

Wednesday, 5th March, 1924

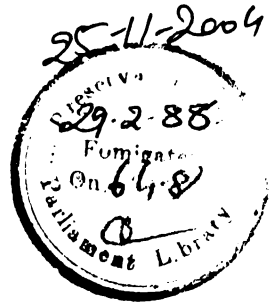
THE COUNCIL OF STATE DEBATES

(Official Report)

Volume IV, Part I

(From the 30th January to the 25th March 1924)

FOURTH SESSION OF THE COUNCIL OF STATE, 1924



DELHI
GOVERNMENT CENTRAL PRESS
1924

	PAGES.
FRIDAY, 29TH FEBRUARY 1924—	
Member sworn	331
Questions and Answers	331—332
Bills passed by the Legislative Assembly	332
Amendment of the Council of State Standing Orders	333—334
Indian Succession Bill (Referred to Joint Committee)	334—340
The Budget for 1924-25	340—348
Statement of Business for Thursday, the 6th March and Friday, the 7th March 1924	348—349
WEDNESDAY, 5TH MARCH 1924—	
Member sworn	351
Questions and Answers	351—355
Bill as passed by the Legislative Assembly laid on the table	355
Election of the Select Committee on the amendment of the Standing Orders of the Council of State	356
Discussion of the Budget on Friday and Saturday, the 7th and 8th March 1924	356—357, 377
Resolution <i>re</i> survey of irrigation possibilities and the organisation of power lift irrigation from wells (Adopted)	357—377
THURSDAY, 6TH MARCH 1924—	
General Discussion on the Budget	379—381, 399—400
Indian Coinage (Amendment) Bill (Passed as amended)	382—392
Central Board of Revenue Bill (Passed)	392—395
Indian Penal Code (Amendment) Bill (Passed)	395—399
Photograph of the Council and attendance of members at the unveiling ceremony of the War Memorial, Raisina	399
Statement of Official Business for Tuesday, the 11th March 1924	399
FRIDAY, 7TH MARCH 1924—	
Questions and Answers	401—406
Congratulations to the Honourable the President on his appointment as Home Member	406—411
General discussion on the budget	411—482
MONDAY, 10TH MARCH 1924—	
Member sworn	483
Questions and Answers	483—484
Bills as passed by the Legislative Assembly	484
Message from the Legislative Assembly	484
Indian Tolls Bill	484—485
Allotment of further time for the general discussion on the budget	485
Resolution <i>re</i> appointment of a Public Service Commission (Not moved)	485
Resolution <i>re</i> instructions to the Colonies Committee with regard to the Kenya Immigration Bill, etc. (Withdrawn)	486—504
Resolution <i>re</i> appointment of a Leader of the Indian delegation to the Assembly of the League of Nations in 1924 (Withdrawn)	504—508
Resolution <i>re</i> establishment of pioneer sugar factories and the promotion of sugarcane cultivation (Adjourned till the 12th March 1924)	508—512
TUESDAY, 11TH MARCH 1924—	
Questions and Answers	513—516
Indian Tolls Bill	516—517
Death of Mr. G. M. Bhurgri	517—519
Repealing and Amending Bill (Passed)	519
Resolution <i>re</i> ratification of the international convention for the suppression of the circulation of, and traffic in, obscene publications (Adopted)	520—527
Statement of official business for Thursday, the 13th March 1924	527—528

COUNCIL OF STATE.

Wednesday, 5th March, 1924.

The Council met in the Council Chamber at Eleven of the Clock, the Honourable the President in the Chair.

MEMBER SWORN:

The Honourable Mr. James Rea Martin (Bombay: Nominated Official).

QUESTIONS AND ANSWERS.

STATIONS ON THE E. I. RAILWAY UNDER INDIAN SUPERINTENDENTS OR STATION MASTERS.

112. THE HONOURABLE MR. ALI BAKSH MUHAMMAD HUSSAIN: With reference to the reply to unstarred question No. 67 of this Session of the Legislative Assembly, will the Government be pleased to state the names of first class or special class stations on the East Indian Railway under Indian Superintendents or Station Masters?

THE HONOURABLE MR. D. T. CHADWICK: A statement giving the names of "Special" and 'A' Class stations on the East Indian Railway where Indian Station Masters are employed is laid on the table. No stations on this railway are designated first class.

List of the "Special" and "A" Class stations where Indian Station Masters are employed on this Railway.

SPECIAL CLASS.

Chandernagore.
Khana Junction.
Giridih.
Barakar.

Dhanbad
Bhagalpur and
Arrah.

"A" CLASS.

Uttarpara.
Serampore.
Tarkessur.
Bhadreswar.
Chinsurah.
Katwa.
Hooghly.
Magra.
Pundooah.
Boinchee.
M mari.
Saktighar.
Mankar.

Panagar.
Durgapur.
Kulti.
Jamtara
Jasidih Junction.
Simultollah.
Baidyanath Dham.
Belpur.
Sainthia.
Duhrajpur.
Suri.
Malhati
Azimgunge.

"A" Class--contd.

Pakur	Hazaribagh Road.
Barharwa.	Chunar.
Rajmahal.	Naini.
Sakri Ghat.	Manikpur.
Monghyr.	Fatehpur.
Bukhtiarpur.	Bindki Road.
Digha Ghat.	Phaphand.
Behea.	Shikohabad.
Dumraon.	Kharja Junction.
Buxar.	Khurja City.
Sasaram	Delhi Shahdara.
Dehri-on Sone.	Subzimundi.
Sone East Bank.	Sonepat.
Gujhandi.	Panipat and
Kodarma.	Kurukshetra Junction

MINIMUM AND MAXIMUM PAY OF STATION SUPERINTENDENTS AND STATION MASTERS ON THE EAST INDIAN RAILWAY.

113. THE HONOURABLE MR. ALI BAKSH MUHAMMAD HUSSAIN:
Will the Government be pleased to state:

- (a) the minimum and the maximum pay of the posts of Station Superintendents and Station Masters;
- (b) number of posts of Station Superintendents and Station Masters over the East Indian Railway;
- (c) the number of posts of Station Superintendents held by Indians; and
- (d) the number of posts of Station Masters held by Europeans and Anglo-Indians?

THE HONOURABLE MR. D. T. CHADWICK:

		Minimum.	Maximum.
		Rs.	Rs.
(a) Station Superintendents	...	550	600
Station Masters	...	52	530
(b) Station Superintendents 4; Station Masters 497.			
(c) Nil, but there are 7 "Special" and 56 "A" class stations on the railway where Indian Station Masters are employed.			
(a) 31.			

RETRENCHMENTS IN THE GOVERNMENT OF INDIA SECRETARIAT.

114. THE HONOURABLE MR. ALI BAKSH MUHAMMAD HUSSAIN:
Will the Government be pleased to state the number of posts retrenched from the Government of India Secretariats of each of the following categories:—

- (a) posts carrying salaries of Rs. 500 and above per mensem;

- (b) posts carrying salary from Rs. 50 and above up to Rs. 499 per mensem; and
- (c) posts carrying salary of Rs. 49 and downwards up to Rs. 8 per mensem?

THE HONOURABLE MR. J. CRERAR: The information required by the Honourable Member is as follows:

- (a) 84 (Including the post of second Deputy Secretary in the Legislative Department which was held in abeyance from the 3rd April 1923 but has since been revived as a temporary measure).
- (b) 154.
- (c) 226.

OVERBRIDGE OR TUNNEL AT THE LEVEL CROSSING, SHIKARPUR.

115. THE HONOURABLE MR. ALI BAKSH MUHAMMAD HUSSAIN: (a) Is it a fact that one of the main roads of Shikarpur, Sindh, crosses the railway line?

(b) If so, are the Government aware that, owing to the want of an overbridge or tunnel, carriages and motors are detained at the gates by watchmen for long hours especially when trains are shunting?

(c) Are the Government aware that, owing to the want of such an overbridge or tunnel, human lives are also in danger?

(d) If not, will they be pleased to inquire?

THE HONOURABLE MR. D. T. CHADWICK: (a) Yes.

(b) Carriages and Motors are inevitably detained at the crossing, when trains are working across it, but our information is that the detention is not for long periods.

(c) As the gates are closed, during the period when the crossing is occupied by trains, and watchmen are also provided to prevent pedestrians from using the crossing at such times, there is no danger to human life.

(d) Does not arise.

SHELTER FOR PASSENGERS ON THE PLATFORM OF THE SHIKARPUR RAILWAY STATION.

116. THE HONOURABLE MR. ALI BAKSH MUHAMMAD HUSSAIN: Is it a fact that there is no shade on the platform of the railway station, Shikarpur, Sindh? If so, will the Government be pleased to state the reasons for not erecting a shade for passengers at that station?

THE HONOURABLE MR. D. T. CHADWICK: It has been ascertained that no shelter has been provided on the platform of the railway station at Shikarpur. All important trains pass through at night. Out of 10 passenger trains daily, only two pass between the hours of 9 A.M. and 5 P.M. There is ample shelter off the platform for passengers who may have occasion to wait at the station for trains.

