

Monday,
17th February, 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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THE COUNCIL OF THE GOVERNOR GENERAL OF INDIA

ASSEMBLED FOR THE PURPOSE OF MAKING

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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 & 59 Vict., c. 14, AND 9 Edw. VII, c. 4).

The Council met at the Council Chamber, Imperial Secretariat, Delhi, on
Monday, the 17th February, 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 51 were Additional Members.

OATH OF OFFICE.

The Hon'ble the Vice-President : " Members who have to take
the oath will come up to the table in the order named by the Secretary."

The following Additional Members made the prescribed oath or affirma-
tion of allegiance to the Crown :—

The Hon'ble Khan Bahadur Mir Asad Ali Khan.

" " Maung Myé.

" " Mr. Mahomed Ali Jinnah.

" " Maharaja Ranajit Sinha of Nashipur.

QUESTIONS AND ANSWERS.

The Hon'ble Mr. Rama Rayaningar Venkataranga
asked :—

" (a) Will the Government be pleased to state whether any portion of the
grant of 50 lakhs a year for education which was announced at the Imperial
Durbar of 1911 is to be expended on agricultural education ?

" (b) Will the Government be pleased to state whether there are any public
or private rural elementary schools of agriculture in the country ? And, if not,
whether it is likely that in the near future such schools will be brought into
existence ?"

The Hon'ble Sir Harcourt Butler replied :—

" (a) No portion of the annual grant of 50 lakhs announced at the
Imperial Durbar of 1911 has been allotted for schools which

[*Sir Harcourt Butler ; Mr. Rama Rayaningar Venkataranga ; Sir Robert Carlyle ; Mr. Gillan.*] [17TH FEBRUARY, 1913.]

exclusively devote themselves to the teaching of agriculture. Elementary curricula, however, now generally contain nature study and simple lessons dealing with crops, cattle, etc., calculated to impart the kind of instruction described in paragraph 21 of the Government of India's Resolution on Education of March the 11th, 1904. These curricula were followed in primary schools, for the extension and improvement of which (as well as for the extension of the principle of free education) 20 lakhs were allotted out of the above-mentioned grant.

- (b) "The Government of India are not aware of the existence in the country of schools of agriculture of a strictly elementary character, nor of any likelihood of such schools being brought into existence in the near future. A school of agriculture was, however, opened in Poona in 1910 for boys between 13 and 16 who had passed the fourth Marathi standard, and it is proposed to start similar schools in Southern Marhatta country, Sind and possibly Gujrat."

The Hon'ble Mr. Rama Rayaningar Venkataranga asked :—

"Will the Government be pleased to state what special attempts, if any, have been made to remove the general illiteracy of the peasant population in the country?"

The Hon'ble Sir Harcourt Butler replied :—

"The information is to be found in the annual reports on public instruction issued by the different Provincial Governments and in the quinquennial reviews issued by the Government of India. The Hon'ble Member is referred to these.

"A quinquennial review for the period 1907-1912 is now under preparation. The matter will be specially noticed in it."

The Hon'ble Mr. Rama Rayaningar Venkataranga asked :—

"Will the Government be pleased to state whether there is any proposal to open Veterinary Dispensaries in rural parts for the protection of agricultural cattle?"

The Hon'ble Sir Robert Carlyle replied :—

"There are already 353 Veterinary Dispensaries in India, and, although the returns do not in all Provinces show which of these are in rural parts, it may be presumed that the bulk of them are in rural parts, and that almost all of them are for the protection of agricultural cattle."

The Hon'ble Mr. Rama Rayaningar Venkataranga asked :—

"Will the Government be pleased to lay on the table the reports on the cattle survey and the food prices inquiry? If the reports are not ready, will the Government be pleased to say when they would be ready for publication?"

The Hon'ble Mr. Gillan :—"With your permission, Sir, I shall reply on behalf of the Hon'ble Finance Member to the Hon'ble Mr. Rayaningar Venkataranga's question."

"The Government have not yet received the Prices Enquiry Report. It is expected shortly. The question of publication will be considered after the report has been received."

[17TH FEBRUARY, 1913.] [*Mr. Gillan ; Mr. Rama Rayaningar Venkataranga ; Sir Robert Carlyle ; Sir G. M. Chitnavis ; Sir Reginald Craddock.*]

"As regards the Hon'ble Member's question on the subject of the Cattle Survey, I beg to refer him to the answer which is being given by my Hon'ble Colleague Sir Robert Carlyle to the question on a similar subject, which has been asked by the Hon'ble Sir G. M. Chitnavis."

The Hon'ble Mr. Rama Rayaningar Venkataranga asked :—

"Are any steps taken by departments of agriculture in different provinces to popularize new ideas about agriculture ?"

The Hon'ble Sir Robert Carlyle replied :—

"I lay on the table a copy of the 'Third Report* on the Introduction of Improvements into Indian Agriculture by the work of the Agricultural Department' published in 1912 by a Committee of the Board of Agriculture which shows the steps taken to popularize new ideas about agriculture by means of Agricultural Associations, Local Demonstrations, Vernacular Agricultural Journals, Leaflets and Circulars, Agricultural Shows and Exhibitions, Itinerant Assistants, Seed Farms and Seed Depôts, the utilization of individual expert cultivators for the introduction of improved methods, Vernacular short courses, training sons of cultivators, assistance in marketing and connection with the Co-operative Movement."

The Hon'ble Sir G. M. Chitnavis asked :—

"With reference to the reply given by the Hon'ble Sir Harvey Adamson to my question regarding official tours on the 18th February, 1910, to the effect that opinions of the Local Governments had been invited on the proposals of the Royal Decentralisation Commission in this connection, and that copies of my question and the answer given by the Hon'ble Home Member on behalf of Government would be forwarded to them, will Government be pleased to state whether any replies have been received from the Local Governments, and, if so, to lay such replies on the table, and to say whether any, and if so what, measures have been proposed with a view to reducing to a minimum any inconveniences which may be caused to villagers by official tours ?"

The Hon'ble Sir Reginald Craddock replied :—

"The attention of the Hon'ble Member is invited to the reply given to the question on the same subject asked by the Hon'ble Mr. G. M. Bhurri at the meeting of the Imperial Legislative Council on March 13th, 1912. The question is still under correspondence with the Secretary of State."

The Hon'ble Sir G. M. Chitnavis asked :—

"With reference to the reply given on 23rd March, 1910, to my question regarding cattle survey, will Government be pleased to say what opinion has been given by the Inspector-General, Civil Veterinary Department, whether, in the light of the opinion given by him, any definite recommendations have been made to Local Governments, and whether any other steps have been taken to collect information as a basis for a systematic cattle survey in all Provinces of India ?"

The Hon'ble Sir Robert Carlyle replied :—

"No reply was received from the Inspector-General, and his office was abolished last year. In the meantime the cattle question was discussed by a Conference held in the United Provinces in 1909, a memorandum on the cattle of the Central Provinces was prepared by Mr. Standen, C.S., on the basis of notes prepared by the late Mr. Jethiji, Civil Veterinary Department, and

* *Vide Appendix A.*

[*Sir Robert Carlyle ; Sir Ibrahim Rahimtoolla ; [17TH FEBRUARY, 1913.]*
Sir Harcourt Butler.]

a report on cattle and dairying in the Punjab was issued by Mr. Stow, C.S. On receipt of these reports, the Government of India advised Local Governments that the preparation of technical surveys should be preceded by the collection of general information somewhat on the lines followed in Mr. Stow's report, and it is understood that reports on these lines are under preparation, but it is not known when they will be ready for publication. Copies of the reports* by Messrs. Standen and Stow are placed on the table."

