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**THE
COUNCIL OF STATE DEBATES**

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FIRST SESSION

OF THE

SECOND COUNCIL OF STATE, 1926



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COUNCIL OF STATE.

Monday, 15th February, 1926.

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

MEMBERS SWORN.

The Honourable Raja Sir Rampal Singh, K.C.I.E. (United Provinces Central: Non-Muhammadan); the Honourable Mr. Manmohandas Ramji Vora (Bombay: Non-Muhammadan); the Honourable Mr. Phiroze C. Sethna, O.B.E. (Bombay: Non-Muhammadan); the Honourable Major Nawab Mahomed Akbar Khan, C.I.E. (North-West Frontier Province: Nominated Non-Official); and the Honourable Mr. Ratansi D. Morarji (Bombay: Non-Muhammadan).

QUESTIONS AND ANSWERS.

AMENDED RESOLUTION ADOPTED BY THE LEGISLATIVE ASSEMBLY REGARDING THE RECOMMENDATIONS OF THE REFORMS INQUIRY COMMITTEE.

53. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state what action they have taken on the amended Resolution adopted by the Legislative Assembly, regarding the recommendations of the Reforms Inquiry Committee, on 8th September, 1925?

APPOINTMENT OF A ROYAL COMMISSION TO INVESTIGATE THE WORKING OF THE MONTAGU-CHELMSFORD REFORMS.

54. THE HONOURABLE MR. PHIROZE C. SETHNA: Is it a fact that His Majesty's Government have decided on sending a Royal Commission to India to investigate the working of the Montagu-Chelmsford Reforms and to report on changes considered necessary?

THE HONOURABLE MR. J. CRERAR: I propose, if the Honourable Member has no objection, to answer his questions Nos. 53 and 54 together. The matters referred to in these two questions will arise in the course of debate on the Resolution of which the Honourable Member has given notice. He will doubtless agree with me that it is undesirable at this stage to anticipate the course of debate.

NUMBER OF VOTERS IN EACH CONSTITUENCY OF THE COUNCIL OF STATE WHO VOTED AT THE LAST GENERAL ELECTION.

55. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to lay on the table a statement showing:

- (a) the number of voters in each constituency of the Council of State; and
- (b) the number of voters who did vote in each such constituency at the last general election?

THE HONOURABLE MR. J. CRERAR: (a) and (b). A return giving the information asked for by the Honourable Member is under preparation. A copy of it will be placed in the Library of this House in due course.

REVISION OF LAND REVENUE ASSESSMENTS.

56. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to lay on the table a statement showing what action each Provincial Government has taken to give effect to the recommendation of the Joint Parliamentary Committee of the Government of India Bill, 1919, that the process of revising land revenue assessments should be brought under closer regulation by Statute?

THE HONOURABLE SIR MUHAMMAD HABIBULLAH: Legislation on the subject has been initiated in the Punjab, Central Provinces and Berar, and Assam; a draft Bill has been published by the Government of the United Provinces. The matter is still under consideration elsewhere.

THE HONOURABLE MR. PHIROZE C. SETHNA: Is there any probable date when the work will be taken in hand by the remaining provinces?

THE HONOURABLE SIR MUHAMMAD HABIBULLAH: They have applied themselves to that task already, and it is hoped that they will do it very soon.

ADMISSION OF INDIAN STUDENTS IN ENGLAND INTO THE UNIVERSITY OFFICERS' TRAINING CORPS.

57. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) With regard to question No. 55 asked on 1st September 1925, in the Council of State, regarding the removal of the disability against Indian students in England to enter the University Officers' Training Corps, and the reply given thereto, will Government be pleased to state whether they have received a reply from the Secretary of State to their despatch on the subject?

(b) If not, have they again written to the Secretary of State requesting him to expedite the matter?

(c) If a reply is received, will it be placed on the table?

HIS EXCELLENCY THE COMMANDER-IN-CHIEF: (a) and (b). The answer is in the negative; and (c) does not therefore arise.

INDIANISATION OF THE STAFF OF THE HIGH COMMISSIONER FOR INDIA.

58. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state:

(a) what action has been taken on the Resolution, regarding Indianisation of the staff of the High Commissioner for India, adopted by this Council on 8th September 1925; and

(b) if any progress has been made in the Indianising of the higher staff and establishment of the High Commissioner since the adoption of the Resolution and, if so, the details thereof?

THE HONOURABLE MR. D. T. CHADWICK: (a) A copy of the debates and Resolution were forwarded to the High Commissioner last September. He was requested to follow the principle involved in the Resolution and that, consistently with economy and efficiency, opportunities should be taken to employ more Indians on his staff.

(b) The Government are not aware that any opportunities have occurred recently for action in this direction, but the Government of India have reason to know that the High Commissioner is bearing this principle in mind.

REDUCTION OF RAILWAY RATES AND FARES.

59. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state:

- (a) what was the maximum increase on the pre-war rate in the railway rates and fares in the United Kingdom;
- (b) when were the rates reduced after the war and to what extent;
- (c) what has been the rise in the railway rates and fares in India since 1912-13;
- (d) how does the proposed reduction in the third class passenger rates of the Great Indian Peninsula and the North Western Railways compare with the rate of reduction in the United Kingdom; and
- (e) when do Government propose to secure similar reductions on the other railway systems in the country?

THE HONOURABLE MR. D. T. CHADWICK: (a), (b), (c) and (d). I take 100 as representing pre-war goods rates and passenger fares in both countries. On that basis goods rates and passenger fares in August, 1921, in the United Kingdom would be represented by 212 and 175. Since August, 1921, these have been reduced in the United Kingdom to 150 in each case. In India the highest post-war figures for goods rates on different railways varied between 115 and 125, and for passenger fares, 150. The reductions now applied by the Great Indian Peninsula and the North Western Railways will bring the last figure down to 132 and 129, respectively.

(e) Passenger fares are being reduced on most Railways in India.

THE HONOURABLE MR. PHIROZE C. SETHNA: Most, not all?

THE HONOURABLE MR. D. T. CHADWICK: I would not like to say offhand all. But the Honourable Member will see a very complete statement in the Appendix to the proceedings of the Standing Finance Committee of the Railways, which was published three or four weeks ago.

PREPARATION BY THE RAILWAY BOARD OF A PROGRAMME FOR THE REDUCTION OF FREIGHT CHARGES.

60. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government state if the Railway Board has prepared any programme for the reduction of freight charges and if any communications to that effect have taken place between the Board and the Railway administrations? If so, will Government be pleased to lay them on the table?

THE HONOURABLE MR. D. T. CHADWICK: I would suggest that the Honourable Member should kindly await the Explanatory Memorandum of the Railway Budget for the year 1926-27 which will be presented to this House shortly.

THE HONOURABLE MR. PHIROZE C. SETHNA: 1925-26?

THE HONOURABLE MR. D. T. CHADWICK: I am afraid the Honourable Member has not caught my meaning. I have asked the Honourable Member to wait for an answer to his question till the presentation of the Railway Budget, which will take place this week, i.e., the Budget for next year.

RECRUITMENT TO THE INDIAN POLICE FOR THE LAST TEN YEARS.

61. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state:

- (a) what supervision they exercise over the recruitment in the police service for the subordinate grade and also the superior grade in the different provinces in the country;
- (b) if recruitment for the police service for superior grades is continuing in the United Kingdom; and
- (c) the figures of the recruitment in the superior police service of Indians and Europeans during the last ten years?

THE HONOURABLE MR. J. CRERAR: (a) The Government of India exercise no supervision over recruitment to the provincial and subordinate police services. Appointments to the Indian (Imperial) Police Service, on the other hand, are made by the Secretary of State in Council and all recruitment to that service is under his supervision.

(b) Recruitment to the Indian (Imperial) Police Service is still made in England as well as in India.

(c) Since 1916, 257 Europeans and 113 Indians have been appointed to the Indian (Imperial) Police Service.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: In this connection may I ask when the proposed Public Services Commission is likely to be constituted?

THE HONOURABLE MR. J. CRERAR: I venture to suggest that that hardly arises out of my reply.

THE HONOURABLE THE PRESIDENT: I think the Honourable Member had better put a substantive question of his own on that point.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: In this connection, Sir, may I ask when the proposed Public Services Commission is likely to be constituted?

THE HONOURABLE THE PRESIDENT: I think the Honourable Member had better give notice of a substantive question of his own: it hardly arises out of the answer given.

RUPEE TENDERS FOR STORES.

62. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state what progress has been made in the adoption of the system of the rupee tender for delivery in India for Government purchases?

THE HONOURABLE MR. A. H. LEY: The Honourable Member is referred to the reply given by me to question No. 16 by the Honourable Rai Bahadur Lala Ram Saran Das on the same subject.

ESTABLISHMENT OF A TRAINING SHIP IN INDIAN WATERS.

63. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state what progress has been made in the establishment of a training ship as the result of the Report of the Mercantile Marine Committee?

THE HONOURABLE MR. D. T. CHADWICK: An expert came out from England in December last to advise about the establishment of a training ship in Indian waters. He has submitted his report, which is at present under consideration.

THE HONOURABLE MR. PHIROZE C. SETHNA: How soon do Government expect to make public this report?

THE HONOURABLE MR. D. T. CHADWICK: They hope to make it public shortly, I believe; very shortly indeed.

THE HONOURABLE MR. PHIROZE C. SETHNA: May I know what shortly means?

THE HONOURABLE MR. D. T. CHADWICK: Yes, Sir; very shortly.

INTERIM REPORT OF THE INDIAN DEPUTATION TO SOUTH AFRICA.

64. **THE HONOURABLE MR. PHIROZE C. SETHNA:** Will Government please state:

- (a) if they have received any *ad interim* report from the deputation to South Africa; and
- (b) if so, will Government be pleased to lay the papers on the table or to make a statement on the subject?

THE HONOURABLE SIR MUHAMMAD HABIBULLAH: (a) Yes.

(b) As the conclusions contained therein are provisional, Government are not prepared to lay it on the table of the House at present or to make a statement on the subject.

THE HONOURABLE MR. V. RAMADAS PANTULU: Is it a fact that the delegation could not find accommodation in any hotel on account of racial prejudice and that therefore private accommodation had to be arranged for them?

THE HONOURABLE THE PRESIDENT: I doubt if the report of the deputation is likely to contain anything on that matter. The Honourable Member, I would suggest again, should ask a substantive question on that point.

PURCHASE OF STATIONERY FOR GOVERNMENT OFFICES.

65. **THE HONOURABLE MR. PHIROZE C. SETHNA:** (a) Will Government be pleased to state whether the purchase of stationery for Government offices is at present being done by open tender?

- (b) From how many firms these tenders were received last year?
- (c) What is the country of origin of the goods purchased?

THE HONOURABLE MR. A. H. LEY: (a) Yes.

(b) 110.

(c) India and the United Kingdom.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: May I know whether the indent on foreign countries is decreasing every year?

THE HONOURABLE MR. A. H. LEY: For stationery?

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: Yes.

THE HONOURABLE MR. A. H. LEY: I am afraid I shall have to ask for notice of that question because I cannot remember the precise figures at the moment. In point of fact in 1924-25, which is the last year for which I have figures, the indent on England for paper amounted to 3 lakhs and in India to 28 lakhs. If my recollection is correct, the proportion purchased in India is going up year by year.

PROGRAMME OF THE TARIFF BOARD FOR THE NEXT SIX MONTHS.

66. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state the programme of the Tariff Board for the next six months?

THE HONOURABLE MR. D. T. CHADWICK: The Board are at present occupied with the inquiries mentioned in the two Commerce Department Resolutions of 28th March and that of 30th September, 1925, which were published in the Gazette of India. It is proposed, as soon as possible after 1st April next, to refer to them the inquiry required under section 6 of the Steel Industry (Protection) Act.

DATE OF THE NEXT STATUTORY STEEL INQUIRY.

67. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state how early during the official year 1926-27 they propose to ask the Tariff Board to sit in inquiry in the matter of protection to the Indian steel industry and branches of the allied trade in anticipation of the expiry of the Indian Steel Industry Protection Act?

THE HONOURABLE MR. D. T. CHADWICK: It is not possible to give an approximate date. But the Government propose to refer the matter to the Board as soon as possible after the commencement of the next financial year.

POLITICAL SIGNIFICANCE ATTACHING TO THE VISIT TO INDIA OF SIR JOHN SIMON, LORD INCHCAPE, ETC.

68. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state if there was any political significance in the recent visit to India of Sir John Simon, Lord Inchcape, Mr. Ramsay Macdonald, Sir William Bull and Sir Warren Chilcott?

THE HONOURABLE MR. J. CRERAR: Government do not attach any such significance to the visits.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: Did any of these gentlemen come to India on the invitation of the Government of India?

THE HONOURABLE MR. J. CRERAR: No, Sir.

ESTABLISHMENT OF A RATES ADVISORY COMMITTEE.

69. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) What is the present position with regard to the Rates Tribunal?

(b) Are the Government aware that there is considerable discontent in the country at the delay in the carrying out of this recommendation of the Acworth Committee?

(c) Will they state when the technical difficulties felt hitherto will be overcome?

THE HONOURABLE MR. D. T. CHADWICK: A Rates Advisory Committee will be set up shortly and its functions will be to investigate and report to the Government of India on the following subjects:

- (1) Complaints of undue preference (section 42 (2) of the Indian Railways Act, 1890);
- (2) Complaints that rates are unreasonable in themselves;
- (3) Complaints or disputes in respect of terminals (section 46 of the Railways Act);
- (4) The reasonableness or otherwise of any conditions as to the packing of articles specially liable to damage in transit or liable to cause damage to other merchandise;
- (5) Complaints in respect of conditions as to packing attached to a rate; and
- (6) Complaints that railway companies do not fulfil their obligations to provide reasonable facilities under section 42(3) of the Railways Act.

The personnel of the Committee is now under consideration and it is hoped that the Committee will commence their duties at an early date.

THE HONOURABLE MR. PHIROZE C. SETHNA: Will the Government be pleased to state why a Railway Advisory Committee has been appointed and not a Rates Tribunal as suggested by the Acworth Committee?

THE HONOURABLE MR. D. T. CHADWICK: I believe, Sir, that the Honourable Member will find an answer to that question in the speech of the Honourable the Commerce and Railway Member on the Railway Debate of last year.

ROYAL COMMISSION ON REFORMS.

70. THE HONOURABLE MR. PHIROZE C. SETHNA: (1) Has a decision been taken on the questions:

- (a) whether the Royal Commission on Reforms is going to be instituted earlier than 1929; and
- (b) whether amongst other subjects of inquiry before this Commission, the question of eliminating the control of the Secretary of State over rules of stores purchase will be included?

(2) If the reply to (1) (a) is in the negative, will Government be pleased to state whether this item, namely, the question of control of the Secretary of State over stores purchase for Government and public bodies, will be dealt with piecemeal by negotiation?

THE HONOURABLE MR. J. CRERAR: 1. (a) The Honourable the Home Member will deal with this matter in the course of debate on the Resolution of which the Honourable Member has given notice.

(b) The general scope of the Commission's inquiry is indicated in section 84A of the Government of India Act. I am not aware what the specific terms of reference will be.

2. Does not arise, but I am able to inform the Honourable Member that the matter is receiving separate consideration.

LOCOMOTIVES FOR STATE RAILWAYS.

71. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to give:

(a) the number of locomotives which were ordered for the Indian State Railways during each of the following years, namely, 1920-21 to 1925-26; and

(b) the number of locomotives which will be required during the next five years according to the five-year programmes of various railways, which are in the hands of the Railway Board?

THE HONOURABLE MR. D. T. CHADWICK: A statement giving the information for all class I programme railways, which is presumably what is required by the Honourable Member, is placed on the table.

Locomotives.

	(a)						(b)				
	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
Broad Gauge.	553	71	156	165	118	206	90	79	62	91	129
Metre Gauge.	316	42	78	30	44	41	63	82	51	61	28

N.B.—The figures for 1920-21 include arrears carried forward from war period.

STANDARD TYPE OF LOCOMOTIVES FOR INDIA.

72. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state:

(a) if final agreement has been reached with regard to the standard type of locomotives for India;

(b) if such an agreement has been reached, how many locomotives of this type have been ordered; and

(c) whether it was the intention in making a standard type to eliminate a variety of types and to secure the largest number of this type in India?

THE HONOURABLE MR. D. T. CHADWICK: (a) and (b). No. Provisional conclusions have been reached and 89 engines of eight different types are being ordered to test their suitability.

(c) The object of standardization is to try to reduce the number of types in use.

FURTHER REPRESENTATION FROM THE BOMBAY MILLOWNERS ASSOCIATION REGARDING PROTECTION FOR THE COTTON INDUSTRY.

73. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state:

(a) whether they have received any further representation from the Bombay Millowners' Association since the interview of the Association's deputation with His Excellency the Viceroy asking for protection in any direction apart from the repeal of the excise duty; and

(b) if so, what reply Government have vouchsafed?

THE HONOURABLE MR. D. T. CHADWICK: (a) No, Sir.

(b) Does not arise.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: In connection with the abolition of the cotton excise duty, are the Government aware of the press telegram which appeared in the papers to the effect that the Japanese Government intend raising the duty on pig iron?

THE HONOURABLE MR. D. T. CHADWICK: I have seen that telegram and seen it contradicted by another telegram, and I have seen it asserted a second time and again contradicted.

INTERIM REPORT OF THE ROYAL COMMISSION ON CURRENCY.

74. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state if any *ad interim* report has been received or has been called for from the Royal Commission on Indian currency and exchange?

THE HONOURABLE MR. A. C. MCWATTERS: The answer is in the negative to both parts of the question.

ACTION TAKEN ON THE REPORT OF THE EXTERNAL CAPITAL COMMITTEE.

75. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state what action they propose to take with regard to the report of the Blackett Committee on External Capital?