WAITING ROOM AT SHIKARPUR FOR 1ST AND 2ND CLASS LADY PASSENGERS.

117. THE HONOURABLE MR. ALI BAKSH MUHAMMAD HUSSAIN:

(a) Is it a fact that there is only one waiting room for 1st and 2nd class passengers at the Shikarpur railway station?

(b) If so, are the Government aware that, owing to the want of a waiting room for the 1st and 2nd class lady passengers, much inconvenience is felt by the travelling public of Shikarpur?

(c) Do Government propose to construct another waiting room for 1st and 2nd class lady passengers?

THE HONOURABLE MR. D. T. CHADWICK: (a) Yes.

(b) (c). The necessity for a waiting room at Shikarpur for first and second class lady passengers will be investigated by the Railway Administration.

LONGWOOD HOTEL, SIMLA.

118. THE HONOURABLE DR. SIR DEVA PRASAD SARVADHIKARY:

(a) Would the Government please state for what purpose, at what cost and when the Longwood Hotel at Simla was acquired?

(b) Would the Government please state how it has been occupied since?

(c) Is it a fact that the most desirable portions of the Hotel are usually not placed at the disposal of the Legislative Department for the occupation of the Members of the two Houses of the Legislature, for whose use the Hotel is supposed to have been intended?

(d) If this be a fact, would the Government please state who are allowed to occupy the portions mentioned and at what rent, and how do such rents compare with the rents paid by the Members of the Legislature?

(e) Is it not a fact that occupation of these portions of the Hotel by persons other than Members of the Legislature would seriously interfere with the occupation of the remainder of the Hotel by Members of the Legislature during the Legislative Session in Simla?

THE HONOURABLE MR. A. H. LEY: (a) Longwood Hotel was purchased for the use of Members of the Legislature in December 1920 at a cost of 5 lakhs. Since then, a further sum of roughly two lakhs has been spent in constructing new quarters and improving the old ones.

(b) It has since been occupied partly by Members of the Legislature and partly by Government officers. It has been found unnecessary and would be very uneconomical to reserve the whole hotel for Members of the Legislature.

(c) The question, which are the most desirable portions of the hotel, is a matter of individual taste. Experience shows that the quarters which are most sought after are the self-contained cottages. These are reserved exclusively for Members of the Legislature during the Sessions. The only quarters which are not so exclusively reserved for Members are the upper flats of what is known as the old block and the new block. These consist of rooms in rows approached from a common verandah, and have not the same amount of privacy as the detached quarters. They are available for the use of Members of the Legislature if not occupied by Government officials.

(d) The quarters referred to are occupied by Government officials on duty with the Government of India in Simla. The rents charged for these quarters are shown in the statement which I place on the table.

(e) Government are not aware that the occupation of the quarters referred to by officers of the Government of India interferes with the occupation of the remainder of the hotel by Members of the Legislature. Indeed in the past year applications were not received to the full extent of the quarters made available for Members of the Legislature.

Rents for Quarters in Longwood Hotel, Simla.

Quarter No.	Amount of rent charged to members per month.	Amount of rent charged to officers per month.	Quarter No.	Amount of rent charged to members per month.	Amount of rent charged to officers per month.
	Rs.	Rs.		Rs.	Rs.
1	255	120	28	150	60
2	240	120	29	150	60
3	240	120	30	150	60
4	240	120	31	150	60
5	240	120	32	150	180
6	240	120	33	145	60
7	155	60	34	145	60
8	155	120	35	145	60
9	240	120	36	145	45
10	255	120	37	155	60
11	155	60	38	145	60
12	155	60	39	145	60
13	145	60	40	145	60
14	155	60	41	145	60
15	155	60	42	145	60
16	155	60	43	145	45
17	155	60	44	145	60
18	155	60	45	145	60
19	155	60	46	155	60
20	155	60	47	145	60
21	155	60	48	145	60
22	155	60	49	145	60
23	155	60	50	145	60
24	155	60	51	145	60
25	155	60	52	145	45
26	160	120	53	145	60
27	160		54	145	60

BILL, AS PASSED BY THE LEGISLATIVE ASSEMBLY, LAID ON THE TABLE.

THE SECRETARY OF THE COUNCIL: Sir, in accordance with rule 28 of the Indian Legislative Rules, I lay on the table a copy of a Bill to amend certain enactments and to repeal certain other enactments which was passed by the Legislative Assembly at its meeting held on the 1st March 1924.

ELECTION OF THE SELECT COMMITTEE ON THE AMENDMENT OF THE STANDING ORDERS OF THE COUNCIL OF STATE.

THE HONOURABLE THE PRESIDENT: Up to 11 o'clock to-day, which was the time fixed for receiving nominations for the Select Committee on the Amendment of the Standing Orders, I have only received seven names, and, as there are only seven Members to be elected, it is unnecessary to have an election. I therefore declare the following Members duly elected to serve on the said Select Committee:

The Honourable Dr. Mian Sir Muhammad Shafi,

The Honourable Mr. J. Crerar,

The Honourable Mr. G. A. Natesan,

The Honourable Dr. Sir Deva Prasad Sarvadhikary,

The Honourable Sardar Charanjit Singh,

The Honourable Sir Maneckji Dadabhoy, and

The Honourable Saiyid Raza Ali.

Under the rules it now remains for me to nominate one of the Chairmen of the Council to be a Member, and, if the Right Honourable Srinivasa Sastri will serve on the Committee, I shall have very great pleasure in nominating him.

THE RIGHT HONOURABLE V. S. SRINIVASA SASTRI: (Madras: Non-Muhammadan): I have great pleasure in accepting the nomination.

THE HONOURABLE THE PRESIDENT: I then nominate the Right Honourable Srinivasa Sastri to complete the Committee. The Committee is then duly constituted under the Standing Orders.

THE HONOURABLE SARDAR JOGENDRA SINGH: (Punjab: Sikh): Sir, I have the pleasure to move:

"That this Council recommends to the Governor General in Council . . ."

DISCUSSION OF THE BUDGET ON FRIDAY AND SATURDAY, THE 7TH AND 8TH MARCH.

THE HONOURABLE THE PRESIDENT: Would the Honourable Member mind waiting for one second? I thought the Honourable the Leader of the House was going to bring a certain matter before the House, but he was waiting for me to do so. The point is this. As Honourable Members are aware, the Budget discussion in this Council is fixed for Friday, the 7th. It has been represented to me by the Honourable the Leader of the House, acting, I believe, also on behalf of the Honourable Member in charge of Education, that the educational authorities of the Delhi University have fixed its Convocation for the afternoon of that day. As Honourable Members are aware, the date for the discussion of our Budget is fixed by His Excellency the Viceroy. Therefore I have no power whatever to help in the matter. But if the House unanimously expresses the opinion that it desires some other arrangement to be made (and the arrangement which has been suggested to me is that the House should meet on Friday, as at present arranged, and sit till, say, 1-30 p.m., and then sit again on Saturday till 1-30 p.m.), the Council will thus have

a full day for the discussion of the Budget and will also have an opportunity of attending this educational function which is taking place in the Assembly Chamber. But it must be clearly understood that if there is an objection on the part of even one Member over this change in date, I cannot agree to His Excellency being approached in the matter, and even if His Excellency is approached, the matter rests entirely with him. I daresay the Honourable the Law Member will be able to assure the House that any change in date would be within the powers of His Excellency. I therefore desire to invite an expression of opinion from the House as to whether it would desire action to be taken in the sense that I have indicated.

THE HONOURABLE SIR MANECKJI DADABHOY: (Central Provinces: General): Sir, I believe there is general agreement on the subject that we should avail ourselves of the opportunity of being present at an important Convocation like that of the Delhi University. I think the suggestion made by the Leader of the House meets with the sentiments and opinion of everybody here, and it would be very convenient to all that the Budget debate should take place on Friday next in the morning and be postponed then till Saturday. I do not believe it will cause any inconvenience to any Member of this House.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN: (West Punjab: Muhammadan): I think, Sir, we are all of the same opinion.

THE HONOURABLE THE PRESIDENT: I think then that it is the unanimous wish of the House that that arrangement should be made subject to the Honourable the Leader of the House being able to obtain His Excellency the Governor General's orders on the subject.

THE HONOURABLE DR. MIAN SIR MUHAMMAD SHAFI: (Law Member): I will communicate the wish of the House to His Excellency and I hope, before the rising of the Council to-day, to be able to communicate His Excellency's orders in this connection to the Council.

THE HONOURABLE THE PRESIDENT: Very good, let that be so, and if the Honourable the Leader of the House is unable to obtain His Excellency's orders before we rise to-day, no doubt he will let us have it to-morrow. We are sitting to-morrow.

THE HONOURABLE THE PRESIDENT: The Honourable Sardar Jogendra Singh—I apologize for having interrupted the Honourable Member.