The Hon'ble Sir Ibrahim Rahimtoolla asked :—

"(a) Will Government be pleased to state whether, in pursuance of a resolution passed by the Bombay Legislative Council, the Government of Bombay addressed a representation to them on the subject of throwing open the ports of Calcutta, Chittagong and Madras for the embarkation of pilgrims to the Hedjaz ?

"(b) Will Government be pleased to state whether they have taken the matter into their consideration, and whether they propose to throw open in time for the ensuing pilgrim season all or any of the ports mentioned in the preceding interpellation ?"

The Hon'ble Sir Harcourt Butler replied :—

"The answer to clause (a) is in the affirmative. In regard to (b) the proposal made by the Hon'ble Sir Ibrahim Rahimtoolla in the Bombay Legislative Council has been carefully considered by the Government of India in consultation with the Governments of Madras and Bengal. It has not been found possible to accept it for the following reasons :

"As regards Madras neither this nor any West Coast port in the Madras Presidency is so situated as to attract many pilgrims from the Presidency. The latter, who, as it is, form only a very small percentage of the total number of pilgrims from India, will naturally prefer the cheaper and quicker route *via* Bombay.

"The port of Chittagong was open to pilgrim traffic from 1897 to 1903. In the last-named year, on the abolition of the provincial observation camps and the consequent removal of restrictions regarding place of embarkation, the pilgrims themselves abandoned Chittagong which was closed as a port of embarkation. Past experience has shown that Chittagong cannot compete with Bombay in the matter of pilgrim traffic, and difficulty was always experienced in obtaining ships of pilgrims, or a full cargo of pilgrims for ships.

"The port of Calcutta formerly open to pilgrim traffic was closed in 1897. The extent of the traffic had always been extremely small, and it is unlikely that such as there was in the past would return, should the port be re-opened, in view of the greater convenience of Bombay.

"In these circumstances the Government of India have, in concurrence with the Governments of Madras and Bengal, come to the conclusion that the opening or re-opening, as the case may be, of the three ports above mentioned while entailing considerable expenditure, will have no appreciable effect in reducing the pilgrim traffic in the port of Bombay which from its more convenient situation and other facilities must continue to attract pilgrims from other ports of India.

"They have, however, recently sanctioned the opening of the port of Karachi to pilgrim traffic, and trust that some relief will thereby be afforded to Bombay."

[17TH FEBRUARY, 1913.] [*Maharaja Manindra Chandra Nandy; Sir Robert Carlyle; Mr. Rama Rayaningar Venkataranga; Sir Reginald Craddock; Mr. V. R. Pandit.*]

The Hon'ble Maharaja Manindra Chandra Nandy asked :—

“(a) Will the Government be pleased to make a statement about the architecture of new Delhi, and whether any decision has been arrived at on the subject?”

“(b) Have the plans advertised for been received, and have any prizes been awarded? If so, will the names of the winners of the prizes be declared, and will the plans be opened to inspection by the public?”

The Hon'ble Sir Robert Carlyle replied :—

“(a) No decision with regard to the architecture of new Delhi has yet been arrived at. Government is therefore not yet in a position to make a statement on the subject.

“(b) The designs for residences which were advertised for have been received, and the following premia have been awarded :—

Section B 2	Rs. 575 to Mr. Ram Rup Sharma.
” C	Rs. 500 Do.
” D	Rs. 175 to Messrs. Chas. Stevens and Co., Bombay.

“The designs were exhibited for inspection by the public at Hindu Rao's House at Delhi on the 6th and 7th February in accordance with the notification which appeared in the public press.”

The Hon'ble Mr. Rama Rayaningar Venkataranga asked :—

“(a) Is it a fact that in the recent Imperial Legislative Council election many of the zamindars and landholders of the Madras Presidency who had gone to Madras in connection with various public functions, were not able to exercise their franchise owing to their inability to comply with the rule which requires them to record their votes only in their districts, and that only 79 out of 123 electors on the roll recorded their votes?”

“(b) Is it a fact that in 1909 a special notification was issued permitting the zamindars to vote before a specially appointed Attesting Officer in Madras?”

“(c) If so, will the Government be pleased to say whether they propose to modify once for all the election rules in such a manner as to enable the zamindars and landholders to vote on voting paper sent to them by the specially appointed Attesting Officers as is done in the election of the University representative in the Madras Legislative Council, or to give them the option to record their votes before an Attesting Officer either in their own districts or in the presidency-towns?”

The Hon'ble Sir Reginald Craddock replied :—

“(a) It is a fact that only 79 voters out of 123 went to the poll, but the Government of India have no evidence that the reason suggested by the Hon'ble Member was the operative cause.

“(b) The answer is in the affirmative, but the notification referred to applied only to a Provincial Council election, and its legality has since been called in question.

“(c) No modification of the election rules in the direction indicated is at present contemplated, but further inquiry will be made from the Local Government as to the existence of any real difficulty and the possibility of any remedy.”

The Hon'ble Mr. V. R. Pandit asked :—

“(a) Have the Government of India received from the Central Provinces Administration their scheme for the constitution of the Provincial Legislative Council?”

“(b) Is it a fact that a memorial signed by the numerous graduates of various Universities resident in the Central Provinces, other than

[*Mr. V. B. Pandit*; *Sir Reginald Craddock*; [17TH FEBRUARY, 1913.]
Sir G. M. Chitnavis; *Mr. Gillon*;
Mr. Syed Ali Inam.]

those employed under Government, has been submitted to the Hon'ble the Chief Commissioner praying that until such time as the Provinces have a separate University of their own one seat on the Provincial Legislative Council be reserved for a representative of the graduates to be elected by them or by graduates of a certain standing as Government may deem fit to prescribe?

“(c) Has the attention of the Government been drawn to the fact that a meeting of graduates resident in the Central Provinces was held at Nagpur on the 1st February, 1913, at which a memorial was adopted, and it was resolved to request the Hon'ble the Chief Commissioner to receive a deputation on their behalf?”

“(d) Will Government be pleased to state whether they propose to provide for representation of the graduates of various Universities on the Council by means of election by the entire body of such graduates or otherwise?”

The Hon'ble Sir Reginald Craddock replied:—

“(a), (b) and (c). The answer is in the affirmative.

“(d) The question is not one which affects the Central Provinces only, and there is no present intention of altering the regulations on the lines suggested.”

The Hon'ble Sir G. M. Chitnavis asked:—

“Will Government be pleased to state whether they have received any information from the Secretary of State regarding the appointment of a Royal Commission to inquire into the India Office finances? If the answer is in the affirmative, will Government be pleased to lay on the table any official papers or papers which may be available on the subject for the information of the Indian public?”

“Will Government be pleased to state whether they propose to suggest to His Majesty's Government and the Secretary of State the advisability of appointing an official of Indian financial experience, and conversant with the financial policy of the Government of India, and a non-official Indian from the Commercial Community?”