THE HONOURABLE MR. A. C. MCWATTERS: The Government have consulted Provincial Governments and have also addressed the authorities of the Imperial Bank on a number of points. The further action must await the receipt of replies to those communications.

THE HONOURABLE MR. PHIROZE C. SETHNA: Have not the local banks and the exchange banks been consulted?

THE HONOURABLE MR. A. C. MCWATTERS: We have not definitely addressed the local banks and the exchange banks at this stage, but they will certainly be consulted either through the Local Governments or otherwise before any decisions are arrived at.

REPORT OF THE TAXATION INQUIRY COMMITTEE.

76. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Will Government be pleased to lay on the table Volume I of the Report of the Taxation Inquiry Committee?

(b) Is any action going to be taken on the Report of this Committee before this House has an opportunity of discussing the main recommendations?

(c) Are any changes going to be introduced in the forthcoming budget as the result of the report of this Committee?

THE HONOURABLE MR. A. C. McWATTERS: (a) It is expected that the Report will be published in a few days.

(b) and (c) I would invite the Honourable Member's attention to paragraph 9 of the Finance Department Resolution announcing the formation of the Committee which stated that before any action is taken on the Report, opportunity will be taken to have a full consultation with the representatives of public opinion and the Legislature.

ADOPTION OF ALL-INDIA LEGISLATION ON THE LINES OF THE BOMBAY SECURITIES CONTRACTS CONTROL ACT.

77. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Will Government be pleased to state whether any legislation exists in any other province on the lines of the Bombay Securities Contracts Control Act?

(b) Do Government propose to institute all-India legislation on the subject?

THE HONOURABLE MR. D. T. CHADWICK: (a) No such legislation exists.

(b) Government as at present advised have no such intention.

PURCHASE OF LAND FOR MILITARY PURPOSES IN BOMBAY.

78. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Has the attention of Government been drawn to the report of the Financial Sub-Committee of the Special Committee instituted by the Government of Bombay for looking into the activities of the Development Department, particularly with reference to the Back Bay reclamation?

(b) In view of the facts brought together in the majority and minority Sub-Committee's report, will Government be pleased to state whether they propose to take any action with regard to the purchase of military land?

HIS EXCELLENCY THE COMMANDER-IN-CHIEF: (a) Government have seen certain newspaper accounts of the matter.

(b) The Government of India do not at present contemplate any change of plan on their part in regard to this question. The position is that the land if purchased is to be paid for with the proceeds of military properties which are available for sale but have not yet been sold, while the land to be purchased is itself not yet in being.

THE HONOURABLE MR. PHIROZE C. SETHNA: As at present arranged, will the military land be sold to the Government of Bombay if it is decided that the portion of the reclamation which was to be set aside for military purposes is not to be reclaimed.

HIS EXCELLENCY THE COMMANDER-IN-CHIEF: That, I think, is the intention at present, but we have no detailed information whatever from the Bombay Government on the subject beyond what we see in the papers.

LOAN PROGRAMMES OF PROVINCIAL GOVERNMENTS.

79. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state :

- (a) what supervision they have imposed on the Provincial Governments on the loans which they have taken from the Government of India particularly under the heading of development; and
- (b) whether they propose to introduce legislation or to issue an executive order for securing the proper sanction of Provincial Councils to the loan programmes submitted to the Government of India by Provincial Governments?

THE HONOURABLE MR. A. C. McWATTERS: (a) I would invite the Honourable Member's attention to the Finance Department Resolution No. D.-1250-F., dated the 25th March, 1925, which was published in the Gazette of India.

(b) The reply is in the negative.

The Honourable Member is no doubt aware that the expenditure to be incurred out of borrowed money comes under the scrutiny of the Legislature when the proposals of the Local Government for the appropriation of provincial revenues and other moneys in any year is, as prescribed in section 72D of the Government of India Act, submitted to the vote of the Council in the form of Demands for Grants.

EXPORT DUTY ON RUBBER.

80. THE HONOURABLE MR. PHIROZE C. SETHNA: Have Government considered the advisability of imposing an export duty on rubber as a means of additional revenue?

THE HONOURABLE MR. D. T. CHADWICK: No, Sir. I would refer the Honourable Member to Chapter XI of the Report of the Fiscal Commission where the effect of export duties is discussed and in particular to the principles laid down in section 182 of that Chapter.

RECEIPTS UNDER INCOME-TAX FOR THE BOMBAY CITY.

81. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state the figures of the receipt of income-tax from Bombay city, month by month, for each of the years 1921-22 to 1924-25 and for as many months as may be available for the year 1925-26?

THE HONOURABLE MR. A. C. McWATTERS: Statements giving the information for the years 1921-22 to 1924-25 are laid on the table. Figures cannot be given at present for 1925-26.

Statement showing receipts under Income-tax for the Bombay City for the year 1921-22.

Month.	Gross collection under Income-tax.	Gross collection under Super-tax.
	Rs.	Rs.
April	20,99,767	24,12,447
May	16,04,670	4,61,994
June	15,54,839	7,48,919
July	23,21,316	12,37,861
August	43,22,689	22,92,392
September	50,96,595	34,99,278
October	33,89,253	22,65,523
November	37,87,836	33,98,739
December	41,82,498	29,09,669
January	51,86,087	38,94,752
February	36,89,439	31,59,082
March	55,66,630	57,53,418
Total	4,28,00,123	3,20,34,074
Less Refunds and Adjustments for the year	48,89,953	33,13,380
	3,79,10,170	2,87,20,694

Statement showing receipts under Income-tax for the Bombay City for the year 1922-23.

Month.	Gross collection under Income-tax.	Gross collection under Super-tax.
	Rs.	Rs.
April	13,59,096	15,31,353
May	20,93,364	13,55,650
June	20,61,648	12,54,967
July	16,96,603	14,60,637
August	23,23,713	13,34,326
September	23,14,725	11,97,780
October	42,77,050	21,36,179
November	94,01,599	53,47,915
December	60,63,899	45,31,669
January	35,19,495	33,92,777
February	36,78,385	29,74,729
March	42,17,756	32,47,785
Total	4,29,97,333	2,97,65,767
Less Refunds and Adjustments for the year	84,87,635	44,99,983
	3,45,09,698	2,52,65,784

Statement showing receipts under Income-tax for the Bombay City for the year 1923-24.

Month.	Gross collection under Income-tax.	Gross collection under Super-tax.
	Rs.	Rs.
April	15,77,075	7,78,258
May	15,22,126	3,25,239
June	18,36,718	7,70,359
July	8,62,804	2,31,813
August	18,22,811	6,37,809
September	27,46,977	12,61,382
October	25,51,439	11,71,142
November	80,06,185	11,89,980
December	41,92,498	22,51,865
January	32,98,118	18,04,090
February	26,43,464	20,12,292
March	37,36,976	39,85,448
Total	2,92,96,186	1,64,19,677
Less Refunds and Adjustments for the year	43,32,208	17,94,420
	2,49,63,928	1,46,25,257

Statement showing receipts under Income-tax for the Bombay City for the year 1924-25.

Month.	Gross collection under Income-tax.	Gross collection under Super-tax.
	Rs.	Rs.
April	13,79,782	12,81,526
May	5,52,046	1,13,098
June	7,52,686	1,44,986
July	19,18,502	11,29,391
August	20,79,585	13,03,626
September	20,08,232	6,49,962
October	24,58,589	8,92,394
November	18,12,520	6,58,324
December	20,29,937	5,25,609
January	26,34,082	12,82,723
February	17,61,825	11,79,510
March	20,97,206	20,74,599
Total	2,14,84,992	1,12,35,748
Less Refunds and Adjustments for the year	23,19,287	3,22,661
	1,91,65,705	1,09,13,087

**FALLING OFF IN CUSTOMS REVENUE IN THE BOMBAY PRESIDENCY ON
CHEMICALS AND MILL STORES USED BY THE TEXTILE INDUSTRY.**

82. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Has there been any falling off in customs revenue in the Bombay Presidency on chemicals and mill stores used by the textile industry?

(b) If so, will Government be pleased to indicate in round sums the loss to revenue during the last two years for which accounts are available?

THE HONOURABLE MR. A. C. McWATTERS: (a) No, so far as can be ascertained from the figures available.

(b) Does not arise.

ABOLITION OF THE STAMP DUTY ON CHEQUES.

83. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state whether they have considered the abolition of the stamp duty on cheques in connection with the Report of the Blackett Committee on the proposed development of banking resources of the country?

THE HONOURABLE MR. A. C. McWATTERS: The reply is in the negative, but the matter will receive further consideration in connection with the action to be taken on the Report.

**SUBJECTS DISCUSSED AT THE FINANCE MEMBERS' CONFERENCE HELD IN
NOVEMBER, 1925.**

84. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state:

(a) what was the agenda of the Finance Members' Conference which met last November;

(b) what resolutions, if any, were passed;

(c) on what subjects common understanding was reached; and

(d) what were the other topics left over for next year's discussion?

THE HONOURABLE MR. A. C. McWATTERS: I would invite the Honourable Member's attention to the reply given by me a few days ago to a similar question by the Honourable Mr. Haroon Jaffer.

THE HONOURABLE MR. V. RAMADAS PANTULU: Will Government be pleased to consider the desirability of admitting members of the Standing Finance Committee to this Conference in the future?

THE HONOURABLE MR. A. C. McWATTERS: I think, Sir, that it is very unlikely that this suggestion could be adopted, because this Conference is a purely informal conference for interchange of views between representatives of the provinces and of the Government of India. It does not take the place in any way of official communications with the provinces.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: Was any question raised in the Conference by the Madras member in respect of the remission of provincial contributions, and what was the decision arrived at?

THE HONOURABLE MR. A. C. McWATTERS: The proceedings, as I have explained, are not public and I cannot answer that question.

TRANSFER OF WORK DONE BY THE BANK OF ENGLAND ON BEHALF OF THE SECRETARY OF STATE FOR INDIA TO THE BRANCH OF THE IMPERIAL BANK OF INDIA IN LONDON.

85. THE HONOURABLE MR. PHIROZE C. SETHNA: Will Government be pleased to state:

- (a) in what directions contracts for different purposes between the Bank of England and the Secretary of State have been modified after the opening of a branch of the Imperial Bank of India in London; and
- (b) is there any item of work which the Bank of England is now doing which cannot be done by the Imperial Bank of India, London, for the Government of India? If so, what and why?

THE HONOURABLE MR. A. C. MCWATTERS: (a) The management of India Rupee Loans and the accounts of the High Commissioner have been transferred from the Bank of England to the Imperial Bank of India.

(b) The Bank of England does also at present the work in connection with the manufacture of Indian Currency notes and acts as the banker of the Secretary of State. As the Honourable Member is aware, it is hoped that the former work will be transferred to India in the not distant future; as regards the latter, I invite the attention of the Honourable Member to sections 23 to 25 of the Government of India Act.

BROKERAGE PAID IN LONDON BY THE SECRETARY OF STATE FOR INDIA ON HIS FINANCIAL OPERATIONS.

86. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) In the last twelve months, for which complete accounts are available, will Government be pleased to state what amount of brokerage has been paid by the Secretary of State in London on his financial operations?

(b) Is there a recognised broker to the Secretary of State?

(c) Do Government anticipate any saving of these brokerage charges by working through the London branch of the Imperial Bank of India?

THE HONOURABLE MR. A. C. MCWATTERS: (a) The brokerage paid in 1924-25 amounted to £11,328-11-9.

(b) The reply is in the affirmative.

(c) The question is, I think, hypothetical. The work for which these brokerage payments were made cannot be transferred to the Imperial Bank without an alteration in the constitution, though changes in the procedure might of course reduce its volume. The subject is of course closely connected with the matters now under the consideration of the Royal Commission on Currency.

THE HONOURABLE MR. PHIROZE C. SETHNA: Has the amount of £11,000 odd, as stated by the Honourable Member, been paid to one firm of brokers or more than one firm, and, if so, to how many?

THE HONOURABLE MR. A. C. MCWATTERS: I believe the India Office brokers are Messrs. Nivison & Co. I think there is only one firm.

THE BAWLA MURDER CASE.

87. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Has the attention of Government been drawn to the opinion expressed by the Honourable Mr. Justice Crump of the Bombay High Court in his charge to the Jury in the Bawla murder case:

"It is possible, whoever the assailants were, that there were persons behind them who we cannot precisely indicate.....There may be other persons who were interested in kidnapping Mumtaz. We know nothing of them. Indeed we know from the accused themselves that there was a wish to take her back to Indore.....when you consider the materials placed before you, they indicate that Indore is the place from where this attack emanated."?

(b) Are Government taking any steps to bring to justice the persons referred to by the learned Judge as being behind the accused?

(c) If not, why not?

THE HONOURABLE MR. J. CRERAR: (a) Yes.

(b) I am unable to add to the information which has already been made public.

(c) Does not arise.

DISCONTINUANCE OF THE ISSUE OF PASSPORTS.

88. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Has the attention of Government been drawn to a leaderette in the *Times of India* of January 11th headed "Passports"?

(b) Do Government propose to take any action in the matter of discontinuing the issue of passports?

THE HONOURABLE MR. J. P. THOMPSON: (a) Yes.

(b) No.

THE HONOURABLE MR. PHIROZE C. SETHNA: Is the reply to (b) "No", because it has to do with some International Conventions or because of some similar reason?

THE HONOURABLE MR. J. P. THOMPSON: If the Honourable Member wishes to have any more detailed information on this delicate question, I shall be obliged if he will put his question in writing and give due notice of it.

EXPENDITURE ON THE COLLECTION AND SUPPLY OF AERIAL INFORMATION
BY THE METEOROLOGICAL DEPARTMENT TO THE ROYAL AIR FORCE.

89. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Will Government state if it is a fact that a considerable amount of money has recently been spent by the Meteorological Department on the collection and supply of aerial information to the Royal Air Force?

(b) Has the obligation of the Department to perform this special work in any way hindered its researches and general services for the benefit of agriculture?

THE HONOURABLE MR. A. H. LEY: (a) The amount provided in the current financial year for the purpose is Rs. 21,800, of which Rs. 7,600 is

non-recurring. Owing to some delay in the introduction of the scheme the actual expenditure is likely to be less.

(b) No. On the contrary the information collected for the Royal Air Force is of considerable value to the Meteorological Department, for general purposes.

PROVISION OF ADDITIONAL FUNDS FOR THE DEVELOPMENT OF DISCOVERIES
AFFECTING THE FORECASTING OF RAINFALL IN INDIA.

90. THE HONOURABLE MR. PHIROZE C. SETHNA: (a) Has the attention of Government been drawn to the statement in the latest Administration Report of their Meteorological Department that it has in recent years made important discoveries affecting the forecasting of rainfall in India?

(b) Is it a fact that the development of these discoveries is hampered by the lack of funds?

(c) Will Government be pleased to state what steps they propose to take to develop these discoveries and whether they will, in the forthcoming Budget, allot additional funds for such development?

THE HONOURABLE MR. A. H. LEY: (a) and (b). Yes.

(c) Government have under their consideration proposals for the increase of the superior staff of the Department and for the removal of its headquarters from Simla to Poona. Necessary steps are being taken to provide additional funds for both schemes in the Budget of the Department for the year 1926-27.

RESTORATION OF THE THROUGH FIRST AND SECOND CLASS COMPOSITE
BOGIE BETWEEN HOWRAH AND LAHORE.

91. THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Will the Government kindly state when they intend to restore the through running of a first and second class composite bogie between Howrah and Lahore?

THE HONOURABLE MR. D. T. CHADWICK: A copy of the question will be sent to the Agents concerned in order that the suggestion may be brought to their notice, but the Government cannot say whether it can be accepted and they do not propose to issue formal orders on the subject. The Honourable Member might get the question raised in the Agents' Local Advisory Committees.

SAVINGS EFFECTED AND INCREASE IN EFFICIENCY OBTAINED BY THE
INTRODUCTION OF THE DIVISIONAL SYSTEM ON STATE RAILWAYS.

92. THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: (a) Will the Government kindly state what financial saving has been effected and what increase in efficiency obtained by the introduction of the Divisional System on each of the State Railways?

(b) What was the number of officers in each class in each department and on each of the State Railways before the introduction of this system and what it is now?

(c) What is the percentage of working expenses against receipts under the new system now and what was it before the introduction of this scheme?

THE HONOURABLE MR. D. T. CHADWICK: (a) The Divisional System was introduced on the Great Indian Peninsula Railway from 1st November, 1922, on the North Western Railway from 1st October, 1924, and on the East Indian Railway from 20th February, 1925. It is not possible to state in figures the saving which has been effected in expenditure or the increase obtained in efficiency as a direct result of introducing this system on these railways.

(b) The total number of officers on the North Western Railway and the combined East Indian and Oudh and Rohilkhand Railway before and after the introduction of the Divisional System was respectively:

North Western Railway—224 and 214.

East Indian and Oudh and Rohilkhand Railway—295 and 278.

As regards the details for each department separately, no useful comparison can be made because with the introduction of the Divisional System a number of the appointments are common to all the principal departments. As regards the Great Indian Peninsula Railway, the Divisional System was introduced over 2½ years before the Railway was taken over by the State and figures of reductions are therefore not readily available.

(c) The Honourable Member will find in Statement 7 of Volume II of the Report on Indian Railways, page 50, the percentage of working expenses to gross earnings for each railway for the financial year 1924-25. Similar statements are to be found in Volume II of the Report for the previous year. The Honourable Member will see that naturally from these statistics the changes in these ratios towards which the reorganisation on the Divisional System is only one factor.

ALLOWANCES GRANTED TO FRONTIER TRIBES FOR THE PROTECTION OF THE KHYBER RAILWAY.

93. THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Will the Government kindly state whether it has given any sort of grant or allowance to frontier tribes or Militia to guard the track of the new Khyber Railway? If so, what is the amount and period of such expenditure?