RESOLUTION RE SURVEY OF IRRIGATION POSSIBILITIES AND THE ORGANISATION OF POWER LIFT IRRIGATION FROM WELLS.

THE HONOURABLE SARDAR JOGENDRA SINGH: Sir, I move:

“That this Council recommends to the Governor General in Council to arrange for a fresh survey of our irrigation possibilities, both from the rivers and the wells in the light of scientific advance and to frame a programme particularly providing for the organisation of power lift irrigation from the wells.”

To the zamindar Members of this House in touch with the land conditions, to the district officials who have spent their days in the villages and to those who are also interested in agriculture, I think my Resolution needs

[Sardar Jogendra Singh.]

very little explanation. We all know that the monsoons are very uncertain. Sometimes we get timely rain but more often they are untimely and uncertain and when the rains fail the crops die out and we are faced with famine. The only possible protection against famine and to guarantee proper food to the country is to extend irrigation to its utmost possible limits. Those of us who have had anything to do with famine relief in the United Provinces or in any other province know what it means when the rains fail and the crops die out and thousands of people flock to the relief works. To them I need not emphasise the importance of extending irrigation and making use of the new methods of irrigation which science has discovered in lifting water or in tapping supplies which now run to waste. I think, Sir, on this point I can do no better than quote from "India in 1922-23" in which Professor Rushbrook-Williams in a very illuminating paragraph sums up the whole position thus:

"In the tropics cultivation can be, and in many cases is, effected by natural rainfall only, but there are many parts in which the artificial watering of some portion at least of the crops is essential. Every season the rainfall in some parts of India is insufficient to mature the crops; while in other parts of India the rainfall which in a normal year may be sufficient is liable to uneven distribution throughout the season, or to such serious deficiency as to render the tract concerned famine stricken in the absence of artificial protection. The India Irrigation Commission, which sat from 1901 to 1903, recorded that between the area in which the annual rainfall is invariably sufficient, and that in which it is so scanty that no agriculture at all is possible without an irrigation system, there lies a tract of nearly a million square miles which, in the absence of irrigation, cannot be deemed secure against the uncertainty of the seasons and the scourge of famine."

There are a million square miles unprotected and to these we must extend irrigation. That is what Professor Rushbrook-Williams points out in his recent book, "India in 1922-23."

Again, Sir, the Irrigation Commission, with which were associated some of the most remarkable men, men like Sir Denzil Ibbetson, Sir Muir-Mackenzie, Sir Thomas Higham and Sir Patrick Fagan, men deeply interested in the promotion of agriculture, came to the conclusion in paragraph 98 of the Irrigation Commission's Report as follows:

"It has often been urged that the indirect advantages of irrigation in India are so great and incontestable that the question of the direct financial return which may be anticipated on the capital outlay is one of minor importance to which very little regard should be paid. This proposition is not likely to commend itself to those who are responsible for finding the large sums of money required for the construction and maintenance of irrigation works; and it seems desirable to form a clear idea of the nature of the indirect advantages which are claimed for irrigation works, and of their comparative, if not absolute, value to the State in different circumstances. These advantages are of three kinds, each of which must be considered separately:—

- (a) The increase in the general wealth and prosperity of the community resulting from the increase in the produce of cultivation due to irrigation even in years of normal or more than normal rainfall.
- (b) The effect of irrigation and of large water, storage works in increasing the humidity of the air, and in raising the level of the underground water-supply.
- (c) The prevention or mitigation of the horrors and the cost of famine."

I need hardly say more, Sir. Irrigation is the greatest necessity in India. Since the report of the Irrigation Commission was written, nearly twenty years have gone and a great deal of work that was then put down in the programme has been accomplished. We have got two or three new systems of irrigation which have brought thousands of acres under

cultivation. But the scope is still unlimited. There are new ways to be examined and new areas to be taken into consideration, particularly, I want to invite the attention of the House to three things.

One is that even on the existing systems the abundant monsoon supply is allowed to run to waste. I am assured by engineers, who are in touch with irrigation possibilities, that the whole of this supply can be utilised. Those of us who are now concerned in growing cotton for the Empire know that cotton is one of the main *kharif* crops, and if the whole of the supply that is available from the rivers during the monsoon be utilised, I think that India can meet the needs of the Empire in the matter of cotton.

Then there is the great and more important question of well irrigation. The Irrigation Commission in its report pointed out clearly that, though there might be some limit so far as irrigation from rivers was concerned, yet so far as regards irrigation from the wells, they could easily say that if the necessary capital and enterprise were forthcoming the irrigation from the wells could be quadrupled. That was an opinion arrived at by the Commission after careful consideration, and, so far as I am aware, I have not been able to obtain any figures, whether the recommendations of the Commission have been carried out regarding the extension of irrigation from the wells. In the year under review, the report is not able to say if any extension has taken place, but it is said therein that in the report of the Irrigation Commission, which was published some twenty years ago, it was stated that there were approximately 2½ million wells in India irrigating some 12 million acres. The capital investment on these wells was probably 100 crores, but since then I have not been able to discover if any extension has taken place. Perhaps the Honourable Member in charge will be able to enlighten the House what effect has been given to the recommendations of the Irrigation Commission regarding the extension of well irrigation. As I have already pointed out, since the report was written it has been discovered that lift irrigation even from the existing wells can double the irrigated area. It is impossible for the villagers to raise the capital to organise power pumping without outside assistance and to secure the necessary skill to supervise lift irrigation from wells. Here again you want expert opinion which will help the Government to organise well irrigation and provide lift irrigation.

The third question, which needs very careful consideration by a committee of experts, is the question of water-logging in some areas. We put all the water that is available on the land and most of this water runs down to the subsoil raising the subsoil levels. It must be within the reach of engineers to trap this supply and make it available for irrigation. There again the need for expert opinion is urgently felt. Then, Sir, if I may hazard an opinion, in these days when we are all busy with constitution making and very often forget the realities of life not only do the people forget, but I think even the Government of India, carried away by the eloquence that flows on the floor of the two Houses, very often forget that the Country needs something more than mere eloquence. The people want something to be done, and things that need doing in these years of progress are not being attended to. During the last five years, in the domain of agriculture and irrigation I have not seen very much speeding up of the programmes. Projects that were before the Government have certainly been taken up; and some of them have been carried out, but hardly any attempt has been made to study the question afresh and find out new ways of meeting the needs of the hour. The

[Sardar Jogendra Singh.]

Irrigation Commission in 1900-1901 held that, in order to protect the population that we had, it was necessary to have at least 4 of an acre per head protected by irrigation. I think it is the very lowest estimate which they made. The population has since increased and the expense of living and production have also increased, the lowest possible area therefore that would protect the population would not be less than one acre per head of the population. During the last twenty years we have raised the irrigated area from 12 to 9 for an acre per head. It is progress certainly but when you look at the immensity of the country, it cannot be said that the progress during the last twenty years has been adequate to the needs of the country. There is another factor which I want to bring to the notice of the House. Sir Ganga Ram who has been very carefully considering these questions estimates the production of cereals in India at 81 million tons and the amount required for the country at 79 million tons. The margin left, according to him, is only 2 million tons for a population of 319 millions, which means not even the supply of one month, if the crops fail, and the truth has forced itself upon the attention of the public whenever the rains have failed and famines have followed. This is a narrow margin. Is the Government justified in not increasing production and finding out all the available ways and means of doing so, so that the whole population of India may be able to have sufficient food? The extension of the area under irrigation to at least one acre per head of the population is absolutely necessary. Another fact which has been puzzling me is the question of exports of food grains from India. I have always been a free trader. I believe that free trade is the best possible way of linking up different countries and bringing about a better understanding between the people. There is one thing that has come to my notice now which puzzles me. Before the War India was able to export 4 million tons of cereals. After the War our exports have not risen over one million tons, and yet the whole of the food supply is now absorbed in the country. Is it that before the War India was exporting foodstuffs and starving itself? If it did not starve itself, how was it possible for it to manage an export of 4 million tons, while now it cannot export more than one million tons? One does not see any signs of any large stocks being held in the country? The whole question of irrigation and agriculture is connected with the question of food production. As to the question of food production, people who know the villages know how urgent and essential the question is. I think a very great object lesson was provided by the Baby Show here, for people, who could not go to the villages, had an opportunity of seeing the condition in which the people outside live. Are you satisfied with the condition in which they are now living? Do you not want to better their condition, and, if you do, is there any other way than increasing food production, which means water for crops? Proper irrigation at the proper moment is needed for the proper growing of the crops. Those of us who are interested in gardening and growing flowers know the part that proper watering and manure play in raising flowers. Crops need the same interest and the same care if they are to be fully grown; that is why our yields are low and uncertain. Irrigation is not available at the proper time. Even proper seed is not available. Without irrigation, proper seed and manures our soil can never produce all that it should produce. Then, Sir, out of the whole area under cultivation so far only 57 million acres are irrigated and 225 million acres are unirrigated. That again indicates the immense field there is, before the Government and the people, to extend irrigation to the remaining area.