The Hon'ble Mr. Gillan replied:—

“The Government are not in a position to make any statement on this subject.”

INDIAN EXTRADITION (AMENDMENT) BILL.

The Hon'ble Sir Reginald Craddock:—“Sir, I beg to present the Report of the Select Committee on the Bill to amend the Indian Extradition Act, 1903.

“I propose to reserve any remarks on this Report until the next meeting, when I shall move that the Report of the Select Committee be taken into consideration.”

ADMINISTRATOR GENERAL'S BILL.

The Hon'ble Mr. Syed Ali Inam:—“Sir, I beg to present the Report of the Select Committee on the Bill to consolidate and amend the law relating to the office and duties of the Administrator General.

“The Report will be before Hon'ble Members in due course, and also the amended Bill. Under those circumstances, it is hardly necessary at present for me to go into the details of the changes that have been suggested.

“The Report, it will be also seen, has not been signed by the Hon'ble Pandit Madan Mohan Malaviya. The reason is that the Hon'ble Member, who was on the Committee, was unable to attend on account of the very onerous duties that have devolved upon him in connection with the very well-known movement of the Hindu University.”

OFFICIAL TRUSTEE'S BILL.

The Hon'ble Mr. Syed Ali Inam:—“I also present the Report of the Select Committee on the Bill to consolidate and amend the law constituting the office of Official Trustee. My observations in regard to this Bill are exactly the same as in regard to the one that I have already presented.”

[17TH FEBRUARY, 1913.] [Mr. Jinnah ; Mr. Ghuznavi.]

MUSSALMAN WAKF VALIDATING BILL.

The Hon'ble Mr. Jinnah :—" Sir, I move that the Bill to define the rights of Mussalman subjects of His Majesty to make settlements of property by way of *wakf* in favour of their families and descendants be referred to a Select Committee, consisting of the Hon'ble Mr. Syed Ali Inam, the Hon'ble Sir Reginald Craddock, the Hon'ble Mr. Wheeler, the Hon'ble Mr. Carr, the Hon'ble Mr. Eales, the Hon'ble Mr. Saunders, the Hon'ble Sir William Vincent, the Hon'ble Sir Ibrahim Rahimtoola, the Hon'ble Mr. Ghuznavi, the Hon'ble Nawab Saiyid Muhammad, the Hon'ble Mr. Qumrul Huda, the Hon'ble Mr. Fazulbhoy Currimbhoy Ebrahim, the Hon'ble Mr. Arthur, the Hon'ble Pandit Madan Mohan Malaviya and myself. In moving this resolution, Sir, I do not wish to take up the time of the Council, because, when I introduced this Bill in March, 1911, I fully explained the objects and the reasons of the Bill. Therefore, at the present moment, the motion before the Council is that it should be referred to Select Committee. Since March, 1911, the Bill has been before the country. Various criticisms and opinions have come from different parts of the country, from different associations and leading men. All these will be properly considered in the Select Committee. I am very happy, Sir, to say that the principle of the Bill has been universally approved by the Muhammadans of India. There is one thing I wish to say before I sit down, and that is this, that I am thankful to His Excellency the Viceroy and the Government of India that they should have nominated me to give me the opportunity of piloting this Bill through the Council."

The Hon'ble Mr. Ghuznavi :—" Sir, I now rise with your permission to make a few remarks with regard to the Bill which my friend the Hon'ble Mr. Jinnah has introduced in this Council, and which is now being referred to a Select Committee.

" At the outset, I have to offer him my sincere congratulations for having given his anxious thoughts and formulated a measure which seeks to remove certain serious disabilities under which the Mussalmans of Hindustan have been labouring since a long time past. This is a matter which has been exercising the minds of Mussalmans throughout the length and breadth of India. Therefore, since the introduction and the publication of this Bill, views and opinions both for and against have been pouring in from all sides. Judging from the papers that have been circulated to us in this connection, it appears that the consensus of opinion is in favour of some such measure, though not quite exactly as the Bill stands in its present form. The Local Governments of Bombay, the United Provinces, and Bengal (before the modification of Lord Curzon's partition) do not seem to have seen their way to support this measure, whereas almost all the other Governments, notably those of Eastern Bengal and Assam, the North-West Frontier Province, Madras and the Punjab have accorded their unstinted support. The former, I am afraid, who have looked upon this Bill unfavourably, took up their attitude from the fact that they seemed to have looked upon the decision of their Lords of the Privy Council as the laws of the Medes and Persians, and from that standpoint they seemed to have characterised this as an attempt on the part of the Mussalman community to overrule the Privy Council decision of 1881. This matter however concerns, Sir, the entire Mussalman community of India, and if it is found that their Lordships of the Privy Council have fallen into an error in deciding that under the Mussalman law it is not valid to create a *wakf* or endowment, the immediate object of which is to benefit and secure from want the descendants or relations of the *wakif*, there is no reason why the interference of the Government of India should not be sought.

" The Mussalmans of Eastern Bengal, from their recognised and veteran leader the Hon'ble the Nawab Bahadur of Dacca downwards almost to a man, are strongly in favour of some such measure. The same can also be said of almost

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all the Mussalmans of Western Bengal. One of the main reasons of their support to a measure of this kind is the sad spectacle of the disruption and ruin day by day of many Mussalman families of wealth and importance whose properties had been for years preserved in the families under the system of settlements known as the *wakf-alal-aulad*. In Egypt, Turkey and Arabia, and in most of the Native States in India, Mussalman families enjoy the protection of their *wakf-alal-aulad*. It is only here in British India that the decision of the Privy Council has spelt ruination to many an old respectable family. The law relating to *wakf* has been in force for many centuries, and has been cherished and valued by Mussalmans all over the world, as it is based upon the direct ordinances of the founder of Islam who not only declared such *wakfs* to be valid, but encouraged their creation by dedicating what little property he had in favour of his posterity.

“ In Europe, particularly in England, family properties and family prestige have been preserved intact for centuries owing to the primogeniture system and the law of entailment. Younger sons knowing at the outset that they would be cut off with a shilling and would have to fall back upon their own resources start life with equipping themselves in order that they may earn their own livelihood. This act is a great incentive to their building their own fortunes, and in many cases acquiring by their own exertions and own merit properties sometimes perhaps as large as their own family properties. Thus whilst there, the tendency is for properties to multiply and fortunes to increase, here, from the constant splitting up of estates, properties gradually dwindle down till they disappear entirely from the hands of the members of the original family.

“ The law of inheritance among Mussalmans is however a sacred law as laid down in the Koran, and no good Mussalman has any right to interfere materially with the spirit of that law. Hence we find that in Bengal itself one or two dissentient voices have been raised against this measure. Amongst opinions that have been received from Bengal there are some from men who are held in great esteem and whose voice we cannot lightly ignore, notably among them is my valued friend Nawab Abdul Jubbur. To them I would say that if the object of this Bill is to codify entirely the law of *wakf* and substitute something in contravention of the spirit of the law as laid down by the great prophet of Arabia and as interpreted by the highest Ulemas and learned Mussalman jurists, I would be the first to oppose it with all the emphasis that in me lies. If this Bill, Sir, tends to weaken our law or introduce any novelty into our law which is a part and parcel of our religion and a good Mussalman, Sir, holds nothing so dear as his religion, I would oppose it tooth and nail. If this Bill sought the introduction of an entirely new law of *wakf* which would be obviously a very dangerous precedent of interfering with the Islamic law itself, and which would be contrary to the gracious Proclamation of Victoria the Good of blessed memory, I for one, Sir, would have nothing to do with it, and would oppose it on principle. Again, if this Bill, Sir, were *wakf-alal-walad* and not *alal-aulad*, I would still oppose it.

