CHAPTER II

ABOUT THE RESEARCH STUDY

For improving agricultural marketing, which has been discussed in the previous chapter, the Government has intervened in different ways. The direct regulatory role through the regulation of markets and market practices is one of the ways in which governmental intervention can improve agricultural marketing. This study is an enquiry of the direct regulatory role of the government through regulation of markets and market practices. By restructuring the operational methods and redesigning the existing physical markets, this system gives direct benefit to the cultivating class and protects them from the market manipulations of organised and powerful private traders. If traders do not continue their trade for the time being they will not be affected financially, because they are resourceful or financially solvent. On the other hand, cultivators must sell their produce immediately after harvesting for the lack of additional facilities or to satisfy other needs for which finance is required. Another important reason is that cultivators/farmers are not organised and because of lack of their organisation, they sell their produces individually. In this situation, a farmer is helpless when astute traders indulge in manipulations at the time of
purchase of the produces. So it is the government's obligation to protect the interest of the farmers. Protection of the farmer/ cultivator is necessary not only from the point of social justice but also from that of economic growth. If the farmers are assured of a remunerative or incentive price for their produce, they will get the inspiration to produce more and through more production, economy will be developed and the nation as a whole will be benefitted.

This study will examine the management system of the markets through the direct regulatory role played by the governments to control markets and market practices in West Bengal and Bangladesh.

In West Bengal, an Act was passed to intervene in its markets in 1972, and is called "The West Bengal Agricultural Produce Marketing (Regulation) Act, 1972". This Act was enforced since then and under this Act agricultural produce/called 'regulated markets' were established. These markets are being managed under this Act.

In Bangladesh, an Act was passed to intervene in its markets in 1964, and is called "Bangladesh Agricultural Produce Markets Regulation Act, 1964". Under this Act

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1 This Act was passed when Bangladesh was under Pakistan and was named "East Pakistan Agricultural Produce Markets Act, 1964". After liberation in 1971, it was retitled into "Bangladesh Agricultural Produce Markets Act, 1964". Bangladesh Government had amended it by its notification No. 430 published in the Bangladesh Gazette, Dhaka, on the 7th April, 1985.
government has declared some markets as "notified markets" from time to time. This act has not been enforced yet due to political constraints. From 1964 to 1970, the then government did not take much interest to enforce the Act to regulate the markets. After liberation, there have been no stable governments and each government has tried to use the markets for its own interests and formed rules and regulations to manage those markets in its own way.¹

This study is an examination of the management system of regulated markets in West Bengal and the existing management system of notified markets in Bangladesh. This study is an attempt in finding out whether there is any difference between management system of the markets of two regions or not.

Problem Identification:

Bangladesh and West Bengal are predominantly agricultural. So agriculture is the main occupation of the people of both the regions. It is the mainstay of the economy also. About 85 per cent of the total population of Bangladesh and 80 per cent of the total population of West Bengal are directly dependent upon agriculture for their livelihood. Agricultural produce are grown in its vast rural areas and all the agricultural produce come to the consumer (both in the rural and urban areas) through rural markets.

¹ Management of Markets in different times after liberation will be discussed later.
There are over 7,900 rural markets\(^1\) (including 202 'notified market') of different categories in Bangladesh and over 3,000 rural markets\(^2\) (including 38 'regulated markets') of different categories in West Bengal. A few of the notified and regulated markets are urban and semi-urban based. They are rural in the sense that about 90 per cent of the grower-sellers and traders of the adjoining rural areas come to these markets for disposing off their produce and buying their necessary day-to-day requirements.

These markets play a vital role in the life of the people of both Bangladesh / People of the adjoining areas often operate directly in these markets as sellers and buyers. The surplus of the farm products of the majority of individual farmers is small and is brought to the local rural markets for sale, for cash is needed by them to buy the inputs and the other necessaries of life. These markets not only

\(^1\) Islam, Md., Anwarul, "Village Hat as a Rural Marketing Institution : Some Suggestions for Improvement", The Dhaka University Studies, Part-C, Vol.V, No.1, Dhaka, June 1969, p.60. The author has compiled the total numbers of markets from 1960 to 1980 from different sources, such as:
(i) Based on Survey.
(iii) Directorate of Agricultural Marketing, Government of Bangladesh.