I think, if we took up the question of bringing waste lands under cultivation and bringing irrigation where irrigation is not available, we would automatically solve the question of emigration to other countries. We have at present 180 million acres of culturable waste, 50 million acres of unclassified forest land. If these areas were brought under irrigation, they would add immensely to the wealth of the country. Any one who travelled from Karachi to Lahore 20 years ago will remember the treeless desert which has now been converted by irrigation and is yielding rich crops. The whole area is now under cultivation, and the lands yield millions of maunds of wheat, cotton and other crops, adding immensely to the wealth of the country. The same can be done in other parts of India. Irrigation can be extended from rivers, wells, from tanks and in hundreds of other ways. If you look at what is going on in America, you will be surprised that water in some places is pumped up from something like 200 feet. Here in India we fight shy of 50 feet. In fact the Agricultural Departments of various provinces have been talking about tube wells for the last 20 or 30 years, but if you went into the question you would find that the tube irrigation does not cover even 20,000 acres in all the provinces taken together. No attempt has been made to organise tube well irrigation. It is not that the tube well fails or the sub-soil fails but there is no organisation to manage the tube wells and the pumps. The Committee could propose the necessary organisation for arranging power pumping under proper supervision. It is not that we have not an immense water supply. The Irrigation Commission in their report point out that out of the surplus flow of 50 million cubic feet of water only $6\frac{1}{2}$ million cubic feet of water are used and about 80 per cent. of the supply is allowed to run to waste. Of course all this supply cannot be utilised. It depends upon levels and soils and things of that kind, but a good deal can be used, and it ought to be used as soon as possible. Therefore I recommend that the Government may be pleased to appoint a Commission to make recommendations regarding the utilisation of the abundant monsoon supply and to provide for supplementing it by irrigation, from wells and tanks. I propose that the Committee may carry out a careful survey of all our irrigation resources from rivers, lakes and wells and frame a programme for the next ten years for further extension of irrigation, and also carry out sub-soil survey and suggest the best system for organising well irrigation from wells and tube wells by mechanical means, using electric power and other prime movers. While I am on the subject of electric power I may mention that Mr. Meares, who examined the whole question regarding the electric power available in India, pointed out that there are 7.5 million horse-power available. The Honourable Member in charge will be able to tell us what action Government have taken in harnessing this electric power. It has been very often suggested that most of this kind of work should be done by the people, that in other countries these questions are taken up by private companies and that Government are not responsible for carrying out these things. There may be some truth in that. It may be possible in countries which are adequately advanced in organisation, education and intelligence, but in India we still need the assistance of Government in the case of irrigation and industries connected with agriculture. Our agricultural population, except in some provinces, as my friends will admit, is heavily in debt. Even the big landlords are not free from it. The necessary capital and brain power is not available, but, at the same time, the resources of the country are immense and if Government took the lead and started pioneer work there is no doubt that in a little time a great advance would be made, particularly in the matter of organising well irrigation.

[Sardar Jogendra Singh.]

There is one more point and I have done. It is often said that some of these subjects have been made over to the provinces and that the Government of India have abdicated all their responsibility, so far as the economic development of the country is concerned. It may be so, but so far as I can see the Government retain the power of taking action. Professor Rushbrook Williams in his "India in 1922-23" clearly points out that the Government have not entirely shifted responsibility. He says that "the constitution permits the Central Government to retain control over industrial subjects when they consider such a course to be necessary." So, when the Government say that it is a provincial subject, they merely mean that the Government of India do not think it of sufficient importance to take an interest in the subject. For many years, to my mind, the Government of India must be the vitalising centre and they must take the initiative in organising and developing agriculture and thus accelerating the pace of progress.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN (West Punjab: Muhammadan): It is my important duty to support this Resolution because I am a zamindar and a representative of that class. Most of the people of India live on agriculture and there is an Arabic saying which means that it is the water on which everything lives, men as well as crops. I will take the point whether this subject is a provincial one or not. If we see the Eastern and Western canals of the Jumna, the river which passes near us, we find that one of them is in the Punjab and the other in the U. P., but the place where they come from is one. In the same way though Government has made various provinces nature has got no limits. There may be rivers which start in one province and flow in another. So it is no good for each province to make a separate inquiry. If the Government of India took up the whole survey they will be able to find out what can be done. For instance all our rivers in the Punjab though they pass through it eventually go to the Bombay Presidency. So this subject is really not a provincial subject in that way. Then, Sir, if each province had to have its own committee, the expenses would be doubled or trebled. If, on the other hand, there was one joint Committee for the whole of India, which investigated the matter, I think the expenditure would be less, and also there will be uniformity throughout the country. When they have investigated the means for one province they have practically investigated for the whole of India. Then, Sir, of course the House knows that we have been talking about Swaraj. The few people who are out of employment who have passed their B.A.'s and M.A.'s have made all this stir because they do not get sufficient food—they want all the money, that is, the salaries of officials transferred to them. But if you ask a hungry zamindar, "Do you want food or do you want Swaraj", I think the answer will be "I want food". There will be 99 per cent. who want food and not the other thing. So I think the Sardar Sahib very ably has asked for what is wanted by the whole population of India, and that is food.

Then, again, why is it necessary that there should be a survey of irrigable tracts? I know of a case myself. There is a tract of country which is already irrigated and, as there is no scope for our engineers, they always want to re-irrigate it, with the result that a very great portion of that country is now under water and there is danger of more getting

under water. So that instead of bringing more land under cultivation, the land which is now under cultivation would go under water altogether. We want water for the land but not so excessive an amount that we cannot absorb it.

There has been mention made about tube wells. But experience has shown that tube wells never bring in profit. If one has got any particular crop which is very dear, perhaps one can get profit, but otherwise the expenses are more than the income.

At the end, Sir, I think that, if the Government decide against the Resolution, saying that it is a provincial subject, I hope they will be kind enough to do one thing, that is, to send all the proceedings of to-day to various Governments with a recommendation that they should consider this matter sympathetically and do something towards it.

THE HONOURABLE KHAN BAHADUR NAWAB SIR MOHAMED MUZAMMIL-ULLAH KHAN (United Provinces: Nominated Non-official): Sir, I am standing between two difficulties. One is that, if I speak in English, my speech will not be appreciated as couched in very good language. The other difficulty is that, if I speak in Urdu, although I can speak most impressively, many Honourable Members, especially my friends from Madras, will not understand a syllable of it. (*The Honourable Sir Maneckji Dadabhoy*: "You speak English very well.") Moreover, in that case the reporters would boycott me. Therefore, Sir, I am obliged to speak in a language which I have never been taught.—

Being a native of the United Provinces, and a brother zamindar of the Honourable proposer, I cordially support and welcome this Resolution. There is really plenty of water but it is not used properly and we have not the means to use it so. We, the zamindars, have got no power and no money to get skilful engineers and proper machinery, while the Government can help us easily in this matter. I myself have personal experience in this respect. In the times of our late Director of Agriculture, Mr. Hailey, probably the brother of the Honourable Sir Malcolm Hailey, I was encouraged to start a pumping station, which I did and which was very prosperous and working very well. But unfortunately the encouragement and support from the Agricultural Department was not so prompt and encouraging afterwards, probably on the assumption that I should thereafter be able to look after the project without any assistance. Of course, I could look after the project, but I could not engage an engineer on Rs. 1,000 or Rs. 2,000 a month with sundry allowances, and I could not afford the machinery. I could only provide him with local aid but I could not provide him with the latest scientific apparatus and so on. Therefore, I think it is most essential that the Government should give all the encouragement they can in the matter of the irrigation of most non-irrigated land.

Regarding the water, just as my Honourable friend has said, there were great hopes entertained and much talk about the tube wells. A scheme was started but it failed, and it failed among others in my own province. Unfortunately, the great War intervened, and we were told that the Department could not get the machinery soon and money was also scarce, so the project was nearly dropped for the time being and it has since died a natural death. If only this project of the tube well could be a little more encouraged, I think this will be a great benefit to the agricultural class. Then, Sir, there are many small rivers called

[Khan Bahadur Nawab Sir Mohamed Muzammil-ullah Khan.]

naddis. They are not big enough to call for any big project like the construction of canals by the Government, but still, if the pumps are fixed there and some pumping stations are built, the villages round about will get their irrigation from there.

A third thing is that there is a lot of what is called percolation water along the canals. For instance at the pumping station near my land, to which I was just referring, there is a lot of such water. If we zamindars are encouraged and helped by the Government to start our own pumping stations, hundreds and thousands of acres of land can be irrigated. But there is only one thing, that is, that we must get this water free as I am fortunately getting it. But sometimes the Irrigation Department is jealous of our getting the water free because their own irrigation may be interfered with and they will get less taxes and less money. If this theory is discontinued it would be much better, because I think it is not only the taxes on land that make Government fat, there are other sources also. If we get enough food, and a sufficient outturn of our crops, they can get taxes from a hundred other sources, railways and roads, etc., etc.