“ When we are now in the twentieth century talking of women's rights and women's franchise, at the time when a large portion of the world was immersed in darkness, the great prophet of Arabia recognised women's rights and elevated them to a position at law which is denied to them even at the present day. The scope of this Bill, as I understand it, Sir, is to create a *wakf* or endowment for the benefit of all the heirs, both male and female, and to appoint one, per choice the eldest son, as the *mutwali* to hold the entire management and control of all the family properties and for his labour to get a much higher proportion of the profits than any of the other descendants.

“ In fine, I welcome this measure as merely a declaratory Act neutralising the verdict of the Privy Council and as an attempt to restore to the Mussalmans of this country their own laws in the matter of *wakfs* and endowments.

“ As the Bill stands at present, there are many clauses which require complete revision and some perhaps omission, as for example, clauses 5, 7, 8, and 9.

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[*Mr. Ghuznavi ; Malik Umar Hayat Khan ;
Mr. Syed Ali Imam.*]

As regards the elaborate provisions relating to the registration of *wakfnama*, I feel that a great deal of it may be omitted with advantage. The enormous powers that are proposed to be given to the officers registering the deed are, to my mind, absolutely unsafe and injudicious. The power to consider whether a *wakfnama* has been duly drawn up in terms of this measure should be vested in the hands of a judiciary. The provisions for safeguarding the interests of the creditors should also be revised carefully, and care should be taken that the perpetration of frauds of the kind may not be possible.

“There are many points in this Bill to which I should like to refer, and to which I should like to draw the attention of my Hon'ble friend, but as the Bill is about to be referred to a Select Committee in which my friend has given me a place, I propose to refer to them when it comes up for consideration before it, and I therefore do not wish to take up the time of the Council any further. But there is one matter which, with your permission, Sir, I should like to mention before I have done. Property is either lawful or unlawful. No Mussalman, as I understand our laws, can make a *wakf* of any description of unlawful property. In clause 2, sub-section (7) the words ‘moveable property’ are made to include stocks, shares, securities, etc., which necessarily also include interests or may include lands acquired by money accrued from interests which is not lawful. Under the circumstances, I would urge upon my friend to consider the advisability of excluding these from the scope of this Bill. Finally, I should like to call the attention of my friend to the necessity of making a provision in his Bill for the validity of *wakfs* already created and existing. I would suggest that *wakfs* of immoveable property which fulfil the requirements of the proposed legislation should be recognised as valid.”

The Hon'ble Malik Umar Hayat Khan:—“Sir, this is too early a stage to make any remarks on the Bill. As I represent the Muhammadans of the Punjab, who predominate in the province, I will be accused of keeping silent, when a measure for the benefit of the Muhammadans is in the process of going to the Select Committee. Though I have gone through the whole correspondence on this Bill, yet I may have to wait till I ask the opinion of the Punjab Muhammadans further, as I do not want to commit myself before then. Personally I am in accord with the principle of the Bill. If all the *aulad*, that is, the children in the true sense of the word were treated in every way according to the division of property laid down by Holy Koran, I think then no Muhammadan could differ on the subject. This law came to us thirteen hundred years ago, and has since then continued unaltered. There may be misapprehensions to the effect that it is now brought forward against the present money-lender, but there was no money-lender of the present type at the time, as interest was not allowed, as well as underhandedness of the opposing parties. If any transaction was carried on by both the parties, it was governed by the same law which was devised to safeguard the interests of both who belonged to the same country and same nation. I hope from this it will be seen that there is not much to be feared in this direction. I have not gone into the details of the question purposely as I want to reserve my opinion till I get further directions from the Punjab Muhammadans whom I represent. This Bill will be sifted in the Select Committee which will provide for all the safeguards necessary. I hope there will be no difficulty or opposition in its reaching that stage.”

The Hon'ble Mr. Syed Ali Imam:—“In supporting the motion that the Wakf Bill be referred to Select Committee I wish, with your permission, Sir, to explain to the Council what the attitude of the Government of India is towards this legislative measure. We have known for long that the Muhammadans of India as a community have held strong views on the Privy Council decisions which this Bill is intended to overcome. Representations in various forms have reached us clearly indicating that Muhammadan opinion in this country has been gathering in volume and strength against what it considers to have been an innovation on Islamic jurisprudence. Opinions of Muhammadan lawyers of considerable repute have mostly ranged themselves on the side of the popular view. The Right Hon'ble Mr. Amir Ali and Dr. Abdul Majid in England,

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Shamsul-Ulama Md. Yusuf of Calcutta, the well known savant Shamsul-Ulama Shibli Nu'mani of Lucknow and many others of much learning in Islamic jurisprudence do not accept, I put it most deferentially, the correctness of the case-law as it stands at present on the basis of the decisions in question. Apart from individuals of such distinction, public bodies and institutions, like the Moslem League and various others have pronounced strongly in favour of restoring the Muhammadan law in this country to the position which, in their opinion, it occupied before these decisions were given. Then, again, an examination of the texts and authorities largely relied upon by Muhammadans all over the world seems to favour the view that the cry raised against a narrow interpretation of the law of *wakf* is not without justification. These authorities obviously support the contention that the doctrine dealing with the creation of a *wakf* in favour of one's own family or descendants forms an integral portion of the Muhammadan law, and that *wakf* as a family settlement is recognised by all the schools of that law. There appears to be agreement in the principle with some variations as to the mode of creating such trusts. In fact Muhammadan jurists of eminence have not only recognised the validity of such a settlement, but also its merit as an act of grace in the eyes of God from which sanction to the creation of such a *wakf* has been deduced. A reference in the original of such high authority as the Fatawa Alamgiri, Raddul Mukhtar and Hedaya will leave no room to doubt that the principle of the Bill before the Council as contained in its clause 3 is based on a correct juridical notion of the Mussalmans. In short, the practice which the Bill is intended to validate is, to the best of my information, not only commonly in vogue in Turkey, Egypt, portions of Africa and Persia, but has also received State recognition in those countries whose law Courts accept the question as a settled principle of Muhammadan jurisprudence. Since the introduction of the Bill by Mr. Jinnah, it has been before the country and been favourably received by Muhammadans so far as its main principle goes. I may congratulate the Hon'ble Member on the large consensus of opinion that is in favour of the main principle of his Bill. It may be that *wakf-alal-awlad* is repugnant to the critical sense of the modern lawyer as an encouragement to the creation of perpetuities, but if we are to allow the Muhammadans in this country the enjoyment of their personal law, their liberation from the restraints imposed by the decisions of the Privy Council is a measure which the Government of India is not disposed to oppose. In the circumstances, we are willing to give our support to a short declaratory Act validating *wakfs* of the character and under the conditions contained in clause 3 of the Bill which also safeguards the position of the Mussalmans of the Hanafi sect in the matter of creating a *wakf*.