\(^2\) Directorate of Agricultural Marketing, West Bengal Hats and Bazaars, Calcutta, May 1986, pp.I-VII.
cater to the needs of the people as buyers and sellers of the produce but also serve as recreation centres where the people of the rural areas come into contact with each other and exchange inter-alia, ideas on production, marketing and development.

Economic activity starts from production and ends with consumption. Consumption stimulates production by satisfying the desire of the consumers and enabling the producers to maximise profit. Thus consumption is the ultimate goal of marketing and in this context village market as a rural marketing institution has a very significant role. The existence of rural markets is indispensable to the villagers, where they can buy their necessaries and sell their marketable surplus. Therefore, it may be said that the village market as a rural marketing institution is the heart of the economic activities of village people. In a sense, it directs the whole rural economy.¹

Markets in the rural areas or urban/semi-urban areas primarily function in facilitating agricultural marketing. The farmers sell their surplus products to the traders in cash and buy inputs and other necessaries of life they need. The needs of the small farmers and villagers of the rural areas in some

way or other, are served by these markets. These markets are the nerve centres of the economic, social and cultural activities of the rural life of the people. The growers of the nearby villages bring their surplus farm products for sale in these markets on fixed market days every week and purchase their daily necessities of life. There are some intermediaries (itinerant traders) in the local assembly markets. The traders buy growers' surplus produce and they again sell the produce in the secondary or consuming markets. The itinerant traders are the typical type of intermediaries in between the growers and the consumers. They also transact through the arathdars. They collect the produce from the grower either from the villages or from local primary rural markets and sell it to the big traders in an assembly market or nearby town-market. Growers also sell directly their produce to the traders in a primary or an assembly or a nearby town-market. As such, the efficiency of these markets is directly related to the income and well-being of the farmers.¹

But, the farmers in the villages or rural areas in Bangladesh and West Bengal are deprived of modern amenities of marketing. The existence of these markets is a must for the rural farmers or village people. So, these markets are the heart of economic activities and they play an important role in directing the rural economy. But, the fact is that, these

¹ Ibid., pp.60-61.
markets of both the regions are not managed properly. Owing
to improper management, various malpractices are existing in
these markets. Grower-sellers of the adjoining areas of these
markets are facing problems for marketing their produce. Rural
markets are the only outlets of the rural farmers for disposing
off their produce. Development of the economy depends mostly
on the development of these markets. Therefore, economic
development will occur mostly through the development of these
markets. Hence, these markets should be developed. It should
also be properly managed and organised, so that the farmers can
increase their cash income as sellers and their relative pros-
perity as buyers of industrial products ensured through the
creation of an efficient market operation.

"Due to ineffective marketing systems, production re-
sources in the nation have been conspicuously under-utilised
or misused. Extremely low prices have not only discouraged
farmers' willingness for continued farming but have also
caused the low level of production in the following years."

Agricultural Departments functioning in the various
States in India did not give substantial help to cultivators
in seeking the best possible financial return from their pro-
duce. They paid little attention to the improved quality of

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1 Kim, Sung-Hoon, "Agricultural Marketing in Developing Eco-
nomics ; Some Reflections", Kurukshetra : Focus on Agricul-
tural Marketing, Vol.XXXIII, No.9, June 1985, p.11.
the produce; and thought that the problems connected with the marketing of produce were outside their purview.¹

Agricultural marketing is essential both for the producer and consumer. Aware of the bad conditions of the agriculturists and agricultural marketing, the then Government of India appointed a Commission named, "Royal Commission on Agriculture", in 1926, under the Chairmanship of Lord Linlithgow. The Commission suggested the organisation of a new set of markets or to reshape the existing ones. The Commission called for a market organisation for better regulation of buying and selling of agricultural produce, and the establishment of proper administration of markets.

The aim of better marketing is not necessary to displace any unit in the existing machine but to enable that machine to function to a greater advantage. A well organised regulated market can achieve the aim of better marketing. According to the Royal Commission of India, "The establishment of properly regulated markets should act as a powerful agent in bringing about a reform which is much needed, primarily in the interest of the cultivators and, secondarily, in that of all engaged in trade and commerce in India".² The Royal Commission hoped that the establishment of regulated markets

would confer "an immense boon to the cultivating classes of India". The Commission further recommended in its report to abolish unauthorised markets and bazaars and to establish a sufficient number of well regulated markets which can give an easy access to the cultivator.

