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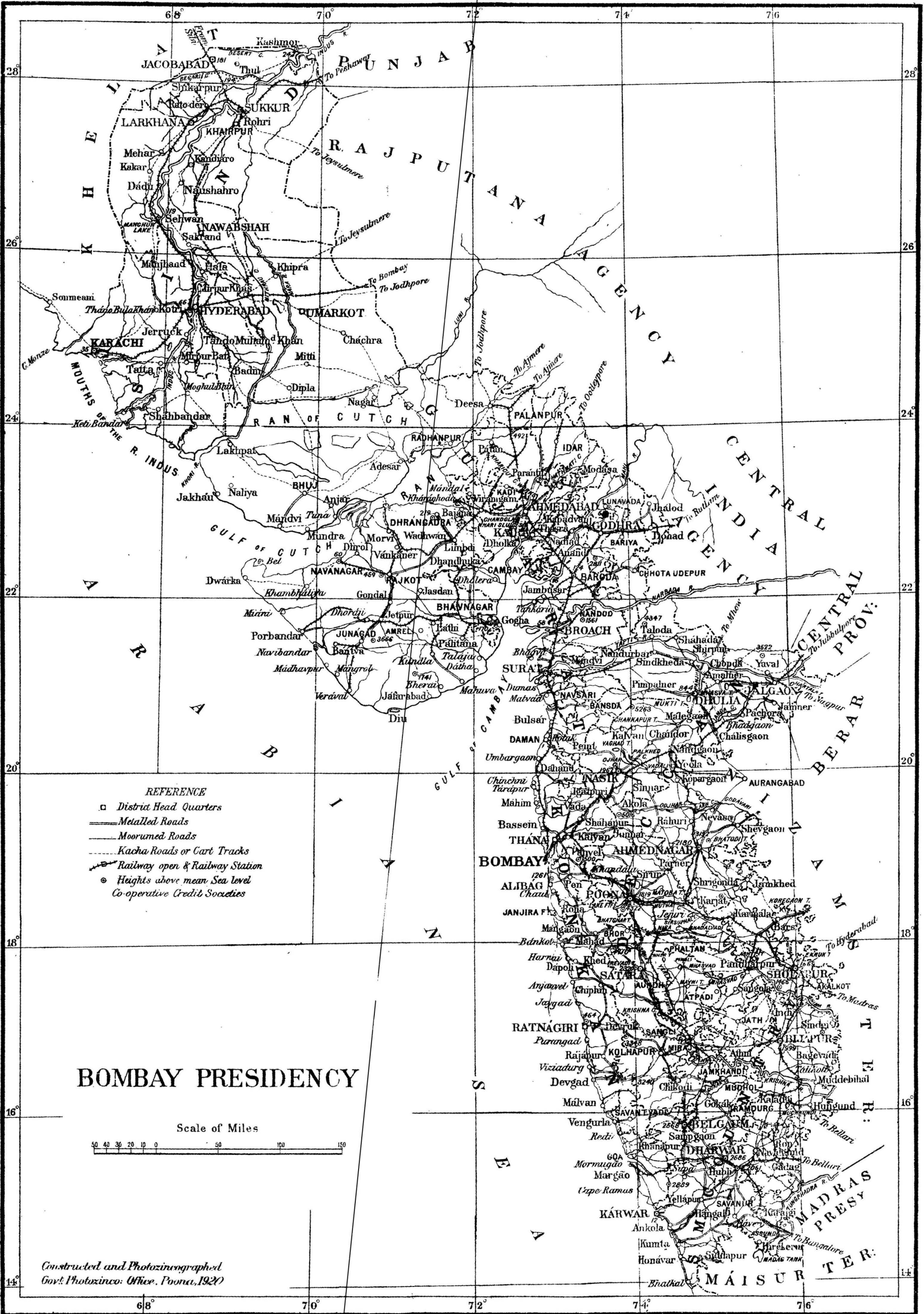
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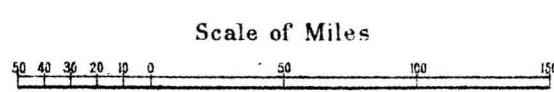
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- REFERENCE
- District Head Quarters
 - Metalled Roads
 - Moorumed Roads
 - Kacha Roads or Cart Tracks
 - Railway open & Railway Station
 - Heights above mean Sea level
 - Co-operative Credit Societies

BOMBAY PRESIDENCY



Constructed and Photozincographed
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[Maximum limit of number of pages—Part I, 10 pages ; Part II, 150 pages.]

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ADMINISTRATION REPORT OF BOMBAY, 1919-20.

PART I.

GENERAL SUMMARY.

1. **War and Peace.**—(a) The dominant event recorded last year was the signing of the Armistice. The outstanding event of the year 1919-20 was the signing of the definitive Treaty of Peace at Versailles. The acceptance of the terms of peace by Germany and the publication of their full context brought home to the people, as had never been done before, the magnitude of defeat sustained by her. Meetings were held at the headquarters of Government, at which His Excellency presided, and at the headquarters of all districts at which the terms of peace were read out and in other ways the greatest possible publicity was given to them. The event was celebrated throughout the British Empire on the 19th July in various ways. Similarly peace celebrations were observed in India on an extensive scale on the 13th, 14th and 16th December, which were declared to be public holidays. The celebrations were organized on a large scale and proved a distinct success, the various forms adopted on the occasion of the signing of the armistice being repeated by all classes of the people.

(b) The Indian Chiefs who had co-operated whole-heartedly with the British Government in the great struggle celebrated the conclusion of peace with equal enthusiasm.

(c) The outbreak of war with Afghanistan caused little or no excitement. All shades of opinion united in condemning the Amir's action. Mahomedans in particular regretted that the last independent Mahomedan State had thereby been placed in jeopardy. Offers were received of personal service and assistance from all Indian States in the Presidency, His Highness the Maharaja of Bhavnagar placing his Imperial Service Lancers and His Highness the Mir of Khairpur his Camel Corps at the disposal of the Government of India. Both offers were gratefully accepted and the contingents received the warm appreciation of His Excellency the Viceroy and His Excellency the Governor of Bombay for the excellent services they rendered. When the terms of peace were announced, it was universally felt that Afghanistan had been treated very magnanimously and Mahomedan circles were greatly relieved and gratified.