"As regards the rest of the clauses of the Bill I confess that I consider them not only unnecessary but open to objection. Clause 4, for instance, imposes certain obligations which in some cases may be considered as unreasonable restrictions on the powers of a Muhammadan to create a *wakf*. Under the existing law it is not necessary to execute a deed or register it for certain forms of *wakf* by a Muhammadan. The dedication of a prayer carpet to a mosque or a pair of silver lamps to a shrine will be invalid if the provisions of clause 4 are not complied with; but this will clearly be an encroachment on the Muhammadan law which may be considered hardly justifiable. Similarly, these clauses of the Bill are unnecessarily restrictive and cumbersome. The principal reason why the Hon'ble Member has embodied them in his Bill is to prevent fraud on creditors, but one may be permitted to urge that the question of registration and the matter of the fraud on creditors are sufficiently protected by the existing law. There is also safety in the very clear provision of the Muhammadan law itself as regards *wakfs* that are fraudulent. The Fatawa Alamgiri on the authority of Nahrul Faek has laid it down beyond any cavil that a *wakf* with a view to defeat or delay creditors will be avoided to the extent of the debt existing at the time of the creation of the endowment, provided there is no other property to satisfy the debt in question. The same principle is emphasised by the Raddul Mukhtar and other authorities. Then, again, some of the very weighty and

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responsible opinions that we have received on the Bill do not favour the inclusion of these provisions. Under the circumstances no case seems to have been made out for the imposition of restrictions which somewhat infringe the free observance of the Muhammadan law, and introduce a procedure of much complication and elaborate inquiry, by officers of the Registration Department, falling outside the scope of their ordinary functions, and for which they are not known to have any special qualification. The Government of India is, therefore, unable to accept these clauses. With this clear and distinct reservation, I welcome the reference of this Bill to Select Committee where I may assure the Hon'ble Member it will receive a very careful consideration."

The Hon'ble Mr. Jinnah :—" Sir, I have only a few observations to make with regard to what fell from the Hon'ble Mr. Ghuznavi, and I can only assure the Hon'ble Member that the points that he mentioned in the Council will receive every attention from the Select Committee, and therefore I do not wish to discuss the matter here now. The Hon'ble the Law Member referred to various clauses, and he very rightly said that these clauses were really introduced in the draft Bill with the sole object of safeguarding the interests of the creditors. That point has been raised more than once in our Courts of law, but if the Hon'ble the Law Member and the Hon'ble Mr. Ghuznavi will be able to satisfy the Select Committee and the Council that the omission of these clauses would not leave the door open to commit fraud against the creditors, I shall be only too happy to drop them. Of course in India when you have undertaken legislation of this character, it is not only the Mussalmans of India that have to be taken into consideration, there are other communities who deal with properties which may be in the hands of Mussalmans at one time and go into the hands of Hindus or some other community at another. Therefore, my only anxiety in introducing these clauses was to meet that opposition which may very well come from other communities, namely, that this may lead to fraud against creditors. If the Hon'ble the Law Member and the Hon'ble Mr. Ghuznavi will satisfy the Select Committee and this Council that there is no such fear, I should be only too happy to drop them."

The motion was put and agreed to.

SIR CURRIMBHOY EBRAHIM BARONETCY BILL.

The Hon'ble Mr. Syed Ali Imam :—" Sir, I move for leave to introduce a Bill to settle the endowment of the Baronetcy conferred on Sir Currimbhoy Ebrahim. The necessity for creating a trust to uphold the dignity of this hereditary title is obvious, but as the ordinary law of perpetuity is a bar to the making of a settlement of the kind that is desired the object cannot be achieved without an Act of the Legislature. There have been instances in the past where recipients of similar honours have successfully approached this Council. The present Bill has been framed generally on the lines of previous enactments dealing with the same kind of relief that is sought by the present measure. The scheme of the trust is somewhat different from those of the preceding ones, but its redeeming feature is that the bulk of the property, for the time being included in the settlement, will be periodically set free and replaced by other properties of an equal value. This saves the Bill from the impolicy of removing immoveable property permanently from the market. An apprehension has been felt that the properties proposed to be settled by the Bill might prove inadequate to maintain the dignity of the title in time to come. A clause has therefore been added giving power to supplement to a limited extent, and is made exercisable only once. I may further add that the Bill has been settled in concert with Sir Currimbhoy Ebrahim's legal advisers and the Government of Bombay. Before I close my observations, I wish to express my gratification at the presence in this Council of my Hon'ble Colleague, Mr. Fazulbhoy Currimbhoy, himself a distinguished Indian and a son of the Baronet with whose name this Bill is associated. The City of Bombay may well be proud of the brilliant record of its commercial enterprise and industrial development, but it may justly be said that that record is the more luminous for

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having the honoured name of Sir Currimbhoy Ebrahim on its pages. He has been in the forefront of the movements that have quickened into life the instinct for commerce and industry in this country. He is indeed a stalwart figure among the pioneers, but the efforts that have been crowned with so much success in his profession have found no less expression in princely contributions to public charities and large-hearted munificence which have endeared him to his countrymen and earned for him the great distinction which it has pleased his Sovereign to confer upon him."

The motion was put and agreed to.

The Hon'ble Mr. Syed Ali Imam introduced the Bill and moved that the Bill, together with the Statement of Objects and Reasons relating thereto, be published in English in the Gazette of India and in the Bombay Government Gazette.

The motion was put and agreed to.

The Council adjourned to Tuesday, the 25th February, 1913.

W. H. VINCENT,

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

DELHI;

The 19th February, 1913.

APPENDIX A.

Preface.

THE first two reports on the subject of introduction of improvements into Indian Agriculture by Agricultural Departments, published in 1909 and 1910, were referred to a Committee of the Board of Agriculture in India, 1911, consisting of Dr. Mann (Chairman), Messrs. Clouston, Smith, Evans, Hart, Lonsdale, Main, Milligan, Powar, Sherrard and Stuart, for consideration and amplification as far as possible.

The report of the Committee as submitted to and passed by the Board is now published for general information.

B. COVENTRY,
*Agricultural Adviser to the
Government of India.*

June, 1912.

The Introduction of Improvements into Indian Agriculture.

BY THE WORK OF THE AGRICULTURAL DEPARTMENT.

AT three former meetings of the Board of Agriculture (1908, 1909, 1910) a Committee has considered the subject which has been referred to the present Committee, and as a result of their deliberations two reports have been issued, which were largely a collection of instances of success in bringing improvements to the notice and into the practice of cultivators. The present report must be considered as a supplement to these two, and is an attempt to collect a few of the more prominent advances which have been made during the last two years, and the methods which have been successful in those cases.

Agricultural Association.

2. The development of the utility of agricultural associations has gone on apace in some parts of India, notably the Central Provinces; in others they have shown such lack of life, vigour and utility that it has been recommended to dissolve them, at least in the form which they have had up to the present. The whole matter of agricultural associations is, however, being dealt with in a separate report, and nothing, therefore, will be said here on this subject. (For the detailed report on Agricultural Associations please see pages 11 to 15.)

Local Demonstrations.