With these arguments, Sir, if any argument is necessary to support so urgent a proposition, I cordially support this Resolution, and at the same time beg to be excused for my deficient knowledge of the English language.

THE HONOURABLE RAJA SIR RAMPAL SINGH (United Provinces Central: Non-Muhammadan): Sir, I rise to support the motion. It is an admitted fact that the economic prosperity of the country depends in a large measure on the agricultural development of the country. I do not mean to say that other industries have not also a bearing on the economic progress. But it is the agricultural industry and the agricultural industry only on which depends the real relief and amelioration of the masses who are steeped in poverty and destitution. The Government have done a lot in providing canal irrigation to the country. Vast tracts of land which could not be brought under the plough are now yielding crops which it is difficult for me to estimate. A very large area, which was subject to the vicissitudes of the monsoon, is now yielding good crops and better outturn. The landlords too have not failed to add their quota in providing facilities by sinking wells and constructing *bunds*, and I must say that but for the periodical settlements and the stringent settlement rules which are more observed more in their breach than in their application, there would have been a much larger number of wells now in the country. But, Sir, with all the facilities which the Government have provided, with all the wells and tanks and *bunds* that exist in the country and that afford security to agriculture, there is still very large and extensive scope for further improvement. For agricultural industry the chief and essential requisites are irrigation and manure. The latter can to a certain extent be dispensed with by adopting what we call rotation of crops. But without irrigation the future prospects do not seem to be bright. Now, Sir, it is a belief in the country that well water is much more beneficial for the crops than canal water, and I am sure that all the requirements of agriculture cannot be fully met by canal irrigation. So, it is very desirable that Government should now divert their attention towards the expansion of well irrigation. It is necessary that we should now try to utilise the sub-soil water and develop the country. Well irrigation is no doubt labouring under some drawbacks and difficulties. It is daily becoming very expensive and, owing to scarcity of labour and wastage, the future progress is not very

bright. I therefore think it very desirable that Government should take the initiative in the matter and organise a scheme for the expansion of well irrigation on the Power Lift system in the whole country. By this means I am sure that Government will be doing a real good to the masses whose lot at present is nothing but deplorable. I therefore, Sir, very strongly support the Resolution.

THE HONOURABLE MR. A. H. LEY (Secretary: Department of Industries and Labour): Sir, I propose to confine any remarks I have to make on the subject of this Resolution to that portion of it which deals with irrigation from rivers. Questions of well irrigation seem to me to be questions primarily for agricultural experts, and I leave them to others more competent to speak on the subject than I am. Also, incidentally, they are obviously subjects, I think, for Provincial Governments in the first instance, and I am not very sure myself whether the discussion of a subject like this in the Central Legislature is altogether very useful. It may of course be said that irrigation is equally a Provincial subject. But there is this to remember, that Irrigation is a Provincial reserved subject, over which the Central Government consequently retain powers of superintendence, direction and control, and, therefore, as my Honourable friend behind me rightly said, the Government of India cannot divest themselves of responsibility in the matter altogether. I understand that my Honourable friend the Mover of the Resolution suggests the appointment of another Irrigation Commission like the famous Irrigation Commission of 1901-03, the object of which, if I understand him rightly, would be the discovery of fresh fields for our irrigation engineers to conquer and the addition of new areas to our already rapidly increasing irrigable land. I should like in the first place to suggest for the consideration of this Council that the circumstances at the present day are obviously entirely different from what they were when the Government thought fit at the beginning of this century to appoint the Irrigation Commission. At that time I think I am fairly correct in saying, generally speaking, that with the exception of the Punjab Canal colonies, irrigation was more or less stagnating. It was thought—wrongly no doubt, but it was thought—that most of the productive works—and when we are talking of irrigation, we must always remember the distinction between productive works and protective works—it was thought that most of them had been constructed, while at the same time no general policy had been enunciated with regard to the undertaking of works designed more particularly for protection against famine, that is protective works:

“The irrigation works.”

I am now quoting from the Resolution appointing the Commission:

“hitherto constructed by the State in India have on the whole proved directly remunerative; but it is recognised that the programme of works of this kind may be approaching completion. * * * As regards new works therefore the main question is not whether they will be likely to prove directly remunerative, but whether the net financial burden which they may impose on the State in the form of charges for interest and maintenance will be too high a price to pay for the protection against famine which they may be relied on to afford.”

That is a quotation from the Resolution appointing the Commission. It is not surprising therefore that the main energies of the Commission at that time were devoted to the investigation of new protective works. Now, it is quite impossible, I agree, to over-estimate the benefit which that Commission did to India. The result has been a great stimulus to irrigation in the last twenty years not only in protective works, but in productive works also. It has been certainly found that the idea which seemed

[Mr. A. H. Ley.]

to have prevailed at one time as to the possibilities of productive works coming to an end was wrong. What are the figures in the first place as far as protective works are concerned? In 1908 when the Irrigation Commission reported, there were only 9 protective works in operation or under construction in India. There are now nearly 60 and the capital sunk in them has risen from £2 millions to £12 millions—that is, protective works alone. In the case of productive works also there has been an equally large expansion. From 1908 to 1920 the total annually irrigated area from canals rose from 19 million to 28 million acres, and with works which have been completed since that date or are now under construction there is anticipated a further addition to our annually irrigated area of over 10 million acres; and when you recollect that for every acre annually irrigated $2\frac{1}{2}$ acres, roughly speaking, are benefited by canal irrigation you will find that something like 25 per cent. of the total cropped area in British India is benefited and protected by Government irrigation works. (*The Honourable Sardar Jogendra Singh*: “Are the figures correct,—25 per cent.?”) That is roughly correct. I have quoted these figures to show that I do not think that it is at all right to suggest, as the Honourable Mover of the Resolution has suggested, that nothing has been done or that not enough has been done during the last twenty years. A vast deal has been done: I think I am correct in saying that more has been done during the last twenty years in India than in any other period in this or in any other country of the world.

THE HONOURABLE MR. G. A. NATESAN: Was it due to famines?

THE HONOURABLE MR. A. H. LEY: One of the ideas of irrigation is to protect against famines.

Let me just briefly for one moment survey as quickly as I can the present position in the various provinces. I will only deal with those provinces where the subject is really of prime importance, owing to climatic or soil reasons. In Madras the Local Government have the great Cauvery Reservoir Project prepared and ready for submission, which, when sanctioned, will occupy the irrigation staff of that province for many years to come. In Bombay, of course, there is the Sukkur Barrage Scheme (and I am surprised nobody seems to have mentioned it—the greatest irrigation work in the world), at present under construction. They have also other large projects under contemplation, such as, the Gokak Canal Extension Scheme. In the Central Provinces there is a large programme before them of irrigation development in the rice tracts of that province, including several works of major importance, which are calculated to employ their staff for the next fifteen years or so. In the United Provinces there is the Sarda Canal Scheme, a very large scheme, likely to occupy the staff of that province for many years to come. The same may be said, of course, of the great Sutlej Valley Project in the Punjab, followed as it possibly will be when staff becomes available by other large schemes such as the Haveli project, possibly also the Thal and the Bhadra projects

THE HONOURABLE SARDAR JOGENDRA SINGH: How long have these projects been maturing?

THE HONOURABLE MR. A. H. LEY: Some years. My object in making this brief survey is to show this, that it is an unquestionable fact that the

Local Governments, in provinces where the question is of supreme importance, have got well thought out schemes which are now under preparation or under construction and which will employ them fully during the next ten or twenty years. I do not think they will evince any desire for any suggestions from an outside body for further additional irrigation projects. Let me just for one moment also remind the Council of something that the Retrenchment Committee said on this subject of Commissions and Committees of Inquiry. I have no doubt that the Council will recollect that perfectly well

THE HONOURABLE SARDAR JOGENDRA SINGH: Who has brought discredit on committees?

THE HONOURABLE MR. A. H. LEY: They discussed the Commissions and Committees of Inquiry that have been appointed in recent years. They discussed the time and the money which have been devoted to these Commissions and Committees, and they definitely recommended that this rather expensive method of investigating current problems should be resorted to only in exceptional cases. I ask the House whether, with the survey which I have given of what is now being done and what will be done within the next ten or twenty years, such an exceptional case has arisen as to warrant a fresh Commission of Inquiry now? I say that it is clear that anything of the kind is quite superfluous. My Honourable friend, the Mover, did make one little statement referring to the advance in scientific irrigation, and he says that it is necessary that we should review the situation in the light of that advance. That seemed to me to be the idea underlying the Resolution. If that be so, I need hardly say anything about that, except to remind him and this Council that any advance in canal irrigation, any scientific advance in canal irrigation that there has been in recent years, has been the result of the experience of the Irrigation Department in India in a field in which India unquestionably leads the world, and that every project which is now designed and constructed is designed and constructed in the light of that advance.

I do not think that I have anything more to say on this subject. I have tried to show that every Local Government, to whom the question is of importance, have before them now schemes carefully thought out by the best experts available, which are likely to occupy them for many years to come, and any further resurvey of the position at the present moment will, it seems to me, be wholly superfluous.

