

INDIAN STATUTORY COMMISSION

VOLUME XIII

MEMORANDUM

SUBMITTED BY THE GOVERNMENT OF

The CENTRAL PROVINCES

TO THE INDIAN STATUTORY
COMMISSION

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VOLUME II.—REPORT (RECOMMENDATIONS).

VOLUME III.—Reports of the Committees appointed by the Provincial Legislative Councils to co-operate with the Commission.

IV.—Memoranda submitted by the Government of India and the India Office. (Part I.)

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See also

- (1) Report of the Indian Central Committee—issued as Command Paper No. 3451 of 1929; and
Supplementary Note by Dr. A. Suhrawardy, M.L.A.—
issued as Command Paper No 3525 of 1930.
- (2) Review of Growth of Education in British India by the
Auxiliary Committee appointed by the Commission—
issued with Interim Report by the Commission as
Command Paper No. 3407 of 1929.

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MINUTE BY THE HON'BLE MR. E. RAGHAVENDRA RAO.

The memoranda which have been prepared by the Governor in Council are now sent to me for any remarks I may wish to offer prior to their submission to the Government of India. Whilst accepting the obligation imposed upon the Ministers by the Government of India Act and rules thereunder to furnish information called for by the Government of India, I feel bound by the resolution passed in the Legislative Council on January 20th, 1928, in my relations with the Statutory Commission. In the circumstances I do not wish to offer any remarks on the memoranda.

E. RAGHAVENDRA RAO,

Minister.

The 4th September 1928.

Memorandum on the working of the Reformed Government in the Central Provinces and Berar.

PART I.—INTRODUCTORY.

Physical features of the province.—A General description of the Central Provinces and Berar must necessarily commence with its physical features and geographical position as these have always been factors of primary importance in its history. In the north-west of the province the districts of Damoh and Saugor lie on the Vindhyan Plateau with a general elevation of 1,500 to 3,000 feet. South of this plateau is the long and narrow valley of the Nerbudda, which is bounded on the south by the long line of the Satpura hills stretching right across the province from east to west and forming, as it were, its backbone. The greater part of these hills consists of a plateau with a general elevation of 2,000 feet, but with peaks rising to 4,000 feet. Steep slopes lead up to the summit of the plateau from the plain country on the north and south, and these are traversed in all directions by narrow forest clad ravines which help to make this line of hills a natural barrier between the north and south of the province. South of the Satpuras lie two large belts of plain country, the Berar and Nagpur plain on the west, and separated from it by an area of broken hilly country, the plain of Chhattisgarh. One the south of the Berar plain rise the Ajanta hills, a plateau averaging 1,500 to 2,000 feet above sea level, possessing characteristics not dissimilar to the Berar plain, and forming the southern half of the Berar Division. East of this and south of the Nagpur and Chhattisgarh plains is an expanse of hill and jungle extending along the whole of the southern boundary of the province, and comprising one of the wildest and least known tracts in the peninsula.

The province is entirely land-locked and contains no navigable rivers. The greater part of its outer boundary either marches with Indian States, or is itself composed of the Feudatory States of the province. Contract between the British territory in the province and adjoining provinces is confined to an insignificant portion of the United Provinces on the north, a part of Bihar and Orissa on the east, and the Bombay Presidency on the west. It is only with the last named that any considerable contact and intercourse are established.

2. Early history.—The earlier history of the province is most affected by the Satpura range which turned the streams of Aryan, and later of Mogul invaders along the Nerbudda Valley and so through the Burhanpur Asirgarh gap on the extreme west of the province. Only Berar, the Saugor territories and the Nerbudda Valley played any considerable part in the history of India prior to the Maratha period. Of them the rich plain of Berar came under Muhammadan influence, and developed its individuality still more from 1724 onwards when it became a part of the virtually independent Hyderabad State. The Satpuras themselves and the greater part of the Nagpur country remained the stronghold of the Gonds and other aboriginal tribes, whilst Chhattisgarh on the east of the province had a separate history, in which the original inhabitants owing to the wildness of the country largely held their own, but were overrun and fell under the dominance of Hindustani invaders, who remained as overlords but were not sufficiently numerous or powerful to displace the indigenous element. The advent of the Marathas at the beginning of the 18th century first affected Berar which for nearly a century was the bone of contention between them and the Hyderabad rulers. From there they spread eastwards to found the Nagpur kingdom, whilst a separate line established itself in the Saugor territories in the north. The Nagpur kingdom under

the Bhonsla dynasty had by the end of the 18th century obtained control over practically the whole of the existing province. British succession to that territory commenced in 1817 when the British Resident at Nagpur was attacked by the Nagpur Chief who, on defeat, was compelled to surrender the Nerbudda Valley territories and his rights in Berar, and two of the present Central Provinces Feudatory States. Berar was restored to Hyderabad, but to the Nerbudda territory were added the Satpura districts and the Saugor and Damoh territories wrested from the Peshwa, and the whole, representing the northern half of the present province, brought under British rule by 1820 under the administration of an Agent to the Governor General. The rest of the province passed under British rule by lapse in 1853 on the death of the last Bhonsla without direct heirs. In the same year certain districts of the Hyderabad State, known as the Berar districts, were assigned to the British Government for the maintenance of the Hyderabad contingent. These, after certain exchanges and alterations of boundary, form the Berar of today.

3. Population.—It will be convenient here to summarize the effect of these struggles for dominance on the population of the province. The Marathas, although their suzerainty extended over the whole of the province, have left a permanent mark on the Berar and Nagpur territory only. In the whole of Berar and the greater part of the five districts which constitute the revenue division of Nagpur, Marathi is the dominant language. In the remaining fourteen districts of the province, Hindi prevails as the *lingua franca*, but has not ousted the languages of the aboriginal residents of whom the most important are the Gonds. These tribes are fond scattered throughout the province but have survived in the greatest numbers in the hilly forest tracts such as the Satpuras and on the south and south-east of the province. The 1921 Census Report shows Hindi as spoken by 56 per cent of the population, Marathi by 31 per cent and Gondi by 7 per cent. Of the Hindi language there are at least two important dialects, of which Chhattisgarhi is distinctive and prevails throughout the south-east of the province.

Out of the total population for the province of 16 million—

Hindus account for 13,131,802 or 82 per cent.

Animists account for 2,114,046 or 13 per cent.

Muhammadans account for 582,032 or 3 per cent.

Animists represent almost entirely the aboriginal population.

In view of the various problems arising from the lack of education in the electorate, resulting in the evolution of an oligarchy of the upper castes, and the political suppression of the depressed classes and aboriginal tribes, the following figures of numbers and literacy of some of the more important castes of the province are relevant. For convenience the representation which each caste enjoys on the Legislative Council is shown here although the matter is one dealt with more fully in Part III of this memorandum.

Name of caste.	Total number in province.	Percentage of population of province.	Literate per cent.	Percentage of non-official members of Council.
I.—Brahmin	457,377	2.9	23.6	30.9
Rajput	455,422	2.8	7.5	3.6
Bania	204,500	1.3	24.5	16.4
Vidur	13,998	0.1	21.8	3.6
Kayasth	34,330	0.2	30.4	1.9
II.—Ahir	410,228	2.6	1.7	...
Mali	357,859	2.2	3.5	...
Lodhi	295,612	1.9	3.2	...
Teli	890,241	5.6	3.1	...
III.—Maratha and Kunbi	1,443,857	9.0	4.6	16.4
IV.—Gond	2,109,583	13.1	0.5	...
V.—Chamar	881,674	5.6	0.4	...
Mahar	1,170,737	7.3	1.4	...
VI.—Muhammadan	582,032	3.6	11.4	12.7

Of the six divisions noted above the first contains the more important of the higher castes. The second and third comprise the most numerous of the lower Hindu castes, the second being chiefly Hindi-speaking and the third Marathi-speaking. It is the concentration of the latter in one part of the province which gives them a political solidarity and weight out of all proportion to the more scattered Hindi-speaking castes. The fourth division represents the most important of the aboriginal tribes, and the fifth the two most important of the depressed classes or untouchables. Of these, the Chamars are largely Hindi-speaking, most numerous in Chhattisgarh, and the Mahars Marathi-speaking. The Muhammadans are, for the historical reasons given, most numerous in Berar.

4. Political Divisions.—Politically the province is divided into three parts :—

	Area in sq. miles.	Population.	Density per sq. mile.
(1) British territory	82,109	10,837,444	132
(2) Feudatory States	31,176	2,056,900	66
(3) Berar	17,767	3,075,316	173

The population is densest in Berar. Excluding the Melghat taluq, an area of 1,557 square miles comprising the western end of the Satpura range and largely inhabited by aboriginals, the density nowhere falls below 126 per square mile. In the Central Provinces British territory there are wide variations. The rural population is densest in the open Chhattisgarh plain, where it averages as high as 250 per square mile over a whole tahsil. An average of 200 per square mile is barely reached in the richest tracts of the Nerbudda Valley and the Nagpur plain country, and is only exceeded over one whole tahsil through the additional weight thrown into the scale by the town of Nagpur. The four Satpura districts are all thinly populated, ranging from 117 per square mile in the Chhindwara district to 76 in the Mandla district. On the south and south-east of the province, previously referred to as one of the wildest and least-known tracts in the peninsula, the density is naturally lowest. As these tracts border upon the more open and closely-populated plains, with which they were grouped in the census operations, separate statistics are not available for the most part to show the sparseness of their population. It may, however, be judged from the return of 20 per square mile at the last census of the Sironcha tahsil in the south of the Chanda district, and the figure of 36 per square mile for Baster, a Feudatory State, with similar geographical characteristics.

The distribution of population in the Feudatory State will be described later in connection with the administration of these States.

5. Urban population.—Similar inequalities in urban population distinguish the different parts of the province. Only two towns, Nagpur and Jubbulpore, have a population exceeding 100,000. Distribution by revenue divisions is as follows :—

Name of division.	Area of division.	Number of towns exceeding 5,000 population.	Population.
Berar	17,767	44	446,309
Nagpur	22,760	24	382,890
Chhattisgarh	22,050	8	111,841
Jubbulpore	18,965	11	237,570
Nerbudda	18,334	14	154,324

The great superiority of the Berar and Nagpur Divisions is partly a natural result of the greater average fertility of the area, but is also attributable to the fact that their staple product cotton requires a certain concentration of the population for the business of ginning and pressing, and fosters the location of cotton mills with the same result. Wheat and rice, which are the staple products of the remaining divisions, are exported exactly as they arrive from the rural areas and do not even need a large local market.

An interesting comparison may be made between the Marathi and Hindi districts—

			Number of town.	Population.
8 Marathi districts	...	...	67	821,899
14 Hindi districts	...	...	34	521,035

6. **Economic features.**—The principal economic features of the province may be briefly reviewed. Out of the total area of 99,876 square miles contained in the Central Provinces British territory and Berar an area of 19,677 square miles, or approximately one-fifth, is under Government Reserved Forest, and an area of 47,665 square miles is included in cultivator's holdings, leaving a total of 32,534 square miles under roads, buildings, streams, waste and unreserved or proprietary forest, etc. Over 10 million persons, or roughly two-thirds of the total population, are engaged in agriculture against 1,300,000 engaged in industry and a mere 38,000 in mining and quarrying. The principal crops grown are—

	Acres.
Cotton	5½ million.
Wheat	3½ „
Rice	5½ „

The value of the three crops follows this order, and the wealth of each tract is, therefore, proportionate to the extent to which each crop predominates. Roughly the staple product of the Marathi country is cotton of Chhattisgarh rice, and of the north of the province wheat. On the poorest soils, more especially in the Satpura districts, the lesser millets furnish a meagre livelihood. The difference in the standard of living between the Maratha country and Chhattisgarh may be judged from the fact that although cotton is economically a considerably more valuable crop than rice the pressure of population per square mile of cropped land in the cotton tract is barely half that in the rice tract.

7. **The Mining Industry.**—The mining industry is almost entirely confined to the Central Provinces proper, Berar making a negligible contribution to coal mining only. Coal and manganese are the two most important branches of the industry as will be seen from the following table:—

		Area under lease.	Persons employed.
		Acres.	
Manganese	...	24,600	25,148
Coal	...	38,270	8,101
Other minerals	...	7,730	5,405
Total	...	70,600	38,654

Central Provinces coal is inferior in quality to Bengal coal, and only competes with it through its geographical position over a limited area. Central Provinces manganese on the other hand is of high quality and contributes materially to the world supply. The bulk of the deposits are found in the Nagpur and Balaghat districts.

8. **Industries.**—The only industry of any importance is the textile industry, which employs over 400,000 of the population, and even in this are included a number of unorganized village industries. There are altogether 10 cotton mills and 700 ginning and pressing factories, almost all concentrated in the Berar and Nagpur Divisions. There are no arts or crafts of anything but local interest or importance.

9. **Communications.**—In 1861, when the Central Provinces were constituted a separate province under a Chief Commissioner, there were no railways and practically no made roads in the province. Within two years the railway line from Bombay had entered Berar, which thus received the first stimulus to the expansion of its cotton cultivation which the American Civil War made so profitable. The Bombay-Calcutta main line passing through the Berar, Nagpur and Chhattisgarh plains and another main line passing through Jubbulpore and the Nerbudda Valley opened up and developed those tracts rapidly. But it was not till after 1900 that the Satpura and other narrow gauge railways were constructed to open up the plateau districts and provide communication between the north and south of the province. Within the province, almost the whole of the Mandla district and large tracts of Chhattisgarh and South Chanda, are completely lacking in railway communications. Connection with the rest of India on the north, east and west has long been complete and satisfactory, but connection with the south has been entirely absent. Bombay and Calcutta are, therefore, the only ports which serve the province. The recent opening of a through line to Madras and the construction of the Raipur-Vizianagram railway now proceeding should result in a new orientation of trade communications for part, at least, of the province.

The total length of metalled roads in the province is 4,674 miles, and of other made roads 3,770 miles. Administrative combined with other reasons have linked almost all tahsil headquarters by metalled roads with their district headquarters or with a railway. Elsewhere communications have been developed largely in relation to the wealth of each tract. The mileage of metalled roads by revenue divisions shows considerable variations in consequence—

Name of division.	Length of metalled roads.	
	Total.	Per 100 sq. miles.
Berar	1,161	6.54
Nagpur	1,131	4.97
Chhattisgarh	490	2.22
Jubbulpore	937	4.94
Nerbudda	955	5.21

10. **Land Revenue System.**—The land revenue systems of the Central Provinces and Berar differ greatly. In the Central Provinces proprietary right has been alienated, the unit of assessment is the village, and Government revenue is recovered from the proprietor of the village who in turn collects rents from tenants. In Berar proprietary right has not been alienated, the unit of assessment is the field, and Government revenue is recovered direct from the occupant through the agency of village officers. In each part of the province there are, however, exceptions. In the Central Provinces individual holders of land exist in proprietary villages, liable to pay revenue to Government and not rent to the proprietor; and Government has given out much land direct to occupants on conditions resembling those prevailing in Berar. In Berar whole villages have been granted in proprietary right either since British administration or by the original rulers of Hyderabad. The percentage of land owned by each class is—

	Tenure.	Acres.	Percentages.
<i>Central Provinces.</i>			
1. Proprietary villages	Proprietors' own occupation	4,170,600	18.1
	Tenants	17,033,333	73.9
	Plot owners	744,296	3.2
2. Government villages	Plot owners or ryots	1,108,045	4.8
	Plot owners or ryots	7,253,565	88.5
<i>Berar.</i>			
	Proprietors	943,540	11.5

The tenants in the Central Provinces proprietary villages shown above are protected by a Tenancy Act. Tenants in one class of Berar proprietary village are protected by a Tenancy Law, but their number is negligible. Tenants-at-will are not shown in the above figures. The percentage of land leased to tenants-at-will in the four Central Provinces revenue divisions is—

Nagpur	...	26 per cent.
Chhattisgarh	...	6 per cent.
Jubbulpore	...	13 per cent.
Nerbudda	...	21 per cent.

For Berar no accurate statistics are compiled but in four of the twenty-two tahsils, the percentage is known to vary between 11 and 19 per cent. Precise conclusions cannot be drawn from these figures but, in general, it may be said that the extent of subletting turns on two factors—the wealth of the tract and the scarcity of labour. The holding of land as a sub-tenant is no qualification for the franchise. The essential difference between the Central Provinces and the Berar land revenue systems is that in the former there are contractual relations of various kinds between proprietors and tenants resulting in a divergence of interests and at the same time inopportunities for domination of one over the other; whilst in Berar the holder of land is, so far his land and rights are concerned, independent. In only one of the four Berar districts are proprietors sufficiently numerous to have, as such, any collective political importance.

11. **Special administrative features.**—It has already been noted that the province is composed politically of three parts, British territory, Berar and the Feudatory States. The British territory was brought under a Chief Commissioner in 1861. The Berar districts were first assigned by the Nizam of Hyderabad in 1853 for the payment of the Hyderabad contingent maintained by the British Government. In 1860 there was some exchange and alteration of territory which left Berar territorially as it is today. But until 1903 it was administered as a separate unit by the Resident at Hyderabad. In 1902 the indefinite assignment of this territory was converted by treaty into a definite and perpetual lease to the British Government, and the administration of Berar was then transferred to the Chief Commissioner of the Central Provinces. Constitutionally it is not a part of British India. Laws are applied to it by orders of the Governor General in Council in exercise of the powers conferred by the Indian (Foreign Jurisdiction) Order in Council, 1902. The ordinary civil and criminal law is the same as in British India, and the assimilation of its other law has slowly proceeded. The Revenue Law, however, is and must remain peculiar to Berar and in applying other laws, such as, for instance, those governing local bodies, alterations to suit local conditions may be made. Berar elects 17 out of 55 non-official members of the Provincial Legislature, and the constitutional difficulty is got over by nomination of the members so elected under section 72-A, proviso (c), of the Government of India Act. These members form the nucleus of the Berar Legislative Committee described in Part IX of this memorandum.

12. At the time of amalgamation with the Central Provinces in 1903, Berar had separate executive, judicial and police services recruited *ad hoc*. No further recruitment to these services took place and vacancies were filled from the Central Provinces cadres. It was not till 1904 that members of the Berar services were appointed to posts in the Central Provinces, and amalgamation of the services was not finally effected until 1905. Even then members of the Berar services were usually employed in Berar. In consequence the provincial administration has, until the last decade, been charged, at times, with unfamiliarity with the problems peculiar to this part of the province.

The revenues of Berar are allocated to the Central Provinces local Government under Devolution Rule 14 (2), subject to responsibility and safeguards for the proper administration of Berar. The subjects of Berar revenue and expenditure and legislation affecting Berar are discussed in detail elsewhere in this memorandum.

13. Excluded areas.—The following areas in the province have been declared backward tracts under section 52-A (2) of the Government of India Act :—

- (1) The Sironcha tahsil of the Chanda district ;
- (2) The scheduled districts specified in Part VI of the First Schedule to the Scheduled Districts Act, 1874 ;
- (3) Eight zamindari estates of the Chhattisgarh Division.

The Melghat taluq of the Amraoti district in Berar is similarly excluded, but not being British territory, does not require notification under section 52-A (2) of the Government of India Act.

The Mandla district, with an area of 5,057 square miles, was originally declared a backward tract, but was given the full benefit of the Reforms in 1926, and returned an elected member to the third Council.

The area in the Central Provinces thus excluded from the Reforms comprises one quarter of British territory in the province, and contains approximately one-tenth of its population. The Melghat taluq contributes an eleventh part of the area of Berar but only 1.4 per cent of its population.

Geographically the excluded areas fall into three parts—(1) the Melghat and two of the scheduled areas lie on the Satpura plateau ; (2) the Sironcha tahsil and two other of the scheduled areas are situated in the extreme south of the province ; and (3) the rest are scattered through the broken country that borders on the open Chhattisgarh plain. One member is nominated from the excluded zamindari and jagirdari estates of the Central Provinces, but the Sironcha tahsil of the Central Provinces and the Melghat taluq of Berar are unrepresented.

14. Feudatory States.—The statement included as Appendix I gives details of the 15 Central Provinces Feudatory States. With the exception of Makrai, a small isolated Raj-Gond State in the Hoshangabad district, all are situated on the east and south-east of the province. Historically these States and the zamindaris and jagirdaris which now constitute the scheduled areas described in the preceeding paragraph are essentially of the same class, and the higher status conferred on the former was based on antiquity of tenure and extent of territory, rather than on any existing differences of status. Five only of the States are ruled by indigenous Chiefs, and the remainder by the Hindustani invaders who, as already related, imposed a feudal rule upon the primitive tribes of Chhattisgarh. Prior to the Reforms there were interposed between the Chief Commissioner of the province and the States a Political Agent and the Commissioner of the Division, both of whom exercised great *de facto* control. For the Makrai State the Deputy Commissioner of the Hoshangabad district took the place of the Political Agent. When the Reforms were introduced the intervention of the Commissioner was abolished and the Makrai State brought under the Political Agent. The States were thus brought into closer relations with the head of the province. Their request in 1926 to enjoy direct political relations with the Governor General was not granted. In 1923 their designation was changed from "Feudatory" to "Ruling" Chiefs. None of them enjoy a hereditary salute but, in the past, personal salutes have been accorded to eminent Chiefs. The States elect two representatives to the Chamber of Ruling Princes.

15. The States have been little affected by the Reforms, and in turn, exercise no influence on the course of events in British territory. The local Legislative Council expressed disapproval of the contribution of Rs. 36,000 from provincial revenues to the Rajkumar College at Raipur, which has the status of a Chiefs' College. In 1924 the contribution was stopped, and the college is now financially independent of Government.

A comparison with British territory illustrates the backwardness of the States—

	Area (1921 Census.)	Population.	Revenue.
	Sq. miles.		Rs.
British territory	82,109	10,837,444	5,92,79,605
States	31,176	2,066,900	56,17,650

In such conditions misuse of power or incompetence are not infrequent and most of the States have, at one time or other, come under the direct administration of Government. At the present moment five States are directly administered owing to the minority of the Chief, whilst in one the powers of the Chief have been restricted.

16. Disturbances in Feudatory States.—The administration of the Feudatory States has twice been characterised by the outbreak of rebellions. In the Bastar State in 1910 there was a general revolt of the Maria-Gonds and other forest tribes as a result of intrigues against the administration of the Diwan. The revolt was of a widespread and serious character, and both police and military were despatched to deal with it. In 1918 the Oraons, an aboriginal tribe living on the Bihar and Orissa border, revolted against the Sirguja Chief, and the revolters included residents of the Palamau district in the Ranchi Division of the province of Bihar and Orissa and of the Jashpur State. A small expeditionary force of police under a District Superintendent was sufficient to crush the rebellion in consultation with the Commissioner and Deputy Commissioner of the neighbouring province. The revolt appears to have been directed rather against the high-caste Hindus than against the administration of the State.

A third outbreak which developed some of the features of a general revolt against constituted authority occurred in the Jashpur State in August 1922. Some Lutheran Christians refused to render service to their overlords in accordance with the feudal custom of *Bhet begar*. Resistance to the demand for service, which they claimed to be in excess of the customary limit, spread over a wide area, but was passive in character and the only proved violence on the part of the people was an assault on a small police party which had been sent to effect the cutting of crops. In fact it was the people who were terrorised, and although a small body of military police was despatched from Ranchi and some reserve police from the Sirguja State, they did not undertake any operations. Peace was temporarily restored, but in December further trouble arose and as the subsequent enquiry disclosed the wholesale terrorisation of State subjects and general maladministration, the State was taken under the direct management of Government in April 1923. The Chief has recently been instated with full powers.

PART II.—THE WORKING OF THE ELECTORAL SYSTEM FOR THE LEGISLATIVE COUNCIL.

17. Elections to the Legislative Council are governed by two sets of Rules and Regulations for the Central Provinces and Berar, respectively. They are identical in principle but differ in detail owing to the difference of jurisdiction and of the land revenue system.

A person to qualify for inclusion in the electoral roll must be a male of not less than 21 years of age, not adjudged of unsound mind, and a British subject, or, in Berar, a resident of the Hyderabad State. The sex disqualification has now been removed, but not until after the last elections.

18. Urban electorate.—For urban constituencies a person is qualified for inclusion in the electoral roll who—

- (1) is owner or tenant of a building of which the rental value is not less than Rs. 36;
- (2) where such rental value is not a basis of municipal taxation, was assessed in the previous year to a municipal tax on a 'haisiyat' of not less than Rs. 200;
- (3) was assessed in the previous year to income-tax;
- (4) is a retired, pensioned or discharged officer, non-commissioned officer or soldier of His Majesty's regular forces; or
- (5) has any of the qualifications based on the holding of land or of a village office prescribed for a rural constituency.

Muhammadans are not qualified to vote in urban constituencies in the Central Provinces, but qualify for the Muhammadan urban constituency in Berar.

19. Rural electorate.—For rural constituencies the same qualifications hold good; and, in addition, a person is qualified who—

- (1) is a lambardar of a mahal or patti in the Central Provinces, or a watandar patel or patwari holding office, or a registered Deshmukh or Deshpande in Berar;
- (2) in the Central Provinces, is a proprietor or thekedar of an estate or mahal, or part of an estate or mahal, the land revenue or kamil jama of which is not less than Rs. 100;
- (3) holds lands other than as a tenant-at-will with an assessment or rent varying between Rs. 30 and Rs. 50 in the Central Provinces and between Rs. 40 and Rs. 50 in Berar; or
- (4) in Berar, pays a local cess or school-rate assessed on a non-agricultural income of not less than Rs. 500.

The electorate is divided into Muhammadans and others for Muhammadan and non-Muhammadan constituencies, respectively.

20. Special electorates.—Landholders.—A voter for the landholders' constituencies must reside and own land in the constituency, and must possess one of the following qualifications:—

- (1) a hereditary title recognized by Government;
- (2) proprietorship of an estate in the Central Provinces notified under section 2 (3) of the Land Revenue Act, or of land in Berar assessed or assessable to land revenue of not less than Rs. 500 and held otherwise than in tenancy right under jagir or other special tenure;
- (3) in the Central Provinces proprietorship of land of which the land revenue is not less than Rs. 3,000; in Berar holding in other than tenancy right of land assessed or assessable to land revenue of not less than Rs. 1,000.

The effect is to enfranchise the old landholding aristocracy and the modern wealthy land-owner.

University.—The qualifications are residence in the province and enrolment in the register of graduates of the Nagpur University.

Mining.—The sole qualification is membership of the Central Provinces and Berar Mining Association.

Commerce and Industry.—The electorate is composed of—

- (1) owners of factories ordinarily employing not less than 200 persons or their nominees;
- (2) the nominees of companies having a place of business in the province and a paid-up capital of not less than Rs. 25,000.

21. Enrolment.—The statement included as Appendix II shows for each constituency the original estimate of the number of electors, the number actually enrolled at each election, and the number and percentage of votes polled.

The original estimate was with one or two noticeable exceptions accurate for rural constituencies where it was based on the land revenue records; and inaccurate for urban constituencies where reliance had to be placed on the municipal staff. Some of the inaccuracy must be ascribed to the fact that the estimate was made before the 1918 influenza pandemic which carried off over 5 per cent of the population and was particularly severe on adults. Originally also the estimates of the local Government were based on proposals for plural constituencies (*e.g.*, Raipur district), and when these were subsequently divided into single member constituencies the same degree of accuracy did not prevail in dividing the estimate between the separate parts of the constituency originally proposed. The subsequent increase in the electorate may be ascribed to the following causes:—

- (1) increased efficiency in the preparation of the electoral roll;
- (2) greater interest displayed by the electorate;
- (3) recovery of the population since 1918;

- (4) expansion of the urban population ;
- (5) enhancement in the land revenue, resulting in a general rise in the level of rents and land revenue in those localities where re-settlement has taken place.

The last factor has probably had the greatest effect as, between the 1920 and 1926 elections, the land revenue has been enhanced by 13 per cent over one quarter of the area of the Central Provinces and 25 per cent over four out of the 21 taluqs of Berar. But there is little doubt that the rapid expansion of municipal towns has also been a considerable factor in swelling the urban vote. With regard to the growth of wealth no statistics are available, but the general fall in money values since 1920 must largely if not entirely, counteract any effect that an increase in real wealth might have on the electoral roll. The destruction of the records of the two first elections renders a detailed comparison impossible.

22. **Percentage of enfranchisement.**—The density of enfranchisement cannot be exactly stated as the statistics of population are complicated by the division of the electorate into Muhammadans and non-Muhammadans and the absence of separate statistics of the male population of over 21 years of age. The available statistics, however, show that males account for almost exactly half of the population, and males of 21 years and over constitute half of the male population. Certain approximately accurate comparisons can be drawn. Excluding special constituencies 6 per cent of the male population of 21 years of age and over is enfranchised in Berar, and 9 per cent in the Central Provinces. The percentage for four typical rural areas of the Central Provinces have been calculated after deducting for Muhammadans a number based on the total number of Muhammadans in the district, with the following results :—

Mandla	...	2.0	} per cent of the total rural male population.
Seoni	...	1.0	
Hoshangabad	...	3.5	
Wardha taluq	...	3.5	

For the urban constituency of Nagpur-cum-Kamptee the percentage of the male population which enjoys the franchise is 10.8 and for Jubbulpore 6.5. The percentage of enfranchisement to the gross population is approximately one half of these figures. Enfranchisement in urban areas is far higher than in rural as might be expected.

23. **Enfranchisement by castes.**—For one of the Berar districts it has been possible to make an exhaustive analysis of the extent to which the different castes are enfranchised. As this analysis throws considerable light which is discussed in Part III of this memorandum, its main features are here reproduced :—

Name of caste.	Total population in the district.	Number on electoral roll.	Percentage of voters to total number of caste.	Percentage of voters in the caste to total voters on roll.
Brahmin	24,472	1,748	.7	15
Bania	19,113	2,050	1.07	18
Kunbi	170,629	3,608	.2	32
Maratha	67,823	2,583	.3	23
Mahar	137,058	100	.007	0.9
All other castes	306,101	1,305	.04	11

Muhammadans have been excluded from these figures. They number 73,348 in the district and for their separate constituencies register 1,775 voters, or 2.4 per cent of their number. Thus the Brahmin and the Bania at one end of the scale command, in proportion to their numbers, not less than 100 times as many votes as the Mahar, the chief representative of the depressed classes.

24. **Enfranchisement of different interests.**—The extent to which different interests are enfranchised can only be stated in general terms. Except in urban constituencies agriculture is predominant, and in the

Central Provinces the tenant invariably outnumbers the proprietor, usually in the proportion of 5 or 6 to 1. In Berar the qualification of payment of cess on non-agricultural income has enfranchised the rural shop-keeper and petty trader, and he now represents a proportion of the electorate varying from 3 to 12 per cent in different constituencies. There is no corresponding qualification under which this class can obtain the franchise in the Central Provinces. Labour is unrepresented.

25. Suggested alterations.—A complaint is sometimes made that in districts where towns have been included in rural and not urban constituencies the urban interest obtains a preponderating influence. This is not supported by statistics which everywhere show the rural vote to be numerically stronger. But the proximity of the polling station brings a larger percentage of the urban electorate to vote. Thus, in the hilly plateau district of Betul 1,172 voters, who are registered on a municipal qualification, compare not unfavourably in actual polling strength with 2,405 agricultural tenants. The proportion of municipal voters in this constituency is paralleled by another constituency, Bilaspur, where 1,893 voters qualified on a municipal qualification from Bilaspur town alone as against 3,022 voters from the rest of the constituency. In the Chhindwara district the urban vote of the towns of Pandhurna and Sausar, which account for 31 per cent of the total electorate of the non-Muhammadan rural constituency, is said to have decided the issue. Here and elsewhere the whole weight of the Municipal Committees may be thrown into the scale in favour of one candidate and, as a result of their influence, other candidates have no hope of securing votes from within municipal limits. It is interesting to note that not only do rural electorates object to the inclusion of towns in rural constituencies, but towns object to exclusion from urban constituencies. The Betul Municipal Committee, in spite of the preponderance which the municipal vote, as already noted, exercises in the rural constituency, and in spite of its distance from and lack of affinity with the other towns with which it would have to be grouped in an urban constituency, asked in 1923 to be included in an urban constituency and has recently reiterated the request.

26. Analysis of the operation of the different qualifications shows that ownership or occupation of a house with an annual rental value of Rs. 36 per annum represents a higher status than assessment to haisiyat tax on an income of Rs. 200 per annum whilst an income of Rs. 200 is a far lower qualification than the rural qualification of payment of rent of Rs. 40 or Rs. 50. The difference between the urban and rural qualifications assumes importance in view of what has been said in the preceding paragraph. So long as town and country have separate constituencies a difference of qualifications makes no matter. But the inclusion of the urban electorate in a rural constituency at once raises the issue in an acute form.

The enfranchisement of patels and lambardars in rural constituencies admits a number of persons who do not possess any of the property qualifications. A watandar working patel in Berar, for instance, may own nothing except his hereditary office and there is an obvious difference between the qualifications required of a lambardar in the Central Provinces and a patel in Berar. The former must represent proprietorship assessed or assessable to land revenue of at least Rs. 100 per annum, whilst in Berar, no minimum is prescribed.

Several suggestions for the amendment of the electorate were elicited after the 1920 elections. A general suggestion was made that labour should receive a vote, but definite proposals to secure that end were not formulated. It was also suggested that members of a Hindu joint-family should each enjoy the privilege of a separate vote if the status of the family exceeded a prescribed minimum. And for the Mining constituency it was recommended that the qualification should be payment of a minimum dead-rent rather than membership of the Mining Association.

27. Accuracy of electoral roll.—The extent to which the electoral roll is challenged varies greatly from district to district. Objections are negligible in comparison with claims. A curious fact emerges that in several districts the claims in the Muhammadan constituency far exceed those in a non-Muhammadan constituency. Thus, the Raipur district reports no

less than 182 claims in 1926, of which all but one were in respect of the Muhammadan constituency. In the adjoining district of Drug the number of claims was only 20. In most districts the claims do not run into double figures.

28. In most constituencies claims were preferred by the individuals who desired enrolment. This suggests that the electorate takes a real interest in the preparation of the roll. In fact, however, the candidate or party organization is almost invariably responsible for the application, and it is merely a difference of practice whether the application is preferred by the candidate or by the individual concerned. Thus in Wardha all the claims, numbering 26, were made by candidates or their agents, whilst in Raipur every one of 182 applications was made by the individual concerned, but the majority on the suggestion of the candidates. Not more than two-thirds of the claims to registration are successful, and it is remarkable that in a politically advanced district, like Nagpur, the percentage of rejected claims is as high as 50.

The Congress organization appears to have been used in one or two districts to scrutinize the roll and put in applications. Otherwise only prospective candidates or the individuals concerned do so. Communities as such do not apply. The depressed classes are sufficiently organized in parts of the province to take a corporate interest in the correctness of the roll, but so few of their number are qualified that the opportunity for concerted action does not arise.

29. The Deputy Commissioner of the district is responsible for the preparation of the electoral roll, a duty which is carried out with the aid of the land revenue staff and records in rural areas and the staff and records of local bodies in urban areas. A fresh roll is prepared for each election without reference to the roll prepared for the previous election. As the names of all persons qualified for enrolment are to be found in official records there should, in theory, be few omissions. There is, however, always some "lag" in the land revenue records and there is some variation in the degree of accuracy with which the records of local bodies are maintained. It has already been observed that objections to entries on the roll are rarely made. Scrutiny of the roll by electors is confined to a search for errors of omission rather than Commission and there is, therefore, no means of estimating to what extent names of persons who are dead, have left the locality, or lost their qualifications, are included. Personation is rarely alleged in election disputes and then usually of a person who does exist and was qualified to vote. An inaccuracy, that was especially common in the first roll in 1920, was the inclusion of one person in several circles. This is unavoidable, as the entry has to be made wherever a qualification exists, and can only be avoided by the express choice of the elector.

The fact that the rolls are based on records by which their accuracy can be tested makes it difficult for deliberately false entries to be made, and no evidence has been brought forward to show that the subordinate staff engaged in their preparation does not perform this duty honestly and carefully. In 1920 some difficulty was experienced in persuading local bodies to perform their share in the preparation of the electoral roll, as although the qualifications were based in urban areas on municipal taxation, for which accurate information could only be obtained from municipal records, there was no rule requiring Municipal Committees to furnish the information. In the event of a point-blank refusal a Deputy Commissioner can now call for the information under the Municipalities Act of 1922.

30. A suggestion was made in 1922 for the consideration of the Electoral Rules Committee that the electoral rules should be revised at periodical intervals instead of being re-written at the end of the triennium. The principal reason put forward in support of the proposal was the disenfranchisement for the purpose of bye-elections of persons whose qualifications arise after the roll for the general election is prepared. Admittedly, the proposal would involve a repetition of the whole procedure for publication of the roll, and both the number of bye-elections and the number of

electors thus disenfranchised are so small as to make it doubtful whether the expense and trouble involved would be justified.

31. Constituencies.—Constituencies are divided into—

A.—Muhammadan	...	...	(1) Urban.
			(2) Rural.
B.—Non-Muhammadan	...	...	(1) Urban.
			(2) Rural.
C.—Special.	...	...	

Muhammadan representation is greatly in excess of the proportion of Muhammadans to the rest of the population, but the number of constituencies allotted to them is considered to be the minimum that would afford the community any effective representation. The only one of the seven seats which is urban, is in Berar where the Muhammadan urban population is proportionately large and compact. The six rural constituencies have been distributed over the five revenue divisions, with Berar enjoying 2 seats divided between East and West Berar. Thus, Berar returns 3 Muhammadans against 4 for the rest of the province.

32. Urban constituencies.—Non-Muhammadan urban constituencies are 8 in number and return 9 members. The representation of the urban population is in excess of its representation in the electorate. The differentiation was justified on the grounds that the urban population is politically more advanced and is composed largely of the important commercial and professional classes who are little represented in rural constituencies. Jubbulpore and Nagpur being the only towns with populations exceeding 50,000 form separate constituencies, the latter being combined with Kamptee 9 miles distant and returning 2 members. Elsewhere the constituencies are composed of groups of towns arranged by revenue divisions. The result is—

	Members.
Jubbulpore and Nagpur-cum-Kamptee	3
Four C. P. divisions	4
Berar Division	2
Total	9

33. Rural constituencies.—For non-Muhammadan rural constituencies it was originally proposed to adhere to the division of the province by districts and secure greater representation to the more heavily-populated districts by plural constituencies. This proposal was not accepted and where the claim of a district to more than one member was admitted the tahsils of the district were grouped to form separate constituencies. Of the 22 districts 14 return 1 member each, 6 return 2 members and 2 return 3 members. In dividing up the districts which return 2 or 3 members regard has been had to population rather than geographical homogeneity. Thus in the Wardha district the central tahsil forms one constituency, whilst the two remaining tahsils, between which it intervenes, form another.

34. Differences between constituencies.—The wide variations in the density of the population and the adoption of a district or tahsil as the unit for formation of a constituency has naturally resulted in great differences in the size of constituencies. At one end of the scale is the Wardha tahsil with an area of 815 square miles, whilst at the other comes Chanda district, whose members represents over 6,000 square miles. In respect of gross population the variation, though statistically less, is more important. Thus the Wardha tahsil carries a total population of 171 thousand, whilst Narsinghpur, a wealthy district in the Nerbudda Valley, has a population of 305 thousand, and Bilaspur over 800 thousand. The effect may be presented in broader outline by allocating the representation to revenue divisions. Thus—

	Area in sq. miles.	Number of members.
Nagpur Division	...	...
Chhattisgarh Division	22,760	11
Jubbulpore Division	22,050	6
Nerbudda Division	18,965	9
Berar Division	18,334	7
	17,767	15

This allocation does not include special constituencies.

The balance between the 8 Marathi districts and the 14 Hindi districts is very even. The former return 25 members and the latter 23. But including membership of special constituencies the number are 30 and 26, respectively. The balance of political power is slightly on the side of the Marathi tract which gains additional weight from containing the headquarters of the administration and the seat of the Council.

35. Special constituencies.—The special constituencies are 7 in number—

Landholders	...	{ Central Provinces	...	2
		{ Berar	...	1
Commerce and Industry	...	{ Central Provinces	...	1
		{ Berar	...	1
Central Provinces and Berar Mining Association	...		...	1
Nagpur University	...		...	1

The Berar landholders' constituency is reasonably compact as it covers only 16,000 square miles, but the other 2 landholders' constituencies extend over more than 37,000 square miles each, whilst a single district of 15,000 square miles in area contained only 4 voters.

The Commerce and Industry constituencies are reasonably compact as although the Central Provinces constituency extends over 18 districts the bulk of the factories represented lie in a few well-defined areas.

The Mining Association has the smallest electorate with only 34 members, but these represent over 90 per cent of the tonnage extracted from manganese mines, and 80 per cent of coal, the two principal mining industries in the province.

36.—Claims for alterations.—The only recent claim for alteration of territorial constituencies comes from the Hoshangabad district with an area of 3,680 square miles and a rural population of 432 thousand. It has the largest electorate of any rural constituency numbering 7,184 and the figure of 4,270 votes polled at the 1926 election far exceeds the next highest figure of 3,180.

A comparison may also be drawn with the districts which returned 2 members, such as Jubbulpore with a total of 5,018 voters and 2,485 votes polled, and Raipur with 5,245 voters and 3,200 votes polled.

The depressed classes have also put forward a demand for separate constituencies in view of the impossibility of the candidates from amongst them ever being successful in a general constituency. In point of fact, a member of the depressed classes was elected to the first Council, but his success was cited as an outstanding example of the lack of interest in the Reforms.

37. Two separate requests were made in 1922 with regard to the Cantonment of Kamptee. One was that the Cantonment should be given separate representation instead of being, as at present, included in the plural constituency of Nagpur-cum-Kamptee. The other suggestion was that it should form a separate cantonment constituency in combination with the other cantonments of the province, viz., Jubbulpore and Saugor. The latter proposal implies that cantonments have special interests which demand separate representation on the local Council.

Another suggestion, which has aroused some interest, was that the urban constituencies which consist of groups of towns scattered throughout a whole revenue division do not constitute real entities, and that they should be abolished and the constituent towns merged in the rural constituencies. Undoubtedly, the grouping of a number of towns in one constituency must result, to some extent, in the excessive representation of one of those towns. On the other hand, the urban viewpoint will vary little in the different towns of the group and it is only in respect of matters of purely local interest that one town may gain at the expense of the other. The inclusion of the towns in rural constituencies would give rise to the complaint already made that in some rural constituencies the urban vote outweighs the rural.

38. **Candidates.**—The nomination of a candidate is made by the delivery to the Returning Officer of a nomination paper in the form prescribed by the electoral rules. The paper must be delivered by the candidate in person or by his proposer and seconder, and must be accompanied by a declaration of the appointment of an election agent. In the first election of 1920 the only party (outside the Liberal party) which inspired the nomination of candidates was the district officer, who was pledged to work the Reforms to the best of his ability and found a dearth of applicants for seats on the Council. As an example may be quoted a constituency for which no nomination was made within the time allotted. A further opportunity was given and two nomination papers were put in, but both rejected after scrutiny. Persuasion was then resorted to and no less than 11 respectable gentlemen proffered themselves as candidates.

39. At the second election in 1923 the Swaraj party put up the bulk of those candidates who wore its colours. In addition to putting up its own candidates the party offered the benefit of its support to independent candidates who would agree to adopt its creed. The Liberal party also put forward candidates. There were, however, few constituencies in which individuals did not stand on their own initiative.

40. In the 1926 elections practically every candidate stood on a party platform, but elections go so much by personality and local influence that in most cases the party backs rather than selects the candidate. The Swaraj party was sufficiently well organized to retain some control over candidature. This was especially noticeable in constituencies where the Brahmin-non-Brahmin controversy was a factor, and in at least one such constituency the Swaraj party successfully put up a non-Brahmin candidate, who was not even known by name in some parts of the constituency, in preference to well-known candidates who would not have secured the non-Brahmin vote. With the exception of the non-Brahmin community no other interests or associations, other than political, put forward candidates.

41. **Status and quality of candidates.**—Candidates are recruited almost exclusively from the following classes :—

- Barristers and pleaders.
- Landed proprietors.
- Bankers and money-lenders.
- Medical practitioners.
- Retired Government officers.

Candidates from the last two classes are insignificant in number but have had several successes in elections. Amongst landed proprietors it is rare to find one forthcoming who is not a substantial land-owner. Exceptions are found in the first election in which candidates were to seek, and more rarely in the 1923 elections when the Swarajist nominees depended more on political organization than local standing and influence. In the 1926 elections only two candidates possessing little status or property stood—one was an artisan and the other a Government ryot. Both forfeited their deposits.

There are two obvious reasons why only substantial men are, in general, likely to stand. One is that there is no party fund of sufficient depth to defray the expenses of candidature, and the second is, that except for communal reasons which so far pervade only a limited number of constituencies, small man has no local connections. More voters are brought to the poll by some personal influence, than by oratory or political enthusiasm.

42. The effect of deposits could only be judged if the rule requiring them were cancelled as it is impossible to say how many persons were deterred from candidature by this rule. Before the rule was introduced the candidates were, on the whole, substantial men, and forfeiture is so rare as to produce no widespread or general effect. In the last elections 12 candidates forfeited their deposits, and there is nothing to show that they were less substantial or less genuine candidates than others who were defeated, but secured sufficient votes to save their deposits. In fact, in the

1923 elections, it was noticed that the rule requiring a deposit sometimes produced an effect other than deterring the wrong type of candidate. In one constituency, for instance, two substantial candidates forfeited their deposits, whilst the third and least substantial candidate was elected. In that year, when the Swarajists entered the political arena, those who opposed them were frequently subjected to considerable vilification. And gentlemen of position were inclined to resent the forfeiture of their deposit as something in the nature of a fine and an added insult heaped upon those, which they had had to bear throughout the election. Excepting in the 1920 elections, when conditions were abnormal, candidates *pour rire* have not appeared.

43. **Nominations.**—Objections to nomination papers must be made to the Returning Officer who, except for three of the special constituencies, is either the Deputy Commissioner or the Commissioner of the Division. Only the candidates, their election agents and one proposer and one seconder of each candidate, and one other person authorized by the candidate may be present at the scrutiny of nomination papers by the Returning Officer. This scrutiny is compulsory, but refusal of nomination is discretionary. The Returning Officer may refuse a nomination if any of the details in the nomination paper do not agree with the electoral roll. Objections are, in consequence, made on matters of the minutest detail, such as, the inclusion of the father's name of the candidate when it did not appear in the voters' list, or the prefix to a name of the appellation "Mir". Such objections have usually been treated as trivial and rejected, provided that the identity of the candidate is clearly established and his proposer and seconder are entered on the electoral roll. The sub-division of the electoral or urban constituencies into separate parts for each of the group of towns forming the constituency has led to misdescription and, in consequence, rejection of several nominations. And occasionally the Returning Officer refuses a nomination which is inexact in the smallest detail. The most extreme example occurred in the 1926 elections, when a nomination paper was declared invalid, because the candidate had entered in it his number in English numerals instead of in Hindi as in the electoral roll. It costs nothing to challenge a nomination, the order of the Returning Officer cannot be disputed except by an election petition, and his discretion is wide. In consequence, objections are frequent, and there is as yet no defined standard by which the Returning Officer may be guided in arriving at a decision. The practice has arisen in some districts of putting in plural nomination papers; but this again has been the undoing of more than one unwary candidate who has attached only one declaration of election agent to them all instead of a separate declaration to each. The difficulty will disappear as familiarity with the procedure grows, and a body of practice accumulates for the guidance of Returning Officers.

44. Withdrawals may be divided into three kinds; withdrawal when the optimism which inspired candidature has been succeeded by realization of the impossibility of success; withdrawal on pressure from friends or interested parties; and withdrawal as a piece of tactics. The total percentage of withdrawals is small, and, so far as it has been possible to analyse them accurately, mostly fall in the first two categories. The third class is a device little used but not without effect.

45. **Uncontested seats.**—The following table shows the number of uncontested seats at each election:—

		1920.	1923.	1926.
<i>Central Provinces.</i>				
Non-Muhammadian Urban	...	3	2	1
Non-Muhammadian Rural	...	14	2	1
Muhammadian Rural	...	3	...	1
Special constituencies	...	3	...	1
<i>Berar.</i>				
Non-Muhammadian Urban	...	1	...	...
Non-Muhammadian Rural	...	5	3	1
Muhammadian Urban	...	1	...	1
Muhammadian Rural	...	2	...	...
Special constituencies	...	2	1	...
Total		34	8	6

The figures speak for themselves regarding the evolution of interest in the Council. It is noteworthy that in 1923 no Muhammadan constituency was uncontested, as, unlike some of the non-Muhammadan constituency they were pervaded by no political organization which could not be opposed with reasonable chance of success. For whilst the Swarajist abstention left many candidates unopposed in 1920, their participation in 1923 drove all others out of the field in some constituencies. Of the six seats uncontested in 1926, one was the Commerce and Industry constituency, three were constituencies covering whole revenue divisions, and two only were constituencies contained in a revenue district or part of a district. One of these two general constituencies and the Commerce and Industry constituency were only uncontested owing to rejected nominations.

It is as yet too early to say whether the high percentage of no contests in the less homogenous constituencies indicates that prospective candidates find them unmanageable.

46. Multiple candidature.—One example of multiple candidature is recorded in 1920. Sir H. S. Gour stood for election both to the Legislative Assembly and to the local Legislative Council. He was returned unopposed for the former. Later, in the election for the Legislative Council he was defeated, but if he had been successful, the rival candidate would undoubtedly have objected that his candidature for the Legislative Council was invalid under Rule 16 (1) of the Electoral Rules which prescribes that if any person is elected by a constituency of the Council and by a constituency of either chamber of the Indian Legislature, the election of such persons to the Council shall be void.

The only other instance of a candidate standing for more than one constituency is that of R. B. Mathura Prasad who was twice proposed as a candidate both for a rural constituency and for the Commerce and Industry constituency. On the first occasion he withdrew from candidature in the former and was successful in the later whilst on the second occasion in 1926 he was defeated in both.

47. Administrative machinery.—Only three constituencies have Returning Officers who are not either the Deputy Commissioners or Commissioners of Divisions. They are—

The Registrar for the Nagpur University.

The Chairman of the Mining Association for the Central Provinces Mining Constituency.

The Chief Secretary to the local Government for Central Provinces, Commerce and Industry.

Provision is made for the deputation of the powers of the Returning Officer; but the scrutiny of nomination papers must be done by the Returning Officer unless he is "unavoidably prevented". No difficulties have been reported, but it has been suggested that the personal presentation of the nomination paper by the candidate or his proposer and seconder is unnecessary.

48. Suggestions for alteration.—As a result of canvassing public opinion, after the 1920 elections various suggestions for alteration of the rules regarding candidates were made. One suggestion inspired by the low status of some of the successful candidates at that election was, that higher qualifications should be required of a candidate than of an elector and in particular that an educational qualification was essential. Another suggestion which received a certain measure of support in the Electoral Rules Committee was that although a residential qualification could properly be required of an elector, it should not be required of a candidate. The fear was expressed that the removal of the residential qualification would introduce the carpet-bagger. A more limited proposal on the same lines was that the urban resident should be permitted to stand as a candidate for the rural constituency within which the town of his residence was enclosed. This question was bound up with another proposal made at that time that those urban constituencies, which consist of groups of towns, should not be retained but should be merged in the rural constituencies in which they

were situated. This latter proposal has not been adopted, but an urban resident may now stand for a rural constituency in the same district and *vice versa*. The fact mentioned in paragraph 64 that the great majority of the present non-official members of the Council reside in towns, shows to what extent the townsman has profited by the changes. It has also been suggested that Muhammadans should be permitted to stand for non-Muhammadan constituencies and *vice versa*. In the present state of communal feeling, this suggestion may not appeal to either community and, even if the proposal were accepted, it would probably prove infructuous.

49. Elections.—*Arrangements for polling*.—Polling stations are selected by the Deputy Commissioner, subject to the control of the Returning Officer, for all constituencies wholly or partly within his jurisdiction. For the 1920 elections the arrangements of Deputy Commissioners were supervised by an officer on special duty, and the experience then gained was collated and used in dealing with subsequent elections. In rural constituencies the normal radius of a polling station was 4 to 7 miles; but in the more scattered tracts some villages could not be brought within less than 10 or even 12 miles of a polling station. The polling areas were based on patwari circles, which form convenient sub-divisions of a tahsil, normally containing from 4 to 10 villages.

50. The times fixed for voting are 11 a.m. to 5 p.m. or 6 p.m. in rural constituencies and 8 a.m. to 12 and 2 p.m. to 5 p.m. in urban constituencies, and in constituencies, such as the Landholders', for which polling takes place in a central town. These periods were fixed chiefly on a consideration of the number of votes to be polled and partly for the convenience of the presiding and polling officers and other persons required to be on duty throughout the whole period. To obtain sufficient presiding officers every department of Government except the Veterinary, Medical and Police was laid under contribution, particularly the Education, Judicial, Excise, Agriculture and Forest Departments, the lowest ranks of officers employed being Assistant Superintendents of Land Records and Forest Rangers.

For Polling Officers, revenue inspectors, patwaris, clerks and schoolmasters were employed.

No difficulties were experienced, although mistakes in procedure were, as might be expected, committed by individuals through inattention to the instructions which were issued for their guidance, and which had, in almost all cases, been personally explained to them. In many constituencies there is a rush of voters at the end of the day and the last vote is not recorded till after the time fixed for the closure of the ballot. The flow of voters has never been so uneven as to cause serious difficulty. The elections are held in the cold weather, and one district reports that with the approach of nightfall the political ardour of some voters is chilled and their anxiety to get home before dark overcomes their desire to vote. Such instances must be rare.

51. Means of securing attendance of voters.—In general constituencies personal approach secures most of the votes polled. The vote is promised to a friend or relation, a creditor, or a landlord. The most successful canvassing is done by friends of the candidate, or influential persons of the same community or party. Paid canvassars, where employed, usually do little more than distribute written appeals to the electorate. An exception to this is the Congress organization which has paid speakers in permanent employ. But whatever methods the candidate may adopt for securing votes before the elections, his success or failure largely depends on his organization for bringing the voters to the polling station on the day of the election, more specially in rural areas. The proportion of voters in rural areas who, even when they have promised a vote, will proceed on their own initiative to the polling station is small. Many yet walk, but exhortation or influence is required to set their feet upon the road. More and more are vehicles being used, and he who can mobilise the largest number of motor cars has the best chance of the rural vote. In towns the motor car is used less to bring the normal elector to the poll than to expedite the search for the missing and reluctant.

52. There is no evidence of corrupt practices ; but the pressure put upon an elector by his creditor or landlord is often considerable. The effect may be either positive and result in a vote being cast in favour of a candidate who would not have been selected by the voter of his own free choice ; or it may be negative and result in a voter failing to appear to record a vote which he has promised. With an electorate not greatly imbued with political enthusiasm the simplest solution of conflicting and irreconcilable interests is obviously to adopt a negative attitude and vote for neither.

53. Votes polled.—The statement already referred to (Appendix II) shows the number and percentage of the electorate that voted at each election. The results may be summarized as follows :—

	Number of constituencies.	Percentage of votes polled.		
		1920.	1923.	1926.
Central Provinces Non-Muhammadan Urban	6	14.0	40.7	66.9
Central Provinces Non-Muhammadan Rural	21 (22 in 1926)	7.8	55.7	52.6
Central Provinces Muhammadan Rural	4	6.5	57.2	46.2
Berar Non-Muhammadan Urban	2	3.6	56.9	67.3
Berar Non-Muhammadan Rural	10	7.0	38.5	62.2
Berar Muhammadan Rural and Urban	3	...	60.0	33.6

The figures taken as a whole show a progressive evolution of interest in the Legislative Council. If in some constituencies such as the Central Provinces rural, the poll has decreased, it may, in most cases, be ascribed to something lacking in the personal appeal and organization of the candidate rather than to the relapse of the electorate to apathy. In 1920, voters were not only deterred by the propaganda of the non-co-operators, but were even intimidated. In 1923, on the other hand, many were brought to the poll by promises of a millenium, which included the abolition of taxation, and which they were sufficiently unsophisticated to accept as a fact certain of accomplishment rather than an empty aspiration. It is, therefore, not impossible that disillusion may have been a factor in the drop in the number of votes polled in some constituencies.

54. Special arrangements, *e.g.*, for illiterate voters.—Illiterate voters in general constituencies are provided for by the almost fool-proof device of coloured ballot boxes. The voter is only required to remember the colour of the candidate for whom he votes and drop a paper with which he is provided into the box of that colour. In the earlier elections, before the colour system was evolved, voters were commonly given slips of paper bearing the name of the candidate to whom they had promised their votes and, in spite of all advice to the contrary, insisted on placing these slips, or even sometimes printed handbills of their candidate, in the ballot box and bearing off their voting papers as receipts for the due performance of their duty. For blind voters the Presiding Officer places the voting paper in the box. He also attempts to guide voters who cannot identify colours by their names. No evidence of misplacement of votes through colour-blindness is recorded ; but of the colours, which the colour-blind usually mistake, green is not usually used as it is the Muhammadan colour and might prejudice opinion. In the first elections another error that was committed was that voters came to vote for the Legislative Council election on the day fixed for elections to the Legislative Assembly. Nowadays it is only the voter who combines extreme obstinacy or carelessness with illiteracy who can fail to vote, or record a vote for the wrong candidate. In the only plural constituency, Nagpur-cum-Kamptee, there is more scope for error. It has to be explained by the Presiding Officer to the voter that he must not put two voting papers into one box, and that he is not bound to use more than one paper. A person is placed beside the ballot boxes to ensure that no error is committed. This destroys the secrecy of the ballot, but no mechanical method, which would avoid this objection, has yet been evolved.

For all the special constituencies, except the University, the colour scheme is not employed, and a vote is recorded by placing a cross against the name of the candidate. In these constituencies illiteracy is so rare that no difficulty arises.

It has been observed that the percentage of illiterate voters is far higher in rural than in urban constituencies, and that even apart from this handicap the rural voter requires more instruction than the urban.

55. Treating.—Treating is defined as “that form of bribery where the gratification consists in food, drink, entertainment, or provision”. Unless a free ride in a motor car comes within the category of entertainment, treating has not so far made its appearance in this province. The question of food and drink is so complicated by the caste system that any contribution on this account is more likely to be made in cash than in kind and to fall, therefore, under the head of bribery.

56. Personation and tendered votes.—Personation is commonly alleged in elections to local bodies but rarely in elections to the Legislative Council. The scrutiny of voters at the polling station is too close to permit of personation being successfully carried out to an extent likely to have a material effect on the result of an election. Some scope for personation exists in large urban areas where personal knowledge of the individual voter is less than in small rural communities, and minor inaccuracies in the electoral roll, such as the misspelling of names, are more prevalent. But there is no record that the opportunities thus offered are utilized. If a person claims to be allowed to vote as a particular elector after another person has voted as such elector, he is examined by the Presiding Officer and if he establishes a reasonable probability that he is the elector named he is allowed to record his vote. The voting paper is placed in a separate envelope.

57. Election Agents.—The distinction between election agents and clerical staff is not rigidly or clearly drawn. At the time of nomination a candidate commonly names himself as his own election agent. Subsequently in his return of election expenses he shows a number either of election agents or of messengers and clerical staff. In fact, the true election agent can hardly be said to exist, except for the purpose of contesting a scattered constituency such as the Commerce and Industry Constituency, the campaign in which is conducted largely by correspondence and not personally by the candidate. Many candidates do not even employ a special clerk to deal with election work.

58. Disorders at elections.—Order is maintained at rural and most urban polling stations by the peons of Presiding Officers and sometimes a single constable. It has not been found necessary to take special precautions and, in practice, disorders do not occur. At the elections in 1923 some intimidation of electors is reported to have taken place, but not in the immediate vicinity of polling stations or of sufficiently violent character to interfere with the poll.

59. Special methods of voting.—For the University constituency postal voting is employed. Ballot papers are sent by registered post to all electors on the roll by the Returning Officer. An elector wishing to vote must appear before any gazetted officer, satisfy him of his identity, and mark the ballot paper in his presence. After signature by the officer the ballot paper must be placed by the elector in a sealed envelope and despatched by hand or registered post to the Returning Officer. The poll is closed on the date fixed and no provision is made for delay or misdelivery of envelopes.

A somewhat similar provision is made to enable a presiding officer, polling officer, or polling agent on duty at a polling station, at which he is not entitled to vote, to exercise the franchise. A certificate must be obtained beforehand from the Returning Officer of the constituency in which the polling station lies and the Presiding Officer records his own vote or receives and attests other votes given under this provision and forwards them together with the certificates given by the Returning Officer to the Returning Officer concerned. No special provision exists either to enable other

officers of Government on duty in connection with the elections to record their votes, or to meet the case of officers transferred to an area included in another constituency before the election takes place.

60. Election expenses.—The largest amount spent by a candidate on an election was Rs. 8,202. This is an exceptional figure, the three next highest amounts being Rs. 4,858, Rs. 3,967 and Rs. 2,845. All but the last were rewarded by the success of the candidate, and in 27 constituencies, exactly half the total number, the candidate who spent most won the day. In 11 constituencies only was the candidate who spent least successful, and chiefly in constituencies for which there were only 2 candidates. The cheapest success was gained in a rural constituency of the Akola district, where 1,120 votes were secured in an electorate of 3,287 for an expenditure of less than four annas per vote. In urban constituencies expenditure is proportionately lighter than in rural, but only two candidates therein have approximated to this figure. A normal figure for a rural constituency is between one and two rupees per vote. The most expensive votes are to be found in the special constituencies. A few typical examples of expenditure in the different classes of constituency are given:—

			Voters on roll.	Votes. obtained.	Expendi- ture.
					Rs.
Non-Muhammadan Rural (I)	...	...	3,759	1,109	1,039
				900	781
				440	1,064
Do. do. (II)	...	...	2,557	905	720
				694	448
				1,494	374
Non-Muhammadan Urban	...	...	4,913	1,077	645
				361	1,432
				835	1,314
Muhammadan Rural	...	...	2,416	746	815
				64	1,672
				37	1,017
Landholders	...	...	162	270	501
				200	840
				38	654
University	...	...	556		

There is considerable variation in the amount expended under the different heads such as printing, establishment and personal expenses. Generally speaking candidates who spend little divide it chiefly between printing and personal expenses. As expenditure grows higher the proportion spent on agents and canvassers increases. There is, in fact, no common standard or form by which expenditure can be judged.

Twelve candidates included in their out-of-pocket expenses a sum of Rs. 250 each on account of forfeiture of deposit. This sum in two cases exceeded all other expenses of the candidate, and in the remaining cases added from 17 to 85 per cent to the expenditure.

In the cost to Government of elections the principal item is the printing of electoral rolls and ballot papers. This item alone ranged from Rs. 4,500 in large districts to Rs. 750 in small districts. The total cost to Government of elections cannot be stated, as no estimate can take account of the value of the time expended thereon by Government officers nor can actual cash expenditure on such items, as travelling allowances, be separately extracted. The only special agency employed was a few temporary clerks; and small rewards were paid in some cases to municipal employees for preparing the electoral roll. A rough estimate of the cost of printing and stationery, extra staff and travelling allowances for the 1926 elections is Rs. 60,000. Of this amount a sum of Rs. 42,732 was actually expended on printing and stationery.

61. Election petitions.—Election petitions are governed by the Indian Elections Offences and Enquiries Act, 1920, which has been applied to Berar by Government of India, Foreign and Political Department,

Notification No. 3870-I-B., dated December 17th, 1920. Eight petitions affecting seven constituencies have been filed with the results shown in the appended table :—

Serial No.	Year.	Constituency.	Grounds of petition.	Result.
1	1921	West Berar Non-Muhammadan Urban.	Irregular rejection of a nomination paper	Petition dismissed.
2	1921	Nagpur District (East) Non-Muhammadan Rural.	(1) Ineligibility of the successful candidate to stand as he was a nominated member of the existing Council, and (2) error in announcement of date of election.	Petition withdrawn.
3	1922	Nagpur City-cum-Kamptee Non-Muhammadan Urban.	Corrupt and fraudulent practices of the successful candidate.	Petition withdrawn after tendering apology to respondent.
4	1924	Raipur District (North) Non-Muhammadan Rural.	Improper acceptance of nomination paper of the successful candidate.	Petition rejected.
5	1924	Akola District (South) Non-Muhammadan Rural.	Interference with the freedom of election and procuring votes by official pressure and threats.	Petition dismissed.
6	1926	Central Provinces Commerce and Industry.	Irregular rejection of nomination papers	Election set aside and fresh election ordered.
7	1926	Do do.	Do do.	Do.
8	1926	Drug District Non-Muhammadan Rural.	Rejection of nomination paper	Petition withdrawn.

The result of these petitions reinforces the conclusion already drawn concerning the orderliness with which elections have been conducted and the absence of corrupt practices. The issue in the only successful petition was the attachment of only one declaration of election agent to several nomination papers which had been held by the Returning Officer to amount to non-attachment of a declaration to each single nomination paper. The decision was subsequently applied to a similar petition for a constituency of the Legislative Assembly.

The petition from the Akola district (serial No. 5) disclosed allegations of organized pressure on the electors by the district land record staff under the direction of the Superintendent of Land Records in favour of the successful candidate. Some evidence was offered in support of the allegations, but it was held to be unconvincing.

PART III.—THE LEGISLATURE—COMPOSITION AND CHARACTER.

62. Composition.—The Council consists of 73 members distributed as follows :—

- 38 elected from the Central Provinces.
- 17 elected from Berar.
- 2 Members of the Executive Council.
- 8 nominated non-officials.
- 8 nominated officials.

The sub-joined table shows the representation of different castes :—

Name of caste.	Number of elected members in			Number of nominated members in		
	1st Council.	2nd Council.	3rd Council.	1st Council.	2nd Council.	3rd Council.
Maratha Brahmin	10	19	11	1	...	1
Other Brahmins	11	10	6	...	1	...
Parbhu	2	1	3	...	1	...
Rajput	1	2	2	...	...	...
Bania	6	5	9	...	...	...
Kayasth	2	2	1	1	...	...
Maratha and Kunbi	7	6	9	...	...	...
Madras non-Brahmin	...	1	1	...	...	...
Vidur	...	...	2	...	...	...
Kalar	1	...	2	...	...	...
Gond	...	...	...	...	...	1
Mahar	...	...	...	2	2	3
Chamar	1	...	...	...	...	1
Other Hindus	3	...	1	1	1	...
Christian	2	1	1	2	2	2
Parsee	1	...	...	...	...	...
Muhammadan	6	7	7	1	1	...

63. The strongest elements purely from the point of view of caste are the Brahmins, Banias and Marathas and Kunbis. Of these, the Maratha Brahmins and the Marathas and Kunbis each represent communities closely bound by caste, custom and geographical distribution, whilst "other Brahmins" and "Banias" comprise a number of widely differing castes, in origin mostly foreign to the province, and possessing no such common characteristic as would constitute either of them distinct political entities. It will be noticed that Brahmins were most strongly represented in the second Council when the Swarajists decided to participate in the elections for the first time. The solidity of the Maratha Brahmin element will be realised when it is stated that they then held 14 out of the 24 non-Muhammadan seats in the Berar and Nagpur Divisions. This number is now reduced to 8. The total number of Brahmins shows a heavy fall from 29 in the second Council to 17 in the present Council, justifying the inference that a political consciousness is being evoked in other communities. Even now, however, the higher castes account for over two-thirds of the members elected from general constituencies, and the only challenge, slight though it is, to their predominance, comes from the Maratha-Kunbis who have succeeded in increasing their numbers in the Council and reproduce a powerful element in the electorate. Only one member of the depressed classes has been elected, and that in the first Council when owing to the boycott there was little competition. The number of members nominated from the depressed classes has been raised from 2 to 4 in the third Council, and is made up of 3 Mahars and 1 Chamar.

64. The legal profession provided 17 of the elected members in the first Council, 34 in the second, and 26 in the present Council. Even one of the three Landholders' constituencies returns a pleader. The extent to which other professions and occupations are represented is not easily stated in a country where employment in a single occupation is more often the exception than the rule amongst those who have attained any degree of wealth. The mercantile and banking classes have several representatives. A majority of the members may be designated as land-owners, but outside of Berar, although several members are genuine agriculturists, they represent the interests of the proprietor rather than the tenant. A side-light is thrown on this question by the fact that of 55 elected members all except 8 reside in urban areas.

65. The *liaison* between the Council and local bodies is strong as the majority of the members are or have recently been members of Municipal Committees and District Councils. The holding of office in a local body, and particularly that of Chairman or Vice-Chairman of a District Council, is a natural stepping stone to the Legislative Council. Election to the Legislative Council does not involve resignation of office on a local body, whilst retention of office enables the member to keep in touch with and

retain his grip on his constituency. The Council contains eight Presidents or Vice-Presidents of Municipal Committees, and four Chairmen or Vice-Chairmen of District Councils, and the number of ex-office-bearers is still greater.

66. **Political groups and parties within the Council.**—At the first election in 1920, only two political parties were in existence—the Congress party and the Liberal party. The former abstained from contesting the elections in accordance with the triple boycott programme adopted by the Congress at Calcutta in September 1920. The Liberal party was prepared to give a fair trial to the Reformed constitution, co-operate with the Government and enter the Councils. The membership of the party was, however, small, consisting chiefly of members of the pre-Reform Council, and in consequence, there were few constituencies in which it could put forward a candidate. As a result, out of a total of 53 elected non-official seats, not more than one-fifth were definitely pledged to the Liberal programme, but as they included most of the leading politicians outside the Congress they dominated the deliberations of the Council, and formed the focus of the moderate element which was in the majority in the Council. The statement included as Appendix III attempts a classification of the different elements in the Council, and in the absence of parties the membership of the first Council has been classified by shades of political opinion rather than party labels. It will be observed that the Congress boycott did not result in an entire absence of advanced views within the Council as seven of the members are classed as Extremists.

67. By the end of the year 1922, when the Civil Disobedience Enquiry Committee appointed by the Congress reported that the programme hitherto followed was useless as a political weapon, two sections of opinion developed in the Congress camp outside the Council. The No-change party still pinned its faith to the triple boycott. The other section believed that the boycott had brought the Congress into a *cul-de-sac* from which there was no escape save by a reversal of the ban against entry into the Council. This section constituted itself into a separate party called the Swaraj party in January 1923 and, at the Session of the Congress held at Delhi in September 1923, received sanction to contest the 1923 elections. In the elections they captured 41 seats giving them a clear majority. Their avowed object was to wreck the constitution, but it is doubtful whether the electorate realised the issues involved. A sprinkling of Liberals and Independents completed the non-official membership of the Council.

68. In the Council the Swarajists refused to accept office, threw out the provincial budget of 1924-25, defeated all Government measures, and carried a vote of non-confidence against the Ministers who had been appointed from the minority. The Governor took over the administration of the transferred departments in March 1924. Within 12 months, however, a wing of the Swaraj party led by the Maratha element grew dissatisfied with its barren policy of obstruction. In March 1925 the budget was handled discriminately, though Ministers' salaries were again reduced to Rs. 2 per annum. In August of that year discussions took place between His Excellency the Governor and Dr. Moonje, the leader of the Swarajists, and others, over the question of re-establishing a Ministry in the province. No Ministry resulted, but the discussions revealed a clear division of opinion in the Swarajist camp. The split was brought to a head in October by the acceptance of the office of Executive Councillor by Mr. S. B. Tambe, a leader of the Swarajists and President of the Legislative Council. At a meeting of the Executive Committee of the Berar Swaraj party on the 26th October, to consider what attitude should be adopted towards Mr. Tambe's action, the policy of responsive co-operation was definitely approved. When subsequently at Cawnpore the Congress party reiterated its adherence to the policy of obstruction, the majority of the Berar Swarajists openly revolted in January 1926, and formed a new party pledged to responsive co-operation. In February four leading Berar members and Dr. Moonje resigned their seats on the Council to test the support of the electorate for their change of policy. Three of them offered themselves for

re-elections and were returned at the bye-elections on the Responsivist ticket. In the March session of the Council, however, the Swarajists, acting under orders from their headquarters, rather than in pursuance of a policy which they approved, threw out the first three Budget demands and then walked out of the Council.

69. So far, except in Berar, party discipline had proved sufficiently strong to hold together the different sections of opinion, but it was obvious that at the elections in 1926 the Swaraj party would go into the melting pot. At those elections the following parties emerged :—

- (1) The Swaraj party with its original programme.
- (2) The Responsivist party with a programme of co-operation and acceptance of office combined with obstruction.
- (3) The Liberal party with an unchanged policy.
- (4) The Independent Congress party with a programme in the Central Provinces Hindi districts very little different from that of the Responsivist party.
- (5) The non-Brahmin party formed on communal lines with a policy, so far as it was defined, akin to that of the Responsivist.

When the Council met in January 1927 the Responsivists, Independent Congress party, non-Brahmins and members from the depressed classes united under the title of the Nationalist party. The party numbered 33 members and thus had a majority amongst the non-officials. They adopted a policy of acceptance of office, carried the demand for Ministers' salaries and accepted the offer of Ministership made to their leader and to another member of the party.