3. Considerable developments as to methods and results have taken place in this direction.

4. In the Central Provinces large numbers of demonstration areas are now worked, belonging in all cases to private owners who allow them to be used for the purpose. In connection with these the *Kamdar* scheme outlined in the last report has proved of very great value, and the men engaged as *Kamdars* now pass from demonstration of one thing to another during different parts of the year. Thus a large number are now employed, after training, to demonstrate the transplanting of paddy, to show the proper method of irrigating wheat, to plant sugarcane according to the best methods and so on, during different parts of the year. They work, as previously described, in two villages as a rule, and are supervised, almost daily by an agricultural assistant who is responsible for a number of villages. Their pay is Rs. 9 to Rs. 15, but it is recognised that if they do good work their pay will have to be increased. They are now in demand and are sometimes lent to *Malgazars* and others who are willing to pay and utilise them.

5. The experimental farms are being increasingly used as demonstration centres. It is, for instance, arranged once a year to bring a large number of cultivators from the cotton tract to the farm at Akola. While this is essentially the annual meeting of the Divisional Agricultural Association, yet a large number of others are called, and come. This is arranged when there is most to see, and the matters to be shown are arranged carefully beforehand. The Railway Companies grant concessions of half fares to members attending these meetings. Similar work is done in connection with other farms. So much is this use of the farms valued that the District Boards are now devoting some of the money formerly employed in paying for young men in the *Malgazar* class at the College at Nagpur, to the purpose of sending cultivators to the various farms.

6. In this connection may also be mentioned the success in the extension of the use of new ploughs by means of local ploughing matches, for substantial prizes, held in centres where the ploughs are suitable.

7. In Bombay the development of local demonstration has followed the increase of staff which it necessitates. In practically every district there is now a trained and qualified fieldman,—sometimes a graduate, sometimes not,—who carries on demonstrations on the cultivator's own land, supplying him with necessary outside materials and being present at the critical moment. The chief difficulties are found to be to maintain the quality of the supervision of such work and to train adequately and properly men for such local employment. To have a good supervising staff and well trained men to do the work are considered to be vital to success. At present the training of the men in hand forms the great hindrance to very extensive development. Much and increasing success has been attained, but it is felt that the training of the men required will be among the most important work of the senior staff for years to come.

8. Mention should be made of the demand which is arising for trained non-graduate fieldmen and also for graduates by local proprietors. So far, as a rule, the demand cannot be filled, but the very existence of the demand is an indication of the value of the local men's work.

9. Under the Court of Wards in Madras definite demonstration farms have been established on some of the estates where practices are shown which are considered to be practically applicable. The cultivators are invited periodically to inspect, and meetings held for discussion. Considerable success has been attained in several cases.

10. In the Punjab definite local demonstrations have been undertaken in certain districts, notably Lyallpur, on the interculture of cotton. The agents employed were superior workmen (*Mukadams*). Spots were selected all over the district in cultivators' holdings. Cotton was planted by the Department, and the plots were visited periodically with the interculturing implements. The system seems a success, and has certainly shown the people how water can be saved by the method.

11. Monthly ploughing classes have been held, but the people now prefer that the demonstrators of the Department should go to their villages and train them there in the use of the new plough on their own land. It is intended to extend this system to the limit of the available staff. Classes have also been held in the use of reapers, but here there is less need, as the knowledge of their working quickly spreads.

12. In Bengal work of the agricultural station is attracting large number of visitors and local people. The serious damage done by the potato moth has led to demonstrations in the Patna district on the storage of seed potatoes in sand. The original demonstration concerned only fifty maunds stored after harvest, which later, at the time of sowing, showed a profit of ₹130. The result of this was that in the following year (1910) six cultivators followed the same method, and in 1911 no less than 200 cultivators stored seed potatoes similarly.

13. In the United Provinces small plots in the hands of cultivators have continued to appear the most suitable for demonstration work, and the use of this method has been considerably extended. As an example, in one district forty members of the agricultural association are carrying out demonstrations. In another case the members of a co-operative bank have very successfully taken up the introduction of groundnuts and Weston ploughs. Demonstrations of another kind are illustrated by work against the potato moth and sugarcane hopper carried out in a number of villages by assistants of the Agricultural Department.

14. In the remaining provinces the methods previously described have been continued with, in most cases, an increasing amount of success.

15. It is again necessary to insist on the vital necessity of the sympathy of the local cultivators having been previously obtained if any success in the direction of local demonstration is to be attained. This, and the extreme importance of having men *specially* trained for this work, are the principal points which the Committee desire to emphasise as the result of recent experience.

Vernacular Agricultural Journals.

16. The number of vernacular agricultural journals has increased during the past two years, while the old ones issued in the United Provinces and the Central Provinces are still maintained. The latter has now a circulation of 6,000, and has recently been enlarged by the addition of a section on co-operative credit,—while there is now regularly a column for students. The journal in the United Provinces now gives coloured plates occasionally. An independent Hindi Journal published in Benares reproduces the articles from departmental publications and is patronised by the Department. A new vernacular agricultural journal has been established in Bombay. The edition published in Marathi is the property of the Deccan Agricultural Association; that in Kanarese belongs to the Dharwar Agricultural Association. The editing in each case is done partly by members of the Agricultural Department, partly by outside gentlemen interested in the subject. The entire financial responsibility is borne by the Associations in question, but the magazines will pay. They are always illustrated, and cost Re. 1 per annum, including postage. They have been much appreciated, and the combined circulation within eighteen months of establishment reaches between 4,000 and 5,000 copies. This shows the appreciation which a good agricultural magazine obtains, but the magazine must be well edited, topical, up-to-date, illustrated if possible, and the articles must, in large proportion, be practical and hence appeal to the cultivators.

17. In Madras and in Eastern Bengal and Assam agricultural calendars are issued. These are distributed to every village, and undoubtedly reach into almost every corner of the provinces, and are a valuable means of getting information to a large body of people.

Leaflets and Circulars.

18. There is nothing new to report under this heading. Leaflets are issued in the same provinces as previously, and the conditions of their value have been well indicated in the previous reports.

Agricultural Shows and Exhibitions.

19. Additional experience is accumulating with regard to the best method of holding shows or utilising fairs and *melas* held by others.

20. In the Central Provinces shows are never got up by the Agricultural Department, but local fairs held for other purposes are often utilized for exhibiting things particularly interesting to the tract where they are held. If they are among villages where demonstrations are going on, some of the produce from the demonstration plots is attracted by the offer of substantial prizes. Thus, for instance, in a district where improved groundnuts were being introduced, no less than 210 samples were shown by the cultivators at such a show: in another case, ninety samples of improved sugarcane were attracted. Their educative value is felt to be much increased if the exhibits are limited to special things in which the Department is interested.

21. In Bombay, where many shows, large and small, have been and are organised by local bodies backed by the Agricultural Department,—there is felt to be a danger of their becoming somewhat uninteresting exhibitions. It is felt that three points must be recognised:—

- (1) that the prize list had better be limited to a few crops of importance and capacity for improvement;
- (2) that stock makes a more effective show than produce;
- (3) that demonstrations of machinery or working implements or methods are essential if a show is to be a success, but as far as possible, they should be limited to such as are suitable in the tract.

22. Prizes are better given in kind than in money.

23. In Bengal considerable progress in the serious utilisation of the big fairs in the province has been made during the past year. Nearly every big fair in the province has been visited and six circulating exhibits are now kept belonging to the Department. These consist of seeds, implements and manures recommended by the Department. All exhibits are labelled giving directions for use in all the languages of the province. Considerable sales of seeds and some of implements have been traced as a result.