As per the recommendations of the Royal Commission on Agriculture, West Bengal in India introduced regulation of markets in 1972, by establishing regulated markets and Bangladesh introduced regulation of markets in 1964 by establishing 'notified markets'. This study is an attempt to explore the management system of the two. Proper management is a vital task for smooth operation and functioning of the market. Better management can create facilities in the market place for facilitating marketing. If facilities are created and proper management is done, the producer/sellers can have access to the market and earn a remunerative or incentive price for their produce. And at the same time, imbalances in transactions can be avoided. But, the main problem is that markets are not being managed properly. There are no specific rules and regulations to control the trade and trade practices. As a result, traders are manipulating their trade and producer/sellers are being cheated by the traders.

It is a great pity that not much attention is paid to the application of periodic market analysis to problems of

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1 Ibid., p.389.
rural development in the Third World. Almost all studies of periodic marketing systems have shown how exploitative structures can be.\(^1\) Similarly, the almost all studies indicate what an active system of trading it is, with some form of spatial organisation as its strong point. However, neither of the studies have mentioned how best the exploitative nature of the system could be minimised nor indicated the use of its spatial form for rural development and planning.\(^2\)

**Why a Comparative Study?**

Before the separation of India and Pakistan in 1947, the present Bangladesh and West Bengal were one and was then known as "The Bengal State".\(^3\)

The old Bengal known as Ganda or Vanga in ancient Sanskrit literature, appears to have been celebrated from the epic period. The Mahabharata refers to the King of Vanga as an ally of the Kauravas in their war against the Pandavas. Apparently at the time of Aryan penetration in the east, Vanga had a well-settled civilisation and culture. In the 3rd century

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2. Ibid., p.7.
3. Map-1 shows the position of Bangladesh and West Bengal.
B.C. Bengal was part of the Mauryan Empire and from the 4th to the 6th centuries A.D., it was under the Gupta dynasty. By about 800 A.D., Bengal had its own dynasty of independent Kings, the Palas. The Palas were very powerful and expanded their territories into the neighbouring countries of Bihar, Orissa and Assam. In the 11th Century, Bengal passed under the rule of a new dynasty, the Senas. The Senas who ruled from their capital at Nadia were driven out by Qutubuddin, the Sultan of Delhi. Thereafter, Bengal became a part of the Delhi Empire. With the death of Aurangazeb, the last great Mughals, Bengal became independent under the Muslim governors. Siraj Daula, the last independent Muslim ruler of Bengal was defeated by the British in the battle of Plassey in 1757. For about seven years the British were in a sort of dual control with the successors of Siraj Daula, Mir Jaffar and Mir Kasim. In 1764 Mr. Kasim was routed in the battle of Buxar and the British took over the administration of Bengal.  

When Bengal was first constituted by the British as a province it was a vast area, including present-day Bihar and Orissa and extended westwards upto Agra. In 1863, Agra was detached from Bengal but Assam was added to it. In 1874 Assam was formed into a separate province. In 1905 Lord Curzon

divided Bengal into two provinces. A new province called Assam and East Bengal with its capital at Dhaka was carved out of old Bengal. The rest of the territory together with Bihar and part of Orissa formed Bengal. This event, known as the partition of Bengal, aroused the dormant patriotism of the Bengalis, who opposed the partition as an attempt at disintegrating Bengal. The rest of India stood by Bengal and troubles broke out. Peace was restored in 1911, when the partition was abrogated by a declaration of King George V at the Royal Durbar in Delhi. Another change announced at the Durbar was the shifting of the capital from Calcutta to Delhi. The new Bengal did not include Assam or Bihar.¹

In 1947, Bengal was partitioned between India and Pakistan. While Pakistan's share came to be called East Pakistan (now Bangladesh), India's share was called West Bengal. In 1950, the Princely State of Cooch Bihar became a part of West Bengal.

Bangladesh was under Pakistan as its eastern wing and was known as East Pakistan. It remained with Pakistan for about 24 years, i.e. from August 14, 1947 to March 25, 1971. Bangladesh became an independent country in 1971.

The 1947 partition of Bengal between India and Pakistan shattered the closely integrated economy of East and

¹ Ibid., p. 689.
West Bengal. An individual Bengal enjoyed a prosperous economy, but the separation has resulted in independent economies, considerably weakening the prosperity it once enjoyed.