70. The Muhammadans in the first Council pursued an independent course. In the second Council, with the exception of one member who definitely supported the Swaraj party, their policy was one of discriminating co-operation. In the third Council *pour parlers* took place between them and the leader of the Nationalist party with a view to their joining the party; but finally, they stayed apart and have remained independent of it ever since. The outbreak of communal disorders has tended to isolate them still more. The Muhammadans, with one exception in the second Council, have always held moderate views, but have no clearly-defined policy or goal.

71. Organization of parties outside the Council.—The Congress party alone has thorough organization. It divides the province into three parts :—

- (1) Central Provinces Hindustani consisting of the 14 Hindi districts under a Provincial Committee with headquarters at Jubbulpore.
- (2) Central Provinces Marathi consisting of the remaining four districts of Nagpur, Wardha, Chanda and Bhandara with headquarters at Nagpur.
- (3) Berar with headquarters at Yeotmal.

These committees are independent of one another, but subordinate to the all-India Congress Committee. Each controls tahsil committees below which, in turn, are village committees in those villages in which the Congress has obtained a substantial footing. Corresponding to the tahsil committees is a town committee for Nagpur. The whole organization is continuously active and not merely at the time of elections. The only organization opposed to this is that of the National Liberal Federation represented in the province by the Provincial Liberal Association. The association is most strongly represented in the Maratha country, but is inactive except at the time of election and does not pervade the whole province in the way that the Congress organization does.

72. Electoral organization.—Electoral organizations do not exist. The electorates, in consequence, have no means of keeping in touch with their representatives, and candidates have to rely on personal organization to secure the attendance of voters at public meetings. The extent to which

liaison is maintained between the electorate and its representatives cannot be better illustrated than by the statement made by a Swarajist member in March 1927. He said "The supporters of the Ministry take their stand on the mandate of the electorate and I will not discuss the validity of this claim which, after all, is based upon the votes of the ignorant masses who are not expected to judge for themselves the advantages or disadvantages of dyarchical form of Government. We, the members of the Congress, take our stand on the mandate of the programme of the Indian National Congress which is the only true representative body of the Indian nation".

73. Political leaders and policies—Appointment of Ministers.—In the first Council there were neither clearly-defined political parties nor clearly-defined policies. The Liberal party possessed at any rate a title, a certain minimum of adherents and numbered in its ranks most of the prominent members of the Council. The two Ministers selected by the Governor were both members of the party. Rao Bahadur N. K. Kelkar had been a prominent member of the pre-Reform Council, whilst Mr. (now Sir) S. M. Chitnavis represented powerful landed interests and was recognized as one of the most influential members of the party. Throughout the life of this Council no political parties were formed. Such groups, as existed, were territorial. In the Berar group Rao Bahadur R. V. Mahajani, Rao Bahadur R. R. Jayavant, and Mr. (now the Hon'ble Mr.) R. M. Deshmukh were the most prominent members. This group was the most homogeneous and carried the greatest influence in the Council. The representatives of the northern (Hindi) districts formed a far more heterogeneous and loosely-knit combination.

74. In the second Council the Swarajists started with a solid majority of 41 members led by Dr. B. S. Moonje. The party refused office and the selection of Ministers was, therefore, confined to the sprinkling of Liberals and Independents, who formed the rest of the Council. His Excellency the Governor thereupon re-appointed Mr. (now Sir) S. M. Chitnavis as one member representing the scattered remnants of the Liberal party and Mr. Syed Hifazat Ali from amongst the Muhammadans. A no-confidence motion was promptly brought and carried by a large majority and the salaries of Ministers were reduced to Rs. 4. The Ministers retained office until March and then resigned.

75. During the three years of the second Council no other Ministers were appointed. The Swarajist party, which had been at the outset a united body under Dr. Moonje, soon developed disruptive tendencies, and the three territorial groups, which had been apparent in the first Council, became more clearly defined. The Berar group was led by Mr. B. G. Khaparde, the Central Provinces Marathi group by Dr. Moonje and the Central Provinces Hindi group by Mr. (now the Hon'ble Mr.) Raghavendra Rao. Members of the party began to recognize the ineffective use to which their majority was being put as the Government continued to function in spite of their obstruction. Although still bound to obedience to the Congress policy the Berar and, in a lesser degree, the Central Provinces Hindi groups, both for a while leant towards the formation of a Ministry. Neither group was sufficiently powerful to form a Ministry by itself with any hope of permanence and both territorial jealousy and differences of political opinion militated against their combination.

76. In the third Council, the Swaraj party had dwindled in number to 16 and there was no single party with a majority in the Council. Before the Council met, a party with a membership of 33 was formed under the title of the Nationalist party by combining the Responsivists, Independent Congress party, non-Brahmins and four nominated members of the depressed classes. The leader of this party, Mr. (now the Hon'ble Mr.) Raghavendra Rao, accepted the Chief Ministership, and the other Minister, Mr. (now the Hon'ble Mr.) R. M. Deshmukh, was selected from the Berar Responsivist group in the party. The two Ministers thus represent territorially Berar and the Central Provinces Hindi districts, the two most powerful groups within the Council. The only parties which were excluded from this party were the Muhammadans, led by Khan Bahadur Ghulam

Mohiuddin, and the Swaraj party led by Mr. G. S. Gupta and including in its ranks Rao Bahadur N. K. Kelkar, ex-Minister. The party is of the nature of a coalition rather than a single political unit. From the beginning it has been cut athwart by the three territorial groups already mentioned, and has not been always easy to keep together. The members of the depressed classes early withdrew their allegiance, and in April of this year three members from the extreme north of the province proclaimed their secession. On the other hand, no party has emerged in opposition, nor have the seceders joined hands with the Swaraj party, which forms the recognized opposition. Thus the Ministry for the first time in the history of the Council has, in practice, been able to rely on definite and adequate support.

77. Summing up the results so far achieved it may be said that parties have been formed on a political, communal or territorial basis. A difference in policy has been merely a difference in attitude towards the executive Government and no board policy, still less any detailed policy, with regard to the internal administration of the province has taken shape. Where a matter of Government policy is from a political point of view non-controversial, opinion on it has divided on communal or territorial lines. As examples of communal considerations may be cited the demand of the Muhammadans and depressed classes for extension of special facilities for the education of their communities, or for representation on local bodies and committees. Subjects which have aroused territorial jealousy are the University Bill on which the respective claims of Jubbulpore in the north and Nagpur in the south of the province were a material issue, and the financial settlement between Berar and the Central Provinces. The first Ministers had no parties at their back to aid them in the evolution of a definite policy and the long interregnum during the second Council has left the Ministers appointed in 1927 to commence the task of building a policy, not only from the foundations, but without any materials set ready to their hands.

78. Party organization in the Council.—Within the Council the Swaraj party alone is thoroughly organized. It is true that in the second Council it evinced disruptive tendencies, but even then it showed in March 1926, when the party walked out of the Council, that it possessed adequate control over its members, so far as concerted action during a session was concerned. Other parties have their recognized leaders, but the territorial cleavages already mentioned are too radical to admit of unity. In the Nationalist party, at the present moment, the three territorial groups have each their own leader, and in matters such as the allocation of provincial funds to new items of expenditure, each group takes up a different attitude based on local standpoint. Thus, on the subject of irrigation, expenditure on which is chiefly distributed over the north and east of the province, both the Berar and Central Provinces Marathi groups within the Nationalist party advocate a policy of retrenchment, and demand expenditure in the west of the province. The liberty allowed to the individual member in moving motions, and particularly budget cuts, shows that party discipline barely goes outside the four walls of the Council chamber. Each member appears to give notice of motions without consultation with other members and certainly without the approval of the party as a whole. There is, in consequence, much duplication and overlapping, and it has been frequently necessary in the Budget debate to discuss the order in which several cuts on the same subject shall be taken. Even Bills are introduced by members against the feeling of the majority of the party. Thus, in 1925, the leader of the Swaraj party himself rose to suggest to another member of the party the withdrawal of the Slaughter of Animals (Amendment) Bill. That confusion does not result is due largely to the fact that ultimately on almost all subjects there are only two parties, Government and non-official, and even where non-officials do not take concerted action and do not even agree amongst themselves there is always the prospect of their reconciling their differences and combining to show a united front against Government. A further conclusion may perhaps be drawn that the laxity of party organization is an inevitable result of the existence of a large non-official majority opposed to an executive

minority. For three years there were no Ministers, and the ministerial party, formed in 1927, had no clearly-outlined or unitary policy beyond that of generally supporting the Ministry. Even, therefore, in the transferred subjects no party was faced with the necessity of organizing the defence and support of a policy, and no vital need for party organisation existed. Another contributory cause is the comparatively short term of Council Sessions. Members only arrive in Nagpur a day or two before a session and leave immediately on its conclusion unless they are pressed into service on Select Committees. No party keeps a permanent office in Nagpur and in the Council buildings there are no rooms set apart for the use of parties. For the greater part of the year all connection between the individual members of a party is thus virtually severed and even during the session contact is not too easily maintained. The gap is partially bridged by private correspondence on important matters, but this is obviously an inadequate substitute for permanent central control which would eliminate much of the duplication of effort and settle many conflicting claims for precedence. So far as is known no party, except the Swaraj party in the second Council, had until recently appointed even an executive committee. The Nationalist party has now, in 1928, appointed one. The Nationalist and Swaraj parties have appointed whips, but their duties are confined, it is believed, to Council sessions.

79. Government organization in the Council.—Government has never had any organization for the enlistment of support within the Council. No whips have been appointed and lobbying is casual and unorganized. The appointment of Ministers has enabled the executive Government to ascertain on some occasions, but not to influence non-official opinion in the Council. In matters of procedure or arrangement of the order of business Government has always reserved to itself complete freedom. Suggestions from non-official members are always considered and have some times been accepted; but only in one matter, namely, the Budget demand for the salaries of Ministers, has non-official opinion been formally invited as to the order of business. On the first occasion in March 1925 it was uncertain whether there was sufficient support for a Ministry within the Council, and the demand for Ministers' salaries was taken before the other demands out of its usual order after consulting non-official opinion. In March 1926 a similar situation arose, but there was then an open discussion on the floor of the House, on a request formally made by a non-official member before any suggestion had been made by the Government member, that the demand might be taken out of its order. The Government member raised no objection, and the President, after taking the sense of the House, directed that the demand should be presented first. This is the solitary occasion on which a change in the order of business might be said to have been forced on Government.

80. Nomination or Selection to Committees.—The only statutory committee with which the Council is concerned is the Public Accounts Committee. Election to this is by the single transferable vote and all parties have secured representation, except in 1924, when the Swarajists intentionally abstained. Select Committees on Bills have also been representative in character, although the practice of proposing the names of members who have given notice of similar legislation has, on one occasion, had the effect of confining representation territorially to a small area. It is always open to any interests, which are excluded from representation on the Committee as proposed by the mover of a Bill, to move for inclusion of further names. In practice this opportunity is not often used. Objection to the list of members proposed by the mover has never been made in the Council. But in the Berar Legislative Committee, which is a microcosm of the Council, an objection was successfully raised to the inclusion of an official member on the ground, which Government denied, that two of the official members proposed represented the same point of view and experience.

Non-statutory committees such as the Finance Committee and other departmental advisory committees are filled on the advice of the President of the Council. No non-official member is selected for more than two such committees, and membership is distributed evenly throughout the

Council. It is a condition that the President, before making his recommendations, shall consult the leaders of groups.

81. Relations between members of Council and their constituencies.—It has already been observed that electoral organizations do not exist, and there is no other organization expressly formed to maintain a *liaison* between the member and his constituency. In some districts, more particularly in Berar, there are agricultural and other associations of which an energetic member can, if he so desires, take advantage to ascertain the views of a part at least of his electorate. In practice, as there is no force compelling a member to answer to his constituents, the extent to which each member does in fact keep in touch with them depends entirely upon his position and personal character. Thus, one member, who is a wealthy banker, has economic interests which permeate every part of his constituency and enable him to keep informed of all matters of importance. He has occasionally toured in the constituency, and has issued leaflets for the purpose of inviting opinions on a particular matter of general interest. Another member, although a pleader and townsman, belongs to an agricultural caste which is strongly represented throughout his constituency. He is thus in a strong position for ascertaining the grievances of the rural population and this position he strengthens by tours in his constituency and by being always accessible to any member of the electorate. Another member makes a point of addressing meetings immediately after the close of a Council session and explaining what has been done thereat. At the other end of the scale is a member for rural constituency who has never been more than seven miles outside the town in which he resides except for the purpose of his legal practice or during an election, and who is practically unknown even by sight to his constituents. Between these two extremes is the more numerous type which does not seek opinions outside the educated minority and is influenced by a small coterie of wire-pullers. Such a member may take pains to retain the good-will of influential malguzars and others who command a large number of votes. But his information is derived almost entirely from his fellow townspeople and only at second hand if at all from the rural areas. As regards the urban constituencies several members are reported never, since the elections, to have visited towns which form part of their constituencies.

82. In spite of the lack of touch between member and constituency, the former might be said to represent their views of the electorate if he had been elected on a definite political programme. Unfortunately the platform, on which most members are elected, has no reference to local needs and aspirations. Indeed in the case of Swarajist candidates the programme is that adopted by the Congress, and a Swarajist member, asked his opinion upon a particular matter, refers not to his electorate but to the Congress. The Congress thus acts as a barrier between him and his constituency, and if it is said that he represents the views of the electorate inasmuch as he secured their votes on the Swaraj programme, it is equally true to say that the electorate, once it has returned him to the Council, has surrendered the power to influence him. It is possible that he will, in practice, prove a medium for the ventilation and redress of local grievances. But there is no guarantee that he will do so, whilst if the wishes of his constituency conflict with the mandate of his party it is the latter that must be obeyed.

83. It is only with the present Council that signs of real improvement have become apparent. In the first Council the members themselves were inexperienced and had to learn themselves before they could think of undertaking the task of educating the electorate and creating a permanent nexus between them and their constituents. In the second Council the complete absence of constructive work owing to the Swarajist majority reduced public interest in the Council and gave a decided check to the growth of the principle of the responsibility of the member to his constituency. With the Swarajist grip broken and the Council composed of several small groups, none possessing the semblance of a majority, the necessity of retaining the confidence and support of the electorate has become apparent. The groups which in the Council now coalesce in support of the Ministry may equally oppose one another at election. None of them can

therefore, rest content with the work which the coalition may achieve but must be able to demonstrate its own share therein. Already, although the Council has not half run its course, it is reported that defeated candidates are engaged in strengthening their position in their constituencies, and this must inevitably react upon the sitting members. It is, therefore, not improbable that the development of relations between member and constituency, and in consequence the political education of the electorate will proceed at a much more rapid pace in the future than in the past.

PART IV.—LEGISLATION.

84. **Government legislation.**—The province has possessed a separate legislative machinery for a period of over 14 years. Prior to 1914 local legislation was enacted by the Imperial Legislature. In that year the first Provincial Legislative Council was constituted, and it functioned for a period of exactly six years from August 1914 to August 1920. The Reformed Council which replaced it first met in January 1921 and has, therefore, at the time of writing, already exceeded by over one year the life of its predecessor. A comparison of the important legislative achievements of the two Councils is not without interest. In six years the pre-Reform Council placed the following Acts of importance upon the statute book :—

1. The Central Provinces Land Alienation Act.
2. The Central Provinces Land Revenue Act.
3. The Central Provinces Tenancy Act.
4. The Central Provinces Canal Management Act.
5. The Central Provinces Local Self-Government Act.
6. The Central Provinces Village Sanitation and Public Management Act.
7. The Central Provinces Village Panchayat Act.
8. The Central Provinces Slaughter of Animals Act.
9. The Central Provinces Primary Education Act.
10. The Central Provinces Medical Registration Act.
11. The Central Provinces Court Fees Act.
12. The Central Provinces Excise Act.

Against this record the Reformed Council can show the following results :—

1. The Central Provinces Municipalities Act (II of 1922).
2. The Nagpur University Act (V of 1923).
3. The High School Education Act (III of 1922).
4. The Central Provinces Court Fees Act (I of 1923).
5. The Indian Stamp (Central Provinces Amendment) Act (II of 1923).
6. The Central Provinces Weights and Measures of Capacity Act (II of 1928).
7. The Central Provinces Consolidation of Holdings Act (VIII of 1928).
8. The Central Provinces Borstal Act (IX of 1928).
9. The Central Provinces Children Act (X of 1928).

The difference between the output of the two Councils is striking. Examination of the dates of the Acts passed by the Reformed Council reveals at least one reason for the paucity of its achievements. Between the Nagpur University Act (Act V of 1923), passed on March 9th, 1923, and the Central Provinces Weights and Measures of Capacity Act (Act II of 1928), there is, for nearly five years, a complete blank. This period of sterility dates from the domination of the Council by the Swaraj party.

85. A complete statement of Government legislation is included as Appendix IV. Only two measures involving taxation appear in it. These are the Central Provinces Court Fees Act and the Indian Stamp (Central

Provinces Amendment) Act. Of these, the first named was placed before the Council in March 1922. It provided for an enhancement of Court-fee for the purpose of increasing the public revenues during a period of financial stringency. The Council was not convinced that the provincial purse was so depleted as to render this additional source of income necessary, and the measure was postponed together with the corresponding Bill for the enhancement of stamp fees. But eight months later the Council was satisfied that the situation could not be met by retrenchment and passed both measures. They were valid for a period of slightly over 3 years and, when they lapsed, Government did not move for their extension. Nothing in the shape of direct taxation has been made the subject of legislation. The nearest approach to it is contained in the Central Provinces Settlement Bill in which are embodied the principles on which the enhancement of land revenue should be undertaken. This Bill was placed before the first Council in 1923, but in January 1924 the new Council refused to take it into consideration and passed a motion for re-circulation. Government thereupon dropped it. It was again placed before the Council in August 1927 in response to a non-official resolution. The Bill is still pending and it cannot definitely be said what the final attitude of the Council towards it will be. But the criticism which it has undergone, and which on other occasions, such as budget debates, has been made on the settlement policy of Government makes it clear that non-official opinion unhesitatingly demands a reduction rather than an enhancement of the present settlement rates. So far, therefore, as the attitude of the Council towards taxation can be judged, it appears that it would be difficult for Government to secure its consent to any measure involving enhancement or even re-distribution of taxation. The Council has proved itself willing to enhance the powers of local self-governing bodies to impose taxation, but as the power to tax is only one step towards actual taxation and as the exercise of the power lies outside the scope of the Council, it cannot be inferred that the Council itself would readily face the unpopularity attaching to any form of taxation. No legislative measure for the development of the resources of the province or for increasing the provincial revenues by any other means has been placed before the Council.

86. No Government Bill directly affecting particular communities has been put before the Council. Communal considerations have been imported into the discussion of Bills by which communities are indirectly affected. Thus, the Nagpur University Bill gave rise to a demand for Muhammadan representation, and in January 1923, the Muhammadan members supported a motion for postponement of consideration of the Bill mainly on this ground. Similar claims to special representation have been advanced by the depressed classes. The discussions have proceeded without rancour, and these communities are in such a minority within the Council that they are unable to enforce their claims against opposition. It has been reserved for non-official legislation, discussed later, to provoke communal antagonism in a more acute form.

87. The greatest achievement of the Council has been in the spheres of education and local self-government. The important Bills in these departments were all passed by the first Council which treated all Government measures with moderation and sympathy, whilst the subjects of the Bills were themselves such as to commend them to the non-official element in the Council. A noticeable feature of the University and High School Education Acts was the large measure of control over education which they conferred on bodies independent of the Council's control. The Council has always been reluctant to confer powers on the executive government, but had, at the time, no objection to devolution of power over a transferred subject to bodies composed largely of non-officials. The full implications were perhaps not realized at the time, as subsequently there have been various attempts to bring pressure to bear on the authorities thus constituted, and several non-official Bills for amendment of the High School Education Act have now been tabled.

88. Not a single Government Bill has been rejected on its merits. In 1924, all the measures placed before the Council were rejected, almost

without discussion, and with no reference to their merits. In face of this attitude Government did not undertake any legislation again until 1927, after the appointment of Ministers. As a general rule Government refrains from fresh legislation on controversial matters owing to the responsibility of carrying any measure except by consent. The only controversial measure that has been presented to the Council is the Central Provinces Settlement Bill. The Bill is still in select committee and it cannot yet be said what shape it will finally take.

89. A feature of recent legislation has been the attempt of the Legislative Council to fetter the discretion of the executive by the insertion of provisions requiring that rules framed by the executive shall either require the previous approval of, or be subject to revision by, the Council, or at least be placed before the Council and not put into operation until the Council has had an opportunity to criticise them. In the Children Bill, an official measure, an amendment requiring the approval of the Legislative Council to rules was put in by a non-official member, but sanction to move it was refused by the Governor General in Council. A non-official Bill to regulate cotton and grain markets in Berar included a similar provision, whilst it has been suggested that in the Central Provinces Irrigation Bill, an official measure, not yet submitted to the Governor General in Council for preliminary sanction, a clause should be inserted requiring proposed rules to be tabled in the Legislative Council and not brought into force until the conclusion of the session next following after they are tabled.

90. A variation of this form of control emerged in the discussion on the Settlement Bill when one member quoted with approval the recommendation of a committee appointed by the Bombay Government that a Standing Advisory Committee of the Legislative Council with a non-official majority should be appointed to examine all proposals for the revision of settlements, and that if its recommendations are not accepted by Government, the proposals should not be put into force unless the sanction of the Legislative Council is obtained. This theory of "government by committee" finds frequent expression in resolutions of the Council. Although it derives its immediate inspiration from distrust of an irresponsible executive it emerges in other spheres also, such as local self-government where, in spite of the absence of official control, it is a commonplace that progress is hampered by the unwillingness of local authorities to delegate powers to individuals or to sub-committees.

91. **Non-official legislation.**—No non-official Bill was introduced in the first Council, and it was not till the second year of the second Council, when the Swarajist policy of complete obstruction had been partially abandoned, that notices of three Bills were given by members of that party. Of these, one was withdrawn immediately after introduction, and the remaining two lapsed as the refusal of the party to form a Ministry and their revival of the policy of obstruction and abstention in the budget session of March 1926, reduced business to a minimum, and no further session was held before the dissolution of the Council. It was, therefore, not until the third Council had met in January 1927, and a Ministry and a ministerial party had been formed that non-official members commenced constructive work in the sphere of legislation. Within 12 months 18 non-official Bills were introduced, as shown in the statement contained in Appendix V. Two Bills, Mr. M. K. Siddiqui's Bill to amend the Interest Act XXXII of 1839, and Mr. T. J. Kedar's Prevention of Hindu-Muslim Disputes Bill, could not be introduced as they failed to secure the previous sanction of the Governor General. As one at least of these two Bills deals with a matter which has recently assumed great importance, they are included in the discussion of legislation which follows, although the attitude of the Council towards them cannot be determined.

92. Of the total number of 23 Bills here considered, 21 are Bills for the amendment of existing Acts, and two only are original Acts. Of these latter, one is the disallowed Prevention of Hindu-Muslim Disputes Bill and the other the Central Provinces Opium Smoking Prohibition Bill. The last-named owes its inspiration to the official Madak Smoking Bill, which was

thrown out without reference to its merits in 1924, and differs from it only in that it substitutes complete prohibition for severe limitation. Practically, therefore, non-official legislation may be said to have confined itself to the criticism of existing policies, and not to have embarked upon any new line for itself.

93. Seven of the Bills, including the two disallowed, relate to reserved subjects. Of these, three are concerned with the cognate subjects of land revenue and tenancy legislation. The only point of interest in them is the desire to emancipate occupancy tenants from restrictions on transfer. It was recognized by the House that any alteration in the status of the tenantry was a matter of fundamental importance to the landlord and tenant classes, whose interests were not always the same, and that these classes must be fully consulted before further consideration of the Bills. One representative of a rural constituency stated that the tenants' interests were unrepresented in the Council as although members were elected on the suffrage of the tenantry it was given in accordance with the mandate of the landlord, and it is the landlord and not the tenant who is elected. This accusation was repudiated by other members, and although in membership of the Council tenants are in fact practically unrepresented, the debate did not disclose an unchallenged preponderance of the landlord interest.

94. The four remaining Bills relating to reserved subjects all raise communal questions. Mr. M. K. Siddiqui's disallowed Bill concerns only the law of interest as it applies to Muhammadans and provokes no antagonism in other communities. The remaining Bills directly raise matters of communal dissension. The Bills are :—

The Central Provinces Slaughter of Animals (Amendment) Bills (2).

The Prevention of Hindu-Muslim Disputes Bill.

Central Provinces Slaughter of Animals Act was enacted by the pre-Retorm Council for the purpose of controlling the wholesale slaughter of animals for the hide market. This trade was carried on by butchers on a large scale outside municipal limits and in consequence entirely unregulated. The amending Bill, moved in August 1925, sought to amend the definition of "slaughter-house" so as to permit any municipal committee within which horned cattle are slaughtered to control, limit, or even possibly prohibit their slaughter. The Bill was withdrawn after mention of the Unity Conference of Delhi at which it had been agreed between the Hindu and Muslim communities that matters affecting the religious susceptibilities of either community would not be made the subject of legislation. Two years later, on August 9th, 1927, the same Bill was brought before the Council by a Jain member. Introduction was permitted, and the mover then moved that the Bill be taken into consideration at once. This motion was moderated later in the debate to reference to a select committee, but a motion for circulation, moved by the leader of the House in conformity with the established practice for dealing with important and controversial measures, was rejected by a solid Hindu vote, and the motion for reference to a select committee carried without a division. The debate was unfortunately affected by the intense communal feeling which prevailed at the time.

95. The Prevention of Hindu-Muslim Disputes Bill was sponsored by the Hindu leader of the Central Provinces Marathi districts group in the Council. In this Bill the mover proposed to cut the Gordian knot by a statutory declaration of a right of playing music before mosques at all times and by the prohibition of the slaughter of cows and bullocks. The outstanding features of the solution were its simplicity and the appeal that it would make to a Council in which the Hindus are in a clear majority.

96. The 16 Bills relating to transferred subjects fall under three heads :—

Local Self-Government	...	...	10
Education	...	...	5
Social reform	...	...	1

Of the 10 Bills in the first category six are concerned with amendment of the Municipalities Act, two with amendment of the Local Self-Government Act and one with amendment of the Village Panchayat Act, whilst the

last proposes repeal of the Village Sanitation and Public Management Act. The substitution of popular for official control is a marked feature. Thus, one Bill (VII of 1927) proposed the exclusion of officials from nomination to municipal committees. Another (II of 1925) proposed the disqualification of all magistrates from election, a measure aimed particularly at Honorary Magistrates who, being appointed by the executive government, are considered to represent official views. The repeal of the Village Sanitation and Public Management Act is sought, because the panchayats constituted thereunder are under official control, whilst panchayats established under the Village Panchayat Act are directly controlled by District Councils; whilst another Bill (XVII of 1927) seeks to super-impose the control of the Ministry of Local Self-Government also. The Minister would thus replace the Deputy Commissioner in the control of panchayats.

The five Bills relating to education all seek to amend the High School Education Act. In discussing official legislation it was observed that the Council did not perhaps realize, at the time of passing the University and High School Education Bills, the extent to which the control of education was being devolved to independent authorities. This conclusion is reinforced by the fact that four of the five Bills to amend the High School Education Act aim at a revision of the constitution of the High School Education Board. The Board has, since its inception, set itself to the task of maintaining a high standard of examination, and the desire to alter its constitution betokens a conviction on the part of non-official members of the Council that this standard, which educationists consider to be the irreducible minimum, is unnecessarily severe. The fifth Bill also indicates a desire for relaxation of control as it aims at the admission of private students to examinations held by the Board.

97. The only Bill which aims at social reform is the Opium Smoking Prohibition Bill. It makes no attempt to limit the use of opium except for smoking, and differs only from the government Madak Smoking Bill in degree. Some interest attaches to it from the fact that the mover was a member of the party which rejected the Madak Smoking Bill in 1924, though admittedly on a constitutional issue and not on the merits of the Bill. The two Bills illustrate the official attitude of caution and the non-official belief in radical action in effecting social reform by legislation.

98. A general review of the attitude of the Council towards legislation would be incomplete without a reference to its attitude towards select committees. By an established convention reference to a select committee is interpreted as a commitment on principles. This convention has not been faithfully observed. The Slaughter of Animals (Amendment) Bill (XIX of 1927) was referred by the Council to a select committee, but the select committee recommended postponement of the Bill. The recommendation suggests that the Council acted hastily in accepting the principle of the Bill and might welcome a *locus penitentiæ*. The circumstances of the select committee were, it is true, peculiar. It met after the Nagpur riots when the existence of communal tension could no longer be disputed, and the Bill was bound to be interpreted by at least one section of the House as a piece of communal legislation. Only two of the Hindu members attended, and the decision of the select committee was made on the casting vote of the Chairman.

99. The lack of established conventions in regard to select committees may be further illustrated by two examples. A member of the select committee on the Central Provinces Borstal Bill did not appear at its meetings or sign its report. Later when the report was presented to the Council he moved a number of amendments of which no mention had been made in the select committee and of which notice had been given so late that there had not been time to obtain the sanction of the Governor General. The other example is that of the Consolidation of Holdings Bill, to which amendments were tabled by a member of the committee who had attended its meetings and signed its report without dissent.

Another example of a Bill in select committee is interesting as although it exhibits little or no departure from convention, it illustrates the extent to

which opinions change within the Council. In 1922, when the Municipalities Act was enacted, the English practice of selection of aldermen to a municipal committee was accepted without question by the Council. In March 1927, Bill No. VII of 1927, which proposed to expand the field of selection to all municipal residents, was introduced by a non-official member. In the select committee to which the Bill was referred, a member proposed as an amendment, that selection should be entirely abolished; and when this was ruled out of order he did not record a minute of dissent, but introduced a Bill embodying his proposal, and moved that it should be referred to a select committee. In the Council, although one section supported him, others were not wanting to denounce this departure from established principles, and the demand for reference to select committee was eventually rejected.

PART V.—THE RELATIONS OF THE LEGISLATURE WITH THE EXECUTIVE.

100. The duration of Council sessions is fixed by the Governor before the session commences, and alterations of the dates during the session have occurred rarely. In 1922, when the discussion on the Nagpur University Bill was postponed, the Council was prorogued, as the members did not appear anxious to take up the remaining non-official business, namely, resolutions, which were fixed for the remaining days of the session. Again, in March 1926, when the Swaraj party walked out of the House and took no further part in the debate on the Budget, the Council was prorogued immediately on the conclusion of the official business. In March 1927, an extra day was added at the end of the session as members claimed a *dies non* on the day before Holi which fell in the session. This is the only occasion on which a session has been extended. On two occasions requests for extra days for the discussion of certain non-official business have been made but neither was granted.

101. No occasion has arisen for the exercise by the Governor of the powers of certifying legislation under section 72-E of the Government of India Act, of withholding assent to legislation under section 81, or of returning a Bill for reconsideration or reserving it for the consideration of the Governor General under section 81-A.

102. The previous sanction of the Governor General has never been refused to a Government Bill. Inconvenience occasionally results from the necessity of obtaining sanction to amendments proposed to such Bills. One example occurred in the proceedings on the Nagpur University Bill, numerous amendments of which were proposed to be moved by non-official members, and proceedings had to be postponed for some time to enable the proposed amendments to be submitted to the Governor General for sanction. A more recent instance occurred in the passage of the Central Provinces Borstal Bill. Notice of amendments was given at a stage which precluded the possibility of a reference to the Government of India in time to proceed with the discussion of the Bill during that session. The local Government has no power to decide that an amendment is unobjectionable, even if it clearly conforms to principles already accepted, nor can it in any circumstances assume the sanction of the Governor General.

103. In the case of non-official Bills the Governor General's previous sanction was accorded to seven and refused to six. In the case of five Bills the local Government recommended that sanction should be

refused and the reasons are given below. To one Bill the Governor General refused sanction against the recommendation of the local Government.

<i>Bills.</i>	<i>Reasons.</i>
Mr. R. A. Kanitkar's Bill to impose limits on the age of marriage; and Mr. M. P. Kolhe's Hindu Child Marriage Bill. Dr. Moonje's Students' Drilling and Musketry Training Bill.	The subject was one which should be reserved for all-India legislation. The Bill was of an impracticable nature and it was unsuitable that an individual province should embark on a military policy of its own.
Mr. E. Raghavendra Rao's Central Provinces Legislative Council (Witnesses) Bill.	It had wider application than the Bengal and Bombay Acts on the subject, and aimed at standardization of the antiquated mode of trial by impeachment.
Mr. M. K. Siddiqui's Bill to amend the Interest Act XXXII of 1839.	The local Government recommended sanction. The Government of India refused without stating any reason.
Mr. T. J. Kedar's Prevention of Hindu-Muslim Disputes Bill.	The Bill raised questions affecting communities and of more than local importance.

Altogether 29 Bills have become Acts after receiving the assent of the Governor General; two of these were non-official Bills.

PART VI.—THE INFLUENCE OF THE LEGISLATURE.

104. **Interpellations—Procedure.**—As soon as a notice of a question is received, it is submitted to the President with a note by the Secretary on its admissibility. If the question is admitted a copy with a spare copy is sent to the Secretary of the department concerned for an answer to be prepared.

Formal corrections are made either by the President or the Secretary, but if, owing to the disallowance of a part of the question as not being in accordance with a Rule or Standing Order, the remainder of the question is rendered unintelligible, it is returned to the member for correction and re-submission. In all cases copies of questions with final orders are sent to the members concerned.

No instances have occurred of the Government moving for disallowance of a question. If Government considers it to be contrary to public policy to give an answer a reply is made to that effect. All admitted questions have been answered with the exception of 16 questions at the close of the March session of 1927, the answers to which were sent privately to the members making the questions.

105. **Starring or other procedure for questions and supplementary questions.**—Questions which the President considers to be of public importance are starred. Such questions and answers are put and answered in full. The starring of questions has nothing to do, as in some Councils, with the asking of supplementary questions. The procedure in respect of questions and supplementary questions is that copies of questions and proposed answers are made available to members the day before the questions are to be asked. In Council one hour is allotted to questions. The President reads out the number only of each question in serial order, omitting that for which the member responsible is absent. If no member rises to ask a supplementary question the question is taken as answered by the printed answer already supplied. Occasionally supplementary questions have been put by official members in order to bring out a point on which some obscurity has remained or a false impression has been created as a result of the answer given to supplementary questions put by non-official members.

106. A statement is included as Appendix VI showing the number of questions disallowed annually with an analysis of the reasons for disallowance. No occasion has arisen for the disallowance of a question under

Council Rule 8 (2). The principal grounds on which questions are disallowed are that they do not come within the sphere of the Legislative Council in that they relate to matters which are not primarily the concern of the local Government or which are not of public interest or concern. It will, however, be observed that the number disallowed for containing defamatory statements is disproportionately high. This ground enters largely also into partial disallowance. The percentage of disallowance works out at 17.7 and 6.7 in the second and third Councils, respectively. Figures for the first Council are not available.

107. Questions on Central Subjects.—Questions concerning Central subjects but asking for information on matters of local importance are admitted by the President. The department most affected is the department of Posts and Telegraphs. The department elects whether it will give a reply; and if it does so, the reply is given on the responsibility of the department and not of the local Government.

108. The number questions answered in each year of the Council is as follows :—

—			Number of days on which questions were asked.	Number of questions for which answers were prepared.	Number of questions answered.	Number pending or lapsed at the close of session.
1921	...	...	30	1,915	1,915	...
1922	...	...	14	793	73	...
1923	...	...	15	740	740	...
1924	...	...	6	171	171	...
1925	...	...	12	781	781	...
1926	...	...	7	515	370	4
1927	...	...	22	1,424	1,275	336
1928 (up to March)	...	...	13	793	438	...

The burst of vigour in 1921 is remarkable in a new Council possessed neither of traditions nor organized relations with constituencies. The present Council was, at the outset, extremely prolific of questions, and for the first time in the history of the Council questions remained over for want of time at the close of the session of March 1927. A large proportion of the questions asked are of extremely limited local interest and in January 1928 the Governor in his address to the Council pointed out the desirability of members, in their own interest, exercising moderation in this respect. The preparation of answers throws a considerable burden on the administration and the inclusion of matters of purely parochial and ephemeral interest interferes with the more important business of the Council and unnecessarily cumbers the printed proceedings.

109. A close analysis of the questions asked shows that attention is periodically directed to different departments of the administration and an intense musketry fire of questions is often a prelude to salvoes of heavy artillery in the budget debate. An unvarying feature of every session is the number of questions regarding the services. Grievances of individuals on the smallest detail of salary or allowance, transfer or appointment secured ventilation in this manner. The underlying motive for this class of question is patronage rather than the desire for information, but the effect on transferred as well as reserved departments has so far been negligible. Many of these questions are tinged with communal jealousy, more especially in recent sessions since Hindu-Muslim tension became acute.

110. In the first Council the proportion of questions asked solely for the purpose of obtaining information was large. With increasing experience this class of question has steadily diminished and has now almost entirely

disappeared, and questions are used as a medium for criticising the policy or administration of Government, and particularly for airing local grievances. So much is this so that not infrequently a member will ask for information on a matter of which he himself, in the capacity of a member of a local body or even an advocate engaged in a suit against Government, has as much or more intimate knowledge than is possessed by Government.

111. The effect of questions on Government is not easily stated. Complaints with regard to details of administration rarely result in any action as such action would amount to interference with local officers, which would only be justified in extreme cases. On the other hand the cumulative effect of a number of questions all bearing upon a particular administrative matter, such as the appointment of honorary magistrates, impels Government to review its whole policy. The administration of the Arms Act may be cited as another instance in which, largely as a result of the number of questions asked with regard to individual cases, Government revised its instructions and brought them more into line with the non-official view. The indirect effect of questions upon Government is still greater. Executive officers in every department are continuously faced with the necessity of giving chapter and verse for every action. The result may be summed up as a more orderly disposal of business, and a better appreciation of the non-official view achieved with some sacrifice of initiative.

According to present practice the reply proposed to be given to every question is prepared in the Secretariat, and is approved firstly by the Member or Minister in charge of the subject to which it refers, and finally by His Excellency the Governor. It follows that questions bring the whole Government into much closer touch with all branches of the administration and draw its attention to matters which, in pre-Reform days, would not have reached the ears of even the head of the department.

112. Resolutions.—The tabular statement included as Appendix VII contains a complete account of all resolutions moved since the inception of the Council. At first Government used to publish *communiqués* showing what action had been taken by it on each resolution, but this practice was abandoned in 1925. It was found that these *communiqués*, issued shortly after the resolutions had been dealt with by the Council, did not, and could not, present a complete picture of their effect upon the policy of Government. Occasionally resolutions have precise and clearly-defined objects, such as the appointment of an *ad hoc* committee, and Government can either accept or reject the recommendation made. More often they are of a general character and wide scope, and it is impossible either that they should exercise their full influence on Government directly and immediately, or that Government should be able at once to define its policy thereto. Sometimes they are loosely worded and can be, and are intended to be, carried out only in spirit and not literally. Sometimes also, as in the case of the resolution for the abolition of Mahar "baluta", it is only the cumulative weight of several resolutions and budget cuts that finally impels Government to adopt a radical change of policy.

113. A summary of the resolutions dealt with by each Council is given below :—

		Number of resolution—				Total.
		withdrawn.	lost.	Passed		
				without division.	after division	
First Council (1921—23)	...	122	62	41	21	246*
Second Council (1924—26)	...	11	2	11	12	36
Third Council (1927-28)	...	5	3	9	13	30

*Excludes two which were adjourned and never decided.

The principal causes of the enormous number of resolutions tabled in the first Council were the inexperience of members and the lack of combination, or of some organization for sifting out and distributing material, owing to the non-existence of parties. Many were little more than questions to elicit information or a statement of policy, and were withdrawn after the briefest discussion or explanation by Government. In the second Council the number was abnormally small as the Swarajist policy of obstruction prevailed and business was reduced to a minimum. The questions raised were also in the average more important and far-reaching, and evoked more lengthy discussion.

114. Since 1924 three resolutions only have been disallowed by the Governor under Legislative Council Rule 22. All were on the same subject and were disallowed on the ground that they related to matters not primarily the concern of the local Government. Two asked for full responsible Government and one for a committee to enquire into the working of dyarchy. On the other hand, several resolutions which could have been disallowed were allowed. As instances may be cited three resolutions relating to the Nagpur University, one dealing with factory legislation, and one asking for removal of the prohibition against an individual residing in Mexico from entering India.

115. In addition to many resolutions of purely local interest—of which the most recent example is the resolution regarding the forest rates for grass in the Morsi Circle (serial number III-25), an area of a few square miles only in one of the Berar districts—there are no less than 49 resolutions which raise questions in which either the Central Provinces or Berar alone is concerned. Members from the part of the province which is not affected usually abstain from the discussion but not from voting.

116. The desire to extend the influence of the Council in the executive sphere is a marked feature. Thus, there are resolutions recommending the appointment of permanent committees—

- (1) to advise on the appointment of honorary magistrates,
- (2) to advise district officers,
- (3) to settle disputes over land in the village-site,
- (4) to estimate the outturn of crops for the purpose of famine relief.

Ad hoc committees, especially for enquiry into alleged grievances, are still more popular. Important committees which have been constituted in response to resolutions are:—

The Retrenchment Committee.

The Sim Committee for the allocation of Berar revenues.

The Irrigation Committee.

The Depressed Classes Committee.

On the other hand Government has always refused to comply with demands for the appointment of committees to enquire into allegations of personal maladministration such as the ill-treatment of political prisoners, or the administration of district officers.

117. Communal matters had little notice in resolutions during the first two Councils. At the outset in March 1921 two resolutions for enquiry into the condition of the depressed classes were moved by members of those classes and resulted in the appointment of a committee. Resolution for the appointment of members of local bodies and honorary magistrates from the depressed classes also commanded the sympathy of the Council. A resolution that depressed classes should be allowed the use of public wells was lost in November 1921 but a still wider resolution was passed in August 1923. A similar change of attitude occurred in 1924 when a resolution for the preferential admission of members of the depressed classes into the Patwardhan High School, Nagpur, which had been lost in 1922, was passed by an overwhelming majority in March 1924. Summarizing the result of the resolutions it may be said that the Council recognized the problem of the depressed classes and was sympathetic to their claims, although the representatives of these classes in the Council complained that only lip service was given to the principles embodied in the resolutions

adopted. The complaint is in some measure due to the fact that opinion within the Council is considerably in advance of public opinion outside.

Resolutions dealing with Hindu-Muslim disputes were rare. One resolution for the prohibition of the slaughter of cows and buffaloes in the first Council was withdrawn. Recently the strained relations between the two communities introduced some warmth into the discussion of a resolution moved by a Hindu member in January 1928 for the remission of the sentences of the prisoners in the Arvi riot case, who were Hindus, and the question was decided by the Hindu majority in the Council.

118. On political and constitutional matters the attitude of the Council has been moderate. During the first $2\frac{1}{2}$ years of its life the Council passed one resolution only for the more considerate treatment of political prisoners. In August 1923 the Nagpur flag agitation produced four resolutions, of which three demanding cancellation of the prohibitory order issued by the District Magistrate, withdrawal of pending prosecutions and unconditional release of prisoners were passed, whilst the demand for appointment of a committee to enquire into allegations of ill-treatment of prisoners was lost. The demands were not unnatural seeing that the agitation was carried on just outside the very doors of the Council Hall, and no less than 1,600 prisoners were admitted to the provincial jails as a result of this agitation.

In the last two Councils only two resolutions, directly political in aim, have been discussed by the Council. The first, approving of the boycott of British goods, was adopted by a big majority in March 1924. The second was the resolution expressing want of confidence in the Statutory Commission which was carried without a division in January 1928. For the last four years neither local nor external political agitation has aroused sufficient feeling to demand discussion by means of a resolution within the Council.

119. Resolutions professing a desire for retrenchment have been numerous and have nearly always taken the form of a demand for the abolition or amalgamation of superior posts in Government service. Amongst posts sought to be abolished are—Commissioners of Divisions, Assistant Inspectors of Schools, Commissioner of Excise, Superintending Engineers and the Chief Conservator of Forests. These resolutions reflect a general feeling, frequently expressed in budget discussions also, that the administration is top-heavy and that expenditure on higher supervision is a waste of public money. The demand for abolition of posts went hand-in-hand with the demand for Indianization, another method for cheapening the administration. The widest resolution of this nature called for the cessation of all recruitment in the British Isles whilst others were limited to the Indianization of specific posts. Pressure has also been brought to increase promotion from the lower to the superior services—another phase of the belief that the higher posts do not demand special qualifications or ability.

120. **Motions for Adjournment.**—Three motions for adjournment have been disallowed by the President of the Council under Legislative Council Rule 11. They were:—

1. R. B. R. V. Mahajani's motion in March 1923 to discuss Government's non-compliance with the Council's recommendation for appointment of an Indian Secretary.
2. Mr. N. Y. Deotale's motion in March 1927 to discuss famine conditions prevailing in the Nagpur Division and Government's indifference towards it.
3. Mr. K. P. Pande's motion in March 1928 to discuss the serious economic situation arising in the north of the province on account of the failure of the crops.

No motions for adjournment have been disallowed by the Governor under Legislative Council Rule 22 (2).

121. Four motions for adjournment have been allowed to be brought and discussed in the Council. They were:—

1. Mr. M. R. Dixit's motion in November 1922 to discuss the extreme desirability of taking steps to carry out the unanimous recommendations of the Retrenchment Committee so far as lies within the jurisdiction of the local Government.

2. Mr. Ravi Shanker Shukla's motion in March 1924 to discuss the failure of the Government to answer satisfactorily the interpellations of Choudhary Daulatsingh in regard to the alleged dispersal of the kisan and malguzar sabha at Burman in Narsinghpur district by the orders of Mr. Abdus Sattar, Extra-Assistant Commissioner, Narsinghpur.
3. Dr. B. S. Moonje's motion in March 1925 record the opinion of the House that the report of the Reforms Enquiry Committee is inadequate, disappointing and retrograde.
4. Mr. B. G. Khaparde's motion in March 1927 to discuss the failure of the Bengal-Nagpur Railway Company to maintain an efficient passenger and goods traffic within this province and the consequent great inconvenience and risk caused to the public.

122. The first of these four motions was of an unusual nature as it involved no hostile criticism of Government and merely sought to recommend to Government that there should be no delay on their part in implementing the recommendations of the Retrenchment Committee. In fact the motion did not fall within the category of a matter of urgent public importance, and the procedure was employed merely as a device to secure priority for the discussion of a resolution without recourse to the ballot. The motion was discussed amicably until 6-20 p.m. and the Council then adjourned without any formal motion being put.

The second motion to discuss an incident in the administration of the Narsinghpur district was also handled in an unusual manner. Towards the end of the debate a member sought to put a substantive resolution condemning the action of Government in respect of the incident. The President ruled in effect that the only matter before the House was the adjournment, and that no other motion could be made. On the conclusion of the debate by the Government Member the President ruled that nothing further could be said. An attempt was made to press the proposed resolution and no alternative was offered. The President thereupon adjourned the Council without putting any motion to the House.

The third motion expressing disapproval of the majority report of the Reforms Enquiry Committee was supported by all sections of opinion in the Council except the Muhammadans. Non-officials held the floor except for the space of one minute during which the Leader of the House explained that Government was not in a position to discuss the report both because members of Government had not had time to study it, and because it would be improper to express views in the Council on a matter the decision of which rested with superior authority. The closure of the debate was moved and carried shortly before 6 p.m., and the motion was carried without a division.

The fourth motion which arose out of a railway strike at Kharagpur in another province was withdrawn by the mover after discussion on an explanation by the Government Member that Railways is a central subject and that the seat of the trouble lay outside the jurisdiction of the provincial Government.

123. The net result is that only one motion for adjournment has been carried against Government and that on a matter with which the local Government was not primarily concerned. In fact, the procedure has been little understood and the implications of such motions have not been realized. Many resolutions have been discussed at much greater length and with far more heat than these motions for adjournment.

124. Standing Orders.—The Standing Orders of the Legislative Council have been altered on four occasions by the Council under section 72-D (6) of the Government of India Act in 1921, 1923, 1925 and 1928.

One alteration only has been the result of an amendment of the Legislative Council rules. This was Standing Order 73. In 1925 this Standing Order was altered by the Council so as to permit of a formal address to the

Governor being moved and carried in the Council. The amendment of the Legislative Council Rule 24-A followed and rendered a greater part of this Standing Order unnecessary. With this exception all alterations of the Standing Orders have been voluntary.

125. A complete statement of the alterations made from time to time is included as Appendix VIII. The alterations have, in general, improved the procedure of the Council. For instance, the alterations to Standing Orders 26 and 28, which now rule out discussions on a point of order or a motion for leave to withdraw, give power to the President, the want of which had, on several occasions in the past, hampered the business of the Council. On the other hand, the alteration of Standing Order 35 retards the disposal of non-official Bills, which cannot now be taken into consideration or referred to a select committee immediately after introduction.

126. The tendency of alterations made to the Standing Orders has been to curtail or even infringe the rights of the executive Government. Thus Order 14 (2) requires the executive to furnish answers to questions one clear day before the question is actually put on the floor of the House. This alteration was agreed to by Government in 1921 before the effect which it would have, and its illegality, were realized, and subsequent attempts to secure the approval of the Council to its deletion have been unsuccessful. Equally *ultra vires* as being in conflict with Legislative Council Rule 25 is the alteration to Order 69 which requires that the budget shall be posted to members 14 days before the demands for grants are discussed. Again Order 29 (3) revokes the established privileges of Government to conclude debates.

127. One alteration did not receive the assent of the Governor under section 72-D (6) of the Government of India Act. This is the proviso to Order 5 (1). The acceptance of this amendment would have permitted the President to charge the order of Government business at the instance of non-official members and thus have seriously infringed the prerogative of the executive government.

128. The power of the Council to impose drastic limitations on the powers of the executive is limited in two ways. The Governor may refuse assent or the Governor General in Council may amend the Legislative Council rules so as to make a standing order repugnant to the Rules and, therefore, under section 72-D of the Government of India Act, void. These safeguards are adequate to deal with obvious irregularities, but there is no power corresponding to the power of the Governor in the sphere of legislation to refuse assent, which would enable the Governor to remove, except with the consent of the Council, an objectionable order which has once been included. Thus, Order 69 although *ultra vires* still stands.

129. Influence of Legislature on Committees.—The influence of the Legislative Council on committees, statutory and non-statutory, in which its members take part, is described in more detail in the accounts of the working of the departments with which they are concerned. It will suffice here to draw a few general conclusions regarding the part which they play in forming connecting links between the Legislative and the executive. There are three statutory bodies to which the Legislative Council elects members. They are :—

The High School Education Board	... 3 members.
The University Court	... 5 members.
The Public Accounts Committee	... 6 members.

Of these, the two first named have had a marked effect. The knowledge gained by the members has, in the case of the High School Education Board particularly, led to a demand for a still more liberal association of non-officials in the administration of education. These two bodies have provided the Legislative Council with its first taste of executive authority and have

whetted its appetite for more. The Public Accounts Committee, on the other hand, has until recently attracted very little interest. One reason is that its criticism of expenditure only reaches the Legislative Council two years after the expenditure has been undertaken, when not only has interest therein naturally evaporated but the Council before which it comes may be the successor of the Council which originally dealt with the demand. Another reason was that the Public Accounts Committee was also constituted the Finance Committee by the local Government and its functions in the latter capacity tended to obscure, and detract from the realization of its functions as a Public Accounts Committee. This latter reason has now ceased to exist as the Finance Committee has been separately constituted; and interest in the work of the Public Accounts Committee has been stimulated by the efforts of the Auditor-General and the local Government.

130. The marked feature of the departmental advisory committees has been their failure hitherto to interpret the view of the Council whose representatives sit on them. Where the attitude of the Council has been clearly and emphatically defined, as for example over the questions of the enhancement of forest grazing rates, land revenue settlement policy, and the construction of residential buildings for officers, it has been echoed in committees. Otherwise the approval or the disapproval of a committee has offered no guarantee of approval or disapproval in the Council. Thus, whilst these committees may have had some value as media for familiarizing non-officials with the details of Government administration their primary function of advising Government of the non-official view has not been fulfilled. Indeed, in at least one instance, the non-official members of a committee have opposed in Council a project approved by the committee, whilst the occasions on which the Council has disapproved of expenditure approved both by the departmental and the Finance Committee are numerous. This result was, to a certain extent, inevitable in the first two Councils. In the first Council there were no parties whom the members appointed to committees could be said to represent. In the second Council the majority party did not pledge itself to the observance of conventions and at the outset did not seek representation on committees. But since August 1927 all the departmental committees have been reorganized, and on each there are six non-official members nominated on the advice of the President of the Council given after consultation with party leaders. This method of selection guarantees that members selected are willing to serve and that all parties secure representation. It is as yet too early to say what the result of this interesting experiment will be.

PART VII.—THE FINANCIAL AUTHORITY OF THE LEGISLATURE.

(1) THE PREPARATION OF THE BUDGET—INFLUENCE OF THE STANDING FINANCE COMMITTEE.

131. Under section 72-D (1) of the Government of India Act the estimated annual expenditure and revenue of the province is laid in the form of a statement before the Council in each year, and the proposals of the local Government for the appropriation of provincial revenues and other moneys in any year are submitted to the vote of the Council in the form of demands for grants.

132. The statement of estimated annual income and expenditure, hereinafter referred to as the budget, is prepared on information supplied by Heads of Departments and the Accountant General. Information is given separately of the sums required for (1) ordinary expenditure and (2) new expenditure. Both ordinary and new expenditure are scrutinized by the Finance Department in accordance with certain definite rules and after this is done the budget for the province is compiled.

133. There are altogether three stages of the budget. Under Devolution Rule 21 a local Government is at liberty to draw on its balances, provided that notice of the amount which it is proposed to draw during the ensuing financial year is given to the Governor General in Council before such date in each year as the Governor General in Council may by order fix. The Government of India have asked to be furnished by the 15th of December with an estimate of the probable addition to or withdrawal from the provincial balance anticipated for the coming year, together with the opening and closing balances, and have also decided that the 15th of January should be regarded as the date fixed by the Governor General in Council under Devolution Rule 21. In order to arrive at these balances, it is necessary to arrive at an estimate of revenue and expenditure under all heads. This entails a review of the estimates of the current and of the ensuing year in the light of as many months' actual expenditure as can be ascertained. When the estimates required by the Government of India on the 15th December are framed the actuals for only six months of the year are available. By the 15th January the actuals for seven months are known. As ten weeks of the financial year are still left, and it is possible during this period to obtain the actual receipts and expenditure for eight months under all heads, and of nine months under the more important revenue heads, which largely determine the financial position, the opportunity is taken to review the estimates once more on the basis of the very latest actuals available before the financial year ends in order to arrive at as accurate a budget as possible. This explains the circumstances in which the budget is thrice compiled before presentation to the Legislative Council.

134. The Standing Finance Committee is associated with the budget in the first and second stages, and in the final stage the budget is placed before the Council. In paragraph 233 of the report on Indian Constitutional Reforms it was recommended that to each department or group of departments there should be attached a Standing Committee elected by the Legislative Council from among its members. Up to the end of the financial year 1926-27, the Statutory Committee on Public Accounts was also appointed to act as a non-statutory Standing Committee for Finance. In this latter capacity it co-ordinates the proposals of the various Departmental Standing Committees by examining and advising upon all important schemes involving (a) expenditure which it is proposed to incur during the current year but for which no budget provision exists, and (b) new expenditure for which it is proposed to budget in the following year. It also advises on any possibility of retrenchment and on other matters referred to it, such as loans, and problems of taxation and fresh sources of revenue. Under rule 33 (2) of the Legislative Council Rules the Committee on Public Accounts consists of such number of members as the Governor may direct of whom not less than two-thirds shall be elected by the non-official members of the Council, the remaining members being nominated by the Governor. In this province the Committee consists of nine members of whom six are thus elected and three nominated. The three nominated members include the Finance Member and Financial Secretary and the third has usually been a non-official member of the Legislative Council. A new Committee is appointed each financial year. Since July 1927, the Standing Finance Committee has been completely separated from the Public Accounts Committee, and consists of nine members of whom three are nominated by the Governor from amongst members of the Legislative Council and six on the advice of the President of the Legislative Council from amongst the non-official members of that body. All the members are appointed for the lifetime of the Council and non-official members of the Committee on Public Accounts are excluded from membership of it. The three members nominated by His Excellency the Governor are the Finance Member, the Minister for Education and the Financial Secretary. When the new Standing Finance Committee was constituted the non-official members of the Committee on Public Accounts at the time resigned membership of that Committee and were nominated by Government on the advice of the President of the Legislative Council to the new Standing Finance Committee. The preference thus exhibited for membership of the Finance

Committee over the Public Accounts Committee shows that the non-official members of the Legislative Council at present attach greater importance to the power of influencing future expenditure than of criticising past expenditure. But it is only since July 1927 that the Public Accounts Committee can be said to have functioned properly and with more experience of its working the value of membership is likely to be better appreciated.

135. In the first and second stages the budget is compiled in the following form :—

Revenue and Receipts.

1. Major heads.
2. Budget (current year).
3. Revised estimate (current year).
4. Budget, ensuing year (proposed).
5. Totals.
6. Opening balance.

Expenditure and Disbursements.

1. Major heads.
2. Budget (current year).
3. Revised estimate (current year).
4. Budget, ensuing year (commitments).
5. New expenditure.
6. Totals.
7. Closing balance.

Attach to these statements are (i) lists giving detail of each item of new expenditure proposed to be included in the budget; (ii) a 'précis' explaining the necessity for each new item of expenditure proposed and giving information as to whether the proposal has been placed before the Departmental Standing Committee.

After Government has passed orders on, the second edition of the budget the figures are compiled in the form in which the budget is eventually presented to the Council.

The budget, as presented to the Council, is in four separate volumes containing information on the following points :—

Volume I.—Estimates of revenue and receipts and expenditure and disbursements, by detailed heads for all departments, except the Public Works Department, Buildings and Roads and Irrigation Branches.

Volume II.—(1) Explanation of estimates of revenue and receipts.

(2) Explanation of estimates of expenditure and disbursements.

(3) List of new expenditure.

(4) Statements showing distribution of provincial revenue under divisible heads between the Central Provinces and Berar.

(5) Statements of divisible expenditure.

Volume III.—Detailed estimates—Irrigation Department.

Volume IV.—Detailed estimates—Buildings and Roads Branch, Public Works Department.

These volumes are sent to members about the 19th February, the budget is generally presented to Council on the 2nd March, and the voting of demands commences about 6th March.

The budget for 1922-23 was the first to be placed before the Finance Committee, as the Committee was only constituted in May 1921. The Committee recommended large reductions in new expenditure owing to the unfavourable financial position which existed at the time, and after considering their recommendations Government pruned the budget still further.

The Sim Settlement described elsewhere largely affected the consideration by the Finance Committee of the new items to be provided for in the budget. Under this settlement Berar was entitled to 40 per cent of expenditure after satisfying the requirements of the province under certain heads classed as non-divisible expenditure. In the years 1923-24, 1924-25 and 1925-26, the share of divisible expenditure allocated to Berar fell short of this percentage, and the Finance Committee, while not objecting to new items of expenditure on their merits, pressed for expenditure under the divisible heads to be confined as far as possible to Berar. The Committee which dealt with the budgets of the last two of these three years was not representative as the majority party in the Council did not seek election to it. Thus while its criticism on the 1924-25 budget dealt mainly with the respective claims of Berar and the Central Provinces the Council made no distinction and threw out the whole budget. The effect in that year was a degree of economy greater than the Finance Committee even had contemplated as the Governor did not certify some of the new items of expenditure as essential. From the year 1926-27 onwards new items of expenditure have not been scrutinized mainly with a view to curtailing divisible expenditure in the Central Provinces as during the previous years, for the reason that in the meanwhile the provincial finances had improved and it was possible to work up to the prescribed percentage of allocation to Berar. In 1926-27 the Committee largely confined its recommendations to cutting down expenditure on land revenue settlements, and to objecting to expenditure on residential buildings for Government officers. It considered that expenditure on settlements should not be incurred till the Settlement Bill had been passed, and that buildings should be constructed on a scale to admit of an economic rent being realized from the Government servants occupying them. Here the Committee faithfully reflected non-official opinion in the Council. Government did not yield to the opinion of the Committee in regard to expenditure on settlements, but has held up a large programme of building. In dealing with the few new items of expenditure under buildings which were proposed, the Committee approved of the construction of buildings for Extra-Assistant Commissioners and a Subordinate Judge, and only rejected proposals for buildings for Divisional Forest Officers.

When the budget for 1927-28 came before the Finance Committee, it again considered that expenditure on settlement operations should be postponed until the Settlement Bill had been introduced into the Legislative Council, but as the budget did not include any provision for new residential buildings, this expenditure was not an object of attack.

Coming to 1928-29, the Committee did not disapprove of expenditure on revision settlement operations on the understanding that the provisions of the new Berar Land Revenue Bill and C. P. Settlement Bill would apply, but the provision made for buildings still attracted attention. The sum provided for forest buildings in the forest budget was largely reduced. It was suggested that as much as possible of the reduced sum should be spent on quarters for forest guards, and that expenditure on the construction of forest rest-houses should not be undertaken except in very urgent cases. The Committee agreed to bungalows being constructed for officers, provided they are financed from loans.

136. An analysis of the proceedings of the Finance Committee shows that whilst it has frequently advised a decrease in particular items of expenditure it has done so seldom as an expression of a fundamental difference of opinion, nor has its advice always been accepted. Alterations in the budget are sometimes necessitated at the last moment by considerations, such as a failure of crops, which arise after the budget has been finally criticised by the Committee. Moreover the scope for criticism is limited by the fact that practically all new expenditure has already passed the criticism of the departmental Standing Committees which are as representative of public opinion as the Finance Committee, and the decision regarding the comparative importance of expenditure in the various departments embodies the opinion of the Ministers who have an equally good or better claim to represent the popular view. Thus the trend of opinion in the

Finance Committee is likely in most cases to reproduce opinions already considered by the local Government. In the transferred departments the proposals placed before the Finance Committee are unlikely to evoke hostile criticism, whilst in the reserved departments if Government has already decided to put forward proposals which it knows to be unlikely to find favour, the additional weight thrown against them by the Finance Committee will not in many cases have the effect of causing their withdrawal.

(2) INTRODUCTION AND GENERAL DISCUSSION OF THE BUDGET.

137. The budget is presented to the Council by the Finance Member on the first day of the budget session which hitherto has always been held in the month of March. After the speech presenting the budget two to four days were usually allowed to intervene before the commencement of the general discussion of the budget and these were occupied by other business. Experience showed that this practice of introducing other business in the budget session tended to lengthen out the session and to weary members. In the current year, therefore, with the exception of the usual hour devoted to interpellations no other business, except the budget, was placed before the Council, and the general discussion commenced on the day following presentation. Two days are allotted for the general discussion, and since 1922 a time-limit of 15 minutes has generally been fixed for a speech.

138. The speech of the Finance Member in presenting the budget usually deals with the following subjects :—

(1) **Introductory.**—A general review of the main circumstances affecting the budget is given, together with an examination of the completed accounts of the previous year in comparison with the revised estimates of that year showing to what extent budget reductions had been falsified.

(2) **The budget for the ensuing year.**—In dealing with this mention is made of the proportion of divisible expenditure allocated between the Central Provinces and Berar, respectively, the main items of new expenditure, the allocation between reserved and transferred departments and between voted and non-voted expenditure, and the position of the Famine Insurance Fund.

139. The general discussion which follows is opened by the non-official members and official members usually take part later in the debate to explain matters affecting their departments to which attention has been drawn in the debate. More rarely, as in the discussion on the 1924-25 budget, when the discussion has ranged outside purely financial matters and embraced political or constitutional issues, official members have intervened in the debate in a more general manner and not merely to defend their particular departments.

140. It is unusual for speakers to confine themselves either to general aspects of the budget or to concentrate upon one or two issues only. A characteristic speech will cover all or nearly all of the many branches of Government's activities. The time-limit is often exceeded and the discussion is apt to suffer from diffuseness. Complaint is always made that the non-building or transferred departments are starved and as a natural corollary, expenditure on the reserved departments is excessive. For the latter, retrenchment is urged in every direction, but the catchword commonly used is that the administration is top-heavy and that expenditure on the higher services should be drastically reduced. Those services or posts in which Europeans are employed come in for the most severe castigation and the demand for Indianisation is accompanied by attacks upon any matter in which Europeans appear to obtain preferential treatment. Underlying all the criticism is the feeling that the Council has only limited powers. The transfer from voted to non-voted heads of expenditure is at once left as a diminution of the powers of the Council, and similarly objection is made to the partial reservation of transferred subjects such as

Education, Industries, and Public Works. The territorial cleavages that persist in the Council are also reflected in the discussion.

141. In the general discussion of the budget the relations of the local Government with the Government of India or with other local Governments have provoked remarkably little criticism. Resentment has occasionally been expressed at the large figure of irrigation debt with which the local Government was saddled at the time of the separation of provincial from Central finances. Even less frequently has mention been made of the provincial contribution, and that only recently when it has been partially or wholly remitted. The budget has never been used as a medium for the discussion of matters of imperial importance.

142. The influence exercised on Government policy by the general discussion of the budget cannot readily be traced. In 1927 the Finance Member made a list of 43 points raised in the discussion and referred them for consideration to the departments concerned, including the Finance Department. The majority of these criticisms were of so sweeping and general a character that an examination of them would have involved a review of the whole policy of Government without any detailed indication of the precise manner in which a change for the better could be effected. The examination did, however, prepare Government for a more thorough reply to similar criticisms advanced in the following year and on several points the Finance Member anticipated criticism by a careful exposition of the facts in his speech presenting the budget. In 1927 one non-official member expressed the opinion that the general discussion of the budget had very little value, and this opinion was not expressly repudiated by any other non-official member. Compared with the discussion on the demands for grants it certainly arouses less genuine interest, especially amongst the leading members of the Council who are sufficiently effective in debate to make their weight felt in any matter on which they speak. But the general discussion gives the less experienced speaker an opportunity of being heard, and the cumulative effect of a number of speeches, whilst negligible in respect of the budget under discussion, exercises some influence on Government in determining the allocation of funds in the ensuing year. In the present Council the general discussion has perhaps diminished in value owing to the evolution of the convention of token cuts. These enable the whole policy of a department to be discussed, and even, under the General Administration Department demand, the general policy of Government. As this convention becomes more firmly established the importance of the general discussion is likely to recede.

(3) DEMANDS FOR GRANTS.

143. A separate demand is made for almost all major heads. If a head of account includes separable expenditure on both reserved and transferred subjects, a separate demand is made for each.

The exceptions to this general principle are—

(1) 8—Forest.

8-A—Forest capital outlay charged to revenue.

(2) XIII—Irrigation working expenses.

15—Other revenue expenditure financed from ordinary revenues.

15 (1)—Other revenue expenditure financed from Famine Insurance grant.

16—Construction of irrigation works financed from Famine Insurance grant.

(3) Expenditure in England—All major heads.

(4) Refunds of revenue—All major heads.

144. In 1921-22 a single demand was presented for each major head of account, but from 1922-23 onwards the expenditure of the Irrigation Department was sub-divided into two separate demands. One demand has since then been presented for all irrigation works financed from ordinary revenues or from the Famine Insurance Fund, for interest on works for which capital accounts are kept and for working expenses and

refunds, and a separate demand for capital expenditure on irrigation works financed from loans.

Expenditure in England was at first included in the departmental demands, but from 1923-24 a separate demand has been made for all expenditure in England except for stores, expenditure on which continues to be included in the departmental demands. As an exception to the general principle that separate demands are made for reserved and transferred subjects, respectively, when such expenditure falls under the same head of account, one demand used to be made under "22—General Administration" although a portion of the expenditure, *viz.*, pay and travelling allowance of Ministers, is classed as transferred. Since 1924-25 separate demands are presented for reserved and transferred expenditure under "22—General Administration" the transferred expenditure including only the pay and travelling allowance of Ministers. No demand is made for establishment and contingencies as there are no separate establishments for Ministers, the clerical work being done by the Secretariat staff.

Prior to 1924-25 the demand for "Refunds" was included in the departmental demands, but with effect from 1924-25 a separate demand is made for all refunds.

Another change that has been made under the orders of the Secretary of State is the classification of special charges of a non-recurring character, which it is desirable to distinguish from the ordinary expenditure of the province, under a new major head "52—Extraordinary charges". Charges were recorded under this head for the first time in 1925-26 and a separate demand presented for them.

The expenditure on commuted value of pensions paid to pensioners which up to the year 1925-26 was classified under "45—Superannuation allowances and pensions" and included in that demand, was, under instructions from the Government of India, brought to account under a new major head "60-B—Payment of commuted value of pensions" in the capital section, with effect from 1926-27, and a separate demand made for it. From 1927-28 the commuted value of pensions paid to other Governments, which was being classified under 45—Superannuation and retired allowances" has been included under the same head as the commuted values paid to pensioners and one demand made for all commuted values whether paid to pensioners or to other Governments.

145. Order of demands.—The demands are generally discussed in serial order, but on two occasions—Demand No. 8—General Administration (Transferred) has been taken out of its order in order to ascertain the wishes of the House with regard to the formation of a Ministry. In 1925 this demand was taken up at the instance of Government immediately after Demand No. 1—Land Revenue, and in the following year it was taken up first at the instance of the majority party in the Council. In 1927 the same object was attained in another way by the presentation of a supplementary demand. The practice initiated elsewhere of deciding the order of demands, according to the desire of the various parties in the House has not yet been extended to this Council.

146. Time allowed and actually taken in voting for demands—Number of demands presented and number discussed.—The statement below shows the time allotted for the voting of demands, the time actually taken and the total number of demands presented and discussed :—

	Time allotted for voting of demands. (Days.)	Time actually taken. (Days)	Number of demands presented.	Number of demands discussed.
1921-22	5	5	37	37
1923-23	6	6	33	14
1923-24	7	7	34	24
1924-25	7	1	35	All refused without division.
1925-26	7	5	35	22
1926-27	7	1	38	38
1927-28	7	7	35	15
1928-29	7	7	36	17

In 1924 all the 35 demands were refused without a division and with little discussion with the exception of a sum of Rs. 2 which was voted for the salaries of Ministers. In 1926 all the demands were disposed of in one day, as the members of the Swaraj party after dealing with the first four demands walked out of the Council. The abnormal action of the majority party in those two years has obscured the tendency of the Council to discuss the budget at greater length as experience increases.

147. Time allowed for the discussion of each demand.—Not more than six hours are usually allowed for the discussion of each demand.

148. Statement showing for each year reserved and transferred amendments moved and carried.—A complete list of reductions tabled with results is included as Appendix IX. This statement shows that out of 1,388 cuts tabled 789 related to reserved departments and 599 to transferred. Of the total number tabled, 835 were not moved, 442 relating to reserved departments and 393 to transferred.

Appendix X shows in more comprehensible form the extent to which the total number of cuts moved were withdrawn, accepted, carried against Government or lost in both the reserved and transferred departments. An analysis of these statements shows that, excluding the years 1924-25 and 1926-27 which for the reasons stated above must be regarded as abnormal the cuts tabled in reserved departments numbered 614. Of these 100 were passed or 16 per cent. For the same period, the number of cuts tabled in transferred departments was 394, of which only 33 or 8 per cent were passed.

149. Again excluding the years 1924-25 and 1926-27 the demands presented to the Council for expenditure from 1921-22 to 1928-29 on the reserved side totalled Rs. 21,49,31,292. On this total demand Rs. 47,07,785 represents the reduction made by Council, and Rs. 31,38,425, the amount certified by His Excellency the Governor. The total demands presented to the Council for expenditure on transferred subjects during the same period was Rs. 11,58,60,864. On this amount Rs. 6,79,498 represents the reduction made by the Council of which only Rs. 800 was authorized by His Excellency the Governor. In the reserved departments the reduction made by the Council amounted to 2 per cent of the demand, the sum certified by His Excellency 66 per cent of the reduction and a little over 1 per cent of the total demand. In the transferred departments the reduction made by the Council formed 0.5 per cent of the total demand and the amount authorized is negligible.

150. Special points.—From an examination of the cuts tabled in the reserved departments the following points emerge as worthy of notice.

In the Land Revenue Demand, the Council frequently attacked the expenditure on settlement operations and the demand for reduction in expenditure was so insistent that excluding the years 1924-25 and 1926-27, there were no less than 26 occasions on which motions for reductions were carried against Government. These cuts were made less on financial grounds than in opposition to the land revenue policy of Government.

In 1921 the Council cut out the provision made for five Deputy Directors of Land Records. Government accepted a reduction in the number by three, but in the following year the Council again carried a motion for the abolition of the remaining two posts. Government on this occasion accepted a further reduction of one in the number of posts. In spite of this, however, in the following year a motion for a reduction in the one post which was left was again tabled, but the motion was not on this occasion pressed to a division.

Another item of expenditure which has frequently come under the axe is the pay of Superintendents and Assistant Superintendents of Land Records. On three occasions cuts have been pressed to a division, but on administrative grounds Government has not been able to meet the wishes of the Council. In the Forest Department cuts have been frequently tabled

under establishment and contingencies of the Chief Conservator of Forests (General Direction) in order to press on Government the non-official view that the post of Chief Conservator of Forests should be abolished. Cuts were also tabled in the provision made for the revision of the pay of the Provincial Forest Service and of Subordinate Forest establishments.