2. **General conditions.**—(a) The monsoon commenced favourably everywhere in the Presidency proper, but the long break in the middle of the season was trying in the eastern parts of the Deccan and Karnatak. Later rains relieved the situation somewhat but they were excessive in places and more or less damaged the standing kharif crops as well as those lying in the fields, particularly in Gujarat and East Deccan. Rabi crops were generally benefited by these late rains, but cloudy weather, rain and cold and frost in subsequent months reduced their outturn in parts of Gujarat, Deccan and Karnatak. The full normal yield or somewhat above it was secured for kharif crops in the Konkan and parts of Gujarat, Khandesh and West Deccan generally, but elsewhere it was about 10 to 25 per cent. or more under it. Rabi crops were about normal in Khandesh but 10 to 25 per cent. below it elsewhere. In Sind the yield of both kharif and rabi varied from one-half to three-fourths of the normal. Compared with the figures of 1917-18 (the latest year approaching normal conditions, 1918-19 being an abnormal famine year), the area under food-grain crops in Gujarat, Deccan and Konkan showed an aggregate deficit of 400 thousand acres which was more than covered by their extended cultivation in the Karnatak (600 thousand acres), giving a net increase of 1·25 per cent. The reported outturn however was higher in every case except a small deficit in the Deccan and the net gain amounted to 10·7 per cent. over the yield returned in 1917-18. Sind shows a deficit of 5·4 per cent. in area but an increase

of 19·2 per cent. in the total outturn as compared with the statistics of 1917-18. Excepting tur, gram, gul and tobacco which were even dearer than in the previous year, the prices of all articles of food and fodder generally ruled easier though they were still considerably higher than in 1917-18 which itself was a year of high prices. This was due to short stocks of food stuffs in India and in the world generally.

(b) The year opened with high expectations of prosperity on the part of the public as a result of the return to peace. As was natural, these expectations were not fully realized owing to causes arising out of the after-effects of the war. Prices rose while supplies shrunk, and owing to the expansion of demand during recent years without a corresponding provision of additional accommodation the shortage of houses became acute in Bombay and other advanced cities, which led to gross profiteering. Consequently it was found necessary to continue some of the restrictions imposed during the war. The period of the two Rent Acts passed last year was extended by two years and during the year various questions relating to the improvement of Bombay City were discussed, *viz.*, the development of "Greater Bombay," including certain areas immediately adjoining Bombay Harbour, reclamation and development schemes in the city, the housing of the industrial population of Bombay and the appointment of a Development Board for the control of these schemes. Since the close of the year the requisite legislation has been taken in hand and the Bombay Loan has been raised. The question of housing in Karachi also received the special attention of Government, and they obtained from the military authorities the area of land known as the artillery maidan which will be utilized partly for Government buildings and partly for dwelling houses. Further developments in the suburbs were also taken in hand.

(c) Shortage of labour and high prices continued. There was a substantial decrease in the death rate, 32·53 against 88·05 in 1918.

3. **Legislation.**—During the year under review twelve Bills were introduced in the Legislative Council and five Acts were passed.

4. **Agriculture.**—(a) The Agricultural Department was able to devote its main activities once more to its normal work, though a considerable aftermath of work connected with the special famine operations of the previous year remained to be settled up.

(b) The work of distributing improved types of cotton seed was continued on the lines indicated last year, and the most notable developments were the distribution of seed of a superior strain of cotton in Southern Gujarat sufficient for at least 60,000 acres. In view of the increase of the difference in the prices which has recently occurred between long-stapled and short-stapled cotton, this seed which produces a cotton of superior staple was in keen demand and has been sown. It will be known early in 1921 how far the cotton comes on to the market in a pure state and how far the market is sensible of its superiority to the local cotton. It is upon these factors that its success depends. Gadag No. 1 cotton seed has now been sown on an area of about 10,000 acres, and its success appears to be assured. In Sind Punjab F-4 was again in demand and was distributed on a considerable scale.

(c) With regard to other matters, previous lines of work were resumed. Improved implements were once more in demand, and sulphate of ammonia which again became available showed signs of being popular. Its sale during the past year amounted to only about 500 tons, but the demand for it amongst the sugarcane cultivators is likely to increase very fast. The work on rice selection was approaching a definite result, and groundnuts were spreading fast as a rotation crop for cotton. It is only the ravages of wild pig that prevent this very valuable crop from obtaining the widespread success that it deserves.

(d) The Agricultural Engineer made 127 successful bores for irrigation, and amongst his other activities the only novelty was the trial of a number of motor tractors for ploughing purposes to test their suitability to Deccan conditions.

(e) The new cattle-breeding farm at Bankapur (Dhárwár district) for Mysore cattle was opened and a fine lot of cattle was selected with which to start the operations.

(f) The number of students at the Agricultural College, Poona, rose from 170 to 203. The College is certainly popular and its facilities for education are being added to every year. The new Agricultural School in Gujarat completed the first year of its existence with success, and the indications are that it will draw pupils without difficulty. A scheme for six more agricultural schools was sanctioned, and it was hoped to get them constructed at once, but the financial situation necessitated a postponement of this work.

5. **Co-operative societies.**—(a) The most important matter dealt with in the year was that of the finance of the Co-operative Movement as a whole. The lines on which improvement must be sought soon became clear. It was evident that the District Banks must remain the main unit of finance, but that the limits of their districts need not necessarily be conterminous with those of the Revenue districts; that they must be strengthened and their share capital rapidly increased; that they should be inspected by the Provincial Bank and should in turn inspect all Agricultural Resource Societies; and that Guaranteeing Unions should only be organised *pari passu* with the ability of District Banks to finance and supervise them. Steps were also taken to have the Provincial Bank fully recognised as such. These steps naturally led in turn to a necessary improvement in banking methods by the introduction of cheques and discounting business.

(b) Another matter of great importance in practice as well as in theory to the movement was the classification of all societies on a new basis. They are now divided into three classes: (1) Resource Societies, (2) Consumers' Societies, including Building Societies, and (3) Producers' Societies, according as their objects are to provide resources to members as individuals, or to appropriate all means of production collectively by consumers in common, or to exercise a trade in common for common advantage.

(c) In this Presidency there now exist in all 273 Non-Agricultural Credit Societies, of which 231 are on the basis of limited liability. Of these, 111 exist in Bombay City alone. Karachi, Ahmedabad and Poona are unfortunately still much behind hand in this important branch of the movement. These limited societies had 63,000 members in all, and a paid up share capital of 17½ lakhs. From members and non-members together they held deposits of 45 lakhs and had built up a reserve fund of nearly 3 lakhs. There are in all 14 Central Banks registered which are responsible for the finance of rural societies in the districts in which they exist.

(d) The Provincial Bank had a very difficult year to pull through. In spite of this the working of the Bank was eminently successful. Its total working capital again rose in spite of the unfavourable season and reached the inspiring figure of 37 lakhs.

(e) The Resource Movement as a whole includes the Provincial and district Central Banks, all Agricultural Societies (except Producers' Societies), and all Urban Credit Societies. In the Resource Movement the total membership is 224,900. The working capital of the movement in the year under report reached the very fair total of two and a half crores. The reserve fund of the movement amounted to 13½ lakhs, and the profits to 5.86 lakhs.

