

*Saturday,  
8th March, 1913*

ABSTRACT OF THE PROCEEDINGS

OF THE

Council of the Governor General of India,

**LAWS AND REGULATIONS**

Vol. LI

**April 1912 - March 1913**

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OF

THE COUNCIL OF THE GOVERNOR GENERAL OF INDIA

ASSEMBLED FOR THE PURPOSE OF MAKING

LAWS AND REGULATIONS,

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**VOL. LI**



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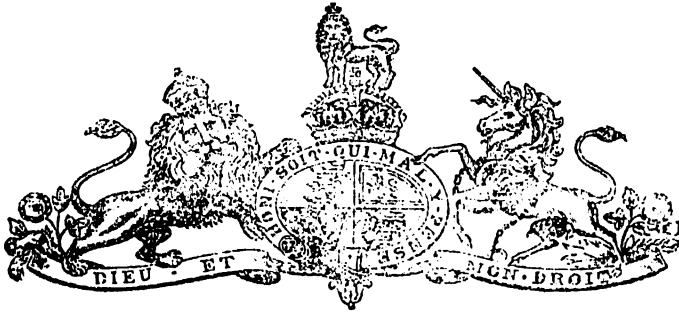


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CALCUTTA :

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1913



GOVERNMENT OF INDIA  
LEGISLATIVE DEPARTMENT

PROCEEDINGS OF THE COUNCIL OF THE GOVERNOR GENERAL OF INDIA  
ASSEMBLED FOR THE PURPOSE OF MAKING LAWS AND REGULATIONS UNDER THE PROVISIONS OF THE INDIAN COUNCILS ACTS, 1861 to 1909 (21 & 25 Vict., c. 67, 55 & 56 Vict, c. 14 AND 9 Edw. VII c. 4).

The Council met at the Council Chamber, Imperial Secretariat, Delhi, on Saturday, the 8th March, 1913.

PRESENT :

The Hon'ble SIR GUY FLEETWOOD WILSON, G.C.I.E., K.C.B., K.C.M.G., Vice-President, *presiding*.

and 58 Members, of whom 52 were Additional Members.

DISCUSSION OF FINANCIAL STATEMENT.

SECOND STAGE.

**The Hon'ble Sir T. R. Wynne.**—"The Budget Statement shows that the net results of the working of the State-owned Railways of India for the year 1912-13 has been the sum of £5,653,000 sterling as compared with £3,800,000 for the previous year, an increase of nearly two millions of pounds of profit

"The credit for these splendid results is mainly due to the officers and subordinate staff of the Railways of India, who have worked under most trying and exceptional conditions with the greatest devotion to their duties.

"The figures also show that within the limitations within which the Railway Board have to operate the funds placed at their disposal have been well spent.

"Taking a period extending over 16 years from the year 1896-97 to 1912-13 I take 16 years, because the Railway Board has been constituted for the last 8 years.

"For the year 1896-97, the gross receipts of Indian Railways were only 23 crores of rupees.

"For the year 1904-05, the Railway Board being constituted at the beginning of 1905, the gross receipts were 37½ crores.

"For the year 1912-13 the gross receipts will be 55½ crores.

"During the first eight years of this period the gross receipts rose by 11 crores, during the second period they rose by 21½ crores, or for the whole period by 32½ crores. Furthermore the percentage of working expenses in 1912-13 has been the lowest on record.

[Sir T. R. Wynn.]

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"Now the Railways of India could not have earned such largely increased gross receipts unless the funds available had been judiciously spent on a fixed and steady policy, the charge made that there has been no such policy is not borne out by the figures before you. Whether the progress of development has been equal to the growth of trade is quite another point. The Hon'ble Member in charge of the Department has already dealt with the recent congestion and the efforts which are being made to meet it, and I will not therefore take up further time of Council in discussing it; but I wish to make it very clear that I am not in any way arguing that we should rest satisfied with what has been done. Far from it, I hold the opinion that the development of trade in India depends very largely on railway transport being thoroughly efficient and reliable as the certainty of being able to get prompt carriage for produce to the ports encourages trade to enter into larger transactions; and I am convinced that we should persevere in our policy of steadily improving our transport facilities.

"Turning now to what is actually being done in railway working. As you know the major part of our railway grant is being spent on open line improvements. Lines are being doubled, terminal facilities enlarged, larger accommodation is being provided at junctions, and in fact all works which will increase carrying capacity are being pushed on. Last, but not least, large orders have been placed for locomotives and wagons. Though not much money has been available for starting new lines this last year, it must not be thought that construction of new lines has come to a stand-still. For the year 1913-14, a sum of 350 lakhs will be spent on lines now under construction, and I will refer to a few of the projects in hand.

"In Bengal the most important work, the Sara Bridge, is well in hand and its completion will remove one of the biggest obstacles which now exists in the development of the trade between Northern Bengal and Calcutta. The cost of this bridge will be 4 crores, and it is expected it will be opened in 1915, that is two years from now. It will be one of the great engineering works of the world.

"In the Punjab the construction of valuable branch lines to Hoshiarpur, Abbottabad and Bannu is well in hand.

"In the United Provinces the Cawnpore-Banda Railway is nearing completion.

"In Assam the important connection between Chittagong and Dacca is being pushed on."

"In Burma ample funds have been provided for the construction of the line to open out the Southern Shan States, a country which offers great prospects of development.

"In the Central Provinces the Great Indian Peninsula Railway are completing their line from Itarsi to the Pench Valley coal fields and in Chota Nagpur a line is under construction to tap the Ramgarh Bokaro coal field, a most important work.

"These are only some of the lines which will at no distant date come into operation as useful feeders to the main system and they are all financed from the railway programme. Plans and estimates of new lines have been prepared, and as the demands for funds from the programme for lines in progress diminishes it will be possible to put in hand new extensions.