THE HONOURABLE MR. J. P. THOMPSON: Yes, Sir. The ultimate responsibility for the safety of the line rests with the Afridis and the Shinwaris whose allowances were increased in 1921 for their co-operation over the railway by Rs. 1,12,000 annually. For the actual protection of the line 354 Khassadars are at present employed at an annual cost of Rs. 1,41,440.

GUARANTEE OF APPOINTMENTS IN THE RAILWAY SERVICE TO STUDENTS OF THE MACLAGAN ENGINEERING COLLEGE, LAHORE.

94. THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Will the Government kindly state whether they propose to guarantee some appointments every year in their railway service for students who have successfully completed the course of Mechanical Engineers in the MacLagan Engineering College, Mughulpura, Lahore? If the answer be in the negative, will they state the reason? If the answer be in the affirmative,

will they kindly state what steps they propose to take to bring these students into service?

THE HONOURABLE MR. D. T. CHADWICK: Government cannot guarantee posts to any particular college. It is contemplated that selected youths will be trained by Government, both in practice and theory, in this country and in England, in order to fit them for the superior branch of the Mechanical Engineering Department of State Railways.

THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Do not the present mechanical engineering colleges meet the requirements of the railways? There is the MacLagan Engineering College at Lahore and I should like to know whether students who pass out of that college are fit for employment in the railway service?

THE HONOURABLE MR. D. T. CHADWICK: The answer, Sir, is that the students from any college will be eligible for selection for the further training that is required by the railways if they attain certain standards. As to the special merits of the MacLagan Engineering College in Lahore, I am afraid I have no personal knowledge whatever.

THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Will the Honourable Member kindly inquire and inform this House whether the MacLagan Engineering College does or does not fulfil the railway purpose for which it has been mainly founded?

THE HONOURABLE MR. D. T. CHADWICK: I think the Honourable Member must wait till the scheme that the Railway Board has in preparation is published.

INTRODUCTION OF THE AUTOMATIC COUPLER SYSTEM ON BROAD GAUGE RAILWAYS.

95. THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Will the Government kindly state whether it is under contemplation to introduce the automatic coupler system on broad gauge railways in India? Will they state what will be the total cost of this new scheme, including the cost of strengthening the centre part of the underframes of rolling stock? Why is it proposed to introduce this system? What amount do the Government expect to realise from the sale of buffers, and draw-bars scrapped, and what is their present value?

EXPECTED SAVINGS CONSEQUENT ON THE INTRODUCTION OF THE AUTOMATIC COUPLER SYSTEM ON BROAD GAUGE RAILWAYS.

96. THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Will the Government kindly state what savings they expect to make per ton per mile on these long distance trains with automatic couplers as compared with the present draw-bar system, taking into consideration the loss involved in disposing of the draw-bars, buffers, etc., and the cost involved in purchasing the new automatic couplers and of strengthening the centre part of the underframes of rolling stock?

THE HONOURABLE MR. D. T. CHADWICK: I propose to reply to questions Nos. 95 and 96 together.

The Honourable Member is referred to the speech of the Honourable Sir (then Mr.) Clement Hindley, in the Council of State meeting, dated

20th February, 1925, and the debate on this question in the Legislative Assembly on the 28th February, 1925.

2. The final figures relating to the cost of the whole scheme are not available as important factors affecting that cost are still under further investigation.

ELECTION TO THE PANEL OF THE STANDING COMMITTEE ON EMIGRATION.

THE HONOURABLE THE PRESIDENT: With reference to the motion adopted by the House on Wednesday last, I have to announce to the House that nominations to the panel of the Standing Committee on Emigration will be received by the Secretary till 12 noon on Thursday next, and that in the event of an election being necessary the election will be held on Monday, the 22nd February.

BILLS PASSED BY THE LEGISLATIVE ASSEMBLY LAID ON THE TABLE.

THE SECRETARY OF THE COUNCIL: Sir, in accordance with Rule 25 of the Indian Legislative Rules, I lay on the table copies of a Bill to amend the Presidency-towns Insolvency Act, 1909, and the Provincial Insolvency Act, 1920, and of a Bill to consolidate and amend the law relating to the naturalization in British India of aliens resident therein, which were passed by the Legislative Assembly at its meeting held on the 10th February, 1926.

RESOLUTION *RE* APPOINTMENT OF A ROYAL COMMISSION TO INVESTIGATE INTO THE WORKING OF THE INDIAN CONSTITUTION.

THE HONOURABLE THE PRESIDENT: I understand that some arrangement has been arrived at in regard to the first Resolution* in the name of the Honourable Mr. Sethna. I should like to have that confirmed in order not to embarrass the Honourable Member by calling on him to move the Resolution.

THE HONOURABLE MR. J. CRERAR (Home Secretary): Sir, in view of the great importance of the issues raised by my Honourable friend's Resolution, the Honourable the Home Member is particularly anxious to be in this House when the Resolution is moved. He is unfortunately detained by very urgent business in another place to-day, and it is proposed, with the concurrence of my Honourable friend opposite, that the Resolution standing in his name be placed on the list of business on Thursday, the 18th instant. I trust that course will commend itself to the House.

RESOLUTION *RE* THE ROYAL COMMISSION ON AGRICULTURE.

THE HONOURABLE MR. K. C. ROY (Bengal: Nominated Non-official): With your permission, Sir, I beg to move:

"That this Council recommends to the Governor General in Council to lay on the table of this House the correspondence that has passed between the Government of India, the Secretary of State and the Provincial Governments on the question of the appointment of a Royal Commission on Agriculture".

*"This Council recommends to the Governor General in Council to urge upon His Majesty's Government the appointment forthwith of a Royal Commission to investigate and inquire into the working of the present Indian constitution and to formulate a scheme for the establishment of responsible government in India."

Sir, I make no apology to this House for bringing this very simple motion before them. This is only a formal motion and asks for the publication of the papers, and I feel already indebted to the Honourable Sir Muhammad Habibullah, whose appointment as the Leader of this House we all welcome, for placing certain papers and correspondence that passed between the Government of India and the Provincial Governments on the table of the Legislative Assembly, and I hope, Sir, he will meet our wishes by placing the papers and correspondence that passed between the Government of India and the Secretary of State on the table of this House. Sir, I have adopted this normal Parliamentary formula to give this House an opportunity of debating this important question, that is the appointment of a Royal Commission on Agriculture, and I hope the House will bear with me for a few minutes on the subject.

From the correspondence which has been placed on the table of the Legislative Assembly, it is evident that the initiative for the Royal Commission did not come from the Provinces. It either came from the Government of India or from the Secretary of State. In my opinion, it was a very unusual procedure to adopt when we consider that Agriculture is a provincial transferred subject. I however find, Sir, that when the official communication from the Government of India was sent out to the provinces, it met with a cold response from some of the major provinces, while others welcomed it. For the benefit of this House, I will read only two letters, one from the Government of Bombay, which has given a very cogent answer to the Government of India. The Bombay Government states :

" I am to state that in the opinion of this Government the problems of agriculture are largely local in character and even the results of general research frequently require prior local investigation before they can be applied successfully to any particular area. The Government of India are aware that much useful work has been done in this Presidency as in other Provinces in defining local problems and determining their solution. An extension of these activities has been limited only by the financial stringency from which this Presidency, in common with other Provinces, has suffered. The Government of Bombay recognise that the findings of a Royal Commission on Agriculture would throw much light on numerous important problems connected with that industry. In particular, should the appointment of the Commission result, as is anticipated in para. 1 of your letter, in research work on a larger scale than hitherto being undertaken by the Government of India, it would be of very great value. The Government of Bombay, however, believe that much of the work of the Commission would require to be supplemented by local investigation which they, and possibly other Provincial Governments, may be unable to undertake in their present situation "

I will now come, Sir, to the Government of Bihar, which is presided over by a distinguished Civil Servant. After welcoming in a few sentences the appointment of a Royal Commission, the Government of Bihar says :

" The Local Government think, however, that the attention of the Royal Commission should be called, at the outset, to the necessity of considering separately the problems of the various parts of India. Owing to local circumstances, these problems vary in the different provinces, and it would seem desirable that the Commission should report separately on the circumstances of the main divisions of the country in the same way as was done by the Indian Sugar Committee. While it may be possible to recommend the general lines of policy applicable to India as a whole, the area is so vast and the local conditions are so diverse that if such recommendations are to be of practical use, they must be supplemented by specific advice as to the special measures required in the different parts of India, which have so far developed on different lines."

Against these opinions, Sir, there are the views of the other Provincial Governments. They have stipulated that the importance of the question of land revenue, land assessment and agricultural indebtedness should be

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clearly kept out of the purview of this Commission. They have also stipulated that they should be given a chance of expressing an opinion on the personnel of the Royal Commission, and they think that there should be no interference with the ministerial responsibility in the provinces. Under these circumstances, the question is, whether my Honourable friend Sir Muhammad Habibullah was right in advising the appointment of a Royal Commission on Agriculture.

This now brings me to a most important question, and that is the rights and privileges of this House. After the two memorable speeches which the Secretary of State and His Excellency the Viceroy made last autumn, there was a belief that a Royal Commission would be appointed. The matter was brought to the notice of the Legislative Assembly by Mr. Ranga Iyer, who asked: "Do the Secretary of State for India and the Governor General in Council agree that a special Commission should be appointed for this purpose, and Mr. Rhore on behalf of the Government replied:

"A special commission is not in the present circumstances considered necessary."

and only two months after this we have the announcement of the appointment of a Royal Commission. Now, Sir, in appointing this Royal Commission, the Government of India have followed a peculiar procedure. The appointment of a Royal Commission, Sir, I take it, is the prerogative of the Crown, and the Crown appoints a Royal Commission on the advice of the British Government, and possibly of the Government of India, because the Government of India is the agent of the British Government in this country. But a novel procedure has been followed. All the Provincial Governments have been consulted not only on the terms, but also as to the advisability of appointing a Royal Commission. And who were the people left out? The Central Legislature. The Central Legislature, Sir, has got to find the money. It has to pass Bills, if any are required on the findings of the Royal Commission. I think, Sir, in this matter a most unjust treatment has been meted out to this House.

I will now, Sir, refer briefly to the terms of reference. I feel very strongly that the Government of India have tied down the Royal Commission too much. They have given a guarantee to the provinces that the Royal Commission will not in any way trench upon the ministerial field. But this is not the practice in other parts of the British Empire, particularly in the Dominions where agriculture is the primary industry. I will only give you the instance of what is done in Canada. It is provided in section 95 of the British North America Act that:

"in each province the Legislature may make laws in relation to agriculture in the Province."

It is also declared that:

"the Parliament of Canada may from time to time make laws in relation to agriculture in all or any of the provinces, and that any law of the Legislature of a province shall have effect in and for the province as long and as far only as it is not repugnant to any Act of the Parliament of Canada."

In other words the right of concurrent legislation by the Dominion Parliament and Provincial Legislatures is expressly established in the

Dominion. What is the cause of our departure? Why should not the Commission have a free hand in the matter? Why do you tie them down?

Now, Sir, I come to another important factor, that is an important omission from the terms of reference. The terms of reference make a great show of rural economy and indicate a great desire to develop rural welfare and prosperity. But how can this be done when you have left out of the terms of reference the land revenue? You have left out the question of assessment. This question has not been examined for a very long time. It was examined by the Hobhouse Committee in 1907, not from the point of view of rural economy or agricultural welfare, but from the point of efficient administration and administrative control. It was also tackled in a very small way by Lord Chelmsford and Mr. Montagu in connection with the Reforms Scheme. Now that we are considering rural economy and rural welfare we have to consider this question. The Government of India are afraid of vested interests; they are afraid of meeting the situation to-day; but, Sir, the proletariat, which is gaining authority, will very soon assert itself and will demand a complete re-examination of rural conditions in India. We are only deferring the evil day and we are doing nothing. In moving my Resolution, I should like to make it absolutely clear that I am not opposed to the Royal Commission. In fact I welcome it, but I am sorry that the great object which His Excellency has in view and which he has more than once emphasized in this House will not be fully realised by the Commission which my friend the Honourable Sir Muhammad Habibullah wishes to appoint. With these words I commend my Resolution to the notice of the House.

THE HONOURABLE MR. PHIROZE C. SETHNA (Bombay; Non-Muhamadan): Sir, the Honourable Mr. Roy, in moving his Resolution, began in a manner as if to imply that he did not approve of the appointment of the Royal Agricultural Commission. Proceeding further he has given us his reasons for what he finds wanting in the proposed terms of reference and he has told us that he certainly favours the appointment of the Commission. I welcome the Resolution because it will give the Honourable Members of this House an opportunity of knowing how the terms of reference were arrived at, etc. It seems that my friend the Honourable Mr. Roy has had an advantage over us because, if I heard him correctly, he has been supplied by the Department concerned with the correspondence exchanged between the Government of India and the different provinces. We have not seen the same, and I therefore support this Resolution so that the Members of this House may know what correspondence has passed in regard to the appointment of this Commission.

Personally I am very strongly in favour of the appointment of this Commission. I have advocated this frequently. Even in the Council of State nearly three years ago I moved a Resolution asking for the appointment of a Committee for a survey of the economic conditions of the people of India with special reference to the conditions of the agricultural population, and I find, Sir, that His Excellency the Viceroy was pleased to make a reference to that Resolution in the course of the speech which he made to this House six days ago. In this Council and outside I have always urged that because three men out of four in this country live on the income of the soil, improvement in the conditions of agriculture must be given greater attention to than is at present done both by the Central and the Provincial Governments. I may be permitted, with your permission, to quote a few

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lines from a speech I made just a year ago at the annual meeting of the Central Bank of India. I observed then :

"Agriculture, the premier industry of the country, has a great future before it, but it needs to be fostered, as is being tried in Madras, by institutions such as land mortgage banks. I commend the farsightedness of the Madras Government to the Government of Bombay as well as other Provincial Governments in the matter. As regards industries, the example of Japan and Germany should be pressed into service and industrial banks started under proper control by the State. As long ago as 1919, Government were willing to appoint a committee to inquire into the subject, but nothing has so far been done."

I said this 12 months ago, and I am glad to find that something definite has been done and that a Commission is to be appointed.

Another reason why I welcome this Resolution is that the announcement of the appointment of this Commission had created a suspicion in the minds of some people and reference has been made in the press to perhaps some ulterior motives which the Government have in view. His Excellency the Viceroy I know has answered that charge, but a perusal of the papers asked for in the Resolution between the Government of India and the Secretary of State will convince the whole country, and that portion of the press particularly which I have referred to, that there is no such ulterior motive behind it, and for that reason I trust the Honourable Member in charge will welcome the Resolution of my friend Mr. K. C. Roy.

One other reason for asking for the papers is that if they are submitted to the House, it will enable the Members to know and to see if any recommendations have been made by the Government of India to the Provincial Governments or by the Provincial Governments to the Government of India in regard to the personnel of this Commission. As this House is aware, there was much criticism in regard to the personnel of the Royal Currency Commission. I do not mean to refer to that at any length to-day. I will only say in brief that if we go by cities, it was held, and rightly held, that out of 10 members of the Royal Currency Commission, as many as five had intimate relations with the trade of Calcutta, whilst there was only one representative from the city of Bombay; and I am sure that Government will admit that Bombay is as large and important a commercial city as Calcutta, or even more so. If next, different businesses are taken into account, then again we find that, whilst there are five members of the Currency Commission intimately connected with the Imperial Bank of India, and one member intimately connected with exchange banks, and although the Honourable the Finance Member is very anxious that Indian banking should prosper and be greatly increased, yet not one single member connected with any of the Indian banks has found a place on that Commission. If these papers which the Honourable Mr. Roy has asked for are placed on the table, it will enable Members to make suggestions to the Honourable Member in charge for Agriculture in regard to the personnel. We quite realise that this is the prerogative of His Majesty the King, but surely, Sir, His Majesty is not personally acquainted with the men he appoints or knows their qualifications. He has perforce to rely on the recommendations made by the men on the spot.

I would certainly urge that certain claims are not ignored. I hope that the Forest Department will not be ignored. Forestry has much to do with Agriculture, and I for one would certainly suggest that a forest expert be put on this Commission. Further, I do hope that an industrialist

connected with the textile industry of this country is also put on this Commission. The House may naturally ask why an industrialist is connected with the textile industry? The reason is this. India is the second largest producer of cotton in the whole world. A very large proportion of it is consumed by the mills in the country. Therefore, textile industrialists must have a say in this matter because of the kind of cotton that they require for their own wants and because of the cotton that is necessary for export purposes. And in this connection it may interest the House to know, if they are not aware already, that several textile industrialists on the Bombay side are largely interested in the cultivation of large staple cotton in Sind and elsewhere, and that, Sir, to my mind is a very strong reason for not leaving out such an industrialist from the personnel of this Commission.

Again, Sir, as the Commerce Department may well be aware, whilst at the present moment a very large number of bales are exported to Japan it is quite possible that in the near future if the staple of cotton grown in this country is not improved there will be a considerable diminution in the export of Indian cotton to Japan. Japan wants to be independent of India if she can in the matter of its cotton purchases. Japan has large interests in China. They are already growing cotton there to a certain extent, but Chinese cotton has a very short staple, and so far they have not been able to grow cotton of the same staple as, say, Broach. Therefore, it is to our interest to grow more cotton of the larger staple so that we may not lose the markets to which we export our cotton to-day, and which we are bound to lose if no proper interest is taken in this question. I therefore appeal to the Honourable Member in charge to consider the suggestions I have made, and I do hope the personnel will be such that there will be no room for criticism in the case of this Agricultural Commission as there was in the case of the Royal Currency Commission. With these remarks I strongly support the Resolution of my Honourable friend Mr. K. C. Roy.