(f) The Consumers' Movement had been handicapped by various conditions inherent in the actual situation and by some not less grave misunderstandings shared by most of those concerned. There were, however, 59 societies of this type in existence on the 31st March and some of them have been doing very well: others, however, have made mistakes in business and have suffered loss. The organization of Building Societies has made great progress during the year. The total number in existence at the end of March was 21. The movement is, however, faced by a very real and practical difficulty in the enormously heavy price of labour and material.

(g) During the year under report nothing was done to promote the Producers' Movement except to clear the ground by preliminary study and enquiry.

(h) The Co-operative Central Institute has been doing valuable work, and its membership rose from 539 to 719. The Institute held training classes for secretaries of societies. In addition, the Committee edits and issues the Bombay Co-operative Quarterly Magazine, a model publication admirably conducted.

(j) On the whole the attitude of the public is distinctly friendly, though in some cases apathetic. In the last half of the year, however, the movement met with much virulent opposition in certain parts of the Presidency. On the whole, however, it is apathy that is to be feared far more than hostility. The Presidency continues to be exceptionally fortunate in the large number of non-official workers who interest themselves in co-operation and labour sincerely and energetically in the cause.

6. **Industries.**—Despite serious labour troubles and fluctuations in exchange, the cotton spinning and weaving mills in the Presidency had another prosperous year. The oil mills also continued busy. The absence of strong foreign competition enabled the glass factories, established during the war, to maintain their profits. The smaller industries were generally prosperous; the handloom weavers had a good year, but the dyers suffered from the continued shortage of imported dyes. A considerable number of samples of different sands, clays, etc., were tested and reported on by the Pottery Department. During the year, the Government Workshop at Dapuri was transferred to the Department of Industries and a beginning was made in organising a service of Industrial Engineers. Marked progress was made in training apprentices at the Government Workshops. The chemical investigations were again in charge of two chemists who gave their part time services to the Department. A demonstration casein factory was started in Gujarat and a bulletin issued, describing the result of the investigations up to date. The investigation of the Kharaghoda bitters has resulted in the production on a commercial scale of magnesium chloride of excellent quality, while promising results have been obtained in epsom salts. A large range of analyses of the bitters at Kharaghoda and Aden was carried out in England in order to test the bitters as a possible source of bromine. Chemical assistance was given to the manufacturers of raw hide pickers, to the makers of hand-made paper and to various oil mills, while the improved working of the alkali deposits in Sind was further investigated and trials in the manufacture of refined salt were inaugurated. In the Fisheries section, experiments were made with sardines for the production of oil and guano and also in the smoking of fish, with favourable results. A trawler of "Castle" type was purchased in England and equipped with a refrigerating plant for the preservation of fish by the latest methods of brine freezing. The vessel is expected to arrive early in 1921, when the Fisheries section will be placed in charge of a marine biologist, whose services have been obtained on loan from the Ministry of Agriculture and Fisheries. The scheme for pioneering and demonstrating pottery manufacture has been delayed by difficulties in obtaining estimates for plant and equipment. The instruction of handloom weavers in the use of flyshuttle slays and other mechanical improvements was continued on previous lines, while a promising demonstration in dyeing was started in one district. A collection of samples of village industries was exhibited at the British Industries Fair in the Crystal Palace, London, in February-March, 1920. A small number of orders was received as well as enquiries. A State technical scholarship was awarded during the year for Sugar Technology and the holder proceeded to the Audubon Sugar School, Louisiana, United States, America, for training. A small number of scholarships in industrial chemistry to be held in India were also instituted during the year.

7. **Trade and Commerce.**—(a) The trade restrictions imposed during the war had almost all been removed by the middle of 1919 with the exception of certain measures arising out of the food situation. Certain obstacles, however, still remained which prevented the prosecution of foreign trade with the same freedom as in the days before the war. Tonnage was still in deficit and

freights were high; Indian railways and foreign cables were congested and industrial trouble in India and abroad further retarded the return to normal conditions. The appalling mortality from influenza following on the failure of the 1918 monsoon had a depressing effect, and last, but by no means least, the instability of exchange was a most serious deterrent to forward business in all lines of trade.

(b) None the less, the gross values, both of imports and exports, during 1919-20 were well in advance of all previous records. High prices undoubtedly were largely responsible for this achievement and the actual bulk of trade was probably still somewhat less than in 1913-14. The aggregate value of the foreign and coasting trade including Government transactions of the Bombay Presidency excluding Sind was Rs. 345 crores or an advance Rs. 91 crores over the figures of 1918-19. In the programme of port expansion to meet the growing trade of Bombay great progress has been made since the beginning of the war. The Alexandra Dock which was opened in 1914 was used during the greater part of the war almost exclusively for military purposes. It has now been thrown open to commercial traffic, thus providing 17 additional berths. The Ballard Pier now provides up-to-date accommodation for the landing and embarking of passengers, and the wharf on the west side of the pier will shortly provide an additional berth. The reclamation and surfacing of 3,887 acres of land between Sewri and Mazagon is complete, and the provision there of facilities for the storage of grains, seeds, cotton, manganese, timber and coal is making rapid strides. The transfer of fuel oil tanks to Wari Bandar and of other tanks to Sewri Reclamation is virtually complete, only one fuel oil tank, which is shortly to be removed, now remaining in the dock area. The mileage of the Port Trust Railway which was opened in 1914 is now 105 miles. A special pier for the accommodation of bulk oil vessels is in course of construction on Trombay Island, whence oil will be pumped to the installations on the Sewri Reclamation. Finally a scheme for the construction of new docks in the same neighbourhood is under consideration.

(c) During the year the first step was taken in the direction of Imperial Preference by the imposition from the 11th September of an export duty of 15 per cent. *ad valorem* on raw hide and skins, with a rebate of two-thirds of the duty in favour of hides and skins tanned in the British Empire. On the 2nd February 1920 the import duty on silver bullion and coin was abolished on the recommendation of the Currency Commission, and on the 11th February the rates of import on firearms were modified, and the differential rates previously charged to license dealers were abolished.

(d) The aggregate customs revenue, consisting of import and export duties and excise duty on cotton goods manufactured in the Presidency, rose by 121 lakhs to 7.23 crores.

(e) The year was marked by an increase in imports and decrease in exports in foreign trade so far as the Maritime Trade of the Province of Sind was concerned. The decrease in exports was due to restrictions on the export of food-grains of which wheat formed the principal item.