"But the most important development of railway construction is occurring in the direction of the formation in India of branch line companies with the financial assistance offered by Government in their resolution published in the year 1910. These lines are all being constructed by capital provided outside the funds supplied by Government under the railway programme and the capital so raised is in addition to that provided by Government.

"A very considerable number of proposals of this nature are now before the Railway Board, some from Indian firms of high repute.

"The Jessore-Jhenidah line promoted by Messrs. Khetter Mohun Dey and Company of Calcutta is almost ready for opening, and another Company was successfully floated a month ago in Calcutta to carry out some very useful branches in Northern Bengal.

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"The great attraction of this investment is that the shares tend to rise in value, the shares of several such companies on the Bombay side being now at a substantial premium.

"The terms of this resolution may not be familiar to Hon'ble Members, and it might be useful to briefly explain them.

"What the Government of India offer is this. Provided the project is a sound one the Government of India agree that if a Company is formed to provide the capital, and the proposed line is in connection with a State-worked line, it will work it at a fixed percentage of the gross receipts and in addition either give a guarantee of  $3\frac{1}{2}$  per cent. and a share in the surplus profits, or give such an addition in the net receipts of the line as will enable a dividend of 5 per cent to be paid, *plus* a share of surplus profits, such addition being subject to the limitation of not exceeding the net profits of the main line on the traffic interchanged.

"The capital must be in rupees and the Company must be domiciled in India.

"These terms have the very great advantage of offering to rupee capital in India a form of investment which is sound and has possibilities of growing in value, and experience is showing that it is a form of investment which is beginning to be much appreciated by Indian investors.

"In a speech at the recent meeting of the Bombay Chamber of Commerce Mr. Marshall Reid referred to the large source of capital available in this country, and expressed the opinion that he could not think of any public security which would appeal more to the Indian mind than the very tangible one of a railway security. I am fully in accord with Mr. Reid's view and think that the capital required for branch lines in the future can be raised mainly by Companies domiciled in India formed under the branch line terms of 1910 with rupee capital. There is every sign that Indian investors are turning their attention to this class of investment which the Railway Board has done its best to encourage, and its development will add largely to the amount spent every year on railways in India and be a most substantial addition to the funds provided by Government in the programme which could, as has been the steady policy of the past, continue to be mainly devoted to improving the capacity of the existing lines.

"With this increase in the source of capital available, it should be possible for the Government of India to continue their conservative and sound financial policy of financing their railways, and at the same time ensure the construction of the many branch lines required. It should be able to raise such additional capital as was wanted for branch lines on terms it was willing to give and without affecting the rate of interest at which it now raises capital for railway construction.

"Another very marked feature in railway construction in India is the great interest some of the leading Chiefs are taking in railway construction in their States. Schemes are now being worked out which collectively will involve the expenditure of some 5 crores of rupees, the whole of which capital will be found by these Chiefs.

"In conclusion, I think it would be useful to explain the conditions under which the Railway Board work, as considerable misconception appears to exist on this point.

"In a recent memorial by the Indian Mining Association, which has been published in the papers, reference was made to the gigantic task of the Railway Board in managing and controlling all the railways in India.

"The Railway Board is not responsible for the provision of capital funds. It is liable to be overruled in the amount it considers should be provided for working expenses required in order to enable railways to be worked efficiently and for the provision of works debitable wholly or partly to revenue.

"In times of dull trade, and when railway receipts do not come up to budget anticipation, they are accused of extravagance.

[*Sir T. R. Wynne ; Sir Reginald Craddock.*]

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"Time passes, trade improves and the Railway Board are blamed for more money not having been spent in the past so that the railways might have been in a better condition to deal with the growth of traffic.

"What the Railway Board has done is to plod steadily along with the settled policy of improving the carrying capacity of railways as far as the means placed at their disposal permitted.

"I do claim that it has spent well the money with which it has been supplied, as is illustrated by the financial results shown in the budget. I also claim that as far as its powers go it has done its best to settle differences between trade and railways and to assist in the development of industries and commerce.

"Such differences exist in every country. In England Mr. Lloyd George, speaking last month in the House of Commons on a Railway Bill, made the following remark in connection with English Railways:—

'They ought to have a reconsideration of the railway system, not merely for the protection of the shareholders, but for the protection of trade and industry.'

"I believe the railways of India are fully alive to the need for doing their best for the development of the trade and industry of India, but there is still large room for improvement and in many ways railways could, I think, deal in a more businesslike way with trade than they do now. But while I hold this view, and while the Railway Board are always willing to help as I have said in the adjustment of differences, it must be remembered that the daily dealings between railways and traders is a matter for them to deal with and not the Railway Board. There is a very general tendency in the mind of the public to hold that the Railway Board is responsible for the whole of the working and detailed management of the railways of India. This is not the position the Railway Board have been placed in, and if this is appreciated I think the work the Railway Board do would be judged more fairly than at present, and they would not be held liable and be made responsible for every detail in railway working regarding which any of the public or any branch of trade may consider that they have a grievance against a railway."

**The Hon'ble Sir Reginald Craddock** :—"Sir, I beg to introduce the heads of the Financial Statement for 1913-14 which belong to my Department. These heads are Registration, General Administration, Courts of Law, Jails, Police and Medical. Under all these heads, except Medical, the bulk of the expenditure involved goes in maintaining these necessary services, and any fluctuations and alterations in these heads which require notice are sufficiently explained in the memorandum which accompanies the Financial Statement. I propose, therefore, to confine any remarks that I may have to make, to the head 'Medical.' Under the head 'Medical' is included the very large expenditure devoted to sanitation, which is in the charge of my Hon'ble Colleague the Member for Education, and by the side of the sums that are spent on sanitation, the sums that are spent on medical, apart from sanitation, are comparatively small. But as you all know, and as the proverb goes, 'Prevention is better than cure,' and therefore larger sums have to be spent for prevention in the shape of sanitation than for cure in the shape of medical relief.