The provision for minor irrigation works provided for under "15—Miscellaneous—Irrigation expenditure" has repeatedly been attacked and in 1922 the total demand for irrigation expenditure charged to revenue was cut out by the Council. The items included under "General Administration—Reserved" are for expenditure connected with the Head of the Province, the Executive Council, the Legislative Council, the Secretariat staff, Commissioners of Divisions and Deputy Commissioners and their establishments. The most noticeable cut tabled from time to time is in connection with the establishments of Commissioners of Divisions. As in the case of the Chief Conservator of Forests this cut is being made from time to time to indicate that the non-official members consider that the posts of Commissioners should be abolished. Other individual posts which have been attacked are those of Publicity Officer, Personal Assistant to the Commissioner, Berar, Financial Assistant Secretary (now Under Secretary, Finance). Motions for reductions have also been tabled under such heads as "Staff and Household of His Excellency, Expenses from Contract Allowances—motor car charges—tour expenses, Discretionary Grant by His Excellency the Governor".

Under "Administration of Justice", the provision for Honorary Magistrates Courts has been most attacked. In the Police Department the cuts mainly had reference to the provision for the Criminal Investigation Department.

Under "Education (Reserved)", cuts have frequently been tabled in the provision for maintenance grants for European and Anglo-Indian orphans.

151. Of the total number of cuts passed in the transferred departments, 50 per cent relate to the provision under "Civil Works" and are mainly connected with items of expenditure on residential buildings. It is interesting to note that although 93 cuts were tabled in the Education Department, only four were passed and one of these related to the abolition of the post of Personal Assistant to the Director of Public Instruction. Motions were tabled in successive years with a view to cut out the provision for this post and eventually pressed to a division in 1927-28. Similarly, under "Medical", of the 30 cuts tabled only one was pressed to a division and that related to the provision for a Deputy Superintendentship of the Robertson Medical School, a post held by a Military Assistant Surgeon.

In regard to "Excise", of the 38 cuts tabled only two were actually passed. One of the two cuts passed related to the provision for the pay of a second Personal Assistant to the Excise Commissioner. It has been stated elsewhere that although the Council had cut out the provision for this post when a demand was presented to it in the March 1921 session of the Council, it agreed a few days later in the same session to pass a supplementary demand representing the pay of a post of Distillery Expert, the duties of which are substantially the same as those of the second Personal Assistant. Yet in almost every subsequent session of the Council motions were tabled for a reduction of the whole provision made for the pay of the Distillery Expert. In the other case a motion for the reduction by one in the number of posts of District Excise Officers was carried and given effect to by Government.

152. Some general conclusions may be drawn from the facts here presented. On the reserved side the bulk of the reductions have been substantial and have in the main been directed towards cheapening the administration and freeing larger sums for the subjects which are more susceptible to popular control. The chief methods advocated for cheapening the administration have been reduction of salaries and allowances, abolition of almost all posts intermediate between the heads of departments and the district executive officers, and abolition or combination of charges.

The first of these methods implies that existing salaries and allowances are excessive. Reduction can in the opinion of the Council be effected in several ways, by reducing the salaries, etc., of present incumbents, or by substituting a cheaper class of incumbents either by (a) Indianisation or (b) promotion from the lower services. The abolition of intermediate posts is but another aspect of the belief that it is only the man who actually does the work that matters, and supervision is unnecessary. This belief finds expression in dissatisfaction with the duplication of work which all supervision entails to a certain degree. As regards abolition of charges there have been repeated demands for the abolition of light districts, for amalgamation of such posts as Inspector-General of Hospitals and Inspector-General of Prisons, and for reduction in the number of posts in a particular department and distribution of work over the remaining posts.

153. Token cuts are not often made, and then usually against the total demand and not on a particular item of it. The cut is then used as a medium for discussion of general policy, and the discussion may range far beyond the matters to which the mover of the cut desires to draw attention. As a result the final vote on the cut may be influenced by a number of different considerations, on each of which, if taken separately, the vote might have resulted differently. The token cut is therefore less likely to be a true indication of the opinion of the Council than the total reduction of particular items.

154. In comparing the methods and conventions of the Council in respect of the budget with those prevailing in other countries it must be remembered that the Council is dealing with fixed heads of revenue and is not called upon to deal with a Finance Bill. The accuracy of the estimates of revenue might be impugned, but the basis on which they are framed is unalterable by the vote of the Legislature during the budget session. In practice the accuracy of revenue estimates is not questioned and the Council concerns itself merely with criticising their allocation over the heads of expenditure. Since the Reforms were introduced direct proposals for enhancement of revenue have been put forward once only in the shape of stamp and court-fees. Taxation can, therefore, only be criticized indirectly. The nearest approach to the exercise of a power of refusing ways and means is the reduction of the demand for land revenue settlements which are a direct means of enhancing the revenues, although not necessarily during the budget year. The Council can, therefore, obtain additional supplies for departments which it favours not by additional taxation but only by curtailing expenditure on other departments. Thus if the demand for economy in the reserved departments had no other basis, it would always commend itself as a means of providing for the transferred departments. It follows that as a general rule new expenditure in the transferred departments is passed if it satisfies the criterion of desirability, whilst in the reserved departments it must satisfy the criterion of necessity.

(4) EXERCISE OF POWERS OF CERTIFICATION.

155. A statement is included as Appendix XI showing for reserved departments for the period from 1921 to 1928 the heads under which cuts were made by the Council, and the sums certified by His Excellency the Governor under section 72-D (2), proviso (a), of the Government of India Act. From the statement it will be noticed that the power of certification was most used in the years 1924 and 1926. In the former year the Council refused on constitutional grounds to vote the budget for 1924-25, with the exception of a sum of Rs. 2 for the salaries of Ministers. Of the total demand Rs. 2,97,02,693 presented to the Council in that year, all but a sum of Rs. 1,21,777 was certified by His Excellency. In March 1926 the Council rejected again, without reference to the merits, the whole of the demands under No. 1—"5—Land Revenue (Reserved)", for Rs. 27,13,500 and No. 3—"7—Stamps (Reserved)", for Rs. 2,44,000. His Excellency certified the whole demand under "7—Stamps" and all but a sum of Rs. 19,404 under "5—Land Revenue". The above were the only two occasions when

His Excellency certified almost the whole of the original demands. The circumstances under which these and other cuts were certified are explained in the two certificates issued in 1921 and the resolutions which were issued after each budget session of the Council. Copies of these are included in Appendix XII.

156. Under section 72-D (2) (a) of the Government of India Act, the expenditure relating to a reserved subject can be certified by the Governor if the expenditure is essential to the discharge of his responsibility for the subject.

As observed elsewhere, an examination of the cuts made by the Council in the transferred departments shows that the Council repeatedly cut out the demands made for bungalows for officers, whether these officers are serving in reserved or transferred departments. Under item 6 (a), Schedule II, to the Devolution Rules, the construction and maintenance of provincial bungalows, other than residences of Governors of provinces used or intended for any purpose in connection with the administration of the province on behalf of the departments of government concerned, save in so far as the Governor may assign such work to the departments using or requiring such buildings, is a provincial transferred subject and included under the major head "41—Civil Works—Public Works Department—Transferred". The only two departments to which the Governor has assigned the construction and maintenance of their own buildings are Forest and Irrigation, and in the case of the former the power is restricted to buildings required for the use of the subordinate staff of the Forest Department. Hitherto all other buildings have been constructed and maintained by the Public Works Department on behalf of the departments of government concerned against provision made under "41—Civil Works—Transferred". The power conferred on the Governor with reference to expenditure on transferred subjects is more restricted than that conferred in regard to reserved subjects as section 72-D (2) (b) empowers the Governor to authorize, only in case of emergency, such expenditure as he may think necessary for the safety or tranquillity of the province or for the carrying on of any department. When, therefore, expenditure of the kind referred to has been cut out by the Council difficulty has been felt in restoring it.

157. In the transferred departments, the demands presented to the Council during the period from 1921 to 1928 amounted to Rs. 15,47,37,848, the reductions effected by the Legislative Council to Rs. 1,91,06,504, and the amounts authorized by His Excellency the Governor under section 72-D (2), proviso (b), of the Government of India Act to Rs. 1,70,98,512. The power of authorization of expenditure in the transferred departments has been used in three out of eight years only, as will be seen from the subjoined table :—

Year.	Total reductions in the trans- ferred departments.	Total amount authorized by His Excellency the Governor.
	Rs.	Rs.
1921-22	98,000	...
1922-23	2,74,524	... 800
1923-24	...	...
1924-25	1,65,49,708	1,53,19,742
1925-26	2,64,498	...
1926-27	18,77,298	17,77,970
1927-28	37,476	...
1928-29	5,000	...
Total	1,91,06,504	1,70,98,512

In 1924 the whole budget, and in 1926 the whole of the Excise demand were thrown out on political grounds by the Swarajist majority in the Council without detailed consideration on merits of any of the items going to make up the demands. In considering what amount should be authorized the Governor had no opportunity to discriminate in accordance with any expressed wish of the Council, and, therefore, excluded only items of new expenditure which were not in his opinion essential to the carrying on of the administration. The occasion for the authorization of the small sum of Rs. 800 in 1922-23 was of an entirely different kind. The sum of Rs. 2,74,524 reduced by the Council in 1922 included provision of Rs. 9,600 for salary of an Assistant Registrar, Co-operative Societies, at the rate of Rs. 800 per mensem. As the reduction was only made in March, the salary of this officer for the month of March, payable in the next budget year, had already been partly earned. Not only, therefore, could the expenditure for that month not be avoided, but acceptance of the cut would have given it an actual retrospective effect on the last month of the financial year preceding that in which it was intended that the post should be abolished. Thus the authorization of the expenditure was essential, and at the same time did not in any way traverse the decision of the Legislative Council.

(5) SUPPLEMENTARY DEMANDS.

158. The most common class of supplementary demand is that in which the amount of a grant voted in the budget is found to be insufficient for the purpose of the current year. This again may be sub-divided into—

- (1) cases in which the original demand although voted in full by the Legislative Council, is owing to unforeseen circumstances or the progress of expenditure, inadequate;
- (2) cases in which the supplementary demand is in effect a repetition, complete or partial, of a demand specifically reduced by the Council.

Rule 32 (1) (i) of the Legislative Council rules requires that a supplementary demand shall be presented to the Council in both these cases. During the period from 1921-22 to 1927-28, there were altogether 87 demands of the first type. Of these, 58 were in the reserved departments and 29 in the transferred. Six only were rejected by the Council, all relating to reserved departments. A demand for Rs. 65,000 for arrears of pay of officers of the Provincial Civil Service promoted to officiate as Deputy Commissioners was rejected on the ground that the all-India Services were already too highly paid and the Provincial Services sufficiently paid. In two cases additional appropriations asked for under "7—Stamps" and "45.—Superannuation Allowances and Pensions", respectively, were rejected as a protest against the continuance in office of Ministers after a vote of no confidence had been passed against them. The remaining three demands were rejected as a protest against the action of His Excellency the Governor in not convening a meeting of the Legislative Council for a year after the budget session of March 1924. Thus only one demand of this type was rejected on its merits. All six demands were certified by the Governor.

159. In 14 cases supplementary demands were made for expenditure on items, the provision for which had been specifically reduced by a vote of the Council, eight in the reserved departments and six in the transferred. Only one of these was rejected by the Council and that was for expenditure on settlement operations, against which the Council has repeatedly set its face. The demand was certified by the Governor.

160. Another class of supplementary demand is that which is presented when additional funds become available during the course of the year. After the budgets for 1925-26 and 1927-28 had been passed by the Council, the local Government received remissions of the provincial contribution to the extent of Rs. 9 lakhs and Rs. 22 lakhs, respectively. In the former year a programme of expenditure working up to an eventual commitment of Rs. 9,59,000 was prepared after taking the opinion of the House

by means of a resolution, and supplementary demands aggregating Rs. 4,71,500 for expenditure during the year were presented and passed. In 1927-28 a second windfall came in the shape of suspension of the annual assignment to the Famine Insurance Fund. Supplementary demands aggregating Rs. 15,39,500 were presented at the August 1927 session of the Council and passed. Of the total sum of over Rs. 20 lakhs thus passed in the two years, 16 per cent only went to the reserved departments.

161. Demands have also been made in cases in which, owing to a change in classification during the currency of a year, expenditure is being recorded under a head other than that for which provision was originally made in the budget. Such demands have been generally passed in full.

162. An unusual demand was brought during the first budget session of the Council in March 1921. On the 17th of that month the Council cut out the demand on account of the second Personal Assistant to the Excise Commissioner, who was at the time discharging the functions of a Distillery Expert. On the 21st the Council reconsidered its decision and passed a supplementary demand providing for a post of Distillery Expert.

(6) CLASSIFICATION OF EXPENDITURE UNDER SECTION 72-D (3) OF THE GOVERNMENT OF INDIA ACT.

163. Under section 72-D (3) of the Government of India Act, the following expenditure is non-voted :—

- (i) contributions payable by the local Government to the Governor General Council ;
- (ii) interest and sinking fund charges on loans ;
- (iii) expenditure by which the amount is prescribed by or under any law ; and
- (iv) salaries and pensions payable to or to the dependants of—
 - (a) persons appointed by or with the approval of His Majesty or by the Secretary of State in Council ;
 - (b) judges of the high court of the province ;
 - (c) the Advocate-General ;
 - (d) persons appointed before the first day of April, nineteen hundred and twenty-four, by the Governor General in Council or by a local Government to services or posts classified by rules under this Act as superior services or posts ; and
- (v) sums payable to any person who is or has been in the civil service of the Crown in India under any order of the Secretary of State in Council, of the Governor General in Council or of a Governor, made upon an appeal made to him in pursuance of rules made under this Act.

If any question arises whether any proposed appropriation of moneys, does or does not relate to the above heads of expenditure, the decision of the Governor shall be final.

164. Part (iv) of this section as it now appears was introduced by the Government of India (Civil Services) Act, 1925. This part as it originally stood read as follows :—

“Nothing in the foregoing sub-section shall require proposals to be submitted to the Council relating to the following heads of expenditure :—

- (iv) Salaries and pensions payable to or to the dependants of—
 - (a) persons appointed by or with the approval of His Majesty, or by the Secretary of State in Council.

165. In August 1922 His Excellency the Governor decided that the term “salaries” as used above shall be interpreted as including the following emoluments :—

- (a) any emoluments classed as pay under Fundamental Rule 9 (21) ;
- (b) any emoluments classed as leave salary under Fundamental Rule 9 (12) ; and

- (c) any emoluments drawn monthly by a Government servant classed as compensatory allowances under Fundamental Rule 9 (5) except travelling allowance as defined in Fundamental Rule 9 (32).

Under this decision the travelling allowance of officers appointed by or with the approval of His Majesty or by the Secretary of State in Council was declared a voted charge and this continued till 1926-27. By the amendment of 1925 referred to, the following sub-section was also inserted :—

“For the purposes of this sub-section, the expression ‘salaries and pensions’ includes remuneration, allowances, gratuities and contributions (whether by way of interest or otherwise) out of the revenues of India to any provident fund or family pension fund, and any other payments or emoluments payable to or on account of a person in respect of his office.”

The responsibility for the declaration that travelling allowance was a non-voted charge was thus transferred from the Governor to the Secretary of State.

166. In the budget for 1927-28, the travelling allowance of officers referred to in section 72-D (3) (iv) of the Act was for the first time, shown as a non-voted charge and a sum of Rs. 3½ lakhs included in the budget on that account. The change in classification from voted to non-voted did not pass unnoticed and one member of the Legislative Council declared that by the transfer the power of the House was being gradually and deliberately curtailed.

167. There are a few instances in which pay originally treated as voted has been transferred to non-voted. The pay of Mr. Frankau, Chief Inspector of Boilers, was all along treated as voted, but as a result of the Lee Commission recommendations the post, while held by Mr. Frankau, has been declared as superior by the Secretary of State and Mr. Frankau's pay is now treated as non-voted. The Secretary of State accepted the recommendation of the Lee Commission that officers who had been appointed in India to all-India Services, but whose pay was subject to the vote of the Legislature, as they had not been appointed by or with the approval of the Secretary of State, should be re-appointed by him from the date of their original appointment so as to give them the same measure of protection as those who were not appointed in India, and the pay of such officers, of whom there were two in the Forest Department and 17 in the Public Works Department of these provinces, was treated as non-voted with effect from 1925-26.

The pay of the elected President of the Central Provinces Legislative Council was classified as non-voted with effect from the year 1925-26, as his pay was determined by an Act of the Legislature.

Other instances in which there have been changes in classification are as follows :—

All expenditure relating to refunds used to be classified as voted, but with effect from the year 1924-25 such refunds as are regulated by rules framed under an Act of the Legislature are treated as non-voted, while other refunds are treated as voted. The interest charges on loans raised for irrigation and forest capital expenditure are recorded under “14—Interest on irrigation works for which capital accounts are kept” and 8-A.—Forest—Interest on capital outlay”. Under section 72-D (3) (ii) of the Government of India Act no vote need be submitted to the Council relating to interest charges on loans, and previous to 1925-26 such charges were treated as non-voted. From the year 1925-26 it was decided to treat these charges as voted as they form a portion of the normal expenditure of the Irrigation and Forest Departments. The Controller of Civil Accounts has, however, pointed out that all interest charges are non-votable under section 72-D (2) of the Government of India Act and such charges are being shown as non-votable with effect from the current year.

Although expenditure classed as non-voted is not presented for the vote of the Council discussion of it is not barred, and it has become an established practice not merely to criticize it generally during the general

discussion of the budget, but to express specific disapproval, where the opportunity presents itself, by reducing an item of voted expenditure with which the non-voted expenditure sought to be attacked is integrally connected. The most common way of doing this is by denying supplies for establishments and contingencies to the departments attacked. As observed elsewhere, a persistent demand has been made for abolition of many of the higher appointments such as Commissioners of Divisions and Chief Conservator of Forests whose salaries are non-voted and this demand is reinforced by refusal of expenditure for their establishments. Were it not for the power of certification, the position already anomalous would become impossible.

(7) ATTITUDE TOWARDS GOVERNMENT LOANS AND ADVANCES.

168. Under the financial settlement between the Central and Provincial Government the local Government was at the outset of the Reforms made responsible to the Central Government for—

- (1) the pre-Reform irrigation debt amounting to Rs. 3,71.61 lakhs (Devolution Rule 24).
- (2) the balance of the provincial loan account amounting to Rs. 92.41 lakhs (Devolution Rule 23).

The principal amount of the irrigation debt is not repayable, but interest is charged. The principal due on the provincial loan account which represents sums advanced by the local Government to agriculturists under the Agriculturists' Loans and Land Improvement Loans Acts and to local bodies under the Local Authorities' Loans Act, is repayable and is being repaid by annual instalments together with interest. The local Government has never made use of its power of raising loans, otherwise than from the Central Government, under rule 2 of the Local Government's Borrowing Rules. The sums for which the local Government is responsible to the Central Government bear different rates of interest, the rate applicable being separately determined prior to 1925 in each case. In 1925 the Provincial Loans Fund was established, all outstanding loans were included in it, and a fixed rate of interest subject to annual revision was made chargeable on all future loans. The only distinction drawn was that loans for productive purposes are made at this fixed rate and other loans at $\frac{1}{4}$ per cent above it.

169. The expenditure financed from the provincial loan account falls in two classes—

- (a) direct expenditure by the local Government for its own purposes ;
and
- (b) expenditure incurred in making advances to private individuals and local bodies.

Interest on the former has to be provided both immediately and ultimately from Government revenues whilst interest on the latter has to be provided immediately from Government revenues, but is expected to be recouped from the individuals and bodies to which the loans have been made by the local Government. In the first class is included expenditure on irrigation works, forest roads and tramways, and commutation of pensions. The second class includes expenditure on loans to agriculturists under the Agriculturists' Loans and Land Improvement Loans Acts, loans to forest villagers, loans to landholders and notabilities and loans to local bodies.

170. With regard to the first class, commutation of pensions is an actuarial transaction which imposes no additional liability upon Government but only alters the manner in which an existing liability is discharged, and it naturally arouses no interest in the Legislative Council. Loans for forest roads and tramways have been small in amount except for a sum of Rs. 18½ lakhs borrowed for the construction of one tramway. This amount was freely voted by the Legislative Council, but there have been indications subsequently, since the tramway was completed, that members are becoming interested in the question of whether the construction was a remunerative proposition. As it has only recently been completed, judgment is as yet withheld.

As regards irrigation, advances are taken annually in accordance with a programme of non-productive works which was drawn up to cover a period of 14 years dating from 1921. This programme was submitted to the Finance Committee and was also laid on the table of the Legislative Council. The programme could have been financed directly from the Famine Insurance grant as the works included in it are all protective in character, but the local Government decided in favour of financing them by advances from the Provincial Loans Fund in order to build up the reserve of the Famine Insurance Fund to the prescribed minimum as soon as possible and thus relieve the provincial revenues from the heavy burden of the annual contribution. The Legislative Council has not expressed any disapproval of this general policy but has repeatedly questioned the value of the expenditure on irrigation projects and as a result the whole programme of the department is now under review by an Irrigation Committee. It is not possible to anticipate exactly the conclusions of the Committee, but it appears probable that some revision of the 1921 programme will be recommended.

171. With regard to the second class of loans, those advanced to private individuals and bodies, no objection has ever been raised in the Legislative Council. In the 1927-28 budget a token cut of Re. 1 was passed against the demand for loans and advances, but as the demand was put to the vote after the guillotine had fallen, no discussion was allowed and it is impossible to say what criticism of the policy of Government the reduction implied. The financial effect of loans under this class upon the local Government is not a question which has ever concerned the Legislative Council. It is perhaps assumed that as Government advances at a higher rate than it pays itself for borrowing, provincial revenues do not suffer. Pressure has only been exercised in the direction of demanding expansion of loans to agriculturists, especially in times of scarcity. Government has always followed a liberal policy in this respect, but in 1927 a number of questions were asked regarding the sums allotted for distribution in the west of the province and a resolution was tabled, but not discussed, that further loans should be advanced in the Nagpur district. A similar resolution was tabled in January 1928 to the effect that a sum of Rs. 25 lakhs should be allotted in the budget for 1928-29 for loans in Berar. Government had already advanced an abnormally large amount to agriculturists in Berar in the previous year when scarcity conditions prevailed in some parts of the division. The demand now made for a further exceptional allotment did not appear to be warranted by any unusual conditions and the amount included in the budget demand was not increased.

172. Elsewhere it has been mentioned that the Council has resolutely set its face against the construction of residential buildings for Government officers from the provincial revenues. The principal reason for the opposition to such expenditure was that the rents recovered by Government on such buildings were not calculated on a commercial basis and the Council, therefore, considered the proposition financially unsound. Recently this feeling has taken a more definite shape and it has been suggested on more than one occasion that the construction of residential buildings should be financed from the loans account. The suggestion is at present under the consideration of Government.

(8) ATTITUDE TOWARDS GOVERNMENT PROPOSALS FOR EXPENDITURE.

173. It is only when the various demands are presented at budget time that there is any clear indication of the attitude of the Council towards expenditure. A separate statement has been compiled and is included as Appendix XIII which gives in detail the motions made to reduce items in the several grants. A reference to this statement shows that in the reserved field, expenditure in the Settlement Department, the Land Records Department, the Police Department and the Education Department (Reserved) generally formed the subject of attack from year to year, while, in the transferred field, the provision for residential buildings provided for under

"Civil Works—Transferred" which, as already noted, is in effect largely a provision for the reserved departments, was generally criticized. In considering the attitude of the first Council it must be remembered that the provincial revenues were seriously depleted at the outset of the Reforms by two famines or scarcities in close succession in 1918-19 and 1920-21, whilst as a result of the enormous rise in prices at the same time, Government demanded additional expenditure to a figure of about Rs. 75 lakhs for the revision of salaries and allowances. With these conditions the budgets dealt with by the first Council were largely deficit budgets, and provision for expansion of the transferred departments was of necessity negligible. The Council, therefore, exerted strong pressure to secure retrenchment. Expenditure for settlements and for residential buildings was consistently cut out, and attempts were made to reduce the strength and salaries of the superior services in almost every department. If the salaries of posts to which the Council objected, such as those of Chief Conservator of Forests and Commissioners of Divisions, were non-voted, cuts would be moved against their establishments. The same attitude towards superior posts and the superior services has characterized every Council in a greater or less degree. The attitude is based on a general disbelief in the necessity for highly-paid supervision.

The establishment and charges connected with Honorary Magistrates were also attacked as the Council desired a change in the system of appointing Honorary Magistrates.

The Swarajists in the second Council held similar views, although expressed in little detail as on two of the three occasions on which they dealt with a budget they did not discuss it on its merits but from a purely political standpoint.

The attitude of the present Council has differed little from that of its predecessors. Although Ministers were appointed the moment the new Council met in 1927 and commanded a clear majority in the Council cuts were none the less successfully carried in March 1927 in the demands on account of two transferred departments Education and Civil Works. In March 1928 the only reduction in the demand of a transferred department was of a sum of Rs. 5,000 under Excise on account of travelling allowances of district executive establishment. This cut was accepted by the Minister and as it did not convey any criticism of the excise policy of Government but only voiced a demand for economy, on which ground it was accepted by the Minister, it is true to say that whereas in March 1927 expenditure approved by the Ministers was disapproved by their party, by March 1928 the Ministers were able to carry their party with them.

174. A curious feature of budget criticism is the reduction of demands without discussion after the falling of the guillotine. Where the reduction is on account of a specific item of expenditure the reduction does of course indicate the disapproval of expenditure on that item. But when, as has happened on more than one occasion, a lump reduction has been made in the total of a demand, the conclusion to be drawn as to the opinion of the Council is not obvious. Thus in March 1922 a lump reduction of Rs. 2 lakhs was made in Demand No. 16.—Agriculture; and in March 1927 a lump reduction of one rupee in Demand No. 34.—Loans and Advances. As the vote was taken by show of hands there was not even an opportunity of exchanging unofficial confidences in the lobby.

175. Attitude towards Government proposals for taxation.—The measures taken to increase the provincial revenues from time to time have been—

- (1) enhancement of the motor vehicle registration and licence fees;
- (2) increase of fees for copying;
- (3) periodical increase of land revenue by resettlement; and
- (4) enhancement of court-fees and stamp duties.

Of these, the last named alone required legislation. The Council demanded that an attempt should be made to attain financial stability by economy and retrenchment before they would agree to additional taxation, and the Bills

to amend the Court Fees and Stamp Acts were only passed after the report of a Retrenchment Committee had been presented and the debate thereon in Council had convinced it of the necessity of additional taxation. The Acts were made valid for a period of three years only, and when they lapsed the state of the provincial finances had so improved that the local Government did not move for their extension. There has, therefore, been no occasion to test whether the attitude of the last two Councils towards direct taxation has in any way differed from that of the first Council which passed these Acts.

Of the three measures for enhancement of revenue that could be adopted by executive authority, the enhancement of the land revenue on resettlement alone is financially important. The Council has consistently denied supplies for carrying out settlements on two main grounds; one that settlement should not be undertaken until the principles thereof had been defined by legislation and the other that the agriculturist is already overburdened and there is no scope for further enhancement. The budget demand under I.—Land Revenue (Reserved) for settlements had been reduced wholesale, the heaviest reduction being in 1927-28 and amounting to over Rs. 9½ lakhs. The revenue that would have been sacrificed on settlements which have been undertaken in spite of the Council's opposition exceeds Rs. 15 lakhs, whilst, in deference to the wishes of the Council settlement has actually been postponed in two districts, one of which at least would have yielded additional revenue.

176. Budget equilibrium and reappropriation.—At the time of the general discussion of the budget, the members frequently refer to the fact that the budget is a deficit budget and press for retrenchment. At the instance of the Council a Retrenchment Committee was appointed and economies effected to the extent of Rs. 20 lakhs. Apart from this general retrenchment an idea of the individual proposals for reduction made at the time the budget demands are discussed can be obtained by a reference to the detailed statement of motions to reduce grants.

Reappropriations are not dealt with by the Council. The demand as voted by the Council or certified by the Governor cannot be increased except by a supplementary vote of the Council. But in dealing with the audit and appropriation accounts of the province, the Committee on Public Accounts is required under rule 34 of the Legislative Council Rules to bring to the notice of the Council—

- (1) every reappropriation from one grant to another grant;
- (2) every reappropriation within a grant which is not made in accordance with the rules regulating the functions of the Finance Department or which has the effect of increasing the expenditure on an item the provision for which has been specifically reduced by a vote of the Council.

There have been no instances of (1) in this province, nor have there been any reappropriations which constituted breaches of the rules regulating the functions of the Finance Department.

177. This Government has so far dealt with the appropriation accounts up to and including that for the year 1925-26. These accounts show that expenditure was actually incurred in excess of the grant voted by the Council under the following items :—

	1922-23.	Rs.
(i) 5.—Land Revenue (Reserved)—Salaries of Deputy Directors of Land Records	...	145
(ii) 22.—General Administration (Reserved)—Salaries of Extra-Assistant Commissioners	...	27,327
(iii) 41.—Civil Works (Reserved)—Establishments and Tools and Plant charges	...	1,440
(iv) XVI.—Interest—Refunds of revenue	...	343
	1925-26.	
(v) 22.—General Administration (Reserved)—Executive Council—Travelling Allowance	...	1,200

Except in the case of item (ii) in regard to which it was held by the Finance Department that no excess had actually occurred, all the items were brought to the notice of the Council under rule 34 (2) (ii) of the Legislative Council Rules and supplementary demands were also presented for items (iii) (iv) and (v). Demands were presented for items (iii) and (iv) as the sums involved excesses in the demand as voted by the Council. In the case of (v) a reappropriation of funds to meet the excess was sanctioned by the Finance Department during the course of the year, but as the sum did not involve an excess over the demand as voted by the Council, no steps were taken to present a supplementary demand to the Council. At the time the appropriation report came under review it was held that a supplementary demand was also necessary and such a demand was presented to, and passed by, the Council in the March 1928 session. The question whether a supplementary demand should be presented in such cases is under the consideration of Government. In no other case was a reappropriation of funds sanctioned by the Finance Department.

178. The Council has hitherto made no comment on the report of the Public Accounts Committee.

(9) CONTROL OF EXPENDITURE—STANDING FINANCE COMMITTEE.

179. The functions of the Standing Finance Committee are described elsewhere. Its functions in respect of examining and advising on schemes upon which it is proposed to incur expenditure during the currency of a year for which no specific budget provision exists, and on matters other than new item to be included in the budget, referred to it for opinion are dealt with here. Such cases normally are first examined in the department concerned, and if administratively approved, are then, under the standing orders, placed before the Departmental Standing Committee. Lastly, they are sent to the Finance Department for scrutiny. In practice, however, cases are frequently sent to the Finance Department for scrutiny before being sent to the Departmental Standing Committee. After scrutiny by the Finance Department all cases are placed before the Finance Committee except those in which the amount of expenditure involved is small, the expenditure is in itself not unusual and does not materially differ in character from items of expenditure already voted in the current year's budget. In all, 103 cases falling within this category have been placed before the Finance Committee since its institution. An examination of the list of these cases indicates that the Finance Committee has in most cases accepted the proposals placed before it without comment. But it has occasionally either approved a proposal subject to certain conditions or definitely rejected it.

180. Examples of a conditional approval are given below—

(1) The proposal to fill the post of Junior Deputy Registrar, Co-operative Societies, by the appointment of an Assistant Commissioner was placed before the Finance Committee on the 4th August 1923. The Committee advised that the Departmental Standing Committee should first deal with the case, and only approved of it when this had been done.

(2) The report of the Committee appointed by Government to make recommendations with regard to travelling allowance to Government officers on transfer was placed before the Finance Committee. The Committee approved the recommendations subject to alteration of the definition of the term "family" in the case of European officers and of the quantity of personal effects to be conveyed by goods train by second grade officers. Both recommendations were accepted by Government.

(3) A proposal to make a grant of Rs. 5,000 to the Friends Union Hospital, Itarsi, was approved on the understanding that the patients who attended the hospital were not compelled to attend religious services. The proposal was accepted by Government.

(4) A proposal to waive the recovery for a period of three years of the cost of the Chakbandi officer and his establishment employed in connection with the consolidation of holdings in the Chhattisgarh Division was placed

before the Committee. The Committee approved of the proposal, but recommended that the financial liability of Government in respect of the work to be done should be limited to a maximum of Rs. 50,000 and that after three years recovery should be effected of the cost of work. Government accepted the recommendations. It will be observed that in the third of these cases the Committee's advice went beyond purely financial considerations.

181. Examples of cases in which the Finance Committee definitely disapproved of proposals are given below :—

(1) In December 1922 a case was put before the Committee in which Government and the Departmental Standing Committee approved of a revised scale of pay for women teachers in the Subordinate Educational Service. The Finance Department first expressed the opinion that the increased scale should not be sanctioned on the ground that it would give women teachers a higher scale of pay than men and would give rise to discontent among the men teachers and a claim for higher pay; that even with the enhanced pay sufficient women teachers would not be available and that the financial position at the time was bad. The Finance Committee endorsed this view which was eventually accepted by Government.

(2) A proposal for a grant-in-aid to cover the Public Works Department percentage charges on the construction of a dispensary building, although administratively approved, was disapproved by the Finance Committee on the ground that the divisible expenditure in the Central Provinces was already in excess of the proportion fixed by the Sim Settlement. Government accepted the recommendation of the Committee.

(3) A proposal to continue for two years the staff sanctioned for revision of settlement in two Berar taluqs was disapproved by the Committee on the ground that the Settlement Bill had not been passed. The proposal was, however, sanctioned by Government.

(4) A proposal to construct quarters at Government expense for the Superintendent, District Jail, Amraoti, was not accepted by the Committee. It suggested instead that either a house-rent allowance should be granted to the Superintendent or a building taken on lease for him by Government. Government accepted the recommendation of the Committee.

(5) A proposal to make an additional grant to the Emergency Committee, Jalgaon, to meet the salaries of vernacular school teachers was not approved by the Committee, but it considered that a loan would be unobjectionable. Government accepted the recommendation of the Committee. Here again it will be observed that in one case the Committee did not confine itself to financial grounds; and this was the only case in which Government did not accept its recommendations.

182. The advice of the Finance Committee has also been sought on big schemes of expenditure. Examples of this are the proposals for the construction of a Science College at Nagpur which was placed before the Standing Committee in February 1925. This building is still under construction and according to the latest figures is estimated to cost Rs. 11 lakhs.

A programme of expenditure on the construction of capital works in the Irrigation Department over a period of fourteen years and estimated to cost Rs. 4.80 lakhs was placed before the Finance Committee at a meeting on the 5th February 1924 and was approved.

(10) PROPOSALS FOR RETRENCHMENT OR EXPENDITURE EMANATING FROM THE COUNCIL—EFFECT OF SECTION 80-C OF THE GOVERNMENT OF INDIA ACT.

183. Motions to reduce grants are dealt with separately in this Memorandum. The only other opportunities for proposals for retrenchment or expenditure are provided by resolutions or the general discussion of the budget. The two statements included as Appendices XIV and XV show resolutions moved in Council with the immediate object of (i) retrenchment of expenditure, and (ii) incurring additional expenditure.

184. The subject of retrenchment assumed great importance in the first years of the Reforms. In introducing the budget for 1922-23, the Finance Member pointed out that the normal financial position of the province then showed a large deficit. The Meston Settlement promised a net gain of Rs. 28 lakhs to the finances of the province, but additional expenditure of Rs. 1.78 lakhs on account of the cost of the reformed Government, and of Rs. 74.78 lakhs on account of revision of pay of establishment to meet the increased cost of living, left a deficit of about Rs. 48 lakhs. Even this did not represent the full extent of the deficit if the proposals of the Sim Committee as regards the financial settlement between the Central Provinces and Berar were to be accepted. For this purpose it would be necessary to find an additional Rs. 33.56 lakhs, making a total deficit of Rs. 82 lakhs. Moreover the policy of ultimate prohibition adopted by the local Government was bound to result in a progressive diminution of the excise revenue. This alarming situation could only be met by retrenchment or additional taxation or both. The Finance Member pointed out that Government had already effected considerable economies and was exploring all avenues of retrenchment, but warned the Council that "the savings which are possible are small in comparison with our deficit, and it will take time to realize them. If we were to embark on a policy of stagnation and to refuse money required for the maintenance or extension of communications, for providing buildings or other works indispensable to progress in the departments of Education, Medical, Agriculture, or Industries, and were to make up our minds to cease protecting the agricultural classes from the worst effects of the failure of the rains by constructing irrigation works, we could, no doubt, cut down our allotments for works and reduce our establishment of engineers accordingly, and I do not say that we may not eventually be driven to do this; but this would be a policy which the Government cannot contemplate and which, I believe, this Council would not endorse for a moment until every other reasonable means of securing equilibrium had been tried". The measures proposed by the local Government included the enhancement of court-fees, stamp duties, registration fees and a few miscellaneous fees, and were estimated to yield about Rs. 19.5 lakhs only in a normal year, a sum totally inadequate to balance normal revenue and expenditure. But it was hoped, that the yield on such enhanced duties and fees, together with such retrenchment as might be effected, might with the aid of abnormal receipts from the collection of suspended land revenue and taccavi advanced during the recent scarcity succeed in balancing the 1922-23 budget. Consideration of future measures would have to be left to a later date.

185. The discussion on the budget which followed clearly showed that non-officials were not convinced that Government had done all that was possible by way of retrenchment. In the general discussion, three non-officials definitely recommended the appointment of a Retrenchment Committee consisting of non-official members of Council. After the general discussion had been completed Government announced its decision to appoint a Retrenchment Committee of six non-official members of the Legislative Council and one Government official. The terms of reference were as follows :—

"To examine the recurring expenditure, including under this term the normal allotments for the Roads and Buildings and Irrigation Branches of the Public Works Department, and to recommend to Government such economies and retrenchments as they consider to be desirable."

It was stated that under these terms of reference the Committee would be able "to consider the salaries paid to all classes of Government servants and to make recommendations on that subject".

186. The report of the Committee was issued in October 1922. Before Government had had time to consider it, a motion for adjournment was moved in November 1922 in Council to discuss the desirability of giving immediate effect to the unanimous recommendations of the Retrenchment Committee. In the debate which followed, some members pressed

for the immediate introduction of those reductions which received the unanimous support of the Committee, others merely desired that members of Government and Heads of Departments should hasten examination of the conclusions of the Committee and that Government should make a declaration of its decisions without delay. Government issued a resolution on the report of the Committee in March 1923.

187. In introducing the budget for 1923-24, the Finance Member gave details of the extent to which Government had given or desired to give effect to the recommendations of the Committee. The economies effected by Government on its own initiative and those recommended by the Retrenchment Committee were estimated at Rs. 20½ lakhs per annum. After the general discussion of the budget a resolution was moved that 12 recommendations of the Retrenchment Committee's report should be adopted, but the resolution was only partly discussed for want of time, and not decided. As has been explained elsewhere, a succession of good harvests, combined with the measures taken to improve revenue on the one hand and economize expenditure on the other, resulted within a few years in the accumulation of large balances. This improvement in the provincial finances and consequent release of considerable sums for expenditure in the transferred departments resulted in a relaxation of the pressure for retrenchment.

188. Section 80-C of the Government of India Act bars any proposal for enhancement of expenditure within the Council. On the reserved side there is no pressure for enhancement except for the separation of executive from judicial functions for which the Council announced by means of a resolution its willingness that Rs. 9 lakhs should be appropriated. On the transferred side on the contrary there is continuous pressure for more funds, and specific resolutions have been passed approving of objects involving expenditure such as the establishment of a Public Health Institute. The Council has even gone to the length of making cuts in a demand to emphasize the desire for increased expenditure under it. These facts sufficiently indicate that the provisions of section 80-C alone stand in the way of the Council in the appropriation of funds for expenditure not provided in the budget. Incidentally it may be noted that no such restriction is placed upon the Finance Committee, and the wishes of the Council are thus sometimes achieved through the agency of non-official members on the Finance Committee. A noteworthy instance is the increase in the provision for improvement of water-supply in rural areas. In the second edition of the budget for 1927-28 the Finance Department included a provision of Rs. 20,000 under the head "33.—Public Health" for expenditure for the improvement of water-supply in rural areas. When the budget came before the Finance Committee, it suggested that larger grants should be provided for the purpose, both in the Central Provinces and Berar and recommended that the provision should be raised to Rs. 50,000. The recommendation was accepted and the allotment increased to this extent. Similar recommendations can, of course, be made by the other non-statutory Standing Committees attached to departments. Such, however, has not been the practice and the departure is interesting as the proposal had already passed through the departmental committee without any such suggestion for enhancement. There is nothing in the constitution of the Finance or other Standing Committees to restrict them from putting forward concrete proposals for enhancing expenditure, and as these committees represent all the principal parties in the Council, the unanimous recommendations of the non-official members would carry considerable weight.

(11) PUBLIC ACCOUNTS COMMITTEE.

189. Constitution.—Under rule 33 (3) of the Legislative Council Rules the Committee on Public Accounts consists of such number of members as the Governor may direct, of whom not less than two-thirds shall be elected by the non-official members of the Council, the remaining members being nominated by the Governor. In this Province the Committee consists of 9 members, of whom 6 are thus elected and 3 nominated. The three

nominated members include the Finance Member and Finance Secretary, and the third has usually been a non-official member of the Legislative Council.

The Committee is constituted for the purpose of dealing with the audit and appropriation accounts of the province and such other matters as the Finance Department may refer to it. In scrutinizing the accounts the Committee is required to satisfy itself that the money voted by the Council has been spent within the scope of the demand granted by the Council. It is also required to bring to the notice of the Council—

- (1) every appropriation from one grant to another ;
- (2) every reappropriation within a grant which is not made in accordance with the rules regulating the functions of the Finance Department, or which has the effect of increasing the expenditure on an item the provision for which has been specifically reduced by a vote of the Council ; and
- (3) all expenditure which the Finance Department has requested should be brought to the notice of the Council.

190. Audit and Appropriation Reports.—The audit and appropriation reports which form the basis of the scrutiny applied by the Committee are prepared annually by the Accountant General.

The Committee have so far dealt with the audit reports and the appropriation reports for 1921-22, 1922-23, 1923-24 and 1924-25, and the audit and appropriation accounts for 1925-26.

Procedure.—Both the audit report and the appropriation report are submitted by the Accountant General in the first instance to the Auditor General. The latter forwards them with his comments to the local Government. After they have been noted on in the Finance Department, copies of the report, comments and notes are supplied to members of the Public Accounts Committee. A date is then fixed for a meeting of the Committee to consider and discuss the report. At this meeting the Accountant General is invited to be present.

Audit and Appropriation Accounts.—The form of the report was changed with effect from 1925-26 as a result of recommendations made by the Auditor General. The most important alterations effected were the inclusion of special mention of reappropriations, the rearrangement of voted and non-voted expenditure so as to place them in juxtaposition under each head, and in general a greater wealth of detail. When the accounts of 1925-26 came up for examination in November 1927, the procedure of the Committee was made more formal with a view to emphasizing its powers and responsibilities. Formerly the explanatory notes prepared by the Finance Department had satisfied in advance objections which the Committee might have raised and in consequence they had not in practice examined heads of departments or recorded formal proceedings. But on this occasion as soon as the accounts and the Auditor General's comments thereon were received in the Finance Department, copies were sent to each member of the Committee, and at the same time to each Head of Department, but the notes prepared by the Finance Department were not, as in the past, circulated to members of the Committee. As a result of the spur thus given, the Committee spent three days in examining the reports and examined every Head of Department. Formal evidence was recorded and a report drafted. Government has issued a resolution on this report dealing seriatim with the various recommendations and observations contained in it. One matter which affects the Council in which Government has accepted the suggestion of the Committee is that in future a statement should be placed on the table of the House showing to what extent the original appropriations for non-voted expenditure have been modified from time to time by the Finance Department.

191. The fact that until recently the Public Accounts Committee was used as the Finance Committee has tended to obscure the importance of its functions in the former capacity. Now that the two bodies have been definitely separated and the influence of the Finance Department on the Public

Accounts Committee been relegated to the background, a marked improvement has already been seen and the Committee has at last developed a real sense of its powers.

In dealing with the appropriation report, cases were brought to notice in which expenditure had been incurred in excess of the sanctioned demand. Under rule 31 of the Legislative Council Rules, a demand for the excess has, in such circumstances, to be presented to the Council. During the years 1921-22 to 1925-26 there were altogether 19 such cases in reserved departments and 3 in the transferred and 1 demand for both reserved and transferred. On being satisfied that the excess was due to good cause in each case, the Committee on Public Accounts recommended that the excesses should be sanctioned. Supplementary demands were accordingly presented to the Council and all were passed.

The appropriation report also disclosed 4 cases in which excess expenditure had been incurred on items the provision for which had been specifically reduced by the Council. Under rule 34 (2) of the Legislative Council rules it is the duty of the Committee to bring such cases to the notice of the Council. In 3 of the 4 cases the excesses did not at the same time involve excesses over the total grant voted by the Council. With regard to 2 of the cases, no further action was considered necessary, but in the third case a supplementary demand was presented to and passed by the Council. In the 4th case which related to a reserved subject the excess also involved an excess expenditure of Rs. 1,440 over the total grant. On the recommendation of the Committee a supplementary demand was presented to the Council to cover the excess, but it was rejected by the Council without assigning any reason. The expenditure was then regularized by the exercise of the Governor's power of certification.

192. Under rule 32 (1) (ii) of the Legislative Council Rules, a supplementary demand is to be presented to Council when a need arises during the currency of a year for expenditure for which the vote of the Council is necessary, upon some new service not contemplated in the budget for that year. One infringement of this rule was brought to light in the audit and appropriation accounts for 1925-26. A supplementary demand for the excess was accordingly presented to the Council and passed by it.

(12) THE FINANCIAL SETTLEMENT BETWEEN THE CENTRAL PROVINCES AND BERAR. THE SIM COMMITTEE.

193. With reference to a resolution passed by the Legislative Council in March 1921, the local Government appointed a Committee to submit a scheme for a financial settlement between the Central Provinces and Berar, designed, while safeguarding the necessary requirements of a Single Government, to secure that a reasonable share of Berar revenues should be spent for the benefit of Berar. The Committee consisted of two officials and four non-officials. A brief summary is given of its recommendations :

- (i) In order to assess the contribution of the Central Provinces and Berar, respectively, to the joint revenues of the province, the only heads of revenue which can fairly be taken into account are Land Revenue, Excise, Stamps, Registration, Education, Agriculture, Civil Works, and the net receipts from Forests and Irrigation; of the total contributions under these heads in the years 1920-21 and 1921-22 the Central Provinces contributed three-fifths, and Berar two-fifths.
- (ii) Provincial expenditure may be divided into "central" and "divisible" expenditure. Central includes (a) expenditure on Land Revenue, Excise, Stamps, Registration, General Administration, Administration of Justice, Police, Jails and certain other heads, expenditure on which must be regulated by the needs of the province as a whole, and cannot be distributed according to the work done in the two parts of the province, and (b) expenditure made compulsory by the Devolution Rules,

such as the annual provincial contribution to central revenues, the Famine Insurance Fund, and interest on capital expenditure incurred by the Governor General in Council in the construction in the province of *protective* irrigation works, which in the past were financed from the "Famine Grant".

Divisible expenditure includes (a) interest on capital expenditure incurred by the Governor General in Council on the construction of *protective* irrigation works, miscellaneous irrigation expenditure, and expenditure on irrigation works financed from ordinary revenues, and (b) expenditure on civil works, other than major works in connection with the provincial subjects the expenditure on which is "central", on public health, grants to local bodies, and, subject to the proviso that superintending and inspecting staffs and any institutions maintained for the benefit of the whole province are to be treated as "central", expenditure on education, medical administration, agriculture and industries.

- (iii) The *total* money available for expenditure under these "divisible" heads is to be distributed between the Central Provinces and Berar in the same proportion of three-fifths to the Central Provinces and two-fifths to Berar, as the contributions derived from the two localities bear to one another.
- (iv) This proportion of three-fifths and two-fifths should be altered only at long intervals, and when a radical change in the proportion of the comparative contributions has become apparent. (The local Government has decided that it will not ordinarily review the proportion except at intervals of not less than five years.)
- (v) The application of this formula of distribution should in no circumstances have the effect of reducing fixed recurring expenditure, or involve the stopping of any previously sanctioned original work which is in progress. If therefore in any year the total expenditure of either the Central Provinces or Berar on recurring charges or works in progress exceeds its proportionate share of the total divisible expenditure, new items of expenditure in that locality must be reduced to an amount sufficient to restore the balance.
- (vi) In the financial settlement no account is taken of loans, as receipts on account of loans granted by the local Government to cultivators or local bodies should be counterbalanced on the side of expenditure by payments against the provincial loan account. Even if the provincial loan account should ever be financed out of provincial revenues the payment of interest on loans made by the local Government would represent a net revenue; but it would obviously be impossible to distribute this income as its source could only be the lending out of a provincial balance, and it is not proposed to distribute such balances between Berar and the Central Provinces.

194. The report is dated the 24th October 1921. It was published in the *Central Provinces Gazette* on the 24th December 1921, and in July 1922 Government issued orders accepting the recommendations of the Committee. In January 1923, five sessions after the report had been placed in the hands of members, a resolution was moved in the Legislative Council by a Central Provinces member to the effect that the financial settlement between the Central Provinces and Berar should not be given effect to. A lengthy debate followed. The general feeling among the Central Provinces members was that Berar had secured considerable advantages from amalgamation with the Central Provinces and that it should not claim to have its revenues reserved for itself. The Berar members, on the other hand, felt that money was not being spent in Berar to the extent that her contribution to the general revenues justified, and that the arrangement proposed by the Committee was necessary to remedy a legitimate and long-standing grievance.

The resolution eventually failed by 25 votes to 39. But in the course of the debate Government announced that exceptions would be made to the strict application of the rule regarding the proportion of divisible expenditure in the following special cases :—

- (1) Expenditure which a head of department considers should be incurred for humanitarian purposes ;
- (2) Expenditure which a head of department considers unavoidable ; and
- (3) Expenditure which a head of department considers would directly or indirectly benefit Berar as well as the Central Provinces.

If therefore expenditure falls within the exceptions noted above it can be included in the budget demand irrespective of the existing proportion of divisible expenditure between the Central Provinces and Berar.

195. Effect was given to the new arrangement from the budget for 1923-24. In order to gauge the extent to which the recommendations of the Committee are being given effect to each year, statements are attached to the budget showing the comparative contribution for the budget year of each part of the province and the distribution of divisible expenditure between each according to the budget proposals. The statement included as Appendix XVI shows the total divisible revenue and expenditure for the Central Provinces and Berar since 1923-24 and the percentage of revenue contributed and expenditure enjoyed by each. Since 1923-24 the percentage of divisible revenue contributed by the Central Provinces has risen from 59 per cent to 62 per cent, whilst in Berar contribution has fallen from 41 per cent to 38 per cent. As regards expenditure, the Central Provinces' share has been reduced from 72 per cent in 1923-24 to 62 per cent in 1926-27, and the Berar share increased from 28 per cent to 38 per cent.

In 1923 when the settlement was first brought into effect, the Central Provinces share of divisible expenditure was largely in excess of the proportion fixed for it and was not capable of immediate reduction. It could only be reduced by diminution of new expenditure so that in practice new divisible expenditure for the Central Provinces had to be omitted, as financial conditions at the time did not permit of an expansion of expenditure in Berar sufficient to adjust the balance. The Central Provinces representatives in the Legislative Council thus found that all the needs of their districts for new works and schemes were blocked by the operation of the settlement, whilst the Berar members were also dissatisfied so long as the recognized percentages were not actually reached. The position was one of great administrative difficulty. A combination of circumstances favourable to the finances of the province helped to accelerate arrival at the stage of equilibrium. The entire rejection of the budget in 1924-25, the absence of a Ministry in 1925-26 resulting in a restriction of divisible expenditure in the Central Provinces, and a succession of favourable agricultural seasons all combined to increase the provincial balance. In the budget for 1926-27 it was possible to make specially large provision for new divisible expenditure in Berar with the result that the proportion of divisible expenditure in that part of the province rose from 30 per cent in 1925-26 to 38 per cent in 1926-27. This percentage has continued ever since, and it is hoped that with the cessation of the provincial contribution and a change in the rules of the Famine Insurance Fund that it will be eventually possible to work up to 40 per cent for Berar.

196. There are two other matters connected with the report which should be mentioned.

In paragraph 45 of their report the Committee recommended that the proportion of three-fifths and two-fifths should be retained until the statement of comparative contributions which will be furnished with each budget shows that the proportion has been radically altered. In the orders which issued on the report Government accepted the recommendation of the Committee

and decided that the proportion should not be reviewed except at intervals of not less than five years. The position was reviewed by Government in 1927 and it was decided that no change for the present should be made in the proportion already fixed. In paragraph 48 of their report, the Committee recommended that although there must be some variation between budgeted and actual expenditure, the distribution should be worked on the budget figure alone, and no attempt made to pursue the proposed distribution from the budget provision to the actual expenditure. But in order to satisfy itself that the machinery of reappropriation was not being used purposely to evade the proportion as given in the budget, a register was opened in the Finance Department for a record, with effect from 1926-27, of all reappropriations between Berar and the Central Provinces. The register shows that there are no large variations made in the budget provision by reappropriation between the Central Provinces and Berar.

It will, however, be observed that since 1927-28 the Central Provinces has contributed to the common chest more than the standard proportion of three-fifths. If this excess should continue over a period of years the revision of the standard will be justified.

The operation of this settlement has been continuously a cause for criticism. The Berar members have in general recognized that the settlement represents a reasonable compromise and that Government has made genuine efforts to work up to it. The Central Provinces members continue to display resentment at what they consider the "pound of flesh" attitude of the Beraris. An obvious bone of contention between them is the administration of the Famine Insurance Fund and irrigation expenditure. Protective irrigation works are a central and individual item of expenditure, but as the expenditure is highly local both parts of the province naturally desire to obtain the maximum benefit from it. In practice irrigation is confined to the Central Provinces as it is extremely doubtful whether conditions in Berar are suitable for it. But the members from Berar press for expenditure there and of recent years have been able to plead as a special reason the deficiency of the rainfall.

This competition for the allocation of expenditure classed as central finds expression in other ways also. If scarcity or famine is declared in an area it immediately gets the benefit of expenditure from the Famine Insurance Fund which is a central item of expenditure. If, on the other hand, a partial failure of crops is met without declaring scarcity by a liberal distribution of agricultural loans and by an expansion of the ordinary Public Works Department programme, the enhanced expenditure is divisible. The pressure to declare scarcity is thus increased as it enables an area to obtain the benefit of increased expenditure without affecting its share in divisible expenditure. Thus in 1927 a proposal was made to expand the Public Works Department budget by means of a supplementary demand to provide for additional road construction in the Yeotmal district of Berar in an area where scarcity conditions prevailed. The Minister refused to approve of a supplementary demand being made under the head "Civil Works (Transferred)" and considered that the expenditure should be met by a supplementary demand under the head of "Famine Relief (Reserved)". The policy of Government hitherto was to provide employment for labour, in an area in which a failure of crops made it necessary, by an expansion of the programme of Civil Works. But with Civil Works a transferred subject and Famine Relief a reserved subject, it is possible for this policy to be viewed from different angles by the two sides of Government.

In this instance a supplementary demand was inevitable under whichever heads the expenditure was to be provided for and it was rightly pointed out that if the Legislative Council refused to pass a supplementary demand it would be easier to certify the expenditure under a reserved than a transferred head. But it is equally true that in a case of this nature one part of the province thus gets the benefit of expenditure under a non-divisible head for the construction of roads, expenditure on which is normally divisible.

PART VIII.—THE LEGISLATURE—GENERAL.

197. The Governor's Address.—The Governor in his address to the Council, usually made at the beginning of each session, deals generally with the political and economic situation of the province. An attempt was made at the first Reformed Council to treat his speech on the same lines as the speech from the Throne on the occasion of the opening of Parliament. Thanks for the address were moved and the mover's idea was that a full-dress debate on the policy of Government with amendments to the motion should take place. Later it was realized that such an attempt was inappropriate and it was abandoned.

Messages from the Governor.—Only on one occasion in March 1921 has a message from the Governor under Standing Order 72 (2) been presented to the Council. This message was with reference to the measures taken to combat the spread of the non-co-operation movement. On other occasions Members of Government have made statements in Council which they stated were made with the approval of the Governor, but without conforming to the procedure laid down in Standing Orders for formal communications. The subject chiefly dealt with in such communications was that of negotiations between the Governor and members of the Council with regard to the formation of a Ministry.

Formalities.—The customary courteous references to deaths and honours are made from time to time as occasion arises and also speeches of farewell and welcome to outgoing and incoming Presidents. In January 1922 the Council met in the darbar tent at Government House for the purpose of presenting an address to His Royal Highness the Prince of Wales. The President read the address on behalf of the members and His Royal Highness replied. The ceremony is included in the proceedings of the Council. At the end of the first Council several members made valedictory speeches reviewing the achievements of the Council. This practice was not repeated.

Messages to the Governor.—An attempt was made during the second Reformed Council to place on record resolutions, which were not otherwise admissible, in the guise of messages to the Governor. These motions were ruled out of order.

Statements by Members of Government.—Members of Government have, time to time, made statements, with the permission of the President, on matters of outstanding public importance, such as industrial development, the financial position of the province, the remission of provincial contributions by the Government of India and communal riots. Statements have also been made in respect of widespread calamities such as have caused, or are likely to cause, famine or scarcity. Formal statements of policy by Ministers have been made only occasionally, and have always been refused in reply to interpellations.

Resolutions moved by Government.—There has been only one instance of a resolution moved by Government. This related to the appropriation of 9 lakhs remitted by the Government of India out of the annual provincial contribution. The object of the resolution was to obtain the opinion of the Council on the manner in which this windfall should be expended. Government put forward definite proposals, which formed a basis for discussion and amendments; and on the resolution, as thus amended, supplementary demands were subsequently framed.

Sittings of the Council.—The Council originally sat at 11 in the morning, and after one or two experiments the normal hour for sitting (to which the Governor's consent is obtained) is now 12 noon. A convention has been established for the benefit of Muhammadan members whereby the Council meets at 1-30 p.m. on Fridays. Times for sittings are altered on rare occasions with the consent of the Governor. The usual hour for rising is in the neighbourhood of 5 p.m., but in a heavy session sittings have been prolonged till 6 or 7 p.m.

President of the Council.—There have been so far four Presidents of the Council :—

Sir G. M. Chitnavis, K.C.I.E.

Mr. (now the Hon'ble Mr.) S. B. Tambe.

Mr. Y. M. Kale.

Sir S. M. Chitnavis, Kt., I.S.O.

Sir G. M. Chitnavis, the first President, was appointed under section 72-C (1) of the Government of India Act by the Governor. He had represented the province in the Imperial Legislature for years, and thus possessed a valuable experience of Council procedure. He held office for the full term of four years from January 1921 to March 1925. Mr. Tambe was elected from the Swarajist majority in the Council and held office until December 16th, 1925, when he resigned on acceptance of membership of the Executive Council. From that date to March 1926 when the Council again met, there was no President and the current duties were performed by the Deputy President, Rai Bahadur K. S. Nayudu. Mr. Kale actually presided over one session of the Council only, but held office until September 21st, 1926, when the Council was dissolved. Thenceforward until January 1927, when the Council met, there was no President. Mr. Kale was nominated as a candidate for the Presidentship in the third Council, but withdrew from candidature before the election. Sir S. M. Chitnavis was successful on the votes of the Nationalist party *plus* official and nominated members, defeating a Swarajist candidate.

The President has always commanded the respect and obedience of the Council and has never experienced any difficulty in maintaining order. His authority has been most frequently exercised in the enforcement of time-limits for speeches, and in keeping debate to the subject under discussion. Not infrequently he has had to remind members to abstain from personalities, but rarely has he had to demand the withdrawal of unparliamentary expressions, and those only of the mildest nature.

198. In the nomination to the panel of chairmen, or to membership of committees, the President's impartiality has never been questioned. The casting vote of the President under section 72-B (4) of the Government of India Act has been employed on three occasions. In September 1922 his casting vote rejected a minor amendment to the Municipalities Bill. In March 1926 there was a tie on Budget Demand No. 3—Stamps (Reserved) after the Demands No. 1—Land Revenue and No. 2—Excise had been refused by a majority of votes. The President gave his casting vote against the demand, which was thus rejected, on the ground that parliamentary practice required him when practicable to vote in such a manner as not to make the decision of the House final. The rejection of the demand would not be final as it was open to Government to reintroduce the demand as a supplementary demand at a future date.

The third occasion arose in March 1927 when there was a tie on a motion to reduce the Land Revenue demand by a sum of Rs. 54,582. The motion was brought on administrative and not on purely political grounds as on the previous occasion, and the President, Sir S. M. Chitnavis, cast his vote against the motion without comment.

199. The salary of the President was first fixed by the Governor at Rs. 3,000 a month. Sir G. M. Chitnavis, in view of the impoverished state of the provincial finances, voluntarily renounced his salary for the first year of office. He then drew salary at the rate of Rs. 3,000 for a period of a little over one month and at the rate of Rs. 2,000 for the financial year 1922-23. Thereafter he and succeeding Presidents have drawn a salary of Rs. 10,000 per annum—a voluntary act on the part of Sir G. M. Chitnavis, which was made binding on his successors by the President's Salary Act passed in March 1925. Section 2 of this Act restrains the President from practising any profession, engaging in any trade, or undertaking for remuneration any employment other than his duties as President during the

tenure of that office. The President is thus, in spite of the comparatively low figure at which his salary is now placed, reckoned a whole-time servant of the Council.

200. Council Under Secretaries.—Four Council Under Secretaries were appointed under the provisions of section 52 (4) of the Government of India Act in the first Council, and provision was made in the budget for their salaries at Rs. 250 a month each. This provision the Council reduced by three-quarters at the time of the passing of the first budget, and the Under Secretaries thereupon declared that they would work without remuneration. The experiment was thus crippled at the outset since members and ministers were diffident of availing themselves of the services of Under Secretaries, who were not all resident in Nagpur, when no remuneration in respect of their expenses could be given them. The experiment was not repeated in succeeding Councils, and no demand for its revival has been expressed in the Council.

201. Representation of parties on committees.—The names of members of select committees are proposed by the member in charge of the legislation under consideration. Proposals for additional names by other members are occasionally made, and if made, are invariably, as a matter of practice, accepted. Membership of elected committees, such as those for the amendment of Standing Orders and on Public Accounts, has normally been allotted in proportion to the strength of parties. A departure from this practice occurred in the second Council when the Swarajists resiled from their policy of abstention and packed the select committee on the President's Salary Bill with members of their party—a proceeding which was characterized by a member of another party—as outbureaucrating the bureaucracy. Despite their commanding majority, the amendments carried in this committee were not violent, or repugnant to the proper conduct of business in the House.

202. Resignations.—In the second Council some members found themselves unable to continue to subscribe to the programme of the Swaraj party, and in order to liberate themselves from their ties they followed the recognized parliamentary practice of resigning their seats, and offering themselves for re-election on their new platform. All the members who favoured the adoption of this new policy did not resign, but only the leaders.

203. Withdrawals and walk-outs.—On one occasion only has there been a pre-concerted withdrawal of a party. This occurred during the budget debate in 1926, when the Swaraj party left the Chamber in obedience to an order openly given in the Council by their leader. In 1928 the Swaraj party took no part in the proceedings of the January session except for the debate on the Statutory Commission resolution. In the following March session about half the party attended, but took little part in the business of the House. In each case the procedure of the party was dictated from outside the province by the all-India Congress Committee.

204. Council's attitude to its own privileges.—The first Council was, as is natural in a new body, peculiarly sensitive in respect of its own privileges, and some extravagant demands were made by means of questions and resolutions. Privileges demanded included the free inspection of any Government records, free quarters while attending Council, exemption from the application of the Arms Act, restoration of the title of "Honourable" to members, and precedence in interviews with the Governor. This demand for privileges almost completely disappeared in the second Council as it was incompatible with Swarajist principles, and has only reappeared in a moderate form more recently.

205. Time-limit of speeches.—In the case of resolutions, motions for adjournment and the general discussion on the budget a time-limit is or may be prescribed under Council Rules and Standing Orders. At other times,

to facilitate business, the President fixes a time-limit for speeches. These limits have never been strictly enforced. A warning to a member that his time is drawing short is frequently met with a request for further indulgence, and it is not unusual for several extensions to be given. In the end a member's prolixity has sometimes only been cut short by an order to resume his seat.

206. Use of the Vernacular.—With succeeding years the number of members who are unacquainted with English in the Council has steadily decreased, and the facilities given to members who are unacquainted with English are not often invoked. In addition to Council Rule 14, which permits members who are not sufficiently fluent in English to speak in the vernacular, aid is, if necessary, given to them by supplying vernacular translations of lists of business and vernacular translations of answers. The last-named procedure is only adopted for questions originally put in the vernacular. Further, in important debates, the President, occasionally on his own initiative, but more often in response to a demand voiced in the House, has called on a member on the Government benches to summarize his speech in vernacular for the benefit of the few members who have been unable to follow the debate.

It has been noticed that the demand for use of the vernacular in Council proceedings emerges most strongly when matters, such as the constitution of the Statutory Commission, on which it is desired to emphasize the solidarity of national sentiment, are under discussion. And the demand may be said generally to be based on this sentiment rather than on any failure to understand the proceedings when conducted in English. Persistent efforts have been made to add the following sub-paragraph to Standing Order 24 :—

“Any member may intimate the President that he is not fluent in English and, on his so doing, he may speak in any recognized vernacular of the province.”

This proposal is contrary to Council Rule 14 by virtue of which English is declared to be the language of the Council, and the President, not the member, is recognized as the judge of the member's fluency therein. The member, who was responsible for this motion, is himself fluent in English and addresses the Council in that language.

Another member now speaks in Hindi from an English manuscript, after having made his first speech in the Council in fluent English.

Speeches in the vernacular always present some difficulty to the Council reporters, and the practice has been to record a summary only in the Council proceedings, as it is impossible to take them down *in extenso*. The member to whom reference is made above illustrates these difficulties in a singular manner as he has alleged that his speeches were not reported in full, and sent the original English version of a speech for the purpose of checking the accuracy of the English translation of the Hindi version which he actually delivered. Copies of speeches made in English are accepted for the purpose of checking inaccuracies by the reporting staff, but no provision exists for this abnormal procedure.

207. Introduction of Bill opposed.—On one occasion in 1924 the convention that motions for leave to introduce a Bill are not opposed was set aside and leave to introduce the Cattle Trespass Bill was opposed. The Bill was not opposed on its merits but as part of the general policy of the dominant party of the House at the time to obstruct the working of the Council in every possible way.

208. Conveniences provided for members.—Suitable quarters at a rent of Rs. 2 a day have been provided in a building known as the “Council House” near the Mañarajbagh Club for the use of members during Council sessions. In the Council Hall there is a Library and a refreshment room for members. The Library contains reports of the proceedings of Central and Provincial Legislatures, reports of committees and commissions,

departmental manuals and departmental annual reports and also the proceedings of the British Parliament from 1906 onwards.

In 1922 a House Committee was set up in the Council. Its activities were confined to providing a refreshment contractor and to arranging for the accommodation of members referred to above. In a Council of limited size, which meets at the most three times a year only for a period of a few days, there is no room or need for a permanent House Committee. This committee had no statutory basis and soon died a natural death.

209. **Interest of public in proceedings.**—The interest taken by the public in the work of the Council is small, and the attendance in the public galleries is moderate except on spectacular occasions such as the Governor's address or when a pungent debate is anticipated.

Tickets of admission to the galleries are obtained from the Secretary of the Council, but a card signed by the President or a Member of Government is accepted in place of a ticket.

210. **The Press.**—Newspapers obtain admission for their representatives by applying to the Secretary for a ticket stating the name of the representative proposed. A newspaper may have two tickets, but only one representative is admitted at a time. Accommodation is provided for 14 press reporters, but the general attendance is not usually more than 6. The proceedings are reported most fully by the *Hitavada*, the leading English paper of the province, and by the *Maharashtra*. Brief summaries are published in the presidency newspapers and most of the local periodicals of any standing comment on any proceedings of general interest from time to time.

PART IX.—THE BERAR LEGISLATIVE COMMITTEE.

211. The Berar Legislative Committee was constituted in 1923 with the following membership :—

- 17 non-official Berar members of the Legislative Council nominated thereto as a result of elections in Berar ;
- 1 member of Government ;
- 1 the Legal Secretary ;
- 2 nominated officials ;
- 1 member nominated to represent the depressed classes.

In addition to these 22 members, the Governor may nominate not more than 2 persons with special knowledge or experience of the legislation to be considered. In practice such members have been invariably nominated. The committee thus composed of 24 members is presided over by the President of the Provincial Legislative Council, or in his absence by a member of the committee nominated by him.

212. The committee is advisory in character and may deal with only such legislation affecting Berar as the Governor General in Council may authorize being placed before it. Such legislation may consist of either draft laws relating to land revenue, village administration, fairs and markets, matters on which Berar has at present laws differing from the Central Provinces, or modifications of Central Provinces Acts proposed for Berar.

A non-official member may place legislation before the committee only after it has been approved provisionally by the Governor General in Council.

213. The procedure of the committee corresponds to that of the Legislative Council. The draft of the law after amendment by it is reported to the Governor General in Council through the local Government. The

Governor General in Council, if he does not accept the draft, calls upon the committee to consider the amendments which he proposes and report again to him. The report is in no way binding on the Governor General in Council who reserves full power to legislate for Berar as he thinks fit.

214. Two official bills have been placed before the committee—the Berar Land Revenue Code and the Central Provinces Court of Wards Act. The former is a redraft of the Berar Land Revenue Code with substantial alteration. The draft was provisionally approved by the Governor General in Council before presentation to the committee. It was introduced in July 1925, and was discussed for seven days at a session of the committee held at Amraoti in November-December 1925. Amendments of a drastic nature were moved by the non-official majority and, without exception, carried. The principal were—

- (1) declaration that absolute ownership, including mineral rights, vested in the occupant of land,
- (2) rigid limitation on enhancements of land revenue and fixation of the minimum period of settlement at 30 years,
- (3) prescription of an elaborate enquiry into the net profits of agriculture as the basis of resettlement,
- (4) limitation of the powers of the revenue staff in dealing with arrears of land revenue,
- (5) limitation of the rate of cess levied for the payment of village servants to a figure that would leave a deficit to be met from provincial revenues.

The Code, as thus amended, was reported to the Government of India with the recommendations of the local Government. Some amendments were accepted by the Governor General in Council, and the Code was referred back to the committee for further consideration on the points on which he was unable to accept their views. The committee met again in December 1927 and rejected all the amendments proposed by the Governor General in Council. The Bill has again been reported through the local Government to the Government of India, and final orders are awaited. The Court of Wards Act was placed before the committee in December 1927. It was a non-controversial measure which Government had no desire to press if non-official opinion was opposed to it. It was unanimously accepted in principle and has been referred to a select committee.

215. The committee serves a useful purpose in eliciting informed opinion on legislation affecting Berar. The measure first placed before it was one on which fundamental differences were known to exist between official and non-official opinion, particularly with regard to the rights claimed for the owners of land and the principles of land revenue settlement. Reconciliation of these conflicting views was an impossibility. The committee was able to secure a substantial modification of the proposals first put before it, but their total rejection of the recommendations of the Governor General in Council left Government with the difficult choice between abandonment of the Code, leaving the existing Code with its admitted imperfections to continue to operate, or recommending that the Code be passed in a form which non-official opinion had twice uncompromisingly disapproved. Either course would fail to satisfy non-official opinion.

PART X.—THE INTERNAL WORKING OF THE EXECUTIVE GOVERNMENT.

216: The Governor.—The new constitution was inaugurated in this province on December 17th, 1920, with the installation as Governor of the

then Chief Commissioner, Sir Frank Sly, K.C.S.I., I.C.S. Sir Frank Sly made over charge of his office to Sir Montagu Butler, K.C.S.I., C.B., C.I.E., C.V.O., C.B.E., I.C.S., on the 26th January 1925. Sir Montagu Butler was on leave from the 20th August to the 16th December 1927, during which period the Hon'ble Mr J. T. Marten, C.S.I., I.C.S., acted as Governor.

217. Members of the Executive Council.—The Hon'ble Sir B. P. Standen, K.C.I.E., C.S.I., I.C.S., Finance Member, and the Hon'ble Sir M. V. Joshi, K.C.I.E., Home Member, were appointed as the first Executive Councillors on the 17th December 1920. Their terms of office expired simultaneously on the 17th December 1925 and their places were taken by the Hon'ble Mr. J. T. Marten, C.S.I., I.C.S., and the Hon'ble Mr. S. B. Tambe, B.A., LL.B., who were appointed as Finance Member and Home Member, respectively.