8. Port Trust.—(a) The receipts of the Bombay Port Trust were the highest on record; the revenue amounted to nearly Rs. 197 lakhs and exceeded the expenditure (which included a special appropriation of Rs. 10½ lakhs to the Securities Depreciation Fund) by Rs. 2½ lakhs. This favourable result was attained by increased receipts in nearly all departments. The year was marked by a partial revival of pre-war trade conditions at the docks and bandars and a considerable reduction of Government expeditionary traffic. The total tonnage of the cargoes dealt with at the docks and bandars was 6,253,000 tons as against 4,390,000 tons in the previous year. The number of vessels that entered the docks during the year was 1,564 and 600 vessels were berthed at the dock harbour walls. The Ballard Pier Station berth was used by 308 vessels. A regular service of postal and passenger expresses to and from the station in connection with the incoming and outgoing mail and passenger steamers was inaugurated and 154 trains were run during the year. On the bandars and land estates there was a large demand for occupations, which was satisfactorily met. At the Ballard Estate all the plots but two were leased, and, at the end of the year, there were four buildings completed and the con-

struction of fourteen had been commenced. A Debenture Loan of Rs. 38½ lakhs bearing interest at 6 per cent. per annum and repayable after 10 years was raised during the year. Expenditure on capital works during the year aggregated Rs. 37 lakhs, of which Rs. 13 lakhs were expended on the Alexandra Dock, Mazagon-Sewri Reclamation and the Port Trust Railway and Rs. 11 lakhs on the construction of the Oil Pier at Trombay with pipe line communication at Sewri, on which considerable progress was made. Proposals for dock extension at Trombay were under consideration. Owing to the dearth of housing accommodation in Bombay, considerable attention was paid to the question of housing employees, and good progress was made in the Port Trust programme of constructing quarters. Quarters for 12 officers and 200 menials were completed during the year, the amount expended being Rs. 7 lakhs.

(b) As the result of the post-war conditions the receipts of the Karáchi Port Trust fell from Rs. 53,76,732 to Rs. 41,06,406. The Trustees took special steps for the expansion and further improvement of the port of Karáchi.

(c) The financial position of the port of Aden continued to be satisfactory, and trade and shipping began to show a distinct recrudescence after the years of war.

9. Politics.—(a) The news of the so-called arrest of Mr. M. K. Gandhi on his entering the Punjab in defiance of an order under the Defence of India Rules was the signal for the outbreak of serious disturbances at Ahmedabad and Viramgám and in the City of Bombay. In Bombay an exceedingly critical situation subsided without loss of life and relatively little injury to person or property. At Ahmedabad and Viramgám the situation became very grave, three officers being killed and one burnt alive. Troops had to be called out and firing resorted to, which resulted in 28 rioters being killed and 123 wounded. Several public buildings and private houses and shops were destroyed or damaged. The measures adopted to quell the disturbances won the commendation of all shades of opinion and of the Hunter Committee which enquired into the disturbances. On the outbreak of the disturbances and of those in the Punjab, Mr. Gandhi temporarily suspended his Satyagraha movement which he finally postponed *sine die* later in the year in response to the almost universal advice of responsible opinion.

(b) The protraction of martial law in the Punjab and the heavy sentences inflicted by the Martial Law Tribunals however soon began to excite popular feeling which developed by degrees into widespread resentment as the full text of the judgments in the more important cases was published. This feeling was accentuated by the passing of the Indemnity Act, the scope and objects of which were largely misrepresented and misunderstood, and later by the published reports of the evidence given before the Disorders Inquiry Committee, more particularly in regard to events at Amritsar and Lahore. Moslem circles were in addition becoming much exercised over the future of Turkey and the Khilafat and to further surcharge public feeling the annual sessions of the Congress and the Moslem League were held at Amritsar. The main resolutions of the Congress centred round the martial law proceedings and the Reforms Act (9 and 10 Geo. 5, ch. 101). In regard to the latter keen interest had been evinced in the evidence given before the Joint Parliamentary Committee on the Reforms Bill and much anxiety was felt as to the scope the Committee's recommendations would take. These eventually proved to have been drafted in a more liberal spirit than had been anticipated and their embodiment *en bloc* in the Bill and its quick passage through both Houses of Parliament came as a welcome and gratifying surprise. The gracious terms of His Majesty's Proclamation announcing his assent to the Act and the Royal Amnesty evoked feelings of deep loyalty in all but ultra-extreme circles and caused a deep impression which was confirmed when it began to be realised by the prompt release of many important political prisoners and *detenus* throughout India that His Excellency the Viceroy intended to interpret the terms of the amnesty in their widest sense. Grateful appreciation was also generally felt of the great services rendered to India by the Secretary of State in the shaping and passage of the Reforms Act. The Congress, however, found the Act disappointing and decided to secure a majority in the Reformed Councils with a view to pressing for larger reforms at an early date. Although

denied at the time, it became clear later that the intention was to so obstruct the working of the Reforms as to make them unworkable and thus force the hands of Government. A large minority in the Congress were entirely opposed to this decision and more in agreement with the decision of the moderates to co-operate in securing the success of the reforms and thereby establish a claim to the grant of a larger measure of autonomy.

(c) Mahomedan circles were gratified at the special treatment accorded to Turkey in allowing her to send a delegation to the Peace Conference to represent her views in advance and by the reception by the Allies of a special Moslem deputation in the matter. As the year wore on, however, and no definite terms of peace had been formulated, Mahomedan opinion in India, which was anxiously concerned as to the future status of the Khilafat and the Sultan's sovereignty over the Holy Places, became more and more exacerbated. His Excellency the Viceroy's reply to the Khilafat deputation which waited on him in January 1919 was admitted to be both courteous and dignified and to have exhibited deep sympathy for the Mahomedans in their trouble, but it was generally considered disappointing in that it contained no indication of the general lines of the peace terms while tending to increase the anxiety felt in regard to the *future* of the Khilafat and the integrity of the Turkish Empire. The deputation immediately afterwards issued a statement urging the irreducible Moslem demand in regard to Turkey to be the *status quo ante bellum* with guarantees on behalf of the non-Moslem races, and regretting their inability to give His Excellency the Viceroy an assurance that Indian Moslem loyalty would be as staunch as ever if the terms of peace were not in consonance with Moslem demands. The Khilafat deputation took this as the basis of their mission when they proceeded to England and the Continent shortly afterwards. Unfortunately it was necessary for the Allied representatives to hold their deliberations in regard to the terms of peace with Turkey in secret. The cables were, however, soon busy with forecasts on many of the vital points affecting Moslem sentiment. Many of these anticipations, often issued with all the assurance of semi-official communications, had subsequently to be contradicted but meanwhile they had added to the general feeling of uncertainty and irritation. The entry into the arena against Turkey of high ecclesiastical dignitaries in England with suggestions, among others, in certain quarters that the Mosque of St. Sophia should be converted into a Christian Church once more was made the most of by the leaders of the Khilafat agitation as confirming Moslem opinion that the war against Turkey had been a religious war in disguise—Christian against Moslem in which Moslem soldiers had been inveigled into fighting against the Khalifa. The latitude given to all shades of Moslem opinion to ventilate their views and to consolidate opinion began to be misconstrued and already before the last quarter of the financial year there was wild talk in Sind and Bombay of "*Jehad*", "*Hijrat*" and "Non-co-operation" with Government if the terms of peace exceeded the limits laid down by the Khilafat party. With a view to impressing the people of England and allied statesmen with the depth of Mahomedan feeling a *hartal* was called for the 19th March and on that date meetings were also held at which a last appeal was made to England, the real arbiter, it was urged, in the shaping of the Turkish Treaty.