24. The Committee feel that shows are chiefly valuable for three purposes, and that these should be kept in view and the utility of the shows considered in the light of the way in which they achieve these objects:—

(1) They are a means of demonstrating to a large crowd of people either methods of produce which it is desirable they should see or know about.

(2) They are a means of creating local enthusiasm.

This, however, is of little use unless it can be followed up.

(3) They are a means of bringing a large crowd of cultivators into touch with the workers of the Agricultural Department than could be otherwise brought together.

This again is of little value unless the touch obtained can be maintained.

Itinerant Assistant.

25. The importance of the work which may be done by itinerant assistants is being increasingly recognised in the Central Provinces, where sanction has recently been obtained for eight highly paid assistants for the supervision of district work. As elsewhere, it is recognised that these must be among the best men in the Department. While they will overlook experiments, farms, etc., their principal work will be that of supervising the work done by other assistants employed in demonstrations.

26. In Bengal a similar system is adopted. There are three travelling Inspectors,—the most senior men in the Department. There are also seven divisional inspectors who work on behalf of the Divisional Associations and are under the control of the Commissioner in consultation with the Director of Agriculture.

27. In Eastern Bengal and Assam a scheme has been experimentally sanctioned for the employment of District Agricultural officers, whose duty will be the dissemination of agricultural improvements.

28. In Bombay the development on the basis of four highly paid divisional inspectors has been continued. These, as previously indicated, are the best men in the Department, and now control fieldmen in every district who are left to follow up and carry out the work they initiate.

29. In Madras similar lines of development have been commenced and more are in contemplation.

30. The fact that in all the provinces quoted, development is taking a similar direction would indicate that, after much experiment and fuller experience, the lines now adopted are probably the right ones and possibly the only ones for really effective itinerant work.

Seed Farms and Seed Depots.

31. As another Committee is sitting at the present meeting of the Board on this subject, the whole consideration has been left to them.

Utilisation of Individual Expert Cultivators for the Introduction of Improved Methods.

32. Several interesting cases in which individual cultivators have been utilised in this manner were brought before the Committee. Thus, in the Central

Provinces for in instance, a number of cultivators from Khandwa were taken to Jubbulpore to show the people the system of planting *kharif* crops in lines with considerable success. The *Kamdar* scheme previously referred to its really the same idea, but in this case the *Kamdar* is permanently employed by the Department.

Vernacular Short Courses.

33. In the Central Provinces there are special short courses for one or two months at certain of the farms for the *Haoldars of Malguzars* and similar proprietors. With them there are often some of the sons of tenants in *malguzari lands*. Thus the transplanting of rice in Chhattisgarh and cane cultivation has been taught to a class during the last year. Similar courses have been held in the sowing of *kharif* crops in lines in Jubbulpore, in sugarcane cultivation and so on. If satisfactory, certificates are given on leaving.

34. In Bengal short practical courses have been held on one or two of the farms with fair success.

35. In Bombay the matter is comparatively new. During the last year classes were held in cane planting and *gul* manufacture, and in dairying, and the future promises success in this direction.

36. The provision of such short courses seems an admirable method of extending desirable practices. It must be recognised, however, that when young men come for a short course, they must be taught and attended to, and that this must be the principal duty of some one on the farm. There is nothing more unsatisfactory or likely to do more harm than for a man to be brought for a course and then neglected or given only the residue of a busy Farm Superintendent's time.

Training Sons of Cultivators.

37. During the past two years a new development has taken place in Bombay in the establishment of a vernacular boarding school for boys, chiefly the sons of substantial cultivators, village *patils*, small land-owners and the like. The school is still an experiment, but as it seems likely to have considerable popularity, it may be described here. The boys taken are from 14 to 16 years old, they must have passed the 4th or 5th vernacular standard and be the sons of cultivators or small land-owners who intend to spend their life on the land. They stay two years, during which half the working time is spent in learning ordinary school subject like writing, arithmetic, geography, all done with special reference to the needs of cultivators. Science is taught almost entirely practically by "Nature study" and the remaining subjects are all connected with village life,—such as village sanitation, care of wells, and the like on the one hand, and questions of money and credit leading up to co-operative credit on the other. The whole success of such a scheme as this will probably depend on the head teacher who lives with the boys. The school at present promises well but it must be recognised as still experimental.

Assistance in Marketing.

38. It often happens that the introduction of a new crop is hindered by difficulty in obtaining the market value for it when marketed. This has, in some cases, been got over in the early stages by arrangements made by the Agricultural Departments, and some examples are worthy of mention here.

39. A difficulty arose with *bari* cotton, which is a new crop in the Central Provinces, but as a result of the efforts made by the Agricultural Department, the whole which came to market through them, was bought at fair prices by the Empress Mills, Nagpur. In the same provinces a good market has been secured for a better variety of *til*, by arranging through a local association that all should be brought to market on one day.

40. In Bombay the chief difficulty has been in the marketing of improved or new cotton. In Dharwar, where Broach cotton is a new crop, with a larger

ginning percentage than the local cotton, it has been necessary to arrange an auction under the auspices of the Agricultural Department. The whole was well advertised and the cotton was carefully graded by its ginning percentage. The auctions now held for three years have been very successful and the amount sold in one auction has amounted to as much as 10,000 imperial maunds of seed-cotton. Without this it would have been an almost hopeless job to introduce Broach cotton; now it is an established success.

41. The same difficulty has been met with in the marketing of Gujerat (Broach) cotton, from improved seed, and giving a 5 per cent. improved quality. Now, however, the trade in Bombay have formed a syndicate and promised to buy if the Department guarantee it is from their seed, and if there is at least 2,000 bales. This can be produced during the present season, and, if all goes well, this will do more to establish the status of the improved cotton than almost anything else could do.

Connection with Co-operative Credit Movement.

42. Little has been done as yet to utilise the co-operative credit movement for agricultural improvement, but in several provinces schemes are in the air. Co-operative societies for supplying pure wheat seed, a co-operative manure supply association for obtaining oilcake for sugarcane, and many other suggestions are on foot which can only be worked where the idea of co-operation is known and where co-operative credit societies exist. As an example of what can be done, we may quote the Gauria-Kalan Co-operative Bank in the United Provinces, which has taken up the supply of ploughs and other agricultural implements, has the services of a well boier solely at its disposal, has, on several occasions, asked for and obtained the assistance of the Agricultural Department in marketing the produce of its members, has this year made arrangements for the purchase and distribution of a considerable quantity of pure wheat seed, and has practically established the groundnut crop in certain villages. The Committee think that work in connection with such societies, using the knowledge of co-operation obtained by their members, and working by preference among people permeated by their spirit affords one of the most promising fields of activity for those anxious to introduce improvements among Indian cultivators.

Conclusion.

43. There is little more to say. This report will give evidence that considerable advance has been made in both methods and results. The points which have most struck the Committee as needing to be insisted on at the present juncture, are firstly, the necessity of concentration on such an area as can be well covered so long as the staffs of the Agricultural Departments remain insufficient to cover the whole ground, and secondly, the need for co-relation between experimental work pursued on the farms and elsewhere and the needs of the people as ascertained by the district staff. It is only when these two points are attended to that even the best staff and the most willing workers will produce their greatest effect in actual practice.