"But in the present budget there has been included a special provision of 10 lakhs for grants-in-aid for medical purposes. I could have wished that my Hon'ble Colleague, the Finance Member, had been able to spare more for this particular head, but it is gratifying to find a grant of this kind for the first time, and in so far as part of it will be concerned with medical education, treating medical education as a part of technical education, I have hopes that my Hon'ble Colleague, the Member for Education, may be able to find, in apportioning the large sums at his disposal for education generally, that he can apportion some for the improvement of medical colleges and schools. However, this grant of ten lakhs will be of great value to the various provinces among which it is distributed. For the present 1 lakh is being kept in reserve. The provinces of Madras, Burma and the Central Provinces receive  $1\frac{1}{2}$  lakhs each; Bengal, the United Provinces and Bombay 1 lakh each; Bihar and Orissa.

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[*Sir Reginald Craddock; Mr. Madhu Sudan Das.*]

and the Punjab  $\frac{1}{2}$  lakh each, and Assam and the North-West Frontier Province,  $\frac{1}{4}$  lakh each. These are modest beginnings, and I must confess that the sums given bear only a small proportion to the sums asked for. Some of the provinces sent up large demands under these heads, and others sent more modest demands; but in apportioning them the principle generally followed was to pay regard, first, to the definite schemes which the provinces were able to point to as being ripe for execution, and secondly, to their own financial ability to help themselves and, thirdly, to the extent to which medical institutions and medical relief in those provinces were advanced or backward. On these three principles this sum of 10 lakhs has been distributed, after full consultation with the Director-General of the Indian Medical Service, who, in the course of his extended tours to the various provinces is fully able to advise us on the relative merits of the projects and schemes that are in operation. I hope that at some future time it may be possible to increase the grant made for such excellent purposes. For the present I am sure that the Council will be interested to know that this subject has received our attention."

#### RESOLUTION REGARDING OPENING OF A PORT BETWEEN CHANDBALI AND SHORT'S ISLAND.

**The Hon'ble Mr. Madhu Sudan Das** :—“Sir, in the despatch in which it was first proposed to create the new province of Bihar and Orissa there is mention of the intention of Government to give a port to the new province. There are, at present, three ports in Orissa: there is Puri, False Point and Chandbali, but all these three ports are maintained by Government at a loss. Puri is nominally a port, because it is very shallow and steamers cannot approach it within a distance of some miles. It can never serve the commercial purpose which a port is naturally meant to do. At present it imports only diseases and exports the sins of the Hindus who go and bathe there. Doctors consider it a sanatorium and recommend Puri to most patients and all that we import are microbes, and they will never pay Government. False Point was used in former days very largely, but unfortunately the sea is receding there towards the east now. As a matter of fact it was used in those days when there was no other communication between Orissa and the outside world, and the communication between the busy markets of trade in the interior of the province—between these places and False Point—is by creeks and channels over which it is very tedious and costly to travel, and they are by no means attractive from a commercial point of view.

“In rough weather steamers cannot go near False Point; they have to anchor at a very considerable distance as it is impossible for these steamers to unload and load their contents there. Consequently, for all practical and all commercial purposes, the port does not exist. The only port that is now used is Chandbali; but within the last few years the river there, near the port, has silted up. It was always a narrow river, and is used only by small steamers which ply between that port and Calcutta. It is not a place where a sea-going vessel would go; but that has become worse now within the last few years as the river has silted up.

“Orissa exports a large quantity of rice. A good deal of it is exported to Ceylon, and a large portion also to Mauritius. Mauritius sends sugar in return to Orissa. At present all these things which are used for export and import have to come to Calcutta, and then they have to be re-booked either by steamer to Chandbali or by railway to different parts of the province. There is a large export trade in hides. These hides are exported to Europe and to foreign countries. At present they go by Chandbali to Calcutta or by railway to Calcutta, and then they are re-shipped by sea-going vessels to foreign countries. Jute is a growing—(I do not know what to call it)—agricultural pursuit or by what name—it is growing very much. At the last revenue settlement of the province, as far as I remember, there were only a few hundred acres

[*Mr. Madhu Sudan Das.*]

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of land which were used for jute cultivation ; but within the last few years the area has increased by leaps and bounds, and now it is several thousands. All this jute is for export to foreign countries. As it is, it comes to Calcutta now, and then it is exported to foreign countries. It is a remarkable fact that, notwithstanding that we have so many coal mines in India, Japan can supply coal cheaper than we can, the reason for that being merely greater facilities of transportation. There are coal mines in Orissa which have never been worked, simply because they are now in places which are inaccessible. The country has not been worked up—I mean to say, opened up ; capital is wanting, enterprise is wanting, and the present state of the country is not inviting either to capital or to enterprise. Kerosene oil is a thing which is used in every household, and of course it comes from abroad. It is now carried from Calcutta by railway, and brought to Calcutta by steamer, by some of those steamers, which are called tramps. They go about coasting and unloading their contents at places where they can find a place to unload. Now any steamer coming through the Bay of Bengal to Calcutta must pass through that part of the sea which is near the mouth of the Dhamra. The route to Calcutta, besides being circuitous, is expensive on two grounds : (1) because the Hughly river being what it is there is the cost of the pilot ; (2) sailing vessels cannot come, so they have to be towed by steamers, and that means additional expenditure. If there were a port near Dhamra or somewhere in the neighbourhood of it, where vessels could safely anchor, and load and unload, there would be a great saving.