THE HONOURABLE LALA RAM SARAN DAS: (Punjab: Non-Muhammadan): I rise to support the Resolution. My Honourable friend, Mr. Ley, has not dealt with the subject of adopting up-to-date methods for cheap lifting of water from deep wells and rivers which do not fall under the category of canal irrigation. In the Punjab, Sir, we are very grateful to the Government for providing us with an increased number of canals and for the good many new projects which are likely to develop in the course of the next few years. But, Sir, the fate of those zamindars who have to fall back on the old system of lifting water from wells or tanks is going from bad to worse. Taking the case of the Punjab, everybody cares to go and work on land where he has to put up with the minimum trouble. The result is that the zamindars and other people from well irrigated lands are migrating to the new canal colonies. The share in income of the land owner on those lands which are dependant upon lift irrigation is becoming less and less. Mr. Ley pointed out that the Canal Commission finished its labours in 1901 and that no more

[Lala Ram Saran Das.]

inquiry is necessary at the present juncture. As far as canals are concerned every province has its own projects and has its own experts to consider and report upon them, but this question of lifting water cheaply from wells, lakes or rivers is an all-India question and is yet unexplored. I think that, if every Provincial Government has to take action, it will lead to waste of money and so I think it is quite opportune that this inquiry should be undertaken by the Central Government and that it should inform Provincial Governments of the successful new methods of cheap pumping which have been found to be of great utility and should be adopted in each province. In certain districts people sink a large number of wells and the cost of lifting water from these wells is comparatively heavy. In the case of lands on a high level, which are situated near the canals, the lift employed is comparatively expensive, and in case a committee of experts is appointed, whether of expert engineers or expert machinists, it could devise some suitable method of putting in a central power plant from which various zamindars could take their power at a small cost. This will be very useful. I have experience of tube wells and in my own estates I have sunk tube wells of 10 inches diameter. In case the work is done by means of an independent plant the cost of lifting water is about three times the canal rates. So in case some schemes are devised to put up a central plant at a suitable place to sell power for water lifting such a central plant, I think, will be a great boon to the zamindars. The cost of lifting of water by power thus will perhaps be equal to the cess of the canal flow water and in that way all the high lands near the canals will be cheaply irrigated. Wherever we have canal falls electric stations can be established as their running cost will be trifling and the charge will simply be a matter of return of interest upon the machinery, which a zamindar will have to pay and he will be able to get the power at a nominal rate. Such projects have not yet been considered, and no committee has taken any pains to report on that. I think, Sir, that this is a matter of great interest for those unfortunate zamindars who do not happen to own lands in canal irrigated areas and whose percentage of population is also considerable. I think the question of a committee to report upon up-to-date methods of lifting water cheaply should be well scrutinised and adopted. My friend Raja Rampal Singh said that well water is better than canal water. With due deference to the Raja Sahib I must say that in the Punjab things are different. Canal water, owing to silt except in cases where it deposits a good deal of sand, is always considered much better than well water. However, Sir, that is a matter of opinion. The Raja Sahib's experiences may have been different. With this view I strongly recommend that the committee to inquire into the possibilities of lifting water cheaply from wells and tanks should be appointed.

THE HONOURABLE MR. R. P. KARANDIKAR (Bombay: Non-Muham-
madan): I rise to bear testimony to what the Bombay Government has
been doing in the matter of improving agriculture in that province. In
years gone by Taqavi advances were made to agriculturists for the purpose
of sinking wells, and there was a time when there was no supervision as
regards the use of the money that was borrowed for the purpose of sinking
wells. Part of the money was discovered to be diverted to liquidating
the debts due by the agriculturists and for defraying other expenses, and
later on it was found that these wells were left unfinished or unutilised
and for the matter of that some of those who took the advances found

them not quite useful. While smaller agricultural patches were thus replenished by water derived from wells, larger efforts were also made. Whether the works fall under one denomination or other they benefited agriculture and they were intended to benefit agriculture. Artesian wells could not be worked to advantage in tracts of trap rock where there was no alluvial strata geologically to be discovered. They were a failure in some parts when they were attempted. Undoubtedly artesian wells are found to be working well in provinces where you have got alluvial strata. I am speaking of what work has been done by the Bombay Government, perhaps in consultation with the Supreme Government, and I am not unmindful of the extreme necessity of improving the chances of agriculture by wells and by canal irrigation. I wish to direct the attention of the Local Governments through this House, if possible, to the silt that is carried away by torrential rainfalls into rivers on to the sea, broadening the basis of the river and the silting of the creeks as you find along tracts of land that lie on both sides of the mountain ranges by the Sahyadri, that mountain which belongs to the Bombay Presidency more particularly. I claim that very insufficient attention has been paid to this question of the washing away of the silt. I know that there has been a Land Revenue Code, but I wish that it was a Land Administration Code. When the *silla* officers go out for instance to find out which of the officers have done the best work in connection with realization of revenue, I wish more attention could be paid by these responsible officers to find out exactly who was the agriculturist who does not allow the silt of his land to go away to the disadvantage of his own land and of the whole country, and which was the land which was best looked after and cared for. I have known agriculturists taking pride in the statement that they go to the land once for the purpose of sowing the seed and again when reaping the harvest at the end. It is there that agriculture has been failing. Natural manure, which is supplied to the land by the action of the sun, is thus lost altogether and there is nothing to take its place. It is, therefore, necessary that a resurvey in the direction suggested in the Resolution should be made. The attention of Local Governments must be called to this very important subject, this all-absorbing subject, especially as we find we take pride in stating that 80 per cent. of the population of India is agricultural. If that is so, are not the Government of India agricultural? Can they ever neglect the very source of agriculture, which benefits agriculture to this extent? I should think the Honourable Mover of this Resolution has given us enough to think of when he points out how small a margin is left to the agriculturist to subsist upon being only one month's extra supply for the whole country at the end of the year. I doubt very much whether sufficient attention has ever been paid by the Government of India to this vast and important subject. And I do think, as the Honourable Mr. Ley has pointed out, that, as the Government of India have limited control over this important subject, this Resolution should be adopted in the manner in which it is possible. Perhaps it may be that the subjects that are divided between the Local Governments and the Government of India may come to be re-adjusted and no doubt, though Irrigation may be left to a certain extent to the Local Governments, the Government of India can never feel themselves justified in divesting themselves of their supervision over this vast and important subject. There is just this point. We have got protective works and productive works, and I know for certain that the Bombay Presidency stands foremost in the matter of such works and I have no

[Mr. R. P. Karandikar.]

doubt that the highest authority in the land may find some occasion to visit these vast works there. In some irrigation works, some canals, some water is not utilised at its proper value and so it is wasted. Some fields lie in the water much more than is necessary. All these are necessary consequences of our experience of irrigational activities. I do feel, Sir, that I would not have risen, but for the purpose of bearing testimony to the work that is being carried on by the Bombay Government. But at the same time I want to bring home to all Members concerned that it is their duty to look after the land and not allow the silt to be washed into the sea in consequence of the torrential rainfalls.

THE HONOURABLE SIR NARASIMHA SARMA (Education, Health and Lands Member): Sir, as the Member of Government in charge of Agriculture and Lands and as one who was in charge of Irrigation for about three years, I am naturally interested, and very deeply, in this Resolution. The Government are very gratified that the Council of State has taken such a very deep interest in one of the essential problems of the country and they hope that this continued interest will awaken a consciousness in the minds of the people throughout the country that this is a subject of paramount importance and that they should co-operate heartily with the Government in making agricultural progress a reality, which they cannot unless there is enthusiasm, continuous, unflagging, enthusiasm, on the part of the people, and not merely on the part of the Government. When I was in charge of Irrigation, I visited almost every province and almost all the important works, and I paid a visit to some of those magnificent dams and irrigation works in the Bombay Presidency, and one is gratified to notice the immense strides in progress that have been made, notwithstanding the fact that, at first sight, it may seem that the immediate return on the expenditure involved in some of these large works may not be appreciably large and may be to a certain extent a burden upon the tax-payer. The Government, Sir, are not unmindful of the fact that the margin between production and consumption is very very narrow indeed. They have always been mindful of that fact. They also know that, especially in the matter of exports of rice, what India issues by way of export is largely from Burma, where the production is very much larger than what can be consumed by the people of the province. It is not, therefore, the extra production of India proper that accounts for the exports of rice from India, but it is the exports from Burma that figure largely in the accounts. With regard to wheat, it is somewhat different and it is here the fortunate province of the Punjab that accounts largely for the exports of that cereal from this country. I have already on a previous occasion indicated that there is but one acre or about one acre of land per head of the population—of cultivated land. And therefore all the efforts of the people and the Government should be directed towards increasing that area, towards securing that area against the vagaries of the seasons. The Government have not been in the past, and are not at present, looking merely to the immediate returns from the expenditure on irrigation works. They realise the vast amount of indirect good that is done to the country by the increased production which is the resultant of increased irrigational activity. With the aid of 27 million acres irrigated by Government canals and irrigation works they have been able to produce crops worth Rs. 17,000 lakhs. The capital expenditure on such works have been Rs. 8,000 lakhs and odd, so that, in one year, the country has been able to reap twice as much as the total capital that has been put into the irrigation works of