Bangladesh and West Bengal are mainly agricultural areas. Most of its agricultural produce came to the consumer through the rural markets both in the rural and urban areas. Markets of both the regions are similar in character. Its trends and operational activities were also same before the partition. Again, the cultural and social background of the people of both the regions were same. Even at the present time, though the regions are politically separate, the cultural and social habits are more or less the same.

It has been mentioned that both Bangladesh and West Bengal have rural markets and all these markets meet once or twice in a week on fixed days. A very few markets meet daily which are urban or semi-urban based. But as Bangladesh is an independent country and West Bengal is a State of India, and as these two regions are administered by a separate political entity, the management and administration of these markets seem to be different. A streamlined management system has proved to be successful and could give a substantial benefit to the producing class. This study proposes to examine only the management system of notified markets in Bangladesh and the management system of regulated markets in West Bengal and focus attention where the management system is found to be efficient and effective.
Objectives of the Research Study:

A market of agriculture produce plays an important role in directing the rural economy. In the rural areas, there is no marketing place except these rural markets. Most markets in Bangladesh and West Bengal were unregulated till recently. Because, markets are not being managed properly different problems arise during transactions between the seller and the buyer. When a farmer goes with his produce to the market a dispute arises between him and the middleman or the purchaser. He then has to depend on the decision of his broker or the trader. Most of these markets are not having necessary infrastructural facilities. Besides, these markets suffer from many problems such as:

(i) lack of proper management,

(ii) lack of improved transportation and communication facilities,

(iii) lack of adequate storage facilities,

(iv) lack of standard weights and measures,

(v) lack of proper grading and standardisation facilities,

(vi) resistance to overcome the traditional marketing systems,

(vii) lack of marketing finance immediately after the harvesting season,

(viii) lack of price uniformity, and so on.
In order to make these markets operate on a sound and efficient basis, problems should be solved and market management system should be improved or changed.

The objectives of the study are:

1. to make a comparative study of the organisational structure of the notified markets in Bangladesh and the regulated markets in West Bengal;
2. to study the pattern of management of notified and regulated markets;
3. to evaluate the operational efficiency of notified and regulated markets; and
4. to offer suggestions for improving the working of notified and regulated markets.

**Hypothesis to be tested:**

The following null hypothesis has been formed:

'It has been hypothesized that there is not much difference in the operational efficiency among regulated and notified markets'.

**Methodology of the Study:**

The main purpose of this study is to analyse the system of management of the selected markets of Bangladesh and West Bengal and find out where the management system is efficient and effective or not. It intends to assess the
methods and process of management practices in these selected markets. To the best of my knowledge no such detailed and systematic study has so far been made especially from the conceptual, organisational and managerial point of view. Published materials are very few except for certain government reports and study reports. The studies which are available, however, do not cover management and functional aspects. As such, greater emphasis have been given on primary sources.

The required data was collected directly from primary sources, through a an intensive field study. A total of 51 markets (40 notified markets in Bangladesh and 11 regulated markets in West Bengal) have been selected.

Out of 202 notified markets in Bangladesh, 40 markets have been covered for the study which comes to about 20 percent of the total notified markets. Name of the Districts have been arranged division-wise and then the name of the markets have been arranged District-wise.

1 It has been mentioned in the earlier paragraph that there are 202 notified markets in Bangladesh and 38 regulated markets in West Bengal. Chart-2 shows the location of selected Notified Markets in different Districts of Bangladesh and Chart-3 shows the location of selected Regulated Markets in different Districts of West Bengal.

2 Bangladesh is divided into 4 Administrative Divisions and each division is divided into several Districts. Before November 1982, this country was divided into 19 Administrative Districts and each District were divided into several Sub-Division. But, from November 1983, Government has upgraded each Sub-Division a District. Each District is divided into several Sub-Districts. Before reformation, these Sub-Districts (now named Upazilla) were called Thana or Police Station. All Thanas have been upgraded and renamed as Upazilla. This study have considered old Districts, i.e. 19 Districts.
Chart - 2
Location of Notified Markets Selected for the Study in Different Districts of Bangladesh (for names refer Appendix-II.II)
Chart - 3