(d) There were roughly 60 strikes involving almost 200,000 hands during the year in the Bombay Presidency. The most important of these was the mill strike in Bombay City involving about 120,000 hands and lasting for a month. The causes in all these cases were economic, in some respects in a more acute form than those which precipitated the mill strike of January 1919. There were almost daily disorders throughout the mill strike in Bombay and in consequence a great strain was thrown on the police and the military who were called out to assist. It was difficult for some time for the men to formulate their demands, for they had no central organisation to represent them. A number of societies working in the mill areas were however able to get the men to elect delegates to represent them and formulate their grievances. Through the good offices of His Excellency the Governor a settlement was at last effected.

(e) Under the terms of the Royal Amnesty His Excellency the Governor in Council cancelled all executive orders in force under the Defence of India

Act, the Ingress into India Ordinance, or other special or emergency legislation involving restraint upon the liberty of British Indian subjects of His Majesty : 4 persons convicted of offences against the State were released and 72 out of 123 persons sentenced by the Commissioners appointed under the Defence of India Act to try offences in connection with the disturbances which occurred in Gujarát in 1919, were immediately released and substantial reductions made in the sentences of 18 others tried by the same Commissioners. In addition, all sentences of forfeitures of property passed by the Commissioners were remitted.

(f) Securities amounting to Rs. 26,700 of 36 presses and 5 newspapers deposited under the Press Act were returned out of a total number of 46 presses and 8 newspapers under security.

(g) The appointment of Sir S. P. Sinha as Under Secretary of State for India and his elevation to the Peerage came as a most welcome surprise to the press and was unfeignedly hailed by the moderate papers as an event of Imperial significance, though the extremist press expressed only a qualified approval, regarding it as an astute move on the part of the bureaucracy to weaken the forces of the nationalism in the country. Sir Sankaran Nair's resignation of his seat in the Viceroy's Executive Council was universally received with regret and declared to be "a national misfortune". Tributes were paid to his independence of character and it was asserted that his resignation did credit to his patriotism and sense of duty as the attitude of his colleagues and that of His Excellency the Viceroy towards the Reforms and the disturbances in the Punjab and elsewhere had made his position in the Council intolerable. His appointment, later on, as a Member of the India Council was welcomed on all hands as a move in the right direction.

10. **Local self-government.**—(a) At the close of the year about 75 out of 157 municipalities in the Presidency had a two-thirds elected majority of councillors. The consideration of the amending Bills to the Bombay Local Boards and District Municipal Acts will be taken up after Ministers under the Reforms Scheme have been appointed. Government have, however, decided to take a distinct step forward in the direction of liberalizing the constitution of all municipalities so far as it can be effected under the existing provisions of the Bombay District Municipal Act, 1901. A beginning has already been made by reducing the qualifying tax in several municipalities in accordance with the policy of Government as already announced, and it is now being followed on a wider scale. The policy of appointing non-official presidents of local boards was extended to three more district local boards and 27 more taluka local boards with the result that 12 out of 26 district boards and 29 out of 219 taluka boards in the Presidency possessed non-official presidents by the end of the year. All the district local boards and most of the taluka local boards have non-official vice-presidents.

The village Panchayats Bill was introduced in the Legislative Council and referred to a Select Committee.

(b) The question of revising the constitution of the Bombay Municipality so as to place it on a more democratic basis is under consideration.

(c) The Bombay City Improvement Trust completed the twenty-first year of its existence during which it has come into actual and prospective possession of about two-ninths of the total area of the city against one-ninth in the previous year. The year under report was the first complete year since the armistice of November 1918, and though normal peace conditions were not restored, the Trust adopted a distinctly forward policy to cope with the great dearth of accommodation. The Trust's programme of works will be a veritable landmark in its progressive policy which provides for the completion of all schemes within six years at a cost of over Rs. 9 crores. In addition to the provision of building sites the work of constructing chawls for the poor was earnestly taken up, and steady progress was made in spite of the difficulties of securing labour and plant. In respect of the disposal of lands and the expansion of the Trust's programme the year 1918-19 had made a record. This record was easily broken during the year 1919-20. The number of plots leased increased from 252 to 547 and the programme in hand is by far the most

ambitious one ever contemplated by the Trust. The demand for land on the Trust's estates continued unabated and practically all the available plots were leased. Of the total of 1,819 plots disposed of, no less than 465 were to be leased to co-partnership housing societies on condition that the rents of the buildings to be erected by them were not to be more than 6 per cent. on their outlay. Of the occupants of the Trust's chawls, about one-third are in the service of large employers including Government. When these large employers provide sufficient accommodation for all their workmen and servants, the Trust will be considerably assisted in its endeavours to provide chawls for the working classes. The co-operative housing movement showed marked increase. The Trust encouraged the movement by granting concessions to the societies which approached them for plots under proper safeguards. The transfer of the functions of the Trust to the Bombay Municipality has been decided upon in principle and the necessary formalities and legislation for effecting the transfer are under consideration.

11. **Public Works.**—During the year, a number of important Government buildings were under construction in the towns of Bombay, Poona, Nasik and Karachi. In Bombay, the New Custom House was in progress, the expenditure incurred to the end of the year under review amounting to Rs. 16,20,529 against the sanctioned estimate of Rs. 18,20,603. The building is practically finished. During the year, the sea wall at the site of the Gateway of India having been completed by the Port Trust, the site was ready for commencing the actual structure. The foundation piles of concrete were, therefore, driven and the foundations completed. Further progress was made on the construction of the New Custom House at Karachi, the expenditure incurred to the end of the year under review amounting to Rs. 8,00,268 against the sanctioned estimate of Rs. 9,58,886. The work on the Small Causes Court was also in progress, the expenditure during the year amounting to Rs. 35,213 against the sanctioned estimate of Rs. 3,27,279. At Nasik certain works in connection with the Acetone Factory were in progress, the expenditure to the end of the year under review amounting to Rs. 20,27,781. During the year further progress was made in the preparation or execution of schemes for the better housing of Government officers. Progress was marked in Poona, where several bungalows were begun and completed just after the close of the year. A temporary aviation ground was prepared at Juhu in the Thana district for the landing of the Bombay Karachi Aerial Mails. A length of 660 feet of the sea wall on the Kennedy Sea Face, Bombay, was completed at a cost of Rs. 3,20,056. The construction of new roads was in progress during the year in various parts of the Presidency. Bridges and causeways were also being built at certain places in the Presidency. Good progress was made on several important sanitary projects. Very good progress was made on the construction of the large Protective Irrigation Works in the Deccan. The masonry dam of Lake Arthur Hill, the storage reservoir for the Pravara Canals, has now reached a height of about 200 feet. The maximum height is to be 270 feet. The progress of work on the canals is also keeping pace with that on the dam and it is anticipated that the whole scheme will be completed in 1922 or 1923. The work on the Nira Right Bank canal and the New Bhatghar Dam also made good progress and it is hoped to supply water from this canal in 1923 or 1924. The expenditure on these two canal systems during the year amounted to over Rs. 25 lakhs. A scheme for developing the irrigation in the Nira Valley to the utmost extent possible is being investigated. There is every prospect of the development of the sugar industry on these Deccan canals. The plans and estimates for the Sukkur Barrage in Sind were completed during the year and the whole project, including the canals, has since been submitted to the Government of India for sanction. The project is estimated to cost 16 crores of rupees. The expenditure on irrigation works under all heads of accounts during the year amounted to Rs. 1,00,73,857.