Duties of Agricultural Associations in India.

1. The question of the value of local bodies termed agricultural associations as means of spreading agricultural improvements, and the lines on which they can best be organised has been before the Board of Agriculture on several previous occasions and the experience which has been obtained in most of the Indian provinces has been summarised in reports issued following the meetings of the Board in 1909 and 1910.

2. The results of endeavours to organise such local bodies have been extremely various. In the Central Provinces on the one hand, they have become, and tend to become even more, the main link between the Agricultural Department and its investigator and the people. On the other hand, in

Madras they have been, as hitherto organised and carried on, of a very questionable value, and it is even recommended that, in their present form, they may well be wound up. In other provinces very varying success has been attained. But it is impossible not to recognise that the local energy, the public spirit and the enthusiasm devoted to the associations in those provinces, even where they have been of least use, have been very great and might be valuable assets among the forces making for agricultural improvement.

3. The time seems now to have come when, from a collation of the experiences obtained, lines may be laid down with some certainty on which the best use of local energy may be made and by which the most successful organisations may be encouraged or created. The Committee have preferred trying to do this to merely again giving an account of experiences in different provinces.

4. It might be, and has indeed been asked, whether it is either necessary or advisable to encourage such local bodies as we are discussing. Cannot the Agricultural Department communicate directly with the cultivators? Is not such communication with, and giving help to, individuals of equal value with work done by and through an association? The Committee venture to express a decided opinion that while this *can* be done, while it is *possible* to deal direct with every cultivator in the districts, yet this is not generally the best or most economical way of proceeding. A local organised body is a far more efficient agent for the introduction of improvements than the few officers of the Agricultural Department working individually can ever be, for being a body of local men, it carries considerable local influence if composed of right people—the members can and do mutually encourage one another, while its educative value in combined work and co-operative effort is, if properly organised, greater than can be realised. Even if the same end can be gained, so far as the introduction of an improvement is concerned, without a local association, the Committee feel that, provided conditions are favourable, a better final result is attained if a local body, as such, takes a share in the matter, as this tends to increase the co-operative spirit of the people and hence the likelihood of permanent advance.

5. Success with such associations can, however, only be reached by following certain lines which can now be laid down with some approach to certainty. However organised, it is necessary that:—

- (i) Every local association should have a definite work to do and the members should feel responsibility for taking a share in it. It has not been at all unusual for an association to fail because the members have not been responsible for any work. Again the first question asked by a local body, however got together, is "what shall we do?" Unless the organisers of every single association—generally the Agricultural Department—have definite work which can be placed in the hands of the members, within their capacity, and yet capable of arousing their interest and keenness, it is extremely unwise to attempt any organisation whatever.
- (ii) A local association should be composed of men who are really interested—and practically interested—in agricultural improvement in the area in question. Associations have perhaps more often failed on account of the neglect of this matter than for any other reason. The members had but an academic interest in the subject, became members because of social or other reasons, and did not take the work seriously.
- (iii) The work of a local association should be regularly inspected, examined, criticised, and the association called together. The Committee wish to lay great stress on this matter, and desire to state that they consider that a considerable part of the increasing efficiency of the system in the Central Provinces has been due to the care which is taken in this matter. It undoubtedly involves on the part of the Agricultural Department (or a central body of some sort) a considerable expense for inspecting officers; but without this, it may be stated with certainty that the result will not be a success except

in rare cases. The Agricultural Department must, the Committee feel, aim at having a subordinate staff of high quality for this purpose.

- (ix) The members of a local association must, even apart from inspections, be made to feel that the Agricultural Department is interested in them and their work. It is wonderful how regular correspondence, prompt attention, and general evidence of interest and support encourages both the individuals and the associations of which they are members. If Agricultural Associations are to be a success, this must be arranged for at any cost.

6. With these principles accepted and in full operation there is every chance of success; without these the Committee feel that there is very little likelihood of local associations being or doing what they are capable of. The actual types of association may be very different,—and very different types of association have succeeded,—but success in every case involves a frank recognition of the principles laid down. And it is hence of the highest importance that associations should not be encouraged or organised unless these points can be arranged for. The committee feel that in time past there has been, in some cases, a tendency to encourage or form associations when there were no definite lines of work to take up when the men of whom they were composed were not men really interested, when no regular inspection could be arranged for, and when they were left for long months without any attention. It is not wonderful that such associations died or became moribund.

7. Passing on from general principles to successful applications, the Committee would note that success has been attained by following several lines. In the Central Provinces, where perhaps the most valuable work has been done, the associations are bodies composed of nominees, limited in number, of the district officers for each district. These, say for instance, to the number of thirty, are called together to a convenient centre, appoint a Secretary and are met by a senior officer of the Agricultural Department, usually the Deputy Director, who has a number of pieces of work suitable for their district ready to suggest to the members to take up. These are not experiments but consist in carrying out some demonstration—of new seed, better methods of cultivation and the like—in using their land as a seed farm, in distributing sulphate of copper for treating *juari* seed, in acting as agent for ploughs or in making arrangements for marketing and similar things. Each man with his duties allotted returns home; he is supplied at once with the material he needs, and, thereafter, is visited by an assistant once a month and by the Superintendent of the farm in that circle several times a year. Six months later all the members meet again; the Deputy Commissioner is in the chair; the Deputy Director is again present; the work done is discussed, causes of failure made out, accounts of success recorded, and a new lot of work arranged for, for the ensuing period. Once a year the members of all district associations in a tract are called and meet at a common centre, generally a farm of the Agricultural Department, when experiences can be discussed among a larger collection of cultivators, selected outsiders being invited. All the proceedings in these larger meetings as well as in the district associations, are in the vernacular.

8. Over and above the points already insisted on, the success in this case may be attributed to the careful selection and nomination of members by the local authorities, to the small numbers of members, who thus esteem membership an honour, and to the lines of work being drawn up and carefully arranged beforehand by the Agricultural Department.

9. The Committee do not wish to suggest that the method of organisation just described is the only one which will succeed or which is even the best under all conditions. It is possible, perhaps even probable, that this type of organisation is most suitable where the type of agriculture is backward, or at any rate where there are large numbers of fairly obvious improvements capable of giving large and immediate results. In other cases it may be more advisable to have other units than a district, sometimes even as small as a village. It may (and the method has been successful in parts of Bombay) be wise to have much more independent bodies than those of the Central Provinces. It may be

advisable to have a regular hierarchy of associations, from those representing a very small area to one representing a whole province, and so on for many other variations which can only be determined locally.

10. But, however organised, the principles which have been laid down are, in the opinion of the Committee, essential. They venture to hope that the time is now past when Agricultural Associations are created in every district in a province by executive order—heedless as to whether there is work for them or whether they can be instructed and encouraged. If there is work laid down for each association and its members to do, if they are composed really of the men to whom agriculture is a vital interest, if they can be regularly inspected and meetings held, and if the association and its members can be made to feel that the Agricultural Department or some central body is continually interesting itself in the work going on and ready to give assistance whenever required, then it is almost certain that, provided that the local circumstances are properly taken into account, a local body will be created of extreme value for the development of the industry.