“The iron works of Kalamati will soon require a port for the export of its contents. It has been considered the second largest factory in Asia. It has just been opened, but it has a great future before it. It is an immense organisation. I have not got the figures except for 1905-06, and they show that Chandbali exported things to the value of about 34 lakhs, and imported about 29 lakhs, and the passenger traffic was about 80,000. Of course it should be taken into consideration that Chandbali is not connected by railway or any other means of communication, not even by decent roads, with the interior of the country ; and therefore my Resolution is that, if a railway line be constructed connecting Bhudruck with Chandbali or any other place where a suitable site could be had for use as a port, the country will be opened up, commerce will benefit and the public will be benefited by it.

“Sir T. Wynne, in just making his remarks on the budget, enlightened me on the policy of the Government, and that policy is that feeder railway lines are patronised by Government in some form, if outside capital is raised under certain conditions. Chandbali from Bhudruck is about 30 miles, and if the site selected for a new port be a few miles more, I don't think it will exceed 40 or 45 miles. That would be approximately the length of the railway line. There is no large river which requires bridging. In putting these facts before Council and the Government in this Resolution I don't suppose that Government expect me to specify whether it would be profitable to the country and to the investor. On the contrary I do sincerely hope that, in taking into consideration this Resolution, which is more in the nature of a suggestion, the Government would not expect that I would put before them a scheme which was out-and-dry and give them facts and figures to enable them to give me a definite reply. Of course first of all a site has to be found ; that may be done by taking soundings of the river, a survey of the country has to be made and statistics gathered. I sincerely hope that Government would not expect that non-official members would go about and give them soundings of the river unless they expect them to sink in debts or be drowned in the river. All that I expect is to hear it is the intention of Government to develop the resources of the country by the supply of a port. I need not trouble the Council with the ancient history of Orissa, which, if referred to, will show that Orissa had several ports to carry on trade with foreign countries long before the advent of the British Government. In putting this Resolution before the Council, I wish it to be clearly understood that I do not wish Government to understand me to say that I am asking Government to commit itself to any site. I should in fact withdraw the Resolution if I received an assurance from Government that it is the intention of Govern-



[8TH MARCH, 1913.] [*Mr. Madhu Sudan Das ; Sir T. R. Wynne.*]

ment to take steps in the near future to fulfil the promise contained in the memorable despatch.

I beg to move the Resolution that stands in my name, namely :—

‘That this Council recommends to the Governor General in Council that necessary measures be taken to find out a suitable place between the present port of Chandbali and the vicinity of Short’s Island which may with necessary improvements be used as a port by sea-going vessels, and that the new port be connected with the Bhudruck Station on the Bengal Nagpur Railway by a new railway line.’

**The Hon’ble Sir T. R. Wynne** :—“Sir, it is a very natural desire on the part of the new Province to wish to have a port of its own. The Hon’ble Member who has just spoken has very correctly described the character of the ports on the Orissa coast. I know them all personally ; they are not ports at all ; they are roadsteads. In his Resolution he has distinctly indicated where he thinks the port of this new province should be, namely in the vicinity of Chandbali. In the course of his remarks two points arise ; one is whether if a port is opened there trade would use it, and the second is whether a port can be made in the particular locality. With regard to the question of trade using the port, trade, as many of you know, has many peculiarities. You may make a port but it does not follow it will be used. Trade is carried on in certain grooves, and it is very difficult to get it to diverge from these grooves in which it has been running for many years and in which merchants are making a very good profit.

“The Hon’ble Member referred to the possibility of the Orissa coal developing if there was a port at Chandbali. As far as I know the coal is absolutely unfitted, in regard to its quality for export, and therefore it is extremely unlikely that any coal would go to that port. Then as regards the hide trade. I think I am right in saying that the hide trade is concentrated in Calcutta. Hides are brought there and treated before being exported, and one great advantage of Calcutta is that you can get a ship to any part of the world to which you may wish to despatch the hides.

“As regards the Tata Iron and Steel Works, Calcutta is far nearer to Kalimati where the Steel Works are situated than the new port would be. There is another difficulty. You may open a port but you cannot get sea-going vessels to go there. I will give as an illustration the port of Chittagong. You may think that from its situation it would be a port which would do an enormous amount of business. Trade there is increasing slowly, but you cannot get a port to develop until you get a regular line of steamers to go there. A steamer will not go to a port for a small amount of cargo ; it will not go unless it can expect to pick up a large amount of export cargo. The thing goes round in a vicious circle. Steamers will not go to the port unless they see cargo there for them and unless they go trade will not develop. Turning now to his next point there is no possibility of a port being made near Chandbali which would be a satisfactory one. When I was Agent of the Bengal Nagpur Railway, I went personally into the possibility of establishing a port in the particular locality that the Hon’ble Member refers to. I know the place well. After passing the light-house by Short’s Island you proceed up the Dhamra river for 8 or 9 miles and you find a place where there is very deep water, but to get to this place you have some very nasty shoals to pass over beyond the mouth of the river. The ships that trade between Calcutta and Chandbali do not draw more than 12 feet of water, some even less, and even with that depth I have been aground in one of them both in approaching Short’s Island and in the river. To make the port it would be absolutely necessary to spend a great deal of money in dredging. The investigation I have personally made included also the construction of a railway from Bhudruck.

“Since I have left the Pongal Nagpur Railway that line has again made a further investigation. I may also say that a leading steamship company of Calcutta has also looked into the possibility of establishing a port in the locality referred to by the Hon’ble Member. They had at their disposal seamen who made soundings and consulted all the charts that were necessary, but they ultimately came to the same conclusion as I did, namely, that the only justification for a port in that particular position, namely, in the River Dhamra, would be that

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RAILWAY CONNECTING ORISSA, CHOTA NAGPUR  
AND PATNA.