The Hon'ble Mr. Marten was absent on leave from the 25th March to the 22nd July 1927, and the Hon'ble Mr. A. E. Nelson, C.I.E., O.B.E., I.C.S., was appointed a temporary Member of the Executive Council during that period. The Hon'ble Mr. Nelson was again appointed temporarily as a Member of the Executive Council on the appointment of the Hon'ble Mr. Marten as acting Governor, and permanently on December 17th, 1927, when the latter proceeded on leave preparatory to retirement. Both the present non-service members of the Executive Council—the Hon'ble Mr. Tambe and his predecessor, the Hon'ble Sir Moropant Joshi—are Maratha Brahmins by caste, and residents of Amraoti, the capital of Berar. Sir Moropant Joshi was an Advocate of the High Court practising in Nagpur. He had represented the Berar Landholders' Constituency in the pre-Reform Legislative Council from 1914 to 1917 and was recognized as one of the leading members of a community which dominated the political thought of one side of the province. The Hon'ble Mr. Tambe, like his predecessor, was a lawyer, but practising in Amraoti, not Nagpur. He was a member of the Legislative Council immediately preceding the Reforms, but held aloof from the first Reformed Council. He was elected to the second Council in 1924 and held the position of leader of the Berar Swarajists in the Council until March 1925, when he was elected to the office of President, which then became vacant on the completion of the four years' tenure of the first appointed President. Whilst occupying that position he accepted the post of Executive Councillor.

218. Ministers.—The Hon'ble Mr. (now Sir) S. M. Chitnavis, Minister for Agriculture, and the Hon'ble Rao Bahadur N. K. Kelkar, Minister for Education, were the first Ministers appointed after the elections held in November 1920 for the Reformed Legislative Council and remained in office throughout the life-time of this Council. Sir S. M. Chitnavis is a big landowner and had served Government in the Civil Service, in which he rose to be a Deputy Commissioner. Rao Bahadur N. K. Kelkar was a Maratha Brahmin by caste, and practised as a lawyer in the Balaghat district of the Central Provinces. Both Ministers were chosen on personal grounds by the Governor. They did not accept joint responsibility and had no definite party behind them in the Legislative Council.

When the second Council met for the first time in January 1924, Sir S. M. Chitnavis, and Mr. Syed Hifazat Ali, a Pleader from the Nimar district, were appointed as Ministers. They also were selected on personal grounds by the Governor, did not accept joint responsibility, and had no definite party behind them in the Legislative Council. The Council at its first session passed a vote of no confidence in them. Sir S. M. Chitnavis tendered his resignation, but was persuaded by the Governor to remain in office until it became clear that a Ministry could not function. Both Ministers resigned in March 1924 after the Council refused to vote their salaries. Thereafter the Ministry did not function for the remaining period of the second Reformed Council.

When the third and present Council met in January 1927 a vote was given in favour of the formation of a Ministry, and on the 1st February

1927 the Hon'ble Mr. Raghavendra Rao, a barrister-at-law of the Bilaspur district, and the Hon'ble Mr. R. M. Deshmukh, a landowner and barrister-at-law of the Amraoti district, assumed office—the former as Chief Minister and Minister for Education, and the latter as Minister for Agriculture. They had a definite party behind them in the Legislative Council, accepted joint responsibility and stood forward as the nominees of their party and not as nominees of the Governor.

219. Distribution of business.—The following statement shows the distribution of business between the members of the executive Government and in the Secretariat :—

Subjects allotted to the Governor.

Reference to Schedules of Devolution Rules.	Subject and extent of allotment.	How administered.	Secretary dealing with subjects.	Remarks.
1	2	3	4	5
CENTRAL.				
Schedule I, Part I—				
Item No. 1	Defence of India, etc. ... The whole	Direct	Chief Secretary.	
2	External relations, etc. ... Do.	do.	do.	
3	Relations with States in India. ... Do.	Through the Political Agent.	do.	
4	Political charges ... Do.	do.	do.	
34	Ecclesiastical Administration, etc. ... Do.	Through the Lord Bishop.	do.	
40	All-India services ... Do.	Direct	do.	
42	Territorial changes, etc. ... Do.	do.	do.	
43	Regulation of ceremonies, etc. ... Do.	do.	do.	
45	The Public Services Commission. ... Do.	do.	do.	
47	All other matters not included among provincial subjects. ... Do.	Direct or through the Head of the Department as the case may be.	do.	
Schedule I, Part II—				
Item No. 5	Education—The Rajkumar College and all other matters falling under (a) of that item.	Through the Political Agent.	do.	
PROVINCIAL.				
Schedule I, Part II.—				
Item No. 6	Public works—All matters relating to the residences of the Governor.	Through the Chief Engineer.	Secretary, Public Works Department, Buildings and Roads.	
36	Excluded areas ... The whole	Direct	Chief Secretary.	
44	Elections to Legislatures ... Do.	do.	Chief and Legal Secretaries.	
47	Control of Services—The control of those services administering subjects allotted to the Governor under this Schedule, the postings of Commissioners, Deputy Commissioners and Extra-Assistant Commissioners, and the further powers of control given to the Governor under Devolution Rule 10.	do.	Chief Secretary.	

Subjects allotted to the Revenue and Finance Member.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.		How administered.	Secretary dealing with subjects.	Remarks.
1	2		3	4	5
Schedule I, Part I—					
Item No. 5	CENTRAL.				
	C o m m u n i c a t i o n s — R a i l - w a y s .	The whole	Through Chief Engineer, Public Works Department, Buildings and Roads.	Secretary, Public Works Department, Buildings and Roads.	
	Air craft	Do.	Direct	Revenue Secretary.	
	Water-ways	Do.	Through Chief Engineer, Public Works Department, Irrigation.	Secretary, Public Works Department, Irrigation.	
9	Ports declared to be major ports.	Do.	...	...	
12	Currency and coinage	Do.	Direct	Financial Secretary.	
13	Public debt in India	Do.	do.	do.	
14	Savings Banks	Do.	do.	Revenue Secretary.	
15	The Indian Audit Department, etc.	Do.	do.	Financial Secretary.	
19	Control of production, supply, etc.	Do.	Direct as well as through Heads of Departments and Commissioners of Divisions.	Secretary concerned.	
20	Development of Industries in declared cases.	Do.	Through Director of Industries.	Revenue Secretary.	
21	Control of opium	Do.	Through Excise Commissioner.	Financial Secretary.	
22	Stores and stationery except those required for provincial transferred departments.	Do.	Direct	Revenue Secretary.	
24	Geological survey	Do.	do.	do.	
25	Control of mineral development, etc.	Do.	do.	do.	
26	Botanical survey	Do.	Through Director of Agriculture.	do.	
33	Central agencies and institutions for research, etc.	Do.	Through Heads of Departments concerned.	Secretary concerned.	
35	Survey of India	Do.	Through Settlement Commissioner.	Settlement Secretary.	
37	Zoological Survey	Do.	Through Director of Agriculture.	Revenue Secretary.	
38	Meteorology	Do.	Through Settlement Commissioner.	do.	
44	Immoveable property	Do.	Direct	do.	
Schedule I, Part II—					
Item No. 5	PROVINCIAL.				
	Education—European and Anglo-Indian.		Through Director of Public Instruction.	Secretary, Education Department.	

Subjects allotted to the Revenue and Finance Member—concl'd.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.		How administered.	Secretary dealing with subjects.	Remarks.
1	2		3	4	5
Schedule I, Part II—	PROVINCIAL—concl'd.				
Item No. 7	... Water-supplies, irrigation, canals, etc.	The whole	... Through Chief Engineer, Public Works Department, Irrigation Branch.	Secretary, Public Works Department, Irrigation Branch.	
„ 8	... Land Revenue Administration, as defined except the portion allotted to the Home Member.	Do.	... Through Commissioners of Divisions.	Revenue Secretary.	
„ 9	... Famine relief	Do.	... Direct	do.	
„ 14	... Forests, etc.	Do.	... Through Chief Conservator of Forests.	do.	
„ 15	... Land acquisition, etc. Except notifications under sub-section (1) of section 4 and declarations under sub-section (1) of section 6 of the Land Acquisition Act, 1894, when the public purpose referred to in the said sub-sections appertains to a transferred subject.	Do.	... Through Commissioners of Divisions.	do.	Originally the whole subject was in the portfolio of Hon'ble Member, Revenue and Finance. Recently distributed between himself and the two Hon'ble Ministers.
„ 24	... Development of mineral resources which are Government property, etc.	Do.	... Direct	do.	
„ 26	... Industrial matters under certain heads.	Do.	... Through Director of Industries.	do.	Originally in portfolio of Hon'ble Member, Home.
„ 38	... European vagrancy	Do.	... Direct	Chief Secretary.	
„ 43	... Provincial Government Presses.	Do.	... Through Revenue Secretary.	Revenue Secretary.	The Government Press is in charge of the Revenue Secretary who is the controlling officer.
„ 46	... Local Fund Audit	Do.	... Direct	Financial Secretary.	
„ 47	... Control of services—The control of those services administering subjects allotted to the Revenue and Finance Member under this schedule, subject to the control of the Governor under the powers given by Devolution Rule 10.		do.	Chief Secretary.	
„ 48	... Sources of provincial revenue not included under other heads, etc.	The whole	... Through Heads of Departments concerned.	Secretary concerned.	
„ 49	... Borrowing of money on sole credit of province.	Do.	... Direct	Financial Secretary.	

Subjects allotted to the Home Member.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.	How administered.	Secretary dealing with subjects.	Remarks.
1	2	3	4	5
Schedule I, Part I—				
	CENTRAL.			
Item No. 10	Posts, Telegraphs, etc. ... The whole	Direct	Revenue Secretary.	
„ 11	Customs, cotton, excise duties, income-tax, etc. ... Do.	Through Commissioner of Income-tax and Excise Commissioner.	Financial Secretary.	
„ 1	Civil Law, etc. ... Do.	Judicial Commissioner.	Chief Secretary.	
„ 17	Commerce, Banking, Insurance. ... Do.	Through Director of Industries.	Revenue Secretary.	
„ 18	Trading Companies ... Do.	do.	do.	
„ 23	Control of Petroleum and Explosives. ... Do.	do.	do.	
„ 27	Inventions and designs ... Do.	do.	do.	
„ 28	Copyright ... Do.	Direct	do.	
„ 29	Emigration, etc. ... Do.	do.	do.	
„ 30	Criminal Law ... Do.	Through the Judicial Commissioner.	Chief Secretary.	
„ 31	Central Police Organization. ... Do.	Through Inspector-General of Police.	do.	
„ 32	Control of arms and ammunition. ... Do.	Through Commissioners.	do.	
„ 36	Archæology ... Do.	Through Chief Engineer, Public Works Department, Buildings and Roads.	Secretary, Public Works Department, Buildings and Roads.	
„ 39	Census and Statistics ... Do.	Direct	Chief Secretary.	
Schedule I, Part II—				
	PROVINCIAL.			
Item No. 8	Land Revenue Administration as defined—the exercise of the appellate and revisional powers of the local Government in the following cases :— (i) Under Central Provinces Tenancy Act all cases except applications for sanction to transfer proprietary rights in sir land without reservation of occupancy right. (ii) Under Central Provinces Land Revenue Act cases relating to mutation of proprietary right. (iii) Cases under Chapter VIII-A of the Berar Law Revenue Code. (iv) Cases relating to the appointment of Patels and Patwaris under the Patels and Patwaris Law and to the introduction of rotation.	Through Commissioners of Divisions.	Revenue Secretary.	
„ 17	Administration of Justice, etc. ... The whole	Through Judicial Commissioner.	Chief Secretary.	
„ 18	Provincial Law Reports ... Do.	do.	do.	
„ 19	Administrators-General and Official Trustees. ... Do.	Direct	do.	
„ 20	Non-Judicial Stamps ... Do.	Through Superintendent of Stamps.	Financial Secretary.	
„ 27	Stores and Stationery, etc. ... Do.	Direct	Revenue Secretary.	

Subjects allotted to the Home Member —concl'd.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.	How administered.	Secretary dealing with subjects.	Remarks.
1	2	3	4	5
Schedule I, Part II— Item No. 32	PROVINCIAL—concl'd. Police ... The whole	Through Inspector-General of Police.	Chief Secretary	
.. 33	Miscellaneous matters (betting and gambling, cruelty to animals, protection of wild birds and animals, poisons, motor vehicles, dramatic performances). Do.	Direct	do.	
.. 34	Control of newspapers, books and printing presses. Do.	do.	do.	
.. 35	Coroners ... Do.	...	...	
.. 37	Criminal tribes ... Do.	Through Inspector-General of Police.	Chief Secretary	
.. 39	Prisons, prisoners, etc. ... Do.	Through Inspector-General of Prisons.	do.	
.. 40	Pounds and the prevention of cattle trespass. Do.	Direct	Financial Secretary.	
.. 41	Treasure trove ... Do.	do.	Revenue Secretary.	
.. 45	Regulation of medical and other professional qualifications. Do.	Through Heads of Departments concerned.	Secretary concerned.	
.. 47	Control of services—The control of those services administering subjects allotted to the Home Member under this schedule, subject to the control of the Governor under the powers given under Devolution Rule 10.	Direct	Chief Secretary.	

Subjects allotted to the Minister for Education.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.	How administered.	Secretary dealing with subjects.	Remarks.
1	2	3	4	5
Schedule II— Item No. 2	PROVINCIAL. Medical Administration... The whole	Through Inspector-General of Civil Hospitals.	Financial Secretary.	A.
.. 3	Public Health and Sanitation. Do.	Through Director of Public Health.	do.	A.
.. 4	Pilgrimages ... Do.	Direct	Chief Secretary	A.
.. 5	Education, other than European and Anglo-Indian Education, etc. Do.	Through Director of Public Instruction.	Education Secretary.	A.
.. 11-A	Notifications under sub-section (1) of section 4, and declarations under sub-section (1) of section 6 of the Land Acquisition Act, 1894, etc. Those notifications and declarations when the public purpose referred to in the said sub-sections appertains to a subject in this schedule.	Commissioners	Revenue Secretary.	Transferred from portfolio of Hon'ble Member, Revenue and Finance.
.. 12	Excise ... The whole	Through Excise Commissioner.	Financial Secretary.	B.
.. 13	Registration of deeds and documents. Do.	Through Inspector-General of Registration.	Secretary in the Registration Department.	B.
.. 14	Registration of Births, Deaths and Marriages. Do.	do.	do.	A.
.. 15	Religious and charitable endowments. Do.	Direct	Chief Secretary	A.
.. 17	Stores and Stationery for transferred departments. Do.	do.	Revenue Secretary.	B.
.. 18	Adulteration of food-stuffs, etc. Do.	do.	Financial Secretary.	A.
.. 19	Weights and Measures ... Do.	do.	Revenue Secretary.	A.
.. 20	Libraries ... Do.	do.	All Secretaries	A.
	Museums	Through Director of Industries.	Revenue Secretary.	A.

A—Minister for Education } in the first ministry.
 B—Minister for Agriculture }

Subjects allotted to the Minister for Agriculture.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.	How administered.	Secretary dealing with subjects.	Remarks.
1	2	3	4	5
Schedule II—	PROVINCIAL.			
Item No. 1	Local Self-Government ... The whole	Direct	Financial Secretary.	A.
„ 6	Public Works ... Do.	Through Chief Engineer.	Secretary, Public Works Department, Buildings and Roads.	A.
„ 7	Agriculture ... Do.	Through Director of Agriculture.	Revenue Secretary.	B.
„ 8	Civil Veterinary Department. ... Do.	Through Veterinary Adviser to Government.	do.	B.
„ 9	Fisheries ... Do.	Direct	do.	B.
„ 10	Co-operative Societies ... Do.	Through Registrar, Co-operative Societies.	do.	B.
„ 11-A	Notifications under sub-section (1) of section 4 and declarations under sub-section (1) of section 6 of the Land Acquisition Act, 1894, etc. Those notifications and declarations when the public purpose referred to in the said sub-sections appertains to a subject in this schedule.	Through Commissioners.	do.	Transferred from portfolio of Hon'ble Member, Revenue and Finance.
„ 16	Development of Industries, etc. ... The whole	Through Director of Industries.	do.	B.
„ 20	Zoological Gardens ... Do.	Through Director of Agriculture.	do.	B.

A—Minister for Education } in the first ministry.
 B—Minister for Agriculture }

The distribution between the two members of the Executive Council has remained almost unchanged since the commencement of the Reforms, but the distribution between the two Ministers, as will be seen from the statement, has been altered materially. The present distribution is in accordance with the wishes of the Ministers.

220. In March 1924, when the two Ministers resigned, the Governor temporarily administered the transferred subjects under the Transferred Subjects (Temporary Administration) Rules, and continued to do so until it became clear that no Ministry was likely to be formed. This position was reached during the budget session of March 1926, when the provision for the salaries of Ministers was refused finally by the Legislative Council. Accordingly, the sanction of the Secretary of State was obtained to the suspension under Devolution Rule 6 of the transfer of all provincial subjects with effect from April 20th, 1926, to January 31st, 1927. During that period all the subjects of the Minister for Agriculture were allotted to the Revenue and Finance Member, and all the subjects of the Minister for Education to the Home Member.

221. Distribution of business in the Secretariat.—As regards the distribution of work in the Secretariat it will be observed that, with the exception of Secretaries who are also heads of departments, none of the Secretaries deal with one Minister or one Member only. Of the heads of departments who are Secretaries, the Chief Engineers of the two branches of the Public Works Department alone deal with one Member and one Minister, respectively. The Director of Public Instruction deals on the transferred side with the Minister for Education, and on the reserved side with the Revenue

Member. The Commissioner of Settlements, as Secretary in the Settlement department, works under the Revenue Member, but as Inspector-General of Registration, deals with the Minister for Education. Other heads of departments who are not Secretaries are similarly circumstanced. The present system of distribution between the Secretaries is economical. Any distribution by which the two sides of Government would be kept apart in the Secretariat would involve some addition to the Secretariat staff.

222. Relations of Ministers with Secretaries and heads of departments.—The new system of Government has materially altered the position both of heads of departments and of Secretaries. Prior to the Reforms the control, which is now divided between the Governor and two Members of the Executive Council and two Ministers, was vested in a single Chief Commissioner, who had under him a Financial Commissioner, to whom wide powers were entrusted in the Revenue, Settlement, and certain other departments. Thus, the occasion for consultation between different sides of the Government, or between Member and Member, or Minister and Minister did not exist. The Chief Commissioner was a senior member of the same service as that from which the Financial Commissioner and the three general Secretaries were recruited. All knew each other well personally, and all had been trained in the same general principles of administration. As a result, it was possible for the Financial Commissioner, in the departments for which he was responsible, and the Secretaries generally, to relieve the Chief Commissioner of the burden of dealing with all but the most important questions. *Mutatis mutandis* the same conditions held good in the case of heads of departments. With the introduction of the Reforms the province passed suddenly from an era of benevolent autocracy to one, not of Council Government, as had been the ordinary transition in the major provinces, but of Council *plus* Ministry Government. In the circumstances, it was inevitable that there should be friction whilst the machinery of the administration was being readjusted. On the one hand, the Members and Ministers, and especially the Ministers, were apt to feel that the Secretaries and heads of departments took too much upon themselves. In particular, the Ministers resented the access to the Governor enjoyed by the former officers. On the other hand, the permanent officials were inclined to resent intervention in matters with regard to which previously they had had a free hand. In particular, they found trying the delay incidental to any system of collective government. The difficulties experienced were accentuated by the conception of his duty with respect to European members of the all-India Services formed by one of the Ministers. His views were regarded by those officers as unjust, and they took every step open to them to combat them. In several cases the Governor thought it proper to use his powers to prevent their being carried into effect. The dispute was ventilated before the Reforms Enquiry Committee of 1924, when complaint was made by the Ministers about the Governor's action. It was subsequently established that the Governor had used his overruling powers on 14 occasions, all of them in cases belonging to the portfolio of the same Minister. Eight of these cases related to pay, allowances, pensions or postings of individual European officers of the all-India Services whilst one affected the allowances of officers of the Indian Medical Service. The remaining five also dealt with matters of detail rather than of policy. In matters of general policy the Ministers received, and admitted that they received, the cordial support of the Governor. None the less there remained on both sides of the dispute a feeling of soreness, which militated against the harmony, which should exist between the Government and its officers if the administration is to run smoothly.

223. Matters continued in this condition until 1925 when the lull, produced by the absence of a Ministry, enabled fresh stock to be taken. It was then decided to start regular weekly meetings of the Executive Council, and to put under careful examination the Rules of Business of the Executive Government framed under section 49 (2) of the Government of India Act. The rules which resulted were tried, first, in a tentative form, and took final shape in April 1926. They swept away all ambiguities about the position of the Secretaries *vis-a-vis* individual members of the Government,

and in effect secured that the procedure followed by the Government of India in this respect should hold good. They made clear also the constitutional position of the Governor on the reserved and transferred sides, respectively, and provided machinery for him to exercise effectively his functions. It was also decided to take steps to familiarize more officials with the working of the Legislature. With this end in view the Governor now nominates the full number open to him of eight officials, instead of five, as used to be the case. The result was that when Ministers again took office in February 1927, not only were they jointly responsible and had a party behind them, but they also found in operation a system of regular meetings of Government, revised rules of business, and a large body of senior officials known personally to them and familiar with the Legislative Council atmosphere.

224. The opportunity for joint deliberation offered under the new conditions has been utilized to the full. In the two months of the financial year 1926-27, remaining after the appointment of the Ministers, the whole Government was summoned by the Governor to meet on 15 occasions. The large number of meetings was due to the fact that the Legislative Council was in session. During that period there were no separate meetings of the Executive Council. In the financial year 1927-28 there were 45 meetings of the whole Government, and two only of the Executive Council, each of which dealt with a single subject only. The classification of cases discussed at these meetings is as follows :—

	1926-27.	1927-28.
Reserved Subjects	... 23	115
Transferred subjects	... 8	27
Cases affecting the whole Government	27	36.

At these meetings both sides of Government sat together, and the opinions of both Members and Ministers were asked upon all the subjects put down for consideration. The discussions were of an informal nature and were not recorded. They were closed by an order on the appropriate side, *i.e.*, an order in Council in the case of reserved subjects, and an order of the Governor acting with his Ministers in the case of transferred subjects. In nearly all the cases the decisions reached have had the support of all the members of the Government. In the rare cases in which there has been a difference of opinion between one side of Government and the other the order passed has followed the opinion of the side of Government to which the subjects appertained. Disagreement between the Ministers has been barred by their joint responsibility. At a meeting of the Legislative Council on March 12th, 1928, the Hon'ble the Minister for Education expressed himself as follows with regard to the working of the present system : "The Ministers from the date of taking up their offices have made no proposals in respect of the transferred departments, which have not been accepted by Government and His Excellency the Governor. There has not been a single case in which the Ministers have been overruled, or in which the Ministers have not been able to make their voice felt on Government." The Members of the Executive Council have been equally ready to recognize the help and assistance they have received from the Ministers in the discharge of their duties.

225. It is difficult to dogmatise about the respective influence of Ministers on the administration of the reserved departments and of Members on the administration of the transferred departments. Each has had an opportunity to influence the other when their jurisdictions have overlapped, and the files have passed through their respective departments. Influence has also been exerted when papers have been in circulation under the orders of the Governor. These opportunities have been taken freely by each side, but no record has been kept of them. The only record which exists is with regard to cases marked by the Governor for a meeting of the whole Government after the circulation of papers. From a purely quantitative examination of such cases it appears that the opportunities offered to Ministers have been greater than those offered to Members. Amongst

the matters appertaining to the reserved departments, submitted to general discussion, may be mentioned appointments to all posts of heads of departments and certain other high posts, questions of law and order including communal disturbances, land revenue and other legislation, and matters in the discretion of the Governor, such as the certification of demands for grants. At the same time there has been no tendency to submit to joint deliberation matters on the reserved side more freely than matters of equal importance on the transferred side, nor can it be said that the Ministers have resisted the ventilation on the other side of Government of cases relating to transferred subjects. So far as can be judged from the present available experience, normally the number of important cases, which repay general discussion, is greater on the reserved than the transferred side.

PART XI.—THE RELATIONS OF THE LOCAL GOVERNMENT WITH THE GOVERNMENT OF INDIA.

226. The relations of the local Government with higher authority are referred to in other parts of this memorandum, particularly in the parts dealing with finance, legislation and the services. References to the control exercised by the Government of India or the Secretary of State has also been made in the administrative records of the departments such as the Excise, Irrigation and Industries Departments. Here, therefore, it is proposed to mention only such matters as have not found place elsewhere in this memorandum, or of which a true perspective cannot be obtained without more detailed examination.

227. Agency subjects.—Income-tax is a central subject. At the outset of the Reforms it was administered by an officer serving under the local Government who was also responsible for the administration of certain provincial reserved and transferred subjects. From 1922 the Income-tax Department was separately organized, the officer in charge of it became a whole-time employee of the Government of India under the title of Commissioner of Income-tax, and the direct control of the local Government ceased. The local Government is consulted in making appointments to the post of Commissioner of Income-tax, and in practice officers serving under the local Government have always been selected for appointment. Direct appointments to a post of Assistant Commissioner of Income-tax or Income-tax Officer are subject to the previous approval of the Governor in Council as are recommendations for appointment by promotion to these posts, forwarded to the Public Service Commission for ratification. When the department was first separately organized it was chiefly recruited from members of the provincial services of the local Government; but with increasing specialization, direct recruitment has now almost entirely displaced local officers.

The department has expanded rapidly and the problem of finding office accommodation has become increasingly more difficult, especially as accommodation is required not only at the permanent headquarters of officers but at the local centres. The local Government has, not without some inconvenience to its own servants, provided accommodation in tahsil buildings and elsewhere without charge, but has now decided that where accommodation can only be provided by displacing officials of the local Government proposals should be submitted for charging rent. Rent has so far not been actually charged under these orders.

The local Government also exercises administrative control on behalf of the Central Government in ecclesiastical matters, in respect of postings and leave of Chaplains and of ecclesiastical establishments within the province. The arrangement has worked smoothly.

228. Reserved departments—Famine Relief.—On the reserved side of Government mention may be made of the fact that although the local Government is now responsible for the administration of famine relief, it is still required to submit periodically detailed

reports to the Government of India regarding the progress of famine operations. A special report has to be sent as soon as agricultural prospects become serious and apprehensions distress arise. Following this preliminary report is a fuller report accompanied by detailed statistics on all matters connected with the organization of relief. When famine or scarcity has been declared a special weekly telegram has to be sent to the Government of India giving information of progress. A monthly return is also prescribed, and on the conclusion of the operations a final report has to be submitted. Since the Reforms neither famine nor scarcity has been declared in the province on a wide scale. In 1925-26 and 1926-27 the partial failure of the cotton crop in Berar combined with low prices caused some distress. This was met in 1925-26 by expansion of the Public Works Department's programme, by a partial suspension of land revenue and by local distribution of agricultural loans. In the following year the situation was at first met by the same methods but at the end of March 1927 it was found that these measures were no longer adequate and scarcity was declared in an area amounting to less than half of one district. The scarcity operations lasted for three months only and were of purely local interest; the Government of India exercised no control nor, as far as is known, were the reports furnished by the local Government of any immediate administrative value outside the province.

229. **Rights in land.**—A matter, which has raised questions not always easy of solution, is the respective rights of the Government of India and of the local Government in respect of land within the limits of the province. No change has been made in the orders existing from before the Reforms with regard to the alienation or exchange of State lands, and the local Government is still required to report for the orders of the Government of India small grants of lands for such purposes as the construction of sarais, dharamshalas, schools or hospitals. The Government of India have in such cases occasionally suggested additional conditions to be attached to the grants, but on only one occasion have they refused assent. In that case they agreed to the greater part of the grant, but suggested that for a part of the area rent should be charged as the purpose for which it was required was distinguishable from the public purpose for which the rest of the area was granted. The question of extending the powers of the local Government was raised by the Government of India, but no decision was reached.

There has also been some difficulty in the disposition of land relinquished as no longer required by State railways or by departments of the Government of India. Prior to the Reforms the local Government in disposing of lands which had been acquired for public purposes either by private purchase or by compulsory acquisition and which were no longer required, was guided by instructions issued by the Government of India. Briefly these instructions prescribed that agricultural land should so far as possible be restored to the original owners or their representatives in title at the price originally paid less the 15 per cent paid for compulsory acquisition. These instructions the local Government have hitherto regarded as binding, both as the orders of higher authority and as embodying a principle of equity. The Government of India in Finance Department resolution No. D-3428-A, dated the 10th December 1925, have prescribed rules to regulate the transfer of State lands between the Government of India and the local Government which do not give expression to this principle. Under these rules the local Government is required to pay to the Government of India, not the original cost of acquisition, but in most cases the market value. If the local Government does not agree to take over lands thus offered, the Government of India is free to dispose of it to a third party in such manner as it thinks fit after consultation with the local Government. Thus, as between the Government of India and the local Government, the price demanded will almost invariably exceed the original cost of acquisition, which in the case of much of the railway land acquired in the early days of railway construction, was often negligible; and the resolution does not recognize the equitable rights of the original owners.

Recently the local Government has referred both the question of the rights of original owners and the question of the right of the local Government to land revenue in respect of lands thus relinquished. The Government of India have generally accepted the suggestions of the local Government in principle, but have not yet issued formal orders embodying them.

230. Mineral rights.—The respective rights of the local Government and the Government of India in regard to minerals have also been the subject of correspondence. The local Government claimed a right to minerals in cantonment lands. The Government of India did not accept the interpretation placed by the local Government upon the existing laws and instructions bearing upon this matter, and denied that the local Government possessed a right overriding the exclusive property of the cantonment authority in lands in their possession. The decision of the Government of India has been questioned by another local Government and a reference to the Secretary of State invited. Meanwhile, as a result of this decision, the local Government has relinquished to the Jubbulpore cantonment authority rights over certain quarries within cantonment limits which it had enjoyed from before the Reforms.

Another important case concerning mining rights is that of the Mohpani colliery in the Narsinghpur district. The mining rights in this colliery were leased to the Nerbudda Coal and Iron Company in 1861 under the sanction of the Secretary of State, and the surface rights were acquired temporarily by the company under leases and agreements with the private owners. In 1904 the Secretary of State purchased the rights of the company and proceedings were then taken to obtain, by acquisition, a complete title to the surface rights also. The colliery was acquired for the benefit of the G. I. P. Railway, and in 1913 an agreement was made between the Secretary of State and the company which, under a 25 years' agreement dating from 1900, was managing the railway, transferring the management of the colliery to the company. The right of the local Government to royalty on the coal extracted was recognized throughout, and royalty was credited direct by the company to the local Government. In 1925, on a reference to the Railway Board in which it was pointed out that the original mining lease granted to the Nerbudda Coal and Iron Company had expired in July 1924, the local Government was informed that the collieries would not last more than a few years longer. In 1927 the railway department informed the Deputy Commissioner, Narsinghpur, direct that the whole of the land was being relinquished and asked him to arrange to take it over from the railway company as soon as possible. The railway authorities before handing over possession disposed of the machinery on the spot and left the colliery in a condition which made its reopening a matter of considerable difficulty and delay. The local Government has been led to believe that if the colliery had been handed over in working order, the mining rights would still have been of considerable value as although it was estimated that in the condition in which it was handed over it would take at least six months to restore it to working order, an offer for it was even then received. But the Government of India held the key to the situation as the property is only of value if the branch line, constructed primarily to serve the colliery, is retained; and as the line is worked at a loss, certainly until the colliery is in full working and possibly even thereafter, the interests of the Government of India conflict with those of the local Government.

The fact that the Government of India have partially reserved the control of mineral development and regulation of mines has tended to hamper the local Government which under entry 24, Part II, Schedule I of the Devolution Rules is entrusted with the development of mineral resources subject to rules made or sanctioned by the Secretary of State. Under these rules the local Government was at first required to submit for the orders of the Government of India any proposal to grant mining rights in an area the length of which is more than double the breadth. In 1924 this rule was relaxed by the Government of India to the extent of permitting the local Government to grant such areas with the consent of the

Director of Geological Survey of India. Of greater importance is the absence from the rules of any rule making the decision of the local Government final in respect of rival claims to the grant of mining concessions, which is a matter within the discretion of the local Government. In consequence an application against the decision of the local Government cannot be withheld in virtue of any powers conferred upon the local Government for dealing with mining rights, but only in accordance with the general rules relating to the withholding of memorials addressed to the Government of India or the Secretary of State. An application against an order of the local Government regarding the grant of a mining concession was on one occasion withheld; but these general rules do not clearly cover cases of this nature, and the right of the local Government to withhold the application was questioned by the Government of India. The local Government has not yet been informed whether the Government of India accepted the explanation offered by it. The position is anomalous, and if it remains uncertain whether the exercise of its discretion by the local Government can be challenged by any individual affected thereby, the authority of the local Government may be prejudiced.

231. Forests.—The control of forests is also devolved to the local Government subject to legislation by the Indian Legislature as regards disforestation of reserved forests. Prior to the Reforms the local Government was empowered to disforest areas up to 1 square mile. In 1921 the Government of India empowered the local Government to sanction disforestation up to an area of 10 square miles. This figure was apparently fixed, not in relation to any legislative change, but at the discretion of the Government of India.

232. Transferred departments.—In the transferred departments control has been exercised by the Government of India only where proposals have been made which would have affected services for the control of which the Government of India is responsible. Thus, the Government of India insisted on the retention by the local Government of an officer temporarily deputed to act as Director of Public Health in the absence of the permanent incumbent on leave. In 1922 a proposal was made that the post of Director of Public Health should be amalgamated temporarily with that of Inspector-General of Civil Hospitals, both posts being in the transferred departments and held by officers of the Indian Medical Service. The Government of India refused sanction on the ground that the Secretary of State had not at that time been addressed with regard to the posts to be reserved for I. M. S. officers. In 1927 a similar proposal that the post of Director of Public Health should be held by the Inspector-General of Prisons (a reserved subject) for one year was also rejected. On this occasion the Government of India gave as a reason for refusal the loss of efficiency which would result in the Jail Department; but at the same time it pointed out that the probability of development in the Public Health Department made it desirable that a whole-time Director of Public Health should be retained.

In 1923 the Government of India did not accept the proposal of the local Government that the officer then acting as Inspector-General of Civil Hospitals should continue in that post, and appointed in his place, as successor to the permanent incumbent who was on leave, a more senior officer whom they considered to have a better claim to the appointment. With these exceptions there has been no difference of opinion between the local Government and the Government of India regarding the filling of posts, appointment to which is controlled by the Government of India.

233. Financial relations.—The nature of the separation which has taken place between the finances of the Government of India and local Governments consequent on the Reforms has been explained in detail in paragraphs 249 and 250. A brief account is here given of the manner in which the financial arrangements have worked in those matters only in which there is still a connecting link between the finances of the Central and Provincial Governments.

234. **Provincial contribution.**—Under Devolution Rule 17 the local Government was required to pay, with effect from the financial year 1921-22, to the Governor General in Council a contribution of Rs. 22 lakhs per annum or such smaller sum as may from time to time be determined. The contribution has been permanently remitted with effect from 1928-29.

235. **Provincial balances.**—Since the introduction of the Reforms there has been no occasion on which the local Government has been required by the Governor General in Council to curtail its drawing on balances under Devolution Rule 21. On one occasion a sum of Rs. 30 lakhs out of the provincial balances was deposited with the Government of India for a period of six months, and interest on the deposit was credited to provincial funds. There has also been one occasion on which the local Government overdrawn its balances at the end of the year. This was at the end of the year 1926-27 when the provincial balance was overdrawn to the extent of Rs. 3 lakhs. In accordance with the rules governing such overdrawal a loan of Rs. 3 lakhs was taken from the Government of India and interest paid thereon.

236. **Provincial Loan Account. Pre-Reform Debt.**—Under Devolution Rule 23 the amount outstanding in the Provincial Loan Account on the 1st April 1921 is treated as an advance to the local Government and carries interest. This advance is to be repaid before the expiry of 12 years. This period was extended to twenty years as a special concession as the province was in financial difficulties owing to a severe crop failure at the time of the inauguration of the Reforms. This concession was subject to reconsideration in 1924. The state of the provincial finances had improved about that time and this enabled the local Government to get ahead of the annual instalments due and it is now expected that the whole sum will be repaid within the normal period of 12 years.

237. **Irrigation Debt.**—Under Devolution Rule 24 the capital sums spent before the 1st April 1921 on the construction of productive and protective irrigation works are treated as an advance from the Government of India and carry interest. The principal is at present non-repayable. The local Government is liable for the annual payment of a sum of Rs. 14,19,675 on account of interest. The amount has been regularly paid, but this Government has represented to the Government of India that it should not be required to pay interest on that portion of the outlay incurred for protective works, as distinguished from productive works, as such works were originally financed from revenue and not by loans. The amount which the local Government would save if their contention is accepted is about Rs. 7½ lakhs annually. Even with this reduction the local Government would get no immediate financial advantage out of the irrigation projects constructed prior to the Reforms. Those which were then classed as productive have now all been classed as protective, and the receipts from them do not even cover the annual payment made to the Central Government.

238. Under Devolution Rule 25, the Governor General in Council may at any time make to a local Government an advance from the revenues or moneys accruing to the Governor General in Council on such terms as to interest and repayment as he may think fit. Under this rule advances have generally been taken for capital expenditure on Irrigation and Forest works and for loans under the Land Improvement Act and the Local Authorities Loans Act. The extent to which advances have been taken since the 1st April 1921 for these and similar objects is Rs. 285½ lakhs, the amount repaid since the 1st April 1921 is Rs. 573¼ lakhs and the amount expected to be outstanding on the 31st March 1929 is Rs. 227¾ lakhs. No difficulty has been experienced in obtaining such advances as are necessary either from the Government of India or from the Provincial Loans Fund.

239. **Meston Settlement.**—There have been no instances of departure from the Meston Settlement.

240. **Maintenance of railway police.**—Till 1917 the total cost of railway police was divided between the Railway Companies and the local

Government in the proportion of 7 : 3. This arrangement did not work satisfactorily and in 1918 the Government of India instituted, with the sanction of the Secretary of State, a new system under which the railway companies maintain and pay the whole cost of watch and ward police while the local Government maintains and pays for crime and order police. But as the railway companies paid considerably less under this system than before, they were also required to pay, during the currency of their contracts for the management of the railways, a further contribution equivalent to the difference between the amounts due under the old and new systems. It was the intention that when the contracts expired the additional contributions should automatically cease; but so long as they were made, it was decided that the receipts should be treated as arising out of the administration of a provincial subject and divided among the Provincial Governments concerned. The total annual contribution paid to this province for the E. I. and G. I. P. Railways under this arrangement was Rs. 1,13,243. These contributions have ceased since 1925 when the management of the railways was taken over by Government. The cessation of the contribution has resulted in a net loss to the province as the expenditure by the local Government on railways police is not in any way less. At the Conference of Financial Representatives held in 1925 the question whether this expenditure should not be a charge on railway revenues rather than on general revenues was discussed, and the matter was again referred to at the Conference of 1926.

PART XII.—COMMUNAL DISORDERS.

241. The following is a complete statement of communal riots in the Central Provinces and Berar from 1889 to 1928 inclusive. There is no record available of any disturbances prior to 1889 :—

Year.	Date.	Place.	Cause.	Killed.	Wounded.	Details.
1889 ...	...	Burhanpur ...	M o s q u e - Music.	...	Details not known.	Riot when Hindu proces- sion tried to pass a mosque with music.
1905 ...	...	Murtiz a p u r (Akola).	...	...	...	A Hindu-Muhamma d a n riot. No details recorded.
1908 ...	...	Nagpur ...	Mosque-Music	...	...	Three riots in Nagpur. No details recorded.
1910 ...	...	Rajura (Bul- dana).	Do. ...	...	...	Three riots during Bakr-Id. 20 M u h a m m a d a n s attacked 300 Hindus and nine were convicted.
1915 ...	Nov e m b e r 15th to 18th.	Digras and Pusad in Yeotmal.	Coinciden ce of Muhar- ram and Kakad Arti.	...	...	Slight disturbances occur- red and 21 persons were convicted.
1916 ...	August 2nd and 3rd.	Burhanpur ...	Mosque-Music	...	About 150	Only three were seriously injured.
1917 ...	...	Jubbulpore ...	Do. ...	...	...	Two petty riots over mar- riage processions.
1918 ...	...	Kamptee ...	Do. ...	...	...	Two small riots.
1919 ...	...	Hoshangabad	...	...	...	Five riots over religious disputes. No details recorded.
1920 ...	...	Takli (Am- raoti).	M o s q u e - defiled.	...	18 Hindus	No details recorded.
1921 ...	...	Sirala (Am- raoti).	...	...	4 Muham- madans.	Punitive police for six months, as result of riot regarding position of mosque and temple.
1922 ...	September ...	In the Akola and Buldana districts.	Coinciden ce of Muhar- ram and Ganpati.	...	17 Hindus, 5 Muham- madans.	Petty riots occurred at three places, at one of which punitive police were imposed.
1923 ...	20th and 29th November.	Nagpur ...	Mosque-Music	...	50 Hind's...	Two riots occurred as Hindus insisted on taking Kakad Arti processions past Ganesh Peth mosque. Some Hindu images were broken.

Year.	Date.	Place.	Cause.	Killed.	Wounded.	Details.
1924 ..	12th to 15th July.	Nagpur ...	Mosque-Music	...	40 Muham- madans, 22 Hindus.	Fourteen cases of riot were registered.
	28th July ...	Khandwa ...	Do. ...	...	8 Hindus, 1 Muham- madan.	Attempt to take music past Bohra mosque.
	1st September	Nagpur ...	Do. ...	1 Muham- madan.	24 Hindus, 21 Muham- madans.	One murder, 1 dacoity, 1 robbery and 11 riots were registered against Hindus and 11 riots against Muham- madans, as result of attempt to take Marbod procession past mosque with music.
	...	Kamptee ...	Do. ...	...	...	Ganpati procession attack- ed. 10 Muhammadans convicted.
	October ...	Jubbulpore ...	Do. ...	...	44 Hindus, 53 Muham- madans.	Series of riots occurred over attempt to take Kali procession past mosque.
	17th October	Saugor ...	Do. ...	1 Hindu ...	30 Hindus...	Result of attempt to take Kali procession past mosque with music.
	11th October	Hirpur (Ako- la)).	Do. ...	...	1 Hindu ...	Small riot over Ganpati procession.
	Do. ...	Near A k o l (Akola).	Do. ...	...	...	Small riot over burial procession.
	6th Novem- ber.	D h a m t a r i (Raipur).	Do. ...	...	3 Hindus, 3 Muham- madans.	Two petty riots.
	...	...	...	...	...	...
1925 ...	3rd August...	Karanja (Ako- la).	Do. ...	...	5 Hindus ...	Hindu procession attacked by Muhammadans.
	30th August...	Kham g a o n (Buldana).	Do. ...	...	24 Hindus, 4 Muham- madans.	Mohammadans rushed a Hindu procession. Stones and lathis used.
	23rd Septem- ber.	Shirala (Am- raoti).	Long standing tension over religious rights.	1 Hindu ...	...	A leading Hindu who had always supported the Hindu cause was beaten to death in the open bazar. 20 Muhammadans convicted.
	27th Septem- ber.	Chhindwara...	Mosque-Music	...	1 Hindu ...	A constable was injured when police prevented a Hindu-Muslim riot.
	Do. ...	Narsinghpur	Do. ...	...	...	Muhammadans assaulted two Ramlila processions which had taken a new route passing a mosque.
	4th October	Sihora (Jub- bulpore).	Do. ...	...	...	Muhammadans attempted to rush a postponed Dashera procession, pass- ing mosque out of prayer hours.
	13th October	Arvi (War- dha).	Do. ...	3 Muham- madans.	16 Muham- madans, 1 Hindu.	Riot occurred during Kakad Arti procession. Hindu mob attacked Muhammadan mohalla.
	26th October	Akola ...	Do. ..	...	28 Hindus, 8 Muham- madans.	Two small riots over Hindu processions, the second of these was caused by a pleader who induced Hindu boys to take a noisy procession past a mosque.
	Do. ...	Dhanki (Yeot- mal).	Do. ...	...	10 Muham- madans, 13 Hindus	Small riot. Injuries only slight.
	Do. ...	Damoh ...	Do. ...	...	4 Hindus, 1 Muham- madan.	Dashera procession held up by Muhammadans.
1926 ..	8th and 9th May.	Jubbulpore ...	Do. ...	...	...	After prolonged tension two riots occurred. Some police slightly injured by stones.
	22nd June ...	Damoh ...	...	...	14 Hindus, 6 Muham- madans.	Sudden flare up as result of prolonged tension. Police fired and slightly wounded 4 persons.
	2nd October	Nagpur ...	Mosque-Music	...	8 Hindus ...	A Mahar Ganpati stoned by Muhammadans. In- juries slight.
	29th October	Do. ...	Do. ...	...	3 Hindus ...	Hindu funeral procession attacked while passing mosque. Injuries slight.

Year.	Date.	Place.	Cause.	Killed.	Wounded.	Details.
1927	18th March	Sihora (Jubbulpore).	Mosque-Music	...	7 Hindus, 5 Muhammadans.	Muhammadans attacked Holi procession when it passed mosque. Hindus retaliated and stoned mosque.
	23rd July	Jubbulpore	Do.	...	5 Hindus, 4 Muhammadans.	Muhammadans attacked Hindu procession while passing mosque.
	6th August	Nagpur	Do.	...	...	Two petty riots.
	19th August	Basim (Akola)	...	1 Muhammadan.	50 Hindus...	Serious riot as result of prolonged tension. Ring-leaders convicted.
	4th, 5th and 6th September.	Nagpur	...	7 Hindus, 16 Muhammadans.	46 Hindus, 80 Muhammadans.	Serious rioting for three days.
	4th, 5th and 6th October	Jubbulpore	...	1 Hindu	55 Hindus, 47 Muhammadans.	Serious rioting for three days.
1928	22nd April	Chandur Biswa (Buldana).	Mosque-Music	...	2 Hindus, 1 Muhammadan.	Hindu procession attacked by Muhammadans when passing mosque.

It will be seen that in the 31 years preceding the Reforms from 1889 to 1920 inclusive only 10 riots of a communal nature occurred, and of these several were of a petty character. In the seven years subsequent to the Reforms there have been 33 riots, 1 each in 1921, 1922 and 1923, 9 in 1924, 10 in 1925, 4 in 1926, 6 in 1927 and 1 to date in 1928. Of the 33 post-Reform riots, 11 took place in Berar, 7 and 4 in the towns of Nagpur and Jubbulpore, respectively, and 2 and 5 in other places in the Nagpur and Jubbulpore Divisions. Outside these areas there were only 5 riots, 3 in the Nerbudda and 1 in the Chhattisgarh Division. In nearly all the cases the mosque-music question has been, directly or indirectly, the excuse, if not the reason, for the quarrel. In the old days disputes of this nature were settled easily by the local officers on the basis of local custom. Latterly, with the spread of communications, and the increasing organization of the competing forces, local settlements on purely local considerations have become difficult. Nowadays local leaders have not the influence they used to have, and attention has to be paid to the dictates of political magnates within and outside the province. Moreover in the light of modern publicity divergencies of custom between one locality and another appear incongruous, and not unnaturally each community tends to claim universality for the custom most favourable to itself. It is also the case that the Hindus, who outnumber the Muhammadans in the province by 22 to 1, are no longer willing to concede privileges to the latter based on their former sovereignty, or on the position of Berar as part of the dominions of His Exalted Highness the Nizam. The Muhammadans on the other hand resent any change in what they regard as their privileged position, and the hotheads on each side accentuate every possible difference. The attitude of the local Government to quarrels of this nature was defined early in 1926 in dealing with the dispute at Akola in a letter dated 25th March 1926 of which a copy is given in Appendix XVII. Government's attitude was summed up in paragraphs 10 and 11 of the letter as follows:—

"10. In matters of religion Government maintains an attitude of strict neutrality, but while sympathising with the natural desire of each party to perform their religious obligations without interference or annoyance, Government must, where the demands of religion come in conflict with civil right, aim primarily at upholding the common rights of the individual. The complicated circumstances under which the thoroughfares are used by the public, and especially by processions, may give rise to occasions on which the common right has temporarily to be superseded by the use of the emergency powers of the local authorities. But such emergencies do not imply any permanent denial of individual rights. The rights of the individual, when using a public street, are described in various judicial rulings and in the Privy Council ruling reported in Indian Law Report 47, Allahabad, page 155. In a general way no civil restriction on the use of a thoroughfare arises from the existence beside it of any place of worship

“Government has considered the contention of the Muhammadans that in Berar they are in the enjoyment of special rights involving a limitation of the religious customs of their Hindu fellow citizens, and that previous usage is in their favour, Berar having been for a long time under Muhammadan administration. Government cannot uphold this contention until its validity has been established by judicial authority. Ordinarily, no person has a right to obstruct others when making lawful use of a public street, and alleged customs which are contrary to the principles of religious impartiality, maintained by Government, cannot be admitted until they are legally established. At the same time Government recognizes that Muhammadans should have the opportunity to perform their religious observances so far as possible undisturbed. For example, in the case of certain mosques, especially those of an established character, it may be reasonable and right that there should be restrictions on the playing of music by other communities, whether in respect of hour, proximity or volume. Such restrictions which may vary according to the circumstances of time and place must, however, be limited to securing on the part of the public and individuals as much consideration as should be given by men of sense and good feeling without unreasonable sacrifice to a party whose religious susceptibilities would otherwise be unduly offended.

“11. Government recognizes that orders issued to meet an emergency are not necessarily intended as a permanent solution of the situation, while its present instructions are themselves subject to such more final pronouncement on the respective claims of the parties as may be obtained from the judicial courts by consent or by legislation. The orders passed by the local authorities regarding the Ganpati procession of 1925 were effective for the purpose for which they were issued, and Government sees no reason to question their propriety. But the situation has now altered, and it is possible to consider it in a calmer atmosphere. Government has no intention of usurping the functions of the local authorities by formulating instructions on matters of detail. It considers that arrangements should be made to allow the Ganpati processions to pass to their destination without being compelled to break off their music—beyond what may be considered necessary to give effect to the principles already stated. Order issued with these objects and based on the principles enunciated will receive Government support.”

In accordance with the indication given the local authorities at Akola arranged successfully for the passage of the disputed procession with music, but outside prayer hours, and this solution, though particular to Akola itself, has been tending to spread elsewhere ever since throughout the province. Progress has of course been slow, and there have been setbacks in the serious riots at Nagpur and Jubbulpore in September and October 1927. The province has also felt the repercussions of events outside its borders. Still the feeling is growing that consideration for each other's susceptibilities is a proper ground for moderation in the exercise of legal rights, and can be shown by both sides without loss of self respect.

242. There are two other class movements which have resulted in friction between communities. One is the non-Brahmin movement, and the other the movement for the elevation of the depressed classes.

The non-Brahmin movement owes its inception to Jotiba Phule of Poona (1837 to 1896). The movement spread to this province in 1901 but attracted little notice, and was confined to opposition on the part of caste Hindus to the religious supremacy of the Brahmin. In 1920, the enfranchisement of all classes introduced a political element into the movement. It is, however, still possible to distinguish between the two schools of thought—one which concentrates upon social reform and the other upon challenging the political domination of the Brahmins. The movement is confined to the Maratha country, *i.e.*, Berar and the three Central Provinces districts of Nagpur, Wardha and Chanda. In each district, societies have been formed under the name of Satya Shodhak Samaj or Brahmanetar Samaj and from 1924 onwards annual Central Provinces and Berar non-Brahmin conferences are

being held. Although the movement has exacerbated relations between the non-Brahmin and Brahmin communities, violence has been rare and no serious riots have occurred as a result of this movement.

243. A feature of the movement has been the display of dramas, depicting the conflict between non-Brahmins and Brahmins and money-lenders, particularly Marwaris. In 1924, a party of Brahmin youths attempted to attend a performance of this nature in the Akola district with hostile intentions and were beaten and rejected. In the same year at a Swaraj meeting at Deolgaon Raja in the Buldana district, a number of members of the Satya Shodhak Samaj objected to the election of the Brahmin President. Blows were exchanged and the Samajists were ejected from the meeting. In May 1925, the proceedings of the second session of the Central Provinces and Berar non-Brahmin Conference at Wardha were stormy. A Congress worker was injured and the police had to restore order. In 1926, a Maratha patel with eight companions entered a temple belonging to a Brahmin and a *fracas* ensued. In 1926, a riot occurred in the Amraoti district between Brahmins and non-Brahmins over the right of the latter to attend a series of religious readings.

244. The non-Brahmin movement ostensibly includes all communities except the Brahmin, but although efforts have been and are being made to include the depressed classes in it, there has, in fact, developed a cleavage between caste Hindus and untouchables, and caste Hindus and Brahmins have at times joined forces against the latter. Two separate causes of friction have led to more or less serious outbreaks—one was the refusal of the depressed classes to join the non-co-operation or Swaraj movement, and the other was the attempt of the depressed classes to obtain equal social rights with caste Hindus. An incident due to a combination of both causes was the boycott of the Mahar community of Bela in the Nagpur district in 1921. The local shop-keepers refused supplies to them, and when they went to Sindhi in the Wardha district to obtain them, a riot occurred, and all their purchases were looted from them. The attempt to attain equal social rights has taken various forms. One is the claim to use wells and other sources of water-supply used by caste Hindus. Another, which has led to several cases of assault and at least one of rioting, has been the refusal of Mahars to remove and skin dead cattle. In Amraoti, recently, members of the depressed classes attempted to enter the Amba temple and efforts were made to obtain volunteers to perform Satyagraha at the temple when their entry was denied. In Chhattisgarh, the adoption of the sacred thread by the Satnami Chamar community aroused indignation over a wide area amongst orthodox Hindus.

PART XIII.—THE PRESS.

245. The newspapers and periodicals published in the province are of local importance only. At present no English daily newspaper exists, several attempts to establish one having failed. For daily news the province relies chiefly on Bombay and Calcutta, and to lessor extent, Allahabad and other northern centres. Thus, opinion, political and otherwise, is largely moulded by outsiders. The most important publications in the province are the weeklies, if the *Hitavada*, the leading English paper which has recently been converted from a weekly to a bi-weekly, is included. The number and circulation of weeklies compare with other periodicals as follows :—

	Number.	Circulation.
Weekly	24	32,150
Fortnightly and thrice a month	8	3,525
Monthly	33	27,225
Quarterly	1	150

Apart from mere numbers, the weeklies are also the most influential of the local publications.

246. Distribution over the different parts of the province is shown in Statements I and II attached, the first of which classifies the press on a linguistic, and the second on a territorial, basis. From these tables the two notable facts that emerge are—firstly, the greater number and circulation of Marathi compared with Hindi publications, in spite of the fact that the Marathi language extends over only eight districts with an area of 36,970 square miles as against 14 Hindi districts with an area of 62,906 square miles, and secondly, the almost complete absence of publications in the whole of the Chhattisgarh Division. These statistics corroborate the conclusions arrived at on other grounds with regard to the predominance of the Maratha element in the province and the backwardness of Chhattisgarh. Further corroboration of the former proposition from the administrative point of view is provided by the figures of articles considered worth extraction by the Publicity department for the information of Government. These are as follows :—

Year.			Number of extracts.	
			Marathi.	Hindi.
1922	...	...	247	95
1923	...	...	294	284
1924	...	...	600	122
1925	...	..	1,004	201
1926	...	...	593	137
1927	...	...	517	113

247. Statement III gives a comparative statement of the development of the provincial press from 1910 to date. The extent to which extra-provincial publications circulate in the province cannot be accurately stated but it would not be unreasonable to presume an expansion of their circulation proportionate to that of the provincial press. The newspapers habit has, from being almost exclusively urban, now definitely permeated rural areas. In estimating the reading public it is to be noted that a single paper, more especially if printed in the vernacular, will pass through more hands and be read by or to more persons on the average than in western countries.

248. Statement IV classifies the various organs according to their political views or other objects. Of the papers devoted to social and religious objects, several cater for special castes or communities, and are not read by the general public. Amongst political papers, those published in the non-Brahmin interest are of recent origin. Responsivist papers have the widest circulation, reflecting the predominance of the Maratha element already noticed. They also cover in general a wider range of subjects, such as for instance, co-operative credit or village panchayats which receive little notice in the Hindi papers. Although possessed each of a definite political outlook, these papers, with the exception of the *Hitavada*, which is controlled by the *Servants of India Society*, are private ventures and not the offspring of the political organizations whose policies they follow. At the time of elections to the Legislative Council occasional short-lived publications appear in support of and financed by individual candidates or party organizations. Two such papers were issued in 1923, and four in 1926. Only one survived as a permanent member of the Press.

STATEMENT I.
The Press—Distribution by language.
 [Referred to in paragraph 246.]

	English.		Hindi.		Marathi.		Urdu.		Other languages or more than one language.	
	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11
Daily ...	...	...	2	3,000	1	1,000	...	...	...	...
Weekly and bi-weekly ...	3	4,200	7	7,900	10	17,000	3	1,650	1	1,400
Fortnightly and thrice a month ...	...	...	6	2,525	1	500	...	...	1	500
Monthly ...	6	8,950	16	9,700	8	5,075	1	500	2	3,000
Quarterly ...	...	...	1	150	...	...	...	...	...	...

STATEMENT II.
The Press—Distribution by territory.
 [Referred to in paragraph 246.]

Berar Division.				Nagpur Division.				Chhattisgarh Division.				Jubbulpore Division.				Nerbudda Division.			
Political.		Others.		Political.		Others.		Political.		Others.		Political.		Others.		Political.		Others.	
No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
6	8,100	7	4,600	6	12,250	10	11,875	...	...	2	1,100	4	2,800	18	12,300	7	9,400	9	4,625

STATEMENT III.
The Press—Showing the development of the Press.
 [Referred to in paragraph 247.]

Year.	English.		Hindi.		Marathi.		Urdu.		Others including bi-lingual, etc.	
	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11
1910	1	300	12	8,923	12	4,454	4	800	3	1,625
1918	5	2,830	9	6,149	11	7,585	...	...	4	8,460
1920	6	5,550	19	13,900	13	11,475	2	2,300	6	3,750
1923	6	4,270	34	17,940	21	20,325	3	2,500	6	7,350
1926	9	13,150	32	23,275	20	23,575	4	2,150	4	4,900
1927	11	8,075	27	18,175	24	21,100	3	2,300	8	7,675

STATEMENT IV.

The Press—Classification of the various papers according to their political views or other objects.

[Referred to in paragraph 248.]

	Congress.		Responsivist.		Liberal.		Non-Brahmin.		Social and Religious.		Educational.		Commercial and Industrial.		Others.	
	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1. Daily ...	1	2,000	1	1,000	...	...	...	...	...	...	...	...	...	...	1	1,000
2. Weekly and bi-weekly.	5	6,200	2	15,500	5	5,250	2	2,000	2	2,400	...	...	1	500	1	300
3. Fortnightly and thrice a month.	1	600	...	...	...	...	...	...	2	500	2	725	...	...	3	1,700
4. Monthly ...	...	...	...	...	...	...	...	...	20	10,200	5	5,500	4	2,225	4	9,200
5. Quarterly ...	...	...	...	...	...	...	...	...	1	150	...	...	...	...	...	...

PART XIV.—THE GENERAL FINANCIAL POSITION OF THE LOCAL GOVERNMENT.

249. Prior to the Reforms the provincial Government had no independent sources of revenue. Receipts under the various heads of revenue in the province were shared between the Government of India and the provincial Government in certain fixed proportions. In the same way expenditure under the various heads was divided between the two Governments. The introduction of a large measure of provincial autonomy necessitated a complete revision of the financial arrangements between the two Governments. Subject to certain minor restrictions on the use of current revenues, to which a reference is made later, the province has now independent control over its sources of revenue. These are classified under eight heads in Devolution Rule 14. Besides the above sources common to all provinces, the revenues of Berar are under the same Devolution Rule allocated to the local Government of the Central Provinces as a source of provincial revenue subject to the conditions that the local Government shall be responsible for the due administration of Berar, and that the Governor General in Council may terminate or diminish the allocation if in his opinion due provision has not been made for the safety and tranquillity of Berar.

The allocation of these sources of revenue to the provincial Government was estimated to involve a deficit in the Government of India budget which was met by a fixed annual contribution from each provincial Government. The contribution fixed for this province was 22 lakhs out of a total of 983 lakhs. The local Government was also at the outset of the Reforms charged with liability for the pre-Reform irrigation debt interest and the balance due on the provincial loan account. The annual contribution was declared the first charge on the provincial revenues, and next ranked these other liabilities, together with any further advances made by the Governor General in Council to the local Government from time to time.

The local Government was further under obligation to accumulate a fund to deal with famine emergencies known as the Famine Insurance Fund. It was provided that annual instalments of Rs. 47.26 lakhs should be allotted for the creation of this reserve. The amount actually credited to the fund would be this amount *minus* any expenditure during the year on famine relief or on the construction of protective irrigation or other works for the prevention of famine or on the advance of loans under the Agriculturists' Loans Act. On the fund reaching not less than six times the annual assignment, the local Government was empowered temporarily to suspend the provision of the annual assignment.

250. Financial effect of the Reforms.—The allocation of separate sources of revenue was expected to provide the local Government with a total revenue of Rs. 436 lakhs as compared with Rs. 323.85 lakhs under the pre-Reforms distribution. Out of the difference of Rs. 112.15 lakhs the liabilities of the provincial Government involved by the new settlement were estimated to absorb Rs. 84.02 lakhs, leaving a net immediate improvement of Rs. 28 lakhs in the provincial revenues.

As regards non-recurring receipts and expenditure, the balance between the Government of India and the local Government was against the local Government as on the receipts side it was credited with a cash balance of Rs. 51 lakhs only whilst its liability for capital repayments on the provincial loan account was Rs. 92.41 lakhs. But the latter amount was represented on the credit side by loans to an equivalent amount recoverable by the local Government.

This estimate of the surplus accruing to the provincial revenues took account of such increased expenditure as could be foreseen, and it was believed that the sources of revenue allocated to the local Government would provide it with ample resources both for normal expenditure and

for expansion and development. These expectations were falsified mainly for two reasons—

- (a) the occurrence of famine in the year 1920-21, and
- (b) the failure to allow for the increase in expenditure resulting from the revision of salaries in all departments.

The first not only made heavy calls on the provincial purse but seriously diminished receipts from all the important sources of revenue enjoyed by the provincial Government; whilst the latter involved additional recurring expenditure of Rs. 75 lakhs per annum. If any further proof was wanted that the separation of the provincial finances came at a time when the local Government could least afford to stand alone it is provided by the accounts of the year 1920-21 which immediately preceded the transition. In that year although only a small part of the increased expenditure of Rs. 75 lakhs on the services took effect, the revenue was only Rs. 395 lakhs against expenditure of Rs. 454 lakhs and the opening balance was reduced from Rs. 133 to Rs. 51 lakhs.

251. The new Government thus began to function in the face of serious financial difficulties. It was clear that both with retrenchment and new taxation it would not be possible immediately to balance the budget. A mixed committee was appointed to advise on retrenchment. The constitution of the committee and the retrenchments in expenditure accepted by Government as a result of its recommendations have been described in Part VII. It will be sufficient to state here that the retrenchments and economies effected were estimated to save over Rs. 20 lakhs per annum. Another Rs. 13½ lakhs were obtained by the enhancement of court-fees and stamp duties, measures to which the Legislative Council in the face of dire necessity reluctantly consented; and some small additions to the revenue were secured by minor measures, such as the increase of copying fees and of miscellaneous revenue fees. Further taxation was out of the question until the province recovered from the effects of the famine, and the only prospect of attaining financial equilibrium appeared to lie in the remission of the provincial contribution and the suspension or reduction of the assignment to the Famine Insurance Fund.

Another event which materially affected the finances of the reformed Government was the Sim Settlement. This settlement, which has been described in Part VII, was introduced from the 1st April 1923. Before this settlement the Central Provinces enjoyed a far greater share of the divisible expenditure than the 60 per cent now allotted to it under the settlement, and the problem in this and succeeding years was so to reduce expenditure in that part of the province as to work up to the 40 per cent allotted to Berar. Existing commitments could not be reduced, and financial stringency in the earlier years of the Reforms made it impossible to make any large provision for new expenditure in Berar, and so enable it to work up to its proportion. It followed that development in the Central Provinces was reduced to an absolute minimum. The total rejection of the 1924-25 budget by the Legislative Council retarded the allotment of funds for new expenditure to Berar in that year. But the saving which resulted from this arrestment of development permitted of a larger allocation in the succeeding year, and this combined with a series of good seasons enabled the local Government to work up nearly to the standard proportion by 1926-27. Until then development in the Central Provinces came practically to a standstill.

252. Two other modifications in the original terms of the provincial settlement have materially affected the finances of the local Government. The first is the remission of the provincial contribution of Rs. 22 lakhs which has taken effect from the year 1927-28, and was preceded by a partial remission to the extent of Rs. 9 lakhs in 1925-26. The second is the temporary suspension of the annual assignment of Rs. 47.26 lakhs to the Famine Insurance Fund since 1927-28.

253. Statements are included as Appendices XVIII and XIX showing by major heads of account the actual provincial revenue and receipts and provincial expenditure and disbursements from the year 1921-22 to 1926-27.

also the revised estimates for 1927-28 and the budget estimates for the current year. Graphs are also included (Appendices XX to XXIV) to illustrate the progress of—

- (i) provincial revenue from the year 1921-22 to 1928-29;
- (ii) expenditure from the year 1921-22 to 1928-29 on reserved and transferred subjects;
- (iii) revenue from land revenue, excise, stamps and forests from 1921-22 to 1928-29;
- (iv) expenditure on each of the transferred subjects from 1921-22 to 1928-29;
- (v) expenditure on each of the reserved subjects from 1921-22 to 1928-29.

Dealing generally with the financial position since the Reforms the statements included as Appendices XXV and XXVI show that the revenue during the period from 1921-22 to 1928-29 has increased by Rs. 50.36 lakhs and the expenditure chargeable to revenue by Rs. 55.26 lakhs. The first of these years was abnormal as the following analysis of revenue under important heads shows.

254. Land Revenue.—The actual receipts on account of land revenue for 1921-22 included amounts suspended from previous years. The extent to which the revenue has actually increased under this head can only be gauged by a comparison of the current demand of each year. The current demand for 1921-22 was Rs. 206.23 lakhs, while that for 1928-29 is Rs. 219.48 lakhs, an increase of Rs. 13.25 lakhs.

There is since 1922-23 a further addition of Rs. 11 lakhs on account of the newly imposed mahar and jaglia cess, but this is not a real increase in revenue as it is counterbalanced by equivalent expenditure.

255. Excise.—The excise revenue is liable to wide fluctuations. The prevalence of scarcity and the continuance till July 1922 of a “singhast” period, during which Hindu marriages could not be performed, made the revenue for 1921-22 abnormally low. With the return of normal conditions it expanded steadily up to 1925-26 when it reached a peak figure of Rs. 156½ lakhs. In this year a change was made in the system of crediting sale-proceeds of excise, opium and other drugs, which accounted for a nominal increase of about Rs. 11 lakhs in the revenue. Since 1926-27 receipts have fallen, partly owing to the measures taken by Government to reduce consumption in accordance with its accepted policy, and partly owing to depression in the cotton tracts. It is not possible to state what is a normal excise revenue as it fluctuates widely with changes in economic conditions, and the restrictive policy of Government must result in a progressive diminution of receipts over a period of years. The figure for 1927-28 is perhaps as near normal as any figure could be.

256. Stamps.—The revision of the Stamp and Court Fees Acts affected the revenue in the last quarter of 1923 and in the years of 1923-24, 1924-25 and 1925-26. Further, the annual assignment from the Government of India on account of unified stamps was increased by a little less than Rs. 1 lakh with effect from the 1st April 1924. The fall in 1926-27 as compared with the two previous years was due to the fact that the revision of the Acts was only in operation for three years. Excluding the above from consideration, the normal revenue under this head shows an increase which reflects improved economic conditions.

257. Forests.—The Forest Department's revenue is also subject to fluctuation according to the character of the season. The revenue for 1921-22 was therefore low. With the return of good agricultural seasons, and a good lac crop, revenue continued to improve till the year 1925-26, when it again fell owing to a poor lac crop and to the weakness of the local market for forest produce. Most of the output of the department is absorbed locally and any increase in general prosperity at once reacts upon the forest revenue. At the same time improved management is also a factor in increasing receipts. Over the whole period there is undoubtedly a real growth in revenue.

258. Other heads.—Under other revenue heads the most noticeable increases occur under "Education" and "Transfers from Famine Insurance Fund". Under "Education" the increase is under fees, and is mainly due to the opening since the Reforms, of the King Edward Memorial College, Amraoti. Owing to the suspension of the assignment to the Famine Insurance Fund since 1927-28, the sum required to meet the debit in the revenue account for expenditure ordinarily chargeable to the annual assignment has to be obtained by the transfer of an equal sum from the fund.

259. Expenditure.—On the expenditure side, Appendix XIX shows that there has been an increase in expenditure of Rs. 55.26 lakhs since 1921-22. An attempt has been made to distribute this increase over the various classes of expenditure from year to year and the result is exhibited in Appendix XXVI. This statement shows that the actual increase over the whole period as compared with the actuals for 1921-22 in respect of pay and allowances (other than travelling allowance) is Rs. 22.23 lakhs. In 1922-23 the additional expenditure on account of the revision of salaries and establishments and the grant of allowances was estimated to cost Rs. 74.78 lakhs per annum, this figure being made up as follows:—

	Rs.
Imperial and Provincial Services	... 11.28 lakhs.
Subordinate and ministerial Services	... 50.00 lakhs.
Special allowances to low paid ministerial and Menial establishments.	13.50 lakhs.
Total	... 74.78 lakhs.

As a result of the recommendations of the Retrenchment Committee a saving of Rs. 4.18 lakhs was made on account of allowances, but this saving was almost counterbalanced by the increase in expenditure consequent on recommendations made by the Lee Commission. The reason that the actual increase on this account during the Reforms period has been Rs. 22.23 lakhs only is that the increases in pay were given effect to from the 1st December 1919, and the actuals for 1921-22, therefore, include a good portion of the additional cost.

Travelling allowances account for an increased expenditure of Rs. 5 lakhs. A committee was appointed in 1921 to consider the question of the adequacy of the rates of travelling allowance, and their report revealed the need for a general enhancement.

The increase in grants-in-aid is chiefly in the Education Department and the Buildings and Roads Branch of the Public Works Department. Of the increase of Rs. 11.85 lakhs in the former, Rs. 6½ lakhs represents a non-recurring grant which has been included in the budget for 1928-29 for grants to local bodies towards the construction of buildings. Excluding this, the balance may be taken to represent a normal increase. In the latter department, although the expenditure is recorded under the minor head "Grants-in-aid", it represents sums transferred to local bodies for expenditure on works made over to them as agents for maintenance and construction. This expenditure is, therefore, of the same nature as expenditure of the department on works which also shows a large increase under head "45—Civil Works—Public Works Department". The enhancement in the cost of maintenance is partly responsible for both increases.

The increase under "Forest" is due to a larger programme of works and also to the inclusion of interest charges on all capital works as a part of the outlay on works.

The increase under repayment of loans is due to the new loans which have been taken since the year 1921-22.

The increase under "Pensions" is normal.

It will be noted that there is a large decrease under "Other items" since the year 1927-28. This is due to the fact that the provincial contribution has been remitted since that year, and the assignment to the Famine Insurance Fund suspended.

260. A brief description is now given of the financial history of each year since the Reforms in so far as revenue and expenditure chargeable to revenue are concerned. The debt and capital transactions are dealt with separately.

1921-22.—The year opened with a balance of Rs. 51 lakhs. The actual revenue amounted to Rs. 503 $\frac{1}{4}$ lakhs and the expenditure chargeable to revenue to Rs. 526 $\frac{3}{4}$ lakhs. As already observed, the revenues of the year were affected by the failure of the monsoon of 1920 whilst outgoings expanded to cover the revision of pay and allowances and relief measures.

The year closed with a balance of Rs. 33,000 only.

1922-23.—The monsoon of 1921 was good, but the province had not fully recovered. The budget for 1922-23, as presented to the Council, provided for a deficit of Rs. 43.23 lakhs and the Finance Member in his budget speech declared that short of a complete change in the standard of administration, there was no method of retrenchment by which equilibrium could be attained, and that resort must be made to fresh taxation. Enhancement of court-fees, stamp duties and registration fees was proposed. These measures were estimated to bring in Rs. 13 $\frac{1}{2}$ lakhs for a full year. The Council deferred consideration of the Bills to amend the Court Fees and Stamp Acts. Savings to the extent of Rs. 20 laks were effected, and at the end of 1922 the Bills amending the Stamp and Court Fees Act were at last passed and brought into force. The 1922 monsoon again gave satisfactory results and the resulting economic recovery was reflected in the revenue under the principal heads which exceeded budget expectations. Economy also resulted from the fact that the inception of new schemes provided for in the budget were as a precautionary measure deferred till the character of the monsoon was assured. When the accounts of the year 1922-23 were made up, it was found that the revenue had amounted to Rs. 537 $\frac{3}{4}$ lakhs and the expenditure chargeable to revenue to Rs. 512 lakhs, giving a surplus of Rs. 25 $\frac{3}{4}$ lakhs against the anticipated deficit of Rs. 43.23 lakhs; and the closing balance was raised from Rs. 33,000 to Rs. 46.98 lakhs.