THE HONOURABLE SIR MUHAMMAD HABIBULLAH (Member for Education, Health and Lands): Sir, it is indeed a matter of very great pleasure to me that on the very first non-official day of the first Session of this reconstituted House the place of honour has been given to a subject of such vital importance to India. Indeed, it is one more proof, if proof were needed, of the earnestness and the abiding interest which the Members of this House have always evinced in the amelioration of the condition of the agricultural classes of this pre-eminently agricultural country. It must be confessed that agriculture is, and will continue to be, the primary industry of India. We all know that 3 out of 4 people in this country depend on agriculture for their livelihood. It was I think Dean Swift who uttered the truism that anyone who enables two blades of grass or two ears of corn to grow where only one grew before is a real patriot. I therefore, Sir, welcome this opportunity of hearing the views of this House in regard to this important question of agriculture.

I think I may dispose of the Resolution now under discussion in one single word. As the Honourable the Mover of the Resolution has already pointed out, on a demand made by the other House, I have already laid on the table the correspondence which passed between the Government of India and the Provincial Governments and from which the Honourable the Mover has already quoted. This Resolution now asks me to lay on

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the table of this House not only the correspondence which passed between the Government of India and the Provincial Governments but also that which passed between the Government of India and the Secretary of State. I may at once say that I accept the Resolution and agree to place on the table that correspondence* as well.

I think I may pass in brief review a few of the observations—I shall certainly not call them criticisms,—which have been made by the Honourable Mr. K. C. Roy. He seems to suspect that two, at any rate, of the Local Governments have been seized with a feeling of lukewarmness in welcoming the constitution of this Commission. He will give me credit if I affirm that I am more accustomed to read official correspondence than he has had the opportunity of doing, and I am in a better position to interpret the language of official documents than he can be. I challenge my Honourable friend to point out a single word in the communications of those two Governments wherein they express anything like dissent from the proposal that was put forward before them. They have, in common with other Provincial Governments, welcomed the Royal Commission, but they add or they make some supplementary suggestions. The Government of Bombay very naturally in its present financial position sees that if any recommendations are made by the Royal Commission which would involve an additional financial burden, it may probably be impossible for it to foot the Bill; and it has therefore, if I read that Governments mind correctly, registered its claim in advance for such financial assistance as it may have to apply for when the recommendations of the Royal Commission are finally known. The Bihar and Orissa Government has very rightly brought to our notice the fact that besides questions of all-India interest, there are questions of peculiar interest and peculiar difficulties which confront every province, and that the Royal Commission had better devote some of its time and attention to examining and exploring those particular difficulties and favour the provinces with suggestions for their solution. We have indeed met that demand by making it quite plain, quite clear, that the Royal Commission will, while making investigations in any province, put itself in direct communication with the Local Government and take such evidence as it can with the help and assistance of the Minister in charge of Agriculture, co-operation and other departments connected therewith. There is therefore no fear to apprehend;

12 Noon. there is no idea anywhere that the Royal Commission should not try and help each and every province to solve those difficulties it has been established. I may therefore assure my Honourable friend that he might for the time being dismiss from his mind any suspicion that any Local Government is lukewarm about this Commission. I may give him the assurance that every Government welcomes it.

I think I will take next in order the complaint—if I may use such a strong word—which he made in regard to the change in the attitude of the Government of India, if I have understood him aright, as explained in another place in answer to a question which was definitely asked. I think he drew our attention to a question that was asked by Mr. Ranga Iyer and to the answer given by Government that there was no intention at that time of appointing a Royal Commission. Let us be quite sure about the dates. The speech of His Excellency the Viceroy to the two

*The whole of the correspondence is printed as Appendix A to these proceedings.

Houses of the Legislature was made on the 20th of August, 1925; and in that speech His Excellency had distinctly and clearly given expression to this view:

"My Government while giving due attention to industries in the restricted sense of the term are determined, so far as circumstances permit, not to neglect the interests of what is really the greatest of all Indian industries, namely, agriculture. I know from my discussions with the Secretary of State that my Government can rely upon his most cordial support of this policy. The direct responsibility of the Government of India for agricultural development in the provinces ceased with the inception of the Reforms. In view, however, of the paramount importance of agriculture as the basic industry of the people of India of the improbability of Provincial Governments being in a position to undertake research on the scale required and of the necessity for co-ordinating activities in the wide field of agricultural development, the Central Government must continue to play a humble part in agricultural progress."

And then he foreshadowed the appointment of a central Agricultural Board to co-ordinate the activities of the various provinces. Well, five days after that speech had been delivered, a question was asked whether the Government intended the appointment of a Royal Commission. Five days was not long enough to have enabled the Government of India to have come to a conclusion different from that which His Excellency the Viceroy had announced in opening the Session, and the inevitable reply therefore was that the Government of India had no present intention of embarking on the appointment of a Royal Commission; and in the course of his speech on the 20th January, 1926, while opening the Session of the other House His Excellency has given full, exhaustive and cogent reasons as to why he and his Government came to the conclusion that a question of such magnitude, of such importance and of such vital interest cannot be solved merely by the establishment of a Central Board of Agriculture, but that it should be handled in all its bearings by a Royal Commission, and that he and his Government had come to that conclusion with the assent of His Majesty. The interval between the two was utilised for the purpose of giving to this important question that consideration which it indeed deserves; and as a result of that consideration it was found, and very rightly found, that the interests were so diverse, the questions were so complicated, the issues were so important, that nothing short of a Royal Commission could be expected to handle them effectively and successfully.

Well, Sir, I think I have been next asked, why the Legislature was not given an opportunity of expressing its opinion before this Royal Commission was actually announced. I think I have already made it sufficiently plain that so far as this House is concerned, we have been, from time to time, supplied by it with its views and opinions as to the course of action which would have pleased it most. From the year 1923, definite Resolutions were being moved in this House advising, suggesting, rather pressing, the need for a comprehensive investigation into the agricultural conditions of this wide Empire. Indeed one or two Resolutions were framed on lines which, if they were read once more, will give a clear indication that they are the lines on which the terms of reference are based now. I shall certainly not deny the same credit to the other House. Indications have not been wanting even there of the earnestness, the enthusiasm and the interest displayed by its Members. They have constantly asked questions which suggested that the Government of India must take some definite action in this direction. They have tabled various Resolutions suggesting the appointment of this committee and

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that to investigate into particular problems which are germane to the agricultural prosperity of India. We have had, therefore, a clear indication of the direction in which the wind is blowing. We knew as a perfect certainty that this House as well as the other were eager, were anxious that the Government of India should do something for the purpose of solving this all-important problem which is at the very root of the welfare, happiness and prosperity of no less than three-fourths of the entire population of India. We therefore took time by the forelock and we applied our minds to the consideration of that question; and we in the first instance came to the conclusion that this could be solved by merely setting up a Central body which would co-ordinate the work of the provinces and bring about the desired millennium. We had to revise that view in the light of facts which were placed before us. We came, therefore, to the deliberate conclusion that we must not any more pursue the idea of merely installing a Central Board to tackle a problem of this magnitude, but that we should call to our aid a Royal Commission which will survey the whole field and make recommendations with the object of bringing an advance in this the premier industry of India. I should, therefore, think, Sir, that there has been no disrespect shown either to this House or to the other in the conclusion which we reached. The Honourable Member quoted for our information the practice and rules which obtain in Canada, and inquired why we have allowed agriculture, which is the basic industry of India, to be consigned, so to say, to the limbo of insignificance by its being called a transferred, and a provincial subject, and in which the Government of India find themselves helpless to take any direct action. Well, Sir, it may academically be profitable to compare notes with other Dominions and countries in the world, but I must submit at the same time that we have got to remember the fact that our constitution, our procedure and our governmental methods are different to those obtaining in either Canada or other Dominions. The Reforms have brought about a change. The change is there. We have all to accept it, and having accepted it, we have got to work in a way so as to secure the object in view. The object in view undoubtedly was the advancement of the agricultural population. That, we hope, to secure, in spite of the fact that Agriculture is a transferred provincial subject, by the appointment of this Royal Commission. I wish our procedure was different. I wish agriculture had been entirely a central subject, but it is only my pious hope. I cannot change the Constitution. I cannot go back on the Reforms. It is, therefore, quite necessary to bear in mind that, while we attempt to do anything, we should do nothing which would offend against the very framework of the Reforms.

Then the Honourable the Mover raised a complaint that we have excluded from the terms of reference questions regarding land ownership, land tenure, assessments of land revenue and so on. Sir, my own idea of the questions regarding land ownership and land tenure is absolutely different from the idea of the Honourable Member who has moved this Resolution. I think these questions are so complex and so complicated that it will not be possible for a Commission set up for a different purpose to bring under its ambit an investigation, an exploration, into questions bristling with such intricacies. Indeed, these questions differ from province to province, nay more; they differ in parts of the same province. This by itself would justify the appointment of a separate Commission.

and it is not desirable that these intricate questions should be dealt with by a Commission of this sort which has been set up with a definite object. Further, land ownership, land tenure and other cognate questions are already dealt with by the local Legislatures. There are laws in the various provinces which regulate the land ownership and land tenure. These laws are amended from time to time as the necessity for them becomes urgent. Some of the Local Governments have at the present moment legislation on hand for these specific purposes, and I should certainly not think that it is within the purview of a Commission like this to make definite recommendations on these questions.

As regards the land revenue assessment and I may add, water rate as well, which in some provinces is regarded as an integral part of the land revenue administration, the recommendations of the Joint Parliamentary Committee to enact legislation regarding them are there. In answer to a question by an Honourable Member opposite this morning, I said that four provinces have already introduced this legislation. One other province has got it ready, and other provinces have already applied their minds, and it is expected that that legislation will also be introduced in the near future. Here again, let me repeat that these are not questions which could have been included within the purview of the Commission which we have appointed. But, I confess, Sir, that there may be particular occasions when possibly this Commission might have to deal with questions regarding land ownership and tenancy, though not directly but incidentally, and I am tempted to read from one of the papers which I placed on the table. The Secretary of State while accepting that recommendation has added these observations:

"I agree that the Commission, if for no other reason than that it is not qualified, cannot be expected to deal with such questions as the relationship between landlords and tenants, land revenue systems, assessments or irrigation charges. Nevertheless it is inevitable that witnesses will refer to them during inquiry, and I do not think that the Commission should be precluded from examining witnesses on them with a view to eliciting whether, and to what extent, present conditions of agriculture, etc., are affected by them, and although the Commission should certainly not investigate these subjects or make specific recommendations in respect of them, I consider it should not be precluded from referring to them as matters directly connected with the main question under inquiry."

Now, in the light of this clear pronouncement of the Secretary of State, I take it that the fears which the Honourable Mover has expressed will disappear, and that he will see that, although these are not the direct subject-matter of investigation, still the Commission will deal with them, if they feel that they are connected with some issues which they are investigating and for the determination of which they consider that evidence is necessary or evidence has already been taken. And I repeat the words of the Secretary of State once more:

"The Commission should not be precluded from referring to other matters directly connected with the main question under inquiry."

I am indeed grateful to my friend the Honourable Mr. Sethna for having drawn my attention to what he considers would be a very satisfactory and reasonable constitution of the Royal Commission. Well I thank him for the suggestions which he has made and while I assure him that I shall certainly consider them very carefully, it must at the same time be recognised that by the very nomenclature the Commission is Royal, and as such the appointment of members to a Royal Commission is entirely the prerogative of the Crown and the matter, as was already stated by His

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Excellency the Viceroy in his speech the other day, is now engaging the attention of the Secretary of State. We shall certainly endeavour that the constitution of this Commission is such that it contains members who will bring the requisite knowledge and the requisite experience to bear on the solution of the issues, important as they are, with which they are entrusted, and I do hope that, when the Commission is actually announced, it will meet with universal approval. Having therefore, Sir, accepted the Resolution in its entirety, and having just attempted to make a few remarks on the observations made by my Honourable friend, I do not think there is anything more left for the Honourable Member except to withdraw his Resolution.

THE HONOURABLE MR. V. RAMADAS PANTULU (Madras: Non-Muhammadan): Sir, the House is indeed grateful to the Honourable Mr. K. C. Roy for raising this very important debate on a very formal motion. If the public has any suspicion of the way in which this Royal Commission has been brought into existence, the public is not to blame for it, but the Government of India are entirely to blame for it. After the assurance His Excellency the Viceroy has given, I am not going to say that we are going to read any dark political motive into this Commission; but if the Government had shown the consideration which they ought to show to the Central Legislature by taking it into their confidence before recommending the terms of reference to His Majesty's Government, it would have given greater satisfaction. In fact we only heard of this Commission when His Excellency made this announcement, and I expect we shall hear the final stages of the accomplishment of the scheme only when the Government ask for a grant for the expenditure of this Commission. I think this is hardly the way in which the Central Legislature ought to be treated and the country ought to be treated in a matter of this importance. Therefore, whatever suspicions may be entertained in this matter are entirely due to the very unsatisfactory way in which the Government ushered this Commission into existence.

Then, Sir, there are one or two matters about which one is a little apprehensive. I would only mention them so that the Honourable the Leader of the House may use his influence with the Government with regard to widening the scope of the inquiry. This House is aware that the Joint Parliamentary Committee in their report have drawn attention to the fact that of all taxes land revenue alone is levied without legislative sanction, and that they have made a significant recommendation in the report, namely, that "they proposed that the process of revising the land revenue settlement ought to be brought into close regulation by Statute *as soon as possible*." In Madras we have been struggling to get some legislation passed in this direction for the last six years and we are nearing the completion of the life of the second term of the reformed Councils, and yet we were told, in answer to a question the other day, that the matter is still under the consideration of the Government of India. What the Government of India ought really to have done was first to tackle this question by placing the land revenue assessment and the land revenue policy of Government on a sound basis before they advocated this Commission. After all the Members of this House cannot deny that, whatever measures may be devised for the improvement of agriculture in this country, they cannot succeed unless you improve the condition of the agriculturist, and that it

can be improved only by a sound and humane land revenue policy, moderation of assessment, and helping the ryot by making the periodical settlements in such a way as not to make them oppressive. In the province from which I come three very important districts are in the throes of the periodical settlement, and what the people of these districts want is that this question of land revenue settlement should be placed on a statutory basis before the settlements are undertaken, and that an investigation into the conditions of the people of the province should be undertaken with a view to seeing whether they can pay the additional taxation. But it is proposed to increase immediately the land revenue by 25 per cent. A concession was made in regard to Tanjore, after an agitation, that it would be reduced to 18½, but all that is done before the necessary inquiry is made and the assessment subjected to legislative control as recommended by the Joint Committee. It is this reversing of the process and not dealing with the recommendations of the Joint Committee before appointing this Royal Commission that has caused suspicion. It looks as though the Government want to derive a larger revenue. I do not say it is not a legitimate object. Being the largest industry in the country, if there is an increase in the agriculturists' income, the Government may be entitled to a share of it. But this inquiry to some people means a method of finding out reasons for enhancing the land revenue and therefore there is a suspicion about it. I cannot conceal that fact. The Government would have been trusted much more by the people if they had first carried out the recommendations of the Joint Committee. Another matter which I wish to allude to is this. There is also some little suspicion that this inquiry might result, after all, in benefiting outside agencies and not the Indian agriculturists. The agriculturists will be benefited to some extent I have no doubt, but on most former occasions these Commissions have resulted in greater benefits to other people than the persons for whom they are intended. If as a result of this inquiry it is found that certain kinds of chemical manures and implements are necessary for this country, it will enable the foreign capitalist to export larger quantities of them to this country. While to-day manures which are available here are exported every day to other countries, we may be asked to import manures from other countries if the expert opinion arrived at by this Commission says that this is the best thing for us to do. Why do I say this? I am not merely speculating. The Madras Government in its Agricultural Department asked for the stoppage of the export of bone meal, oilcake and fish manure which are available in abundance in the Madras Presidency. We were told that if the export of these things was prevented it would lower the price and therefore the supply would be curtailed. Well it may be that such economic theory may do in some cases, but I do not think it would do in this case. We all know bone is a bye-product and oilseeds are not grown on any economic theory. The fishermen are not likely to change their occupations, and therefore this economic theory of reducing the supply by preventing export has no application to these manures. Still it is pressed and the Agricultural Department's efforts to get these exports stopped have proved a failure. Unless you therefore tackle these questions in a really sympathetic spirit and come to the rescue of the people with genuine sympathy for their indigenous wants, very little good will result from this Commission.

In my province the population per hundred acres of culturable land is 125, and calculations show that an agriculturist has not more than three-quarters of an acre to labour upon on the average. On that three-quarters

[Mr. V. Ramadas Pantulu.]

of an acre he has to raise all sorts of necessities for the sustenance of himself and his family. An agriculturist in my province, and I am speaking from personal knowledge, is not backward. He knows the art of agriculture; and many authorities I have consulted agree that the agriculturist in India is not by any means a backward or primitive labourer as is sometimes sought to be made out. He knows his work. Therefore the question of intensive production must be tackled from an intimate knowledge of the conditions obtaining in India. On these questions we shall be thankful to Government if they tackle them from the purely indigenous point of view, and not merely from the point of view of foreign experts. Economic theories of foreign experts are sometimes fallacious, and therefore I would request the Government of India in nominating the personnel of this Commission to have regard to the desire that Indians who are acquainted with the conditions of Indian agriculture should be appointed in a preponderating number. Of course we do want foreign experts to give us technical and scientific advice, but I think after all they are not the only best advisers in a matter like agriculture, where local conditions must be studied. Therefore, while we welcome the advice of foreign experts, the Government of India, we think, would do well to recommend a preponderating Indian element and only such Indians as are directly interested in agriculture and have got a first-hand knowledge of agricultural conditions in this country ought to be recommended to sit on this Commission. If all this is done, I am sure something will come of it. I am also glad to know from the Honourable the Leader of the House that though not directly but indirectly the question of the land revenue system and of tenures will be considered by this Commission, and I hope this inquiry will be undertaken very soon. The land revenue policy of Government was settled 30 years ago and a great deal of change has taken place in the country since then, and that policy requires very urgent consideration, and therefore the materials to be collected for this inquiry should be collected as soon as possible. With these observations and in the hope that the Government of India in recommending the personnel of the Commission, if they have not already done so, will take into consideration my request that it ought to be preponderatingly Indian and that Indians with first-hand knowledge of agricultural conditions in this country should be appointed to sit on this Commission. I beg to support the Resolution.