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*the President.*]

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the export coal trade from the Bengal coal fields could be attracted to it; but as things stand at present this is not possible. I am afraid, therefore, that from the point of view of suitability and of cost and the problematical possibility of attracting trade to it, the establishing of a port near Chandbali for sea-going ships is not a practical matter. I can assure the Hon'ble Member that the proposal to establish a port there has been fully investigated. I speak from my own personal knowledge of what I did myself, from what I know has happened since I left the Bengal Nagpur Railway, and also from what I know the well known steamship company did. If a port is established on that side of India, I think the port that will be most suitable and one which will be of considerable advantage to the new Province would be the port of Vizagapatam; that possesses very much greater possibilities than Bhadruck. To begin with Vizagapatam is already a trading centre of considerable importance. It also does a large amount of business in manganese which, as a basis for a trade with a port, would be a very valuable one.

"The Hon'ble Member asks that necessary measures might be taken to find a suitable place for a port in the locality referred to by him. I can assure him that the possibility of this site has been fully investigated, not only by the Bengal Nagpur Railway, but also by a steamship company. As both those parties came to the conclusion that for financial and other reasons there would be no advantage in spending money in opening such a port, I am afraid I must oppose the Resolution brought forward by the Hon'ble Member."

**The Hon'ble Mr. Madhu Sudan Das:**—"I beg to withdraw the Resolution."

**The President:**—"The Resolution is, by permission, withdrawn."

RESOLUTION REGARDING CONSTRUCTION OF A NEW RAILWAY  
CONNECTING ORISSA, CHOTA NAGPUR AND PATNA.

**The Hon'ble Mr. Madhu Sudan Das:**—"Sir, the next Resolution that I desire to move is:—

That this Council recommends to the Governor General in Council that necessary measures be adopted for the construction of a new railway line to improve the communication between Orissa, Chota Nagpur and Patna, the capital of the new Province of Bihar and Orissa."

"Before I proceed, Sir, I beg to submit that, perhaps my defective knowledge of English or something else has caused me to make a mistake. I do not mean a single line of railway. What I mean to propose is the opening up of the country by railway communications, so that different parts of the Province may be linked up by several lines instead of there being only one line. Of course the Resolution, as it stands, might be misunderstood: I am sorry for it but that is what I mean. Of course I need not say much—in fact, I need not say anything—as regards the usefulness of railways in opening up the resources of a country. In the speech made by the Hon'ble the Finance Member he spoke of the value of railways in the following terms:—"I recognise fully their immense significance as an instrument of general progress, their necessity for the development of trade, their growing and indeed momentous importance to the finances of India." Well they are not only useful to the people; they are useful also to Government. Not to open up a country is to keep the people in confinement, shutting out the light of heaven from them. Inhalation and exhalation are very necessary processes in human existence. We perform them every moment, and we could not exist for a moment without these processes; and what these processes are to the body, import and export are to a country. With inhalation we take in what we want, and with exhalation we send out what we do not want. So what we want

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we import: what we do not want we export. Just as a human being cannot live without these necessary processes, so a country cannot prosper without export and import. And not only do railways promote trade, but they serve the purpose of circulation; and what circulation of blood is to the system, that railways are to the prosperity and growth of a country. If a part of the body does not share in the circulation, of course that part suffers from atrophy or paralysis; so also if the two parts of a country are not connected by communication the result is that one part must suffer. I am not pleading, Sir, for the baby Province, because all its fathers have conspired to throw it overboard; I am pleading for this from a business point of view, because if the country is opened out its resources will improve, and that is certainly a sufficient inducement to Government. We know that the Feudatory States of Orissa have not been touched. We know also that there are mines there. I was very glad to notice from the speech made by the Hon'ble Sir T. Wynne that some of the Chiefs of India have come forward with large sums to improve railway communications in their States. If that part of the country be opened up, I have no doubt that the Chiefs will contribute, at least so far as that portion of the railway line which lies within their territories is concerned. I am certain they would guarantee a certain percentage of dividend on the capital spent on that portion of the line which would pass through their States.

"There are many things there, for instance coal. Sir T. Wynne was pleased to say that the coal found there was not fit for export. As far as my information goes, the boring has been done only to a certain depth, but I was told by a person who is supposed to be an expert in such matters (I myself do not profess to understand these things) that if we bore down lower, better coal will be found. Of course I am no authority on this subject, but then there are other things there—minerals for example—which may be of use and which will certainly find a market in Europe, Japan and places like that. To develop these resources would go a long way towards developing the sources of revenue to Government.

"Of course, Sir, the Member in charge will kindly understand that I do not ask Government in this Resolution to accept any particular line, but to give a general assurance that Government will do what is necessary to open up the parts of the country; and I may mention here that Orissa was the last in railway exploiting, if I may use such an expression. It was only in 1901 that railways were, for the first time, introduced into the Province, and I am quite certain I can say that so far as the railway line between Howrah and Puri is concerned there are very few lines in India which pay so well as that line.

"I heard yesterday that there was a large scheme before the Government of India to make certain improvements of a sanitary character in the resorts of pilgrimage, and the new Province has two places of remarkable interest, Gya and Puri, which are resorted to by a very large number of pilgrims. They are a great source of income to the railway, and the Bengal Nagpur Railway I suppose derives a large income from them. But I do not know whether Sir T. R. Wynne has seen sometimes, during the car festivals, how pilgrims are packed, not in carriages, but in wagons, meant not for cattle, but for goods. Cattle are far better treated. On the continent I have seen cattle taken by rail; they are taken to be slaughtered but there is more humanity shown towards them.

"I may mention here that for years past we have heard of a line connecting Sambalpur with Cuttack, or some place in the vicinity. I understand that the line has been surveyed; that ought to open up that part of the country, and I am sure it will run through some of the Feudatory States, but nothing has been done in the matter.

