

*Friday,
8th March, 1912*

ABSTRACT OF THE PROCEEDINGS

OF THE

Council of the Governor General of India,

LAWS AND REGULATIONS

Vol. L

April 1911 - March 1912

ABSTRACT OF PROCEEDING

OF

THE COUNCIL OF THE GOVERNOR GENERAL OF INDIA

ASSEMBLED FOR THE PURPOSE OF MAKING

LAWS AND REGULATIONS,

April 1911 - March 1912

VOL. L

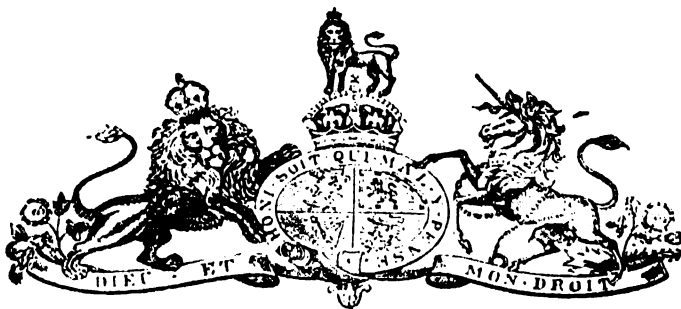


Published by Authority of the Governor General.



CALCUTTA :
OFFICE OF THE SUPERINTENDENT OF GOVERNMENT PRINTING, INDIA.

1912



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 (24 & 25 VICT., c. 87, 85 & 86 VICT., c. 14, AND 9 EDW. VII. c. 4).

The Council met at Government House, Calcutta, on Friday, the 8th
March 1912.

PRESENT :

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

and 51 Members, of whom 24 were Additional Members.

DISCUSSION OF THE FINANCIAL STATEMENT.

SECOND STAGE.

The Hon'ble Sir James Meston: "Sir, on behalf of the Hon'ble the
Finance Member, I beg to open the second stage of the discussion on the
Financial Statement, and to introduce the heads which are described in the
agenda, *viz.* :—

REVENUE.

- II.—Opium.
- XII.—Interest.
- XV.—Mint.
- XXII.—Receipts in aid of superannuation.
- XXIV.—Exchange.
- XXV.—Miscellaneous.

EXPENDITURE.

- 1.—Refunds.
- 4.—Opium.
- 6.—Stamps.
- 10.—Assessed Taxes.
- 14.—Interest on obligations other than the
Public Debt.
- 17.—Mint
- 28.—Civil Furlough and Absentee Allowances.
- 29.—Superannuation Allowances and Pensions.
- 31.—Exchange.
- 32.—Miscellaneous.
- 36.—Reduction or Avoidance of Debt.

"I think it was not the intention of the Hon'ble the Finance Member to
add in regard to these heads anything to what was said in his speech of Friday
last or in the explanatory memorandum."

SECOND STAGE.

[Sir Robert Carlyle.]

[8TH MARCH 1912.]

The Hon'ble Sir Robert Carlyle : " I rise, Sir, to introduce the following heads of the Financial Statement for 1912-13 :—

<i>Revenue.</i>	<i>Expenditure.</i>
I. Land Revenue.	8. Land Revenue.
VI. Provincial Rates.	9. Provincial Rates.
IX. Forest.	11. Forest.
XXI. Scientific and other Minor Departments.	26. Scientific and other minor Departments.
XXIX } Irrigation.	33. Famine Relief.
XXX. } Irrigation.	35. Protective Works : Irrigation.
XXXI. Civil Works.	42A Ditto.
	42 } Irrigation.
	43 }
	45. Civil Works.
	49. Capital Outlay on Irrigation.

" I have nothing to tell the Council regarding Revenue or Expenditure under the heads of " Land Revenue," " Provincial Rates " and " Famine Relief " beyond what appears in the Financial Statement.