the country. Therefore, it is not owing to any grudging policy on the part of Government that irrigation has not made greater progress, but on account of difficulties that must naturally confront any Government, especially when the Government have not behind them the awakened consciousness of the people and the desire on the part of the people to put their money into these works in order to make progress real and lasting. The Honourable Mr. Ley has already told you that the Government have on hand vast irrigation schemes which will keep their officers employed so far as canal irrigation goes. There has been a large increase since the report of the Irrigation Commission of 1901-3 and in British India alone, as soon as the works under construction are completed, we may hope for an increase of about 10 million acres and in the adjoining Indian States, about 8 million acres, so that we may look forward to an increase of about 18 million acres in the irrigated area as against 27 from Government canals now; and that is a very large factor. As has been pointed out, this will tax the energies of all the engineers now employed by Government for a good many years to come. There is hardly any province of importance that has been left out of this programme. The Central Provinces, Bombay including Sind, the United Provinces, Punjab, Burma, Madras, all these share in this increased cultivation, and we have projects to irrigate about 7.4 million acres which projects would have to be taken up after full and further investigation in continuance of the works under construction. So that, when all these are completed, we may hope to increase the canal irrigation by 20 million acres, and that is not an insignificant programme. Very large sums of money have to be spent and the Government of India, as I have indicated already, have been always ready and will always be ready to finance any scheme which may be brought forward by the Provincial Governments, which are now directly responsible for the expenditure on such irrigation works. In this connection I may point out that there is a significant difference between the position of the Government of India in 1901-3 and the position of the Government of India now. At that time, the Government of India shared in the revenue from land. There were hard and fast rules as to what was productive expenditure and what was protective expenditure, as to whether protective expenditure was to be met from the famine grant or otherwise, and there were a number of restrictions as to what had to be done, and then there was the further fact that the Government of India could finance these projects only in some order, namely, in the order of productivity, so that, although Madras and Bombay may have had very good schemes, still precedence had to be given to a scheme which would bring in larger returns, and consequently a comprehensive survey of the whole of India was necessary to put these projects on a proper footing, so that the Government of India might know when and how to sanction judiciously the expenditure of money available on these various projects. Now, the whole aspect is changed. The Government of India have absolutely nothing to do with the income from these productive works and do not incur any responsibility whatsoever for the expenditure thereof. There are rules which stipulate the conditions under which the provinces can borrow and the Government of India have to render assistance to the provinces in the matter of borrowing, and there the matter ends, apart from the technical sanction which they have also to give. Consequently, what they did in 1901-3 by way of instituting a comprehensive survey, they cannot do at the present moment except perhaps if the provinces themselves come forward and ask for such a comprehensive survey. I would ask Honourable Members to consider for a moment as to whether

[Sir Narasimha Sarma.]

there is need for such a survey. It may be that in 1901-08 public opinion was not so vocal, and that Government had to bestir themselves and order an inquiry to know where they were. But now, if you turn over the pages of any of the Provincial Legislative Council proceedings, you will find Resolutions being brought forward continuously by non-official Members urging that district A or district B has been steadily neglected in the matter of irrigation, that this project might be investigated, that project might be gone into, or a third project might be constructed, so that you have the people themselves stirring up the Government now. You have their representatives in the various Legislative Councils inducing their Governments to put forward their maximum efforts for the purpose of making irrigational activity a reality. There is no suggestion whatsoever from anywhere that the provinces themselves have been lax in their efforts in this direction. If there is, the Government of India would certainly try to induce those Local Governments who have been remiss in this matter to stir themselves up a bit into greater irrigational activity. Before the Reforms came into being the Agricultural Board advised the Government of India to make recommendations to Local Governments with regard specially to well irrigation and pump irrigation. These were the recommendations:

"Each Local Government in any province where famine conditions can be mitigated by wells should have an efficient well-boring department under the charge of an Agricultural Engineer. In connection with such well-boring department it is recommended that the cost of unsuccessful trial boring should not fall on the individual landowners in whose land they are made. A systematic survey of the supplies of underground water, which could be tapped by wells or small bores, should be undertaken as soon as possible in areas where famine conditions can be mitigated by wells."

In respect of this recommendation of the Irrigation Commission, this survey has not been made, but I know that that is expenditure that is desirable and its importance has not been fully appreciated and the Government of India have drawn the attention of the Local Governments to this aspect of the question and asked them to do what they could in these directions for the purpose of improving well irrigation. The reports of the last Agricultural Committee show that in the Punjab there has been fairly good activity. The number of wells which have been successfully bored are 858 during the last three years. In the United Provinces, they are about 850 during the last two years and in Madras about 498. In the Bombay Presidency the Mansfield Depth Finder is being used with success. We have no statistics as regards the number of oil engines purchased and action taken by Local Governments to provide loans for such purposes. But in districts such as Kaira in Gujarat, pumps are worked by oil engines and are being widely used. I may state that the Government of Madras—I do not know at what stage it is exactly now—had a large pumping project, the Prodattur pumping scheme, which would irrigate 10,000 acres by pumping water from the river Krishna to high level lands which are not ordinarily irrigable with canal flow irrigation. In the Central Provinces they had in 1921-22 57 projects in various stages of investigation. Therefore, wherever you turn, you will find that there has been activity, but that does not mean that either the Government or the people can rest content with what has been done or what is being done. We realise as much as you do the vast importance of the subject. If more has not been done it is due to the fact that paucity of funds has been responsible to a certain extent for the curtailment of staff. In almost all the provinces there have been agricultural engineers appointed,

in the Punjab, in the United Provinces, in Bombay, in the Central Provinces, and in the United Provinces, there are two agricultural engineers. Therefore, there have been agricultural engineers appointed in almost every province where such sort of activity is necessary. I wish there were more, but we are moving in that direction and we hope as soon as funds permit to start at Pusa an engineering course in order to equip students for this task of carrying out experiments in irrigation engineering and for the purpose of supplying agricultural implements and so on—all sorts of engineering subjects—but what has stood so far in our way is that wretched commodity, money of which we are all so much in need. We hope with better finances that we shall soon be able to provide the necessary staff for the purpose of encouraging this branch of activity.

Well, Sir, I do not think I need take up any more of your time, but I ask you, is there any need for a survey on the lines of the survey of 1901-08? I hope I have been able to show that, so far as canal irrigation is concerned, there are projects which will tax the energies of the engineers for at least ten to fifteen years to come and nothing that we can do would improve the position. With regard to wells, there has been an increase of acreage under wells of at least 2 million acres since 1908. The gross area, that is, the area which is grown with more than one crop under wells, is much larger, but we have not got the figures to show what it is exactly. The Irrigation Commission themselves considered the problem as to whether the Government should directly expend money on these wells and they have rejected it saying that it is not practicable or desirable. That is the reason why they have suggested that the Land Improvement Loans Department and other departments of revenue should encourage this branch of activity . . .

THE HONOURABLE LALA RAM SARAN DAS: What about lifting water cheaply from wells?

THE HONOURABLE SIR NARASIMHA SARMA: I was very much impressed by what the Honourable Lala Ram Saran Das has stated, but that is a matter between the Industrial Department and the Agricultural Department of each province. The conditions with regard to wells vary from district to district, from taluq to taluq and from province to province, and it is not possible for any Commission to state what can be done in the various areas whose conditions totally differ from one another. I therefore suggest that this idea of a comprehensive survey may be abandoned for the present. We shall certainly circulate to Local Governments the desire of this Council for more irrigational activity, for sustained irrigational activity, in the various directions mentioned in the Resolution, and ask for information on the subject, and, if there is any desire evinced by Provincial Governments for more co-ordination, certainly the Government of India would not be lax in bringing about that co-ordination. I have myself been trying as far as possible to bring into existence an all-India Agricultural Society, consisting of officials and non-officials, to take up these problems and to give the necessary stimulus both to the Government and to the people. I hope my non-official friends will be able to help me with their suggestions so that in this year we may be able, if possible, to move in that direction. With these words I join my Honourable friend, Mr. Ley, in thinking that the object of the Resolution has been achieved and no purpose would be served by pressing it to a division. We cannot do anything at all. The whole subject is a

[Sir Narasimha Sarma.]

provincial subject and a provincial reserved subject partly, and therefore I think that we cannot do more, though I wish we could.

THE HONOURABLE SARDAR JOGENDRA SINGH: Sir, I have been much gratified by what the Honourable Sir Narasimha Sarma has said. It promises an awakening consciousness in the Government of India as to the agricultural needs of the country. As the Honourable Mr. Karandikar very pertinently pointed out, the sooner the Government of India realise that they are a Government of agriculturists, working for the agriculturists, depending on the agriculturists, the better for the country. I am glad that the Honourable Sir Narasimha Sarma is anxious to tackle the agricultural problems.