"I mention this and I also beg to mention that, if I am favoured with a sympathetic reply from Government that the Government have these ideas before them, and in the near future, as opportunity offers efforts will be made to improve the railway communication in the Province, I shall withdraw the Resolution with pleasure."

[*Sir T. R. Wynne; Mr. Madhu Sudan Das; the President; Mr. Rayaningar.*] [8TH MARCH, 1913.]

**The Hon'ble Sir T. R. Wynne:**—"Sir, before answering the particular Resolution which the Hon'ble Member has just put forward I should like to say a word or two about the quite gratuitous excursion he has taken in the direction of the question of pilgrims being packed in wagons and the inhuman way in which he alleges they are treated. This is, I think, a very uncalled for attack. The pilgrim wants to go to Puri; he wants to go on all pilgrimages; and pilgrims have a habit of coming in huge numbers and they insist on being carried, and if you do not carry them then you would have an extremely strong complaint because they were not carried. Further when they are put in wagons every care is taken that a larger number are not put in than can travel in comfort.

"Furthermore the numbers who now go on pilgrimage largely increase year after year, and if they were treated so badly the result would be that there would not be that increase. Therefore I cannot accept in any way the Hon'ble Member's strictures as regards pilgrims.

"Now referring to this particular Resolution, I take it that what the Hon'ble Member really wants is that more railways should be made in the new Province in order to develop it. If that is the intention of his Resolution, then I can say that I most cordially agree with him. There is no doubt that there are certain parts of the new Province which are very backward in the matter of railway facilities. The trouble in connection with this Province is that in the greater part of Chota Nagpur and the portion to the north of Orissa—and mind you I am speaking from personal experience because I made the railway through the heart of Chota Nagpur and also down to Orissa—the difficulty is that it is a very barren, uncultivated country, and an extremely hilly and difficult country in which to make railways. Therefore if you make a railway there it is a long time before any return comes back. The old original Bengal Nagpur Railway, running through Chota Nagpur, took 20 years before it began to return a reasonable dividend. All the same, in relation to these railway propositions in the particular parts I have referred to in the new Province, there is no reason why, when funds are available, money should not be provided to build there and open the country out. Of course there is a certain amount of opening out going on already. The Bengal Nagpur Railway have made a line from Purulia to Ranchi, and this is being extended to Lohardagga and Palkot. These extensions will reach the heart of Chota Nagpur, but there still remains that portion of the country north of Cuttack.

"The only thing that I can say is that I fully appreciate the claim that the new Province makes for having more railways made to develop it, and I feel sure that Government will not lose sight of this claim, and when money is available the opportunity will be taken to construct lines to open up that part of the Province which most requires them."

**The Hon'ble Mr. Madhu Sudan Das:**—"Sir, I beg to withdraw the Resolution."

**The President:**—"The Resolution is, by permission, withdrawn."

#### RESOLUTION REGARDING SCHOLARSHIPS FOR TRAINING IN THE IMPERIAL AGRICULTURAL INSTITUTE AT PUSA.

**The Hon'ble Sree P. Rama Rayaningar Venkataranga Bahadur:**—"Sir, the Resolution standing in my name is in these terms:—

"That this Council recommends to the Governor General in Council that, with a view to popularise knowledge of scientific agriculture in the country, at least one scholarship of the annual value of Rs. 1,200 out of the recurring annual grants for Education, be created for each province, tenable by sons of landholders who have decent home farms of their own, for training in the Imperial Agricultural Institute at Pusa."

"The Resolution recommends the appropriation of a portion of the recurring annual Imperial grant for education in the interests of higher agricultural education,—for dissemination of scientific agricultural knowledge among

[8TH MARCH, 1913.]

[*Mr. Rayanigar.*]

a class of people who would turn it to the best account. This subject of scientific agriculture has engaged the attention of Government about a quarter of a century; evidence of increased official interest in it is found on all hands. Thanks to the initiative of Government, agricultural improvement has come to occupy its legitimate place of prominence in the thoughts of the people. It should therefore be a matter of satisfaction to Government that a Resolution directly bearing upon it is moved to-day in the premier Council of the land by a non-official Member. Agricultural education has acquired the dignity of an Imperial question even in popular estimation.

"Sir, Government efforts in this direction have been unremitting. Since the memorable Orissa Famine of 1866, Government have been anxious to ascertain the practical lines of development in Indian agriculture. Each succeeding famine has only stimulated Government action. Investigation has followed investigation until, under expert advice, agricultural inquiry has been systematised, and a special department has been created in each province to ensure regularity and co-ordination in it. Numerous conferences have been held all over the country, and their reports have been carefully and sympathetically considered by the Government of India. The services of the Consulting Chemist to the Royal Agricultural Society were engaged in 1880 for a thorough scientific examination of the whole position. Sir, Dr. Vœlekar's mission is a landmark in the agricultural history of India. His conclusions, coinciding in material particulars with those of the Famine Commission of 1878, have informed and inspired the subsequent Government policy.