" I may possibly have some remarks to make as regards Forest Revenue and Expenditure in dealing with the Hon'ble Mr. Mudholkar's Resolution *re* the Inspector-General of Forests, but otherwise there is nothing in the Forest Budget calling for remarks under the head of either Revenue or Expenditure. I mentioned last year that very promising experiments had been made in connection with the preparation of wood pulp for the manufacture of paper. These experiments have been continued this year in connection with the preparation of bamboo pulp. An experiment on a large scale is in consequence of our enquiries about to be made by a private firm, and, if successful, it should greatly improve the position of the paper mills in this country, and also within a few years should very considerably increase our revenues. Enquiries have also been made by the Forest Department in other directions as regards materials for the manufacture of paper, and very promising experiments, but so far in the laboratory only, have been made regarding various kinds of grass which grow in large quantities in India. At present tea boxes are imported to the value of something like 87 lakhs of rupees. Enquiries have been made by the Forest Economist into the matter, which, I hope, will result in the Forest Department being able to provide suitable timber for the manufacture of tea boxes in this country. There have also been considerable improvements in the manufacture of turpentine which will, I hope, ultimately lead to a large development of this source of income.

" Under the head of ' Scientific and other Minor Departments,' I will deal very briefly with —

- (1) Survey of India ;
- (15) Agriculture ; and
- (18) Veterinary Department.

" Under the head ' Survey of India ' it was explained in the Statement submitted on March 1st that the gradual increase in the Survey Departments of India contemplated by the recent reorganisation had been checked. Under that reorganisation scheme, the ultimate expenditure would have risen to 32 lakhs of rupees a year. It is now proposed not to let the increase go above 29½ lakhs of rupees. The Surveyor General was this year instructed that the ultimate budget was to be kept within 29½ lakhs and his actual budget is below 29 lakhs. If the changes now contemplated in the scales of Survey are effected, the cost of the Topographical Survey of the whole of India will be reduced by one crore. This saving in expenditure will be effected by the reduction of the length of time during which it will continue. Under the head of ' Agriculture ' the grant to the Inspector-General of Agriculture for agricultural experiments will be reduced from 20 to 10 thousands rupees ; and there will be a saving of about Rs. 20,000 mainly due to amalgamation of the establishments of

STAGE ; FORESTS.

[8TH MARCH 1912.]

[Sir Robert Carlyle ; Mr. Mudholkar].

the Inspector-General of Agriculture with that of the Director of the Pusa Research Institute. There is also a permanent saving of about Rs. 15,000 in salaries owing to the appointments of Inspector-General of Agriculture and Director being amalgamated. On the other hand, expenditure under the Imperial head has been increased by the provision of Rs. 6,000 made in connection with the appointment of an expert in sugar machinery and by a grant of Rs. 10,000 for fruit growing in Baluchistan.

"Under the head of the 'Civil Veterinary Department' there will be a saving of about 20,000 rupees next year by the abolition of the Inspector-General and his office. The saving should ultimately reach Rs. 40,000, but their full effect will not appear till the following year as part of the pay of the Inspector-General's establishment falls within the official year 1912-13. Some expenditure will also have to be incurred for compensation to clerks and others who cannot be provided for in other Departments.

"I may note that some reduction has also been made in the cost of the Revenue and Public Works Secretariats by bringing down only Camp Offices to Calcutta, but this falls under the head of 'General Administration.'

"So far as Irrigation is concerned this is the first year in which we have budgetted for an expenditure on productive works of over 2 crores. This is less than the revised budget of 1911-12, but in the two last years the budget provision has been exceeded, and I hope this may prove to be the case in 1912-13 also.

"The total expenditure on new works, both productive and protective, during the current year is shown in the revised budget as 296½ lakhs against an estimate for next year of 287½ lakhs. The total expenditure on all classes of works contemplated by the Irrigation Commission was 44 crores in 20 years or 2.20 lakhs a year. Three years ago as my predecessor in office pointed out the expenditure had not reached the amount contemplated by the Commission. It is now about 70 lakhs in excess of that amount. The expenditure on protective works is still below the amount which the Commission recommended. Last year the expenditure on works of this class was only 54 lakhs. This year it is estimated at 58 lakhs against budget provision of 78 lakhs. This very regrettable lapse is due mainly to scarcity of labour owing to plague and other causes in the Central Provinces, Bombay, United Provinces and Bengal. Next year we are providing 75 lakhs and in the following years expenditure should for some time to come not fall short of 100 lakhs, the present limit of our permissible annual expenditure on protective works.