Location of Regulated Markets Selected for the Study in Different Districts of West Bengal (names given in Appendix-II, IV)
serially from the serial number on the basis of random sampling using random number table. Markets, which are situated under the jurisdiction of Municipality are managed by Municipal Parishad and markets which are situated under the jurisdiction of Upazilla are managed by Upazilla Parishad. Personal interviews were conducted in these selected markets through written structured interview schedules with the market management or controlling authority and with the attending grower-sellers/sellers and traders on particular market day. Three types of interview schedules have been used (one for market management authority, one for attending grower-sellers/sellers and one for attending traders). A pilot survey was conducted with the written structured interview schedule in the first half of 1985 to test the appropriateness of the interview schedule. The schedule was modified in the light of the practical difficulties and inconveniences. Afterwards, the pilot survey was rejected and the final survey was conducted and completed by May, 1986. Some informal interviews were also held with the management authority, office staff and with the grower-sellers/sellers and traders. Sellers and traders found in the markets at first sight were interviewed individually irrespective of age and financial standing.

1 List of total 202 notified markets and/selected markets for investigation have been shown in Appendix-II.I and Appendix-II.II.
In West Bengal, out of 38 regulated markets, 11 markets have been selected for study purpose on the advice of the officials of the Directorate of Agricultural Marketing, Government of West Bengal.\textsuperscript{1} Of the 38 markets that have been declared as regulated markets, 11 markets have started functioning. Markets are managed by a Market Committee, i.e. a statutory body. Personal interviews were conducted through written structured interview schedules with the market management authority (Secretary of the Market Committee) and with the attending grower-sellers/sellers and traders on the particular market day. In each market, three grower-sellers/sellers and three traders were interviewed. For the selection of selection of sellers and traders, procedures followed were similar to those followed in Bangladesh. Survey was made in the first half of 1986. Some markets have been visited twice to complete the work.

Three hundred interviews have been conducted among the paddy and jute grower-sellers/sellers and traders of both the regions, because, paddy and jute are the main agricultural crops. But, in some markets where these two commodities were not found for sale and purchase, the sellers and buyers of available agricultural commodities other than paddy and jute have been interviewed.

\textsuperscript{1} List of 38 Regulated Markets and selected markets for investigation have been shown in Appendix-II.III and Appendix-II.IV.
In both the regions, most of the grower-sellers/sellers are illiterates and the traders are to some extent literates or half literates. Because of the general illiteracy of the sellers and conservatism of both sellers and traders, they had to be taken into confidence and the questions had been elaborately explained to them in their language. Many queries were in the form of close personal observations and informal and friendly discussions with the interviewees. Afterwards some useful notes were taken separately. Visual observation of important marketing functions and of physical facilities were also made from a close distance in order to strengthen the standard of information and make them more impressive. Careful personal observation was the key instrument in many instances in the collection of information in the relevant area.

Frequent contacts and discussions were made with the concerned officials of the Department of Agricultural Marketing, Government of Bangladesh and Directorate of Agricultural Marketing, Government of West Bengal and other concerned government offices. Discussions were made informally and some useful information and data from the official records have been collected.

Thus, forty markets, i.e. forty market management authorities have been interviewed in Bangladesh and eleven regulated markets, i.e. eleven market management Committees

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1 The Department of Agricultural Marketing was called the Directorate of Agricultural Marketing. The Government of Bangladesh has changed the name by a notification No. 430, dated, the Sunday, April 7, 1935, published in the Bangladesh Gazette.
have been interviewed in West Bengal in relation to the management and administrative activities of the markets.

To evaluate the management efficiency of the Regulated Markets in West Bengal and the Notified Markets in Bangladesh, a conceptual weight value\(^1\) is given against each of the identified particular function in quantitative terms. The index value thus determined reveals the efficiency of a particular function and also the total efficiency. The assessment of pulling weight-value against achievement made in the performance is done on the basis of the data collected and the discussions the researcher had with the market management authority.

Other Source Materials:-

The materials required for the study have been collected partly from the published (books, journals, articles, etc.) and unpublished (articles, manuscripts, etc.) sources. Relevant studies on agricultural marketing and market management made by several scholars within and outside the countries (India and Bangladesh) have also been examined.

The major part of the study, however, was based on intensive personal investigation and direct observation made in a number of notified and regulated markets.