12. **Excise.**—This was the second year of the triennial period of auctions of country spirit, toddy and opium shops and there was no important modification in the excise policy of Government. The duty on ganja in the Bombay Presidency, including Sind and Aden, was raised from Rs. 12-8-0 to Rs. 15-0-0 per seer and that on bhang in the Presidency proper and Aden from Rs. 1-8-0

to Rs. 2-8-0 per seer. In the Presidency proper the distillery contractors were faced with serious difficulties on account of the great scarcity of mhowra and a shortage of railway waggons for the transport of spirit, coal and mhowra, but on the whole shops were provided with the necessary supplies. As in the preceding year the Kotri Distillery was not in working order and country spirit required for consumption in Sind was obtained from other places. The consumption of opium, ganja and charas fell from 58,918, 47,549 and 13,240 seers to 53,356, 46,237 and 11,912 seers, respectively, while that of country spirit rose from 26,75,918 to 28,59,608 proof gallons, an increase of 6·8 per cent. The total excess revenue amounted to Rs. 3,86,81,127, an increase of Rs. 22,14,769.

13. **Salt.**—(a) In the Presidency proper the year showed a satisfactory return if not to pre-war conditions, at any rate to conditions prevailing in the early years of the war. The year 1917-18 was characterised by a shortage of stocks, high retail prices and consequent speculation; and in 1918-19 considerable efforts were made to increase production. These efforts were in a great degree successful, the price of salt having fallen appreciably in 1919-20. The production of salt was 12,505,054 maunds as compared with 16,589,309 maunds in the previous year. The decrease was due to the conditions of the market, particularly in the case of the Konkan to unseasonable rain, and at Dharasna, Chharwada and Bhandup to scarcity of labour. In 1918-19 dealers anticipated a continuance of scarcity and of high prices and were ready to buy extensively from the works—and the increased production enabled them to do so. The market became overstocked, with the usual result on sales which fell from 13,989,447 to 10,833,031 maunds in 1919-20. The manufacture of magnesium chloride from bitters at the Pritchard Salt-works continued as in the previous year.

(b) In Sind there was a great decrease both in production and issues, a decrease which was inevitable when the special circumstances of the war ceased. Shortage of supply and difficulties of transport throughout India led to a keen demand for Sind salt both from Maurypur and Darwari. With the return of normal conditions other provinces returned to their normal sources of supply. The production of salt at Maurypur thus fell from 8·60 lakhs of maunds to 6·94 lakhs of maunds and the aggregate outturn of all the salt-works in Sind from 14½ lakhs of maunds to a little over 7¼ lakhs of maunds—a decrease of 49 per cent. Issues decreased by 3·95 lakhs of maunds from 8·55 lakhs of maunds to 4·60 lakhs of maunds, due to the return to normal conditions of manufacture and transport at the salt sources in northern India. The manufacture of superfine salt, introduced experimentally in 1917-18 with the object of ascertaining to what extent the locally manufactured salt is capable of competing with the table salt imported by sea, continued during the year. The quantity produced and passed into consumption in 1919-20 was 30,338 maunds as compared with 13,672 maunds in the previous year.

14. **Public health and medicine.**—(a) The demand for military medical officers created by the war continued throughout the year following the armistice and affected the number of sanitary officers available for civil work. Thus out of 157 municipalities 8 only secured the services of a Health Officer. Twenty-nine large towns employed 51 trained sanitary inspectors and more will become available as the needs of the army decrease.

(b) Four new schemes for the improvement of water-supplies out of five were approved during the year. A laboratory was established at Karachi for the purpose of examining and reporting on drinking water, milk and foodstuffs, and to carry out generally the work of a Public Health Laboratory for Sind. The Poona laboratory continued its useful work in the examination of water samples and sewage effluents. The establishment of a third laboratory at Ahmedabad is under consideration. The Analyst in charge of the Poona laboratory paid a visit to Hubli to advise upon the working of the Jewell filters which form part of the water installation. He also visited Alibag to carry out tests in connection with the extension of the Narangi water works. The process of converting step-wells into draw-wells is being pushed on, 174 having been dealt with during the year, with beneficial results in the reduction of guinea worm and diseases of intestinal infection. Boring operations for artesian water-supplies were in progress at Kaira, Dholera, Bavla and Nadiad.

(c) There were nine sanitary associations working in the Presidency. Government sanctioned the grant to the Karáchi Health Association of half of its net recurring expenditure on the maintenance of a staff of lady health visitors subject to a maximum of Rs. 5,000 a year. The Surat Sanitary Association gave instruction in cholera prevention by means of illustrated lectures and carried out inspection of school children. The Henderson Ophthalmic scheme at Surat works in co-operation with this association. A Public Health Exhibition was arranged with the Sanitary Conference by the Ahmedabad Sanitary Association under the auspices of the Commissioner, Northern Division. A baby show was also organised. With the object of educating the public in general principles of sanitation, the question of establishing a Propaganda Bureau to work in conjunction with a Central Office controlled by the Government of India, and with the aid of voluntary associations is under consideration.

(d) The epidemic of cholera was unusually widespread and the mortality, by two exceptions, the heaviest of the last 20 years, the epidemic being most severe in Bombay City and the districts of Kolába, Thána, Násik, West Khándesh, Surat, Ahmednagar, Poona, Broach, Sholápur, Sátára, Ratnágiri, East Khándesh and Panch Maháls. Four temporary assistant surgeons were appointed on cholera inoculation duty in the districts of Kolába, Thána, Surat and Ahmednagar. The mortality from small-pox during the year was 62,232 as compared with 8,063 in the previous year and with a decennial mean of 5,059. The districts most severely affected were Sholápur, Kánara, Násik, Larkána, Poona and Dhárwár. In Bombay City 771 deaths were recorded against 992 in 1918. There was an increase of 35.59 per cent. on the previous year in re-vaccinations and of 1.75 per cent. in primary vaccinations. The Vaccine Institute at Belgaum continued to do excellent work. The plague epidemic was, with two exceptions, the least severe during the last 20 years, the total number of deaths being 9,626, of which 6,040 were accounted for by the districts of Dhárwár, West Khándesh and Sátára. The Plague Prevention Inquiry Laboratory, Poona, was taken over by the Bombay Government from the Research Fund Association. In marked contrast to the preceding year, influenza of a mild type only occurred in a few villages and towns scattered over the districts of the Presidency. Cases of influenzal pneumonia were rare.