1923-24.—With the economies initiated in 1922-23, and the passing of the amended Stamp and Court Fees Act it was estimated that the normal receipts in 1923-24 on the existing basis of taxation would still fall short of expenditure by about Rs. 18 $\frac{1}{4}$ lakhs. In this year the Sim Settlement came into effect and new expenditure in the Central Provinces was severely curtailed. The budget for the year 1923-24 as presented to the Council provided for a revenue of Rs. 535.64 lakhs and expenditure chargeable to revenue of Rs. 550.77 lakhs or a deficit of Rs. 15.13 lakhs. The actual revenue for the year, however, reached Rs. 539 lakhs and the expenditure 516 lakhs, resulting in a surplus of Rs. 23 lakhs. With these repeated surpluses the provincial balance was gradually built up, and including the debt and capital transactions the end of the year saw a free balance of Rs. 100 lakhs, and a balance in the Famine Insurance Fund of Rs. 72 $\frac{1}{4}$ lakhs.

1924-25.—The year 1924-25 thus opened under favourable conditions, and Government felt justified in putting forward a cautiously progressive programme. For the first time since the Reforms the budget with receipts at Rs. 531 $\frac{3}{4}$ lakhs and expenditure at Rs. 529 $\frac{1}{4}$ lakhs showed an expected surplus. The total rejection of the budget involved the abandonment of a number of items provided for new schemes and works in the transferred departments, totalling Rs. 11.55 lakhs. The actual revenue exceeded, whilst the actual expenditure proved less, than budget expectations. The year ended with a balance of Rs. 113 $\frac{3}{4}$ lakhs in the Famine Insurance Fund and a free balance of Rs. 131 lakhs.

1925-26.—The year 1925-26 therefore opened with an ample reserve, and the budget estimates were based on the usual forecast of a normally good season. Agricultural conditions, however, proved unfavourable and owing to a partial failure of crops large suspensions of land revenue had to be made. The fall in revenue was fortunately more than counter-balanced by savings in expenditure due mainly to a partial remission of the

provincial contribution to the extent of Rs. 9 lakhs. The year ended with a balance of Rs. 77.87 lakhs in the Famine Insurance Fund and with a free balance of Rs. 151.49 lakhs.

1926-27.—Although the revenue had received a set-back in 1925-26, the year 1926-27 also opened with large balances at the credit of the province. The Finance Member in his opening speech stated that Government was at the time in a position to spend money freely, and that the problem before it was how much could be safely spent and how expenditure could be best distributed over all parts of the Central Provinces and Berar. The insufficiency of the allocations to Berar in previous years had engendered there a strong sentiment against spending money in the Central Provinces, whilst the Central Provinces chafed at the realization that its development must yield in priority to Berar. It was decided to use the available resources to provide funds generously for expenditure both in the Central Provinces and Berar and, at the same time, to endeavour to bring the proportion of divisible expenditure into accord with the Sim formula. In Berar the proportion of divisible expenditure allotted was raised from 29 per cent in the previous year to 38 per cent. The budget as presented to the Council provided for a revenue of Rs. 574.94 lakhs and an expenditure chargeable to revenue of Rs. 601½ lakhs; the actual revenue, however, amounted to Rs. 529½ lakhs and the expenditure to Rs. 596¾ lakhs. These figures bear evidence that the actual conditions of the year were distinctly unfavourable.

The amendment to the Stamp and Court Fees Act which had given an increased revenue of about Rs. 13½ lakhs per annum for the three years during which it was current expired on the 1st April 1926, and a fall in stamp revenue was naturally expected; but while this was allowed for in the budget there were other adverse conditions which could not have been foreseen. In the north of the province serious floods did much damage in the districts of Mandla, Jubbulpore, Narsinghpur and Hoshangabad. This unforeseen calamity had the effect of reducing revenue and increasing expenditure, as land revenue had to be remitted and relief given to assist the distressed. During the year a fall also occurred in the price of cotton, and as there was nothing to suggest substantial or early recovery, the economic conditions of the cotton tracts deteriorated, not only by reason of the diminution of direct resources but also on account of the contraction of credit that ensued. These factors caused a fall under almost every revenue head, particularly Excise, where revenue belied expectations to the extent of Rs. 25½ lakhs. The year 1926-27 must be regarded as the beginning of a period of declining revenue. The actuals of the year showed a deficit of nearly Rs. 67 lakhs, which absorbed a good portion of the large balances of the province.

Although it was early realized that there would be a fall in revenue and no part of the provincial contribution was remitted, it was not considered necessary to curtail to any large extent the expenditure provided for in the budget, in view of the large free balances, and of the accumulations in the Famine Insurance Fund which were by now adequate to meet the only serious catastrophe which the province had ordinarily to fear.

1927-28.—The year 1927-28 had to be approached in a way rather different to that of the previous year. The provincial balances were depleted. The depression in the cotton market continued, and the effect of excise policy in diminishing revenue was becoming increasingly more apparent. These factors demanded an attitude of caution in estimating probable revenue. At the same time the heavy programme of work begun in the previous year had to be continued, and the proportion of divisible expenditure attained in the previous year maintained. In these circumstances the preparation of a balanced budget was impossible, and there was no large provincial balance to provide for a deficit. But there was ground to expect substantial relief both by the remission of the provincial contribution and the cessation of assignments to the Famine Insurance Fund. The budget could not take these factors into account. But the difficulty of providing funds in accordance with what financial conditions were confidently expected to be was got over by taking a provincial loan of Rs. 55.

lakhs. This was justified by an examination of past expenditure which revealed the fact that certain items of capital expenditure had in the past been met from the provincial balance which might properly have been financed from loans. The items included capital expenditure on Irrigation, Forest and loans to cultivators aggregating Rs. 55 lakhs. With this addition in view the budget presented to the Council allowed for a revenue of Rs. 563 $\frac{3}{4}$ lakhs and an expenditure of Rs. 593 $\frac{1}{4}$ lakhs. The actuals of the year are not available, but it is expected that the revenue will have fallen to Rs. 547 lakhs, the main fall being under Excise. Fortunately expenditure is not likely to exceed Rs. 539 lakhs as the provision for the provincial contribution and the Famine Insurance Fund was not required to be used. The year is accordingly estimated to close with a free balance of Rs. 47.30 lakhs.

1928-29.—In 1928-29 the budget was framed with the knowledge that the provincial contribution had been partially remitted and the annual assignment to the Famine Insurance Fund suspended. Thus a large sum was released for new expenditure. The budget as presented to the Council provided for a revenue of Rs. 553.65 lakhs and an expenditure of Rs. 581.93 lakhs.

The budget provided for new expenditure to the extent of Rs. 74.22 lakhs, of which Rs. 59.88 lakhs is on revenue account. Of this, Rs. 3.02 lakhs have been allotted for recurring and Rs. 49.52 lakhs for non-recurring expenditure in the transferred departments, while Rs. 1.28 lakhs have been allotted for recurring expenditure and Rs. 6.07 lakhs for non-recurring expenditure in the reserved departments. The transferred departments thus come in for 88 per cent of new expenditure. The closing balance would normally have been expected to be Rs. 29.40 lakhs. But the estimates have already been upset by an unexpected attack of rust which affected the wheat crop in the districts in the north of the province so severely that large suspensions of land revenue have had to be granted and the reduced purchasing power of the people is certain to be reflected in a fall under other heads of revenue. It has, therefore, been decided to curtail expenditure to the extent of approximately 11 lakhs, and the full programme of new works for which provision was made in the budget will not be carried out. The suddenness of this calamity, which necessitated a reconsideration of expenditure within a month of the presentation of the budget to the Council, exemplifies the difficulty of stabilising receipts and expenditure, or of striking an average revenue for the province from the wide fluctuations that occur under nearly every head.

261. Debt heads.—To complete the analysis of the provincial finances it is necessary to examine the transactions which are described on the receipt side as "Debt Heads" and on the disbursement side as "Capital Outlay" and as "Debt Heads". The most important "Debt Heads" both on the receipt and disbursement sides are—

Famine Insurance Fund,

Loan and Advances by Provincial Governments, and

Advances from Provincial Loans Fund and Government of India.

Under "Capital Outlay" is mainly included certain capital charges on account of the Forest Department, the Irrigation Department and commuted value of pensions.

262. Famine Insurance Fund.—The Famine Insurance Fund is a statutory fund for which local Governments are required to provide under Devolution Rule 29. The annual provision which this Government had to make in accordance with the prescriptions of Schedule IV of the Devolution Rules was Rs. 47.26 lakhs. Any portion of the annual assignment not spent on the relief of famine or the construction of protective irrigation works, or other works for the prevention of famine was credited at the close of the year to the fund. The statement contained in Appendix XXVII shows how the fund has actually been utilized from year to year. The annual assignments which continued for six years before it was suspended totalled Rs. 283.56 lakhs gross. Expenditure on famine relief has amounted to a

little more than Rs. 42½ lakhs, and the estimated balance to the credit of the fund on March 31st, 1928, after deducting all other expenditure including repayable loans, was estimated to be Rs. 179 lakhs. Including recoverable loans exceeding Rs. 15 lakhs the cash surplus in the fund exceeded 4½ times the direct famine expenditure, whilst the protection against famine had at the same time been increased by the provision of protective famine works. The position thus revealed justified the representations made by the local Government that the annual assignment to the fund had been fixed at an exorbitant figure.

Under the recent orders of the Secretary of State the local Government is now required to assign only Rs. 4 lakhs annually with a statutory maximum of Rs. 45 lakhs, and has been allowed to utilize the balance over and above this maximum for such objects as it may think fit and more particularly for the reduction of the provincial debt. The scope of the fund has been at the same time restricted to immediate famine relief, and expenditure on protective irrigation works hitherto financed from the fund will form a separate account. When the amount of Rs. 47.26 lakhs was calculated as the correct assignment to the fund, the expenditure on protective irrigation was reckoned at Rs. 16 lakhs. Even if this sum had still to be found, the saving on the assignment would be considerable. But there is the further fact that the cumulative effect of expenditure on irrigation has been to reduce the scope for further irrigation projects; and although the department has a programme of works which could absorb annually as much as this figure, the actual tendency has been to reduce the annual programme and for some time at least it appears certain that this reduction will continue. The saving which will thus result will be felt in the general provincial revenues and not merely in the Famine Insurance Fund. The reduction of the provincial debt by the application to it of surplus sums in the Famine Insurance Fund will be financially to the advantage of the local Government, as the rate of interest at which the local Government has borrowed for the former is less than it receives on the latter by at least one per cent, rising in some cases to 2¾ per cent.

263. Loans and Advances by Provincial Governments.—Transactions relating to loans and advances made by Provincial Governments are maintained in a separate account known as the "Provincial Loans and Advance Account". The various purposes for which loans and advances can be made from this account have been described in paragraph 169. Under rule 2 (d) of the Local Government's (Borrowing) Rules this account can be financed by raising loans in the open market. But as all capital payments of this Government are being financed from advances from the Provincial Loans Fund and the Government of India, the loans and advances made by the local Government since the inauguration of the Reforms have been similarly financed. The annual transactions of the provincial loans and advance account are shown on both the receipt and disbursement sides of the provincial estimates. Under the head "Loans and Advances by Provincial Governments" on the receipt side are credited the recoveries of advances granted by the local Government under the Agriculturists' and Land Improvement Loans Acts, the Co-operative Societies Act and the Local Authorities' Loans Act and towards any special objects, such as the advance to the Bhonsla estate under Court of Wards, and advances to the weaver community during scarcity. On the disbursement side are exhibited the advances made by the local Government during the year for these purposes. A statement is included as Appendix XXVIII, showing the advances made from year to year since the 1st April 1921 and the recoveries effected over the same period. The total amount advanced on the various accounts since the 1st April 1921 amounts to Rs. 205.39 lakhs, of which Rs. 61.06 lakhs was met from the balance in the Famine Insurance Fund. Recoveries during that period amounted to Rs. 233.14 lakhs of which Rs. 71.21 lakhs represents recoveries from the outstanding balance of the pre-Reform advance account and the balance, viz., Rs. 161.93 lakhs, from advances made since the Reforms; the latter sum includes Rs. 45.85 lakhs on account of advances made from the Famine Insurance Fund and is creditable on recovery to that fund. The balance expected to be outstanding on the 31st March 1929 was estimated to be Rs. 63.95 lakhs, of which Rs. 20.49

lakhs is on account of pre-Reforms advances and the balance, *viz.*, Rs. 43.46 lakhs on account of advances made since the Reforms; the latter sum includes Rs. 15.21 lakhs on account of advances made from the Famine Insurance Fund.

264. Advances from Provincial Loans Fund and Government of India.—This is another head which appears both on the receipt and disbursement sides of the provincial budget. On the receipt side it provides for the advances taken from time to time from the Government of India and the Provincial Loans Fund to meet capital expenditure on irrigation and forest works and on advances of the nature described in the above paragraphs. On the disbursement side it provides for the repayment of such advances.

The statement included as Appendix XXIX shows the advances taken since the 1st April 1921 and the repayments made from year to year.

The total amounts advanced under all heads, including that provided in the budget for 1928-29, make up a figure of Rs. 285.50 lakhs. Repayments total Rs. 57.74 lakhs and the balance outstanding on the 31st March 1929 is expected to be Rs. 227.76 lakhs, less any sum which may be allotted to the reduction of the account from the surplus of approximately one and a quarter crores available in the Famine Insurance Fund.

265. Capital expenditure.—Under the head of capital expenditure is included capital expenditure of the nature described in rule 2 of the Local Government's (Borrowing) Rules. The capital expenditure usually charged to this head is on account of—

- (1) 52-A—Forest Capital Outlay.
- (2) 55—Construction of Irrigation Works.
- (3) 60-B—Commuted Value of Pensions.

52-A—Forest Capital Outlay.—This Government has decided that expenditure on permanent productive forest works should be debited to this head. There is a programme of such works estimated in the aggregate to cost Rs. 11½ lakhs and works are undertaken annually according to urgency. The expenditure expected to be incurred up to the end of 1928-29 on these works is Rs. 4.64 lakhs. Apart from roads designed to exploit forest resources and increase the revenue, only two undertakings have been financed from this source, the Allapilli Saw Mills erected at a cost of Rs. 1.42 lakhs and the Raipur Forest Tramway constructed at a cost of Rs. 18.50 lakhs.

All these works have been financed mainly from advances taken from the Provincial Loans Fund. The advances are repaid by the local Government by equated annual payments towards principal and interest extending over a period not exceeding thirty years.

266. 55—Construction of Irrigation Works.—For expenditure on unproductive irrigation works there is an approved programme extending over a period of 14 years from 1921. The whole programme is estimated to cost Rs. 4.80 lakhs. Against this expenditure to the extent of Rs. 1.50½ lakhs is expected to be incurred by the 31st March 1929. Capital and revenue accounts are maintained for all works. They are financed from advances from the Provincial Loans Fund and the advances are repaid by equated annual instalments of principal and interest extending over a period of 30 years. The instalments in repayments of the advance have hitherto been debited to the Famine Insurance Assignment or the Famine Insurance Fund as the case may be.

267. 60-B—Commuted Value of Pensions.—The expenditure on account of commuted value of pensions paid to pensioners both in India and England and to other Government is debited to this capital head.

268. Debt position.—Prior to the Reforms all capital expenditure and disbursements of provincial Governments were directly financed by the Government of India, from their own resources. At the commencement of the Reforms the past expenditure of the Central Government on behalf of this province was calculated at Rs. 464.02 lakhs and treated as an advance to the local Government. The amount is made up of Rs. 92.41

lakhs, outstanding balance of advances made under the Provincial Loans and Advance Account, and Rs. 371.61 lakhs, pre-Reform capital expenditure on Irrigation works. Of these two sums, the former is repayable with interests in not more than 12 years (Devolution Rule 23), while the latter is not compulsorily repayable and the local Government is only liable to pay a fixed interest of Rs. 14.20 lakhs per annum in perpetuity. Since the Reforms and up to 31st March 1929 the local Government will have contracted fresh debts aggregating Rs. 285.50 lakhs for the following purposes :—

	Rs.
(i) For Irrigation capital expenditure ...	181.74 lakhs.
(ii) For Forest capital expenditure ...	23.93 ..
(iii) For capital expenditure on commutation of pensions.	8.00 ..
(iv) For capital expenditure on printing machines for Government Press.	1.75 ..
(v) For provincial loans and advances account ...	67.08 ..
(vi) For covering a revenue deficit ...	3.00 ..
Total ...	285.50 ..

Out of the total debit of Rs. 749.52 lakhs raised against the province, the amount of debt which will have been discharged by 31st March 1929 is excepted to be Rs. 129.66 lakhs, leaving an outstanding balance due of Rs. 619.86 lakhs, of which Rs. 248.25 lakhs is repayable. This amount represents the balances of advances taken for the following purposes :—

	Rs.
(i) Outstanding balance of pre-Reform advances under the provincial loans and advances account.	20.49 lakhs.
(ii) Advances taken since the Reforms on account of the provincial loans and advances account.	34.84 ..
(iii) For Irrigation capital works since the Reforms ...	164.69 ..
(iv) For Forest capital expenditure since the Reforms ...	20.23 ..
(v) For capital expenditure on account of commuted value of pensions.	8.00 ..
Total ...	248.25 ..

The manner in which the loans are being repaid may now be explained. The first two items are being repaid by instalments of approximately Rs. 5.78 lakhs, a sum well within the average annual recoveries of the local Government under the same heads.

The third item is being repaid by 30 annual equated instalments made up of surplus revenue from Capital Irrigation Works and the Famine Insurance grant. But the revision of the existing Famine Insurance assignment makes the amount outstanding a charge against the ordinary revenues of the province.

Item (iv) is being repaid by 20 annual equated instalments from the ordinary revenues of the province. These works are classed as productive and the increased revenue which is expected by the Forest Department from these works is estimated to cover both the interest and principal.

Item (v) is being repaid by 30 annual equated instalments. Under the system of accounting, the capital expenditure of each year is repayable by 15 annual equated instalments by a charge against the revenue and thus the instalments towards the repayment of this debt will be covered from the amount to be adjusted annually by a charge against the revenue.

The debt position is summed up as follows :—

This Government started the Reforms with a debt of Rs. 464.02 lakhs and within the period of 8 years contracted a fresh debt of Rs. 285.50 lakhs. The total debt is thus Rs. 749.52 lakhs. Of this Rs. 371.61 lakhs representing pre-Reforms capital expenditure on Irrigation works is a permanent debt and the balance, viz., Rs. 377.91 is a temporary debt, i.e., this Government is liable to repay this debt. Of this Rs. 129.66 lakhs will normally be discharged by 31st March 1929, leaving a balance of Rs. 248.25 lakhs still to be discharged. A portion of this balance is covered by the sum of Rs. 48.74 lakhs which is due to Government on account of loans and advances made by the local Government under the Provincial Loans and

Advance Account. Taking this into account there will thus be an uncovered debt of Rs. 199.51 lakhs on 31st March 1929 ; but against this debt the following amount will be at the credit of this province on the same date :—

		Rs.
Estimated closing balance	...	15.02 lakhs.
Famine Insurance Fund—		
(i) Balance in the fund	...	171.67 lakhs
(ii) Balance outstanding with cultivators on account of taccavi advances.		15.22 „
		186.89 „
Total	...	201.91 „

For the purpose of this calculation it has been assumed that the surplus in the Famine Insurance Fund will not have been touched by then. If the surplus is drawn on for the purpose of reducing the outstanding loans the financial position is relatively unchanged.

269. In the following statement an attempt is made to set out concisely the real cash position of the province from year to year, and the salient features of its finances?—

Year.	Revenue.	Expenditure charged to revenue.	Net transaction under capital and debt heads including Famine Insurance Fund.	Closing balance.	Balance of debt to be discharged.	Percentage of expenditure charged to revenue (column 3).	
						In reserved departments.	In transferred departments.
1	2	3	4	5	6	7	8
	Rs.	Rs.	Rs.	Rs.	Rs.	Per cent.	Per cent.
1921-22	5,03,29	5,26,81	—27,17	34	10,98	68	32
1922-23	5,37,85	5,12,09	+51,53	77,62	25,18	68	32
1923-24	5,39,15	5,16,46	+72,13	1,72,44	79,68	67	33
1924-25	5,47,91	5,10,83	+35,23	2,44,75	97,92	68	32
1925-26	5,48,39	5,45,87	—17,91	2,29,36	76,12	64	36
1926-27	5,29,51	5,96,87	+25,50	1,87,50	95,09	61	39
1927-28 (Reserved Estimate).	5,46,91	5,39,31	31,22	2,26,32	1,60,99	57	43
1928-29 (Budget Estimate.)	5,53,65	5,82,07	—11,20	1,86,70	1,84,28	58	42
Opening balance on the 1st April 1921					51.03		

Column 4 shows the amount by which in each year the sums borrowed by the local Government, the credit to the Famine Insurance Fund and the receipts from sums advanced to third parties exceeded (+) or fell short of (—) the capital expenditure incurred and advances made from borrowed funds and from the Famine Insurance Fund. In most years the balance was on the right side owing to the extent of the compulsory contribution to the Famine Insurance Fund. Columns 5 and 6 shows that the cash in hand, including balance in the Famine Insurance Fund, should slightly exceed the repayable debt to the Government of India at the close of 1928-29, but that the cash position is far less advantageous than it had been two years previously. The revenues of the province have fluctuated considerably and have in reality shown little expansion as the first year of the Reforms was abnormal. But even if that were taken as a normal year the revenue has increased by no more than 10 per cent which exactly represents the change in the share of the expenditure appropriated to the transferred departments.

270. In estimating the real financial position it must be recollected that not only do cash assets exceed repayable debt but that, out of the capital borrowed, this Government has in the last 8 years created assets by constructing Irrigation works at a cost of Rs. 181.74 lakhs. These works afford protection against famine. It has constructed a tramway for exploiting the extensive sal forests in the South Raipur Division at a cost of Rs. 18.50 lakhs, and the saw mills for the working of the Alapilli teak forest at a cost of Rs. 1.42 lakhs. It has also spent Rs. 5.43 lakhs in constructing metalled roads to secure the more intensive working of certain forests areas. The total assets thus created amount to Rs. 207.79.

PART XV.—THE ADMINISTRATIVE RECORD OF THE RESERVED DEPARTMENTS.

271. The following statement showing the budget demands placed before the Legislative Council in March last for the reserved departments will serve to show the comparative importance of each department from the point of view of expenditure :—

Number of demand.	Name of demand.	Amount of demand as placed before the Legislative Council.
		Rs.
1	Land Revenue	29,44,600
3	Stamps	1,69,000
4	Forest	36,79,800
6	Irrigation Works charged to Revenue ...	15,61,000
7	General Administration (Reserved) ...	56,22,450
9	Administration of Justice	29,20,856
10	Jails and Convict Settlements	9,47,290
11	Police	55,65,900
13	Education (Reserved)	1,55,000
18	Industries (Reserved)	27,000
20	Miscellaneous Departments	97,043
21	Civil Works (Reserved)	56,000
23	Famine Relief and Insurance	62,000
24	Superannuation Allowances and Pensions ...	15,80,500
25	Stationery and Printing (Reserved)...	6,23,000
27	Miscellaneous (reserved)	93,000
30	Capital Outlay on Forest Works	80,000
31	Productive Irrigation Works	20,95,000

No record has been prepared for the following :—

3.—Stamps.

23.—Famine Relief and Insurance.

24.—Superannuation Allowances and Pensions.

25.—Stationery and Printing (Reserved).

They have been omitted because, with the exception of Famine Relief, they have been very little affected by the Reforms. Famine relief has been mentioned in connection with the financial effects of the Reforms and the control of the Government of India.

Education (Reserved) and Public Works (Reserved) have not been separately dealt with as they form comparatively small branches of the transferred departments and are under the same heads of departments. The former relates to European and Anglo-Indian education only, and the latter to residences of the Governor, both of which have been excluded from transfer. It has been found more convenient to make such mention of these as is necessary in the records of the transferred departments to which they are related.

272. The remaining heads are dealt with as follows ;—

1.—Land Revenue	...	(1) Under the Settlement and Land Records Departments, which are combined under one head of department, and account for all but a small fraction of the expenditure under this head.
4.—Forest	...	(2) Forest Department.
30.—Capital Outlay on Forest Works	...	
6.—Irrigation charged to Revenue	...	(3) Public Works Department, Irrigation Branch.
31.—Productive Irrigation Works	...	
		(4) General Administration Department.
7.—General Administration (Reserved)	...	(5) Finance Department.
		(6) Departments under the Legal Remembrancer.
9.—Administration of Justice	...	(7) Judicial Department
10.—Jails and Convict Settlements	...	(8) Jail Department.
11.—Police	...	(9) Police Department.
18.—Industries (Reserved)	...	(10) Department of Industries (Reserved).
20.—Miscellaneous Departments	...	

Of these the Judicial, Jail and Police Departments are in the portfolio of the Hon'ble the Home Member, and Industries (Reserved), Forest and Irrigation in the portfolio of the Hon'ble the Revenue and Finance Member. The demand under the head of Industries (Reserved), which relates entirely to expenditure on reformatory schools, is handled in the Legislative Council by the Hon'ble the Home Member, whilst the demand on account of the Miscellaneous departments, which are controlled by the Director of Industries and include electricity, and factory and boiler inspection, is in charge of the Hon'ble the Revenue and Finance Member. The General Administration Department is not a separate department under a head of department, and is not susceptible of allocation to one Member or the other. In the Legislative Council responsibility is shared between the Executive Councillors according as the particular subject discussed under the head of General Administration relates to a matter in the portfolio of the Home Member or the Revenue and Finance Member. Thus, the Home Member would normally take charge of a debate on communal disturbances, whilst the Revenue and Finance Member would assume responsibility for defending Government against a general attack on the services, or a proposal to abolish Commissioners. Some difficulty is experienced as until a reduction of the budget demand under this head has been actually moved it is not always known exactly what will be the exact subject of attack. The two Members arrange amongst themselves which will deal with each of the reductions of which notice has been given, and in cases of doubt or emergency the senior Member as Leader of the House takes charge. The practice has hitherto been for the demand to be introduced by the Member for Revenue and Finance.

(1) LAND RECORDS AND SETTLEMENT DEPARTMENTS.

1. These two departments are controlled by one and the same officer under the title of Settlement Commissioner and Director of Land Records, respectively, and the demands for expenditure on them are both included under the head of Land Revenue. The two departments are closely related as the Land Records Department is responsible for maintaining the records prepared by the Settlement Department and the land records staff forms the nucleus of the settlement staff in areas in which settlement operations are undertaken. The establishment of the Land Records Department is permanent and consists of a Deputy Director of Land Records, a permanent survey establishment, working under the general control of an officer of the Survey of India, and a district land record staff, the head of which is the District Superintendent of Land Records. The establishment of the Settlement Department, on the other hand, is almost entirely temporarily recruited. The Settlement and Assistant Settlement Officers are drawn from the Imperial or Provincial Civil Services and the lower establishment is either recruited direct or taken temporarily from the district land records staff. The temporary settlement staff which is directly recruited, is partially absorbed in the permanent land record staff as vacancies occur therein.

2. The Settlement Department has been more attacked in the Legislative Council than any other department owing to the opposition of the Council to the land revenue policy of Government. With the exception of the budget for 1923-24 the demand of the department has been reduced every year by the Council and the reductions have been more and more severe in each succeeding year. In the budget of 1921-22 a sum of Rs. 20,216 was reduced on account of survey and settlement in three districts. This cut was carried rather with a view to economy in the cost of settlement than from objections to these settlements being carried out. In the following year 1922-23 a total reduction of Rs. 1,43,770 was made in the demand. Here again the objection was rather to the cost of the existing methods of re-settlement than to the principles of settlement. The cuts were, however, definitely supported by the argument that the policy of short-term settlement was wrong. The demand for 1924-25 was thrown out in its entirety. In the general discussion a reference was made to one of the settlements for which expenditure was included in the demand and the settlement policy of Government was criticized as applied to this one district, but politics dominated the debate to the exclusion of other matters and there was no general condemnation of the settlement policy of Government. In the budget of 1925-26 a reduction of Rs. 75,109 was made on account of expenditure on the Berar settlements. The principal objection raised was that the principles of settlement were not embodied in an Act of the legislature, and until this was done, the settlements should be postponed. Objection was also raised that the rates applied on revision were beyond the capacity of the agriculturists and that the revenues of Berar were already adequate to its requirements. In 1926-27 the whole demand under the head of land revenue was refused on political grounds and the discussion did not refer to questions of settlement policy.

The new Council proved even more drastic than its predecessors. In March 1927, 13 items, making up a total demand of Rs. 9,51,139 on account of settlements, were cut out of the budget. A token cut of Re. 1 on the general policy of the department was also carried. In March 1928 the same process was repeated. Seven items, making up a total of Rs. 5,88,251, were thrown out incontinently and again a token cut of Re. 1 was carried. The same argument that revision of settlement should not be undertaken until the principles of settlement had been embodied in an Act was put forward, but as Government had already, in 1925, introduced the Berar Land Revenue Bill and in August 1927 introduced the Central Provinces Settlement Bill, this argument was slightly altered in form and it was maintained that the re-settlements should be suspended until the Bills had actually been passed into law. The reductions included sums required for expenditure not only on rural settlements, but also for town surveys and settlements which had been recently introduced in Berar, as well as for an allowance to an officer placed on special duty in the Narsinghpur district, not for the purpose

of enhancing the land revenue on re-settlement, but for the reduction of rents and land revenue in consequence of damage done by the Nerbudda floods.

3. The effect of these cuts on the department may be briefly summarized. Up to and including the year 1926-27, the Governor restored by certification all the sums required during that period. In 1927-28 a sum of Rs. 6,50,000 out of the total reduction of Rs. 9,51,000 was restored by certification. This restoration provided sufficient funds to carry on the settlements which were already in full swing and to keep alive the machinery of those which were in their initial stages. In the meanwhile Government re-examined the proposals for re-settlements in five districts and decided that the re-settlement of the Jubbulpore district could be temporarily postponed. and that in the Wardha district no further expenditure need be undertaken during the year. Accordingly, a supplementary demand for Rs. 1,94,566 only out of the balance of Rs. 3,01,000 not previously certified was placed before the Legislative Council in August 1927, and when the Council rejected it, the Governor certified the amount as essential. The settlements, on account of which cuts were made in the current year's budget, have not been postponed. The result, therefore, of Council pressure has been the definite postponement of the settlement of two districts. No other settlements have been postponed, but in considering enhancements at settlement regard has unquestionably been paid to non-official opinion and, wherever possible without undue sacrifice of revenue, lower enhancements have been taken than economic facts appeared to justify. In addition, the local Government deferred for one year the recovery of the enhanced land revenue in two of the Berar taluqs, a matter upon which non-official opinion had been strongly expressed.

4. The importance to provincial revenue of the land revenue policy of Government may be judged from the fact that land revenue receipts represent roughly one-third of the total revenue. The following table shows in detail the enhancements of land revenue imposed during the Reforms period :—

Name of district (in the Central Provinces) or taluq (in Berar).	Amount of Land Revenue—		
	as existing.	enhanced at settlement.	that would have been lost had Council's recom- mendation been accepted.
1	2	3	4
	R.	Rs.	Rs.
Chanda (Western tahsils) ...	3,20,049	4,50,370	1,30,321
Chanda (Eastern tahsils) ...	13,640	27,385	13,745
Raipur and Drug (zamindaris) ...	80,541	1,64,950	84,409
Narsinghpur ...	6,33,762	7,64,185	1,30,423
Total for Central Provinces ...	10,47,992	14,06,890	3,58,898
Malkapur ...	5,27,279	7,22,896	1,95,617
Khamgaon ...	4,30,642	5,87,358	1,56,716
Jalgaon ...	3,65,637	4,89,106	1,23,469
Balapur ...	3,94,318	5,20,807	1,26,489
Chikhli ...	3,76,526	4,78,041	1,01,515
Akola ...	6,14,565	8,18,224	2,03,659
Akot ...	6,35,020	8,59,327	2,24,307
Mangrul Izara ...	5,473	7,804	2,381
Pusad Izara ...	10,842	14,656	3,814
Dharwa Izara ...	23,608	28,491	4,883
Kelapur Izara ...	38,354	51,925	13,571
Wun Izara ...	34,156	45,428	11,272
Yeatmal Izara ...	24,845	32,827	7,982
Total for Berar ..	34,81,265	46,56,890	11,75,625
Total for Central Provinces and Berar...	45,29,257	60,63,780	15,34,523

This statement does not include settlements which are still in progress, nor does it take account of the two settlements which have been postponed. It will be seen that the enhancements amount approximately to one-third of the old revenue. If the Council demands had been conceded, these enhancements would certainly have been lost for a period of anything up to 10 years; the arrears of settlement would have accumulated to such an extent that a great strain would have been imposed upon the settlement staff in working them off; and it is clear from the attitude taken in the Legislative Council, in the Berar Legislative Committee, and in the Select Committee on the Central Provinces Settlement Bill that the Council would not have agreed to even one-half of the enhancements now taken. Government is already pledged to a policy which must result in a progressive reduction of the excise revenue, the other great contributor to the provincial finances. Unless, therefore, new sources of taxation should be discovered, the acceptance of the land revenue policy pressed upon Government by the Legislative Council would result in the stagnation of the provincial revenues.

5. Three important pieces of legislation have been put forward by the department. Of these, the Berar Land Revenue Bill was placed before the Berar Legislative Committee and has been discussed in connection therewith. The Central Provinces Settlement Bill and the Central Provinces Consolidation of Holdings Bill were placed before the Legislative Council as well as a Land Revenue Amendment Bill of minor importance. The Settlement Bill was first introduced in 1923 and, after circulation, was brought before the second Council in 1924. The Council refused to consider it and in consequence of its attitude Government withdrew it. The present Council demanded that it should be brought up again. Government was not at the moment anxious to proceed with it as the orders of the Government of India on the Berar Land Revenue Bill, which covered the same ground, were awaited. But in response to further pressure in the form of a resolution for the immediate introduction of the Bill, Government in August 1927 again put it before the Council and it is now in Select Committee. The proceedings of the Select Committee indicate that non-official opinion strongly favours a policy which will not only limit the enhancement of revenue and prolong the periods of settlements, but may, in particular cases, lead to actual reduction of revenue.

The Consolidation of Holdings Bill was an important measure designed to remedy the evil of fragmentation which is particularly prevalent in Chhattisgarh, and proves an obstacle both to economic cultivation and to the satisfactory use of irrigation. The Bill was introduced in March 1927 and passed into law in the form recommended by the Select Committee in January 1928 without opposition.

6. On the Land Records side reductions have not been so severe. In 1921-22 a sum of Rs. 24,325 on account of salaries of Deputy Directors of Land Records was cut out by the Council. As a result Government decided to abolish three out of the five posts of Deputy Directors in deference to the wishes of the Council and on account of the need for retrenchment rather than because it considered the posts unnecessary. In the following year 1922-23 a reduction of Rs. 12,750 was carried on account of the salaries of the remaining two Deputy Directors. The local Government in view of the progress made in the nazul surveys, for the supervision of which one of the Deputy Directors was being trained to replace the survey officer in charge, decided that it might be possible to make other arrangements for supervision of the smaller number of suveys that would be pending when the survey officer retired, and accordingly reduced one of the Deputy Directors' posts in response to this cut. The remaining post still exists.

In the same year a reduction of Rs. 58,000 was carried on account of the salaries of District Superintendents and Assistant Superintendents of Land Records. The Council did not dispute the proposition that some supervision over the lower ranks of the land records staff was necessary, but considered that the number of Superintendents and Assistant Superintendents could be reduced by at least 50 per cent. This would have

involved placing more than one district under the control of a Superintendent as the existing basis was one post to each district. The local Government considered that the reduction was not feasible and the Governor restored the whole of the amount reduced. In 1923-24 a total sum of Rs. 25,000 was reduced for the same reason, and the arguments advanced in support of the cut were reinforced by reference to the recommendations of the Retrenchment Committee. The argument was not accepted by Government as the Retrenchment Committee had recommended reduction only if the supervision of the land records staff could be partially transferred to Tahsildars by relieving them in turn of their magisterial duties. The reduction was, therefore, again restored by certification. In 1925-26, a sum of Rs. 74,755 was again reduced on account of District Superintendents of Land Records. The amount was again restored, less a sum of Rs. 1,000 left as a token reduction as an acknowledgment that the local Government had taken notice of the views of the Council and would re-examine the position. Another cut of Rs. 19,404 was made on account of special temporary staff required for introduction of a special boundary mark system in Berar. This was not restored by certification as the system was not compulsory, but optional, on the occupants of agricultural lands, and Government had no intention of proceeding with it if it was not desired. Actually, the cut was made by the Council from ignorance of the benefits of the new system which was already appreciated by Berar cultivators who had experience of it. Later when the Berar representatives found that their constituents were in favour of the system, they changed their opinion and pressed for its extension.

1926-27, as already noted, the whole demand was refused on political grounds.

In the discussions on the 1927-28 and 1928-29 budgets consideration of the Land Records demand was almost entirely excluded by the attention paid to settlement policy. A token cut of Re. 1 was, it is true, carried under the head of Land Records, but as a criticism on the policy of Government with regard to encroachments on Government town lands and not on the administration of Land Records. It would be unsafe to assume that the Council is now satisfied that the supervising staff of the Land Records Department is necessary, but for the moment, attacks on it have ceased and the only effect of the Council cuts has been the reduction of the four posts of Deputy Directors of Land Records. This reduction has not been without effect on the department, particularly in Berar, where the accuracy of the Land Records would certainly have been improved, with the supervision of a Deputy Director.

7. During the period of the Reforms, a number of improvements have been effected both in land records and settlement methods. The work of the Patwari staff has been greatly simplified and reduced, improved methods of survey have been introduced, powers have been devolved on Revenue Inspectors, and the survey of town lands has been taken up in Berar on entirely new principles. Numerous other improvements have been made in Berar survey and settlement methods. The only change that can be directly traced to pressure in the Council has been the simplification of settlement procedure. A summary method of settlement has been evolved in place of the minute and detailed methods hitherto employed, one important feature being the settlement of rents by agreement instead of by *a priori* calculations. This method has only recently been adopted and it is as yet uncertain whether it will, in the long run, prove as satisfactory as the old established procedure.

A noticeable feature of the attack on the settlement policy of Government is that it has been confined almost entirely to the Legislative Council and to bodies such as Landlords' Associations. A certain amount of local opposition to proposals for enhancement has, it is true, been organized. But the orders of Government, when finally issued, have been accepted with little protest and almost invariably without any attempt to oppose them. Relations between the settlement staff and the local population have remained

cordial. The fact appears to be that whilst on the one hand the enhancements of revenue, which are imposed at re-settlement, are naturally unpopular, the benefits of an accurate survey and of the decision of long-standing disputes and uncertainties, which form an equally important part of settlement proceedings, are fully appreciated.

(2) FOREST DEPARTMENT.

1. The Chief Conservator of Forests is the head of the Forest Department. The post was created in 1906, with the primary object of providing the local Government with a technical adviser. Prior to that year each of the three Conservators was the head of department for his circle and still possesses some powers in that capacity. Latterly, however, the position of Chief Conservator as technical adviser has evolved into that of a full head of department co-ordinating and controlling the work of the Conservators and subordinate staff.

2. Statement I attached shows the receipts, expenditure and surplus revenue of the department. The surplus fluctuates considerably with variations in local economic conditions as the bulk of the forest revenue is derived from residents of the province. Over a period of years the surplus has definitely increased, but the net result of the working of the department cannot be arrived at as the accounts are not maintained on a commercial basis.

3. The department has come in for considerable criticism in the Legislative Council and the following cuts have been carried in the Forest demand :—

Year.		Rs.	
1921-22	...	1,50,000	Provision for a Saw Mill at Allapilli. The Mill was in consequence not obtained until a later year.
		20,000	Forest Department staff. The general argument of retrenchment was advanced. The effect on the department was negligible.
1922-23	...	18,000	On account of revision of pay of the Provincial Service.
		20,000	On account of revision of pay of the Subordinate Service. As a result revision had to be postponed in each case.
1923-24	...	25,800	Establishment of the Chief Conservator of Forests—the reduction of the demand for establishment represented a demand for the abolition of the post of Chief Conservator, provision for which being non-voted could not be attacked. The cut was restored.
		7,000	Provision for elephants. This reduction was accepted by Government.
		10,000	Allowances—the allowances particularly attacked were the fixed travelling allowances of Conservators and the special allowances of officers on special duty, such as Lac Research. The effect was negligible.
1924-25	...	...	The whole demand was thrown out in common with other departments, but forest policy did not come in for particular criticism and the demand was restored.
1925-26 and 1926-27	...	...	No cuts were carried.
1927-28	...	...	In this year the Forest Department was subjected to prolonged and searching criticism and four cuts were carried :—
		100	A token cut on the general policy of the department.
		19,250	General direction.
		62,017	Departmental operations.
		25,000	Countersigned contingencies

The principal allegations were :—

- (1) Grazing rates and rules are too severe.
- (2) Departmental working of the forests is unprofitable.
- (3) The post of Chief Conservator is superfluous.
- (4) The expenditure of the department continues to increase without a corresponding return.
- (5) The department has no afforestation policy.

The amount of Rs. 19,250 under General Direction was restored by certification. Of the last two amounts, Rs. 56,000 was subsequently obtained by supplementary grants, but operations for the improvement of the forests had to be considerably curtailed. It may be stated also, as a general proposition with regard to all cuts, that a supplementary demand voted in January cannot be utilized to the greatest profit in the short period of the year remaining, as the bulk of the capital expenditure is carried out by the direct agency of the departmental subordinates and not through contractors. In spite of these cuts, expenditure approved by the Council has considerably increased in the last two years, chiefly by reason of the use of the Provincial Loan Fund for the construction of forest communications.

4. In August 1927, the Council carried a resolution recommending the appointment of a committee to enquire into the working of the department. The local Government has agreed to appoint a committee after the labours of the Irrigation Committee have been completed. With regard to nearly all the main criticisms of the department the official and non-official views have not been reconciled. With regard to grazing rates, Statement II shows that the number of cattle-grazing in reserved forests has increased by nearly 4 lakhs in the last nine years. In spite of the fact that all prices have risen since most of the grazing rates were fixed, the rate levied per animal is practically unaltered. The official view is that there is a case for an increase of rates, but specific proposals placed before the standing committee are rejected by the non-official members. Similarly, the official view inclines to an expansion rather than contraction of departmental operations.

5. Another charge that has been made on several occasions is that the forest subordinates are corrupt and oppress the villagers. Special mention is made of the harassment caused by prosecutions for petty offences, such as the trespass of cattle across the boundary of reserved forest. The statement of forest offences (Statement III) shows a steady increase which the department claims to be a sign of improved organization. In 1921-22, political agitation seriously affected the department in South Raipur. Organized thefts of forest produce occurred, and in several divisions there was an epidemic of forest fires, some of which were proved to be, and others believed to be, intentional.

6. Underlying all these differences on matters of forest policy between the departmental and the popular view is the essential fact that the restrictions necessary to the conservation of forest wealth connote a limitation of its immediate enjoyment by the people. That limitation is of comparatively recent origin, and public opinion has not learnt to appreciate its necessity. It has also become increasingly irksome as the expansion of population, both human and animal, has steadily decreased the forest area and multiplied the pressure upon what remains. It is, therefore, humanly speaking, inevitable, that the popular representatives in the Council should throw all their weight in the scale against a restrictive policy. The effect so far has been felt only in matters of detail, such as grazing settlements, or privileges granted at the time of revision of Forest Working Plans. Even so large areas of Government forest in the west of the province have deteriorated beyond hope of recovery, and the process must inevitably be accelerated unless Government continues to resist popular opinion or that opinion itself materially changes.

7. Statement IV shows the strength of the staff from year to year. The lower ranks have been greatly increased whilst the upper ranks remain unchanged. The increase in the provincial and subordinate ranks has passed

unchallenged by the Legislative Council which has, on the other hand, demanded the abolition of the post of Chief Conservator and of at least one Conservator.

8. The control exercised by the Government of India over the Imperial Forest Service is greater than over the other Imperial Services. Rule VIII of the Civil Services Classification Rules authorizes the local Government to promote officers of an all-India service to any post borne on the provincial cadre of that service, provided that the prior approval of the Governor General in Council is required to appointments to the posts of Chief Conservator and Conservators of Forests. So far as the post of Chief Conservator is concerned the rule has presented no difficulty in working. Three out of the last four Chief Conservators have been selected by the local Government from outside the province, and the selection has been approved by the Governor General in Council. As regards Conservators the rule, as it stands, does not express the real position. Twice recently Conservators have been posted to the province by the Government of India without the previous knowledge and against the wishes of the local Government. In the second case the local Government protested, and was informed that each province must take its share of senior officers. In effect, therefore, the reservation by the Government of India of the power of approving a selection of the local Government has extended far beyond an expression of approval or disapproval of a choice made by the local Government to a choice made by the Government of India and communicated to the local Government. It is true that the officers thus assigned to the province have been selected in some other province in the first instance for appointment to the post of Conservator. But local experience is so valuable a part of the qualifications of a Conservator that officers, and particularly senior officers on the verge of retirement, transferred to a province in which they have never hitherto served, lose much of their value to the department.

FOREST DEPARTMENT.

STATEMENT I.—Receipts, Expenditure and Surplus Revenue.

[Referred to in paragraph 2 on page 117.]

1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	Remarks.
1	2	3	4	5	6	7	8	9
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
RECEIPTS.								
45,52,918	38,43,876	41,33,693	47,60,115	51,04,930	52,32,633	49,86,869	53,21,376	
EXPENDITURE.								
23,90,753	21,31,795	27,15,821	30,32,748	30,15,143	31,13,045	35,08,946	37,41,394	
SURPLUS REVENUE.								
21,62,165	*17,12,081	14,17,872	17,27,367	20,89,787	21,19,588	14,77,923	15,79,982	*Nine months.

FOREST DEPARTMENT.

STATEMENT II.—Statement of grazing in Reserved Forests.

[Referred to in paragraph 4 on page 118.]

Year.	Total area of Government forests in square miles.	Total area open to grazing.	Total number of cattle (live-stock) grazed.	Average fees realized per head.	Remarks.
1	2	3	4	5	6
				Rs. a. p.	
1918-19	19,645	16,285	3,244,709	0 6 2	
1919-20	19,645	16,396	3,203,759	0 6 3	
1920-21	*19,814	16,729	3,156,406	0 6 4	*Includes 174 square miles of leased forest.
1921-22	*19,792	16,564	2,853,174	0 6 0	Do.
1922-23	*19,785	16,364	3,151,319	0 6 1	Do.
1923-24	*19,680	16,234	3,388,833	0 6 1	Do.
1924-25	*19,671	16,289	3,529,527	0 6 4	Do.
1925-26	*19,677	16,419	3,526,621	0 6 3	Do.
1926-27	*19,657	16,467	3,637,641	0 6 4	Do.

FOREST DEPARTMENT.

STATEMENT III.—Statement of Forest Offences.

[Referred to in paragraph 5 on page 124.]

Year.	Injury to forest by fire.	Unauthor-ized felling.	Unauthor-ized grazing.	Other offences.	Total.	Remarks.
1	2	3	4	5	6	7
1918-19	215	4,463	6,087	565	11,330	
1919-20	416	4,917	6,954	606	12,893	
1920-21	361	3,282	5,017	491	9,151	(Figures for nine months.)
1921-22	574	6,307	3,420	558	12,859	
1922-23	555	6,112	6,268	713	13,648	
1923-24	631	6,734	6,977	854	15,196	
1924-25	603	7,486	7,585	928	16,602	
1925-26	543	8,128	8,116	1,131	17,988	
1926-27	396	8,687	10,029	1,240	20,352	

FOREST DEPARTMENT.

STATEMENT IV.—Sanctioned strength of the department.

[Referred to in paragraph 7 on page 118.]

Year	Imperial Forest Service.			Provincial Forest Service.		Subordinate Forest Service.					Remarks.
	Chief Conservator.	Conservators.	Deputy and Assistant Conservators.	Extra-Deputy Conservators.	Extra-Assistant Conservators.	Forest Rangers.	Deputy Rangers.	Foresters.	Forest guards.	Mahants.	
1	2	3*	4	5	6	7	8	9	10	11	12
1919	1	3	20	6	20	95	153	231	2,520	20	
1920	1	3	20	6	20	95	153	231	2,520	20	
1921	1	3	20	6	20	95	153	231	2,520	20	
1922	1	3	28*	...	20	95	153	231	2,520	20	
1923	1	3	28	...	23	95	153	231	2,520	20	
1924	1	3	28	...	23	103	153	231	2,520	20	
1925	1	3	28	...	30	147	200	295	2,564	20	
1926	1	3	28	...	33	153	201	295	2,661	20	
1927	1	3	28	...	36	153	201	295	2,675	23	
1928	1	3	28	...	36	154	201	295	2,675	23	

*Two of these posts are India list posts.

(3) PUBLIC WORKS DEPARTMENT.

(IRRIGATION BRANCH.)

1. The construction of State irrigation works in the Central Provinces dates from 1902 when, as the result of certain advance recommendations made by the Irrigation Commission (1901—03) to the Government of India, sanction was given to the estimates of six works, the cost of which aggregated over Rs. 18½ lakhs. Prior to this, though no State works had been completed, some work had been done on the construction of certain tanks during the famine relief operations of 1899-1900.

The main recommendation of the Irrigation Commission in its final report, so far as the Central Provinces were concerned, was that a sum of Rs. 300 lakhs should be expended during the next 20 years on the construction of works for which capital accounts would be maintained, and which it was anticipated would protect about 450,000 acres. Of this sum it was proposed that at least Rs. 50 lakhs should be expended on experimental works. The Commission did not anticipate that the works that might be constructed would prove productive and, in fact, it stated that even when, in course of time, the advantages of protection were fully recognized and paid for it was doubtful whether the net revenue derived from the works would yield a return of much more than one per cent of their capital cost, because protection itself was so seldom needed.

It is now some 25 years since the report of the Irrigation Commission was published; and during this period the construction of State irrigation works has been carried on energetically. Up to the end of 1926-27 a sum of Rs. 5.68 crores had been expended on capital works while a sum of Rs. 44.64 lakhs had been expended from Revenue on works for which capital accounts are not maintained. The area assessed, which in 1924-25 had risen to 470,000 acres, was only 423,000 acres in 1926-27, but some of the works that have been completed are not by any means fully developed while a number of them are not yet completed.

In order to complete the capital works that have been sanctioned, a total expenditure of Rs. 6.12 crores is contemplated; while the total expenditure anticipated on non-capital works already sanctioned is Rs. 55.83 lakhs. When all works that have been sanctioned are completed and fully developed, they should irrigate an area of about 820,000 acres.

The total revenue of the year had in 1926-27 risen to Rs. 12,90,914, of which Rs. 11,31,456 was obtained from capital works. The cost of maintenance of the capital works was Rs. 11,92,690 so that the revenue does not at present suffice to cover the cost of working expenses, and the return of one per cent, which the Irrigation Commission considered might be obtained from these works, has not yet been secured.

2. The head of the department is the Chief Engineer for Irrigation who is also Secretary in the department. This branch of the Public Works Department was separated from the Buildings and Roads branch in 1920 and since then the cadres of each department have been kept entirely distinct, except that in 1922 the Chief Engineer for Irrigation was appointed from the Buildings and Roads branch. The activities of the department had reached their maximum before the Reforms and since the Reforms the personnel has remained practically stationary. Demands have been voiced in the Legislative Council both for reduction of staff, and in particular of the number of Superintending Engineers, and for amalgamation of the Irrigation branch with the Buildings and Roads branch. It has not been practicable to comply with the latter demand, but one Superintending Engineer's circle and four divisions have been abolished. An important change that has taken place has been the disappearance of Temporary Engineers. In 1922 the Secretary of State accorded sanction to the conditions proposed by the Government of India under which the services of Temporary Engineers could be either retained by their absorption in the Provincial Engineering Service or terminated. The local Government, after some correspondence with the Government of India, commenced the application of these conditions in 1923 and as a result the employment of Temporary Engineers has now entirely ceased.

3. Statement I shows the receipts and expenditure of the department throughout the period of the Reforms. The policy of Government which has been echoed in the Legislative Council has been to stabilize rather than to expand the activities of the department. The Legislative Council has, in fact, gone further and pressed for reduction and, pending the report of the Irrigation Committee appointed by Government in June 1927, no new works are being undertaken. Receipts have not been directly affected by the Reforms, but they have, to some extent, been affected by political agitation; while the growing independence of the tenantry, which has been largely stimulated by the extension of the franchise, has aroused some opposition on the part of malguzars to the execution of irrigation agreements. The following extract from a local paper throws light on the subject :—

“On Sunday last a meeting of the leading malguzars in the district was held for the purpose of starting a counter-organization with a view to checkmate the activities of the tenants who are becoming increasingly assertive of their rights and clamouring for increasing facilities for Primary Education, Village Panchayat, Medical Relief, Water-supply, etc.”

This meeting took place during March 1928 in the Balaghat district where irrigation is an important factor. Malguzars find that the economic independence, which slowly follows in the train of irrigation not only affects their general power of dominating the tenantry but also decreases the supply of labour available for them. In consequence they sometimes throw all their weight against the execution of irrigation agreements. Recently a malguzar, who is a member of the Legislative Council, refused to sign an agreement after all his tenants had signed it and he himself had previously agreed to do so. An analysis of the number of villages in which agreements have been executed under the Wainganga and Mahanadi canals, two of the largest irrigation projects in the province, shows that only 23 per cent of villages in which malguzars possess more than 25 per cent of the land affected have signed agreements against 38 per cent of villages where the malguzari holding is less. The conclusion sought to be drawn is that the receipts of the department would be better if it dealt solely with bodies of tenants, and that the malguzari tenure results in opposition to irrigation on extraneous grounds with which the department has no concern. As malguzars preponderate in the Legislative Council, the opinions expressed and the influence exercised by that body are apt to be one-sided.

4. Since the introduction of the Reforms the Legislative Council has reduced the budget demand of the department on three occasions only. The cuts passed were as follows :—

Year.			Rs.
1921-22	...	...	63,000
1922-23	...	...	4,00,000
1927-28	...	...	1,90,000

All these reductions were moved by members from Berar, where, as has been mentioned elsewhere, no irrigation works are undertaken. In fact, not only the Berar members but a number of members from the Central Provinces represent areas in which the activities of the Irrigation Department are either absolutely unknown or negligible. The opposition to the expenditure of the department must be partly ascribed to this cause, especially in the case of expenditure debitable to the Famine Insurance Fund which, under the Sim formula, is not divisible between Berar and the Central Provinces, and from which the areas, which do not benefit from irrigation, can obtain funds in times of scarcity or famine.

The cut of Rs. 63,000 in 1921-22 was made under the head of “Construction of Irrigation Works” financed from the Famine Insurance Fund and was chiefly justified by the necessity for economy. It was suggested that the establishments of the two branches of the Public Works Department, Irrigation and Buildings and Roads, could be combined. The suggestion has not been accepted by Government and the effect of the cut on the department was slight.

The cut of Rs. 4 lakhs in 1922-23 was made against Irrigation charged to Revenue. Again the principal ground for the reduction was economy, but the efficiency of the department was also criticized. Out of the amount cut, Rs. 2,16,000 was restored by certification.

The cut of Rs. 1,90,000 in 1927-28 was directed against expenditure on irrigation from the Famine Insurance grant. The mover desired that this expenditure should be financed from other sources and that the Famine Insurance Fund should be allowed to accumulate up to the maximum limit fixed. The reduction was partly met by a supplementary grant of Rs. 70,500, but these last two cuts caused considerable inconvenience to the department as work on some of the works in progress, for which the provision was thus reduced, had to be continued.

In addition, the whole demand was thrown out in 1924, but the administration of the department was not affected owing to the exercise by the Governor of the power of certification.

5. The financial aspect of irrigation in the province was, at the time of the provincial settlement, materially affected by the decision that interest on sums advanced for expenditure on irrigation works prior to the Reforms should be payable to the Government of India in respect not only of productive but also of protective works. The total interest payable annually exceeds Rs. 14 lakhs. On several occasions the Legislative Council has characterized this payment as inequitable and the local Government has protested against it. In 1922 the Finance Member of the Government of India agreed that the matter ought to be reconsidered as soon as the provincial contributions had been abolished.

Since the Reforms the works which were sanctioned as productive have been reclassified in the light of further experience of their working as unproductive and there are no works in the province, whether constructed before or after the Reforms, which are now classified as productive. In fact, therefore, although part of the interest paid to the Government of India is nominally on account of productive irrigation, the province neither obtains nor is likely to obtain in the future, a return on any of the works equivalent to the interest paid by the Provincial Government to the Government of India.

6. Only one piece of legislation affecting the department has been placed before the Legislative Council. This is the Central Provinces Canal Management (Amendment) Act, 1923. The object of this legislation was to make it possible to obtain agreements for the construction of water-courses when the occupiers of 80 per cent of the area affected agreed thereto. The Bill was placed before the standing committee and unanimously approved in 1922, and in 1923 it passed the Council in a single day.

A Central Provinces Irrigation Bill has been under consideration for over four years and has been placed before the standing committee on five occasions. On the last occasion the standing committee agreed to the draft and it is now about to be submitted for preliminary sanction to the Government of India. At present irrigation is regulated by the Northern India Canal and Drainage Act as amended by two small local Acts. Conditions in the north of India to which that Act is primarily intended to apply differ greatly from those prevailing in this province and it has long been evident that a local Act is required.

7. The standing committee of the department, during the life of the first two Councils included three or four non-official members of the Legislative Council and two outside members from the areas most affected by irrigation and not represented in the Legislative Council by persons acquainted with the problems of irrigation. During 1926-27 the committee was in abeyance. It was reconstituted in August 1927 like other committees with three members nominated by Government and six non-official members of the Legislative Council nominated on the advice of the President. A number of important matters including the Canal Management Bill, Central Provinces Irrigation Bill, several proposals involving heavy expenditure, questions of agreements and rates, and proposals for the revision of the powers

and pay of the staff have been placed before the committee. The committee has offered useful criticism on the matters placed before it and has not been in any way obstructive on political grounds. The value of the committee in familiarizing non-official members of the Council with the internal administration of the department has been even greater.

8. In addition to the standing committee, an *ad hoc* committee known as the Irrigation Committee has also been appointed. From the year 1925 onwards, and particularly in 1927, resolutions have been tabled in the Legislative Council demanding the appointment of a committee to investigate the work of the Irrigation Department with reference both to the financial problems of irrigation and the alleged grievances of agriculturists. Finally in 1927 nine members of the Council gave notice of resolutions on the subject, and in the March session a member gave notice of a token cut of one rupee from the demand for irrigation works charged to revenue with the obvious intention of reinforcing the demand for a committee of inquiry. Before the discussion of the demand the local Government decided to accede to the wishes of the House and to appoint a committee, and when this was announced during the discussion of the demand for Irrigation, the token cut was withdrawn. A committee was appointed in June 1927, consisting of the Hon'ble the Revenue Member, the Hon'ble Minister for Education, the Chief Engineer for Irrigation and six non-official members of the Legislative Council. Of these latter, three were drawn from the Chhattisgarh Division, where irrigation is most important, and one each from the Berar, Nagpur and Jubbulpore Divisions. The committee has been charged with wide terms of reference. It is required especially to report on the present methods of administration and management of State irrigation works, to recommend in what parts of the province the construction of new works is desirable, and to state by what standards their suitability for construction should be judged. Its inquiries are nearing completion, but its report is not expected for some months.

9. The progress of the department may be judged partly from the figures of non-recurring expenditure contained in Statement I which marks the additions made to the total of irrigation works in the province from year to year and partly from Statement II which gives statistics of the areas commanded and irrigated, respectively, and the incidence of irrigation revenue. At the present moment, pending the receipt of the report of the Irrigation Committee, no new works are being undertaken although such improvements to existing works as are considered necessary are being made, and the construction of works that were previously sanctioned is being continued.

Since 1922-23 working expenses (columns 8 to 11 of Statement I) show little variation, but considerable improvement has been effected in the standard of maintenance. The figures of revenue are misleading, as those of 1921-22 are complicated by arrears of collection. In 1921-22 a sum of over Rs. 5½ lakhs was outstanding at the close of the year. During the year 1922-23 the instructions for assessment and collection were completely revised and partly as a result thereof and partly on account of the improvement in agricultural conditions the arrears were reduced in that year to a little over Rs. 2½ lakhs, and by the end of 1926-27 to less than Rs. 1 lakh. There has been a steady expansion of revenue, but as may be seen from Statement II this has been due mainly to the gradual increase of rates charged under irrigation agreements rather than to the expansion of the area actually irrigated.

10. The work of Irrigation Panchayats may be briefly mentioned as evidence of the extent to which the people have developed a sense of co-operation, responsibility and capacity for local administration. These Panchayats are composed entirely of the village officials and village elders. One of their chief duties is to collect irrigation revenue, but they also have great opportunities for improving the arrangements for irrigation within their localities by controlling the distribution of water, arranging for the construction of subsidiary channels, and preventing damage to irrigation works. So far as the collection of irrigation revenue has been concerned their work may be regarded as satisfactory as they collect about 90 per cent of the

revenue. For this they receive a commission and their activity is further stimulated by the constant supervision of the officials of the department during the collection season.

In all other respects the Panchayats have shown little initiative, or power of control. On one canal in Chhattisgarh a system of control of the distribution of water by paid village servants has been organized in a limited number of villages. In other villages in the same area the tenants undertake in turn responsibility for distribution. But in regard to the construction of water-courses nothing has been done although the Act which widened the powers of compulsion for this purpose was passed five years ago. Nor are panchayats as useful in preventing damage to irrigation works as they should be whilst where damage has been caused they generally fail to give adequate assistance in securing evidence against the offenders.

11. In addition to the control exercised over the all-India Services the Secretary of State also requires that estimates of irrigation projects the cost of which (works only) exceeds Rs. 50 lakhs shall be submitted for his approval. No such projects have been framed since the Reforms, but a proposal to revise the calculations on which a project, sanctioned by the Secretary of State before the Reforms had been based, was submitted through the Government of India for sanction in 1915. The Government of India approved of the proposal and started that the sanction of the Secretary of State was not necessary.

The Government of India have, in practice, exercised no control. A local Government may apply to the Government of India for the constitution of a Board to consider any project which it is desired to submit for their advice. Such a Board consists of the Consulting Engineer to the Government of India and certain selected provincial Chief Engineers. The utility of this arrangement turns on the appointment of a senior officer with practical experience of irrigation to the post of Consulting Engineer. The local Government has not applied for a Board for any project.

PUBLIC WORKS DEPARTMENT (IRRIGATION BRANCH).

STATEMENT No. I—Showing non-recurring and recurring expenditure on State Irrigation Works up to the year 1926-27 and receipts from them.

[Referred to paragraphs 3 and 9 on pages 124 and 126.]

Year.	(a)						(b) (i)				(b) (ii).				
	Non-recurring expenditure.						Recurring expenditure.				Receipts.				
	Capital works.				Non-capital works (old) 43. 15-A '12).	Total.	Working expenses of capital works.			Working expenses of non-capital works (only works' outlay).	Gross revenue from capital works.			Gross revenue from non-capital works XIX-A (2).	Total.
	Productive (old) 49. 55-A (1).	Unproductive works.		Total.			XIII-A (1) Productive.	XIII-A (2) Unproductive.	Total.		XIII-A (1) Productive.	XIII-A (2) Unproductive.	Total.		
		Productive (old) 35. 55-A (2).	Minor works (old) 43. 55-A (2)												
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Up to end of 1920-21.	Rs. 1,58,72,646	Rs. 2,13,39,652	Rs. 18,13,726	Rs. 3,90,26,024	Rs. 40,99,751	Rs. 4,31,25,775	Rs. ...	Rs.	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...
Deduct—Adjustment on account of reclassification of works.	—16,93,133	2,31,53,378 † 16,93,133	—10,51,136	...	10,51,136	...	...	...	...	...	...	...	...	...	...
	1,41,79,513	2,37,90,375	...	3,79,74,888	51,50,887	4,31,25,775									
1921-22	17,97,612	15,34,518		34,32,130	31,267†	...	3,67,148	4,86,145	8,53,293	5,777	1,67,448	3,10,223	4,77,671	94,025	5,71,696
1922-23	14,32,287	14,66,527		20,98,814	24,995†	...	4,48,549	5,93,036	10,41,585	69,444	4,85,877	6,18,634	11,04,511	1,22,139	12,26,650
1923-24	7,58,883	15,53,096		23,11,979	68,553†	...	4,47,255	5,62,575	10,09,830	71,108	5,15,864	5,21,605	10,37,469	1,35,163	11,72,632
1924-25	5,34,132	20,21,400		25,55,532	98,951†	...	4,78,912	4,87,516	9,66,428	71,050	3,54,227	5,77,957	9,32,184	1,24,993	10,57,177
1925-26	6,47,681	22,80,101		39,27,785	55,114†	...	5,09,733	5,33,645	10,43,378	73,393	3,97,332	6,04,347	10,01,679	1,34,198	11,35,877
1926-27	65,072	*2,64,14,425		27,06,497	90,433†	...	1,13,171	9,85,766	10,98,937	45,963	2,03,814	9,27,642	11,31,456	1,59,458	12,90,914
				1,68,32,737											

* Includes expenditure on Mahanadi Canal which has been transferred to unproductive class.

† Only works' outlay Rs 5,48,07,625

As per administrative accounts Rs. 5,48,38,221

PUBLIC WORKS DEPARTMENT (IRRIGATION BRANCH).

STATEMENT NO. II.—Showing area commanded and area irrigated by State Irrigation Works and Incidence of revenue per acre irrigated.

[Referred to in paragraph 9 on page 126.]

Year.	Area commanded and area irrigated.															Incidence of revenue per acre irrigated.			
	Productive works.			Unproductive works.			Total capital works.			Non-capital works.			Grand total.			Capital works.		Non-capital works	Total.
	Cultur-able area commanded.	Area irrigated.		Cultur-able area commanded.	Area irrigated.		Cultur-able area commanded.	Area irrigated.		Cultur-able area commanded.	Area irrigated.		Cultur-able area commanded.	Area irrigated.		Pro-ductive works.	Unpro-ductive works.		
		Rice.	All crops including rice.		Rice.	All crops including rice.		Rice.	All crops including rice.		Rice.	All crops including rice.		Rice.	All crops including rice.				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1921-22 ...	949,775	177,653	180,780	1,361,413	196,154	209,292	2,311,188	373,807	390,072	225,819	42,108	48,766	2,537,007	415,915	438,838	0.92	1.48	1.92	1.30
1922-23 ...	949,775	170,112	171,879	1,352,706	194,342	198,145	2,302,481	365,154	370,024	230,386	42,134	47,730	2,532,867	407,288	417,754	2.82	3.12	2.56	2.93
1923-24 ...	949,775	191,418	192,236	1,500,267	193,286	199,222	2,450,042	384,704	391,458	233,292	42,708	46,915	2,683,334	427,412	438,373	2.63	2.61	2.88	2.67
1924-25 ...	949,775	206,896	207,370	1,488,330	197,785	199,426	2,438,105	404,681	406,796	231,457	41,105	44,650	2,669,562	445,786	451,446	1.70	2.90	2.80	2.34
1925-26 ...	924,002	189,348	189,533	1,506,376	203,790	206,665	2,430,378	393,138	396,198	224,531	42,308	46,866	2,654,909	435,536	443,064	2.10	2.92	2.86	2.56
1926-27 ...	*123,444	*64,735	*64,923	2,307,240	278,643	284,748	2,430,684	343,578	349,671	222,522	40,675	45,552	2,653,256	384,253	395,223	3.14	3.26	3.50	3.27

* The decrease in the figures is due to the transfer of the Mahanadi Canal Project from the productive to the unproductive class.

(4) GENERAL ADMINISTRATION DEPARTMENT (RESERVED).

1. The General Administration Department exists as a department only in the Secretariat and does not constitute a separate department under a head of department. It does, however, constitute a separate demand in the budget with the following heads :—

- A.—Heads of Provinces and Executive Councils.
- B.—Legislative Bodies.
- C.—Secretariat and Headquarters Establishment.
- D.—Commissioners.
- E.—District Administration.
- F.—Miscellaneous.

The demand under the head of General Administration is heavier than any other single head with the exception of Public Works (Transferred) and accounts for approximately 10 per cent of the provincial expenditure; and as it includes expenditure for the maintenance of the whole civil executive administration from the Governor downwards, it offers the widest possible scope for criticism of the policy of the executive government. In this note it is not proposed to discuss Part B of the budget demand relating to legislative bodies as these have been sufficiently examined elsewhere. Other matters which fall under the head of General Administration and have been criticized thereunder in the Legislative Council will also only be cursorily mentioned if they have been adequately dealt with either in the administrative records of particular departments or elsewhere in this memorandum.

2. The demand has been reduced by the Legislative Council as follows, omitting cuts relating to the Legislative Council :—

Year.	Rs.	
1922-23	12,000	Salary of the Personal Assistant to the Commissioner of Berar. As a result the post of Personal Assistant was abolished.
	3,600	Lump reduction against three Deputy Commissioners (voted). It was suggested that these Deputy Commissioners, who were promoted officers of the Provincial Service, might forego the increments in their salaries accruing during the year as a contribution to the depleted finances of Government.
	75,000	Against Extra-Assistant Commissioners. A reduction in the number of posts was urged.
1923-24	20,000	Lump reduction on the score of economy against district establishment. It was suggested that Sub-divisional Officers were unnecessary and might be abolished.
1925-26	500	Travelling allowance of Executive Councillors. This cut was carried as a censure on the Hon'ble the Home Member for having toured in Berar for the purpose of undertaking propaganda work in connection with the Swarajists' programme.
	1,66,000	Against the establishment of Commissioners, expressing the oft-repeated opinion of the Council that the posts of Commissioners should be abolished.
	4,02,300	Under the sub-head Jaglias and Mahars in Berar. This cut emphasised the opinion of the Council that the cess on agriculturists for the maintenance of Jaglias and Mahars should be reduced and the expenditure incurred thereon in excess of the proceeds of the cess met from provincial revenues.

Of these three cuts, the first two had no effect on the administration as the amount reduced under the head of Travelling Allowance was not substantial and Government did not agree to the abolition of Commissioners, and the amount reduced was restored by certification. The question of the Jaglia and Mahar cess which was raised by the third cut is one that has a lengthy history commencing from before the Reforms. Mahars are village servants who were formerly remunerated for their services by a cess based on the land revenue and paid in kind direct to them by the occupants of land. In collecting their dues they were aided by village officers. In the

pre-Reform Legislative Council and again in the first Council under the Reforms the Berar members repeatedly urged the abolition of this cess. Government never accepted the principle that the cost of these village servants should be made a burden on the provincial revenues, but in 1923, yielding to the pressure of educated opinion, it replaced the grain cess by a cash cess and at the same time greatly reduced the number of these village servants. The opportunity for further expression of the non-official opinion that the cost of maintaining Jaglias and Mahars should be borne by provincial revenues arose again in 1925 when the Berar Land Revenue Draft Code, in which the powers of Government in respect of this cess were defined, was placed before the Berar Legislative Committee. Government was defeated on this issue by the solid vote of the elected members of the committee; and the committee refused to alter its opinion when the Draft Code was resubmitted with the recommendations of the Governor General in Council for reconsideration. The Draft Code has been forwarded with the final recommendations of the local Government to the Government of India whose decision is now awaited.

Year.	Rs.	
1927-28 ...		1. Against Heads of Provinces. This cut was finally moved on the ground that the time allowed for the discussion of non-official business was insufficient. Other complaints were also ventilated in the discussion, and at the end it was uncertain exactly what the adverse vote indicated.
1,42,699 and 1		Two cuts again for the abolition of Commissioners.
		1. Civil Secretariat travelling allowance. This reduction was moved against travelling allowances under head C.—Secretariat which is votable, as a protest against the removal under the orders of the Secretary of State of the tour expenses of Executive Councillors from voted to non-voted expenditure. The objection was in reality directed against the 1925 amendment of section 72-D of the Government of India Act under which this reclassification of expenditure was made and, therefore, did not properly concern the local Government.
28,000		District Establishment. This cut embodied several standing complaints with regard to district administration— (1) the desirability on grounds of economy of reducing the number of districts; (2) abolition of Sub-divisional Officers; (3) separation of executive and judicial functions.
25,000		General Establishment travelling allowance. This cut was moved without discussion after the fall of the guillotine.
1,000		Lump reduction. This cut was made the basis for a general attack on the famine policy of Government in Berar. Sufficient funds were obtained by certification or supplementary demands to render the effect of these cuts negligible.
1928-29 ...		1. Civil Secretariat staff. This cut was moved to discuss the general policy of the administration during the year 1927-28. Mention was made of— (1) the inadequate time allotted for non-official Council business; (2) the stoppage of the practice of issuing <i>communiqués</i> regarding the action taken by Government on Council resolutions; (3) the constitution of selection committees for the provincial services; (4) the attitude of Government towards communal disturbances; (5) Indianization of the services.
36,000 and 1,01,650		Again for the abolition of Commissioners.
1,000		Lump reduction directed against the rates of travelling allowance of Government Officers, especially the rates for travelling by motor car.