There are one or two things which the Honourable Sir Narasimha Sarma said which need a little clearing up. He complained that the Government would go forward much more rapidly if there were co-operation coming from the people in helping them forward. I beg to point out very strongly that that co-operation has been forthcoming all the time. In fact, we have been pressing the Government of India to go forward and get out of the ruts into which they have fallen. He said that if co-operation were forthcoming things would move much more quickly. I suppose he has not forgotten that in the Punjab and the United Provinces we have raised all the money required for the projects that we had in hand, and if there was any difficulty in the way of raising those loans—some difficulty which was whispered about—the Local Governments complained that it came from the Government of India in the way of raising loans, but as soon as the Local Governments came into the market, the whole money required for the purpose was contributed. Then, Sir, the Honourable Sir Narasimha Sarma said that the Government of India no longer shared in the land revenues and were therefore not prepared to take the same keen interest which they did heretofore

THE HONOURABLE SIR NARASIMHA SARMA: I did not say keen interest. I said, would take even a keener interest: only they are not interested in the revenue or expenditure.

THE HONOURABLE SARDAR JOGENDRA SINGH: It means that once you cease to share in the profits you cease to take interest in developing those projects. But I want to point out to the Honourable Sir Narasimha Sarma that all the revenue of the Government of India is gathered,—indirectly it may be,—from land. Shut out the produce from lands in the country and there will be silence in the streets. You will have no customs revenue, you will have no railway revenue, you will have nothing. Though it may be that land revenue does not come to the Government of India directly, the whole of the revenue of the Government does come from agricultural sources. Another point, Sir, on which the Honourable Mr. Ley and the Honourable Mr. Sarma, (*An Honourable Member:* "The Honourable Sir Narasimha Sarma.") The Honourable Sir Narasimha Sarma laid a great deal of stress, was that the development of irrigation is limited not by the scope for it, but because the staff at present employed was fully occupied. I think that is a kind of excuse which this Council will not be prepared to consider. If there is scope for developing further irrigation schemes, surely we can employ more officers and go forward. You cannot stop work because there are only a limited number of men and they are fully employed. You can surely get more men to do it.

Then, Sir, coming on to the question of well irrigation I do not want to labour the point. The Honourable Lala Ram Saran Das very clearly pointed out where the assistance of the Government is most urgently required. It is required in organising well irrigation. What happens now is, as Mr. Karandikar pointed out, that most of the money which is made available for sinking wells is not properly used. The subsoil resources of the country have not been surveyed, nothing has been done in that direction. Surely that is where we require Government assistance—to discover what the subsoil supply is. We must have subsoil surveys and a skilled staff that will help in developing and organising well irrigation.

The one point on which the Honourable Sir Narasimha Sarma laid the greatest emphasis was that funds were not available for carrying out these projects. If I may say so, it is not the funds that were wanting; it is the courage and the enterprise. If there were the necessary courage and enterprise, funds will surely be forthcoming. I have never known that a loan was floated and not subscribed. We have floated large loans for railways, which according to the Acworth Committee's report, are not giving a return. When you look at the irrigation projects you find that we have sunk about Rs. 81 crores capital and our return generally is not less than 7 per cent., while in some of the provinces some of the irrigation systems are earning from 40 to 50 per cent. With this profitable investment being available I do not for a moment doubt that if sufficient courage and enterprise were available the money required would be forthcoming.

THE HONOURABLE SIR NARASIMHA SARMA: I referred to private funds. Public funds are available at the proper rate of interest.

THE HONOURABLE SARDAR JOGENDRA SINGH: So far as I am aware no attempt has been made to provide funds for agricultural purposes. I do not quite follow what the Honourable Sir Narasimha Sarma means by private funds. It has been said that things have materially changed since the Irrigation Commission went into the question and so that nothing need be done. In this particular year in England the agricultural question is receiving the most urgent attention. I do not for a moment believe that India has advanced further than England for us to think that there is nothing more to be done. If England needs a Royal Commission to go into the agricultural conditions, why should not India also go into the question fully and thoroughly? I now come to what fell from the lips of the Honourable Mr. Ley. He quoted figures to indicate the progress that has been made. The one thing we do not take into consideration is the enormous area and the enormous population with which we deal. At one time I made calculations myself, and as I was not satisfied with my own calculations, I went to the Secretary of the Revenue Department to get figures properly worked out, and we discovered that four million tons of exports of cereals only represented a handful per head. When we talk of millions of acres of irrigated land, we forget that many millions are left unirrigated and untouched. When we talk of the progress that has been made, we forget that the progress during the same period could have been doubled, if we had taken the offensive instead of being on the defensive. What we want to do is to take the offensive and go forward and not to be satisfied because 10 million acres are under irrigation. We must provide for a 100 million acres in the coming twenty years.

[Sardar Jogendra Singh.]

One more point and I have done. The Honourable Mr. Ley not only on this occasion but other Government Members also trot out the Inchcape Report against the appointment of Committees. They have not so far told us, if there is any problem which has to be examined how it is going to be done, and if you require expert opinion how else are you going to do it if you do not appoint Committees? If any one has brought discredit upon the Committees appointed by the Government of India, who is responsible for that discredit, but the Government of India themselves? They appoint Committees, they get expert opinion and then take no action; they write notes, circulate to the provinces, and spend three or four years in delaying decisions. That does not show that the Committees are wrong and that this House is wrong in asking for a Committee to inquire into problems which can only be dealt with by experts. It is only the Government who are to blame in the way they treat these reports. I therefore recommend this Resolution to this Council. It will help the awakening of the conscience of the Government of India to the need of studying agricultural problems and starting a survey as early as possible. The great problem of India is the food problem, and if it is neglected, as has been done in the past, then this Council and the Government will be neglecting their primary duty.

THE HONOURABLE MR. A. H. LEY: I only wish to say one word. The Honourable Member in his final words accused the Government of lack of courage. It is astonishing to me to find that in all the speeches that I have heard to-day, from my Honourable friend and others on this side, practically no reference has been made to the enormously great irrigation works already done or now being constructed. He talks of lack of courage; yet he never even mentioned the Sukkur Barrage and the Sutlej Valley projects,—two of the greatest irrigation projects in the world; and yet he accuses us of lack of courage.

THE HONOURABLE SARDAR JOGENDRA SINGH: I started with saying, Sir, that a great deal of the work has been done and pointed out the advance in irrigation that has been made.

THE HONOURABLE MR. A. H. LEY: I was trying to combat the statement that we lacked courage and I say there is no justification for that statement.

Then he made another comment on what I said, namely, that the work at present in hand, the large programme at present in hand for the Local Governments, is sufficient to employ the staff of the Local Governments, the irrigation engineers in the country, for the next 10 or 20 years. He says: "Well why do not you increase the staff"? That is the gist of his argument, I understood. And he goes on to say that one acre per head of the population should be irrigated,—300 million acres irrigated. He does not attempt to see that there are portions of the country, as is clear from the Irrigation Commission's Report, which are unirrigable, and that the main portions that are irrigable are the alluvial plains of Northern India. Of course, there are other large portions as well, but you cannot expect to irrigate every acre all over the country. There are limits to the irrigation programme.

There is only one other point I want to make. If he wants money straight away to irrigate 300 million acres, one acre per head of the popu-

lution, that means loans of over five hundred million pounds, and it seems to me a little superfluous to suggest at the present moment that any such large expansion is possible in the present conditions of the market. That is all I want to say, Sir, at the present moment. I have only tried to show that the Local Governments are doing everything that they possibly can. They have got very large schemes of irrigation on hand, and it seems to me superfluous to suggest that a resurvey of irrigation possibilities would be welcome to them.

THE HONOURABLE THE PRESIDENT: "The question is that the following Resolution be adopted:

'That this Council recommends to the Governor General in Council to arrange for a fresh survey of our irrigation possibilities, both from the rivers and the wells in the light of scientific advance and to frame a programme particularly providing for the organisation of power lift irrigation from the wells.'

The motion was adopted.

DISCUSSION OF THE BUDGET FIXED FOR FRIDAY AND SATURDAY, THE 7TH AND 8TH MARCH, RESPECTIVELY.

THE HONOURABLE THE PRESIDENT: Has the Honourable the Leader of the House any statement to make about Friday?

THE HONOURABLE DR MIAN SIR MUHAMMAD SHAFI (Law Member): His Excellency the Governor-General has agreed to substitute the morning of Friday, the 7th March, and the morning of Saturday, the 8th March, for the general discussion of the Budget in this Council, instead of Friday, the 7th March, as fixed at present.

THE HONOURABLE THE PRESIDENT: I think Honourable Members will find that, if we sit from 11 to 1-30 on Friday and then again from 11 to 1-30 on Saturday, it is obtaining rather more time than we would obtain otherwise.

The Council then adjourned till Eleven of the Clock on Thursday, the 6th March, 1924.