(e) The Medical Department continued to work under difficulties imposed by the war.

(f) Four taluka dispensaries were opened during the year under the scheme for providing new dispensaries. To facilitate the construction of such dispensaries loans continue to be given to local bodies in addition to the annual grants.

(g) The number of women seeking medical relief at hospitals and dispensaries was 515,443. Of these, 452,907 were treated at general hospitals and dispensaries and 62,536 received treatment at institutions specially provided for the treatment of women and children. There were 12 such institutions and the opening of 3 more in Sind was sanctioned. Owing to the limited number of women doctors available for employment the scheme for employing such at general hospitals proceeds slowly. Three women assistant surgeons and seven sub-assistant surgeons were employed at certain civil hospitals.

(h) With a view to assist civil surgeons in the management of hospitals, advisory committees composed of influential members of the community have been attached to the civil hospitals at Poona, Ahmedabad, Belgaum, Dhárwár, Karáchi and Hyderabad.

(j) Nursing Homes, similar to that at the St. George's Hospital, intended for the treatment of well-to-do patients, were established in connection with the civil hospitals at Poona and Karáchi.

(k) Efforts are being made to establish local Nursing Associations throughout the Presidency and proposals for the reconstitution of the Bombay Presidency Nursing Association on lines which will admit of the formation of a

regularly graded Presidency Nursing Service, are under the consideration of Government.

(l) Several important schemes were under consideration during the year, such as the School of Tropical Medicine, Bombay, the Hygiene Laboratory, the Pasteur Institute, Bombay, the Pharmacological Laboratory, Bombay, the Medical College, Poona, and a Medical School at Dhárwár or Belgaum.

15. Education.—(a) The very remarkable recovery after the war is the most noticeable point in the Educational year under report. During the war expenditure was restricted as far as possible, the number of schools remained practically constant and that of pupils actually decreased. Since the war and particularly during 1919-20 the rate of progress has been slightly greater than in the years immediately preceding the war, during which education received a marked impetus by the award of large grants from Imperial revenues. During the year the number of schools and pupils attending them largely increased and the expenditure was more than double what it was ten years ago. It has now risen to Rs. 235 lakhs, as against Rs. 195 lakhs in 1918-19 and 164 in 1917-18, while the percentage of boys of school-going age attending schools was about 46·5 and of girls 12·6. Of the total expenditure Government contribute 54 per cent., district local boards 4 per cent., municipalities 11 per cent., while fees amount to 16 per cent. or roughly about one-sixth. The growth of the expenditure from provincial revenues from Rs. 49 lakhs in 1909-10 to Rs. 126 lakhs in 1919-20 indicates that the Government expenditure on education is increasing at a considerably more rapid rate than that from other sources. Municipalities contribute 4·5 per cent. more now than they did ten years ago, and local boards 5·3 less. Other interesting features in the year's progress were the recovery of the Royal Institute of Science from the military medical authorities, the acquisition of a new site and building for the Karnatak Arts College at Dhárwár, the opening of 7 more secondary schools, and an increase of Rs. 6 lakhs in expenditure on secondary schools. Reforms were made in the Vernacular Training Curricula and 9 more Government District Training Schools were opened. There was an increase of 860 teachers and of Rs. 1½ lakh in expenditure on training teachers. The Bombay Inspectorate opened after the close of the year is in working order and in consequence the work devolving upon the other Divisions is lightened to a certain extent. Nearly Rs. 19,000 in excess of last year's expenditure were devoted to scholarships in primary schools. Thirty-four more night-schools were started, syllabuses in nature study and school gardening were issued, and 20 English classes were attached to primary schools. In the expenditure on European schools there was an increase of about Rs. 75,000, but the number of pupils attending schools decreased by 110, due partly to the fact that Europeans can now take their children to England for their schooling. The results of the teaching do not seem to have been quite up to expectation, and this may possibly be accounted for by the internment of Jesuits and nuns by whom a large part of European education was conducted. A regular office was organized to deal with visual instruction. Nearly 100 magic lanterns and over 3,000 slides were in regular use. While public educational institutions increased very largely, private institutions decreased by 250. While Brahmans, Prabhus, etc., form only 7 per cent. of the population, and Marathas, Kunbis, etc., 64 per cent., practically 100 per cent. of children of school-going age among former attend schools and only 36 per cent. of the latter. From this it appears that the peasant classes are apathetic in the matter and the leaders of the peasant community do not exercise pressure upon the parents, or else that the educational pabulum offered them has not an attractive enough flavour. However, various associations are springing up among them and a brighter future is assured. A new scale was sanctioned for members of the Indian Educational Service, and there were five promotions from the Provincial Educational Service to the Indian Educational Service. Municipalities have made primary education free and four municipalities were permitted to make primary education both compulsory and free.

(b) There are now 20 colleges affiliated to the University of Bombay—an increase of one. The Karnatak College at Dharwar and the Surat College have

been raised to 1st grade. To suit the convenience of candidates for the B.A. degree, it was decided to hold B.A. examination in Poona, Karachi and Ahmedabad as well as in Bombay.

(c) The Government Law School continues to draw large numbers of students, there having been an increase of 149 during the year. The numbers, however, at the College of Engineering and the College of Commerce and Economics decreased. The Secondary Training College, Bombay, is to be moved to Poona and accommodation for 150 students is contemplated. It has also been decided to establish a new Medical School at Dharwar.

(d) Technical and industrial education is gradually being systematised on a sound basis under the supervision of the Committee of Direction. A full-time Inspector has been appointed and Government grants are being increased. The Victoria Jubilee Technical Institute, Bombay, again had a successful year but the Technical Institute in Ahmedabad did not attract as many pupils as heretofore. The number of students at the Sir J. J. School at Art decreased by 46 to 325. The new Principal has submitted proposals for the development of the school. Expenditure on technical and industrial education increased by about Rs. 37,000. An officer of the Indian Educational Service is at present in England studying the subject with a view to further reforms.

(e) Secondary schools for boys and girls increased by 7 and the number of teachers by 51. There were 606 more students residing in hostels than in the previous year in spite of the fact that prices are still very high. The Boy Scout Movement has not yet been formally introduced into secondary schools but it is intended to start it on a large scale this year. Moral instruction is given in Government schools for one period a week.

