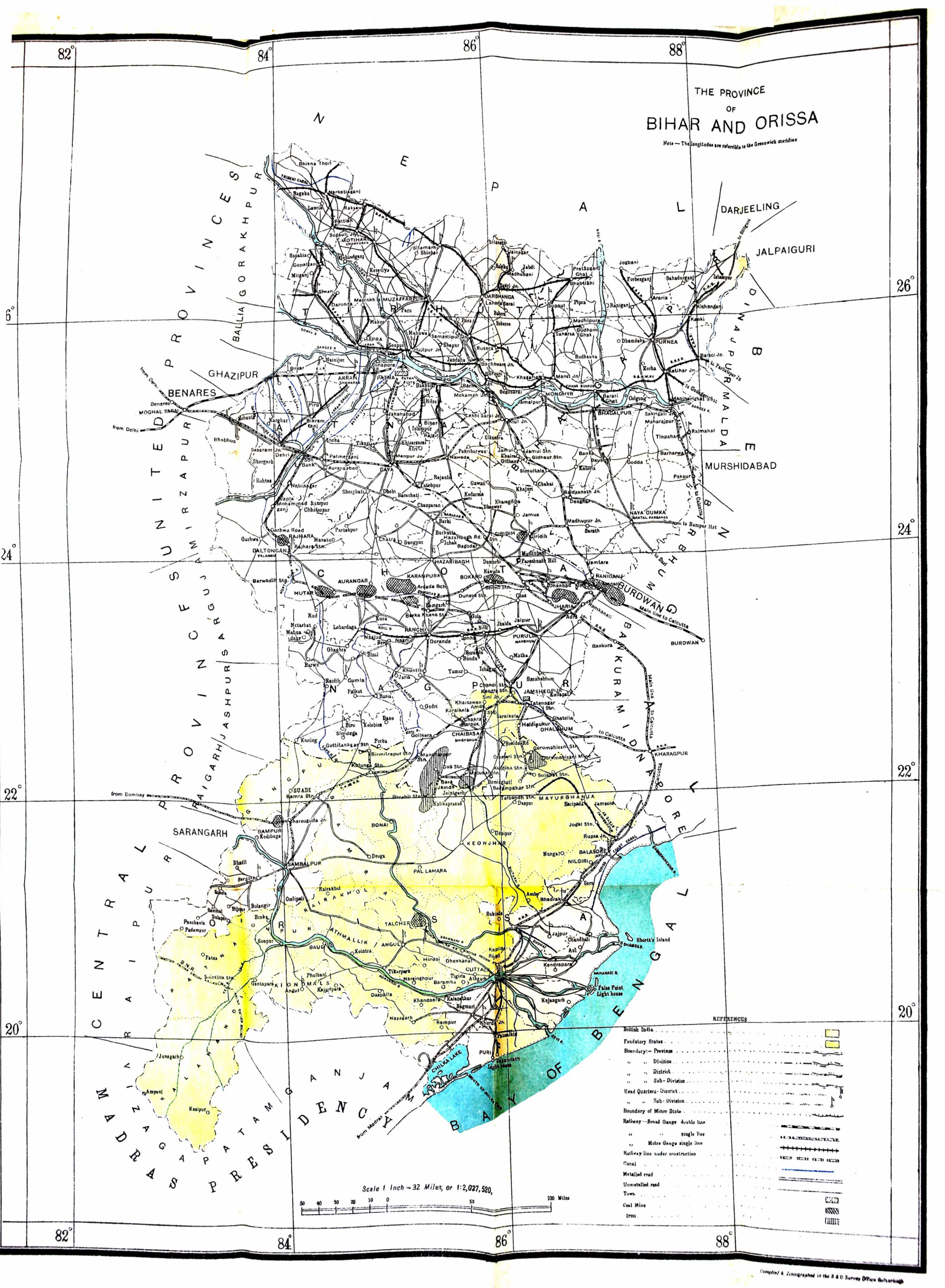
Report of the Chief Inspector of Mines in India for 1928.

Annual Report on the working of the Indian Factories Act in Bihar and Orissa for 1928.

Review of the Trade of India for 1928-29.

# THE PROVINCE OF BIHAR AND ORISSA

Note—The longitudes are referred to the Greenwich meridian



**PROVINCES**  
 BALLIA GORAKHPUR  
 GHAZIPUR  
 BENARES  
 UNITED PROVINCES  
 MURSHIDABAD  
 JALPAIGURI  
 DARJEELING  
 BURDWAN  
 BAKURAM  
 PURULHIA  
 JHARKHAND  
 RAIGARH  
 JASHPUR  
 SARANGARH  
 SAMBALPUR  
 BONAI  
 KEONJHAR  
 BALASORE  
 NILGIRI  
 THALCHER  
 ANGUL  
 TALCHER  
 PURI  
 JAGANNATH  
 WADNAGAR  
 PATAMANGA  
 PRESIDENCY

Scale 1 Inch = 32 Miles, or 1:2,027,520

0 10 20 30 40 50 100 Miles

REFERENCES

British India	[Symbol]
Federal States	[Symbol]
Boundary—Province	[Symbol]
"    District	[Symbol]
"    Sub-Division	[Symbol]
Head Quarters—District	[Symbol]
"    Sub-Division	[Symbol]
Boundary of Minor State	[Symbol]
Railway—Broad Gauge double line	[Symbol]
"    single line	[Symbol]
"    Metro Gauge single line	[Symbol]
Railway line under construction	[Symbol]
Canal	[Symbol]
Metalled road	[Symbol]
Unmetalled road	[Symbol]
Town	[Symbol]
Coal Mine	[Symbol]
Iron	[Symbol]