THE HONOURABLE SETH GOVIND DAS (Central Provinces: General): Sir, I also rise to make a few remarks on the Resolution of my Honourable friend Mr. K. C. Roy, but before I come to my subject I wish to make a few personal observations. I am perhaps, Sir, the youngest member of this House. The Assembly to which I had the honour to belong till the other day always treated me with the utmost indulgence and kindness, and I hope you, Sir, and the Honourable Members of this House, will extend to me the same kindness, although we may not see eye to eye in all the matters which are brought before this House. I think, Sir, I may be considered to represent the younger generation of this country, and I am afraid, Sir, their views are somewhat more advanced than the views of many of the Honourable Members here, but I think, Sir, they will appreciate the views of the younger generation.

Now coming to the subject I may point out that I belong to the class of landholders who have much to do with agriculture and its problems. But at the very outset I may mention, Sir, that this is not a matter which con-

cerns landholders only but the whole country. When we consider, as the Honourable the Leader of the House has just said, that 3 persons out of 4 are directly connected with the agricultural industry of this country, and that another 15 per cent. of the population is indirectly dependent upon the agricultural property of this country. Besides this, Sir, the industrial progress of the country also depends upon the future progress of agriculture. While, therefore, I welcome the announcement of this Royal Commission, I hold, as the Honourable Mr. K. C. Roy and the Honourable Mr. Sethna have just said before the House, that the terms of reference of this Commission are not adequate to cover the whole question. The Honourable the Leader of the House has said that the questions of land revenue and land tenure are complicated questions. I admit, Sir, that they are, but it does not mean that we should leave them untouched. The remedy lies in solving them and not shirking the responsibility. The Honourable the Leader of the House has also read in this connection a part of the announcement of the Secretary of State, but I think, Sir, it is insufficient. The settlement policy of the Government of India and the economic condition of the people are so much connected with each other, that you cannot examine one while leaving out the other. If you exclude land tenure and land revenue you exclude the most vital parts of the question.

I think, Sir, it would not be out of place if I were to make a few remarks on the merits of the question itself, as a grave responsibility lies on the present Royal Commission regarding the advancement of agriculturists in this country. The first charge that is laid at the door of the Indian peasant is, that he is conservative. I admit this charge; but in fairness to him I must point out that he is no fool. He has a long heritage of experience behind him, and if he is convinced that a certain thing is within his reach and is at the same time profitable to him, he will at once adopt it. Of course he has no use for an academic and itinerant lecturer from England or from America who delivers a lecture here and a lecture there and passes on. The way to convince him is not to publish the results obtained on some distant farm, but to demonstrate locally. Sir M. Visveswarayya, lately Dewan of Mysore and an experienced administrator, says:

"A few central experimental farms and a number of district farms have been working for several years past; but it cannot be said that they have influenced the general situation in any material degree. They are controlled by Government officials, between whom and the cultivator there is and can be no sympathetic understanding. The policy of agricultural development is controlled, not by experts, but by members of the bureaucracy, who obviously cannot, in the midst of their multitudinous executive duties, keep abreast of the achievements of scientific agriculture in the west."

I think, Sir, the remedy lies in a great and combined progressive movement and in remodelling the Government Departments of Agriculture.

The second charge that is laid at the Indian peasant's door is that he is illiterate. May I ask, Sir, who is responsible for this? The Government have shown criminal negligence in the matter of education of all classes, and specially of the rural classes. The present system of primary education is only fit for a city child and that is the reason why the villager has no love for it. There should be a rural school within the reach of every village as in the case of Japan, the Phillipines and the United States. What are the conditions in India to-day? According to Sir M. Visveswarayya, three villages in India out of every four are without a school, and 80 millions of children of school-going age are growing up without any

[Seth Govind Das.]

instruction. The expenditure on education in India from all sources, including fees, in 1916-17 was 11·2 crores of rupees, giving a rate of Rs. 14·8 per head of the school-going population or seven annas per head of the entire population. The corresponding expenditure in other countries was Rs. 38 per head in the United Kingdom, Rs. 104 in Canada, Rs. 114 in the United States of America. The figures speak for themselves and also for the backwardness of the country. When Prince Albert Victor, grandson of the late Queen Victoria, visited this country, the witty citizens of Poona in a well decorated and spacious pandal greeted His Royal Highness in these words "Tell Grand-Ma we are a happy nation, but 19 crores of us are without education." I am, Sir, a great believer in education, and the whole of the rural problem in India can be solved by following the right type of rural educational policy as was followed in the Philippines. In the Philippines rural schools have a garden attached to them and a farm in which the village child learns the use of the best seeds and the best processes; and from them the parents adopt those processes.

THE HONOURABLE THE PRESIDENT: I must ask the Honourable Member to leave education and come back to agriculture.

THE HONOURABLE SETH GOVIND DAS: I am referring to agricultural education, Sir. I shall only say a few words more. These schools demonstrate the use of scientific machinery. I admit, Sir, that the Government of India will say that they have established agricultural farms, . . .

THE HONOURABLE THE PRESIDENT: Will the Honourable Member leave education and, as I suggested, come back to agriculture?

THE HONOURABLE SETH GOVIND DAS: I have already come to it. Sir. I know, Sir, that the Government of India will immediately say that they have established such farms, but they are most unnatural, as the quotations from Sir M. Visveswarayya read by me prove.

Now, Sir, coming to the indebtedness of the agricultural population, I may say that rural India is in great debt. I have personal experience of my province in this connection, and I can say without any hesitation that in certain villages there is not a single farmer who is free from debt. A writer in the *Round Table* of June, 1925, says in this respect:

"The interest was in no case less than 36 per cent. and sometimes it was as high as 100 per cent. per annum. Frequently the money-lender would not give receipts for payments made, so that when a cultivator fell into debt he never got out of it. His produce was mortgaged to the money-lender on the money-lender's terms, and anything the debtor wanted had to be purchased from the money-lender on his own terms. The man had usually to endure a hand-to-mouth existence, for he could neither accumulate nor save anything."

Although the conditions are not as bad as the writer depicts yet they are far from satisfactory. In my own case Sir, I may mention that we had to remit Rs. 15 lakhs within these few years to our own tenants until conditions somewhat improved.

Sir, this is the old old story of the two diseases of India which are sapping her inner strength, namely, illiteracy and poverty. Much can be said to emphasise the necessity for an expansion of the irrigation and pasture lands, but in comparison with these two evils they sink into insignificance. As regards irrigation, something has been done in Madras and in the Punjab; but in the rest of the country these things are still untouched and that is the reason why wet products like sugar-cane and other things are not cultivated in many parts of the country where they can thrive as

in our own provinces, the Central Provinces, where the tracts could be made useful for such products. At the same time, Sir, the whole land is so extensively cultivated that there is hardly any land left for pastures. In my own province the cattle are suffering immensely for want of grazing lands. The breed of cattle has also to be improved. I hope the proposed Royal Commission will seriously think of all these matters.

Finally, Sir, I am obliged to say a few words on the personnel of the Commission. The personnel of the Commission should be such that it should enjoy the confidence of agricultural India. Well known agriculturists and natural leaders of the people should be associated with the Commission, so that they may place their own experience at the disposal of the country. Given sufficient public money and honest patriotic efforts, Sir, this Royal Commission should achieve its goal, but this is only possible if the terms of reference are broadened and the personnel is such that it may command the confidence of the whole country.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO (Madras: Non-Muhammadian): Sir, I rise to support the Resolution moved by my friend, the Honourable Mr. K. C. Roy. In doing so I may be permitted to make a few observations not only for the consideration of this Council but also of the Government. For my part, I have my own misgivings with regard to the ultimate utility of this Commission to the poor and helpless peasants of India and the beneficent results, which, we are told, would accrue to the agricultural population of this country from the labours of this Commission. This Commission, coming as it does so closely upon the heels of the British Empire Exhibition, is, in my opinion, intended more to exploit the raw products of this country than to put the agricultural industry of this country on a firm and solid basis and save the rural population from chronic indebtedness and economic ruin. Of course, this charge has been more than once repudiated, but as long as the terms of reference to the Commission are not wide enough to include a close and careful examination of the existing system of land-ownership and tenancy and the assessment of land revenue and irrigation charges, which have a vital bearing on the expansion of agricultural industry in this country, it is my sincere conviction that any number of Royal Commissions will not be able to ameliorate the hard lot of the agriculturist in India nor induce him to adopt scientific methods of cultivation for which he cannot find the wherewithal.

The terms of reference so far announced are more or less purely of a scientific and technical character relating to the application of the results of the latest scientific and practical knowledge to the agricultural industry in this country, and a few experts on agriculture could easily indicate what reforms are necessary in this direction. In fact, we have a number of these experts already in the Imperial and Provincial Agricultural Departments who are expected to be posted with the latest scientific knowledge and discoveries on the subject of agriculture and apply that knowledge to the agricultural industry in India. Unless these experts have failed so far or are unable to perform this primary function, there can be absolutely no justification for the creation of this Royal Commission. It will not be out of place to point out in this connection that the generality of the agricultural population in this country are so far immersed in poverty and indebtedness that they can think of nothing but their daily bread. In my own Presidency of which I can speak with some authority, irrigation facilities are quite inadequate and the prospects or otherwise of agriculture depend almost entirely on the vicissitudes of the weather. For purposes

[Dr. U. Rama Rao.]

of tax-collection, it would be enough if there is one good shower of rain during the monsoon time, often termed "Sircar rain", and the Collector comes in, whether any crop is raised or not, whether the harvest is good or bad, to gather the tax. This is invariably done before the crop is harvested and the poor ryot is handicapped in that he is unable to sell his produce at a favourable rate in the market and pay the *kist*. It is now that he comes under the clutches of the sowcar or the money-lender, who charges an exorbitant rate of interest for the money he lends on the pawn of the produce. So, what little profit the agriculturist is able to make is consumed in paying interest. There are no agricultural banks to help the poor ryots in their hour of need and the co-operative societies, which are so few and far between, are so much wedded to red-tapeism that it is very difficult to obtain loans in time. The Government no doubt advance loans for agricultural purposes, but the process of getting them is tedious and the conditions of re-payment are exacting so that the agriculturists are averse to avail themselves of the offer. If at any time, fortune should favour the ryot and as a result of successive good seasons and bumper harvests, he begins to lift his head out of the financial mire and invest something towards the improvement of his lands, the ever-alert settlement officer comes on the scene and says that it is just the time for him to revise the land assessment and he does it regardless of all considerations. Recently, in the Tanjore District, the assessment was raised by 25 per cent. and it was only after a fierce struggle and after the institution of a no-tax campaign that a slight reduction was effected. Again, all the available waste lands and common grazing grounds for cattle have been given away on Dharkast in recent years with the result that the maintenance of cattle, so necessary for agricultural operations, has become a costly affair now-a-days. The last five years' agricultural statistics show a decrease of calves 2,760,428; bulls and bullocks 356,674; cows, 470,873; male-buffaloes 171,566; female-buffaloes 323,213; why is this heavy depletion in live-stock? The answer is that peasants find it impossible to maintain their live-stock and so they sell them for slaughter. Manure is very hard to get. The Forest laws are so stringent that even green leaves cannot be had now-a-days for love or money. Scientific manure is too costly for the poor ryot. Unless, therefore, the Government improve the economic condition of the people by overhauling the land tenure system, there is absolutely no good in Government recommending to the agriculturists the adoption of scientific methods of cultivation. In the Provinces, the Development Department has no money to effect even minor improvements. Where is the money, then, to come from for carrying out large experiments, research work and a host of other things which may be recommended by the Royal Commission? The personnel of the Commission is in the making and I am afraid, from the tenor of H. E. the Viceroy's speech, there would be only a sprinkling of Indians in the Commission. The Commission must be preponderatingly Indian and there must also be a fair representation of land-owners and tenants closely connected with the agricultural industry. The Commission must go into the interior and study the condition of rural life and not merely visit provincial centres to take down the evidence of Government members and Government nominees. Otherwise, even the little good that may come out of this Commission will be lost to the public and the Commission will in the end prove a costly futility. With these words I strongly support the Resolution moved by the Honourable Mr. Roy.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN (Punjab: Nominated Non-official): Sir, as the Resolution which has been moved has been accepted by the Honourable Member in charge, there is very little for us to say. But, Sir, as one of the oldest Members of this House and as one closely connected with the agricultural industry, I wish to say a few words. The Honourable Member on my left, who said that he is perhaps the youngest Member here, apparently thought he had got new ideas when he spoke on the Resolution, but he has repeated some of the things which have been already said in this House before, because after all when the condition of the people has not been improved or changed, one cannot possibly say any new things. If we look to the past history of agriculture in this country, we will see that every reform that was urged for the improvement of agriculture and the amelioration of the conditions of the agriculturists was turned down in this House and elsewhere. That shows what amount of interest our Government have been taking in agriculture. Therefore, Sir, unless these papers are laid on the table of this House, as urged by the Resolution, one is apt to think that this Commission has been forced on the Government by somebody else. The agriculturists who have been treated in a stepmotherly fashion heretofore, when they hear of the appointment of this Commission, will at once suspect that there is something in this Commission which may go against the interests of agriculture. But when we see generally that agriculturists in this country have already gone down to such low depths, that they cannot go lower, we can safely say that this Commission will not be able to do anything worse for them, and therefore, if it does anything at all, it will be for their benefit. All we hope is that when this Commission comes out, the Government of India will not whittle down its scope or restrict the terms of reference.

Another thing that I want to point out is that whenever a Royal Commission is appointed, the personnel is composed generally of those Members of the class which perhaps talks most but knows least. Therefore, I trust that in selecting the personnel of this Commission, care will be taken to see that some agriculturists are also put on it, and especially, as various provinces have various needs, it would be better to co-opt a few members from every province when the Commission visits each province to collect evidence. I can say, Sir, that nearly cent. per cent. of the population of this country is connected with agriculture in some form or another. It has been urged that we need industrialists who know something about cotton and so on. If people like that come in, I think the agriculturists will have no place, so I do hope this Commission will be for agriculturists. Simply stick to this, take agriculturists only on it. As I do not want to repeat what has already been said and as the Resolution has already been accepted, I support the Resolution.

THE HONOURABLE PANDIT SHYAM BIHARI MISRA (United Provinces: Nominated Official): Sir, I think I can congratulate the Honourable the Mover of this Resolution on the reception which the Resolution has met with not only from the Official Benches, but also from the Swarajists. I hope, Sir, in view of this response, there will be no difficulties placed in the country in the way of the provision that may be made for the Royal Commission. I am not a politician and I do not wish to deal with the political aspects of the question. A reference has been made by two of our Swarajist speakers to agricultural indebtedness and one Member has particularly said that the co-operative department was so overpowered by red-tapeism that loans could not be received by agriculturists in time.

[Pandit Shyam Bihari Misra.]

I must confess, Sir, that I heard this remark with considerable surprise. I am a Registrar of Co-operative Societies in one of the provinces and I know Sir, by personal experience, that this department has the least red-tapeism about it. We have given almost full powers to societies themselves and they carry on their own business. Our only duty is to let them know how to avoid mistakes. If they are going to make any mistakes, we simply point them out; we do not interfere even then and permit them to make unimportant mistakes if they are bent upon making them. Therefore to say that this department is full of red-tapeism is, I think, not correct. Anyhow whatever the co-operative department is, it is connected with agriculture and I hope this Agricultural Commission will put any mistakes there may be in the Department right. In any case the proposal is sound and I am glad that it has met with such a good reception. I wholeheartedly support the Resolution.

THE HONOURABLE MR. MANMOHANDAS RAMJI VORA (Bombay: Non-Muhammadan): Sir, I welcome this Resolution and at the same time I want to know whether the question of economic holdings will be taken up by this inquiry. It is a very important subject and it has a great bearing on the agricultural poverty, and is a question which requires thorough investigation. This process of reduction in the holdings that is going on, and the division after division, which has led to the present state of agricultural poverty and indebtedness and also the poor condition of the agricultural stock, wants going into. The holders of these small holdings are not capable of looking after them; they simply keep them for the sake of keeping their ancestral property, and they neglect them, and I think this question should be thoroughly gone into and some solution for it found. With these remarks I support the Resolution.