Of these cuts the only one that had any effect was the last. Government has since proceeded to examine the rates of travelling allowance and the possibility of altering or reducing them, especially with reference to the use of motor cars by the higher grades of officers.

3. The question of reducing the number of districts which was referred to in the discussion of the budget in 1927-28 was first raised in a concrete form by the Retrenchment Committee in 1922. Before the appointment of the committee it had been suggested in the Legislative Council that all Commissioners could be abolished and the number of districts materially reduced. The Retrenchment Committee recommended the abolition of three districts as a means of economizing expenditure. The suggestion was carefully examined by Government and it was calculated that a saving of approximately Rs. 1 lakh only would result if this proposal were adopted. It was found, however, that there was considerable local opposition to abolition in the districts which would be abolished, and as the provincial finances improved the importance of effecting economy decreased. Government has all along held the view that a reduction in the number of districts would necessarily result in some loss of efficiency; and finally in the budget discussion in March 1928 a cut for the reduction of districts was withdrawn after it had been strongly opposed by a non-official member. It appears, therefore, that local objections to reduction have for the moment, at any rate, proved stronger than abstract theories of economic administration, and that the non-official element in the Council is beginning to recognize that there are two sides to the question.

4. The demand for the abolition of Commissioners has already been mentioned. It is a demand which has been voiced frequently in all three Councils both by means of resolutions and in budget discussions. The arguments always brought forward were that Commissioners were a link in the chain of administration unnecessarily interposed between the local Government and district officers, and they were frequently described as mere post offices. This argument has in the present Council been supplemented by another argument which perhaps reveals the real foundation of the objection to these officials. In the discussion of a resolution for the abolition of Commissioners in March 1927 a member said: "I think it is our first and foremost duty in this Council to ask the Government to abolish this institution not on other grounds but on this important ground that its retention goes against the entire policy of the Government of India as well as the policy enunciated by the British Parliament, that we must have progressive self-government." Again in March 1928 during the budget discussion of the cut of Rs. 1,01,650 mentioned above the mover said: "The retention of the Commissioners is not necessary after the Reforms, mainly because they do not fit in with them. I find from the proceedings of the Council that the Central Provinces Local Self-Government Act was recently amended with a view to divest the Commissioners of the powers vested in them by the Act on the ground that Commissioners were no longer needed." The statements reflect the feeling that the power and influence of Commissioners are an obstacle to popular control, particularly in the transferred departments.

Up till 1927 the local Government firmly resisted all attacks on Commissioners and the reductions made in the demand on account of their establishments were nullified by certification. In March 1927 when the subject was again debated in the course of discussion of the budget demand the Hon'ble the Revenue Member undertook, as a concession to public opinion as repeatedly expressed in the Council, that the local Government would recommend to the Government of India the abolition of the Commissionership of the Nerbudda Division provided that the resolution on the abolition of Commissioners was amended to a demand for the abolition of that one division, and that this reduction would be accepted by the Council as a settlement of the question at least for the term of the Council. When the resolution was moved later in the session, an amendment had been tabled reducing its scope to the abolition of "at least one of the posts of Commissioners", but it was withdrawn. The undertaking to recommend

the reduction of one Commissionership was, therefore, withdrawn as the condition on which it had been made had not been fulfilled. The Secretary of State has refused to consider the abolition of Commissioners as a general proposition, and has thus definitely upheld the position taken up by the local Government. In 1928 the first reduction of Rs. 36,000 against the establishment of Commissioners covered the establishment of one Commissioner only and was intended to express the opinion of the Council that half a loaf was better than no bread. But no indication was given that it was the Nerbudda Commissionership which the Council desired to abolish, and in any case the offer of the local Government had lapsed. No action was therefore taken upon it. Although non-official opinion is almost solid against the retention of Commissioners there is, in the present Council, some recognition of the fact that the large number of junior officers in charge of districts does afford some justification for supervision by a more experienced officer.

5. With regard to district administration, the activities of district officers and their subordinates are so multifarious and affect the people so directly that they afford almost innumerable subjects for criticism and discussion in the Legislative Council and it is impossible to gauge accurately the repercussion on district administration. The political activities of Deputy Commissioners have been definitely curtailed as a result of Council criticism. District Darbars have been abolished and the instructions for the counteraction of extremist activities have been cancelled. As regards particular incidents of a political nature, mention may be made of the Nagpur Flag agitation in 1923 when the action of the Deputy Commissioner, Nagpur, was condemned by the Legislative Council. In this case, however, the condemnation involve the Government as much as the district administration, as every step taken by the Deputy Commissioner throughout this prolonged agitation was approved by higher authority. Two incidents in the Narsinghpur and Raipur districts, respectively, where the district authorities interfered with meetings of a political character, were the subject of hotly-debated resolutions, and there can be no doubt that the attitude of district authorities towards political agitation has been, in the course of time, materially modified. Agitation which at the outset of the Reforms would almost certainly have resulted in prosecution now passes almost unnoticed. In the collection of land revenue little effect can be seen. The use of coercive processes is frequently queried in the Council, but has not formed the subject of general debate nor has the district administration been hampered by organized political agitation in this respect. Recently the Yeotmal District Association attempted to secure concessions in regard to land revenue due for 1927-28, but was unable to convince Government. In the Berar Legislative Committee opposition was manifested to the more severe methods of collecting land revenue, such as warrants of attachment and forfeiture of holdings, and it remains to be seen what effect this will have on the final structure of the Berar Land Revenue Draft Code. On more than one occasion resistance to the payment of land revenue has been stimulated by local politicians but nothing in the nature of collective "Satyagraha" has been attempted and the result has only been some delay in collection and the issue of more than the normal number of coercive processes.

Another matter in which district officers have been much criticized is the administration of the Arms Act. As a result of the pressure of public opinion Government has liberalized the instructions for the grant of gun licences. The practice of calling in guns in the hot weather has been discountenanced; district officers are bound to grant licences to persons of a certain status unless exceptional reasons to the contrary exist; and arbitrary refusal to grant licences has been further guarded against by a provision for appeal. The effect has been a great increase in the number of gun licences granted.

Pressure has also been brought to bear by the Council to reduce the touring of district officers. For this there are several reasons. One is that the district officer tours for the purpose of acquiring a general knowledge

of his district and its people, and not solely for the disposal of definite matters pending before him. The value of such touring is not immediately obvious and if the officer seeks recreation on the way in the form of shikar he offers a good target for attack in the Council hall. In the early days of the Reforms the immobilization of the district officer was undoubtedly sought as a means of lessening his control. Finally there was the necessity at that time of rigid economy. The last argument only was accepted by Government and, in 1922, orders were issued for the curtailment of touring to a strict budget allotment. With the improvement in the provincial finances these orders were cancelled. The only other result has perhaps been more careful supervision by higher authority of the touring done by district officers. Indirectly the Reforms have affected touring, as the increase of work in all departments, and, in some districts, the threat of communal disturbances, have tended to tie the district officer more and more to his headquarters.

The Council has further tried to limit the power of district officers by pressing on Government the appointment of district advisory committees composed of non-officials who would advise on all matters of district administration. Court of Wards advisory committees have actually been appointed in some districts. Committees to recommend persons for appointment as honorary magistrates, or to advise on the suspension and remission of land revenue have also been recommended. In fact there is scarcely any activity of district officers in which non-official participation has not been demanded. Government has refused to permit responsibility to be formally devolved to non-statutory committees, but the pressure thus exercised has unquestionably resulted in the public being more and more consulted by executive officers than in the pre-Reform era.

With regard to the provincial executive service, little has been heard in the Legislative Council. The reduction of the number of Extra-Assistant Commissioners, and the abolition of Sub-divisional Officers were measures urged mainly on the ground of economy, and as these demands have not been reiterated it may be assumed that the Council is not dissatisfied with the composition of the provincial service. The constitution of the selection committee for the provincial service, which was brought into being since the Reforms, has been criticized and it has been urged that its scope should be extended to appointment to the service by promotion from the cadre of Tahsildars; but these criticisms are no reflection upon the service. That the utility of Sub-divisional Officers is now recognized is shown by the fact that in making out a case for the amalgamation of districts it has been argued that the place of the district officers, who disappear, could be effectively taken by Sub-divisional Officers.

6. The Secretariat has escaped criticism except for the demand that an Indian should be appointed as Secretary or Under Secretary. Government was at first unable to accede to this demand as there were for a time no Indians with the necessary experience or qualifications who were not already employed in equally responsible posts elsewhere. But since 1926 an Indian has been appointed as Revenue and later as Financial Secretary, and more than one Indian have been appointed to posts of Under Secretary. The demand of the Legislative Council for the Indianisation of the Secretariat has been strengthened since 1927 by the revival of the Ministry as the Ministers support the demand; and their influence must carry weight.

7. Lastly there is criticism of the Government as a whole, and of the head of the Government. Under the first head may be mentioned the long-standing complaint regarding the removal of the seat of Government twice a year to Pachmarhi. This complaint was voiced in the pre-Reform Council where a resolution was defeated by a narrow margin of three votes. In March 1921 the Reformed Council passed by the same margin of votes a resolution disapproving of the removal of the seat of the local Government to the hills every year, and of permission being given to certain officials to stay in the hills during the summer. Government explained that the utmost economy was practised and that the list of officers and their establishments, who were required to go to Pachmarhi, had been limited to the

minimum necessary for the functioning of Government; that heads of departments were not included in that list and did not draw travelling allowance for journeys to and from Pachmarhi; and that the total cost to Government of travelling allowances was only about Rs. 10,000 a year. Following this resolution and another resolution recommending the revision of the scales of allowances granted to establishments moved to Pachmarhi the local Government decided that heads of departments should, in future, be responsible for paying out of their own pockets all allowances payable to any establishments accompanying them to Pachmarhi. The list of heads of departments and others, such as Commissioners, permitted to visit Pachmarhi has always been rigorously guarded against encroachment, and in 1927 the head of the Veterinary Department, who had in practice been enjoying both seasons there, was restricted to a three months' visit only, the period of hot weather season.

The local Government has also definitely fixed the periods of each season. Formerly the first season extended from about the last week in March to the first week of July. Now it is fixed at April 1st to July 1st; and the second season has been curtailed from approximately two months to the period September 15th to the end of October.

The complaint about the Pachmarhi exodus has never been entirely forgotten and recurs periodically. But with the appointment of Ministers and the holding of meetings of select and other committees in Pachmarhi, non-officials have had greater opportunities of visiting Pachmarhi themselves and seeing the other side of the picture. In consequence complaints against the Pachmarhi exodus have tended to yield to complaints about the insufficiency of accommodation there for non-officials and even to concrete suggestions that accommodation should be extended and that a meeting of the Legislative Council there might be considered. Government has not tested the weight of opinion for and against Pachmarhi, respectively, by inclusion of expenditure on the provision of accommodation there in the Public Works Department demand, nor has it made any concession to the demand that the period spent by Government at Pachmarhi should be further curtailed.

As regards the head of the Government although Standing Order 26 (2) (iv) of the Legislative Council prohibits a member from reflecting upon the conduct of the Governor, members have on more than one occasion, particularly in the debate on the General Administration demand in March 1928, animadverted on the paucity of time allotted for the discussion of non-official business, on the shortness of the notice given for the Council session, and on the delay in assenting to amendments of the Standing Orders which had been passed by the Council. These are matters within the sole discretion of the Governor. So also is the question of appointing an Indian as Aide-de-Camp or Private Secretary, which was raised on a cut moved against the General Administration demand. It may not always be easy to draw the line between a recommendation or suggestion that the Governor should pursue a particular line of conduct and a reflection on a particular line of conduct that the Governor has pursued. The former may imply the latter. But it is difficult to avoid the conclusion that a reduction in the budget demand implies something more than a mere recommendation for the future.

The difficulty of avoiding reflection on the conduct of the Governor may be further exemplified by reference to the power of certification of expenditure vested in the Governor under section 72-D of the Government of India Act. The power of certification is an overriding power enabling the Governor to set aside the decision of the Legislative Council. Frequently the Council makes no comment on the exercise of this power. But when a reduction is made year after year, as for instance for the abolition of Commissioners, it is inevitable that members should refer to certification as a flouting of the wishes of the Council. No personal reflection upon the Governor is implied, nor in fact has there ever been a personal attack upon him. It is as the head of the executive, wielding extensive powers of control, that his conduct is criticized.

(5) FINANCE DEPARTMENT.

1. It has already been stated that the introduction of a large measure of provincial autonomy necessitated a complete revision of the financial arrangements between the Central and Provincial Governments. One of the main features of the change was the removal of control by the Central Government. The withdrawal of internal control over finance implied the substitution of effective control within the province, and this control is partly provided for by the Finance Department. The department is constituted and its functions regulated by the Devolution Rules. The Finance Member is in charge of the department and its responsibilities and duties may briefly be described as follows :—

It is responsible for the safety of the Famine Insurance Fund and for watching the local Government's balances, and its advice must be taken on all important questions of finance. It examines all taxation and borrowing proposals, prepares the budget, advises on all schemes for new expenditure ; and it must be consulted before the grant of any loan or advance, other than those under the Land Improvement and Agriculturists' Loans Acts, is sanctioned, before variations are made in the emoluments of posts and before posts are created or abolished, or new rights, such as mineral, forest or water-power rights, or assignments of land revenue are created and before proposals are accepted involving either expenditure for which no provision has been made in the budget, or the abandonment of revenue. The assent of the Finance Department is, however, assumed to have been given to questions affecting posts, when budget provision exists, or the expenditure proposed is non-recurring and can be met by reappropriation within a grant between heads subordinate to a minor head, when the case does not involve the interpretation of a financial rule or a reference to the Government of India, and when the extra expenditure forms no part of any general scheme involving the creation of a new or the revision of an existing establishment. Its assent is also assumed in cases involving the creation of new rights, the abandonment of budgeted revenue or the incurring of unbudgeted expenditure, where such cases fall within the scope of departmental codes and rules or standing orders of the local Government, or, in the case of rights to water-power, if no financial consideration is involved : this is subject to the proviso that the Finance Department must be consulted before such standing rules or standing orders are amended. Finally, it ensures that audit irregularities are remedied, and it is its duty not only to lay the Audit and Appropriation Reports before the Public Accounts Committee, but also to bring to that Committee's notice all expenditure which has not been duly authorized and any financial irregularities. In order to enable the Finance Department to exercise its various functions, instructions have been drawn up by the local Government regulating its duties, and its relations with other departments.

2. Devolution Rule 37 (a).—Dealing with the functions of the department in the order in which they are given in the Devolution Rules, the first relates to loans. Apart from procedure which is dealt with in the instructions referred to above, it is only necessary to mention that in this province all loans have been obtained from the Government of India and the Provincial Loans Fund and they are utilized to meet capital expenditure on Irrigation and Forest works and generally to finance advances under the Land Improvement Loans Act and the Local Authorities Loans Act. The decision as to the amount of loan to be taken each year and the works to be financed against it is primarily arrived at in the Finance Department, and no difficulty has so far been experienced with the Government of India in obtaining such amounts as are required.

With the exception of disbursements against loans under the Local Authorities Loans Act, the expenditure on objects financed from loan funds is generally incurred in departments included in the portfolio of the Hon'ble Member, Revenue and Finance. So far as such departments are concerned, no difficulty has been experienced either in the allocation of funds or acceptance of the views put forward by the Finance Department,

but in regard to loans under the Local Authorities Loans Act, there have been cases in which the reports of the Finance Department have affected the decision arrived at by the administrative department.

3. Devolution Rule 38 (b).—Under the Devolution Rules the Finance Department is responsible for the safety and proper employment of the Famine Insurance Fund.

As explained in paragraph 262 there are certain definite charges incurred annually and provided for in the budget against the assignment for Famine Insurance, but there have been occasions in which the credits in the fund has been drawn on by means of supplementary demands during the course of the year. The charge for which the fund primarily exists, *i.e.*, the relief of famine, depends entirely on the character of the monsoon and cannot ordinarily be foreseen and provided for in the budget, so if any charges are to be incurred during the course of the year they can only be met by means of supplementary demands. The advice of the Finance Department in the matter of classification of charges against the assignment or funds has generally been accepted by Government.

4. Devolution Rule 37 (c).—Only on one occasion since the introduction of the Reforms has taxation been introduced. The Stamps and Court Fees Acts were amended so as to give increased revenue at a time when the financial conditions of the province were unfavourable, and the amendments had effect for three years only. The Finance Department was consulted before the proposals were finally approved.

Under this head may also be included the proposals submitted annually by the Commissioner of Excise showing the rates of Excise duty to be levied in the following year.

5. Devolution Rule 37 (d).—No loans have been raised in this province since the Reforms, and as explained in paragraphs 263-264 expenditure on objects which cannot be financed from revenue, are financed by loans from the Government of India and the Provincial Loans Fund.

6. Devolution Rule 37 (e).—The Devolution Rules make the Finance Department responsible for seeing that proper financial rules are framed for the guidance of other departments.

The financial rules by which the local Government was governed before the Reforms are contained in the Civil Account Code, the Public Works Department Code, the Public Works Account Code, the Forest Department Code and the Forest Account Code, all issued under the authority of the Government of India. Subsidiary rules for local purposes were embodied in the Treasury Manual, Public Works Department Manuals (Volumes I, II and III), Forest Account Rules and the Forest Manual. The Reforms necessitated reclassification of financial rules according to their statutory derivation. They fall now into three classes (1) rules of the local Government which have their statutory authority in Devolution Rule 37 (e); (2) rules relating to audit or account procedure, issued by the Auditor General under rule 22 of the Auditor General's rules framed by the Secretary of State in Council under section 96-D (1) of the Government of India Act, and (3) the Agency Rules issuable by the Governor General in Council under rule 46 of the Devolution Rules. Naturally, the rearrangement and reclassification of the rules was lengthy process. The Auditor General first indicated the authority now responsible for each rule in the Civil Account Code, the Forest Account Code, and the Public Works Account Code according to this tripartite classification, and a model set of financial rules was prepared for the assistance of local Governments. It was not until 1924 that an officer was placed on special duty to complete the Financial Rules. The draft rules after examination by the Accountant General were sent to the Auditor General for scrutiny in September 1926. The draft rules were received back with the Auditor General's comments on them in February 1928, and are undergoing further examination by an officer on special duty. Meanwhile the local Government continues to base its financial procedure on the old codes.

7. The rules under preparation are generally applicable to all departments of the local Government. The special rules at present in force in the Public Works Department and Forest Department require that this compilation should be supplemented by special codes for these departments. These rules have also been compiled and are now, after scrutiny by the Accountant General, being examined by the departments concerned. When they are issued it will no longer be necessary for officers serving in this province to use either the Forest or Public Works Account Codes; and with the issue of the general rules, the Civil Account Code, Volumes I and II, and the Treasury and Sub-Treasury Manuals will no longer be used by officers under the local Government.

8. The Fundamental Rules are issued by the Secretary of State under section 96-B of the Government of India Act. They had effect from the 1st January 1922 and as from that date have replaced the substantive rules in the Civil Service Regulations except in respect of pensions only. Before they could be brought into force this Government was required to supplement them by a number of subsidiary rules regulating matters in which the rules concede rule making powers to local Governments. These supplementary rules were framed by the local Government and were put into effect from the 1st August 1923. Later on the Fundamental Rules were again examined with a view to further delegation of powers. Under rule 7 of the Fundamental Rules such delegation requires prior consultation with the Finance Department but it is open to that department to prescribe, by general or special order, cases in which its consent may be presumed to have been given. The Fundamental Rules and Supplementary Rules thereunder were examined and two sets of instructions prepared. The one enumerates the cases in which the consent of the Finance Department may be presumed to have been given to the exercise by the Governor in Council or the Governor acting with his Ministers, of certain powers under the Fundamental Rules and Supplementary Rules. In the other is shown the powers delegated to authorities subordinate to the local Government.

9. Devolution Rules 37 (f) and (g).—An important function of the Finance Department is the preparation of the provincial budget and of any supplementary estimates or demands which have to be submitted to the vote of the Council. Steps were taken to relieve the office of the Accountant General of the duties performed by it in connection with the compilation and printing of the budget, and by the year 1926 the Finance Department was able to take over completely all budget work. This involved an addition to the staff of the Finance Department and the formation of two separate sections of that department—one dealing with rules and the other with budget. It is, however, in connection with the provision of new schemes of expenditure in the budget of a year, that the Finance Department comes into touch with other departments of Government. Under Devolution Rule 37 the Finance Department is required to examine and advise on all schemes of new expenditure and should decline to provide in the estimate for any scheme which has not been so examined. These schemes are, as a rule, dealt with by the administrative departments, but as a condition precedent to scrutiny by the Finance Department it has been laid down as a matter of procedure that new schemes should receive administrative approval and, where necessary, approval by the Departmental Standing Committee before they are sent to the Finance Department for scrutiny. There have been instances in which the Finance Department has refused to allow provision to be included in the budget as the proposal had not previously been scrutinized by the Finance Department. This is one of the few overriding powers vested in the Finance Department by the rules.

10. Connected with the preparation of the budget, is the question of allocation of funds between the reserved and transferred departments which is provided for by rule 32 of the Devolution Rules. The work of the Finance Department normally ends with the examination of new schemes and approval to their inclusion in the budget. It might be required to report on the allocation of funds between the reserved and transferred sides

of Government in order to enable the Governor to arrive at a decision under Devolution Rule 32 ; but in practice there has been no disagreement which has necessitated this rule being brought into play.

11. The necessity for a supplementary demand may arise from one of three causes. Either (1) the amount granted by the Council proves inadequate, or (2) an unexpected windfall, such as the remission of a part of the provincial contribution provides an opportunity for embarking on new expenditure, or (3) expenditure is contemplated on a service for which funds can be made available from the departmental grant, but were not specifically voted by the Council. The Finance Department only exercises vigilance in the last of these cases. The opportunity for so doing may occur only after the administrative department has approved of the expenditure. The Finance Department then points out that the proposal involves a supplementary demand and the administrative department has then to consider the case afresh to decide whether this shall be presented. In such cases the Finance Department does not invite attention to the state of the provincial finances at the time as the demand does not call for new money, but only for approval to the expenditure of funds already available.

12. The Finance Department also in its general capacity of custodian of the provincial balances has at times moved for the curtailment of the sanctioned budget programme of works when the circumstances of a year have indicated that there is a worsening of the financial position as forecasted in the budget. In this it is assisted by the instructions issued with reference to Devolution Rule 37 (f) in accordance with which the Accountant General furnishes it monthly with a statement of revenue received and expenditure incurred. This statement is scrutinized by the Finance Department with a view to watching the progress of revenue and expenditure against budget grants. Heads of Departments and Commissioners are similarly required, whenever it appears to them that the revenue with which they are concerned will fall materially short of the amount estimated in the budget, to report the fact and the reasons therefor to the Finance Department.

In the year 1921-22 steps were accordingly taken by the Finance Department to curtail the sanctioned programme of works. An examination of the actual receipts and expenditure of the first few months of that year gave strong indications that the failure of the crop of 1920 would affect the finances of 1921-22 to a far greater extent than was estimated when the budget was framed, and during 1921, in consultation with the departments concerned, the programme of works was reduced to the extent of 13½ lakhs.

In 1922 again the construction of works was postponed as a precautionary measure till the character of the monsoon of 1922 was assured. A similar re-examination of the budget was made in the current year owing to an attack of rust which affected the wheat crop of the districts in the north of the province. Large suspensions of land revenue have been granted and it has been decided to curtail expenditure to the extent of Rs. 11 lakhs.

13. The control of expenditure is not complete unless there is an internal arrangement by which controlling officers and Heads of Departments are enabled during the year to watch the progress of expenditure against grants. This has been secured by the introduction, under the advice of the Finance Department, with effect from June 1924, of a scheme of departmental financial control. Each disbursing officer is required to maintain a classification register in which every bill presented for payment at the treasury is entered and classified. For this, a classified monthly statement of expenditure is prepared and submitted to the controlling authority. These statements are compiled monthly by the controlling authority for the department as a whole, and scrutinized with reference to the allotment for each primary unit of appropriation. This procedure enables a Head of Department to watch the progress of expenditure against grants and, should the progress of expenditure indicate that the grant is likely to be exceeded, to take steps in good time either to curtail expenditure so as to keep it within the grant or to meet the deficit by reappropriation, or to approach Government for an additional grant. The scheme

has also proved useful in eliminating misclassification in the office of the Accountant General. The maintenance of the accounts in the department undoubtedly inculcates a greater degree of financial responsibility.

14. In the matter of reappropriation or transfer of grants from one head to another, a Member or Minister has power to sanction a grant between heads subordinate to a minor head which does not involve undertaking a recurring liability. The Finance Department has, however, power to sanction any reappropriation within a grant from one major, minor or subordinate head to another. Although, therefore, the rules give the Finance Department greater powers in the matter of reappropriation than a Member or Minister, under standing orders all reappropriations requiring the sanction of the Finance Department are first referred to the Member or Minister in charge of the department for orders, except in certain minor cases, such as appropriations for works in progress to the extent of Rs. 20,000 in each case, where the Member in charge of the department had agreed that the reappropriation may be sanctioned by the Finance Department without his previous approval.

15. Devolution Rule 37 (h).—No report has been received from an audit officer for action by the Finance Department under Devolution Rule 37 (h).

16. Devolution Rule 37 (i).—The Finance Department has placed the Audit and Appropriation Accounts up to and including those for the year 1925-26 before the Committee on Public Accounts. It is required at the same time to bring to the notice of the Committee all expenditure which has not been duly authorized and any financial irregularities. Before presenting these reports to the Committee on Public Accounts, the Finance Department used to obtain from the administrative department an explanation of the circumstances in which the irregularity occurred, and prepare a note for the Committee. These notes were found to be so complete that the members felt it unnecessary to examine the Heads of Departments in any detail or to raise any points outside the scope of the notes. The Auditor General brought to the notice of the Government that the procedure adopted had the effect of making the members rely too much on the Finance Department, and that if they were to discharge their functions effectively they should examine the Heads of Departments concerned with reference to the irregularities brought to notice. From 1925-26 accordingly the Finance Department ceased to furnish members of the Committee with notes on the matters emphasised in the report of the Accountant General and merely prepared and kept ready notes to enable Government to assist the Committee on Public Accounts in its deliberations if so desired.

17. Devolution Rule 39.—Devolution Rule 39 gives the Finance Department the power to sanction non-voted expenditure in excess of the budget for the year. In dealing with the Audit and Appropriation Accounts for 1925-26, the Committee on Public Accounts remarked that there was no arrangement whereby the Council is apprised of the modification made in appropriation in the course of the year and thought that it would be conducive to more efficient control over non-voted expenditure if the Finance Department were, during the budget season, to lay a statement on the table of the House showing to what extent the original appropriations for non-voted expenditure had been modified from time to time. This suggestion has been accepted and will now be brought into effect.

18. Devolution Rules 40 and 41.—The Finance Department is always consulted before any office is added to or withdrawn from the public service and the emoluments of a post raised, also before any allowance or special pay or personal pay is sanctioned for any post or class of posts. In these cases the advice tendered by the Finance Department includes a comparison of the rates of pay and allowances drawn by Government servants similarly employed, the rate of increment earned, the question of funds and the general suitability of the proposal with reference to the financial rules. As a rule the administrative departments have accepted the advice of the Finance Department.

19.—Devolution Rule 42.—Under Devolution Rule 42 the Finance Department is to be consulted if a grant of land or assignment of land revenue is to be made other than under the ordinary revenue rules of the province, while no concession, grant or lease of mineral or forest rights or right to water-power or of right of way or other easement and no privilege in respect of such rights shall be given without such previous consultation. Under Devolution Rule 45 the Finance Department has ruled that its assent may be assumed to have been given in the following classes of cases :—

- (i) concessions, grants or leases of rights to major minerals—which fall clearly within the scope of the Mining Rules and the supplementary instructions embodied in the Mining Manual ;
- (ii) concessions, grants or leases of rights to minor minerals—which comply with the standing orders of the local Government ;
- (iii) concessions, grants or leases of forest rights—which comply with the provisions of the Forest Department Code and the Forest Manual and are within the powers of sanction of the departmental officers ;
- (iv) rights to water-power—when no financial consideration is involved.

20. Devolution Rule 43.—In regard to abandonment of revenue the Finance Department has ruled that its assent may be assumed to have been given if the proposals are in accordance with the standing orders of Government or fall within the conditions referred to above.

21. Devolution Rule 44.—Under Devolution Rule 44 the Finance Department may require that in any matter in which it is required to advise or report under the Devolution Rules, that its report is submitted by the department concerned to the Governor for orders of the local Government. The following procedure has been laid down to govern cases in which there is a difference of opinion between an administrative department and the Finance Department :—

- (a) When the advice of the Finance Department in regard to any matter on which it is required to advise or report, is not accepted by the administrative department, the case shall be submitted for the orders of the Member in charge of the Finance Department, if his orders have not already been recorded.
- (b) When the views of the Finance Member in regard to any matter on which the Finance Department is required to advise or report are not accepted by the Member or Minister in charge of the department in which the reference originated, the latter may submit the matter to the Governor for the orders of the Government.

The occasions on which there have been differences of opinion are comparatively few.

(6) DEPARTMENTS CONTROLLED BY THE LEGAL REMEMBRANCER.

1. The post of Legal Remembrancer was created in 1923, and since the inauguration of the first Central Provinces Council in 1914 the Legal Remembrancer is in addition Secretary to the Council and Legal Secretary to the local Government. He is a member of the Judicial Department and his post is borne on the cadre of District and Sessions Judges.

The other gazetted officer in the department is the Assistant Legal Remembrancer, who is also Assistant Secretary to the Council. Appointment to this post is made from the cadre of Subordinate Judges.

In 1914 the Legal Remembrancer controlled an office of five clerks only. The office has been strengthened both before and since the Reforms

consequent on the growth of Legislative Council work, and the strength of the two offices now stands as follows :—

Office of Secretary to the Legislative Council ...	{	1 Superintendent.
		3 Reporters.
		5 Clerks.
Office of the Legal Remembrancer ...		5 Clerks.

Control of the two offices is unitary and clerks of one branch may be, and are at times, used to assist the other. This makes for economy, as the reporters are trained clerks and, when not engaged in their normal duties, work either in the Council office or in the Legal Remembrancer's office. The disadvantage of the system is that the Legal Remembrancer's work comes almost to a standstill during sessions of the Council owing to the absorption both of himself and of his staff in Council duties.

2. The pressure of work on the Council staff was not hitherto felt, as the first two Councils were marked by an almost complete absence of non-official legislation, and in the second Council official legislation was in a state of suspended animation. But legislative activity has much increased recently. In 1927-28, 18 Bills were introduced. Owing to the lack of party discipline, many of these Bills, all of which have to be examined in the Council office, overlap. Under an organized party system, they would have been greatly simplified and less numerous. The result so far as the office is concerned is a considerable addition to the volume of work.

With the establishment of the Council as a permanent institution and the progressive realization by members of their powers and responsibilities the work of the Council Secretary tends to become more specialized. He has to keep himself closely in touch with the proceedings of Provincial and Central Legislatures, and unless he is able to devote considerable time to this work he cannot keep up-to-date, and maintain the high standard of advice and interpretation which is required of him.

3. The performance by one officer of the duties both of Secretary to the Council and Legal Adviser to Government has so far presented no difficulty in practice. As yet no demand has been voiced either by the President or the Council that the Council should be served by an independent Secretary.

(7) JUDICIAL DEPARTMENT.

1. The head of the department is the Judicial Commissioner. Prior to the Reforms the Judicial Commissioner was appointed by the Governor General in Council, and Additional Judicial Commissioners by the local Government with the previous sanction of the Governor General in Council. With the Reforms the power of appointing both the Judicial Commissioner and the Additional Judicial Commissioners was devolved upon the local Government. The Court of the Judicial Commissioner consists of the Judicial Commissioner, three permanent Additional Judicial Commissioners, and as many Additional Judicial Commissioners as may be temporarily appointed from time to time. In practice, one temporary Additional Judicial Commissioner has usually been appointed. The strength of the department has only increased in the lower ranks as may be seen from the sub-joined table :—

	1920.	1928.
Judicial Commissioner ...	1	1
Additional Judicial Commissioner (including 1 temporary).	4	4 (including 1 temporary).
District and Sessions Judges (including 1 post of Legal Remembrancer).	12	12 (including Legal Remembrancer).
Subordinate Judges (including 3 temporary).	52	53 (including 2 temporary).
Munsiffs (now Subordinate Judges, 2nd Class).	72	90 (including 8 temporary). These include 13 posts for leave and deputation reserves.
<i>Law officers.</i>		
Government Advocate ...	1	1
Public Prosecutors ...	12	12

A proposal to establish a Chief Court for the province in place of the Court of the Judicial Commissioner has recently been sanctioned by the Government of India. The change will involve legislation in the local Legislative Council. There is a strong body of non-official opinion in favour of the establishment of a High Court instead of a Chief Court, so the outcome of the pending legislation is at present uncertain.

2. A statement of receipts and expenditure is included as Statement I. It calls for little comment. Increase in expenditure between 1919 and 1921 is due to a revision of pay throughout the department. The decrease of nearly Rs. 13 lakhs under the head of Criminal Courts in 1920-21 is due to a re-classification by which expenditure on District Administration—General Establishment was transferred to the head of General Administration. The revision of pay was undertaken before the Reforms and, therefore, escaped criticism by the Legislative Council, except retrospectively. In the first Council criticism took the form of a demand for reduction of the salaries of the Provincial Judicial Service, whilst both then and more recently the high pay of this service was put forward as an argument for increasing the pay of the Provincial Executive Service. Government did not accept either argument.

Cuts in the budget of the department have until the current year been few. In 1923-24 a reduction of Rs. 10,000 was made against expenditure on translators in the Court of the Judicial Commissioner. The reduction was accepted by the local Government. In 1924-25 the whole demand was thrown out on political grounds but was restored. In 1925-26 a sum of Rs. 99,986 representing the whole of the demand for the establishment of the Courts of Honorary Magistrates was reduced. Of this amount all but a sum of Rs. 1,000 was restored and the administration of the department was not affected. In 1927-28 a sum of Rs. 15,000 was reduced on the score of general economy and a lump reduction of Rs. 100 was made as a censure of the policy of Government in regard to Honorary Magistrates. The reduction was accepted by Government but partially replaced later by a supplementary demand of Rs. 9,426.

In the budget of 1928-29 the demand was reduced to a total sum of Rs. 1,25,202. This was made up of the following seven separate cuts :—

Rs. 85,000	on account of the Courts of Honorary Magistrates.
„ 36,000	„ pay of one Additional Judicial Commissioner.
„ 3,600	„ pay of Subordinate Judges.
„ 100	„ Government Advocate.
„ 500	„ pleaders' fees.
„ 1	„ Law Officers.
„ 1	„ „

The first two items have been restored by certification and the remaining five items are all of the nature of token cuts. The cut of one rupee against Law Officers represents a criticism not of the administration of the department but of the policy of Government in regard to communal riots, the specific demand made being that a general amnesty should be granted to all persons concerned in communal riot cases. The second cut of one rupee under the same head was made in regard to the manner in which Public Prosecutors are appointed. It was suggested that Public Prosecutors should be appointed on the recommendation of a selection committee.

The reductions thus made in the demand of the department have not in any way embarrassed its administration.

3. Nothing in the administration of the department has been more attacked than the appointment of Honorary Magistrates. During the period of non-co-operation Honorary Magistrates were both generally and individually attacked and frequently boycotted. As a direct result of agitation 12 Honorary Magistrates resigned. In the Council, criticism has ranged from attacks on individual magistrates and courts to a demand for the total abolition of this class of magistrates. The local Government has refused to accept the demand for their abolition as evidenced by the

fact that the reduction made in the demand on account of their establishment has been twice restored. But as a result of the pressure exercised by the Council the Government first of all took over from municipal committees the share of the cost of establishment which they had formerly paid. Secondly, existing courts were subjected to the closest scrutiny, and courts which did not come up to a definite standard were abolished. Qualifications for the post of Honorary Magistrates were prescribed and the rules of procedure of their courts were revised. For a considerable period no fresh appointments were made pending this examination of Government's policy. On the other hand Government has refused to accede to the demand either that local bodies should be consulted with regard to appointments or that advisory committees for the appointment of Honorary Magistrates should be created. That Council opinion may at times be in advance of public opinion was illustrated by the fact that whilst the Council approved of the appointment of members of the depressed classes as Honorary Magistrates, an appointment which was actually made, brought the work of the court concerned to a standstill as the other magistrates refused to work with him.

4. Another persistent demand has been for the separation of the judicial from the executive. This suggestion was first considered by the Retrenchment Committee in 1921 and has been the subject of more than one resolution in the Legislative Council. The latest resolution, in January 1928, recommended that immediate steps should be taken to have the judicial functions of the Government separated from the executive functions and expressed the consent of the Council to the appropriation of a sum of nine lakhs of rupees for the purpose. So far, the local Government has not agreed that the admitted balance of advantage on the side of separation justifies the expense involved, but as a result of the criticism of the manner in which executive officers have exercised judicial functions some change in the administration has been made. The practice of taking up criminal cases on tour has been severely curtailed and, where feasible, magistrates permanently stationed at headquarters have been appointed.

5. Another demand, which is continually pressed in the Legislative Council, is for the introduction and extension of the system of trial by jury. The first resolution to this effect was moved in 1921 and as a result trial by jury was introduced as an experiment in four selected districts for certain classes of criminal cases. The demand for a further extension of the system has been several times repeated, but although the local Government has been sympathetic to the principle involved, it has yet to be convinced that the practical difficulties such as cost and the lack of suitable material for the composition of juries can be overcome.

6. The standing committee for the department is the same as for the Police and Jail Departments. The proposals placed before it referred chiefly to pay, allowances, creation of new temporary or permanent posts and construction of civil court buildings. These have evoked more interest than matters relating to other departments with which the committee is concerned, possibly because the legal element in the Legislative Council has a more intimate knowledge of, and a greater interest in, the administration of the Judicial Department. In 1922 the question of the separation of judicial and executive functions was placed before the committee and although the Legislative Council had been insisting on separation, the committee took a more practical view and agreed that the province should wait and see what schemes were being adopted in the major provinces before embarking on any drastic reorganization. Similarly a proposal to grant travelling allowances to process-servers placed before the committee in 1923 was rejected although, at that time, the general attitude of the Legislative Council favoured any proposals tending to increase the emoluments of the menial establishments of Government. The support of the committee, however, to proposals to construct bungalows for Subordinate Judges has not reflected the opinion of the Legislative Council.

A selection committee was formed in accordance with the recommendations of the Public Service Commission (1916), to deal with candidates for appointment to the Provincial Judicial Service. It was first constituted in 1922, but as there was no need for recruits it did not function until 1927 when it had been reconstituted with five members comprising the Judicial Commissioner, the Chief Secretary, an Indian district judge and two pleaders.

JUDICIAL DEPARTMENT.
STATEMENT I.—Receipts and expenditure.

[Referred to in paragraph 2 on page 143.]

Minor Head.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)
1	2	3	4	5	6	7	8	9	10
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	2,55,313	2,80,067	3,65,509	4,67,922	5,05,438	5,66,959	6,52,554	5,94,102	6,50,000
Law Officers ...	1,45,607	1,30,206	1,64,201	1,59,221	1,55,628	1,73,001	1,94,889	2,13,524	2,10,000
Judicial Commissioner ...	2,59,602	3,14,008	3,10,370	2,79,907	2,78,221	2,89,769	2,71,324	3,14,531	3,24,500
Civil and Sessions Courts ...	15,33,951	22,83,402	22,46,969	23,45,520	22,43,856	22,09,080	22,76,374	22,29,278	22,60,000
Courts of Small Causes ...	60,670	1,11,151	1,13,422	1,00,992	1,05,289	1,15,588	1,09,730	1,03,691	1,16,986
Criminal Courts ...	14,08,423	1,87,765	2,08,900	2,00,696	2,28,626	2,35,512	2,66,430	2,60,190	2,75,500
Expenditure in England ...	...	...	...	...	418	486	...	206	14
Refunds ...	...	...	...	...	...	...	...	...	...
Total ...	34,08,253	30,26,532	30,43,862	30,86,336	30,12,038	30,23,436	31,19,107	31,21,420	31,87,000

(8) JAIL DEPARTMENT.

1. The head of the department is the Inspector-General of Prisons who holds the rank of a Lieutenant-Colonel in the Indian Medical Service. The Retrenchment Committee recommended that the post should be filled by a senior Major of this Service, but the recommendation did not meet with the approval of the local Government. It has also been suggested in the Legislative Council that the post of Inspector-General of Civil Hospitals should be combined with that of the Inspector-General of Prisons; but one serious objection to this proposal, apart from any question of whether the work of the two posts would not be more than one officer could cope with, is that one department is Transferred and the other Reserved. The local Government in 1927, made a proposal that the posts of Inspector-General of Prisons and Director of Public Health should be combined under one officer, but the Government of India did not agree.

2. The department controls two central jails, three first class district jails, seven other district jails, and nine subsidiary jails. The central jails and the first class district jails are managed by whole-time Superintendents, and the remaining jails by Civil Surgeons in addition to their other duties. In 1921 there were three central jails, the two existing ones at Jubbulpore and Nagpur, and one at Raipur. The Inspector-General observed in that year that the mortality in the Raipur Jail was at times exceptionally high, and on his recommendation a committee consisting of the Inspector-General of Civil Hospitals, the Sanitary Commissioner, a private medical practitioner and himself was appointed to investigate the cause. The report of the committee proved that the ratio of mortality varied as the population of the jail rose above a certain level; and the jail was accordingly in 1923 reduced to the status of a district jail with a maximum population of 600.

The two central jails are in charge of members of the Indian Medical Service, both Indians. One was appointed in 1922 and replaced a European member of the Service, and the other in 1927, replacing an I. M. D. officer who had held charge of a central jail from before the Reforms. From 1923 there was only one first class district jail at Raipur under the superintendence of an I. M. D. officer. In 1925 the Amraoti Jail, and in 1927 the Akola Jail, were, with the approval of the Legislative Council, raised to the status of first class district jails. The I. M. D. officer in charge of the Raipur Jail retired in 1927, and his place has been taken by an officer seconded from the Provincial Medical Service whilst the other two posts of Superintendents are filled, one permanently by an officer of the Provincial Medical Service, and the other temporarily by a promoted jailer. The I. M. D. element has thus been eliminated from the Jail Department in the same way as from the Medical Department.

3. A statement of the receipts and expenditure of the department is appended (Statement I). There has been little alteration in the figures since the commencement of the Reforms. The publication of the report of the Indian Jails Committee in December 1920 coincided with the change in the system of Government; and the reforms, which have been introduced in the department since then, are entirely based on the report of that committee and have been brought into operation through the sympathetic attitude of the Government of India and the local Government rather than in consequence of any pressure from the Legislative Council or non-official opinion in general.

4. In the early years of the Reforms, financial stringency limited the improvements in jails to those which could be effected without increased expenditure. In 1923, the local Government refused for this reason to proceed with a Borstal Bill and about the same time rejected a recommendation to reserve a separate jail for tubercular prisoners. In 1924 the latter scheme was sanctioned as a result of further representations by the head of the department which convinced Government of its necessity. In 1925 the Finance Committee turned down the proposal to raise the Akola Jail to the status of a first class district jail, approving the proposal for Amraoti only; and it was not until 1927 that the former was approved by the Legislative Council after it had been again disapproved by the Finance Committee.

5. As regards the part played by the Legislative Council, there was, in 1921, a lengthy debate on a resolution for the better treatment of political prisoners. This was moved more for the purpose of criticizing the attitude of Government to political agitation than the jail administration. The resolution for the combination of the post of Inspector-General of Prisons with that of another head of department, to which reference has already been made, again implied no criticism of the department and was inspired by a desire for retrenchment. The only other occasion on which the department has been criticized in Council was during the debate in March of this year when a member took the department to task for not attempting to educate prisoners above the age of 30 and for subjecting them to the risk of snake-bite by providing for their slumbers beds only 12 inches high. The budget of the department was once cut to the extent of Rs. 15,000 in 1922 as an indication of the general necessity for retrenchment rather than because any particular expenditure of the department was regarded as excessive.

6. Recently two Acts have been passed by the Council, a Children Act and a Borstal Act. A Probation of Offenders Bill has reached select committee, but has since then been held up under instructions from the Government of India in view of the possibility of all-India legislation. The Council was in full sympathy with the objects sought to be achieved by all these measures.

7. The standing committee for the department is the same as that for the Judicial Department. The majority of the improvements recommended by the Jails Committee have been carried out without reference to it. A statement is attached (Statement II) showing the main recommendations of the Jails Committee and the action taken thereon with a note showing which of them went before the standing committee. Until recently the committee has not aroused great interest amongst the non-official members and, in consequence, proposals have occasionally come up before an official majority.

8. One other matter in the administration of the department is of interest, and that is, the strain caused by the admission of political prisoners into jails. In 1921, the number of such prisoners was not large, but it included prisoners from other parts of India and the wave of non-co-operation which spread over the whole province caused some anxiety. In 1923, the Nagpur Flag agitation brought approximately 1,600 additional prisoners into the provincial jails. The department incurred additional expenditure of Rs. 87,000, of which Rs. 30,000 was spent on extra buildings and a considerable proportion of the remainder on extra staff. The expansion of accommodation and of staff was naturally not unattended with risk. The provincial jails provide little accommodation in excess of normal requirements, and a large addition to the number of prisoners from communal or political causes is, from every point of view, a heavy tax on jail administration. On this occasion the problem was most acute in the Central Jail at Nagpur, which was the seat of the agitation, and discipline suffered to some extent at the time. Since then political imprisonment has been negligible and the department has fully recovered its morale.

JAIL DEPARTMENT.
STATEMENT I.—Receipts and Expenditure.

[Referred to in paragraph 3 on page 147.]

Heads.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)
I	2	3	4	5	6	7	8	9	10	11
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
RECEIPTS.										
Jails	50,615	25,624	39,611	15,560	22,350	47,295	55,268	84,854	83,000	82,000
Jail manufacture	2,48,441	2,00,095	1,87,025	2,11,664	2,20,890	2,40,514	2,70,510	2,87,444	3,00,000	2,99,700
EXPENDITURE.										
Jails	7,86,963	8,59,790	9,30,697	7,61,571	7,83,403	7,25,931	7,47,189	7,79,937	7,75,313	8,10,410
Jail manufacture	2,01,377	1,52,224	1,40,828	1,68,110	1,89,445	2,09,660	1,91,562	1,72,002	1,81,282	2,12,590

JAIL DEPARTMENT.

STATEMENT II.—Principal recommendations of the Jail Committee and action taken by the local Government thereon.

[Referred to in paragraph 7 on page 148.]

Serial No.	Recommendations of Committee.	Action taken by the local Government.	Remarks.
1	2	3	4
1	2.—Recruitment and training of jailers and warders and payment of a suitable salary.	Proposals for an increase of pay for jailers and assistant jailers were considered by the local Government in 1921 but not accepted. Revised proposals are again under consideration.	(A) and (B). —
2	7.—To provide for revision of sentences in suitable cases in order to reduce the economic waste involved in imprisonment.	Advisory Board formed	(A) and (B).
3	8.—Fixing the number of prisoners that may be collected in any one prison.	...	The Central Provinces Jail Manual already provides for this. (F).
4	9 and 10.—Concentration of prisoners in Central Jails.	All long term prisoners are concentrated according to class in Central Jails and in 3 large District Jails.	(A) and (B).
5	13.—Every Central Jail should be in charge of a whole-time Superintendent.	...	(F).
6	14.—Whole-time Superintendents to be appointed for all District Jails with an average population of 300 and upwards.	Appointments made as recommended.	(A), (B), (C) and (D).
7	26.—Holding of Conferences of Inspectors-General of Prisons every alternate year.	Conferences are held ...	(A) and (B).
8	27.—Training of an officer for six months before being appointed as a Superintendent of a Jail.	Proposal accepted ...	(A) and (B).
9	56.—Local allowances granted to other departments to be given to warders.	...	(F).
10	57.—Family quarters for warders.	Family quarters already provided and more are being built.	(F).

JAIL DEPARTMENT.

STATEMENT II.—Principal recommendations of the Jail Committee and action taken by the local Government thereon—concl'd.

Serial No.	Recommendations of Committee.	Action taken by the local Government.	Remarks.
1	2	3	4
11	58.—Grant of Railway passes to warders when proceeding on leave, etc.	...	(F).
12	83.—Appointment of technical experts in the manufacturing departments of jails.	...	(F).
13	84.—Appointment of trade instructors.	..	(F).
14	92.—Non-habituals should not be in charge of habituals.	Action taken. 35 paid warders sanctioned for Jubbulpore and Amraoti Jails.	(A) and (B).
15	120.—Cubicles in use should be removed.	Action taken ...	(A).
16	172.—Corporal punishment should be restricted to mutiny and to serious assaults.	Not accepted by local Government.	(E).
17	173.—In every case of corporal punishment a special report should be sent to Inspector-General.	This is done ...	(A) and (B).
18	214 and 215.—Education for prisoners not over age of 25.	Action taken ...	(A) and (B).
19	221—227.—Religious and moral instruction.	Do. ...	(A), (B) and (F).
20	290—292.—Assistance to prisoners on release.	Discharged Prisoners' Aid Societies have been formed in almost all districts.	(A) and (B).
21	299—321.—The Child Offender.	Legislation undertaken	(A) and (B).
22	322—346.—The Adolescent Criminal.	Do. ...	(A) and (B).
23	347—356.—Probation ...	Do. ...	(A) and (B).
24	379—399.—Undertrial prisoners.	50 paid warders sanctioned to guard undertrial prisoners.	(A), (B) and (C).
25	422—439.—Visitors ...	...	(F).

(A) Accepted by Government.
 (B) Translated into definite proposals.
 (C) Accepted by Standing Committee.
 (D) Accepted by Finance Committee.
 (E) No action necessary.
 (F) Already in force.

(9) POLICE DEPARTMENT.

1. The Inspector-General of Police who is the head of the department was formerly appointed from the ranks of the Indian Civil Service but from the year 1918 has been a member of the Indian Police Service. The recruitment of Europeans to the superior service of the department was recognized as essential by the Lee Commission and the department has in fact been subject to Indianisation less than any other service. At the present time there are 40 Europeans against 8 Indians in the Indian Police Service and all four listed posts are held by Indians.

The personnel of the department has been subjected to much criticism in the Legislative Council and has been affected thereby. In the 1923-24 budget a reduction of Rs. 36,000 on account of six posts of Deputy Superintendents was carried, but the sum was restored by certification. In the 1927-28 budget a sum of Rs. 5,910 on account of pay of the Deputy Superintendent, Criminal Investigation Department, was reduced, but again restored by certification. This latter reduction was carried in spite of the fact that economy had already been effected by the appointment of the Deputy Superintendent in Criminal Investigation Department in place of a District Superintendent.

As regards Inspectors and Sub-Inspectors a criticism frequently made was that local candidates were not recruited to the Police Training School. In accordance with the expressed desire of the Council every effort has been made to give preference to locals. The selection board to consider their claims to admission meets in July, and only if vacancies remain thereafter are foreigners selected by a committee which meets in September. As Statement I shows, locals have been recruited although a large percentage are educationally less qualified than the foreigners.

There has also been a persistent demand that Indians should be recruited to the ranks of Reserve Inspectors, and more recently that the cadres of Reserve Inspectors and Circle Inspectors should be amalgamated. The departmental view is that Europeans and Anglo-Indians are entitled to their share of recruitment to the police service and that the post of Reserve Inspector is eminently suitable for them. The presence of a few domiciled Europeans and Anglo-Indians in the force is also considered a strengthening factor. It is impossible to employ them as Circle Inspectors and, on the contrary, the use of Indian Inspectors as Reserve Inspectors entails removal of a good Circle Inspector from a sphere where he wields wide influence for good to a post where his abilities are less usefully employed for the public good. So far only one picked Circle Inspector has been appointed experimentally as a Reserve Inspector. His work has been satisfactory.

The recruitment of foreigners to the lower ranks of the police has not been attacked in the Council although as Statement II shows the number of foreigners has never in the last decade fallen below 39 per cent.

2. Statement VI shows the receipts and expenditure of the department. The large increase in receipts in 1922-23 is due to the recovery of contributions from Company-managed railways with arrears on account of Railway Police. In 1925, management of the G. I. P. and E. I. Railways was resumed by the Government of India from the Company and this contribution was stopped by the Government with effect from October 1st, 1925. The effect was fully felt from 1926-27 onwards. With regard to expenditure, it will be observed that there was an increase from Rs. 43 to Rs. 56 lakhs in the year immediately preceding the Reforms and that in the eight years of the Reforms, including the current year, expenditure has further increased by Rs. 4 lakhs only. Unlike most other departments, the Police Department effected the general revision of pay throughout all ranks before the Reforms, and in the first five years of the Reforms was able to keep its expenditure stationary. It thus tided over the period of financial stringency without making fresh demands on the provincial revenues. In 1926-27, expenditure rose by Rs. 2 lakhs to provide for a general increase in the staff of the

Berar districts and in Jubbulpore City. This increase got through the Council after the Swarajists walked out. A further increase of nearly Rs. 2 lakhs in the current year is attributable chiefly to the communal disturbances of 1927, which gave rise to the demand for an increase in the Special Armed Force and for provision of police lorries. The Council agreed to the increased expenditure with the exception of a sum of over Rs. $\frac{1}{2}$ lakh for the Special Armed Force.

3. The following cuts have been made by the Legislative Council in the Police demand:—

- (1) 1921-22—*Nil*.
- (2) 1922-23—Rs. 20,000—Criminal Investigation Department. The abolition of this department was urged and it was suggested that it should be merged with the local police. It was also criticized on the ground that its administration was top-heavy; and one member strongly resented its political activities. A sum of Rs. 11,000 was restored by certification and the rest of the reduction was met by abolishing four posts of Sub-Inspectors in the Special Branch.
- (3) 1923-24—Rs. 36,000—Abolition of six posts of Deputy Superintendents; Rs. 68,400 reduction of 25 posts of Inspectors; Rs. 5,000 travelling allowance. The last reduction was accepted by Government and four posts of Circle Inspectors were reduced covering a reduction of Rs. 10,100. The balance of Rs. 84,300 was restored by certification.
- (4) 1924-25—The whole budget was thrown out, but no particular criticism of the Police Department was evoked and the department was not affected as the demand was restored.
- (5) 1925-26—Rs. 1,00,000—District executive posts. This was a lump cut in support of a demand for retrenchment. The political work of the Criminal Investigation Department was criticized and the police administration was generally described as unsympathetic, but no particular items of expenditure were specified as capable of reduction. Certification was not resorted to. A sum of Rs. 43,200 was saved during the year by the transfer of the pay of three District Superintendents from voted to non-voted under the orders of the Secretary of State. The balance of Rs. 56,800 was saved by the exercise of economy.
- (6) 1926-27—*Nil*.
- (7) 1927-28—Rs. 5,901—Abolition of the post of the Deputy Superintendent, Criminal Investigation Department. This has already been referred to; it was restored by certification. Rs. 40,000 lump reduction under District Executive Force and Railway Police. Actual expenditure exceeded the original demand owing to communal disturbances, and in January 1928 a supplementary demand for Rs. 77,000 was presented to the Council and passed by it.
- (8) 1928-29—Re. 1—This was a token cut to express the wish of the Council that promotion of officers of the subordinate service to posts of Deputy Superintendent should be made on the advice of a selection committee and not merely on official recommendation.

Rs. 51,359—Special Armed Police. This sum was demanded in order to increase the Armed Force in view of severe communal disturbances with which the district police are unable to cope without assistance. It was refused on the ground that the province had weathered previous storms without such additional help. This cut would have been severely felt by the department if it had not been restored by certification.

4. The standing committee for the department was formerly designated the standing committee for Judicial, Police and Jails, and since reconstitution in August 1927 as the standing committee for Law and Justice. There are nine members, of whom six are non-official members of the Legislative Council nominated on the advice of its President. The committee has been consulted on items of new expenditure only and not on important matters of administration, such as the imposition of punitive police, which do not require additional expenditure. Non-official interest in, and attendance on, the committee has been poor and the value of the committee has, in consequence, been slight. Every item placed before it has been approved, but the validity of that approval can be judged from the fact that in March 1928 a provision of Rs. 51,359 for an addition to the Special Armed Force was rejected by the Legislative Council and the only two non-official members of the standing committee, who voted, gave their votes against the demand. One of these two members had been present at the meeting of the select committee which approved of the proposal, and had recorded no objection to it.

5. As evidence of the additional strain, thrown upon the police in recent years by political and communal agitation, the following statements are included :—

(1) Statement III showing the number of political cases from 1906 onwards. This statement brings out, with remarkable clearness, the effect of agitation during 1908-09 and 1921-22. The high figures of those periods were due to general political agitation. The figures for 1923 and 1927 were, on the contrary, due to local causes. In the former year the cause was the Nagpur Flag agitation which was started on the refusal of the district authorities to allow the "National" flag to be carried through the Civil Station of Nagpur. In 1927 the agitation was started by a single local agitator against the administration of the Arms Act.

(2) Statement IV showing the number of assaults on the police from the year 1918. The number has considerably increased since 1921 when the non-co-operation movement was at its height and again shows a considerable increase in 1927 owing to the recrudescence of communal dissensions. The figures given are those of cases reported. The number of cases returned as true by the courts is considerably less but does not vitiate the general conclusion drawn. In 1927 Jubbulpore town was conspicuous for the number of reports of assaults. A noticeable difference between the non-co-operation period and the recent era of communal disturbances is that in the former period assaults on Government servants were more often due to the general disrespect for constituted authority which characterized that period, whilst latterly, the police have received injuries rather because they have been interposed between the upper and nether millstones of the two communities.

6. Statement V shows the occasions on which it has been necessary to impose punitive police under section 15 of the Police Act (V of 1861). These police are imposed in areas which have been found to be in a disturbed or dangerous state. The causes that have been responsible for disturbances sufficient to justify their imposition, have been various.

In the Jalgaon taluq of Berar they were imposed on account of agrarian disturbances, which were the result of acute tension between the local agriculturists and Marwari money-lenders. In many cases faction disputes were responsible, sometimes complicated as at Bela in the Nagpur district and Shirala in the Amraoti district by communal cleavage. The department has found the imposition of punitive police effective but decidedly unpopular. The local Government considered the question of imposing them on Nagpur town after the communal riots of September 1927 which clearly demonstrated the inadequacy of the normal police staff to cope with such a serious and widespread disturbance. Government would unquestionably have had to withstand much criticism if punitive police had been imposed as the Council subsequently in March 1928 did not admit the necessity of increasing the Special Armed Force to strengthen the hands of the local police against such emergencies. But the decision not to impose punitive police, in this instance, was not arrived at in deference to public opinion but because the length of time that elapsed between the riots and the consideration of the proposal exceeded the period within which the proposal could have been legally sanctioned under section 15 of the Police Act, and hence the proposal automatically became invalid. The burden has been shifted from the local to the general tax-payer by the increase in the Special Armed Force.

POLICE DEPARTMENT.

STATEMENT No. 1.—Statement showing admission, etc., of Probationary Sub-Inspectors in the Police Training School, Saugor.

[Referred to in paragraph 1 on page 152.]

Year.	Number of candidates admitted.				Number passed out.			
	Locals.		Foreigners.		Locals.		Foreigners.	
	Matriculate.	Non-matriculate.	Matriculate.	Non-matriculate.	Matriculate.	Non-matriculate.	Matriculate.	Non-matriculate.
1	2	3	4	5	6	7	8	9
1918	16	28	25	3	13	22	25	3
1919	16	28	30	4	12	21	24	3
1920	12	42	11	4	12	13	8	1
1921	15	13	17	1	8	3	14	1
1922	13	19	10	1	9	5	5	1
1923	25	10	5	3	17	5	2	1
1924	36	1	6	1	25	—	4	—
1925	30	6	3	—	21	5	2	—
1926	33	6	12	—	22	1	6	—
1927	37	7	6	—	26	2	5	—

POLICE DEPARTMENT.

STATEMENT No. II.—Statement showing the proportion of locals to foreigners in the Central Provinces Police.

[Referred to in paragraph 1 on page 152.]

Year.	Sanctioned strength.	Actual strength.	Percentage of posts vacant.	Number of locals.	Number of foreigners.	Percentage of foreigners to the actual strength.	Highest percentage of foreigners in any district.	Lowest percentage of foreigners in any district.	
1	2	3	4	5	6	7	8	9	
1918	...	9,520	9,129	4.10	5,042	4,087	45	59 Nagpur	19 Narsinghpur.
1919	...	9,533	9,250	3.17	5,351	3,899	42	61 Do.	19 Do.
1920	...	9,807	9,632	1.78	5,541	4,091	42	63 Do.	22 Bhandara and Narsinghpur.
1921	...	9,808	9,617	1.94	5,786	3,831	39	53 Jubbulpore	19 Narsinghpur.
1922	...	9,811	9,588	2.27	5,798	3,790	39	53 Do.	18 Do.
1923	...	9,822	9,655	1.70	5,704	3,951	43	66 Nagpur	18 Do.
1924	...	9,842	9,658	1.86	5,694	3,964	40	67 Do.	17 Do.
1925	...	9,874	9,671	2.05	5,566	4,105	42	68 Do.	15 Balaghat.
1926	...	10,290	10,119	1.66	5,877	4,242	41	68 Do.	18 Narsinghpur.
1927	...	10,335	10,149	2.79	5,863	4,286	42	68 Do.	18 Narsinghpur and Balaghat.

POLICE DEPARTMENT.

STATEMENT No. III.—Political Cases.

[Referred to in paragraph 5 (1) on page 154.]

Year.	Cases.	Persons involved	Remarks.
1	2	3	4
1906	1	2	
1907	2	2	
1908	16	17	
1909	25	37	
1910	7	12	
1911 } 1912 }	No figures are available.		
1913	1	1	
1914	2	2	
1915	1	1	
1916	3	4	
1917	3	2	
1918	10	10	
1919	6	7	
1920	2	2	
1921	87	224	
1922	20	25	
1923	391	1,681	Nagpur flag agitation.
1924	4	4	
1925	2	2	
1926	...	...	
1927	74	93	Arms Act Satyagraha.

POLICE DEPARTMENT.

STATEMENT No. IV.—Statement showing statistics of assaults on the Police.

[Referred to in paragraph 5 (2) on page 154.]

Year.	Number of cases.		
	Of Rioting.	Under section 332, Indian Penal Code.	Under section 353, Indian Penal Code.
1	2	3	4
1918	15	24	44
1919	8	18	38
1920	8	21	37
1921	16	24	57
1922	13	23	57
1923	15	23	62
1924	17	20	47
1925	14	28	56
1926	17	30	55
1927	9	25	71

POLICE DEPARTMENT.

STATEMENT No. V.—Statement of Punitive Police imposed.

[Referred to in paragraph 6 on page 154.]

Serial No.	District.	Place.	Strength of Punitive Police imposed.			The period for which the Punitive Police was imposed.			Remarks.	
			Sub-In-pectors.	Head Constables.	Constables.	Period.	From	To		
1	2	3	4	5	6	7	8	9	10	
1	Amraoti	... Amla	...	1	4	One year	...	16-9-18	15-9-19	Punitive Police of one Head Constable and eight Constables was sanctioned and imposed for a period of three years from 1st November 1916 at mauza Jagta for villages of Chirhula, Paran Jagta, Dhand and Ranakpa.
2	Raipur	... Khairi	...	1	2	Do.	...	29-7-19	28-7-20	
3	Bilaspur	... Chirhula and Puran	...	1	4	Further period of one year.	...	1-11-19	30-10-20	
4	Nagpur	... Patansaongi	...	1	4	One year	...	11-1-20	10-1-21	
5	Bhandara	... Paoni	1	2	18	Six months	...	12-4-21	11-10-21	
6	Nagpur	... Bela	1	1	8	Do.	...	13-4-21	12-10-21	
7	Raipur	... Nagri	...	1	6	Four months	...	18-4-22	17-8-22	
8	Bilaspur	... Ratanpur	...	2	6	One year	...	18-5-22	17-5-23	
9	Bhandara	... Lakhni	...	1	6	Do.	...	19-5-22	18-5-23	
10	Amraoti	... Shirala	...	1	8	Six months	...	24-1-23	23-7-23	
11	Buldana	... Jalgaon taluq	1	3	12	Nine months	...	29-5-23	28-7-24	
12	Bilaspur	... Bhandabhra	...	1	2	One year	...	6-5-24	5-5-25	
13	Drug	... Nawagaon	...	1	3	Do.	...	4-8-24	3-8-25	

POLICE DEPARTMENT.
STATEMENT VI.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 152.]

Minor heads.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Revised budget estimates.)	1928-29. (Budget estimates.)
1	2	3	4	5	6	7	8	9	10	11
				RECEIPTS.						
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Contribution for Railway Police ..	13,359	8,519	18,340	3,06,074	1,53,473	1,50,793	65,763	39,794	39,800	39,800
Miscellaneous ...	9,000	8,943	5,613	7,443	9,127	15,892	17,462	16,314	15,300	16,300
Recoveries of service payments ...	691	861	873	19,989	2,391	21,260	23,769	7,257	8,900	8,900
Fees, fines, etc. ...	...	...	...	...	...	...	...	95	100	100
Total ...	23,050	18,323	24,826	3,33,506	1,64,991	1,87,945	1,07,004	63,460	64,100	65,100
Refunds ...	...	—325	—42	—1,219	—20	—125	—61	—11	—100	—100
Total ...	23,050	17,325	24,784	3,32,287	1,64,971	1,87,820	1,06,943	63,449	64,100	65,000

POLICE DEPARTMENT.

STATEMENT VI.—Receipts and Expenditure—concl'd.

Minor heads.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Revised budget estimates.)	1928-29. (Budget estimates.)
1	2	3	4	5	6	7	8	9	10	11
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
EXPENDITURE.										
A.—Superintendence ...	1,18,824	1,55,336	1,38,019	1,49,570	1,52,356	1,52,447	1,58,077	1,46,400	1,41,383	1,46,000
B.—Criminal Investigation Department ...	1,30,366	1,42,138	1,74,463	1,63,509	1,58,334	1,51,423	1,53,509	1,57,625	1,67,000	1,68,000
C.—District Police ...	38,55,057	50,23,717	50,38,495	49,99,953	49,79,960	50,54,754	49,08,594	50,97,523	51,56,000	53,23,999
D.—Police Training School ...	...	...	...	...	...	...	52,704	55,715	57,973	58,000
E.—Railway Police ...	2,31,610	3,30,534	3,30,016	3,17,719	3,13,121	3,18,435	3,53,723	3,82,477	3,54,280	3,59,810
Refunds ...	...	...	+315	+21	+470	+120	+129	...	+60	+190
	...	...	+623	+41	+1,245	+339	+394	...	+180	...
Total ...	43,35,857	56,51,825	56,81,931	56,30,813	56,05,486	56,77,518	56,27,130	58,39,740	58,76,876	60,55,999

(10) INDUSTRIES (RESERVED).

1. The Department of Industries (Reserved) deals with the subjects enumerated under item 26 of Part II of Schedule I of the Devolution Rules, viz.,—

- (1) factories,
- (2) settlement of labour disputes;
- (3) electricity,
- (4) boilers,
- (5) gas,
- (6) smoke nuisance,
- (7) welfare of labour.

All of these, except Nos. 5 and 6, which are of no importance in this province, are subject to legislation by the Indian Legislature, and the greater part of the work of the department consists in the administration of Acts of that Legislature, of which the most important are the Factories Act, 1911, the Cotton Ginning and Pressing Factories Act, 1925, and the Boilers Act, 1923. Less important are the Reformatory Schools Act, 1897, which applies to the one reformatory school at Jubbulpore, and the Electricity Act, 1910, by which the very small number of public electrical undertakings in the province is governed.

The head of the department is non-technical. Up to 1922 boiler and factory inspection was under the control of one officer. In that year the post of Deputy Director of Industries was abolished in consequence of criticism in the Legislative Council and the officer who held it was appointed Chief Inspector of Boilers, whilst the inspection of factories was separated from that of boilers and entrusted to a Chief Inspector of Factories. These officers control separate branches of the department, and there is a branch dealing with electricity under the Electrical Adviser to Government. The reformatory school is under a local Superintendent.

2. Statement I shows the receipts and expenditure of the department. There has been greater development on the Reserved side than in the sister department of Industries (Transferred). The greatest development has been in the inspection and control of factories and boilers, the latter of which is self-supporting since the revision of fees under the Boilers Act in 1924. The development in these two branches has been primarily due to the revision of legislation dealing with boilers and factories since the Reforms, and not to local causes. The development of electricity has been comparatively small as there are now, in 1928, only seven public electric supply undertakings in the province against one in 1920, and the total capacity of installations is no more than 17,550 kilowatts.

3. Except in 1924 when the whole demand was thrown out in common with other departments the demand of the department has been reduced only in 1922. In that year the demand came under the guillotine, and the total provision of Rs. 32,800 for the Inspectors of Factories and a sum of Rs. 4,000 for the Junior Inspector of Boilers were reduced without discussion and without any indication of the reason, but presumably on the general ground of retrenchment which was the most important issue before the Council that year. The first of these two cuts may have implied dissatisfaction with the administration of the Factories Act, as in the same session a resolution was moved disapproving of the severity with which the new provisions of the Factories Act were being administered. The resolution was lost, but the local Government, after examination of the procedure, issued directions to district magistrates to exercise discretion in prosecuting for trivial offences and to give managers the opportunity of showing cause against prosecution. With this exception the administration of the department has not been affected by Council criticism.

4. Considerable control over factories, boilers and electricity is reserved by the Government of India both by the reservation of the power of legislation and by statutory provisions in the Acts concerned. Thus, the power to make rules under the Factories Act is subject to the control of the Governor General in Council. The local Government has had no occasion for difference with the Government of India in respect of the control thus

exercised, but it appears from the trend of criticism in the Legislative Council that that body would favour relaxation of factory administration rather than stricter control if it were invested with the power of legislation.

5. A brief mention may be made of labour disputes. Since the commencement of the Reforms a total number of 32 strikes has been recorded. These may be classified as follows :—

Cotton mill operatives	...	25
Railway	...	2
Municipal sweepers	...	4
Taxi drivers	...	1

Of these the only ones to arouse any interest in the Legislative Council were the second Railway strike, known as the Kharagpur strike in 1927, which originated outside the province ; and the strike of taxi drivers in one of the Berar districts. Neither the department nor any member of the Legislative Council took any share in the settlement of these disputes, and it is only since 1927 that labour unions have begun to be formed in the province. Within the last few months efforts have been made by local politicians in Nagpur to organize labour for political purposes, but the time has not yet come when the labour vote will possess any weight, or be able to exercise any pressure on the administration of the department.

6. The standing committee is the same as for Industries (Transferred). The committee was reconstituted in August 1927 and for administrative convenience the Minister for Agriculture acts as chairman although this involves placing reserved subjects for discussion before a body presided over by a Minister. Only matters involving new expenditure have been placed before the committee and these have been invariably approved.

INDUSTRIES DEPARTMENT (RESERVED).

STATEMENT I.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 153.]

Heads.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28 (Budget estimates).	1928-29 (Budget estimates).	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
RECEIPTS.											
Reformatory School, Jubbulpore ...	1,422	2,457	1,261	1,420	1,308	1,684	2,192	2,614	2,000	2,625	
Examination fees ...	1,184	1,370	820	1,168	1,355	1,815	2,964	3,266	3,500	3,700	
Fees for the inspection of Steam Boilers...	23,955	25,142	27,792	28,960	32,342	65,930	61,826	60,438	63,000	64,000	
Electric Inspector and miscellaneous ...	...	...	...	500	132	1,508	713	1,197	1,100	600	
Total ...	26,561	28,969	29,883	32,048	35,137	70,937	67,695	67,515	69,600	70,925	
EXPENDITURE.											
Reformatory School, Jubbulpore ...	20,517	26,113	26,872	26,537	26,647	26,980	27,789	28,032	29,900	27,000	
Inspector of Factories ...	30,070	84,544	37,080	7,711	14,657	22,691	28,737	22,004	24,000	23,000	
Inspector of Steam Boilers ...				45,092	45,174	50,242	57,408	55,654	59,600	58,800	
Electrical Adviser ...	14,163	22,586	16,682	20,489	20,470	21,103	23,651	26,225	25,800	30,500	
Provincial Statistics ...	2,458	15,344	8,572	8,682	13,009	15,342	17,024	12,334	17,450	17,400	
Total ...	67,208	98,587	89,206	1,08,511	1,19,957	1,36,358	1,54,618	1,44,249	1,55,850	1,56,700	

*These two offices were combined up to 1922.

PART XVI.—THE ADMINISTRATIVE RECORD OF THE TRANSFERRED DEPARTMENTS.