"Sir, the past fifty years' record of Government action is thus one of necessary and invaluable spadework. We have got through the preliminaries and have gone one step further. The foundations have been laid for agricultural education, both theoretical and practical. An Imperial Institute for higher scientific education and agricultural research has been established at Pusa at a recurring annual charge of four lakhs of rupees. The existing colleges have been overhauled, and new colleges established; but all this has been a recent growth, the practical influence of which has been little felt. Hon'ble Members will recollect that Dr. Vœlekar insisted in 1893 upon agricultural education—high, secondary and primary—as one of the first conditions of agricultural success and improvement. Workable institutions have, however, been established within only the last seven years, after a lull of twelve years. So late as 1905 Lord Curzon gave an impetus to agricultural education. The time has been too short for any important practical results, but for the attainment of such results Government would be well advised to devise means to attract the agricultural classes to these agricultural schools and colleges. In view of the social and economic conditions of India, the expectation is not justified that the training of the non-agricultural classes will be of much practical value. At the same time the fact may be faced that the cultivating classes will not go beyond the primary, or it may be, secondary agricultural schools; it is the landholding classes who, at least for a long time to come, must supply students to these agricultural colleges and the Imperial Institute at Pusa, if these are at all to produce their normal economic effect on the agriculture of the country. But the Indian landholder is thoroughly conservative in his ideas and ways, and is slow to profit by the educational facilities provided by an enlightened Government. This class must therefore be attracted by special inducements into the agricultural colleges and ultimately into the Imperial Institute for study in the higher branches of the subject. The Imperial Government can only be approached on the subject of the policy which Provincial Governments should adopt, specially in regard to landholders having cultivation of their own. In my humble opinion, the cause of agricultural improvement will gain much by Government attracting into the agricultural colleges by special inducements young landholders. They will return to their farms with new and improved ideas of cultivation which will in time revolutionise the agricultural methods of the neighbourhood. They will in fact be missionaries in the cause. Correct notions of scientific agriculture will easily spread among agriculturists through these young graduates demonstrating their practical utility on their own farms. The Resolution accordingly recommends the creation of scholarships tenable

[*Mr. Rayanigar.*]

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by this class. This inducement of scholarships is necessary only in the initial stages. The time will come when landholders' sons would flock to the agricultural colleges for the requisite scientific knowledge without the artificial stimulus of scholarships, but it is distant yet.

"Sir, it may be argued that landholders should be able to pay all the expenses of the higher agricultural education of their sons. Scholarships for their support while at college create a diversion of the public funds which is prejudicial to the interests of the poor. The answer is that the conservatism of the class has to be broken through before they will spend their own money for the agricultural education of the younger members. We shall have to wait long for this consummation, and meanwhile the country will not derive the maximum of good from the agricultural institutions. So long as the landholding classes do not introduce scientific agriculture on their farms the chances of a general agricultural improvement are little. The landholder must do the pioneer work. He is both the capitalist and the leader of the rural population. A great deal therefore depends upon his initiative and example. The sooner this landholding class is initiated into the principles and methods of scientific agriculture the better for the country. The money spent on the agricultural education of this class will accordingly be well spent. The diversion is thus not prejudicial to the larger interests of the community. The Government of India, in consultation with the Provincial Governments, can determine the number and the value of the suggested scholarships. The impulse must come from the Government of India, and Provincial Governments will readily adopt the policy indicated by that Government. Such scholarships will provide an effective incentive to the landed classes, and there will not be a dearth of trained agriculturists in the country.

"Sir, the importance of scientific agriculture in an agricultural country like India cannot be overrated. Agriculture is the main source of the State revenue and the mainstay of the people. Fully 80 per cent. of the people depend upon the land for a living. With the normal increase in population and the absence of industrial careers larger and larger numbers press upon the soil every year. There is need therefore in this country, if anywhere in the world, for both extensive and intensive cultivation; there is immense scope for the application of agricultural science. Sir, science applied to agriculture has produced marvellous results in the West, and agricultural science is not stationary there. Improvements are going on daily, with incalculable effects on the economic situation. At an American competition ten farmers were awarded prizes who had grown 'from 87 to 115 bushels of Indian corn to the acre.' In Florida, the average yield of marketable vegetables per acre is '445 to 600 bushels of onion, 400 bushels of tomatoes and 700 bushels of sweet potatoes.' In M. Dessprez's experiment in wheat culture '600 grains were obtained on the average from each grain.' Professor Grandeau, after a series of experiments on the lines of Major Hallet concluded 'that under proper treatment 2,000 and even 4,000 grains could be easily obtained from every planted grain.' On the other hand, according to the Government of India's Fourth Resolution on Agriculture, 'the value of wheat annually destroyed by the weevil alone is estimated at some crores of rupees.' The time may thus come, if we do not learn and apply the most up-to-date agricultural methods, when India, the granary of the East, will have to depend for her wheat and, for the matter of that, her grain supply upon the progressive West, with the inevitable consequence that millions of people would be thrown out of employment and Government revenue will seriously suffer. We lack even a rudimentary knowledge. The Hon'ble Sir Robert Carlyle in his very interesting speech yesterday, referred to the waste of canal water caused by the cultivator's ignorance of his requirements. There is need for improvement in almost every direction connected with our agriculture and the industries dependent upon agriculture. Western methods are sure to produce here the same satisfactory results. In the United Provinces a simple experiment in 1885 at an outlay of ₹3,000 only converted in the course of ten years a waste area 'a net work of ravines affording grazing of the poorest description' into a valuable property yielding an annual income of ₹1,000. In

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[*Mr. Rayaningar; Maharaja of Kasim Bazar; Rai Sita Nath Roy; Maharaja Ranajit Sinha of Nashipur.*]

the Bombay Presidency the labours of the imported Swiss expert were crowned with even greater success. But these two experiments were in connected departments and not in agriculture proper. Multiplication of instances are, however, superfluous. The great need is high class agricultural education among men who can put it to practical use. And as an important step towards the spread of this instruction these scholarships will be found valuable.

“With these remarks I commend the Resolution to the Council.”