THE HONOURABLE MR. K. C. ROY (Bengal: Nominated Non-Official): Sir, before I ask you to close the debate, you will allow me to thank the Honourable Members who have supported me. It must be a source of great gratification to the Leader of the House that politicians of various schools of thought have warmly welcomed the idea of a Royal Commission. The Honourable Mr. Sethna has supported it on behalf of the industrialists, and my friend Mr. Ramadas Pantulu has supported it on behalf of the Swarajists and he has been followed by the Swarajist whip sitting on the other side of the House. Again my friend Mr. Shyam Bihari Misra, who is an official member from the United Provinces, has spoken and rebutted certain charges levelled against the co-operative movement. Sir, while I am grateful to the Leader of the House for accepting my motion and assuring us that he will place on the table copies of the correspondence which has passed between him and the Secretary of State, I feel it is my duty to rebut certain of his contentions. In the first place, he has told the House that he is not prepared to accept my reading of the two letters from the Provincial Governments. I have also read official letters and official documents for a good many years, and I am fairly convinced that the Provincial Governments of Bombay and Bihar have given him lukewarm support and a gentle protest. I leave him to read his own meaning into those letters and I shall retain my own. Then, Sir, as regards the personnel, I entirely agree with him. It is a matter of Royal prerogative, and I am sorry that he should have gone to provinces for advice and assistance. As regards the Canadian precedent I have nothing to say to his very wise remarks,

but I am sorry he did not listen to me properly. All I meant to say was that the Commission should not be tied down and no undertaking should be demanded from the Commission not to interfere in any way with the ministerial responsibility in the provinces. The Commission ought to be given a free scope to consider the agricultural question and the constitutional aspect of it from the purely all-India agricultural point of view, and I do not think there would be any objection if there is a clear case for revising the position of agriculture as a provincial transferred subject. Then, Sir, the third point that he has made is that he had taken the sense of the Legislature. I am quite sure that he has done that and he has met with a warm reception to-day. But I am quite sure at the same time that if he had wished he could have taken the verdict of the Legislature. He has not yet appointed the Royal Commission and I do not think the Royal Commission is coming into being till the next cold weather to do its work. He should have tabled a Resolution, in the same manner as Mr. Crerar did in regard to the Privy Council and taken the decision of both Houses. It would have then met with a warm response. The last point that remains is that he has given us a hint that there is nothing to debar this Commission from going into the three questions on which I placed my general protest, that is, land revenue, land assessment and agricultural indebtedness. I dislike the idea of this Royal Commission making a recommendation for another Commission. This has become almost a habit. Only the other day a committee appointed by the Finance Department wanted another committee on economic survey, or something of that kind. I do not think, Sir, this diversity of Commissions will assist us. I think this Royal Commission should be allowed to go into the question of agricultural indebtedness, land revenue and assessment. I think my friend is not doing it because he is afraid of vested interests and is not so very anxious for the well-being of the rural population and of rural development. With these words I thank him again for accepting my Resolution.

THE HONOURABLE THE PRESIDENT: The question is:

"That the following Resolution be adopted:

'This Council recommends to the Governor General in Council to lay on the table of this House the correspondence that has passed between the Government of India, the Secretary of State and the Provincial Governments on the question of the appointment of a Royal Commission on Agriculture'."

The motion was adopted.

RESOLUTION *RE* REDUCTION OF THE TRAVELLING AND DAILY ALLOWANCES OF MEMBERS OF THE COUNCIL OF STATE.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO (Madras: Non-Muhammadan): Sir, I beg to move the following Resolution which stands in my name:

"That this Council recommends to the Governor General in Council to amend the rules relating to the travelling and daily allowances admissible to Members of this Council in such manner as:

(a) to reduce the period preceding the commencement and following the termination of a Session for which daily allowance may be drawn from seven to three days;

and

(b) to deprive non-official Members of the Council of State of their existing option of reserving a first class railway compartment for their personal use and drawing the actual cost of reserving the compartment in lieu of travelling allowance of 1 3/5ths of a first class fare."

[Dr. U. Rama Rao.]

Sir, it is most unfortunate and no one regrets it more than I do, that I should bring forward a Resolution of this kind, which would ultimately have the effect of encroaching upon the comforts and conveniences of the Honourable Non-official Members of this Council, a bit. It is the will of Providence, I think, that this newly-formed Council should commence its deliberations, by passing this self-denying ordinance. Let us, therefore, willingly and ungrudgingly make this small sacrifice and show to our electorates and to the outside world that we are not unworthy of the trust reposed in us, that we too are ready for any sacrifice for the sake of the motherland and that we have always a soft corner in our hearts for our less fortunate brethren. The Resolution I have just moved is quite simple, self-contained and self-explanatory. It needs no elaborate speech or comment. The genesis of the Resolution is briefly this. When, under the Government of India Act of 1919, that blessed Diarchic Constitution—that stone for bread, that we got from the British Cabinet and the British Parliament—was thrust down the throats of the unwilling Indian populace, it had brought in its train many evils, the chief among them being an unbearable top-heavy establishment and a huge financial burden. What with the post-war economic conditions and what with the heavy financial responsibilities consequent on the Reforms, the coffers of the Government became empty, and the Government of India and the various Provincial Governments were faced with large deficits in their Budgets year after year. Additional taxation was resorted to to meet these deficits and the helpless masses were deprived of even the due share of their daily necessities such as salt, besides being compelled to forego their conveniences, as a result of increase in the postal rates and railway fares. The cry of “Retrenchment” was, at this stage, raised throughout the length and breadth of the land and even the Government of India were forced to give heed to public opinion. The aid of the “Inchcape axe” was at once sought for, which did its work, so far, admirably well. It pruned all the noxious growths in the subordinate ranks of the services, leaving the top severely alone. Even the military was subjected to a cut, though the cut was not deep enough and to the satisfaction of the public. The Heaven-born Services are, of course, untouchable and so had to remain outside the pale of the Inchcape Commission. To elevate them and to improve their status, was the work of another commission, the Lee Commission, and that is beside our point now. The Inchcape Committee also found it rather delicate to approach the Honourable the Ministers and the Members of the various legislative bodies with their weapon so soon. The Ministers in the various Provinces, however, voluntarily surrendered and offered their own quota of sacrifices, those in Madras consenting to forego Rs. 1,000 per mensem each, out of their salaries. With regard to the Councils, the Committee, while pointing out that the expenditure under the head “Legislative Bodies” had increased from Rs. 1,71,000 actuals in 1913-14 to Rs. 7 lakhs according to Revised estimates and to Rs. 8,50,000 according to the budget estimates of 1922-23, made the following observation at page 127 of their Report:

“The large increase which has taken place in expenditure since 1913-14, is due to the appointment of full timed presidents, since the expansion of the New councils, the longer sittings held under the reformed constitution and the grant of more liberal allowances to Members present in Delhi and Simla. The bulk of the increase is inevitable but we feel that the matter of reduction or otherwise in travelling and other allowances is one that should be left to the Legislature.”

The reasons for this decision are not far to seek. The Inchcape Committee knew that the Legislative Assembly and the Council of State would realize the gravity of the situation and would themselves take the initiative in this respect and so left the whole question to the good sense of the two Houses. So far as the Legislative Assembly was concerned, their anticipations were fulfilled. The Assembly decided, at the time of voting of Demands in connection with the Budget for 1923-24, to reduce the daily allowances admissible under the old rules to the Honourable Members of that House. Under the old rules, for 7 days before the commencement of a Session and for seven days after the conclusion of a Session, Members of the Assembly as well as Honourable Members of this House could have their daily allowances. The Assembly thought that this was extravagant and reduced the grant of daily allowances to 3 days, before the commencement of a Session and 3 days after. This was no doubt, a voluntary sacrifice on the part of the Assembly in the interests of economy. Subsequently, when the allowances for the Members of the Council of State came under discussion, there was a motion made by one of the Honourable Members to reduce the daily allowances of this House and also to reduce the travelling allowances. It may here be pointed out that in the matter of travelling allowances, the Honourable Members of this House have the privilege of reserving a first class railway compartment for their personal use and drawing the actual cost of reservation in lieu of $1\frac{3}{4}$ ths first class fare admissible under the rules. The then Law Member, the Honourable Dr. Mian Sir Muhammad Shafi, intervened and appealed to the Members of the Legislative Assembly not to press these motions there but to leave them to the Council of State to decide. The Resolutions were withdrawn in the Assembly, on the Honourable the Law Member giving an undertaking to place a motion before this House for the revision of the rules regarding daily and travelling allowances admissible to the Honourable Members of this House and to take away the privilege of reserving a first class compartment from the Official Members. Accordingly, on the 17th July, 1923, the Honourable the Law Member moved a Resolution before the old Council in the following terms:

"This Council recommends to the Governor General in Council that, with effect from the beginning of the next Session, the travelling and other allowances of the Members of the Council of State be placed on the same footing as those of Members of the Legislative Assembly."

But the old Council stood unmoved and adamant. While most of the Honourable Members were willing to forego at least the 4 days' daily allowances at the commencement and conclusion of a Session, they were not prepared to give up the privilege they enjoy in regard to railway travelling. They said in effect:

Kings may come and kings may go,

But we must go in saloons all the same.

The discordant note was first struck by a European Member, the Honourable Sir Edgar Holberton, hailing from Burma as the representative of the Burma Chamber of Commerce. He said:

"Most of us are people of a certain age in life, busy men, people whom it does not do any good to be hustled and hustled and crushed in railway carriages."

If this is the lot of first class railway passengers, I wonder what must be the fate of third class passengers, who are huddled together in each compartment in numbers far in excess of the seating accommodation provided therein? The Burma trade magnate's description of the woes of:

[Dr. U. Rama Rao.]

a first class passenger was, to say the least of it, bordering on exaggeration. Among the other dissentients, who were all sons of the soil, one Honourable Member said that the privileges and dignities of the House should be maintained at any cost. A third Honourable Member began to attribute motives to the Legislative Assembly but had to withdraw his remark subsequently. A fourth Honourable Member suggested a compromise by which the Resolution was to have effect until the financial conditions of the Government of India improved. The only solitary voice that was heard in support of that Resolution was that of Sir Maneckji Dadabhoy from the Central Provinces. The motion was finally put to the vote and negatived. Thus ended the history of the first onslaught against the allowances of the Honourable Members of this Council. I cannot say if my Resolution will share the same fate. I have ventured to put it before you with the full hope that you will reconsider the old decision. If this Resolution is carried, a saving approximately of Rs. 15,000 per annum might be anticipated. The financial condition of the Government of India is no better now. There is the huge millstone of the provincial contribution still hanging heavily round the necks of Madras, the Punjab and the United Provinces. The transferred half in the several provinces is as starved as ever and no improvements can be effected in the life-giving, life-ennobling and life-sustaining branches of administration such as the departments of Medicine, Education and Industries are. You know this Resolution has been blessed already by the Government of India and sprinkled by the Legislative Assembly. It now remains for this Council wholeheartedly to adopt it. With these words, I commend it for your kind acceptance.

THE HONOURABLE MR. P. C. DESIKA CHARU (Burma: General): On a point of order, Sir, before the Honourable Mr. Ramadas Pantulu moves his amendment, I would like to say that proper notice of it has not been given and I take objection under Standing Order 64, since notice of the amendment was only given on the 13th.

THE HONOURABLE THE PRESIDENT: In view of the fact that at the moment Mr. Secretary is not able to supply me with the Honourable Member's notice, perhaps we might defer the Honourable Member's amendment and proceed with the debate on the Resolution. I am not able to give a definite ruling on the point now immediately, because I have not got the Honourable Member's notice. When it arrives I shall be in a position to do so.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN (Punjab: Nominated Non-official): Sir, may I speak on the same point?

THE HONOURABLE THE PRESIDENT: On the Resolution.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN: Sir, the best way, I think, of taking away all these things in the shape of allowances and honours, etc., that our friend has mentioned in his Resolution, is for him to leave this House and go into the other House. But to come here, as one would call it "as a spy" and then bring forward a Resolution like this

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: I object to the word "spy", Sir; it is not parliamentary language.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN: I do not think there is anything in it.

THE HONOURABLE RAO SAHIB DR. U. RAMA RAO: Spy is not a parliamentary word to use.

THE HONOURABLE THE PRESIDENT: The Honourable Member has obviously not meant anything derogatory either to this House or any Honourable Member here.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN: You are in this House, and yet you are against this House; that is all I intended to say. There are men in this House who, I think, by coming here sacrificed many thousands of rupees, if it could be counted in terms of money. I for one would have rather liked that there should be no emoluments or anything of that sort at all, and that Members in this House should come here entirely at their own expense to assist and do public service. If that was the case, I shall be the first to forego everything like that. But if anything is to be given, then one ought to consider what that should be. Of course this House is a bit different from the other House. If it was not, there would be no use whatsoever in having two Houses. The reason why this House was constituted was this: that some hot-headed people might want to change everything in the shape of administration at once and might want to bring in revolution or even sometimes want to help Criminals, etc., etc. They do not see things from a different point of view; that is they do not see that this is their country, and, therefore, those who have a stake in the land should see that nothing happens which would be detrimental to it. That is why we should have elderly men and men of a particular position in this House. In fact this House was meant to attract such people. Of course the franchise being put very low, lots of people can come in and when they do so they come with different ideas as naturally they can live on less money, perhaps they want to cut others down to the same level. I think these Members especially, who were present when this proposition was vetoed before should naturally stick to their guns and see that this Resolution is defeated. The principle should be that either you should not take anything at all, or should take something according to the dignity of the House. With these words, Sir, I would ask the House not to sympathise with such a Resolution but to reject it.

THE HONOURABLE THE PRESIDENT: With reference to the point of order which has been raised by the Honourable Mr. Desika Chari, the notice given by the Honourable Mr. Pantulu has been handed to me, and I find it is a somewhat curious coincidence that whereas it was 1-20 by the clock when he rose to move his amendment, the notice of his amendment was handed in at 1-20 on Saturday last, which makes it exactly forty-eight hours' notice which he gave before he attempted to move it. The Standing Order requires two days' clear notice. I am not aware that in this House any interpretation has yet been given of the expression "two clear days", whether it means two clear days from midnight to midnight must have elapsed before an amendment is moved, or whether it means a clear forty-eight hours. In this case, the Honourable Member's amendment merely adds one small item to the main Resolution moved, and I should in any case feel inclined to exercise my discretion in his favour and allow him to

[The President.]

move the amendment inasmuch as I cannot feel that the House will be taken by surprise in the matter.

The Council then adjourned for Lunch till Half Past Two of the Clock.

The Council re-assembled after Lunch at Half Past Two of the Clock. the Honourable the President in the Chair.

THE HONOURABLE MR. V. RAMADAS PANTULU (Madras: Non-Muhammedan): Sir, I beg to move the following amendment to the Resolution moved by my Honourable friend Dr. Rama Rao:

"That this Council recommends to the Governor General in Council that the Members of this Council be placed on the same footing as the Members of the Legislative Assembly in the matter of honours, emoluments and allowances.

On second thoughts I considered that my friend who moved the original Resolution was, perhaps, well advised in framing it in the way he did, because he did not invite his formidable official colleagues into the combat. My amendment, as the House will notice, embraced the officials also because I mentioned the word "honours". At present in addition to the advantages which we non-official Members enjoy in the matter of allowances and emoluments, all of us enjoy the privilege of prefixing the word "Honourable" to our names and therefore my amendment applies to official as well as to non-official Members of this House. Sir, in moving this amendment, I wish to assure this House that I have not the slightest intention of compromising the dignity or wounding the susceptibilities of any section of this House.

THE HONOURABLE COLONEL NAWAB SÍR UMAR HAYAT KHAN: Question?.

THE HONOURABLE MR. V. RAMADAS PANTULU: If I had not believed in the dignity and the use of this House, I would not have myself sought election to it. Therefore, I may assure my Honourable friend Sir Umar Hayat Khan that I am at one with him in doing nothing to lower the prestige or the honour of this House. I also beg to assure this House that, so far as the present Resolution is concerned, I am perfectly willing to concede that the gentle dignity of the representatives of the aristocracy, the benevolent autocracy of the representatives of the bureaucracy and the sound idealism of the representatives of the democracy are all harmoniously blended in this Chamber. At the same time, I wish to point out that this House is so constituted by the framers of the reformed constitution as to be a preponderatingly elected Chamber, following the models of the later constitutions both in the Dominions and on the Continent. And some of you who were here when His Excellency the Viceroy dissolved the first Council of State might remember that he drew pointed attention to the fact that this House consisted of a majority of elected representatives, and that statement was coupled with the promise that, as time went on and His Excellency found increasing confidence in the House perhaps by way of responsive co-operation, His Excellency would try to diminish the official strength and increase the non-official strength of the Council. Therefore, I would point out, to the Members of this House that we are an essentially

elected body and that the elected representatives are drawn from a class of persons who might indiscriminately seek election either to this House or to the Legislative Assembly. Some of my most distinguished colleagues in this House were themselves Members of the Legislative Assembly. My friends from Bombay the Honourable Mr. Phiroze C. Sethna and Mr. Manmohandas Ramji were Members of the Legislative Assembly . .

THE HONOURABLE MR. PHIROZE C. SETHNA: I was not.

THE HONOURABLE MR. V. RAMADAS PANTULU: I believe Mr. Manmohandas Ramji was there. At any rate, some of them were there. Therefore, when I have asked for the Members of this Council being placed on the same footing as the Members of the Legislative Assembly, I have done nothing which violates or offends our notions of dignity. Dignity attaches to the individual Members of this House and not to this Chamber as a whole. Therefore, if we can be elected representatives either of this House or of the other House, I really do not see how we suffer in dignity or prestige by being placed on the same footing as the Members of the other House.

I just looked into the practice that obtains in the Dominions Parliaments and in some of the continental countries within the short time I had at my disposal, and I find that in the matter of emoluments, honours and allowances the Members of the lower and upper Houses in many countries are placed exactly on the same footing. In Australia the Members of the Senate and the Members of the House of Representatives both get a fixed allowance of £400, and also get a free railway pass. Similarly, in South Africa the Members of the Senate and the Members of the Assembly are entitled to the same allowance, they get £400, and are entitled to a free railway pass. In France, as you perhaps know, the Members of the Senate and the Chamber of Deputies get 9,000 francs and there is no distinction in other matters. In Denmark the Members of the Landsting, that is the Upper House, and the Members of the Folkething, that is the Lower House, get the same emoluments. Therefore, in those countries which are self-governing, the Members of the Upper House evidently do not feel that their dignity suffers in any way by their being placed on the same footing as Members of the Lower House. It is true that in Canada there is a distinction, but in the Canadian constitution, the Upper House has come in for a lot of adverse comment

THE HONOURABLE MR. PHIROZE C. SETHNA: From?