273. As already explained elsewhere, the transferred departments were administered by Ministers from the inception of the Reforms until the 27th March 1924, when the Governor assumed charge of them under the Transferred Subjects (Temporary Administration) Rules. He continued in charge until 19th April 1926, when their transfer was suspended under Devolution Rule 6. They were then administered by the Governor in Council until the 1st February 1927, when they again came under Ministers. The following table shows the heads of budget demands which relate to them and the amount under each demand in the 1928-29 budget :—

Number of demand.	Name of demand.	Amount of demand as placed before the Legislative Council.
		Rs.
2	Excise	13,35,000
5	Registration	2,19,130
8	General Administration (Transferred) ...	96,000
12	Scientific departments	28,000
14	Education (Transferred)	63,97,489
15	Medical	16,20,559
16	Public Health	6,64,300
17	Agriculture	17,42,222
19	Industries (Transferred)	2,78,741
22	Civil Works (Transferred)	1,02,37,500
26	Stationery and Printing (Transferred) ...	20,000
28	Miscellaneous (Transferred)	7,71,000

Of these, the following are not treated of in the separate memoranda on the departments which follow :—

- 8.—General Administration (Transferred). The provision under this head is for the salaries and expenses of Ministers only.
- 12.—Scientific Departments. The expenditure under this head is small and of no administrative interest.
- 26.—Stationery and Printing (Transferred). Expenditure under this head is small and of a formal nature.
- 28.—Miscellaneous (Transferred). Practically the whole of the expenditure under this head consists of allotments by Government under the head of the "General Purposes" grant to local bodies. The demand has never been discussed by the Legislative Council. Once in 1927 reduction was moved, but it was lost, and the whole demand, of course, shared the general fate of the budget in 1924. These grants fall under the head of Local Self-Government, which is dealt with in the separate memorandum on the development of representative institutions.

274. The remaining demands are discussed in the separate memoranda which follow under the following heads :—

2.—Excise	...	(1) Excise Department.
5.—Registration	...	(2) Registration Department.
14.—Education (Transferred)	...	(3) Education Department.
15.—Medical	...	(4) Medical Department.
16.—Public Health	...	(5) Public Health Department.
17.—Agriculture	{	(6) Department of Agriculture.
		(7) Veterinary Department.
		(8) Department of Co-operative Credit.
19.—Industries (Transferred)	...	(9) Department of Industries (Transferred).
22.—Civil Works (Transferred)...		(10) Public Works Department, Buildings and Roads Branch.

Of these departments, Medical, Public Health, Education, and Excise are now in the portfolio of the Hon'ble Minister for Education, and Public Works (Buildings and Roads Branch), Agriculture, Veterinary, Co-operative Credit, and Industries (Transferred) in that of the Hon'ble Minister for Agriculture.

(1) EXCISE DEPARTMENT.

1. The head of the department is the Commissioner of Excise who is a member of the Indian Civil Service; Deputy Commissioners, who are Collectors of Excise within their districts, being subject to his general control and direction in excise matters. He was formerly assisted by a Personal Assistant, but this post was brought under reduction in 1920. His senior technical assistant is the Distillery Expert. In 1921 there were, in addition, six posts of Supervisors whose most important duty was the supervision of the technical side of distillation and distribution of country spirit. These posts also have been brought under reduction and their duties shared by the Distillery Expert, District Excise Officers, and the Superintendent of Excise Crime. The last named is the only officer, excepting the Distillery Expert, between the non-technical head of the department and the district excise staff. In addition to the inspection of distilleries and warehouses he directs the collation and distribution of information regarding excise crime and criminals at headquarters on lines similar to the Criminal Investigation Department Bureau. He also examines and advises on the detective work of the district staff, but has nothing to do personally with the actual detection of crime.

2. Statement I shows the receipts and expenditure of the department. The wide fluctuations on the receipt side are attributable almost entirely to the economic conditions of each year, coupled in 1921-22 with political agitation.

3. The excise policy of the local Government prior to the inception of the Reforms aimed at minimum consumption with maximum revenue. In 1921 in response to the wishes of the Legislative Council the principle of ultimate prohibition was adopted. This involved no alteration, but an extension and acceleration of the policy of reducing consumption by the increase of the cost of excisable articles, and supplemented it by the reduction of facilities for obtaining them, such as the reduction in the number of excise shops, curtailment of the hours of sale, and closure of shops on holidays. The extent to which this policy has been carried out is exhibited in Statements II to VII. The remarkable results achieved are manifest in the consumption of country spirit and drugs. Between 1919-20, the year before the enunciation of the new policy, and 1927 the consumption of country spirit has fallen from 1,370,000 London proof gallons to 452,000; of opium from 37,000 to 25,000 seers; and of ganja from 40,000 to 19,200 seers. These latter figures represent the lowest consumption ever recorded of these excisable articles. Subsequently in the March session of 1927 the member for the Damoh district carried a resolution in the Council demanding the stoppage of the sale of country liquor in the rural area of that district from January 1st, 1928, Government accepted the suggestion and the experiment is now being tried.

4. The excise demand has been reduced by the Legislative Council on the following occasions :—

Year.	Rs.	
1921-22	... 10,800	Reduction of post of Personal Assistant to the Excise Commissioner. He was replaced by converting a part-time Distillery Expert in to a whole-time one.
1922-23	... 25,000	Reduction in the district excise establishment.
1924-25		The whole demand thrown out in common with other departments.
1925-26	... 3,000	Reduction of one post of District Excise Officer.
1926-27		The whole demand was refused on constitutional grounds, not on merits.
1928-29	... 5,000	For travelling allowances of district executive establishment—this being part of a general complaint of extravagance in travelling allowances and not levelled at the Excise Department alone.

In view of the misunderstanding about the work of the department prevailing at the time of the introduction of the Reforms, the figures call for no comment. A better understanding now prevails, and it is also beginning to be realized that there is a financial side to the question. Obviously, if the excise revenue is killed, other sources of income will have to be found, or the activities of Government will have to be curtailed.

5. The only legislation attempted by Government since 1921 was the Madak Smoking Bill introduced in the Legislative Council in 1924. This Bill was designed to penalize the smoking of opium in company in pursuance of the principles adopted by the League of Nations. The Bill was thrown out without reference to its merits by the Swarajists in accordance with their programme of opposing all Government measures. Recently a non-official member has given notice of a Bill for the complete prohibition of all madak-smoking which goes further than the Government Bill introduced in 1924. Government has also introduced a redraft of its own Bill. Both these Bills are now before the Council.

6. The standing committee of the department, like other non-statutory departmental committees, contains nine members, of whom three are nominated by the Governor and six by the local Government on the recommendation of the President of the Legislative Council. The committee has met on five occasions and has proved useful to the department. It was not consulted regarding the initiation of prohibition in the Damoh district as non-official opinion had already been expressed in the Legislative Council and the action taken by Government was in accordance with it.

7. In addition to the departmental standing committee public opinion has also been enlisted by the constitution of district, urban and cantonment advisory committees on which representatives of the local bodies, in whose areas the problems of excise administration to be discussed arise, are included. Their principal function was to advise on the number and location of excise shops, but their scope has now been extended to include consultation regarding details of excise administration, such as hours and days of closure of shops and the rates of duties on excisable articles. During the non-co-operation period the local bodies almost unanimously refused to take part in the deliberations of these committees. This attitude has now been replaced by a growing sense of responsibility, and the majority of the committees now exhibit an intelligent appreciation of the practical difficulties of excise administration.

8. The department furnishes an interesting example of the conflict that may arise out of the responsibilities of the Government of India for the control of central subjects, in this case foreign relations, and the operation of purely provincial policy. In order to check the competition of cheap foreign spirit (which is retailed at higher strength) with country spirit,

the duty on which has been enhanced almost up to the customs tariff rate, and licence fees of which have increased while the strength has been lowered, the local Government adopted an arrangement by which foreign liquor licensees were restricted to the sale of higher priced brands approved by the Excise Commissioner. The practice was to maintain a list of the brands so approved and not to admit on it any brands retailed to the trade at prices so low that they could compete with country spirit. Most of the cheaper brands of foreign liquor thus excluded are of German or Javan origin. The Government of India challenged the propriety of the arrangement which they construed as amounting to a discrimination against the products of these particular countries and, therefore, as offending against the British Government's (and therefore the Indian Government's) commitments in international agreements which postulate equality of treatment in trade relations, irrespective of origin. The Government of India suggested that the system of approving brands according to price should be abandoned in favour of the method of fixing minimum prices for retail vends, failing which it would be open to them to exercise their power of control under the Government of India Act and veto the arrangement. The local Government dissented and explained that the system was based not on any discrimination as to national origin but purely on the test of comparative price and was merely an effective way of enforcing minimum prices on the trade. The Government of India, however, adhered to their view of the matter and, without meeting the local Government's objection, expressed the desire that the present system of approved brands should be terminated at the close of the current year.

EXCISE DEPARTMENT.

STATEMENT I.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 167.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23 (nine months).	1923 (nine months).	1924 (nine months).	1925 (nine months).	1926 (nine months).	1927 (nine months).	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
RECEIPTS.													
Country spirits ...	77,05,143	79,62,464	88,06,215	1,10,42,521	1,05,07,248	68,26,636	56,70,118	81,12,603	94,37,100	94,93,586	75,14,975	60,05,559	
Tari ...	2,31,449	2,45,071	2,50,458	2,85,617	2,45,655	2,59,847	1,96,071	3,94,932	5,40,360	6,08,107	5,32,198	5,05,972	
Beer ...	62	12	...	...	...	...	...	...	...	...	...	...	
Beer, wine and spirits (foreign liquor).	30,580	28,079	30,568	23,636	29,241	35,238	34,228	1,12,603	2,17,829	3,21,701	2,77,538	2,41,752	
Commercial spirits including medicated wines.	165	165	185	225	315	275	180	433	315	295	595	745	
Opium ...	22,05,045	23,31,730	23,44,742	24,09,763	25,04,479	22,57,646	18,71,506	25,29,090	28,18,893	43,30,919	42,34,700	38,46,612	
Hemp drugs ...	8,87,016	8,94,310	8,88,964	10,29,089	11,67,652	10,52,293	9,03,728	12,79,127	14,03,591	16,17,059	15,67,772	14,62,265	
Licence fees for sale of cocaine, etc.	30	15	20	10	35	29	20	50	20	35	60	60	
Fines and forfeitures ...	19,934	1,727	2,690	5,396	4,833	2,136	4,099	10,546	8,643	9,851	16,328	13,350	
Miscellaneous ...	9,394	28,639	30,214	37,693	51,985	15,214	16,851	29,777	29,188	48,874	62,711	42,524	
Total ...	1,10,88,818	1,14,92,212	1,23,54,056	1,48,33,950	1,45,11,443	1,04,49,314	86,96,801	1,24,69,161	1,44,55,939	1,64,30,427	1,42,06,877	1,21,18,839	
EXPENDITURE.													
Salaries and establish- ment.	3,53,067	3,77,096	4,10,563	4,43,036	5,69,072	5,65,599	4,00,688	5,15,171	5,03,404	5,20,907	5,23,386	5,17,967	
Allowances ...	52,990	59,415	73,513	93,712	94,461	1,05,226	67,818	93,524	1,29,110	1,31,664	1,29,633	1,28,895	
Supply and Services— Rewards ...	22,417	11,195	10,310	11,396	14,130	16,011	17,712	33,401	43,821	43,574	48,037	35,491	
Construction and repairs of buildings.	6,041	9,259	9,479	4,010	3,905	1,353	334	1,280	1,335	1,286	2,358	3,518	
Other charges ...	1,036	2,199	2,004	1,492	2,351	4,011	1,746	5,757	5,926	6,415	5,879	4,691	
Contingencies and special charges.	26,499	29,186	32,623	37,542	48,527	49,425	28,249	35,511	37,357	42,513	48,016	39,289	
Cost of opium supplied to Excise Depart- ment.	...	...	...	...	...	...	...	...	...	10,21,560	8,55,374	7,63,521	
Cost of ganja pur- chased.	...	...	...	...	...	...	...	...	...	23,187	37,982	37,768	
Cost of bhang pur- chased.	...	...	...	...	...	...	...	...	...	1,577	308	507	
Refunds ...	5,677	3,068	6,320	*7,44,703	1,51,335	7,572	6,443	7,550	...	...	...	...	
Assignments and com- pensations.	...	...	...	...	...	...	...	...	2,869	76	1,391	2,044	
Total ...	4,57,727	4,90,418	5,44,812	13,35,891	8,83,781	7,49,197	5,22,990	6,92,194	7,23,822	17,93,059	16,52,364	15,33,691	
Net Revenue ...	1,06,31,091	1,10,01,794	1,18,09,244	1,34,98,059	1,36,27,662	97,00,117	81,73,811	1,17,76,967	1,37,32,117	1,46,37,368	1,25,54,513	1,05,85,148	

*Includes Rs. 7,40,237 on account of compensations to Distillers at the revised rates of cost price.

EXCISE DEPARTMENT.

STATEMENT II.—*Issue prices of Exciseable articles.*

[Referred to in paragraph 3 on page 167.]

Year.	Rural.		Urban.		
	Minimum.	Maximum.	Minimum.	Maximum.	Average.
1	2		3		4
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
	(1) <i>Country Spirit (per proof gallon).</i>				
1916-17	0 15 0 (Chhattisgarh.)	10 5 0 (Cotton districts.)	2 11 0 (Plateau districts.)	13 12 0 (Cotton districts.)	4 13 9
1920-21	2 8 2 (Plateau.)	14 7 8 (Cotton.)	3 6 3 (Plateau.)	14 7 8 (Cotton.)	6 3 3
1927	1 9 0 (Chhattisgarh.)	21 14 0 (Cotton.)	6 14 0 (Plateau.)	23 2 0 (Cotton.)	7 14 6

(2) *Out-still area not under Issue Price.*

Area in square miles.

1916-17	13,384	{ Chhattisgarh ... 6,520 Plateau ... 4,532 Cotton (Chanda) ... 2,332
1920-21	7,401	{ Chhattisgarh ... 2,670 Plateau ... 3,580 Cotton (Chanda) ... 1,151
1927	6,077	{ Chhattisgarh ... 2,670 Plateau ... 2,256 Cotton (Chanda) ... 1,151
1928	6,021	{ Chhattisgarh ... 2,670 Plateau ... 2,200 Cotton (Chanda) ... 1,151

(3) *Opium and Hemp Drugs (rupees per seer).*

Year.	Opium.	Ganja.
	Rs.	Rs.
1916-17	... 35	11 to 14
1920-21	... 45	20
1917	... 80	45
1928	... 85	50

(4) *Tree tax on Tari (rupees per tree).*

Year.	Minimum.	Maximum.
	Rs.	Rs.
1916-17	... 1	1
1920-21	... 1-8	2
1927-28	... *1	6

*For area newly brought under tree tax system.

EXCISE DEPARTMENT.

STATEMENT III.—*Strength of liquor.—Number of districts or parts of districts supplied with the different strengths.*

[Referred to in paragraph 3 on page 167.]

Year.	25° U. P.	30° U. P.	35° U. P.	45° U. P.	60° U. P.	65° U. P.
1	2	3	4	5	6	7
1916-17	...	All.	Nil.	Nil.	6	All.
1920-21	...	Nil.	All.	14	6	All.
1927	...	Nil.	Nil.	Nil.	7*	17
1928	...	Nil.	Nil.	Nil.	6*	17

*All cotton districts except Chanda.

†Small areas near the border of Indian States or near mining camps.

EXCISE DEPARTMENT.

STATEMENT IV.—*Number of retail shops.*

[Referred to in paragraph 3 on page 167.]

	1916-17.	1920-21.	1927.
1	2	3	4
Country spirit	...	3,622	3,457
Opium	...	1,067	1,069
Ganja	...	1,055	1,065
Bhang	...	45	52
Tari	...	505	465
<i>Foreign liquor shops.</i>			
F. L. I. (off)	...	37	39
F. L. II. (on)	...	32	32
F. L. III. (Hotel or Refreshment room and Dāk Bungalow.)	...	11	22

EXCISE DEPARTMENT.

STATEMENT V.—*Number of country spirit shops in urban areas licensed for sale in sealed bottles for consumption off the premises.*

[Referred to in paragraph 3 on page 167.]

Year.	Number of towns concerned.	Total No. of shops licensed for exclusive sale in sealed bottles.	Number of towns concerned.	Total No. of shops licensed for sale both in sealed bottles and bulk.
1	2	3	4	5
1916-17	...	1	2	21
1920-21	...	2	7	45
1927	...	40	4	7
1928	...	50	Nil.	Nil.

*Of these towns all except three (Jubbulpore, Chhindwara and Ellichpur) have only exclusive sealed bottle shops.

EXCISE DEPARTMENT.

STATEMENT VI.—*Limits of individual possession of Excisable articles.*

[Referred to in paragraph 3 on page 167.]

Year.	Foreign liquor.	Country spirit.	Tari.	Opium.			Ganja.	Bhang.	Charas.	
				Pure.	Preparations for smoking.					
					By one person.	By two or more persons.				
1	2	3	4	5	6	7	8	9	10	
1916-17	...	Two imperial gallons.	One reputed quart.	360	90	180	540	...	180	
1919-20	...				90	180	540	3,600	180	
1923	...				180	45	80	360	...	90
1927	...				90	30	60	360	...	Nil.

Number of grains ... One tola-180 grains.

EXCISE DEPARTMENT.

STATEMENT VII.—*Incidence of consumption of Excisable articles per hundred of the population.*

[Referred to in paragraph 3 on page 167.]

Year.		Country spirit.	Opium.	Ganja.	Remarks.
1		2	3	4	5
		Proof gallons.	Seers.	Seers.	
1916-17	...	8.43	0.34	0.28	
1920-21	...	7.46	0.27	0.23	
1927	...	3.31	0.18	0.14	

(2) REGISTRATION DÉPARTMENT.

1. Prior to the Reforms the Registration Department was administered by an Inspector-General who held, in addition, the posts of Inspector-General of Assessed Taxes (Income-tax, Superintendent of Stamps, Registrar-General of Births, Deaths and Marriages, Registrar of Joint Stock Companies, and Chief Customs Authority. Under the Reforms Income-tax became a "central" subject and the administration and control of that department passed into the hands of the Government of India. For a time control was vested in the same officer, but both the reorganization and expansion of the Income-tax Department and the difficulties attendant upon the responsibility of the officer in charge to the Government of India as well as to both the reserved and transferred sides of the local Government soon made a separation of the departments inevitable. Accordingly in 1922 a separate officer was appointed as Income-tax Commissioner and the remaining departments were split up, Registration and Births, deaths and Marriages being assigned to the Director of Land Records and Commissioner of Settlements in whose charge they have remained ever since.

The strength of the department is shown in Statement I. The statement does not include District Registrars. In each district a member of the Provincial Civil Service, usually the headquarters Treasury Officer, is appointed District Registrar in addition to his ordinary duties. The duties do not permit him to undertake the full responsibility for supervision of registration offices, and he shares the work of inspection with three out of the four Inspectors whose time is wholly devoted to the performance of this duty. The marked reduction in the number of Sub-Registrars and subordinate staff is due to the closure of offices to which reference will be made later.

2.—Statement II shows the receipts and expenditure of the department. Whilst receipts have slightly increased during the period of the Reforms expenditure has decreased. The general revision of pay of the establishment was accomplished in 1920-21, and expenditure thereupon reached its peak in that year. The reduction that has taken place since then is due to economies in working, of which the most important has been the closure of offices. The department contributes a surplus of receipts over expenditure to the provincial revenues.

The Registration demand has been reduced in one year only, 1922, when as already mentioned the provision for a Personal Assistant to the Inspector-General amounting to Rs. 5,000 was cut out.

3. The policy of retrenchment which has been the most notable feature in the administration of the department was initiated in response to the insistent demand for economy called forth by the prevailing financial stringency. Commencing from 1923 a start was made with the abolition of lightly-worked outlying registration offices and the distribution of their work amongst more centrally-situated offices. The objects sought to be attained were firstly, economy, and secondly, improvement in control and supervision. The factor limiting its extension is the convenience of the people. With the improvement of communications it is becoming increasingly easier for parties to registration to travel the longer distances to the more central registration offices. But as each office was abolished some local inconvenience was necessarily caused. This was occasionally brought to the notice of Government, by questions in the Legislative Council and it has throughout been evident that the abstract principle of economy has had less appeal to members than the local pressure for restoration of more conveniently-situated offices. This pressure has noticeably increased in the present Council with the result that the pendulum has commenced to swing in the opposite direction and the local Government agreed to restore two of the offices closed in the Yeotmal district. A token cut of Re. 1 moved by a member from that district in March 1928 was thus avoided.

REGISTRATION DEPARTMENT.

STATEMENT I.—*Establishment of the Registration Department.*

[Referred to in paragraph 1 on page 174.]

Year.	Inspectors.	Sub-Regis- trars.	Moharirs.	Peons.	Remarks.
1	2	3	4	5	6
1920-21	4	120	82	131	
1921-22	4	120	82	131	
1922-23	4	119	82	131	
1923-24	3	119	82	127	
1924-25	3	116	81	127	
1925-26	4	98	77	107	
1926-27	4	89	72	105	
1927-28	4	87	72	103	

REGISTRATION DEPARTMENT.
STATEMENT II.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 174.]

Heads.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
	RECEIPTS.													
Fees for registering documents.	3,79,033	3,88,338	4,36,697	5,63,842	5,29,516	5,90,584	6,20,302	6,01,363	6,14,010	5,98,896	5,85,066	5,94,000	6,05,700	
Fees for copies ...	13,867	13,502	13,728	17,770	17,006	16,954	20,009	19,047	21,465	25,028	21,810	22,000	22,450	
Miscellaneous ...	28,003	28,768	33,546	40,365	42,745	37,233	42,831	41,498	43,468	42,573	39,050	42,000	40,600	
Deduct refunds ...	...	...	...	—470	—201	—519	—293	—91	—408	—450	—220	—1,000	—750	
Total ...	4,20,903	4,30,608	4,83,971	6,21,507	5,89,066	6,44,252	6,82,849	6,61,817	6,78,535	6,66,047	6,45,706	6,57,000	6,68,000	
	EXPENDITURE.													
Superintendence...	16,717	16,423	16,083	17,337	20,495	21,424	27,049	27,861	33,239	35,356	33,617	39,000	37,700	
District charges ...	1,10,837	1,45,876	1,56,388	1,65,723	2,40,908	2,32,237	2,37,452	2,18,907	2,01,541	1,80,724	1,82,787	1,91,000	1,94,500	
Non-voted ...	...	...	...	...	...	...	...	—2,861	—5,821	—5,451	...	—5,000	—5,870	
Total ...	1,27,554	1,62,399	1,72,471	1,83,060	2,51,403	2,53,661	2,64,501	2,43,907	2,28,959	2,10,629	2,16,404	2,25,000	2,26,330	

(3) EDUCATION DEPARTMENT.

1. **Personnel of the Department.**—The Director of Public Instruction is the head of the department and also Secretary to the local Government. The Indian Educational Service has been dealt with in the Memorandum on the development of Education in the Central Provinces and Berar Statistics which refer to the Provincial Educational Service (Statement I) and Subordinate Educational Service (Statement II) are, however, given here, as expenditure on these Services is voted by the Legislative Council whose influence is, therefore, more direct and immediate, *e.g.*, the resolution of the Council that additional high schools shall be started in Berar is reflected in the Upper Division cadre of the Subordinate Educational Service in 1926-27.

2. **Receipts and Expenditure.**—Reference is again invited to the statistics in the Memorandum on the development of Education. Certain analyses of expenditure are now given here, which deal with the total expenditure for 1917-18, 1920-21, 1923-24, 1926-27 according to—

- (i) institutions under different forms of management (Statement III);
- (ii) sources of funds concerned (Statement IV);
- (iii) stages of education (Statement V).

Further it will be seen that the total expenditure on education has more than doubled since 1917-18 and that the increase since 1920-21 is more than 45 per cent of the total for that year. As far as Government funds are concerned the department has been generously treated and it has rarely been necessary to present supplementary demands to the Council (*vide* Statement VI).

Though the budget sessions of the Legislative Council have produced notices of many cuts, few of these have been moved and fewer still passed. The work of the department has not been affected appreciably. In 1924 when the whole budget was thrown out the Governor authorized all the expenditure with the exception of Rs. 39,780 which was mostly for non-recurring expenditure and did not affect the carrying on of the work of the department. In 1927 a token cut of Re. 1 was carried on the reserved side as a protest against differentiation between European and Indian children in the matter of grants; the Nagpur University grant was reduced by Rs. 5,000; a lump reduction of Rs. 1,000 was made to voice a number of criticisms on departmental policy; and two cuts of Rs. 6,275 and Rs. 100 were passed without discussion. The cut of Rs. 5,000 passed in connection with the University grant prevented the University from holding the annual athletic meeting that year. In 1928 the budget was once more passed without reduction.

3. **Resolutions of the Legislative Council.**—A summary of these, with the action taken thereon, is given in Statement VII. Resolutions which were withdrawn or lost and resulted in no action on the part of Government have been omitted. Fuller reference has been made to the most important of the results in the Memorandum on the development of Education. It will be seen that Government has always endeavoured to carry out the expressed wishes of the Council.

4. **Standing Committee for Education.**—The first standing committee of the department was formed in 1921 and consisted of 15 members selected by His Excellency the Governor acting with the Education Minister. The latter was President and the Director of Public Instruction was Secretary of this committee. There were three Muhammadans, 10 Hindus and one depressed class member. The functions of the committee were advisory. It was originally proposed to work by sub-committees for (1) Primary, (2) Secondary and University education, and (3) Administration; but this arrangement was subsequently discarded and matters were placed before the committee as a whole. The following topics were among those referred to:—

- (1) All items and schemes of new expenditure involving budget provision for fairly large sums, *e.g.*, Rs. 10,000, and for many smaller sums involving questions of policy.

- (2) Press communiqué and memorandum regarding curricula in schools and the committee's report, *vide* Memorandum on development of Education.
- (3) Duties and powers of school committees.
- (4) Reorganization of the administrative side of the department (Director of Public Instruction's scheme).
- (5) Fixing rates and kinds of scholarships to be awarded.
- (6) Possibility of forming a joint cadre for all vernacular teachers in district council and municipal service.
- (7) Appointment of lecturers for the Law College.
- (8) Expenditure by municipalities on secondary education.
- (9) Distribution of grants-in-aid.
- (10) Attendance of pupils at public meetings.
- (11) Cost of living to boarders in Government school hostels.
- (12) The High School Education Bill.
- (13) The report of the committee on the education of members of the depressed classes.
- (14) Raising hostel and tuition fees.
- (15) Amendment of the Central Provinces Primary Education Act.
- (16) Selection of newspapers, etc., for use in local body schools.

The next standing committee was appointed in 1924 and differed but little in constitution from the former body. It considered only items of new expenditure.

In August 1927 a new standing committee was appointed and consisted of six members nominated by Government on the advice of the President of the Legislative Council from amongst the non-official members, and three members (the Education Minister, the Education Secretary and the Chief Secretary) nominated by His Excellency the Governor.

In addition to items of new expenditure, the following topics were referred to them :—

- (1) Selection of newspapers by local bodies for use in schools.
- (2) The transfer of deputy inspectors from Government to local body service.
- (3) The admission of private candidates to examinations.
- (4) The introduction of a conscience clause regarding religious instruction as a condition of grant to Mission schools and colleges.

These standing committees have in no case rejected items of new expenditure proposed by the department, and placed before them for approval previous to inclusion in the budget ; but experience has shown that a member's support in the standing committee should not be taken as implying his support to the same item in the Council hall.

5. The Legislative Council.—Resolutions and Questions.—A table of statistics (Statement VIII) showing the number of questions asked and the number of resolutions tabled, referring to the Education Department, at each session of the Council is given. The year 1927 with 312 questions and 100 resolutions easily holds the record. Many of the questions are of very local interest and ignore the existence of, and necessity for, definite policies by asking for special treatment. They could often with more profit be addressed to the district council or municipality concerned. Again there is a marked tendency to ask for information regarding the selection or non-selection of candidates for certain posts and for detailed reasons for orders of punishment passed on departmental inquiries. The recent growth of vernacular school teachers' unions has led to frequent questions as to whether Government is prepared to improve existing scale of pay for Government and local body employees.

6. Legislation.—The Central Provinces Primary Education Act was introduced in the pre-Reform Legislative Council in 1919 and passed in 1920. It followed the lines of similar acts in other provinces and rendered

it permissible for local bodies if they so wished to compel attendance of pupils at primary schools for a period of not less than five nor more than seven years, commencing from an age to be fixed by the local Government.

In 1921 the Curricula Committee recommended that the primary course should be reduced from five to four years. It was also noted that the 1920 Act did not permit of the introduction of compulsion by stages beginning at the lowest age and retaining pupils till they had completed the primary school course. Consequently boys of 10 or 11 years of age entered the infant class to leave on attaining the age at which compulsion (11 or 12 years) ceased, only a few weeks later on. A Bill to remedy these defects in the original Act was introduced to the Council in 1926 and was passed in 1927. It is now under consideration to introduce a Bill giving Government authority to compel a local body to introduce compulsory primary education in a stated area.

For the history of the Nagpur University Act, the High School Education Act and the five separate amending Bills to the latter now before the Council, reference is invited to the Memorandum on the development of Education.

EDUCATION DEPARTMENT.

STATEMENT I.—*Central Provinces Educational Service (Men's Branch).*

[Referred to in paragraph 1 on page 177.]

—	Total number of posts.	Administrative posts.	Collegiate posts.		Remarks.
			Arts.	Science.	
1	2	3	4	5	6
1914-15	22	9	8	5	A re-organization was effected and certain posts of Head Masters of High Schools and Superintendents of Normal Schools were transferred from the Subordinate Educational Service to the Provincial Educational Service (Administrative Branch).
1919-20	53	24	22	7	
1923-24	57	23	27	7	
1926-27	68	25	33	10	
Central Provinces Educational Service (Women's Branch).					
1914-15	6	6	...	...	
1919-20	6	6	...	...	
1923-24	6	6	...	...	
1926-27	7	7	...	...	

EDUCATION DEPARTMENT.

STATEMENT II.—*Statement showing the cadre and the number of Hindus and Muhammadans in the Subordinate Educational Service.*

[Referred to in paragraph 1 on page 177.]

Year.	Number of posts sanctioned.			Hindus.		Muhammadans.		Remarks.
	Upper Division.	Lower Division.	Total.	Upper Division.	Lower Division.	Upper Division.	Lower Division.	
1	2	3	4	5	6	7	8	9
1914-15	202	323	525	186	279	16	44	
1919-20	330	413	743	308	344	22	69	
1923-24	347	430	777	326	370	21	60	
1926-27	388	432	820	357	363	31	69	

EDUCATION DEPARTMENT.

STATEMENT III.—*Distribution of expenditure according to management.*

[Referred to in paragraph 2 on page 177.]

	1916-17.		1917-18.		1920-21.		1923-24.		1926-27.	
	E. penditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.
I	2	3	4	5	6	7	8	9	10	11
	Rs.		Rs.		Rs.		Rs.		Rs.	
Total expenditure in—										
1. Government institutions	9,26,421	18·92	10,35,895	19·61	19,60,934	25·17	21,08,591	23·86	23,11,920	20·35
2. Local Body	16,75,438	34·21	17,95,817	33·99	28,42,775	36·49	33,23,188	37·62	37,28,472	32·81
3. Private Aided	7,29,907	14·90	7,82,647	14·81	9,87,095	12·67	1,80,569	12·23	11,99,168	10·55
4. Private Un-aided	76,724	1·56	80,607	1·52	69,696	·89	73,181	·85	1,15,111	1·01
5. Indirect expenditure ...	14,87,826	30·41	15,88,722	30·07	19,30,833	24·78	22,48,244	25·44	40,09,262	35·28
Total from all sources ...	48,96,316	100·00	52,83,688	100·00	77,91,333	100·00	88,35,773	100·00	1,13,63,933	100·00

EDUCATION DEPARTMENT.

STATEMENT IV.—*Distribution of expenditure according to sources.*

[Referred to in paragraph 2 on page 177.]

Sources.	1916-17.		1917-18.		1920-21.		1923-24.		1926-27.	
	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.
1	2	3	4	5	6	7	8	9	10	11
	Rs.		Rs.		Rs.		Rs.		Rs.	
1. Government funds ...	15,96,198	32·60	30,23,586	57·23	48,88,893	62·75	53,02,455	60·01	71,73,592	63·13
2. District Council funds ...	16,53,937	33·78	6,45,695	12·22	10,20,098	13·09	12,59,649	14·26	13,53,695	11·91
3. Municipal funds ...	5,58,145	11·40	4,53,926	8·69	5,16,839	6·63	6,93,159	7·84	7,37,953	6·19
4. Fees ...	5,72,955	11·70	6,31,192	11·94	7,27,846	9·34	8,60,767	9·74	11,81,573	10·40
5. Miscellaneous ...	5,15,081	10·52	5,24,289	9·92	6,37,657	8·19	7,19,743	8·15	9,16,820	8·07
Total ...	48,96,316	100·00	52,83,688	100·00	77,91,333	100·00	88,35,773	100·00	1,13,63,933	100·00

EDUCATION DEPARTMENT.

STATEMENT V.—Distribution of expenditure according to stages of education.

[Referred to in paragraph 2 on page 177.]

Sources.	1916-17.		1917-18.		1920-21.		1923-24.		1926-27.	
	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.
1	2	3	4	5	6	7	8	9	10	11
	Rs.		Rs.		Rs.		Rs.		Rs.	
Buildings, etc. ...	6,48,033	13·24	6,86,899	13·00	6,63,181	8·51	6,91,885	7·83	24,57,838	21·63
Direction and Inspection ...	3,44,179	6·03	3,29,531	6·24	5,29,237	6·79	4,74,943	5·38	5,42,452	4·77
Miscellaneous ...	4,95,614	10·12	5,72,292	10·83	7,38,415	9·48	10,81,416	12·24	10,08,972	8·88
University ...	...	...	...	...	...	...	42,646	·48	99,994	·88
Colleges ...	2,90,489	5·93	3,13,710	5·94	5,75,939	7·39	6,09,603	6·90	7,04,253	6·20
High Schools ...	3,61,810	7·39	4,02,164	7·61	4,90,306	6·29	5,93,407	6·71	6,95,392	6·12
Middle Schools ...	8,97,591	18·34	9,76,309	18·48	16,66,637	21·39	18,27,133	20·68	20,18,910	17·76
Primary Schools ...	16,14,705	32·98	17,18,396	32·52	25,39,062	32·59	29,34,384	33·21	32,60,740	28·70
Special Schools ...	2,43,595	4·97	2,84,387	5·33	5,88,556	7·56	5,80,356	6·57	5,75,382	5·06
Total ..	48,96,316	100·00	52,83,688	100·00	77,91,333	100·00	88,35,773	100·00	1,13,63,933	100·00

EDUCATION DEPARTMENT.

STATEMENT VI.—Statement showing the expenditure of Government Funds in the Education Department from 1916-17 to 1928-29.

[Referred to in paragraph 2 on page 177.]

Year.	Reserved.	Transferred.	Supplementary demands.	Reasons.
1	2	3	4	5
		Rs.		Rs.
1916-17	...	29,96,350	1925-26 ... 1. Grant to Nagpur University for Library building.	65,000
1917-18	...	34,54,339		There was already a proposal before the local Government and the Government of India remission of 9 lakhs helped the situation.
1918-19	...	37,71,850		
1919-20	...	40,73,461		
1920-21	...	50,92,876		
1921-22	...	1,50,859	2. Building grant to non-Government Secondary Schools in Berar on half grant basis.	
1922-23	...	1,47,217		From the Government of India remission of 9 lakhs as a special case. Unforeseen new expenditure.
1923-24	...	1,33,334		
1924-25	...	1,38,730	3. Refunds of revenue ...	
1925-26	...	1,25,491	1927-28 ... 1. Grant for Compulsory Primary Education.	6,122
1926-27	...	1,35,833		The schemes were not ready at the time of preparing budget.
1927-28	...	1,32,999	2. Maintenance grant to Hindi Bhashi Sangh Anglo-Vernacular Middle School.	
1928-29	...	1,55,000	3. Professors of Hindi and Marathi for the Robertson College, Jubbulpore, and Morris College, Nagpur, respectively.	3,000
		66,72,000 Estimated.	4. Personal Assistant to Director of Public Instruction.	226
				On the recommendation of the Legislative Council.
				The total provision was cut out by the Legislative Council. The post was therefore abolished from 15th March 1927 and provision was required for the 1st 14 days of March 1927.

EDUCATION DEPARTMENT.

STATEMENT VII.—*Statement of Council Resolutions.*

[Referred to in paragraph 3 on page 177.]

Date.	Purport of Resolution.	Attitude of Government.	Action taken by Government.
1	2	3	4
27th January 1921	To appoint a Committee to revise curricula of Primary and Secondary Schools.	Accepted	Committee appointed and revised curricula introduced in 1923, <i>vide</i> memorandum on development of education.
28th January 1921	To require the Central Provinces Students' Advisory Committee to collect information on technical and industrial courses in Japan, America and Germany and to encourage Indian students to enter such vocations.	Fuller information than the Committee possessed was desirable though very few inquiries for such courses were received. Enquiry should be widened to all industrial foreign countries. This was accepted by the Council.	Government carried out its proposals, obtained the information and offered industrial and technical scholarships tenable abroad.
3rd March 1921 ...	To increase salaries of teachers in Government Vernacular Schools by Rs. 5 per mensem.	Government opposed on the grounds that Government teachers were far better off than local body teachers. To increase pay of former would raise grave financial difficulties for local bodies who already found teachers unwilling to enter their service. Government was prepared to take up revision of pay of women teachers in Government Girls' Normal Schools. Resolution was carried.	Pay of lowest grade of women teachers was raised by Rs. 3 and cadre revised.
16th March 1921	To appoint Committee to inquire into problems of the Depressed Classes.	Government offered to accept the resolution if the terms of enquiry were limited to— (1) Employment in public services. (2) Facilities for industrial and technical education. Government proposals were accepted.	The Committee was appointed and reported in 1922. (<i>Vide</i> memorandum on development of education.)
Do. ...	To appoint a Committee to revise the rule of Education Manual requiring pupils not to attend political meeting, etc.	The matter could be dealt with by the Legislative Council Standing Committee for Education. Resolution withdrawn.	The rule was subsequently removed.
2nd August 1921 ...	To introduce legislation for the establishment of a Central Provinces University.	Government promised to introduce legislation. Resolution was carried.	The Bill was placed before the Council and the University established.
3rd August 1921 ...	To combine the duties of Assistant Director of Public Instruction and Inspector of European Schools and of Science in one officer of the Indian Educational Service.	Government opposed the resolution. Both posts were necessary. Are-organization of the administrative agencies of the department was under consideration at present. The resolution was passed.	The post of Inspector of European Schools was abolished and the duties combined with those of Deputy Director of Public Instruction under orders of Secretary of State for India.
4th August 1921 ...	To abolish the distinction between the Provincial Educational Service and Indian Educational Service and pending orders, to stop Indian Educational Service recruitment.	Government opposed the resolution. The resolution was passed.	<i>Nil.</i>
6th August 1921 ...	To fill four vacant posts of High School Head Masters in the Indian Educational Service cadre, by four Provincial Educational Service officers.	Government accepted the resolution.	
11th August 1921...	To impart Secondary Education through the medium of the pupils' mother tongue, but to make English a compulsory subject of study.	A Committee was considering the matter. Resolution withdrawn.	The vernaculars were adopted as the medium of instruction in Government High and Anglo-Vernacular Middle schools. In Non-Government schools, the matter was left to the discretion of the managers. In certain large Government High Schools, one section might be taught through English if parents demanded it. This policy was introduced in 1922.

STATEMENT VII.—Statement of Council Resolutions—concl'd.

Date.	Purport of Resolution.	Attitude of Government.	Action taken by Government.
1	2	3	4
12th August 1921...	To remove the age limit of 20 years at which pupils may not continue to be on the rolls of Government Secondary Schools.	Government was prepared to relax the rule provided preferential admission, etc., was given to pupils below 20 years of age. The resolution was lost.	Government revised the rule as promised.
13th August 1921...	To discontinue scholarships reserved for sons of Government servants tenable in Secondary Schools.	Left matter to the decision of the Council. The resolution was withdrawn.	These scholarships were thrown open to general competition.
Do. ...	To prepare a ten year programme for the expansion of Primary Education to provide for every village and rural area.	A programme should be prepared. The Council should fix the rate of progress. The resolution was adopted.	A Committee was formed and a report presented to Government estimating the total cost and method of providing for compulsory primary education through the province. No further action has been taken.
14th September 1922.	To place Deputy Inspectors of Schools under the control of District Councils.	Government proposed to adopt the policy on an experimental scale. Resolution withdrawn.	Carried out in four districts. Future policy now under discussion.
15th September 1922.	To open commercial classes in the Government schools at Nagpur, Jubbulpore and Amraoti.	Commerce was proposed as a subject for the High School Certificate Examination. A Committee on Vocational Education was about to meet. Resolution withdrawn.	A syllabus in Commerce as a subject of study for the High School Certificate Examination has been issued.
8th March 1924 ...	To grant preferential admission to pupils of Depressed Classes to the Patwardhan High School, Nagpur, without reference to marks obtained in examinations.	Government opposed the resolution on grounds of equality of treatment for all in Government Schools. Resolution carried.	12 per cent of vacant places in Classes V and IX were reserved for Depressed Class pupils who had passed the Primary Certificate Examination or the High School Entrance Examination.
20th March 1925 ...	To establish Shooting Clubs in connection with High Schools and Colleges.	Requested that orders of Government of India on the report of the Auxiliary and Territorial Forces Committee should be awaited. Resolution carried.	No action.
Do. ...	To open High School classes at five towns in Berar.	Revision of the policy of one Government High School in each district should await the appointment of Ministers. Resolution carried.	High Schools have been opened in four towns.
6th August 1925 ...	To increase Government grant towards the cost of compulsory Primary Education, from $\frac{1}{3}$ to $\frac{2}{3}$ rd of the extra cost.	Government promised to enquire into financial resources of Local Bodies and their educational needs and to review system of grants. Resolution withdrawn.	Matter still under consideration.
21st March 1927 ...	To allot Rs. 15,000 to Central Provinces and Berar Mass Education Co-operative Society towards initial expenditure on a scheme supported by that society.	The problems of adult education should be considered by a Committee which should make recommendation for the extension of the movement. Resolution carried after modification.	The Committee was appointed by the Legislative Council but did not approve of the scheme in question. Further action is under consideration.
Do. ...	To allow any private candidate to appear at Primary Certificate Examination, High School Entrance Examination or High School Certificate Examination. To allow Head Masters to admit private candidates to schools. To allow pupils failing at the annual promotion examination of any class, which is held before the hot weather vacation, to re-appear at an examination after the vacation	Existing rules provide for private candidates at the Primary Certificate Examination. The High School Entrance Examination does not give a qualification for appointments. Private candidates can be admitted to High Schools under existing rules. <i>Bona fide</i> private candidates are admitted to the High School Certificate Examination already. Resolution carried after dropping last clause.	The High School Board rejected the proposal as applied to the High School Certificate Examination. The remainder of the resolution is under consideration by the Educational Standing Committee of the Legislative Council.
22nd March 1927...	To establish a Medical College in Central Provinces.	A Committee should be appointed to consider the question. Resolution carried.	The Committee has been appointed and its report is awaited.
12th August 1927...	To convert the Government Anglo-Vernacular Middle School, Narsinghpur, into a High School.	A Mission High School met the existing needs of the town. If the Mission closed down as was removed Government would consider the proposal. Resolution carried.	A Government High School is being opened.

EDUCATION DEPARTMENT.

STATEMENT VIII.—*Statement showing the number of Council Questions asked and Resolutions proposed to be moved in the Legislative Council from 1921 to 1928.*

[Referred to in paragraph 5 on page 178.]

Serial No.	Session.	Number of Council Questions asked.	Number of Resolutions proposed to be moved.	Remarks.
1	2	3	4	5
1	January and March 1921 ...	41	8	
2	August 1921 ...	88	13	
3	November and December 1921 ...	82	4	
	Total ...	211	25	
4	March 1922 ...	35	1	
5	September 1922 ...	55	3	
6	November 1922 ...	37	6	
	Total ...	127	10	
7	January 1923 ...	55	9	
8	March 1923 ...	20	14	
9	August 1923 ...	30	7	
	Total ...	105	30	
10	January 1924 ...	10	Nil.	
11	March 1924 ...	9	1	
	Total ...	19	1	
12	March 1925 ...	26	10	
13	July 1925 ...	51	8	
14	August 1925 ...	36	...	
	Total ...	113	18	
15	March 1926 ...	78	22	
	Total ...	78	22	
16	January 1927 ...	...	...	
17	March 1927 ...	127	40	
18	August 1927 ...	185	60	
	Total ...	312	100	
19	January 1928 ...	74	7	
20	March 1928 ...	17	Nil.	
	Total ...	91	7	
	GRAND TOTAL ...	1,056	213	

(4) MEDICAL DEPARTMENT.

1. The head of the department is the Inspector-General of Civil Hospitals, who hitherto has always been, and is at present, a Colonel of the Indian Medical Service. Before the war the superior posts in the department were filled in the main by officers of the Indian Medical Service. There were also six military and two civil assistant surgeons holding superior posts. During the war most of the I. M. S. officers were withdrawn for military duty, and their places filled temporarily by civil assistant surgeons, promoted for the purpose. Since the war the I. M. S. has failed to attract enough recruits to allow the military authorities to spare officers for civil employ. At the same time the Government of India was not in a position until a few months ago to define its policy with regard to the obligations of the provinces in the matter of finding employment for the medical war reserve. The result has been a long period of makeshift arrangement—the superior posts being reserved technically for I. M. S. officers, but being filled temporarily by promoted civil assistant surgeons, with as a whole a less efficient training, less up to date qualifications, and a narrower experience. Recently the Government of India has issued orders reserving only 7 Civil Surgeoncies for officers of the I. M. S., and those Europeans, but at the present moment only 7 are available, of whom 2 are on leave. No more are likely to be available and the position is not a satisfactory one, except in so far as the local Government is now at liberty to start constituting a service to man the Civil Surgeoncies, other than the reserved ones, and this matter is now in hand. It has also to be recorded that Military Assistant Surgeons are no longer being recruited. Their present number in the province is 3.

2. The statement of receipts and expenditure of the department (Statement I) shows that it has been well treated in the matter of funds during the Reforms. The demand of the department has been reduced once only in 1921 (excluding the year 1924 when the whole budget was thrown out) when a cut of Rs. 4,800 in respect of the salary of the Deputy Superintendent, Robertson Medical School, was carried. The post was in consequence, abolished. The rejection of the budget in 1924 resulted in a complete stoppage of progress for that year only. A large number of items of new expenditure have been placed before the standing committee of the department and have been almost without exception approved and included in the budget, except in the first three years of the Reforms, when a few items were disapproved on account of financial stringency. With the revival of the Ministry 26 items of new expenditure, involving a total sum of Rs. 92,279 recurring and Rs. 10,54,999 non-recurring were placed before the committee in 1927-28. Only one item involving a sum of Rs. 3,400 was disapproved and that only because the committee considered that a part of the cost should be borne by the municipal committee concerned. Of the expenditure thus approved by the committee a sum of Rs. 4,52,958 was included in the budget for 1928-29 and passed by the Legislative Council. The Legislative Council has always been ready to support expenditure on the department.

3. During the Reforms pressure has been exerted on the Government to associate private practitioners in the work of medical relief. Provision was accordingly made by which local bodies might transfer the management of dispensaries to private practitioners. One municipal committee took advantage of this scheme, but subsequently resumed control, and at the present moment there are only two dispensaries managed by private practitioners. The association of private practitioners as honorary workers in the larger hospitals has been more successful.

4. The progress made by the department may be judged firstly from Statement II which shows the number of patients treated and operations performed. It will be observed that between 1911 and 1920 there was a steady advance. Between 1921—23, the first years of the Reforms, there was a decrease, due to political agitation, in the number of patients treated, but since then there has been continuous improvement. In 1923, in pursuance of the policy of devolution pursued by the then Minister, the transfer of dispensaries to local bodies was initiated, the terms of transfer being outlined in a letter of the local Government issued in May 1923. The

transfer was not compulsory on the local bodies, but optional. Since then all dispensaries in Berar, eligible for transfer, have been taken over by the local bodies, with the exception of three, but in the Central Provinces local bodies have been more reluctant to assume responsibility and only 60 have been taken over out of 116. Subscriptions to dispensaries have, as may be seen from Statement II, decreased rather than expanded, and the demands of local bodies on Government for financial assistance have multiplied. On the other hand donations for the construction and equipment of hospitals have been forthcoming as freely as ever.

5. The progress made by the department in opening new dispensaries is shown in Statement III. A stimulus was given to the construction of dispensaries by the adoption of a cheap pattern of dispensaries for rural areas in 1923. The local Government has undertaken to pay half the cost of construction of these cheap pattern dispensaries, provided that a sum of Rs. 8,500 is raised locally to cover a share of the cost of construction and endowment. The construction of this type of dispensary has been most rapid in Berar where already, in 1928, six new dispensaries have been opened.

But the greatest advance has been in the construction and equipment of Main Hospitals and the provision of medical relief for women. The policy of provincializing hospitals was started in 1923, the intention being to take under direct Government management a main hospital in each division to serve as a model for other hospitals. In pursuance of this scheme the Mayo Hospital, Nagpur, was taken over in 1923, the Main Hospital, Amraoti, in 1925, and the Victoria Hospital, Jubbulpore, in 1926, and in the current year provision has been made for the provincialization of the Main Hospital at Raipur. Extensive improvements have been effected at Government expense in a number of hospitals and dispensaries, including the reconstruction of three hospitals, and the construction of an entirely new Main Hospital at Amraoti.

In the matter of medical treatment for women the most notable advance has been in the construction of two separate women's hospitals at Chhindwara in 1927 and at Khandwa in 1928; whilst the Women's Hospital at Nagpur has been rebuilt on a new site and on an enlarged scale. Throughout the province also the women's hospitals have been extended and improved and properly equipped. Women assistant surgeons have also been attached to the main hospitals at centres where no separate women's hospital exists.

Arrangements have also been made for the special treatment of leprosy at all the main hospitals in the province. Grants have been given for special buildings and drug for the purpose. A leprosy survey has been started in the Chhattisgarh Division and grants have also been made to Mission leper asylums.

6. The training of medical students is provided for by a medical school at Nagpur. The number of male students is adequate to satisfy the requirements of Government service, but the number of female students is inadequate. In 1920, 10 scholarships at the school were offered for female students, but owing to the lack of candidates the number has been reduced to six and at the present moment there are only four pupils holding them.

7. Only one special committee has been appointed during the period of the Reforms. This is the Medical College Committee constituted in response to a resolution moved in the Legislative Council in March 1927. The terms of reference to this committee included in addition to the general question of the establishment of a medical college the question of whether the college, if established, should contain an Ayurvedic section on modern lines. The report of the committee has recently been submitted and is under the consideration of the local Government.

8. A selection committee has been appointed since November 1921, consisting of three official members—the Inspector-General of Civil Hospitals, the Director of Public Health and the Civil Surgeon, Nagpur, and two non-officials selected from the medical profession. All cases falling within the scope of the committee have been placed before it, and its recommendations have been always accepted.

MEDICAL DEPARTMENT.
STATEMENT I.—Receipts and Expenditure.
[Referred to in paragraph 2 on page 188.]

Heads.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimate.)
1	2	3	4	5	6	7	8	9	10	11	12	13
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Hospital receipts	...	...	...	...	...	...	...	10,955	15,175	17,459	22,558	30,000
Medical School and College fees ...	741	756	1,542	1,313	2,921	2,999	4,665	6,012	7,618	9,690	10,483	9,700
Mental Hospital receipts ..	6,070	7,292	7,106	8,139	7,150	9,294	13,981	11,660	12,172	13,456	16,632	14,300
Contributions ...	144	111	94	128	...	58	7,384	...	5	2,901	3,196	3,750
Miscellaneous ...	1,005	574	1,166	950	4,366	1,072	255	...	2,178	22,637	1,010	2,000
Sale of Medicines ...	...	...	...	2	188	345	27	...	112	43	109	200
Recoveries of service payments ...	...	...	...	...	...	...	50,427	1,02,031	71,201	7,754	...	8,000
Deduct refunds ...	...	...	...	268	380	177	195	278	4,179	3,802	132	3,950
Total ...	7,960	8,733	9,908	10,264	14,245	13,591	76,584	1,30,380	1,04,282	70,138	53,856	64,000
					EXPENDITURE.							
Superintendence ...	55,468	48,708	48,948	37,120	65,524	68,243	59,800	62,425	61,508	61,226	62,829	63,418
District Medical Officers ...	2,39,054	2,42,857	2,49,659	2,74,543	3,50,170	4,84,492	5,12,301	4,39,247	4,23,504	4,06,459	3,86,931	4,37,139
Reserve Medical Subordinates ...	7,765	3,112	3,751	3,876	10,432	9,482	13,338	8,587	14,523	22,389	25,202	25,000
Hospitals and Dispensaries ...	2,13,370	2,12,091	2,22,838	2,42,469	3,29,235	3,53,500	3,75,986	3,77,862	2,58,489	2,82,617	3,26,150	3,65,000
Peripatatic dispensaries ...	3,416	1,572	1,485	4,064	...	...	...	...	...	...	...	...
Grants-in-aid to Hospitals and Dispensaries	1,10,115	2,72,498	3,10,011	3,80,200	2,33,528	1,71,770	2,75,443	2,95,542	3,03,858	3,96,114	5,64,457	4,73,200
Grant for medical purposes ...	1,200	4,753	7,356	6,440	3,440	4,360	8,360	3,475	5,360	4,360	3,360	4,800
Medical School and College ...	36,539	33,051	34,912	42,250	73,054	76,184	91,224	86,108	77,610	86,451	87,185	96,000
Mental Hospital ..	46,480	48,176	51,111	63,196	77,152	90,152	78,286	78,067	76,101	69,497	85,644	84,000
Refund ...	447	40	74	...	...	...	...	...	...	...	...	...
Expenditure in England (stores) ...	...	...	...	...	...	...	...	368	112	642	8	...
Loss by exchange on English transactions (stores). ...	...	...	...	...	...	...	...	166	45	207	3	...
Total ...	7,13,854	8,66,858	9,30,145	10,61,965	11,51,275	12,58,183	14,14,738	13,51,847	12,20,510	13,29,962	15,41,769	15,48,557

MEDICAL DEPARTMENT.

STATEMENT II.—Statement showing indoor and outdoor patients treated, daily average attendance, operations performed and subscriptions.

[Referred to in paragraph 4 on page 188.]

—	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Indoor total treated.	13,449	13,926	14,075	15,418	15,282	16,263	15,451	18,141	19,128	19,444	20,413	19,600	19,616	21,028	22,275	23,755	25,326
Indoor daily average.	576.36	583.45	547.82	585.77	565.65	632.94	587.19	701.40	730.75	746.14	751.71	746.28	646.73	828.54	886.65	924.43	993.94
Outdoor total treated.	1,717,846	1,697,344	1,660,905	1,731,006	1,787,496	1,863,829	1,858,270	1,019,091	1,999,304	1,914,246	1,877,743	1,808,121	1,788,555	1,853,488	1,871,750	2,084,397	2,170,576
Outdoor daily average.	9,165.93	9,439.00	9,402.13	10,300.65	10,826.44	11,155.06	11,130.78	12,222.90	17,948.04	11,509.70	11,382.47	11,151.76	10,806.79	11,958.55	11,705.42	13,937.66	13,528.65
*Number of operations performed.	43,699	45,702	47,622	49,029	49,978	50,016	47,613	48,022	52,383	54,495	53,968	56,576	60,306	62,502	68,306	71,436	78,352
Subscriptions.																	
Europeans...	7,758	7,831	7,685	7,740	7,219	8,030	9,330	8,361	20,812	12,358	14,966	15,259	15,162	16,199	18,983	13,502	11,670
Indians ...	66,440	82,754	89,734	1,11,775	73,559	1,05,132	90,441	82,477	1,21,455	103,980	73,677	110,906	85,714	115,675	77,479	61,050	75,651

*Selected and minor.—Actual figures of major (selected) operations could only be obtained with difficulty and are omitted to save delay.

MEDICAL DEPARTMENT.
STATEMENT III.—Dispensaries opened and closed.

[Referred to in paragraph 5 on page 189.]

Year.	Number of dispensaries opened.			Number of class III which are		Number opened by		Number closed by		Remarks.
	Permanent state special class II.	Local fund class III.	Private aided class IV.	Cheap pattern.	Ordinary.	Government.	Local Bodies.	Government.	Local Bodies.	
1	2	3	4	5	6	7	8	9	10	11
1915	...	7	1	...	7	7	1	1	...	
1916	1	4	...	...	4	5	...	...	...	
1917	...	3	...	...	3	3	...	...	...	
1918	1	...	1	...	...	1	1	...	...	
1919	...	...	1	...	...	...	1	...	...	
1920	...	1	...	...	1	1	...	...	...	
1921	...	...	...	...	...	...	...	...	...	
1922	...	1	1	1	...	1	1	...	...	
1923	...	...	...	...	...	...	...	...	...	
1924	...	4	...	4	...	...	4	2	...	
1925	...	3	...	2	1	1	2	1	...	
1926	1	3	...	3	...	1	3	...	...	
1927	...	3	1	2	1	2	2	...	...	

(5) PUBLIC HEALTH DEPARTMENT.

The history of the Public Health Department is one of considerable fluctuation. Prior to the war the personnel of the department consisted of—

- (1) Director of Public Health (I. M. S.).
- (2) Junior Assistant Director of Public Health (from outside).
- (3) Chief Plague Medical Officer (I. M. S.).
- (4) A Malaria Officer (I. M. S.) with two Assistants.
- (5) A Sanitary Engineer (R. E.).

A post of Assistant Director was sanctioned but never actually filled.

There were also a number of mobile epidemic dispensaries distributed throughout the districts and capable of concentration on the outbreak of an epidemic. A vaccine institute under a Military Assistant Surgeon completed the establishment of the department.

During the war all these officers were withdrawn for military service and for three years public health work was carried on under the direction of the Inspector-General of Civil Hospitals. At the commencement of the Reforms in 1921 the department consisted of the Director of Public Health and one Assistant Director. The period was one of acute financial stringency and the department was already so depleted that a proposal was made by the local Government to the Government of India that the department should be abolished. To this the Government of India did not agree. The post of Director of Public Health was retained but the post of Assistant Director was abolished, following the budget cut of his salary in 1921. Gradually as experience was gained of the working of the department, the demand for its abolition died away and by 1922 it was firmly established in favour. The appointment of a whole-time Director has been frequently criticized and resolutions have twice been moved that the post should be combined with either that of the Inspector-General of Prisons or Inspector-General of Civil Hospitals. On more than one occasion owing to the dearth of I. M. S. officers the post has been temporarily held by the Inspector-General of Prisons and at the present moment (July 1928) it is temporarily held by the Inspector-General of Civil Hospitals. In 1927 the local Government made a definite proposal that the post should be amalgamated with that of the Inspector-General of Prisons, but the Government of India refused to accept the proposal partly on the ground that Prisons is a reserved subject whilst Public Health is a transferred subject, partly because it considered that the post of Inspector-General of Prisons required the services of a whole-time officer, and partly because it foresaw the future expansion of the Public Health Department. The dearth of I. M. S. officers has added to the difficulty of filling the post.

2. A statement of receipts and expenditure is appended as Statement I. Receipts call for no comment. The amounts allotted for expenditure have, until the current year, been far less than in the years immediately preceding the Reforms. Grants for large schemes of drainage or water-supply show the biggest drop, which is chiefly attributable to financial stringency. On the other hand, expenditure on health publicity, the prevention of plague, travelling dispensaries, and maternity and infant welfare has greatly expanded; so that whilst individual towns may not have profited by the department to the extent that some did before the Reforms, expenditure has been directed into wider channels, and the benefit spread over a far larger part of the population, and a greater variety of activities. The insistent demand in the Legislative Council for expansion in rural areas has contributed to this result. An incident which illustrates this demand is the inclusion in the current year's budget of a sum of Rs. 2 lakhs for rural water-supply out of a total budget of less than Rs. 7 lakhs. The figure of Rs. 1 lakh proposed by the Director was doubled by the Standing Committee of the department.

3. There are two committees attached to the department, the Board of Public Health and the departmental Standing Committee. The former

replaced the old Sanitary Board in February 1921, reconstituted as follows :—

The Director of Public Health	... President.
The Financial Secretary to Government	... Secretary.
The Chief Engineer	... }
Two Indian private medical practitioners	... } Members.
The Commissioner of the Division	... }

The Board gives technical advice on all schemes of sanitary improvements, such as town improvement by the layout of new areas or removal of congested areas, water-supply and drainage. It also makes recommendations for grants-in-aid and deals technically with all question of public health. The standing committee of the department is the same as for the Medical Department and deals with all proposals involving new expenditure. Up to the current year all the proposals put before it, with one exception, were of a usual nature and were approved. The one exception was the proposal to establish a Public Health Research Institute for the province at Nagpur. This proposal was placed before the committee in 1922-23, but was rejected for lack of funds. Again in 1925-26 the committee considered it and expressed general approval, but desired further information. In the next two years the proposal was held in abeyance. But with the revival of the Ministry a number of new schemes were put forward. Of these, the most important were—

- (1) A proposal to make vaccination compulsory in rural areas;
- (2) A proposal to provide Rs. 50,000 for 10 additional epidemic dispensaries;
- (3) A proposal to grant Rs. 35,000 to the Indian Red Cross Society for Child Welfare work;
- (4) A proposal to start a Health School with an Infant Welfare Centre attached at Nagpur;
- (5) A proposal to provide Rs. 1 lakh for the improvement of water-supply in rural areas;
- (6) A proposal to establish a Public Health Research Institute at Nagpur;
- (7) A proposal to carry out an anti-malarial survey in selected areas.

All these proposals except the last were approved by the committee which also, as already mentioned, increased the provision of Rs. 1 lakh for improvement of water-supply in rural areas to Rs. 2 lakhs. The amounts required for expenditure on these schemes in the current year were included in the budget and passed by the Legislative Council.

The demand of the department has never been reduced by the Legislative Council except in the first year of the Reforms (excluding the year 1924-25 when the whole budget was thrown out). Two cuts were carried in 1921—

- (1) A sum of Rs. 6,300 on account of the salary of the Deputy Sanitary Commissioner or Assistant to the Director of Public Health. The post was, in consequence of this cut, abolished;
- (2) A sum of Rs $\frac{1}{2}$ lakh on account of a grant proposed to be given to the Nagpur Municipal Committee for the completion of a drainage scheme.

The Council felt that the Nagpur Municipality had already received extensive benefits at the cost of the provincial revenues and that its claim for a further grant should be reconsidered. The grant was in consequence not given. As already mentioned, the question of abolishing or combining the post of Director of Public Health has been discussed on several occasions, but no cut on this account has been carried in the demand of the department. Apart from this the demand has provoked very little discussion. In 1926 and 1927 it was passed without any discussion and in the current year, although a number of new items of expenditure had been placed in the budget, only one minor matter provoked a real debate, and it was apparent that the Council welcomed any sound development of the activities of the department.

4. The progress of the department may be briefly reviewed. Epidemic dispensaries have increased in number from 11 to 29. The duties of the medical officers in charge of them are mainly concerned with epidemics, but, when not so engaged, they tour in the interior of the districts and carry out health propaganda, afford medical relief to villagers, inspect health conditions including the health of children in village schools perform inoculations and minor operations and report on the water-supply and other matters affecting public health. The effect of the propaganda work done by them cannot be accurately gauged, but the dispensaries are popular with all classes and there seems little doubt that their effect on public health has been real. At any rate whilst between 1914 and 1921 the death-rate in rural areas only twice fell as low as 35 per thousand, from 1922 it has varied between 29 and 34. The number of operations treated has increased from half a lakh to a lakh during the period of the Reforms, and of minor operations from a maximum of 350 to 1,500.

The Health Publicity Department was started in 1922 with the appointment of two officers. In 1923 they were equipped with a travelling health exhibition. Their activities have been mainly confined to municipalities, educational and other conferences and large agricultural shows. They have been largely instrumental in organizing Baby Weeks and Health Weeks in municipal areas. Their popularity is such that they are unable to respond to all the calls upon their time.

The Child Welfare movement dates from the formation of the Child Welfare League in Nagpur City in 1920, but the effort was local in character, and had little effect on the province as a whole. It was not till recently that the movement spread outside Nagpur. This development was due to the efforts of the provincial Red Cross Association which formed a sub-committee for maternity and infant welfare and has been responsible for the organization of about 30 centres in other towns. The organizing ability displayed by the Society has enabled the local Government to entrust all grants made for maternity and infant welfare to it since 1925-26, and in the current year it thus controls the distribution of grants of Rs. 45,990 for infant welfare centres and Rs. 14,000 for a Health School.

Another important activity of the department is the organization of rat destruction for the prevention of plague. This also dates from before the Reforms. Up to 1924 only Nagpur City had an organized scheme of destruction to which Government contributed, but the success obtained thereby has now led 11 other towns to follow suit. Government meets half the cost of approved schemes, and now expends Rs. 16,693 on this account as against Rs. 4,305 at the commencement of the Reforms.

PUBLIC HEALTH DEPARTMENT.
STATEMENT I.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 193.]

No.	Heads.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28.	1928-27. (Budget estimate.)
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
		RECEIPTS.												
1	Sale-proceeds of Sera and Vaccines ...	31,553	31,419	34,189	34,546	41,593	60,595	44,578	49,068	54,381	86,335	61,859	55,482	55,500
2	Contributions ...	...	...	...	...	...	...	...	2,499	2,633	1,166	11,686	85	1,666
3	Miscellaneous (other receipts) ...	...	...	...	...	2,715	2,845	2,798	2,286	3,020	3,352	3,152	1,459	3,000
4	Recoveries of service payments ...	...	...	...	...	...	...	5,301	65,367	1,174	4,818	895	1,869	900
5	Deduct refunds ...	...	...	...	—25	—24	...	—1,410	...	—30	—495	—50	—690	—66
	Total ...	31,553	31,419	34,189	34,521	44,284	63,440	51,270	1,19,220	61,178	95,176	67,542	58,205	61,000
		EXPENDITURE.												
1	Director of Public Health ...	15,198	15,015	20,256	36,846	68,323	64,135	47,876	48,441	48,281	49,599	47,248	39,334	47,357
2	Central Provinces Vaccine Institute ...	9,027	14,803	16,703	16,319	24,886	24,991	25,340	26,512	27,825	27,238	28,735	19,078	23,421
3	Health Publicity Establishment ...	...	...	...	...	...	...	6,513	12,478	11,861	12,938	12,747	13,543	16,808
5	Health School ...	...	...	...	...	...	...	...	...	...	...	...	...	14,000
5	Leave allowance to Vaccination Estab- lishment.	17,477	17,354	23,812	19,778	24,868	20,812	29,819	5,001	4,606	2,797	2,184	2,463	2,500
6	Provincial statistics ...	...	...	...	...	...	...	...	...	11,484	11,480	11,514	11,582	12,000
7	Grants for Public Health purposes ...	4,67,349	6,15,571	4,33,694	2,83,290	2,11,351	1,77,878	63,365	38,748	30,719	2,12,051	1,84,692	1,05,678	3,06,000
8	Expenses in connection with Bubonic plague.	60,006	44,984	42,614	42,432	96,235	96,222	79,262	83,293	96,290	89,524	1,10,051	1,26,415	1,69,300
9	Malaria ...	21,802	69,877	15,292	67,313	34,276	73,404	98,784	33,723	40,743	41,513	32,399	29,405	66,700
10	Epidemics ...	78	...	2,34,846	42,811	7,185	6,697	5,950	3,444	3,750	5,391	7,364	20,997	10,000
11	Public Health Institute ...	...	...	...	...	...	...	...	...	...	...	...	...	26,000
12	War allowance ...	...	...	269	866	...	...	...	...	...	...	...	...	...
13	Charges connected with Anti Hookworm campaign.	...	...	...	...	...	9,202	767	...	...	...	...	...	...
14	Refunds ...	...	...	32	...	...	...	...	...	...	...	...	...	...
	For rounding ...	...	...	...	...	...	...	...	...	...	...	...	...	—86
	Total ...	5,90,997	7,77,524	7,87,518	5,09,655	4,67,124	4,73,341	3,57,676	2,51,640	2,75,559	4,52,561	4,36,835	3,68,495	6,94,000

(6) DEPARTMENT OF AGRICULTURE.

1. The Director of Agriculture who is the head of the department is a technical officer, being a member of the Indian Agricultural Service. In addition to the Indian Agricultural Service there are provincial and subordinate services in the department. Since 1920 only one appointment has been made to the imperial service, and recruitment has now definitely been stopped as a result of the recommendations of the Lee Commission. The provincial service has, as may be seen from Statement I, been expanded during the period of the Reforms from 12 to 16 officers. From this service posts for which the dwindling Imperial Service cannot find officers are filled. This spells a distinct deterioration in quality as all appointments to the provincial service have been made by promotion from the subordinate agricultural service. The scheme for a superior provincial service has only just been completed and recruitment under it has not yet commenced. When it is in full working the position will improve as the members of the present provincial service have not been permanently appointed to the higher posts of which they are at present holding charge. Meanwhile the effect is being felt, especially on the technical side, where the post of Agricultural Engineer has not been filled since 1926.

Meanwhile, although the provision for direction of the department has remained practically stationary, the activities of the department have greatly increased. Receipts and expenditure which are shown in Statement II have expanded since 1922 by approximately 30 per cent and 13 per cent, respectively. A start has been made with agricultural education and as Statement III shows the progress made by the department in the distribution of improved implements and seeds has been very rapid. The possibilities of further extension are now limited not so much by the lack of funds as by the inadequacy of the superior services which are already feeling the strain.

2. The department naturally has a popular appeal, and criticism in the Legislative Council has taken the form of a demand for further expenditure rather than objection to the expenditure proposed. The demand has only twice been reduced. In 1922-23 a lump cut of Rs. 2 lakhs was made on the ground of general retrenchment in provincial expenditure. The cut was made without discussion and was met by the curtailment of new expenditure to the extent of Rs. 1,59,266. In 1925-26 a cut of Rs. 2,500 on account of the layout of the Khandwa District Office compound was accepted by Government. The whole demand was thrown out in 1924 and all new expenditure in consequence curtailed. Although, as remarked above, persistent demands have been made for the extension of the activities of the department, detailed suggestions have been almost entirely absent.

3. Education has always taken a prominent place in the activities of the department and a beginning was made as far back as 1886 by the establishment of an agricultural class on the Nagpur Farm. The course of study followed by this class covered a period of two years and instruction was given in English. The main purpose of the class was the training of future revenue inspectors, although a few students from the land-holding classes attended. A second course, covering a period of one year only and intended for the sons of influential agriculturists, was started in 1901. This course provided instruction in the vernacular but was abandoned in 1910 as premature.

With the establishment of the Indian Agricultural Service a higher and more scientific type of education was made possible and the Agricultural College was established in 1906, the standard for entrance to the course being University matriculation. Naturally an innovation of this nature took some time to adjust itself to local requirements but, by 1921, two courses of instruction, one of four years and the other of two years' duration, had been found to be most suitable and were finally decided on. The longer course was developed on such satisfactory lines, that, when affiliation to the Nagpur

University was proposed, only a few minor changes in the curriculum and organization of the college were found to be necessary. Affiliation was finally accorded in 1925 and the first graduates in agriculture of the Nagpur University will pass out of the college in 1929.

The total number of students who have completed a course at the Nagpur Agricultural School or College up to the present time is about 450 and it was only to be expected that, with the rapid development of Government Agricultural Departments, many passed students would find employment therein. The Central Provinces Agricultural Department is employing about 130 of these men at present, while 60 or 70 more are working in other agricultural departments in British India or Indian States.

The numbers applying for admission to the college have increased since affiliation was secured and the college hostel will shortly be enlarged at a cost of about Rs. 50,000.

In addition to collegiate education various efforts have been made to provide agricultural instruction of a more elementary nature, but no final policy has yet been reached in this respect. One middle school situated on a Government farm, and teaching agriculture as an integral part of its curriculum, has achieved a certain amount of success, but another which was started in a relatively backward area had to be closed.

Expenditure on agricultural education in the Central Provinces and Berar has now reached the sum of over Rs. 1 lakh annually. The figures, however, included the salaries of officers who are engaged in research as well as in teaching. Recently an officer of the department was deputed to study the methods of agricultural education in the Punjab and the results of his observations, together with the recommendations of the Royal Commission on Agriculture, will help to crystallize policy in this respect.

4. The Board of Agriculture which is the standing committee for the department is presided over by the Minister and contains five official and thirteen non-official members. Of the non-official members three only are members of the Legislative Council nominated on the advice of the President and of the remaining ten two representatives each are nominated from the cotton, wheat and rice tracts, three represent the co-operative movement, and one the spinning and weaving industry. The last named is appointed for the purpose of obtaining an opinion on cotton-growing from the point of view of the consumer. The board is appointed for the life-time of the Legislative Council. In 1923-24 it disapproved of proposed expenditure amounting to Rs. 85,000 out of a total of Rs. 1,80,400 placed before it for opinion, and the amount included by Government in the budget showed an even greater reduction. Since that year the Board has made only two small reductions, and has approved of new expenditure averaging over Rs. 1 lakh a year. Government on the other hand has been unable to assign so large a share in the provincial revenues to the department, and has cut down the proposals by more than half before inclusion in the budget. Practically, therefore, the Board has confined itself to a general approval of new expenditure whilst the examination of the comparative merits of new schemes and the placing of them in order of merit has been done, not by the Board but by Government.