Limitations of the Study:-

In most of the under-developed countries, however, the subject of marketing has hardly drawn adequate attention of social scientists.\(^1\) The reason for this is not that

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these countries do not require such studies, but the want of
the right type of men to undertake it. A student of marketing
should generally be an economist with a knowledge of statistical
methods primarily used in economic analysis. In addition
to this, disciplined analysis proves even more difficult in
under-developed countries where markets are unorganised and
statistics as a rule is non-existent. A marketing expert
should over and above be a geographer, historian and cultural
anthropologist as he is unable to avoid considerations involv­
ing all these fields.¹ This suggests an apology for our not
having any systematic market research in pure as well as
applied branches in countries like India and Bangladesh. The
fact has to be admitted that as under-developed countries we
require studies on marketing even more than is necessary in
developed countries like the U.S.A. or U.K. The peculiar
customs and circumstances in countries like India and Bangla­
desh need altogether new methods of approach to be developed
by ourselves.

Designing a proper methodology for analyzing the
management efficiency of the markets in Bangladesh and West
Bengal seems to be difficult and complicated because of a
number of factors which affect it. There is extreme variabi­

¹ Hettinger, Herman, S., "Marketing in Persia", Journal of
Marketing, Vol. XV, No. 3, January 1951, pp. 289-297. (Quoted
In Abdullah Farouk, Marketing of Rice in East Pakistan,
unpublished Ph.D. Thesis submitted to the University of
Dhaka, Bangladesh, 1953, pp.4-5).
large sample size to make generalisations really meaningful, though this may not be always practicable due to time and resource constraints. Considering the above constraints a sample of 51 markets, i.e. markets management authority and 300 interviewees of grower-sellers/sellers and traders both in Bangladesh and West Bengal have been selected. For selection of 40 markets in Bangladesh, a method of random sampling was undertaken. But, the same method could not be followed in West Bengal because only 11 regulated markets were found functioning fully or partly. The method of selection of markets in West Bengal as stated above was adopted because of the absence of a suitable sampling frame that discouraged the use of random sampling techniques. So, the markets which only functioned were selected for the study.

A greater number of markets have been selected for Bangladesh, because the number of notified markets are more and cover almost all the Districts. Only one market (Chatmohar in Pabna district) in Bangladesh could not be covered by the study because of absence of the grower-sellers/sellers and traders on the particular market day. This market had been declared as notified market in late sixties. Presently, another market has been established half a mile away which functions on two days of the week than the earlier market. Grower-sellers/sellers and traders are performing their selling and buying in the new established market instead of old market. Only few vegetable retailers and consumers were performing their selling and buying in the old market place.
Generalisations made may not be fully applicable to all the markets in both the regions and may be taken only as indicating certain general trends in their management activities as a whole. Certain aspects have not been attempted in this study such as, cost-benefit analysis of the management of markets, effects of market regulation on production, etc. The study has been confined primarily to trace the management system of the markets in both the regions in separate administrative contexts and to make a comparison between the two, i.e., which system is more efficient and effective and can give a substantial benefit to the agricultural producing classes.

Scheme of the thesis:

The thesis is divided into eight chapters.

The first chapter consists of the role of agriculture and agricultural marketing in India and Bangladesh. This chapter also provides the agricultural marketing systems, the shortcomings and way to improve the shortcomings. It also includes review of the available literature on the subject.

The second chapter comprises the identification of the problem and the reasons of the comparative study. It also includes the objectives of the study, method of data collection tools and techniques used for data collection and analysis and limitations of the study.
The physiographic position, economic aspects and agricultural marketing conditions of West Bengal (India as a whole) and Bangladesh have been discussed in the third chapter.

Historical development of markets has been discussed with reference to India in the fourth chapter. Development of respectively regulated and notified markets in West Bengal and Bangladesh has also been discussed in this chapter.

The fifth chapter emphasizes the need of market management. This chapter also includes the organisation and management of regulated and notified markets in West Bengal and Bangladesh respectively.

Chapter six deals with trading practices and their management in the regulated and notified markets of both the regions.

Chapter seven deals with the supporting services relating to marketing activities and their management of both categories of markets in both the regions.

In the concluding chapter, besides providing a summary of the study, recommendations are also made for the improvement of the organisation and management of the markets and marketing activities in the regulated markets and notified markets.