THE HONOURABLE MR. V. RAMADAS PANTULU: From many critics. I can quote from Goldwin Smith. He says in "Canada and Canadian affairs" that the Upper House, surrounded by derisive state, enjoys an ironical respect. He says that the ceremonious environment, the social precedence and the attributes of the Senators are trappings of impotence. No doubt he uses very strong language, but there are other critics as well of the Canadian Upper House. Therefore, I do not think that the privileges which the Senators enjoy have enhanced their dignity, but found many detractors. It all depends on the way we conduct the affairs of the State and not on the name we give ourselves. I do not wish to enter into the financial question, because my Honourable friend Dr. Rama Rao has dealt with it. But though the amount spent on the Members of the Council of State as additional allowance may be small comparatively, the

[Mr. V. Ramadas Pantulu.]

question is whether we are not prepared to place ourselves on a footing which is equal to that of the popular representatives of the Assembly, especially as we are drawn from classes not different from those from which the Members of the other House are drawn.

The electoral qualifications may be of a different type but any one of us may be there or any one of them may be here. A member of any Legislature is entitled to be a Member of any other Legislature, *e.g.*, a Member of a local Legislative Council can be a Member of the Assembly or of the Council of State. I think from the tax-payer's point of view it is also necessary to ensure that the elected representatives of the Upper Chamber do not draw any more than what is absolutely necessary. In fact, it is necessary that the whole question of the emoluments should be gone into, and if any Member of this House had proposed a Resolution for the appointment of a Committee to go into the whole question, I would have gladly welcomed such a proposal. I may inform the Honourable Members here that in some Parliaments like the South African Parliament every Member of the Senate who absents himself for a day loses £3. If attendance in this Chamber is sought to be enforced and if it is laid down that we will have to forfeit a portion of our emoluments for every day's absence, it would not be a bad idea. The idea would be to get Members to attend to their duty. The whole question is one of merely providing the necessary means for the Members to attend to their duties in this Chamber. I will therefore very strongly urge on this House the desirability of accepting the Resolution in the form in which it has been amended by me.

One word more and I have done. I gave notice of a similar Resolution in the first Council of State but it was not reached because I could not ballot for it before the business of the House was over. Therefore it is not a new idea that has struck me. As I saw my friend Dr. Rama Rao bringing a Resolution in a form which substantially agreed with mine, I have merely brought in an amendment. I appeal to you not to attach any very great weight to the word "Honourable". Of course we are all honourable men and I know will be honourable men without this prefix, and our honour depends not upon calling ourselves "Honourable" but on the way in which we safeguard the country's honour. With these words, Sir, I commend my amendment for the acceptance of the House.

THE HONOURABLE MR. S. R. DAS (Law Member): Sir, while the Government are prepared to welcome the original Resolution if the non-official Members think fit to pass it, I am afraid Government must oppose this amendment, only because it also seeks to deal with the question of honours. The conferment of honours is a prerogative of the Crown which in this country is delegated to His Excellency the Viceroy and not to the Governor General in Council. Therefore, the Governor General in Council is not concerned with the question of the honour which the Members of this House bear, and I would like to point out that a Resolution which seeks to recommend this to the Governor General in Council is in a sense not really in order, because the Governor General in Council, as I pointed out, has no power with reference to the question of the conferment of titles. That is one of the reasons why the Government are opposing this amendment.

Besides that I would ask this House to consider whether there should not, in fact, be a distinction between the two Chambers, because, after all, this is a revising Chamber and I think that, although there are one or two exceptions, the Honourable Mover of the amendment will find on further investigation that practically all the revising Chambers in the Dominions, with the exception of Australia and one or two other places, have this dignity conferred on their Members. I would also like to point out to this House that it is not a question of the dignity of a particular Member or Members of this House. The honour is conferred on the Members of this House really as a matter of dignity of the House and not of the particular Member. I would therefore ask this House to consider whether the distinctive title which is given to Members of this revising Chamber should not be continued.

THE HONOURABLE MR. K. C. ROY (Bengal: Nominated Non-Official): Sir, if you will permit me, I will move an adjournment of the debate *sine die*. I will give my reasons. In the first place I do not consider that an open House is the proper place for a discussion of privileges. In all other countries it is discussed by a Committee of the House, and if my friend Dr. Rama Rao will, towards the latter part of the Session, move for a Committee, we shall be very glad to support him. I have already consulted my friend Dr. Rama Rao on this point and he is not altogether opposed to an adjournment of the debate. I will give you my further reasons. My friend Mr. Ramadas has referred to Colonial practice, but I think he is slightly mistaken about Australia. In Australia Members get £1,000, in South Africa it is £400 and in Canada it is 4,000 dollars for both Houses. But, Sir, in India the conditions are quite different. All these Members have no prospect of getting into the Cabinet of the Empire for a good many years to come, and they serve only as non-official advisers. Many of them are even out of pocket. I myself, although I have not been able to receive a single penny so far, have been out of pocket for doing what I consider my effective parliamentary duties. I think, Sir, the time has come when the whole question should be considered on a broader outlook than the parochial needs of this House. In my opinion, Sir, I feel that we should consider the present legislators as well as the prospective legislators and give them an economic interest in their parliamentary duties. I have often felt that the duties asked of Members are badly and indifferently done because of the Members having no interest in coming long distances and attending to their parliamentary duties. With these observations, Sir, I propose that the discussion be adjourned *sine die*.

THE HONOURABLE THE PRESIDENT: As Honourable Members are aware, it is entirely within the discretion of the Chair whether it will accept an amendment of the nature which has been moved by the Honourable Mr. K. C. Roy and put it to the House. There are obviously occasions when a motion of that kind should not be put to the House. It seems, however, that the Honourable Mover of the amendment has given some cogent reasons why the debate should be adjourned. I say that without desiring to express any opinion on the merits of the case at all. I therefore accept his amendment and I put it to the House. The amendment moved is:

"That this discussion be adjourned *sine die*."

[The President.]

Members will, for the present at all events, confine themselves to that amendment.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN: I think, Sir, the amendment is very sound.

(No other Honourable Member rose to speak.)

THE HONOURABLE THE PRESIDENT: If Honourable Members do not wish to speak on that amendment, I will put it to the House.

The original motion was:

"That the Resolution standing in the name of the Honourable Dr. Rama Rao be adopted."

Since which an amendment has been moved by the Honourable Mr. Ramadas Pantulu to substitute other words for the text of the original Resolution, and a further amendment has been moved, that this discussion be adjourned *sine die*.

The question is:

"That this discussion be adjourned *sine die*."

The motion was adopted.

STATEMENT OF BUSINESS.

THE HONOURABLE SIR MUHAMMAD HABIBULLAH (Member for Education, Health and Lands): With your permission, Sir, I desire to supplement and in some respects to modify the statement which I made at the conclusion of our last meeting. After the presentation of the Railway Budget on Thursday next, time will be given for the discussion of the Honourable Mr. Sethna's Resolution standing in his name on to-day's list of business. In view of this arrangement, the reason for which has already been explained to Honourable Members, the two small Bills which were to have been taken on that day have been included in to-morrow's list of business which is already in the hands of Honourable Members. On the other hand, the Trade Unions Bill, which was to have been taken to-morrow, will now be deferred to a later date which will be announced in due course. In deference to wishes expressed by certain Honourable Members the Contempt of Courts Bill will not be taken before Tuesday, the 2nd March, while the two Bills which were laid on the table to-day,—the Naturalisation Bill and the Insolvency (Amendment) Bill—will probably be proceeded with on Tuesday, the 23rd February.

The Honourable Mr. Chadwick's Resolution regarding the action to be taken on Chapters 4 and 5 of the Report of the Indian Tariff Board will be moved either on that day or on Thursday, the 25th February.

The Council then adjourned till Eleven of the Clock on Tuesday, the 16th February, 1926.

APPENDIX A.

ROYAL COMMISSION ON AGRICULTURE.

TELEGRAM TO THE SECRETARY OF STATE FOR INDIA, No. 83-C., DATED THE
18TH NOVEMBER 1925.

The Government of India have, as you are aware, for some time past, been anxiously considering what steps should be taken to develop and improve agriculture in this country. The Central Government have long felt that there is room for greater development and co-ordination of effort generally in India; and that it is incumbent upon the Central Government to set on foot investigations in this direction with a view to assisting the Provincial Governments towards this end. The necessity for action has been fully explained and endorsed by observations made in speeches during the last few months by you and by the Governor-General. In latter's speech at the opening of the Simla session of the Indian Legislature in August last, he referred to a scheme for the formation of a Central Board of Agriculture to assist in co-ordinating Provincial activities and in promoting and extending existing systems of research and education. Since then, after careful consideration of the scheme, we have come to the conclusion that it cannot be expected to yield the desired results. Government of India feel that the Board is unlikely to command sufficient authority and weight to effect the required improvements or to be sufficiently detached in outlook to scrutinise the agricultural activities of the Central and Provincial Governments from a fresh angle of view and to make recommendations or suggestions for reform of real permanent value. We strongly feel that the requirements of the situation could only be met by the appointment of a Royal Commission so constituted as to include members from outside India, possessing knowledge and experience of agriculture in other countries together with members from India with local knowledge of agriculture and rural economy and in sympathy with the Indian agricultural population. Before consulting Local Governments and making more precise recommendations after ascertaining their views regarding a Royal Commission, we desire to let you know of our conclusions and to acquaint you with the scope of the work which we contemplate should be undertaken by the Royal Commission, if appointed. Our suggestions are embodied in the form of a portion of a suggested draft of instructions or terms of reference which are contained in my telegram next following. The position of agriculture, as a transferred Provincial subject, the necessity of excluding from purview matters of jealous interest to Local Governments, such as revenue and irrigation charges, and the expediency of not arousing any apprehension of disturbance of the relation between landlords and tenants, has made the drafting of the terms a matter of considerable difficulty and delicacy. The terms as now drafted are the result of very careful examination and discussion by the Government of India.

Before consulting Local Governments as to the scheme for recommending the appointment of a Royal Commission, we desire to receive your approval to our communicating the general scheme and the general purport of the draft terms on which we are agreed to Local Governments for their opinion, informing them that you and the Government of India are inclined to favour a Royal Commission and with terms of reference as suggested.

Before reaching final conclusions we desire to consult the Local Governments upon these matters. It is recognised that there may be necessity later to make verbal alterations in the draft terms.

TELEGRAM TO THE SECRETARY OF STATE FOR INDIA, No. 84-C., DATED THE 13TH NOVEMBER 1925.

The following are the draft terms of reference referred to in our immediately preceding telegram:—

Generally—

To examine and report on the present conditions of agriculture and rural economy in British India and to make recommendations for the improvement of agriculture and the promotion of the welfare and prosperity of the rural population.

In particular, to investigate—

- (a) the measures now being taken for the promotion of agriculture and veterinary research, experiment, demonstration and education, for the introduction of new or better crops and for improvement in agricultural practice, dairy farming and the breeding of stock;
- (b) the existing methods of transport and marketing of agricultural produce and stock;
- (c) the method by which agricultural operations are financed and credit afforded to agriculturists;
- (d) the main factors affecting rural prosperity and the welfare of the agricultural population and to make recommendations.

It will not be within the scope of the Commission's duties to examine the existing system of land-ownership and tenancy or of the assessment of land revenue and irrigation charges, or the existing division of functions between the Government of India and the Local Governments. But the Commission shall be at liberty to suggest means whereby the activities of the Government of India may best be co-ordinated and to indicate directions in which the Government of India may usefully supplement the activities of Local Governments.

TELEGRAM FROM THE SECRETARY OF STATE FOR INDIA, No. 346-S., DATED THE 20TH NOVEMBER 1925.

No. 3073. Royal Commission on Agriculture. I warmly welcome your telegram of November 13th. You may certainly say, when addressing Provincial Governments, that I am in cordial agreement with your view that this enquiry should be initiated and that, subject to any criticisms which Local Governments themselves may offer, I am of opinion that the general purport of the terms of reference is suitable. But I offer some observations on these terms.

I should prefer to alter word "examine" in (d) to words "make recommendations regarding". I agree that Commission, if for no other reason than that it is not qualified, cannot be expected to deal with such questions as relationship of landlords and tenants, land revenue systems, assessments or irrigation charges. Nevertheless, it is inevitable that witnesses will refer to them during enquiry, and I do not think that Commission should be precluded from examining witnesses on them with a

view to eliciting whether and to what extent present conditions of agriculture, etc., are affected by them, and although Commission should certainly not investigate these subjects or make specific recommendations in respect of them I consider it should not be precluded from referring to them as matters directly connected with the main question under enquiry.

TELEGRAM FROM THE VICEROY TO THE SECRETARY OF STATE, No. 213-C.,
DATED 2ND DECEMBER 1925.

Royal Commission on Agriculture. The change has now been accepted by the Members of my Council and we are addressing Local Governments.

CIRCULAR LETTER TO ALL LOCAL GOVERNMENTS AND ADMINISTRATIONS, DEPARTMENT OF EDUCATION, HEALTH AND LANDS, No. 1637, DATED THE 4TH DECEMBER 1925. (CONFIDENTIAL.)

I am directed to invite a reference to the remarks of His Excellency the Viceroy, in his opening address to the Indian Legislature on August 20th, 1925, on the subject of Indian Agriculture. His Excellency then said "My Government, while giving due attention to industries in the restricted sense of the term, are determined, so far as circumstances permit, not to neglect the interests of what is really the greatest of all Indian industries, namely, agriculture. I know from my discussions with the Secretary of State that my Government can rely upon his most cordial support of this policy. The direct responsibility of the Government of India for agricultural development in the Provinces ceased with the inception of the Reforms. In view, however, of the paramount importance of agriculture as the basic industry of the people of India, of the improbability of Provincial Governments being in a position to undertake research on the scale required and of the necessity for co-ordinating activities in the wide field of agricultural development, the Central Government must continue to play an important part in agricultural progress". Striking progress has undoubtedly been made in recent years in many directions in promoting the science of agriculture and introducing improvements; and both the Central Institutions under the Government of India and the Departments of Agriculture in the Provinces under the charge of Ministers of the Local Governments have every reason to be proud of the results of their activities and the sum total of their achievements. Nevertheless in view of the great importance of agriculture to India and of the large numbers of the population engaged in the industry and wholly dependent upon it, the Government of India feel that there is room for more extensive co-ordination of effort towards agricultural improvement. No possible step should be left untried in making available to those concerned in the industry the latest scientific and practical knowledge. Nothing which holds out promise of amelioration in conditions, should remain unexplored. It cannot be gainsaid that the average standard of production and the general level of rural welfare in India is lower than that prevailing in other countries where there has been for some time past marked concentration on agricultural problems. The agricultural practice in many parts of India also is admittedly still primitive and the bulk of the agricultural population is generally unversed in modern methods of improvement. This situation calls for remedy of a comprehensive nature; and the Government of India feel that the time

is opportune for examination of means of strengthening activities by co-ordination and of methods for applying the fruits of experience in other countries to the solution of the problems of agricultural conditions in India. After correspondence with the Secretary of State and exploration of various methods of fulfilling this purpose, the Government of India are inclined to think that the objects which they have in view can best be attained by the recommendation of the appointment, at the earliest possible date, of a Royal Commission on Agriculture in India. The Secretary of State is disposed to agree with the Government of India, and the Government of India wish to consult local Governments as to the proposal and the draft terms of reference.

2. I am to explain that in arriving at this conclusion, the Government of India have no intention of interfering with the full control of local Governments over this subject which is in most of its aspects both provincial and transferred. Their object is not to curtail but to supplement the work which is now being carried on in the Provinces. The proposed terms of reference, of which I am to enclose a copy, will make clear to the local

Government Administration the precise scope of the enquiry which it is proposed to entrust to the Royal Commission. It is the hope of the Government of India that the terms of reference as drafted will enable the Commission, as a result of its investigations, to make recommendations which will be of value to Ministers responsible for agriculture in the Provinces and to Local Administrations as well as to the Central Agencies working under themselves in connection with agricultural and veterinary research and education. It will be observed that all questions connected with land tenure and the rates of land revenue assessment and irrigation charges are specifically excluded from the field of the Commission's recommendations. Systems of land-ownership and tenancy are extremely technical and vary from Province to Province. The principles on which the system of land revenue assessment and irrigation charges rests, are generally well known and recognised in India. Although these questions have in a sense a definite connection with rural conditions, it appears to the Government of India undesirable and unnecessary to invite a Commission, primarily devoted to examination and report regarding agricultural improvement to burden their enquiry by exploration into these subjects for the purpose of making recommendations concerning them. They will be glad to consider any comments which the local Government Administration desire to offer on the main proposal and the suggested terms of reference. It is specially requested that the replies should reach them not later than the end of the year.

3. I am to add that the Royal Commission will be instructed to place themselves in communication with local Governments on their visit to any province and to carry on their investigations and to take evidence in close consultation with the Ministers responsible for agriculture, co-operation, and the other subjects that come under their consideration.

Proposed terms of reference.

Generally,

- To examine and report on the present conditions of agriculture and rural economy in British India and to make recommendations for the improvement of agriculture and the promotion of the welfare and prosperity of the rural population;

In particular to investigate—

- (a) the measures now being taken for the promotion of agricultural and veterinary research, experiment demonstration and education, for the introduction of new or better crops and for improvement in agricultural practice, dairy farming and the breeding of stock;
- (b) the existing methods of transport and marketing of agricultural produce and stock;
- (c) the methods by which agricultural operations are financed and credit afforded to agriculturists;
- (d) the main factors affecting rural prosperity and the welfare of the agricultural population;

and to make recommendations.

It will not be within the scope of the Commission's duties to make recommendations regarding the existing systems of landownership and tenancy or of the assessment of land revenue and irrigation charges, or the existing division of functions between the Government of India and the Local Governments. But the Commission shall be at liberty to suggest means whereby the activities of the Governments in India may best be co-ordinated and to indicate directions in which the Government of India may usefully supplement the activities of Local Governments.