(f) There was an increase of 746 in the number of primary schools for boys and girls and of 58,000 pupils attending school, the increase in girl-pupils being 2 per cent. greater than that in boys. The expenditure on primary education increased by Rs. 22 lakhs. There were also 800 more teachers, of whom 40 per cent. were trained. The School Committee system did not work satisfactorily.

(g) Though the number of girls under instruction was small, the number of girls' schools, both primary and secondary, is increasing more rapidly than that of boys' schools. The increase in expenditure on girls' education was about Rs. 5¼ lakhs, and the number of public institutions increased by 153, the numbers attending schools, both public and private, being 12,000 in excess of the previous year. There are many indications too that parents and girls alike appreciate the efforts that are being made in the schools to provide a wider form of education for the girlhood of India.

(h) The number of Mahomedans in schools rose by 21,558. Various efforts were made, both by Government and by private individuals or associations, to assist the education of Mahomedans and preferential treatment was given to them in many ways. The Mulla Schools in Sind have proved successful, the grants to them amounting to about Rs. 1½ lakh. Special additional grants of something over Rs. 1¼ lakh were made for Mahomedan education during the year, and an Arts College for Mahomedans is contemplated.

(i) A recurring allotment of Rs. 1 lakh for the education of backward classes was sanctioned. The numbers of children of the backward classes belonging to the aboriginal and hill tribes in attendance at school decreased by nearly 2,000. It is probable that this decrease was due to high prices and the consequent necessity for earning wages, and also to the greater demand for labour. For similar reasons the number of children of the depressed classes attending schools decreased by 4,000. It is difficult to secure teachers for these schools, especially in Sind and the Southern Division. The numbers of children of the criminal tribes attending school increased by about 2,000, partly owing to the opening of nine new schools.

16. **Finance.**—A striking feature of the year's finance, viewed generally, is that while a deficit of between 13 and 14 lakhs was budgetted for, there actually resulted a surplus of three lakhs; and that, too, though the actual expenditure of 11,22 lakhs exceeded the budget estimate by 70 lakhs. The

reason was that the provincial revenue, amounting to 11,25 lakhs, exceeded the budget estimate by 86 lakhs. This increase of revenue occurred mainly under the heads of land revenue, stamps, income-tax and excise. Land revenue is a peculiarly fluctuating head of revenue, since it depends on the harvest, and of course only a normal harvest can be budgetted for, whereas it actually turned out a good one. The increases under the other heads just named show that the comparatively rapid growth of revenue which began in the second year of the war, but whose continuance on the same scale could not be counted on at the time the budget was framed, was in fact well maintained during the year under review. The increased revenue from stamps and income-tax reflects in the main business activity and prosperity. The increase under excise is mainly due to increased duties and vend fees; but the good harvest, high prices of agricultural produce, and high wages of labourers have all had their effect in augmenting this head of revenue. The total provincial revenue exceeded that of 1918-19 by 121 lakhs. The expenditure amounted to 11,22 lakhs, and, as already stated, exceeded the budget estimate by 70 lakhs. The restrictions on expenditure which had been imposed during the war remained in force, but the various measures which had been organised to relieve the agricultural distress which followed the poor monsoon of 1918, had necessarily to be continued during the earlier part of the year under review in spite of the excess expenditure involved, and at the same time the rise in cost of living rendered unavoidable increased expenditure on establishments. However, with expanding revenue it was still found possible to carry out a full programme of advance in the development of the Presidency, which advance is reflected in increased expenditure on education, medical relief and sanitation, assistance to local boards for local improvements, industrial development, and works of public utility executed by the Public Works Department. The total expenditure under these heads was 354 lakhs as compared with 260 lakhs in 1918-19. In particular the expenditure on education rose from 76 and 80 and 108 lakhs in 1916-17 and 1917-18 and 1918-19, respectively, to 130 lakhs, special attention being given to the development of primary education.

17. **Police and Crime.**—(a) A noticeable feature of the work of the police during 1919 was a large increase in the number of offences dealt with under the Indian Penal Code, chiefly cheating, theft and house-breaking. The principal causes adduced for this increase are the rise in the prices of all necessaries of life, growing population, the influx of paupers from distant provinces and the general insecurity resulting from protracted industrial and political unrest. The continued prevalence of severe economic conditions, of intensive political agitation and of industrial unrest as well as the occurrence of the serious disorders in Gujarat and in Bombay in April 1919, rendered the duty of the police exceptionally arduous, but in spite of very adverse circumstances, much excellent work was performed. During the year 1919, the settlement work of the Criminal Tribes was successfully continued and its good effects were increased. The population of the settlements rose by about 800 inmates. It is gratifying to note that during the year 1919, many settlers proved of assistance to the police in tracing offenders in a number of theft cases committed by outsiders. Marked progress was also made in the physical, intellectual and moral education of the children within the settlements, on whom primarily depends the eventual reclamation of the criminal tribes from their former mode of living.

(b) The general increase in crime is reflected in the statistics of criminal justice, which recorded a noticeable rise in the number of cases disposed of by courts and in the number of cases returned as true. Of the total number of cases reported, more than one-third fell under the Indian Penal Code, the remainder being under special and local laws. There was a slight decrease in the number of sentences of imprisonment, transportation and fine, but those of whipping showed an increase. Death sentences declined by a little over two per cent.

(c) Litigation which had been growing in volume during the past years, but which had dwindled a little during 1918, showed in 1919 a tendency to

increase again. Though pending cases in general increased, the arrears of cases over one year old have been considerably reduced.

(d) As a natural consequence of the conditions and facts reported above, there was an increase in the total number of prisoners. Nearly all the prisons continued to be over-crowded. With a view to relieve the pressure a convict gang of two thousand prisoners will be formed next year at Bhatgar where a lam is being constructed. Additional prisons will be available before long. Land has been acquired for a Central Jail at Chembur, a site has been selected for a jail for under-trial prisoners at Bombay, and the Central Jail at Hindalgi is under construction. The number of adolescents increased in the Borstal Juvenile Jail at Dhárwár where good work continued to be done. The Bombay Released Prisoners' Aid Society made good progress and its grant was increased. A grant was also sanctioned for a similar society at Bijápur. Over two thousand prisoners were released on the occasion of the Peace Celebration and forty prisoners were sent to the Salvation Army Industrial Home on conditional release.

(e) The Committee appointed by Government to consider and formulate proposals for the purpose of preventing professional beggary in the Bombay Presidency has submitted its report. The questions of the care and control of (a) children who are homeless and of whom improper use is being made by professional beggars and of (b) lepers are now under the consideration of Government. They have however decided that the general question of beggary should be dealt with after the meeting of the new Councils under the Constitutional Reforms.