**The Hon'ble Maharaja Manindra Chandra Nandi :—**

“Sir, I have pleasure in supporting the Resolution moved by the Hon'ble Mr. Rayaningar. The Agricultural Institute at Pusa and the other agricultural schools and colleges in other provinces have been established with the avowed object of promoting and popularising the knowledge of scientific agriculture in the country, and the suggestion of founding scholarships tenable in these institutions by sons of landholders who have home farms of their own appears to be an eminently reasonable and practical one. It is too early yet to express any opinion on the advantages that have accrued from the various agricultural institutes and colleges, but the Institute at Pusa has been doing valuable work in the fields of experiment and inquiry and the bulletins and other publications issued periodically by that Institute are as informing as they are useful. In order, however, that the labours of these institutions should bear fruit, it is necessary that the instruction imparted at agricultural schools and colleges should be carried out in actual practice in the farm and the field. The establishment of such stipends as is proposed in the Resolution before the Council will attract young men who are likely to make use of the knowledge they acquire in introducing improved methods of farming, and thereby stimulating the introduction of such methods among neighbouring landholders and the better class of farmers. I believe this proposal will have the support of Local Governments and the heads of the Education Department in the various Provinces, and I accordingly commend the Resolution to the acceptance of the Council.”

**The Hon'ble Rai Sita Nath Roy Bahadur :—**“Sir, I beg to express my full sympathy with the Resolution moved by my Hon'ble friend. Considering that agriculture is the greatest industry of India, and that nearly 85 per cent. of its population of 300 millions are entirely dependent for their food on agriculture, it is of the utmost importance that every encouragement should be shown to the landholding classes to acquire a scientific training in agriculture.

“I am fully aware that an Agricultural College exists at Pusa, and that numerous demonstration farms have been started in different parts of the country; but the information they publish is rarely available to the people in the interior, and hardly ever reaches the agriculturists themselves. It is therefore of the utmost importance that every encouragement should be shown to the improvement of agriculture by scientific methods in India where it is at present confined to the most primitive methods and the best instruments of agriculture are bullocks and buffaloes. Under these circumstances I hope that considering the modest nature of the request made in this Resolution, which will cost only a few thousand rupees, the Government will accept it.”

**The Hon'ble Maharaja Ranajit Sinha of Nashipur :—**“Sir, I beg to support the Resolution just now moved by my Hon'ble friend. I endorse whole-heartedly every word that has fallen from the mover of the Resolution and also from the Hon'ble Members who have supported him. India is an agricultural country, and it is necessary for the improvement of the land and for increasing the produce of crops that we should have scientific knowledge on the matter. Sir, if the landlords are trained how to improve their land by scientific methods, I think it will be conducive to the interests of both the tenants and the landlords. As the recommendation of my Hon'ble friend Mr. Rayaningar is very moderate, I hope the Government will accept the Resolution.”

[8TH MARCH, 1913.] [*Sir Robert Carlyle; Mr. Rayaningar; the President.*]

**The Hon'ble Sir Robert Carlyle** :—“ Sir, I can assure the Hon'ble mover of this Resolution that he has the warm sympathy of the Government of India in his desire to encourage the study of scientific agriculture by young men who belong to families interested in the cultivation of their own lands. They are the class who are most likely to propagate quickly and with success improved agricultural methods. My Hon'ble friend will not misunderstand me if I tell him I cannot accept the Resolution in its present form. Pusa is not intended for the ordinary student, but for the advanced student who intends to devote his life to agricultural research. Few men are capable of this work and till the taste for science and especially for agricultural science is more general than is at present the case, we cannot expect to get annually from every province men of the stamp suggested by my Hon'ble friend and capable of profiting by the research training available at Pusa. It is true that at present Pusa also holds agricultural classes for scientifically untrained agriculturists, devoted to some special point in agricultural work; but these classes are for short periods and would not be suitable for scholarships.

“ It appears to me that the Hon'ble Mr. Rayaningar's object would be best attained if Local Governments encourage men of the stamp he has in mind to attend their provincial agricultural colleges. If the Hon'ble Mr. Rayaningar would agree to amend his Resolution in this sense, the Government of India would be prepared to accept it and to invite Local Governments to consider the suggestion. I would suggest the following amended Resolution :

That this Council recommends to the Governor General in Council that, with a view to popularise knowledge of scientific agriculture in the country, the Local Governments be consulted as to the advisability of giving out of the recurring grants for education scholarships tenable by the sons of landholders and zamindars in the Provincial Agricultural Colleges.

**The Hon'ble Sree P. Rama Rayaningar Venkataranga Bahadur** :—“ I am perfectly willing to accept the very reasonable amendment suggested by the Revenue Minister, and I am sure the object I have in view will be very easily attained by the amended Resolution. I feel deeply grateful to the Department of Agriculture and the Government for having expressed their intention to accept my Resolution, if amended, as suggested by Sir Robert Carlyle, and for their sympathetic treatment of my Resolution.”

**The President** :—“ Will the Hon'ble Member agree to a small verbal alteration in the Resolution suggested by my Hon'ble Colleague Sir Robert Carlyle—substituting for the words ‘be consulted as to’ the words ‘be asked to consider’ ?”

**The Hon'ble Sree P. Rama Rayaningar Venkataranga Bahadur** :—“ I have no objection.”

The original Resolution was withdrawn, and the Resolution as amended was then put and adopted.

#### RESOLUTION REGARDING FORMATION OF ADVISORY BOARDS TO HELP IN ASSESSMENT OF INCOME-TAX.

**The Hon'ble Sree P. Rama Rayaningar Venkataranga Bahadur** :—“ Sir, with your permission, I would withdraw the following Resolution with a view to moving it on a future occasion after amendment.”

That this Council recommends to the Governor General in Council that Advisory Boards composed of non-official local gentlemen nominated by the Revenue Head of the District be formed to help official assessors in the work of assessment under the Income Tax Act.

**The President** :—“ The Resolution is withdrawn by permission.”  
The Council adjourned to Tuesday, the 11th March, 1913.

W. H. VINCENT,

*Secretary to the Government of India,  
Legislative Department.*

DELHI;

*The 17th March, 1913.*