DEPARTMENT OF AGRICULTURE.

STATEMENT I.—*Personnel of the Department for the years 1920 and 1928.*

[Referred to in paragraph 1 on page 197.]

	1920.	1928.
I.—IMPERIAL SERVICE.		
(1) Director of Agriculture ...	1	1
(2) Principal, Agricultural College ...	1	1
(3) Agricultural Chemist ...	1	1
(4) Deputy and Assistant Directors of Agriculture ...	6 and 1 vacant.	6 and 1 vacant.
(5) Mycologist ...	1	1
(6) Economic Botanist ...	1	1
(7) Second Economic Botanist ...	Vacant	Vacant.
<i>Special Posts.</i>		
(8) Agricultural Engineer ...	1	Vacant.
(9) Second Economic Botanist (a special temporary post paid from the Indian Central Cotton Committee's grant. Originally this post was sanctioned for three years from 11th July 1925 on Rs. 500. The pay has since been raised to Rs. 600—50—650, from the 11th July 1927, and the duration of the post extended up to 31st March 1929).	...	1
II.—PROVINCIAL AGRICULTURAL SERVICE.		
(1) Extra-Assistant Directors of Agriculture ...	12	16
III.—SUBORDINATE AGRICULTURAL SERVICE.		
<i>Garden Establishment.</i>		
(1) Superintendent, Horticultural Gardens, Nagpur ...	1	...
(2) Superintendent, Public Gardens, Pachmarhi ...	1	1
(3) Overseers for Arboriculture and Gardens ...	5	6
<i>Agricultural Assistant.</i>		
(1) On field staff ...	88	117
(2) On College and research staff ...	12	22
(3) Demonstration Jemadars for field work ...	33	114
(4) Teachers attached to Agricultural Schools ...	2	6
IV.—CLERKS.		
(1) Head Office, subordinate offices and farms ...	75	63

DEPARTMENT OF AGRICULTURE.
STATEMENT II.—*Receipts and Expenditure.*

[Referred to in paragraph 1 on page 197.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates).
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
RECEIPTS.												
Cattle-breeding and Dairy Farm Receipts	11,711	17,413	15,656	35,031	29,191	38,169	45,302	53,376	64,521	43,743	44,380	46,850
Experimental Farm Receipts	76,724	84,607	97,685	1,44,064	1,32,642	1,66,731	1,75,057	1,66,554	1,91,826	1,60,523	1,62,240	1,85,000
Receipts on account of Public Exhibitions and Fairs.	7,742	1,615	5,657	6,507	1,845	4,485	7,685	4,982	10,051	10,634	8,912	9,500
Station Garden Receipts	14,599	14,104	11,920	14,607	11,452	13,027	13,259	16,115	13,478	15,818	17,726	18,800
Garden and Arboriculture Receipts	15,173	18,084	17,832	17,598	22,059	20,945	21,377	23,082	22,748	25,233	24,691	24,750
Seed issues for takavi loans	...	471	1,405	728	2,030	726	5,148	7,287	6,406	9,424	8,323	10,000
Agricultural School and College Fees	...	...	...	...	...	...	2,917	4,397	2,872	3,434	3,137	3,900
Miscellaneous	...	...	6,224	499	2,412	1,825	3,111	4,189	7,892	4,486	11,886	22,000
Ploughing on Contract System	...	...	...	...	...	...	...	...	...	...	...	...
Contribution from Indian Cotton Committee.	...	...	...	...	...	...	...	...	...	...	...	...
Total	1,25,949	1,36,294	1,56,379	2,19,034	2,01,631	2,45,908	2,73,856	2,79,982	3,19,794	2,73,295	2,81,295	3,20,800
EXPENDITURE.												
(a) Direction	1,31,324	1,14,293	1,24,453	1,51,928	1,98,680	2,04,530	1,96,227	1,98,023	1,90,050	1,96,970	2,07,154	2,31,500
(b) Agricultural Experiments	1,50,106	1,46,349	1,48,425	1,53,394	2,24,007	2,65,979	2,75,729	3,33,999	2,81,354	3,00,046	4,00,248	3,55,200
(c) Agricultural Education	50,984	49,248	55,053	96,569	64,727	75,915	87,947	86,040	79,551	99,707	1,07,585	1,19,400
(d) Experimental Farms	1,18,016	1,58,794	2,04,446	2,18,582	2,16,312	2,32,990	1,87,586	1,83,557	1,77,019	1,87,679	1,97,275	1,99,800
(e) Cattle-breeding and Dairy Farms	21,502	63,570	46,305	54,010	64,598	69,168	69,189	62,877	63,326	84,311	68,072	72,100
(f) Botanical and other Public Gardens	70,723	65,318	72,215	87,599	1,11,080	1,10,236	94,176	92,145	83,278	89,525	88,203	94,400
Public Exhibitions and Fairs	5,297	2,328	2,353	4,904	3,763	5,231	4,353	8,206	7,050	8,301	5,959	7,500
(g) Expenditure in connection with Cotton Work.	...	...	...	...	...	...	...	—1,750	5,875	4,213	4,148	5,500
Grants to Local Bodies for Maintenance of gardens and for Agricultural Exhibitions and Shows.	...	...	...	...	...	...	...	...	...	...	...	...
Reserve at the disposal of local Government for Agricultural objects.	...	...	...	...	...	...	...	...	...	...	...	...
Lump provision for non-recurring expenditure on Agricultural objects.	...	...	...	...	...	...	...	...	...	...	...	...
War allowance	...	...	4,449	...	...	...	...	...	...	...	...	...
Special allowance	...	...	...	16,857	...	...	...	...	...	...	...	500
Deduct—Probable saving—	...	...	...	...	...	...	...	...	...	...	...	...
Total	5,47,952	5,99,900	6,57,699	7,83,843	8,83,167	9,64,049	9,15,207	9,63,097	8,87,503	9,70,752	10,78,644	10,85,900

DEPARTMENT OF AGRICULTURE.

STATEMENT III.—*Progress made by the Department in the distribution of improved implements and seeds.*

[Referred to in paragraph 1 on page 197.]

Year.	Implements sold.	Seed distributed.					
		Wheat.	Cotton.	Groundnut.	Rice.	Sugarcane.	Juar.
		Mds.	Mds.	Mds.	Mds.	Whole canes.	Mds.
1921-22	2,569	26,957	40,716	1,131	25,719	...	...
1922-23	4,882	38,368	50,248	1,824	47,999	...	...
1923-24	12,094	53,253	80,680	5,201	64,702	624,450	...
1924-25	13,048	45,643	42,143	7,237	13,287	916,071	5,073
1925-26	10,034	70,080	51,248	12,944	45,123	739,856	3,763
1926-27	13,253	98,781	62,173	20,942	51,065	1,112,025	10,428

(7) VETERINARY DEPARTMENT.

1. The head of the department is styled Superintendent of the Civil Veterinary Department, a post created in 1893-94, to supervise and co-ordinate the work of local bodies. Since 1921 he has also been made Veterinary Adviser to the local Government on the separation of the department from the Agricultural Department.

2. Statement I gives the receipts and expenditure of the department. They are included in the budget under the main head 34—Agriculture. Receipts are negligible. Expenditure has expanded steadily, and has more than doubled within the decade. The big increase in 1920-21 is due to post-war revision of pay.

3. The department has been little affected by the Legislative Council. In common with all other departments its budget was thrown out in 1924, but restored by authorization. Otherwise it has not been cut. An occasional question is put regarding the posting of officers of the department, and at times a general demand is put forward for an expansion of its activities; otherwise the department arouses little interest.

4. The standing committee for the department is the Board of Agriculture. Only three important matters have been placed before it and all were approved. In 1925 the Board approved of an increase of 29 in the cadre of Veterinary Assistants at an annual cost of Rs. 34,880, and of the establishment of a Veterinary Research Institute at a cost of Rs. 1,57,100. In 1927 the Board approved of the introduction of the Serum-simultaneous method of inoculation at an annual cost of Rs. 45,000. The local Government sanctioned an increase in the number of Veterinary Assistants by 24 only and postponed the other two proposals.

5. Statement II shows the strength of the staff, the decimals indicating that a post was occupied for part of the year only. The two posts of Superintendent are held by members of the Imperial Service, but recruitment to the service has ceased, and the present head of the department is on long leave preparatory to retirement. This leaves one Imperial officer. The dearth of material for filling even a leave vacancy is illustrated in the appointment made to vacancies in the post of Second Superintendent. The Deputy Superintendent, selected as most suitable, is a graduate of the Bengal Veterinary College who, when taken in service in this province in 1919, was a Bacteriological Assistant at the College on Rs. 70 per mensem. The dearth of suitable material even in the lower grades of Deputy Superintendent and Inspector may be judged from the fact that against cadres of 6 and 22, respectively, sanctioned in 1913, it had only been possible by 1921 to fill 3 and 16 posts, respectively. The cadre of Veterinary Assistants was not filled till 1923. The service did not until last year attract residents of the province, even when scholarships leading to Government employment were offered, *vide* Statement III; and there is a large and unbridged gap between the qualifications required in the superior staff and the qualifications obtainable at veterinary colleges in India. Proposals for lessening this gap were adumbrated at a meeting of Principals of Veterinary Colleges held at Bombay in February 1922, but these have not been translated into action; and the department will be faced with a difficult problem when the last remaining Imperial officer wishes to take leave or retire.

6. Government directly maintains only two veterinary dispensaries, those of Nagpur and Pachmarhi. For the maintenance of the rest district councils and municipal committees are responsible. Unlike the Medical Department, assistant surgeons who are posted to dispensaries managed by local bodies, remain under the complete control of the department, and are not on foreign service under the local bodies. Compounders and menial staff are in the employ of the local bodies. The relations of the department with these bodies vary greatly. Withdrawal of the veterinary assistant from a dispensary is the last argument, and has been rarely used. The increased independence of local bodies has diminished the influence

of the department in securing adequate equipment of dispensaries. Difficulty sometimes arises over the contributions made by municipal committees to district council dispensaries in municipal areas. Several committees have ceased to contribute, and residents of the municipality are then charged fees from which the residents of the district council area are exempt.

7. The progress achieved by the department, as exhibited in Statement IV, has however been real. The progress is due partly to a steady improvement in organization and partly to the increased skill of the lower ranks of the service, owing to the provincialization of the service in 1909-10 and gradual elimination since then of the unqualified surgeon, and to the training imparted, and the standard of professional work set, by the Imperial Service.

VETERINARY DEPARTMENT.
STATEMENT 1.—Receipts and Expenditure.
[Referred to in paragraph 2 on page 202.]

—	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
RECEIPTS.														
XXIV.—Agriculture—Veterinary ...	1,211	1,245	1,220	1,000	2,710	1,975	1,607	2,488	4,061	1,751	1,639	2,000	2,000	
EXPENDITURE.														
Superintendence ...	31,270	32,158	32,918	34,643	49,506	70,343	69,069	70,424	60,100	74,390	81,725	89,097	86,022	
Subordinate Establishment ...	98,198	1,04,549	1,06,188	1,13,037	1,66,707	1,69,639	1,68,532	1,83,346	2,00,224	2,00,989	2,12,638	2,43,247	2,33,676	
Hospitals and Dispensaries ...	32,024	33,790	32,273	37,921	51,407	21,192	25,528	22,615	50,401	75,893	55,421	86,481	68,803	
Deduct—Probable Savings ...	...	...	...	...	...	...	...	...	...	...	...	—16,325	—5,001	
Total ...	1,61,492	1,70,497	1,71,379	1,85,601	2,67,620	2,61,174	2,63,129	2,76,385	3,10,725	3,51,272	3,49,784	4,02,300	3,83,500	
Expenditure of District Councils ...	49,942	55,414	61,978	65,291	76,278	83,156	83,116	90,960	93,432	99,063	...	...	...	
Expenditure of Municipal Committees.	6,947	4,194	5,165	4,538	6,859	6,938	8,200	8,984	8,578	9,427	...	...	...	

VETERINARY DEPARTMENT.
STATEMENT II.—Staff of the department.

[Referred to in paragraph 5 on page 202.]

		1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28.	Remarks.
1		2	3	4	5	6	7	8	9	10	11	12	13	14
Superintendents.	(i) Europeans ...	1	1	1	·965	1·3	2	2	1·6 ·07	1·0 ·66	1·0	1·66	1·2	
	(ii) Indians—non-residents of the province.	...	...	...	...	...	...	...	...	...	...	...	...	
	(iii) Indians—residents of the province.	...	...	...	·035 In charge of current duties	...	...	...	...	...	...	...	...	
Deputy Superintendents.	(i) Indians—non-residents of the province.	1	1	·58	·983	1	1	·25	175	... ·33	... 1·0	... ·33 ·17	... ·66 ·25	
	(ii) Indians—residents of the province.	1	1	1·7	2	2	2	2·58	2·75	2·984	4·65	4·95	5·0 ·13	
Veterinary Inspectors.	(i) Indians—non-residents of the province.	4	4	5	8	9	9	10	10	10	11	12	12	
	(ii) Indians—residents of the province.	8	8	7	7	7	7	6	6	6	5	4	5	
Veterinary Assistant Surgeons.	(i) Indians—non-residents of the province.	36	28	33	42	47	48	49	62	70	85	91	93	
	(ii) Indians residents of the province.	68	75	73	65	63	65	65	58	53	38	38	38	

VETERINARY DEPARTMENT.

STATEMENT III.—*Scholarships offered for veterinary training.*

[Referred to in paragraph 5 on page 202.]

Year.	Punjab Veterinary College.			Bombay Veterinary College.		
	Number of scholarships offered.	Number of scholarships filled.	Number of scholars who passed out.	Number of scholarships offered.	Number of scholarships filled.	Number of scholars who passed out.
1	2	3	4	5	6	7
1916-17	5	5	4	2	2	...
1917-18	5	5	3	2	2	...
1918-19	5	5	3	2	2	2
1919-20	5	3	3	2	...	1
1920-21	...	...	2	7	3	...
1921-22	...	...	3	7	1	...
1922-23	...	...	1	7	...	3
1923-24	...	...	1	7	3	...
1924-25	...	...	1	7	...	...
1925-26	...	...	...	7	4	3
1926-27	...	...	...	7	4	2
1927-28	...	...	...	*10	10	2

*As a special case 10 scholarships were sanctioned.

VETERINARY DEPARTMENT.

STATEMENT IV.—*Statistics showing progress of the department 1916-17 to 1926-27.*

[Referred to in paragraph 7 on page 203.]

Year.	Veterinary Inspectors and Assistant Surgeons.	Hospitals and Dispensaries.	Outbreak reports.		Cases treated.	Inoculations.	Castrations.	Bacteriological specimens examined.
			Received.	Attended.				
1	2	3	4	5	6	7	8	9
1916-17	132	80	8,662	7,481	337,381	82,459	779	1,902
1917-18	133	80	9,701	7,654	441,464	61,365	2,640	2,114
1918-19	136	80	5,472	4,647	346,562	73,848	4,405	1,562
1919-20	129	81	7,644	6,891	378,324	82,044	5,020	1,989
1920-21	129	83	9,671	8,399	340,885	133,514	5,164	2,332
1921-22	129	83	4,229	4,151	358,030	28,665	9,071	1,837
1922-23	130	84	2,893	2,868	337,652	12,975	14,193	3,204
1923-24	136	87	7,696	7,447	515,967	23,244	22,492	13,790
1924-25	139	88	7,736	7,454	592,525	108,911	26,220	31,830
1925-26	139	89	9,899	9,843	636,953	152,228	39,234	32,629
1926-27	147	95	9,677	9,570	700,109	79,806	59,557	33,894

(8) DEPARTMENT OF CO-OPERATIVE CREDIT.

The Department of Co-operative Credit is under the control of the Registrar of Co-operative Credit Societies who combines the post with that of Director of Industries. The department is in the portfolio of the Minister for Agriculture and its budget is included in the budget of the Department of Agriculture.

2. The receipts of the department are negligible. Statement I exhibits the expenditure of the department which has risen from Rs. 1,34,000 in 1920-21 to over Rs. 2,00,000 at present. The bulk of the expenditure falls under Direction and Audit and the increase in expenditure is chiefly due to the revision of pay of officers. Since the Reforms the staff has been little increased. Grants account for an expenditure of Rs. 20,188 as against Rs. 2,010 in 1920.

3. In 1922-23, two cuts were successfully moved in the Legislative Council against the department involving a total sum of Rs. 18,224, Rs. 9,600 against the post of the Deputy Registrar and Rs. 8,624 against purchase of tents. The post of Deputy Registrar was accordingly kept vacant and the expenditure on tents curtailed. In 1924, the whole of the budget of the department was thrown out with the rest of the provincial budget, but the effect on the department was negligible as the necessary expenditure was authorized by the Governor. All other budgets of the department have been passed intact.

4. In 1921, the Legislative Council adopted a resolution recommending to the Government that local bodies and dispensary committees be allowed to deposit their balances with co-operative banks. The local Government considered it inadvisable to issue a general authority for the investment of such amounts in co-operative banks, but agreed to consider any application therefor on its merits, and several local bodies have been consequently granted permission. In the same year the Council adopted a resolution recommending that steps be taken to form agricultural associations at central places in the province. The discussion disclosed a desire on the part of the mover that co-operative sale societies should be formed. The question was examined by the Government, but no definite action was taken until 1926, when the only society of this nature was reorganized. Subsequently three similar societies have been started. The department has been able to meet several demands made by members during general discussion of the budget, such as improvement in the emoluments of auditors and increase in grants-in-aid.

5. A standing committee for the department, consisting of 13 members of the Legislative Council with the Hon'ble Minister as Chairman, was constituted in 1922, but did not function, as there was no item of expenditure to place before it before the Council was dissolved. In the second Council no committee was formed owing to the attitude of the Council. In 1927, the Board of Agriculture was re-constituted and made the standing committee for the department. The Registrar is a member and three non-officials, none of whom are members of the Legislative Council, have been nominated to represent Co-operative Credit. Ten items of new expenditure involving a total sum of Rs. 37,000 have been placed before the Board; all were approved and on one item the Board even recommended expenditure in excess of the proposal put before it, but the original proposal was restored by the Finance Committee. The Finance Committee reduced three of the ten items by a total sum of Rs. 4,000 and the expenditure, as thus revised, was passed by the Council.

6. The progress achieved by the department is exhibited in Statements II and III. The number of primary agricultural societies, which form the foundation of the movement, has fallen from 4,535 in 1920-21 to 3,964. In that year a crisis occurred in the finances of the provincial bank. The fluid resources of the bank were dissipated contrary to proper banking principles and, in particular, the reserve funds were utilized for the grant

of loans. The danger of this policy was exposed by the failure of the monsoon of 1920 and the bank was only saved by the help of Government, which provided Rs. 17,00,000 as a cash reserve or fluid resource for the protection of depositors and a further sum of Rs. 19,00,000 to finance rural societies. This assistance was given on the condition that a committee of investigation should be accepted. A committee which included a member of the staff of the Imperial Bank of India and two members of the Legislative Council was appointed in October 1921. It made various recommendations for the adoption of recognized banking principles and a tightening of the control of Government, and included a recommendation that the provincial bank should be liquidated. The condemnation of the business methods of the provincial bank authorities and the recommendations for official control aroused considerable feeling amongst non-officials and several resolutions on the subject were tabled at the session of the Legislative Council in September 1922. The Hon'ble Minister, however, stated that the majority of the recommendations of the committee, which were accepted in principle by Government, would not be incorporated in the form of rigid rules binding the procedure of the provincial bank, but in the form of advice. On this statement the resolutions tabled were withdrawn. As a result of this committee the provincial bank was reorganized.

7. The history of the department has, in fact, since the inception of the Reforms, been one of reorganization and consolidation rather than of expansion. The period commenced with a series of years unfavourable to the finances of the individual, no less than to those of Government, and in consequence the edifice of co-operative credit which had been rapidly erected during a period of prosperity was severely shaken. Elimination of weak societies has been the feature of the whole period rather than the creation of new societies, and the department has had to court some unpopularity on account of the severity of the measures which it has had to undertake in order to restore financial equilibrium. Since then the relations of the department with non-officials have steadily improved and it is now generally recognized that the discipline which it imposes is necessary to the health of the movement.

DEPARTMENT OF CO-OPERATIVE CREDIT.

STATEMENT I.—Expenditure.

[Referred to in paragraph 2 on page 207.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)	Remarks.
i	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Actual expenditure ...	1,23,984	1,10,783	1,08,175	1,24,442	1,33,921	1,75,283	1,53,428	1,76,290	1,79,310	1,74,836	(a) 1,97,759	(b) 2,08,400	2,39,103	(a) A further sum of Rs. 15,600 was obtained during the year by re-appropriation from the head "34-A—Agriculture." (b) To this an amount of Rs. 3,000 was added by supplementary grant and Rs. 7,700 by re-appropriation from the heads "34-A and 34-B".

DEPARTMENT OF CO-OPERATIVE CREDIT.

STATEMENT II.—*Progress of the department.*

[Referred to in paragraph 6 on page 207.]

Year.	Provincial bank.			Central banks.			Credit societies.		Agricultural.		Non-agricultural.		Total all societies.		Total working capital.
	No. of provincial banks.	No. of societies.	No. of members (individual).	No. of central banks.	No. of individual members including societies.	Society's members.	No. of societies.	No. of members (individual).	No. of societies.	No. of members.	No. of societies.	No. of members.	No. of societies.	No. of members.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
															Rs.
1916 17	1	...	106	31	39,711	3,238	3,388	94,611	36	740	3	84	3,427	95,435	1 33,36,369
1917-18	1	30	113	32	49,443	3,487	3,482	106,917	35	429	3	100	3,520	107,446	1,48,62,683
1918-19	1	36	111	34	58,547	4,619	3,970	122,777	35	545	11	565	4,016	123,887	1,91,89,709
1919-20	1	35	...	34	69,410	4,493	4,520	141,982	35	584	35	3,149	4,590	145,715	2,46,82,144
1920-21	1	2,393	...	34	74,722	4,763	4,635	150,134	34	726	34	3,480	4,703	154,340	2,77,71,862
1921-22	1	2,393	...	34	76,544	4,779	4,598	153,083	32	873	28	2,862	4,658	156,818	3,16,15,339
1922-23	1	2,259	...	34	77,243	4,735	4,504	150,913	28	897	20	2,089	4,552	153,899	3,39,17,768
1923-24	1	2,316	...	35	77,789	4,522	4,347	147,535	28	1,121	12	1,580	4,387	150,236	3,44,16,995
1924-25	1	2,273	...	35	75,591	4,261	4,216	140,537	25	1,208	12	2,001	4,253	143,746	3,77,47,243
1925-26	1	2,188	18	37	72,055	4,155	4,147	138,247	19	1,208	12	1,841	4,178	141,296	4,32,96,219
1926-27	1	2,164	36	36	71,207	3,950	4,044	137,281	19	1,420	16	1,943	4,079	140,644	4,65,12,178

DEPARTMENT OF CO-OPERATIVE CREDIT.

STATEMENT III.—Statement showing the total amounts of deposits, share capital and working capital in credit and other societies and loans due by credit societies from 1916-17 to 1926-27.

[Referred to in paragraph 6 on page 207.]

Year.	Deposits.			Share capital.			Working capital.			Loans out- standing in Credit Societies only.
	Credit.	Others.	Total.	Credit.	Others.	Total.	Credit.	Others.	Total.	
1	2	3	4	5	6	7	8	9	10	11
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1916-17	38,31,973	4,043	38,36,016	14,11,029	8,730	14,19,759	1,33,19,705	16,664	1,33,36,369	44,73,805
1917-18	42,15,869	5,424	42,21,293	18,48,509	8,750	18,57,259	1,48,46,192	16,491	1,48,62,683	52,86,846
1918-19	55,58,109	12,440	55,70,549	20,53,836	25,335	20,79,171	1,91,28,322	61,387	1,91,89,709	63,75,655
1919-20	72,26,664	53,711	72,80,375	20,22,619	1,50,196	21,72,815	2,44,50,993	2,31,151	2,46,82,144	85,89,851
1920-21	85,72,695	39,549	86,12,244	24,68,082	1,80,683	26,48,765	2,74,89,762	2,82,100	2,77,71,862	1,15,17,616
1921-22	1,00,11,761	59,641	1,00,71,402	25,43,369	1,57,882	27,01,251	3,13,45,665	2,69,674	3,16,15,339	1,10,23,849
1922-23	1,10,34,864	41,274	1,10,76,138	26,21,600	1,11,180	27,32,780	3,37,31,734	1,86,034	3,39,17,768	1,14,43,004
1923-24	1,13,52,025	44,460	1,13,96,485	26,59,607	97,162	27,56,769	3,42,46,885	1,70,110	3,44,16,995	1,04,90,285
1924-25	1,17,30,824	1,03,370	1,18,34,194	27,38,974	80,059	28,19,033	3,75,15,311	2,31,932	3,77,47,243	1,18,60,890
1925-26	1,35,92,582	81,050	1,36,73,632	28,10,862	1,09,346	29,20,208	4,31,45,735	2,50,483	4,32,96,219	1,36,87,671
1926-27	1,46,09,140	1,73,169	1,47,82,309	28,97,120	1,10,139	30,07,259	4,61,60,184	3,51,994	4,65,12,178	1,39,94,108

(9) DEPARTMENT OF INDUSTRIES (TRANSFERRED).

1. The Department of Industries (Transferred) deals with all industrial matters except those listed under item 26 of Part II of the Devolution Rules, which are—

- (a) factories,
- (b) settlement of labour disputes,
- (c) electricity,
- (d) boilers,
- (e) gas,
- (f) smoke nuisance,
- (g) welfare of labour.

The head of the department is non-technical, being a member of the Indian Civil Service who combines with the post of Director of Industries (both transferred and reserved) that of Registrar of Co-operative Societies. At the commencement of the Reforms he was assisted by the following superior technical staff:—

- 1 Deputy Director of Industries.
- 1 Textile Expert.
- 1 Leather Expert.
- 1 Inspector of Industrial Schools.
- 1 Superintendent, Reformatory School, and Head Master, Robertson Industrial School, Jubbulpore.
- 1 Curator of the Nagpur Museum.

Of these posts, that of the Deputy Director was abolished in 1922 as the result of criticism in the Legislative Council, and that of the Textile Expert has been held in abeyance since the retirement of the incumbent in 1927. Both these posts were held by Europeans. The officer who held the post of Deputy Director was, on the abolition of that post, appointed Chief Inspector of Boilers on the reserved side. The post of Inspector of Industrial Schools has not been abolished, but on the retirement in 1925 of the European who held it, the senior Assistant Master was promoted to the post.

No new superior posts have been created since the Reforms so that the superior technical staff has been definitely weakened during the period of the Reforms. The period has been one of depression in some of the important industries, such as leather and textiles; and although the operations of the department have conduced to improvements and economies in working in the industries in which it has interested itself, conditions have been such as to warrant contraction rather than expansion of the technical staff employed by the department. To this result the tightness of the provincial purse also contributed.

2. The receipts and expenditure of the department are exhibited in Statement I. Receipts are negligible. Expenditure has increased by only 16 per cent since 1920-21. There has been a general demand in the Legislative Council for the development of industries in the province, and in March 1922 the member for the Commerce and Industries constituency moved a resolution recommending that the local Government should take a loan of not less than one crore of rupees for the purpose. At the same time no practical suggestion has been made as to the direction in which new expenditure could be fruitfully undertaken, whilst the claims of other transferred departments, such as Education and Public Works, to a share in the surplus revenues of the province were viewed by the Legislative Council with greater favour. The development of the department was in consequence largely confined, as Statement II which exhibits its progress in detail shows, to a steady if slow expansion of industrial education on lines already tested and approved. As an instance of the difficulties which the department has had in securing funds for development even of a recognized policy may be quoted the fact that proposals were made and approved before the Reforms for establishing industrial schools at Raipur

and Itarsi ; the school for Itarsi still lives only in the files of the department, whilst the first provision for the school at Raipur has only been made in the budget of the current year 1928-29.

3. The department has also been handicapped by the suspension of the Ministry from 1924 to 1927. The discussion in the Legislative Council on the resolution referred to in the preceding paragraph stimulated investigation of the possibility of assisting local industries and in 1923 the Minister set on foot enquiries regarding legislation in other provinces for the grant of State aid to industries. In 1924 a State Aid to Industries Bill was drafted by the Director of Industries, but in the absence of a Minister was shelved. With the revival of the Ministry in 1927 the Bill was redrafted and is now before the Legislative Council. This may be described as the only new departure in policy initiated in the department since the Reforms and since the general principle embodied in the Bill has been accepted by Government and is of a nature that will certainly commend it to the Legislative Council, it appears reasonably certain that it will pass into law. Meanwhile some three years have been lost.

4. The demand of the department, except in 1924 when it shared the fate of the rest of the budget, has never been reduced by the Legislative Council. In this respect it is unique. More remarkable still is the fact that since 1923 the demand has never even been discussed. In that year some cuts were tabled but were withdrawn after explanations had been offered by the Minister. In 1924 the demand was put and rejected without discussion. In 1925 and 1926 the demand was put and carried without discussion, and in the last two years the demand has been carried after the fall of the guillotine. No clearer evidence could be given that the subject is one which has little interest for the Council. For this there are two main reasons. The first, which has already been mentioned, is that other transferred subjects have a greater appeal where any question of expenditure is concerned. The other is, that the administration of industrial matters is largely governed by all-India legislation, which is not a subject for discussion in the local legislature. The most important industries in the province are coal and manganese mining, and cotton ginning, pressing, and weaving, all of which are affected most vitally by factory and labour legislation and little by local administration ; and even criticism of the local administration falls under the head of Industries Reserved and not Transferred. The geographical conditions and general development of the province militate against industrial expansion, whilst industrial education touches so limited a number of people that it has no political appeal. It is, therefore, inevitable that interest in the industrial budget should be negligible.

5. In fact a proposal was actually made by the Minister in 1923, following on the report of the Retrenchment Committee, that the department should be abolished. His Excellency the Governor did not agree to the proposal but admitted that funds could not then be made available for its expansion. At various times the Legislative Council has suggested the revival of decaying industries, such as paper manufacture, but investigation has proved that the economic conditions which have caused their decay cannot be arrested.

INDUSTRIES (TRANSFERRED) DEPARTMENT.

STATEMENT I.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 212.]

Heads.	1916-17.	1917-18.	1918-19	1919-10.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26 .	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
	RECEIPTS.													
Schools of Handicrafts ...	1,581	2,503	...	...	...	...	30,858	5,915	6,038	4,021	4,941	4,560	5,500	
Textile Expert ...	...	...	19,413	16,141	15,576	31,426	828	17,049	12,054	7,544	4,644	6,000	8,000	
Leather Expert ...	...	...	...	...	...	...	...	6	19	60	4,072	20,300	27,800	
Total ...	1,581	2,503	19,413	16,141	15,576	31,426	31,686	22,970	18,111	11,625	13,657	30,860	41,300	
	EXPENDITURE.													
Provincial Museum ...	8,991	9,186	8,345	9,623	12,021	11,487	10,890	12,005	12,826	12,096	15,399	15,000	28,000	
Direction ...	...	7,076	16,103	50,859	51,505	50,557	36,975	41,259	37,839	36,148	34,862	41,000	40,900	
Industrial Education— Schools of Handicrafts and Scholarships.	25,353	51,247	61,469	69,262	1,05,784	1,18,611	1,05,492	1,10,997	1,08,427	1,24,298	1,24,479	1,41,100	1,66,710	
Textile Expert ...	19,447	32,672	46,286	46,003	50,781	70,780	51,242	45,181	36,401	31,149	28,267	19,100	22,000	
Leather Expert ...	...	...	...	...	...	...	7,593	7,521	5,208	23,895	59,144	54,000	49,000	
Special allowance ...	...	...	786	3,830	...	...	...	...	...	...	...	...	...	
Miscellaneous ...	...	...	...	...	...	...	...	...	...	...	...	800	...	
Expenditure in England and loss by exchange.	...	...	...	...	...	...	...	771	4,370	2,564	...	...	12,390	
Total ...	53,791	1,00,181	1,32,989	1,79,577	2,20,091	2,51,435	2,12,192	2,17,734	2,05,071	2,30,150	2,67,061	2,71,000	3,19,000	

INDUSTRIES (TRANSFERRED) DEPARTMENT.
STATEMENT II.—Progress of the department.
[Referred to in paragraph 2 on page 212.]

Particulars.	1916-17.	1917-18	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28.	1928-29.	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
<i>Direction.</i>														
Number of Gazetted staff ...	1*	1*	1	1	2	2	1	1	1	1	1	1	1	*Combined Director of Agriculture and Industries till 1917-18 and from 1st September 1918 combined Director of Industries and Registrar, Co-operative Societies but the department was separated †Includes one Mining School. ‡Approximate number.
Clerks ...	...	...	4	10	10	10	11	11	15	15	15	15	15	
<i>Schools of Handicrafts.</i>														
Government schools ...	1	1	2	2	2	2	3	3	3	3	3	3	3	
Government aided-schools ...	1	3	3	3	4	4	4	5†	5†	5†	5†	5†	7†	
Sanctioned scholarships ...	56	143	223	228	228	274	274	326	326	316	340	348	431	
Gazetted staff ...	1	1	1	1	1	1	1	1	1	1	1	1	1	
Technical staff ...	3	8	12	18	24	25	26	26	29	29	29	32	37	
Clerks, etc. ...	2	2	5	5	5	7	7	7	8	8	9	9	9	
<i>Mochi Schools.</i>														
Schools ...	1	1	2	2	2	2	2	2	1	1	1	1	1	†Includes one Mining School. ‡Approximate number.
Pupils ...	15	15	27	27	27	27	27	27	12	9	8	10	15	
Instructors ...	1	1	2	2	2	2	2	2	1	1	1	1	1	
Clerks ...	1	1	1	1	1	1	1	1	...	...	...	...	...	
<i>Industrial scholarships tenable in India.</i>														
Scholarships awarded ...	...	...	...	...	...	...	1	2	2	2	3	2	3	
<i>State technical scholarships tenable in Europe or America</i>														
Scholarships awarded ...	...	...	...	1	2	...	...	...	1	1	1	1	1	
<i>Textile Expert.</i>														
Gazetted staff ...	1	1	1	1	1	1	1	1	1	1	1	...	...	
Subordinate staff ...	9	31	27	27	27	27	27	26	26	26	26	...	11	11
Clerks ...	2	2	2	2	2	2	2	2	1	1	1	1	1	1
Sleys introduced ...	43	282	577	556	1,003	2,092	2,583	1,565	1,332	726	347	830	...	
Dobbies introduced ...	...	...	...	...	1,509	178	66	200	154	90	45	19	...	
Double box sleys introduced ...	...	...	...	19	11	11	92	94	96	89	49	91	...	
Warping machines introduced ...	...	...	...	...	...	...	49	30	34	17	6	...	...	
<i>Leather Expert.</i>														
Gazetted staff ...	...	...	1	1	1	1	1	1	1	1	1	1	1	1
Subordinate staff ...	...	...	...	...	...	...	...	...	...	3	3	2	3	3
Schools ...	...	...	...	...	...	...	...	...	...	1	1	1	1	1
Pupils ...	...	...	...	...	...	...	...	...	...	9	10	10	9	9
Clerks ...	...	...	1	1	1	1	1	1	1	3	3	3	2	2
<i>Central Museum, Nagpur.</i>														
Gazetted staff ...	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Subordinate staff ...	1	1	1	1	2	2	2	2	2	2	2	2	2	2
Clerks ...	1	1	1	1	1	1	1	1	1	1	1	1	1	1

(10) PUBLIC WORKS DEPARTMENT.

BUILDINGS AND ROADS BRANCH.

This branch of the Public Works Department was separated from the Irrigation branch which is reserved in April 1920. It is "transferred" and under the direct control of a Minister. All expenditure (except that on staff appointed by the Secretary of State) is voted by the Legislative Council. Although the department has always had severe critics no fundamental change in its policy or in its methods of working have resulted from its transfer to popular control. One reason for this may be that shortly before its transfer many reforms had been introduced in accordance with the recommendations of the Public Works Department Reorganization Committee, an all-India committee, which reported in 1917.

2. A statement of receipts and expenditure of the department for five years prior to its transfer and for all subsequent years to date is attached (Statement I). Expenditure under the head "Grants-in-aid" is not shown prior to the year 1924-25 as at first, after the introduction of the Reforms and following the advice of the Reorganization Committee, the distribution of allotments to local bodies for expenditure on Government works was made by Commissioners of Divisions, and the expenditure was not provided for in the Public Works Department budget. From 1924-25, the Superintending Engineers became responsible for the distribution of these "grants", and they were included in the budget. This arrangement was found to be more convenient as the Superintending Engineers were already responsible for the inspection and general superintendence of such works. In the current year, at the instance of the Auditor-General, expenditure through the agency of local bodies has not been shown separately, but included along with departmental expenditure under the relevant heads. This was done because it is now recognized that the term "Grants-in-aid" is a misnomer, the money being spent solely on Government works, and the local bodies merely acting as executive agents.

3. (i) Provision has been made for communication works in the past by the Chief Engineer more or less in accordance with a definite programme drawn up on the advice of District and Divisional Road Scheme Conferences, but the final selection lies with the Government when the allocation of provincial funds to reserved and transferred departments is undertaken. In the last few years it has been easy to select new road works for inclusion in the budget as the "Sim Formula" so operated as to limit expenditure on new works almost entirely to Berar. New works have thus been taken up practically in the order recommended by the Berar Road Scheme Conference. Latterly money has been available for expenditure in the Central Provinces districts and this year the advice of the newly constituted Board of Communications has been taken in including new works in the budget; and in future this board's advice will be sought before the budget is framed.

(ii) With regard to buildings other than those required for departmental purposes and for the accommodation of travellers, the position is rather peculiar, in that the budget contains the demands of all the other Government departments. Each department has its own programme and selects its more urgent works and submits them for inclusion in the budget.

4. The Finance Department has considerable power over the budget as shown by the following recent examples of alterations made by it in the budget proposed by this department:—In the year 1926-27 the Finance Department estimated the "Savings" at a very much higher figure than that given by the Chief Engineer. These savings were not realized, and the difference had to be covered by a supplementary demand. In 1927-28 the Finance Department made a lump sum reduction of Rs. 1½ lakhs under the head "Repairs—Communications" and Rs. ½ lakh under "Temporary Establishment". With regard to the first cut the Chief Engineer had certified that a certain sum, being slightly greater than that granted in the previous year, was required for the proper upkeep of communications, but he was overruled. With regard to the second cut the department made

provision for certain additional establishment to take the place of work charged to establishment hitherto employed, but the Finance Department was not satisfied on certain particulars, and hence made a lump sum cut of Rs. $\frac{1}{2}$ lakh.

5. (i) A statement is attached (Statement II) showing in detail the cuts made in the budget by the Legislative Council. In 1921-22 the Council disallowed the pay of the Government Architect and his employment was accordingly terminated. In 1924-25 the whole budget was thrown out by the Council, and no new works were undertaken that year other than those the stoppage of which would have entailed great loss and those works certified by His Excellency the Governor as being essential for the proper governance of the province. The figures of this year as recorded in Statement I attached do not appear unduly low because the previous years 1922 to 1924 were years of retrenchment and the dislocation caused in 1924-25 hampered expansion in 1925-26. After that the expenditure figures increased very considerably. In 1926-27 the Public Works Department budget was not discussed at all.

(ii) From a study of the cuts it will be seen that the Council has been consistently opposed to provision being made for the construction of residential buildings for Government officers. In fact in the current year, on account of the repeated opposition of the Council, Government has only provided Rs. 30,000 for the construction of bungalows for three Provincial Service officers though it has pending a programme of construction totalling over Rs. 20 lakhs, and many of the items are urgent.

(iii) In 1922-23 and in 1927-28 the Council rejected the demand for expenditure on the residences of His Excellency the Governor. On the latter occasion, however, the Council restored the sum on a supplementary demand being put to it later in the year.

6. The standing committee of the department met only five times during the last six years, *viz.*, once in 1921, once in 1922, twice in 1925 and once in 1926. On these occasions it approved of all proposals placed before it for new expenditure on works and these were put in the budget and passed by the Council. The committee dealt only with communications and purely departmental works.

In 1927 the Board of Communications replaced the departmental committee and at a meeting on the 19th December 1927 it selected the nine, most urgent communication works in the province. Of these, four were included in the budget and passed by the Council. The remaining items could not be included owing to lack of funds. The constitution of these bodies is shown in Statement V.

7. (i) The progress achieved by the department as measured by the construction and raising in class of roads and the expenditure on public buildings, water-works, drainage schemes, etc., is given in Statement III. Progress depends so much on the financial condition of the province, and the set backs due to the periodical famines and scarcities are such important factors, that no true comparison can be made between the results achieved prior to and after the Reforms.

(ii) It has often been suggested that new expenditure on major communication works, such as on large bridges, etc., which would benefit posterity should be financed by loans. So far, this has not been done though both prior to and since the Reforms the popular demand has been for accelerated progress, if necessary, financed by loans, in the matter of road and bridge construction. Before the advent of the motor-car, and before the country was opened up, the greatest need was for railways, and these were financed on a large scale from loan funds. Conditions have now changed and, as in other countries, the need for roads is becoming increasingly more prominent.

8. (i) Statement IV, in which are shown the changes in strength, personnel and recruitment of staff since the year 1920, indicates clearly that the main change resulting from the Reforms is in personnel. No Europeans have been recruited since 1920 and the number in the Indian Service of Engineers has fallen from 19 to 10 during the last seven years.

The Reorganization Committee recommended complete reorganization of the services and its recommendations were very largely given effect to prior to the year 1921-22. The Provincial Engineering Service was formed in 1920, but it was at the outset deliberately kept below its sanctioned strength with a view to facilitating the transfer of Public Works to local bodies—a subject dealt with later. Recently recruits have been taken on accepting as a condition of their appointment the liability to service under local bodies if at any time called upon to do so. The strength of the service has been increased since 1924 from 24 to 31, but is still five below sanctioned strength. No selection committee has been formed, and all new appointments to this service have been made, as in pre-Reform years, on the recommendation of the Principal, Thomason College of Engineering, Roorkee, from among the passed students of that college in accordance with a guarantee given by the Government of India which has now expired. Some subordinates and temporary engineers have also been promoted to the service on the recommendation of the Chief Engineer.

(ii) Other changes are the entire stoppage of recruitment to the Indian Service of Engineers of this branch of the Public Works Department as announced by the Government of India in 1925 (though in effect in this province, recruitment was stopped in 1920), the abolition of the posts of Sanitary Engineer and Consulting Architect, the temporary holding in abeyance of one Superintending Engineer's charge (this was subsequently re-constituted) and the reduction in the number of Public Works Department divisions from 13 to 10. Some of these reductions were made on the recommendation of the Retrenchment Committee and were approved by the Secretary of State. Though there has been a great expansion of work since the lean years after the last famine, all the divisions which were closed down have not been reopened. This economy has been effected partly by the extended use of motor-cars by the superior staff. Some of the charges now are very large, covering areas of from 10,000 to 18,000 sq. miles.

9. One other criticism which has been very persistent may be mentioned. It is that the posts of Superintending Engineers are unnecessary and should be abolished. This is in consonance with the generally expressed opinion of the Council that all intermediary officers between the Government and the district or executive officers should be abolished. One post of Superintending Engineer was abolished as a result, but had to be restored later when financial conditions improved, and the programme of works in consequence expanded.

10. A minor result of the Reforms has been a considerable increase in correspondence in all offices. It is difficult to account for this in detail, but it is probably chiefly due to the more detailed and rigid control exercised by the Finance Department and audit offices over expenditure; also to the very considerable labour involved in answering Council questions and in preparing cases for the large number of committees formed in recent years.

11. Reference has been made to the policy of transfer of public works to local bodies. This policy formed one of the main recommendations of the Reorganization Committee with the object of encouraging local self-government, and giving local bodies an interest in the public works in the areas under their control. At the time when this recommendation was made (in 1917) government was a thing apart from the people, and a proposal which promised to entrust the expenditure of public monies to bodies controlled by the people was naturally popular. At that time the local bodies were not what would now be considered representative in character, as an official was always chairman and many of the members were nominated. But the policy of transfer promised less centralization and greater freedom, and the first Minister appointed threw all his weight into securing its implementation. As a result, nearly 2,000 miles of State roads out of a total of less than 7,000 miles, with all buildings, etc., thereon, were rapidly transferred to district councils for maintenance from Government funds.

The areas traversed by these roads are regarded as transferred areas, and all minor original Government works are ordinarily executed by the agency of the district councils. For doing this work the district councils receive agency or supervision charges to meet the cost of the necessary supervising establishment. The transfers have not proved an unqualified success; the staff engaged is often not efficient and audit is not sufficiently effective. Many works have had to be resumed, and some damage has resulted to roads due to neglect. Some district councils have also begun to neglect their own roads as distinct from transferred roads. In 1926-27, for instance, of the 22 district councils, 11 spent less than Rs. 4,000 each on their own roads, including both original works and repairs, while prior to 1906 each district council spent an amount equal to the road cess, *i.e.*, to $3\frac{1}{2}$ per cent of the land revenue of the district. The Deputy Commissioner, who was usually chairman, saw to it that the money was not diverted to any other purpose. District councils have now been given freedom to spend their income as they like. As an example of the present position the case of Seoni District Council may be quoted. This council had a revenue in 1926-27 of Rs. 20,000 from ferries and the percentage of the general cess previously earmarked for roads; but it spent only Rs. 3,000 on roads.

PUBLIC WORKS DEPARTMENT

STATEMENT I.—Receipts and

[Referred to

Minor heads.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
I. Revenue XXX.—Civil Works (Receipt)	3,03,301	3,72,983	3,37,944	3,43,434	3,40,548
II. Expenditure 41.—Civil Works—Reserved—					
Original Works—General Administration	...	...	...	...	...
Repairs ...	...	...	...	...	...
Establishment ...	...	...	...	...	...
Tools and Plant ...	...	...	...	...	...
For rounding ...	...	...	...	...	...
Total Reserved	...	...	...	...	...
III. 41.—Civil Works—Transferred—					
•Original Works—Post Office	...	2,485	3,165	...	...
Land Revenue	85,470	63,614	37,033	25,291	21,188
Excise	43,246	77,644	70,966	67,016	39,834
Forest	3,440	11,412	7,241	3,311	7,762
Registration	6,328	10,228	...	5,445	1,605
General Administration	92,153	53,426	16,698	20,721	94,930
Administration of Justice	1,74,198	1,70,486	1,75,139	2,43,989	2,06,412
Jails and Convict Settlements...	31,301	28,669	26,584	28,270	33,107
Police	2,59,303	2,75,875	1,88,275	1,74,784	1,19,740
Scientific Departments	9,303	8,827	4,648	12,690	7,769
Ecclesiastical	2,084	2,153	1,470	1,887	2,609
Education other than European and Anglo-Indian Education.	4,11,809	5,61,280	10,24,374	9,57,637	6,42,659
Medical	1,19,403	94,070	53,939	57,523	47,727
Public Health	...	...	...	...	...
Agriculture	54,943	40,039	79,961	1,56,018	89,528
Industries	...	...	...	...	...
Civil Works	25,949	53,003	...	54,760	71,930
Losses on stock	...	4,695	...	...	2,118
Stationery and Printing	630	2,237	...	1,167	234
Miscellaneous Departments	25,398	16,373	51,133	68,173	1,14,164
Total	13,44,958	14,75,516	17,40,631	18,78,682	15,03,316
Communications	10,42,366	14,94,683	14,01,396	17,27,993	20,39,320
Miscellaneous	14,034	19,330	8,324	37,723	4,830
Total Original Works	24,01,358	29,89,529	31,50,351	36,44,398	35,47,466
Repairs—Buildings	3,31,835	3,74,113	3,87,508	4,38,729	4,44,863
Communications	17,10,958	17,51,571	15,45,575	17,52,569	17,18,151
Miscellaneous	5,162	5,318	6,680	5,866	3,048
Total	20,47,955	21,31,002	19,39,763	21,97,164	21,66,062
Establishment	10,03,174	10,19,069	9,97,676	11,64,917	13,38,976
Tools and Plant	1,09,185	1,07,529	1,18,061	1,27,332	3,81,130
Grants-in-aid	...	...	...	...	...
Suspense	...	...	...	...	...
Deduct—English cost of (i) Stores	...	...	...	...	...
(ii) Establishment	...	...	...	...	...
Loss by exchange (i) Stores	...	...	...	...	...
(ii) Establishment	...	...	...	...	...
Expenditure in England (i) Stores	...	...	...	...	...
(ii) Establishment	...	...	...	...	...
For rounding	...	...	...	...	...
Total Transferred	55,61,672	62,47,129	62,05,851	71,33,811	74,33,634

NOTES —(1) Figures from the year 1916-17 to 1926-27 are actual, those for 1927-28 and

(2) The classification "Reserved" and "Transferred" came into force from

(3) There is some intertransfer of figures owing to the change in the minor heads

(4) The minor head grants-in-aid has been abolished from 1st April 1928.—

*Includes cost of works

BUILDINGS AND ROADS BRANCH).

Expenditure.

[paragraph 2 on page 216.]

1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)
7	8	9	10	11	12	13	14
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
RECEIPTS.							
4,02,736	4,06,363	4,62,210	4,47,290	4,76,215	5,10,144	5,10,000	5,10,000
DITURE.							
2,599	4	325	9,675	9,972	49,189	16,500	10,000
12,069	9,846	13,739	20,515	15,165	32,614	35,500	37,100
5,466	3,445	3,592	9,025	6,130	16,636	11,000	9,200
1,199	645	631	1,422	1,370	9,240	2,000	2,000
---	---	---	---	---	---	---	---
21,333	13,940	18,287	40,637	32,637	1,07,679	65,000	58,000
---	---	---	---	---	---	---	---
21,009	6,230	3,411	6,859	6,702	36,143	45,800	37,000
28,276	6,808	1,52,217	18,923	16,495	12,040	23,800	28,000
777	15,136	9,371	3,871	2,953	22,037	31,800	20,000
-88	759	114	75	2,305	2,006	4,200	6,000
30,346	23,991	77,343	1,54,753	2,19,705	3,24,113	3,14,400	2,86,000
70,495	1,07,318	1,35,663	50,080	16,767	9,018	10,600	48,000
26,131	21,774	48,599	22,496	26,625	27,891	34,900	46,000
58,314	1,18,893	1,78,367	1,71,255	1,33,586	2,29,367	2,71,500	2,26,400
4,647	-49	---	858	6,081	32,558	---	---
7,71,571	5,06,226	2,28,146	87,040	3,57,964	7,01,497	7,78,800	6,08,400
---	---	---	---	---	---	---	---
31,781	29,566	1,03,909	91,718	2,22,479	89,845	2,24,300	1,81,500
49,760	324	18,282	1,860	13,607	---	1,000	51,000
62,561	7,660	12,415	15,143	22,438	22,307	30,600	64,000
18,185	13,191	42,949	25,068	14,721	17,577	20,000	1,03,000
1,14,125	74,498	26,771	17,727	13,986	20,669	17,000	17,000
---	570	---	---	---	---	---	---
365	4,825	3,286	1,108	745	2,523	1,500	---
277	64,903	1,722	609	4,698	226	1,800	1,000
12,89,432	10,02,623	10,62,565	6,69,443	10,81,857	15,49,822	18,12,000	17,23,300*
6,13,832	7,05,074	12,84,319	10,94,950	11,46,013	16,06,553	23,50,000	28,75,700*
---	5,490	13,967	142	47,941	43,142	52,000	71,000*
19,03,264	17,13,187	23,60,851	17,64,535	22,75,811	31,99,517	42,14,000	46,70,000
4,23,174	4,29,999	4,55,721	4,64,768	5,03,169	5,67,123	6,00,000	6,86,400*
16,78,469	18,01,685	18,50,249	19,57,479	22,60,555	26,43,631	28,12,000	35,28,000*
---	3,193	296	481	388	6,636	8,000	1,800*
21,01,643	22,34,877	23,06,266	24,22,728	27,64,112	32,17,390	34,20,000	42,16,200
15,28,146	13,77,214	12,92,163	12,52,036	12,26,814	13,04,958	13,89,000	13,53,800
3,31,654	2,58,849	2,10,285	1,98,437	2,74,191	7,31,015	2,48,500	3,22,000
---	---	---	8,25,386	11,02,773	17,11,693	17,25,600	---
---	---	---	-22,878	-24,790	-14,975	---	---
---	---	---	-38,456	-2,358	668	---	---
---	---	---	-57,513	-69,781	-44,451	---	---
---	---	---	+9,784	+587	+171	---	---
---	---	---	+16,454	+17,177	+11,245	---	---
---	---	---	---	---	---	---	---
---	---	---	---	---	---	---	---
---	---	---	---	---	---	---	---
58,64,707	55,84,127	61,69,565	63,69,513	75,54,536	1,01,15,895	1,09,47,000	1,05,62,000

1928-29 are budgetted ones.

1921-22 hence figures of expenditure under " Civil Works - Reserved " prior to that year are not available.

Land Revenue, General Administration and Administration of Justice.

under management of District Councils.

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

STATEMENT II.—*Budget Cuts.*

[Referred to in paragraph 5 on page 217.]

Year.	Total cut.	Cuts accepted by Government.
	Rs.	Rs.
1921-22	25,500	25,500
1922-23	31,300	31,300
1923-24	11,000	11,000
1924-25	64,32,310	4,26,400
1925-26	1,60,000	1,60,000
1926-27	...	...
1927-28	21,101	21,101
Total	66,81,211	6,75,301
		<i>Details.</i>
1921-22	25,500	(1) Consulting Architect 25,200 (2) Chief Engineer's hill allowance 300 Total ... 25,500
1922-23	31,300	(1) Lump sum Government houses Accepted by Government ... 7,500 5,000 (2) Five mohwa godowns Raipur Distillery. 6,300 (3) Assistant District Superintendent of Police's bungalow, Ellich- 10,000 (4) Deputy Director of Agriculture's bungalow, Jubbulpore. 10,000 Total ... 31,300
1923-24	11,000	(1) Under grant-in-aid ... 10,334 (2) Under Establishment ... 666 Total ... 11,000
1924-25	Budget was thrown out 64,32,310	21 Items of new expenditure totalling. 4,26,400
1925-26	1,60,000	(1) Extra-Assistant Commissioner's bungalow, Yeotmal. 15,000 (2) Extra-Assistant Commissioner's bungalow, Khandwa. 20,000 (3) Extra-Assistant Commissioner's bungalow, Akola. 10,000 (4) Bungalow for Subordinate Judge at Daryapur. 12,000 (5) Bungalow for Subordinate Judge at Narsinghpur. 20,000 (6) Bungalow for Civil Surgeon at Bilaspur. 30,000 (7) Public Health Research Institute, Nagpur. 50,000 (8) Public Works Department, Sub-Divisional Officer's bungalow at Ellichpur. 13,000 Total ... 1,60,000
1926-27	Nil.	
1927-28	21,101	(1) Government house 20,000 (2) Rest-house for Legislative Council members. 1 (3) Superintending Engineer's office establishment. 100 (4) Lump sum reduction ... 1,000
Total	66,81,211	Total ... 21,101 GRAND TOTAL ... 6,75,301

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

STATEMENT III.—*Progress of the department.*

[Referred to in paragraph 7 on page 217.]

Progress achieved.	Period five years from 1916-17 to 1920-21.	Period six years from 1921-22 to 1926-27.	Remarks.
Increase in mileage of metalled roads ...	445	235	Very few roads were abandoned but information is not readily available.
Decrease in mileage of unmetalled roads, i.e., number of miles raised in class or abandoned, etc.	321	141	
Value of new buildings constructed ...	Rs. 79,43,103	Rs. 51,05,920	
Value of contributinal works, i.e., water works, town drainage schemes, etc.	30,69,836	11,94,615	

NOTE.—In the period 1916-17 to 1920-21 the Public Works Department was in charge of town water supplies throughout the province the total cost of maintenance of which amounted to about Rs. 2,25,200. Since the Reforms all water works, except that at Jubbulpore, have been transferred to municipalities for maintenance. The Public Works Department, however, still carries out occasional inspection and its advice is at the disposal of the municipalities.

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

STATEMENT IV.—Statement showing changes in strength, personnel and recruitment of staff.

[Referred to in paragraph 8 on page 217.]

Year.	Indian Service of Engineers.					Central Provinces Engineering Service.			
	Sanctioned cadre.	Actual strength.	Personnel.			Sanctioned cadre.	Actual strength.	Personnel.	
			Europeans and Europe recruited Indians.	Indians non-resident of the province.	Indians residents of the province.			Domiciled Europeans and Indians non-resident of the province.	Indians residents of the province.
1	2	3	4	5	6	7	8	9	10
December 1920	32	19	*20	8	1	39	24	19	5
December 1921	32	29	19	9	1	39	24	19	5
December 1922	32	29	19	9	1	39	24	19	5
December 1923	30	26	16	9	1	39	23	18	5
December 1924	30	24	15	8	1	39	27	22	5
December 1925	30	21	12	8	1	39	28	23	5
December 1926	30	20	11	8	1	39	29	23	5
December 1927	30	20	*11	8	1	39	31	26	5

*There is only one Europe recruited Indian in the Indian Service of Engineers.

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

STATEMENT V.—*Constitution of Public Works Department Standing Committees and Central Provinces Board of Communications.*

[Referred to in paragraph 6 on page 217.]

I.—*Public Works Department Standing Committee (vide Local Self-Government Department Notification No. 569-208-VII, dated the 27th February 1924).*

Financial Secretary to Government.

Mr. B. V. Katangale, M.L.C.

Khan Bahadur Saiyed Abdur Rahman, M.L.C.

Mr. C. R. Joshi, M.L.C.

,, Ghulam Mohiuddin, M.L.C.

,, T. S. Korde, M.L.C.

,, Mansur Ali Khan, M.L.C.

II.—*Central Provinces Board of Communications (vide Public Works Department, Buildings and Roads Branch, Notification No. 690-F.-W.-B., dated the 30th November 1927).*

The Hon'ble Minister for Agriculture.

Commissioner, Nagpur Division.

Financial Secretary to Government.

Chief Engineer, Buildings and Roads Branch.

Mr. G. P. Jaiswal, M.L.C.

,, T. J. Kedar, M.L.C.

,, M. P. Kolhe, M.L.C.

Rao Bahadur V. M. Jakatdar.

Beohar Raghubir Sinha.

Rao Bahadur Govind Rao Mondloi.

Pandit Ravishankar Shukla.

Mr. B. R. Patel.

,, A. E. Joyce, Technical Member.

Vacant

Do.

Mr. G. M. McKelvie, Under Secretary, Public Works Department.

}	Representatives of Local Bodies from the five Commissioners' Divisions.
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PART XVII.—THE SERVICES.

275. Recruitment to the all-India Services is governed by orders of the Secretary of State. The earliest orders with regard to the percentage of Indians and Europeans respectively to be recruited to the services serving in the reserved departments were those passed in 1925 for the Indian Civil Service and the Indian Police Service. As regards the Indian Forest Service, the Lee Commission recommended that recruitment should be in the ratio of 75 per cent Indians to 25 per cent Europeans in those provinces in which forest administration is reserved, as it is in the Central Provinces. With regard to the proportion of Indians directly recruited and promoted from the provincial service, respectively, the local Government considered that the provincial cadre should be increased from 32 to 35 by the addition of three new posts; and if that were done the percentage of listed posts for the provincial service might be raised from $12\frac{1}{2}$ to approximately 24 per cent. No orders have been received on this point, but the percentages of Indians and European have been fixed at 75 and 25, respectively, leaving the percentage of $12\frac{1}{2}$ for listed posts so far unchanged.

Orders regarding the Indian Service of Engineers (Irrigation Branch) were received in 1926. The rate of recruitment prescribed is 40 per cent Europeans, 40 per cent Indians directly recruited, and 20 per cent officers promoted from the provincial service. The provincial service differs from other provincial services in that owing to the drafting into it of Temporary Engineers when the employment of Temporary Engineers was abolished it may contain Europeans and not only statutory natives of India. In this province one European has been thus recruited to the provincial service, and has been promoted under the orders of the Secretary of State to the Indian Service of Engineers. Thus the 20 per cent, reserved for promotion to the Indian Service of Engineers does not, as in the case of the other all-India Services, connote a 20 per cent Indianisation.

The only other all-India Service in the reserved departments is the Jail Department branch of the Indian Medical Service. There are only three posts allotted to the service in this department—one of Inspector-General of Prisons and two of Superintendents of Central Jails. All these posts are, under the orders issued in May 1928, open to either Indians or Europeans, and as recruitment is not made direct to these provincial appointments but by transfer from the military branch of the service, the number of Indians and Europeans employed, respectively, must ultimately depend upon factors outside the cognizance of the local Government.

276. The percentages of recruitments may be summarized as follows:—

Services.	Sanctioned recruitment.			
	Europeans.	Directly recruited Indians.	Promotion from Provincial Service.	
			Indians.	Either Indians or Europeans.
Indian civil Service ...	40	40	20	...
Indian Police Service ...	50	30	20	...
Indian Forest Service ...	25	64	11	...
Indian Service of Engineers (Irrigation Branch) ...	40	40	...	20
Indian Medical Service (Jail Department) ...	...	Not fixed.	...	...

The stage which Indianisation had reached in these services on April 1st 1928, is shown in the sub-joined table :—

Services.	Percentages of—			
	Europeans.		Indians.	
	11 years' service and over.	1 to 10 years' service.	11 years' service and over.	1 to 10 years' service.
Indian Civil Service	80	46	20	54
Indian Police Service	84	68	16	32
Indian Forest Service	93	47	7	53
Indian Service of Engineers (Irrigation Branch)	57	60	43	40
Indian Medical Service (Jail Department)	35	...	67	...

Recruitment to the Indian Civil Service has closely followed the prescribed percentage with 13 Indians directly appointed since the commencement of the Reforms against 12 Europeans. In the Police Service the corresponding figures are 5 Indians and 15 Europeans. To the number of Indian must be added one promoted in 1922 to the Imperial Service from the provincial service.

In the Indian Forest Service 9 Indians and 9 Europeans have been recruited since the Reforms. The percentages of 75 and 25 have not been approached because the necessary qualifications were not obtainable in India.

In the Indian Service of Engineers (Irrigation Branch) four Indians have been recruited since the Reforms, including one still on probation, against one European. The circumstances of recruitment to this service are exceptional. The Government of India prior to the Reforms gave a guarantee to the engineering colleges of India of employment for their students in the all-India Service. This guarantee was terminated in February 1925, but still holds good with regard to students who were then in the colleges. Recruitment to the Buildings and Roads Branch of the service meanwhile ceased with the Reforms when this branch became a transferred subject, with the result that the field for employment of these students was approximately halved, and the pressure for employment in the Irrigation Branch consequently doubled.

Simultaneously the demand for recruits has decreased partly because several posts have been held in abeyance as a measure of economy and partly because, until a decision has been arrived at with regard to the future policy of the department which is now being examined by an Irrigation Committee, it is uncertain whether future expenditure will not be curtailed and thus call for a still further diminution of the cadre. Of the four Indians recruited since the Reforms, one was taken because of the Government of India guarantee, when he was not really required. Recently the local Government had to move the Government of India to get the proposal to appoint a European cancelled for the same reasons.

The present position with regard to I. M. S. officers serving in the Jail Department has been described in the memorandum on that department. The Inspector-General is a European and the two Superintendents of Central Jails are Indians. Although, as stated above, the percentage of Indians employed must ultimately depend upon the ratio of recruitment to the service, in which the local Government has no voice the fact that the local Government is consulted with regard to any appointment which falls vacant enables it to influence the progress of Indianisation.

277. In the transferred departments recruitment to the all-India Services was, as a general rule, stopped at the outset of the Reforms. The

present percentages of Europeans and Indians in these services are shown in the table below. The figures of from 1 to 10 years' service are of course affected by the fact that the Indians doing the work of all-India service officers do not belong technically to such a service—

Services.	Europeans.		Indians.	
	11 years' service and over.	1 to 10 years' service.	11 years' service and over.	1 to 10 years' service.
Indian Service of Engineers (Buildings and Roads Branch).	38	72	62	28
Indian Agriculture Service	80	83	20	17
Indian Veterinary Service	100	100	...	...
Indian Educational Service (Men's Branch)	77	...	23	100
Indian Educational Service (Women's Branch)	100	...	...	...
Indian Medical Service (Medical Administration)	92	...	8	...
Indian Medical Service (Public Health)	100	...	...	...

Exceptions to the general rule that recruitment to these services stopped in 1920 are found only in the Medical and Public Health Departments to which officers of the Indian Medical Service are recruited. In the Indian Agricultural Service an officer was deputed to the province as late as February 1922, but he had been given an appointment before the Reforms and owing to exceptional circumstances was not available for duty at once. Although the orders of the Secretary of State contemplate the possibility of recruitment to the Buildings and Roads Branch of the Public Works Department in order to absorb the surplus students of the Indian engineering colleges, no such recruitment has actually taken place. The results of the cessation of recruitment to these services and of the failure to recruit hitherto provincial services to take their place are indicated in the memoranda dealing with each department. The position is most serious in the Indian Veterinary Department owing to the lack of facilities for adequate training of Indian recruits, and in the Department of Agriculture, where, although training institutions exist, no direct appointments of adequately qualified officers have been made since the Reforms, and only stop-gap arrangements have been made to cope with the work of the department which, whilst the all-India Service has been steadily contracting, has on the other hand steadily expanded.

With regard to the I. M. S. officers employed in the transferred departments it has been separately noted that the one post in the Public Health Department—that of Director—is at the present moment combined with that of Inspector-General of Civil Hospitals in the absence of any permanent incumbent. As regards the Medical Department, the new organization of the Indian Medical Services gives to this province seven Civil Surgeoncies reserved for Europeans, but does not reserve for the service the post of Inspector-General of Civil Hospitals. In the *communiqué* issued by the Government of India in the Department of Education, Health and Lands on May 9th last it was stated that: "The adoption of the new list of reserved posts will leave on the civil side, a surplus of I. M. S. officers who are now holding appointments which are at present reserved for the service. The existing rights of these officers will be fully preserved. The implication is that the large reduction made in the number of posts reserved for the service has made the number of posts less than the number of officers available to fill them. The facts in this province are otherwise. Against seven Civil Surgeoncies reserved for Europeans, there are at present only seven European Civil Surgeons; of these two are on leave, whilst three have been refused leave within the last 12 months because their places could not be filled. It was at one time contemplated that the place of the Indian Medical Service might be wholly or partly taken by direct recruitment of European doctors on short-term contracts. One such

doctor was recruited. On the completion of the period of the contract he was offered by the local Government an extension, but accepted instead a better contract in an Indian State.

278. The number of officers who have retired since the commencement of the Reforms on proportionate pension is as follows :—

Services.	Number.	Percentage of present, sanctioned strength of service.
Indian Civil Service ...	9	8
Indian Police Service ...	12	22
Indian Forest Service ...	5	15
Indian Service of Engineers (Irrigation Branch).	5	21
Indian Educational Service ...	2	6
Indian Medical Service ...	2	7
Indian Agricultural Service ...	2	15
Indian Service of Engineers (Buildings and Roads Branch).	2	7

All of these were Europeans with the exception of two officers of the Irrigation Department. Of the officers of the Indian Civil Service five were serving on the executive side and four on the judicial. The extent to which causes other than mere dissatisfaction with the Reforms influenced the decision to retire in each case cannot be stated, but it may certainly be said that some officers found it convenient to retire for other reasons, and in the Police Service three officers are known to have taken up employment after retirement in an Indian State. But as against cases of officers who may have retired for other reasons than inability to serve under the reformed government may reasonably be set the cases of officers who would not have retired as early as they did on full pension but for the constitutional change. These premature retirements, coupled with other causes such as casualties and abnormal recruitment during the period of the War, have resulted in a shortage of senior officers. This may be illustrated by the juniority of officers holding district charges. On April 1st, 1928, the most junior officers holding charge had the following service to their credit :—

	Years.	Months.
Deputy Commissioner ...	3	5
District Superintendent of Police ...	2	4
Divisional Forest Officer ...	2	4

In consequence of the shortage in the Indian Civil Service, the following posts, which would normally have been held by members of that service if the flow of recruitment had been even, are at present held by members of the provincial service :—

Under Secretaries to Government ...	2
Sub-divisional Officers in special sub-divisions ...	2 out of 4
Revenue Officers for Forest Working Plans ...	3

The Civil Service (Governors' Provinces) Delegation Rules, which enable the local Government to frame rules for the organization of superior provincial services, were not issued until 1926. Steps have now been taken to frame rules and it is expected that they will be in operation for all the transferred departments before the close of the year. Thus, there will be a gap of approximately eight years without recruitment to any of the services. The precise effect on future promotion within the new services can only be estimated, but unevenness will be unavoidable. The extent to which they will be required to replace the all-India Services already may be judged from the following statement :—

	Number of posts.	Number of officers serving on April 1st, 1928.
Indian Service of Engineers (Buildings and Roads Branch).	30	20
Indian Agricultural Service ...	13	11
Indian Veterinary Service ...	2	2
Indian Educational Service ...	31	18
Total ...	76	51

The effective number of officers is still less as the figures given include at least three officers on leave preparatory to retirement and three on deputation or serving with the Government of India. In the Veterinary and Education Departments it has been necessary to obtain sanction to the temporary appointment of members of the present provincial services to superior posts on the cadre of the all-India Services, whilst in the Agriculture and Public Works Department superior posts have been kept unfilled, or have been filled by placing a provincial service officer "in charge of the office".

In addition to the all-India Services there are 25 posts declared by the local Government to be special post under Rule V of the rules regarding the Civil Services in India made by the Secretary of State under section 96-B of the Government of India Act. Of these, the posts of Textile Expert, Agricultural Engineer, and Chief Inspector of Factories are vacant.

279. With regard to the conditions under which the services have worked since the Reforms, mention must first be made of the non-co-operation movement in 1921. All the services suffered in a greater or less degree from the widespread contempt for authority which prevailed. The centre of the storm was in Nagpur where feeling was greatly excited by the holding of the Congress meeting in December, 1920. But nowhere were serious or premeditated assaults made on individual officers, and neither then nor at any other time since the Reforms have there been casualties in the services through political or communal agitation. In 1923 the Nagpur flag agitation which drew recruits from all over India was construed by Government as a deliberate attempt to annoy residents of the Nagpur Civil Station who were mostly senior European officers and their families. The agitation was non-violent in character, and as it was kept strictly in check, members of the services were not actually affected by it. Since then there has been no public movement in which either the services generally or individual members have been exposed to the threat of violence, and in the communal disturbances which have recently marred the tranquillity of the administration the members of the Police and Civil Services, who have had to deal with them, have incurred no personal animosity, and have received support from responsible members of the public. The members of the services have also enjoyed freedom from attack in the civil and criminal courts. In the Legislative Council criticism of the general policy of Government with regard to service matters has been unflinching, but disapproval of individual officers has been confined to resolutions regarding the administration of one officer only of the Indian Civil Service. The protection of the services, which is specially enjoined upon the Governor by the Instrument of Instructions, has been necessary in the following cases during the first Ministry :—

(1) Indian Medical Service—

One case of an allowance to a Civil Surgeon.

(2) Indian Service of Engineers (Buildings and Roads Branch)—

(a) Two cases of grant of pensions.

(b) Two cases of increment.

(c) One case of pension of an Executive Engineer.

(d) One case of a charge allowance.

(3) Indian Educational Service—

One case of selection to a selection post.

All the officers concerned in these eight cases were Europeans.

280. Although the Legislative Council has, with the single exception already mentioned, refrained from expressing disapprobation of the conduct of individual officers, it has never ceased to criticize the present organization and privileges of the all-India Services. In August 1921, a resolution was passed disapproving of the announcement of the Secretary of State regarding the revision of salaries in the services. In March 1922 another resolution was passed that recruitment for the Imperial Services

should, as far as possible, be stopped in the British Isles, and Indians recruited in India on a smaller scale of salaries. The mixed committee of officials and non-officials known as the Retrenchment Committee was appointed by the local Government, not directly in answer to these resolutions, but partly as a result of the repeated pressure by Council for retrenchment. The question of the abolition of posts held by the superior services and of the reduction of their emoluments came within the purview of this committee. But as a result of subsequent correspondence regarding the terms of reference to the committee, the Secretary of State ruled that the local Government should not, without his previous sanction, invite a mixed committee of this nature to embark on a general examination of the scales of pay or the strength of cadres of the Imperial Services. The committee recommended a number of reductions many of which would have affected the all-India Services, but so far as these services were concerned, its conclusions were not accepted by Government. From time to time the local Government has, in response to the wishes of the Council, done away with, or kept vacant, posts held by Imperial Service officers, such as the post of Personal Assistant to the Commissioner of Settlements; but the only service materially affected thereby has been the Indian Service of Engineers, in both the Buildings and Roads and Irrigation branches, in each of which a post of Superintending Engineer has been kept unfilled.