LETTER FROM THE SECRETARY TO THE GOVERNMENT OF THE UNITED PROVINCES,
AGRICULTURE DEPARTMENT, No. 786, DATED THE 10TH DECEMBER 1925.

I am directed to reply to your confidential letter No. 1637, dated December 4, 1925, regarding the proposal to appoint a Royal Commission on Agriculture.

2. The Governor, acting with his Ministers, welcomes the appointment of such a Commission, the more so, as it is meant to supplement the work now carried on by provincial departments and is expressly precluded by the proposed terms of reference from interfering with the existing division of functions between the Government of India and the local Governments.

3. This Government consider the terms of reference to be suitable and agree that the Commission should confine its inquiries to matters that bear directly on agricultural improvement.

LETTER FROM THE CHIEF COMMISSIONER OF COORG, No. C.-4212-758, DATED
THE 15TH DECEMBER 1925.

I have the honour to refer to your confidential letter No. 1687, dated the 4th December 1925, and to state that the proposed Royal Commission will be cordially welcomed.

LETTER FROM THE SECOND SECRETARY TO THE GOVERNMENT OF ASSAM, No.
AGRI.702-7673-G.J., DATED THE 16TH DECEMBER 1925.

I am directed to acknowledge the receipt of your letter No. 1687, dated the 4th December 1925, and to say, in reply, that His Excellency the Governor and his Minister consider the time ripe for an authoritative examination of the position of agriculture in India and agree that it could best be

carried out by a Royal Commission. They have no comments to offer on the terms of reference which seem suitable.

LETTER FROM THE SECRETARY TO THE GOVERNMENT OF BIHAR AND ORISSA,
No. 2777-D., DATED THE 18TH DECEMBER 1925.

With reference to your letter No. 1637, dated the 4th December 1925, I am directed to say that the Government of Bihar and Orissa welcome the proposed appointment of a Royal Commission on Agriculture in India and they consider the terms of reference sufficiently wide.

2. The local Government think, however, that the attention of the Royal Commission should be called, at the outset, to the necessity of considering separately the problems of the various parts of India. Owing to local circumstances, these problems vary considerably in the different provinces, and it would seem desirable that the Commission should report separately on the circumstances of the main divisions of the country in the same way as was done by the Indian Sugar Committee. While it may be possible to recommend the general lines of policy applicable to India as a whole, the area is so vast and the local conditions are so diverse that if such recommendations are to be of practical use, they must be supplemented by specific advice as to the special measures required in the different parts of India, which have so far developed on very different lines. The local Government suggest, therefore, that the first paragraph of the proposed terms of reference might be amended by the addition of the words "the several provinces of" before "British India" in line 2.

LETTER FROM THE FINANCIAL COMMISSIONER AND SECRETARY TO THE GOVERNMENT OF THE PUNJAB, DEVELOPMENT DEPARTMENT, L., No. 4604-D.,
DATED THE 21ST DECEMBER 1925.

In reply to your confidential letter No. 1637, dated 4th December 1925, I am directed to say that His Excellency the Governor in Council welcomes the proposal to appoint a Royal Commission, which will deal with matters of unique importance to this province.

2. With regard to the terms of reference, I am to suggest that the enquiry should embrace a reference to the suitability of existing educational methods and curricula as applied to the needs of the rural population, and to the possibility of providing a better ground work for those who desire study in agricultural courses.

3. Your letter under reply recognises that agriculture is a Transferred Department in charge of Ministers. His Excellency the Governor in Council has no doubt that the Royal Commission, when pursuing its enquiries, will take cognizance of the position and responsibilities of the Ministers and will associate them fully in their proceedings. It should, in the opinion of His Excellency the Governor in Council, be open to Ministers to suggest lines of detailed enquiry required in the particular interests of their own provinces, and to seek the advice of the Royal Commission on any point of importance to the Departments of which they are in charge.

4. I am to add that, in view of the circumstances of the case, it is hoped that the Government of India will consult His Excellency the Governor and his Ministers regarding the personnel of the Royal Commission,

TELEGRAM FROM THE GOVERNMENT OF THE CENTRAL PROVINCES, No. 279-1,
DATED NAGPUR, THE 28RD DECEMBER 1925.

Proposed Royal Commission on Agriculture. Absence of Minister, who might have views to submit regarding all-India treatment of transferred subjects, places Central Provinces Government in peculiar position. Subject to this, this Government fully approve appointment of Royal Commission and will gladly co-operate in its work. Regarding proposed terms of reference it has no suggestions to make.

The foregoing is with reference to Agricultural Department letter dated December 4th.

LETTER FROM THE GOVERNMENT OF BURMA, No. 345-O.—25, DATED THE 21ST
DECEMBER 1925.

In reply to your letter No. 1637 (Confidential), dated the 4th December 1925, I am directed to say that the Government of Burma (Ministry of Agriculture) cordially approves the coming of a Royal Commission on Agriculture to Burma, and considers that the proposed terms of reference are suitable.

LETTER FROM THE GOVERNMENT OF BENGAL, No. 6584, DATED THE 23RD
DECEMBER 1925.

I am directed to invite a reference to your letter No. 1637, dated the 4th December 1925, and to state that the Government of Bengal agree with the Government of India in the view that the time has now come when an enquiry into the means of strengthening agricultural activities by co-ordination and of the methods for applying the fruits of experience in other countries to the solution of the problem of agricultural conditions is likely to be of great assistance to the further development of the agricultural industry in India. His Excellency the Governor in Council agrees that the only satisfactory method of conducting such an enquiry would be through the agency of a Royal Commission.

The terms of reference suggested for the proposed Commission in your letter under reply appear to the Local Government to be generally suitable and would presumably cover an investigation into measures for the introduction of agricultural machinery and implements, methods of compilation of agricultural statistics and the facilities at present existing for co-operative purchase of agricultural requirements and co-operative sale of agricultural produce. In the opinion of this Government these are subjects which should also come within the purview of the Royal Commission's investigations.

LETTER FROM THE GOVERNMENT OF MADRAS, No. 1884, DATED THE 21ST
DECEMBER 1925.

In reply to your letter No. 1637-Agri., dated 4th December 1925, I am directed to report that His Excellency the Governor acting with his Ministers welcomes with pleasure the proposal to appoint a Royal Commission at the earliest possible date to examine and report on the present conditions of

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agriculture and rural economy in British India. This Government has no doubt that the appointment of such a Commission would afford valuable assistance in solving the many problems now awaiting solution in connection with the agriculture of the country and in focussing public attention on the subject of agricultural improvement and the part it plays in rural prosperity. The proposed terms of reference do not call for any special remarks except that His Excellency acting with his Ministers considers it desirable to include specifically in their scope the application of co-operative principles to agriculture in all its aspects, such as production, credit, marketing, etc. The importance of this subject has been recognised in several Western countries and in Japan.

LETTER FROM THE CHIEF COMMISSIONER, AJMER-MERWARA, No. 782-P.,
DATED THE 23RD DECEMBER 1925.

I have the honour to acknowledge the receipt of your letter No. 1687, dated the 4th December 1925, and to state that I have no comments to make as I consider the terms of reference sufficiently comprehensive.

LETTER FROM THE CHIEF COMMISSIONER, NORTH-WEST FRONTIER PROVINCE,
No. 1072-REV., DATED THE 23RD DECEMBER 1925.

In reply to your confidential letter No. 1687, dated the 4th December 1925, I have the honour to state that the opinions of my District Officers and of those other officers whom time has allowed of my consulting, are unanimously in favour of the proposal to appoint a Royal Commission on Agriculture in India. With that consensus of opinion I am in entire agreement.

The proposed terms of reference seem to me to be suitable and sufficiently comprehensive. There is, however, one suggestion which I venture to make with regard to point (d) of the proposed particular terms of reference and that is that the terms may include a specific direction to investigate the means by which it may be hoped that the cultivator can be made a match for the professional money-lender. As Mr. Darling remarks in his "The Punjab Peasant in Prosperity and Debt," page 280:—

"The cultivator sows that another may reap, and toils that his creditor may gain. Of what use to him, then, are all the devices for improving the quantity or the quality of his harvest".

* * * * *

"and to the Indian cultivator no freedom is possible till the power of the money-lender is broken."

LETTER FROM THE SECRETARY TO THE GOVERNMENT OF BOMBAY, REVENUE
DEPARTMENT, No. 5426-A./24-CONFDL., DATED THE 30TH DECEMBER
1925.

Proposed appointment of a Royal Commission on Agriculture in India.

I am directed by the Government of Bombay (Transferred Departments) to acknowledge the receipt of your letter No. 1687, dated 4th

December 1925, inviting the views of this Government on the proposed appointment of a Royal Commission on Agriculture in India and the suggested terms of reference thereto.

2. In reply, I am to state that in the opinion of this Government the problems of agriculture are largely local in character and even the results of general research frequently require prior local investigation before they can be applied successfully to any particular area. The Government of India are aware, that much useful work has been done in this Presidency as in other Provinces in defining local problems and determining their solution. An extension of these activities has been limited only by the financial stringency from which this Presidency, in common with other Provinces, has suffered. The Government of Bombay recognise that the findings of a Royal Commission on Agriculture would throw much light on numerous important problems connected with that industry. In particular, should the appointment of the Commission result, as is anticipated in paragraph 1 of your letter, in research work on a larger scale than hitherto being undertaken by the Government of India, it would be of very great value. The Government of Bombay however believe that much of the work of the Commission would require to be supplemented by local investigation which they, and possibly other Provincial Governments may be unable to undertake in their present situation. I am therefore to state that while they would welcome in several respects the appointment of the proposed Commission, they feel bound to point out that the full measure of its benefits might be lost to the Provinces by their inability to apply or follow up the results of the inquiries.

3. With regard to the proposed terms of reference, the Government of Bombay are in full agreement with the view that all questions connected with land tenure and rates of land revenue assessment and irrigation charges should be specifically excluded from the scope of the Commission's recommendations. They further welcome the assurance contained in paragraph 2 of your letter that the Government of India have no intention of interfering with the full control of local Governments over agriculture. Subject to these two conditions they approve of the terms of reference generally. I am however to point out that clause (d) of the proposed terms as at present worded would cover a very wide range extending beyond the restrictions proposed above. The Government of Bombay would therefore prefer if it could be somewhat narrowed down so as to accord more strictly to the proposed scope of the Commission's recommendations.

LETTER FROM THE AGENT TO THE GOVERNOR GENERAL IN BALUCHISTAN, No. 13-S.R., DATED THE 4TH JANUARY 1926.

Proposed appointment of a Royal Commission on Agriculture in India.

With reference to your Confidential letter No. 1637, dated the 4th December 1925, on the subject indicated above, I have the honour to say that the proposed terms of reference to the Royal Commission appear to me to be suitable.

2. Agriculture in Baluchistan, as the Government of India is aware, is handicapped for the most part, by a paucity of water due to an ever increasing deficiency in the annual rainfall as a result of which springs and other sources of supply are either drying up or becoming much depleted.

To increase this supply is the greatest problem so far as the Agriculturist is concerned, which faces this Administration and any measures not prohibitively expensive, which the Commission could suggest in this direction would be of inestimable value to all concerned.

TELEGRAM FROM THE VICEROY (EDUCATION DEPARTMENT), TO THE SECRETARY OF STATE FOR INDIA, LONDON, No. 71-S., DATED 12TH JANUARY 1926.

Priority—

Royal Commission on Agriculture. On December 4th, we sent Local Governments and Administrations a confidential circular inviting reference to His Excellency's remarks in his opening address to Indian Legislature on August 20th, 1925, on subject of Indian Agriculture. The circular also mentioned the striking progress made in recent years in many directions in promoting science of agriculture and introducing improvements; and it was added that, in view of great importance of agriculture to India and of large numbers of population engaged in the industry and wholly depended upon it, we felt that there was room for more extensive co-ordination of effort towards agricultural improvement; that no possible step should be left untried in making the latest scientific and practical knowledge available to those concerned in the industry; that nothing should remain unexplored which held out promise of amelioration in conditions; that average standard of production and general level of rural welfare in India was lower than in other countries, where there has been for some time past marked concentration on agricultural problems; that agricultural practice in many parts of India also was admittedly still primitive and bulk of agricultural population was generally unversed in modern methods of improvements; that this situation called for remedy of a comprehensive nature; and that we felt that time was opportune for examination of means of strengthening activities by co-ordination, and of methods for applying fruits of experience in other countries to solution of problems of agricultural conditions in India. The circular went on to say that after correspondence with you, we were inclined to think that objects which we had in view could best be attained by recommendation of appointment of Royal Commission on Agriculture at earliest possible date; that you were disposed to agree with us and that we wished to consult local Governments as to this proposal and as to draft terms of reference, copy of which as amended in accordance with your telegram of November 20th was forwarded to them.

2. It was explained to local Governments that we had no intention, in arriving at this conclusion, of interfering with their full control over this subject, which is in most of its aspects both provincial and transferred; that our object was not to curtail but to supplement work now being carried on in Provinces; that we hoped that terms of reference as drafted would enable Commission, as result of its investigations, to make recommendations which would be of value to Ministers responsible for Agriculture in Provinces and to local Administrations as well as Central Agencies working under us in connection with agricultural and veterinary research and education. It was explained that all questions connected with land tenure and rates of land revenue assessment and irrigation charges were specifically excluded from field of Commission's recommendation; and that although these questions had in a sense definite connection with rural conditions, it appeared to us

undesirable and unnecessary to invite Commission to burden their enquiry by exploration into these subjects for purpose of making recommendations concerning them. It was added that Commission would be instructed to place themselves in communication with local Governments on their visit to any province, and to carry on their investigations and to take evidence in close consultation with Ministers responsible for agriculture, co-operation and other subjects that came under their consideration.

3. All local Governments and Administrations except Delhi have replied. All are in favour of appointment of Commission. United Provinces, Burma, Central Provinces, Assam, Coorg, Ajmer-Merwara and Baluchistan consider proposed terms of reference suitable.

It is considered by Bihar and Orissa that attention of Commission should at outset be called to necessity of considering separately problem of various parts of India. Owing to local circumstances, these problems vary considerably in different provinces, and local Government consider it desirable that Commission should report separately on circumstances of main divisions of country in same way as was done by Indian Sugar Committee. Local Government also suggest that in order that Commission's recommendations should be of practical use they should be supplemented by specific advice as to special measures required in different parts of India, which have so far developed on very different lines. With this object, local Government suggest addition of words "the several provinces of" before "British India" in first paragraph of draft terms of reference.

It is suggested by Punjab that enquiry should embrace reference to suitability of existing educational methods and curricula as applied to needs of rural population, and to possibility of providing better ground work for those who desire to study in agricultural courses. Local Government considers that it should be open to Ministers to suggest lines of detailed enquiry required in particular interests of their own provinces, and to seek Royal Commission's advice on any point of importance to Departments of which they are in charge. Local Government also hopes that Governor and his Ministers will be consulted regarding personnel of Commission.

Bengal assumes that proposed terms of reference would cover investigation into measures for introduction of agricultural machinery and implements, methods of compilation of agricultural statistics and facilities at present existing for co-operative purchase of agricultural requirements and co-operative sale of agricultural produce. In the opinion of local Government these are subjects which should also come within purview of Commission's investigations.

Madras suggests including specifically the application of co-operative principles to agriculture in all its aspects, such as production, credit, marketing, etc.

North-West Frontier Province is of opinion that clause (d) of proposed terms of reference should include specific direction to investigate means by which it may be hoped that cultivator can be made a match for professional money-lender.

Bombay while recognising value of proposed Commission believes that much of Commission's work would require to be supplemented by local investigation which in their present financial position they and possibly other Provincial Governments may be unable to undertake. While, therefore,

welcoming in several respects the appointment of a Commission, local Government point out that full measure of its benefits might be lost to Provinces by their inability to apply or follow up the results of the inquiries. Bombay adds that clause (d) covers a very wide range as at present worded and should be somewhat narrowed down so as to accord more strictly with proposed scope of Commission's recommendations.

4. After having considered suggestions made by local Governments and Administrations, we are of opinion that only new point, which may now be included in proposed terms of reference, is in relation to agricultural statistics. With this object, we propose to insert in (a) of terms words "for the compilation of agricultural statistics" after words "demonstration and education". Questions relating to application of co-operative principles to agriculture are already covered by terms of reference and especially by (b) and (c). As stated in paragraph 2 above, Commission will consult with Ministers responsible for co-operation, and this is an additional reason for non-inclusion of such questions in terms of reference. Suggestion of Punjab Government about education appears to fling net too wide. Royal Commission could not go into general scheme of primary and secondary education of rural population. Special agricultural education is sufficiently covered by (a) and under (d) it might be possible for Commission to recommend that ordinary primary and secondary education for agricultural population should be of a kind helpful to agricultural vocation and not of character to alienate their sympathy from this industry. For this reason, we have not specifically included in proposed terms of reference any question of survey of general scheme of ordinary education. With reference to word "research" in (a) in terms of reference, it may be mentioned that in Punjab apart from agricultural research, there is technical officer who studies problems of application of water for irrigation of different soils and crops and that this has direct bearing on agricultural productivity.

5. We consider that it is desirable to announce the decision to appoint a Royal Commission and to publish terms of reference at an early date, and we hope that you will find it possible to telegraph your orders. Above is with reference to your telegram No. 346-S., dated 20th November 1925.

TELEGRAM FROM THE SECRETARY OF STATE FOR INDIA, LONDON, TO THE VICEROY (EDUCATION DEPARTMENT), DELHI, No. 147, DATED 15TH JANUARY 1926.

Terms of reference of Royal Commission on Agriculture. I agree that a reference to agricultural statistics is only alteration necessary.

His Majesty the King has approved appointment of Commission and you are authorised to make an announcement to this effect.

This is with reference to your telegram No. 71-S., of the 12th instant.