"In regard to Civil Works we are attempting next year to work down to a reduced grant of Rs. 78.80 (excluding 1 lakh for Archæological works) against a grant for the current year of Rs. 87.16 lakhs and an average expenditure for the previous five years of 81.55 lakhs. So far as original works are concerned, the Public Works Department is practically in the position of an agent for other Departments, and as the Post Office, Telegraphs and Customs are as a rule unable to develop their operations without calling for the construction of new buildings, we are very much in their hands. So far as repairs are concerned, it is obvious that the charges under this head must increase *pari passu* with the increase of a number of civil buildings, roads, etc. The estimated charge in 1912-13 is 18 lakhs."

FORESTS.

The Hon'ble Mr. Mudholkar moved the following Resolution :—

'That this Council recommends to the Governor General in Council that the Budget Estimates be reduced by the pay of the Inspector-General of Forests and of the establishment of his office.'

He said : "Sir, last year at this time I was in hopes that there would be no necessity for a non-official member of this Council to bring forward such a

Resolution or the other one I shall have to move presently. For years the non-official members of this Council and Indian publicists, alarmed by the continuous growth of expenditure, had been pressing upon Government the urgency of arresting this growth and of effecting economies. The reduction of public expenditure was the burden of many a speech delivered in this Chamber in 1910. Towards the end of January 1911 a Resolution was moved by the Hon ble Mr. Gokhale suggesting the appointment of a Committee, consisting of officials and non-officials, to enquire into the causes which had led to the great increase in public expenditure, both civil and military, that has taken place during recent years, so that means may be devised for the greater enforcement of economy, where necessary and practicable. He was supported by a number of non-official members. In the speech which you, Sir, as Member for Finance, made, you said :—

‘What we require is to keep economy constantly in sight, to guard zealously against the unnecessary spending of a single rupee; and to place a curb upon all tendencies to increase public expenditure which is proposed with a view merely to theoretical efficiency or administrative symmetry.’

“While deprecating any putting back of the hands of the clock or precipitancy, you agreed with what Mr. Gokhale had said about the need for caution in the future, and for such ordering of our public expenditure, as would enable us without haste or embarrassment to deal with the new situation as it arises. You opposed the appointment of a Commission on the ground that it was clearly the duty of the Executive Government to set its house in order, and said that the Government of India recognized the importance of doing so and advised the Council to await the result of the unassisted efforts of the Government of India before pressing for an inquisition.

“This assurance and advice were accepted by Mr. Gokhale and his coadjutors, and the Resolution was withdrawn. Two months later His Excellency the President, in referring to this assurance, observed :

‘Economy is ever present to my mind; and I cordially endorse the undertaking that has been given by my Government to examine the whole question of our departmental expenditure, both civil and military, with a view to restraining its growth, as well as to actual reductions wherever practicable. Retrenchment is not always an agreeable task, and it is difficult to reconcile with some of our ideals of administration. But in the present circumstances of India, public economy is the clearest of necessities; and I am confident that its fruits will justify the sacrifice that it may entail.’

“Sir, one year has gone and we now know what economies have been effected. It would be ungracious, it would be eminently unfair, not to acknowledge with thankfulness that the Government have done a great deal to carry out their promise. Our thanks are especially due to His Excellency the Commander-in-Chief for the economies carried out in that most difficult department which is under his special charge. But while admitting with gratefulness all that has been done, we cannot leave out of consideration the fact that much still remains to be done. There is still that great question of the throwing more widely open the doors of the higher branches of the public services to the people of this country, a measure which is demanded as much on grounds of justice as of economy. There also remain certain spheres in which the shears of retrenchment have not been applied as thoroughly as they should have been. I have taken the case of the Forest Department, because it appears to me to be a typical one in which the undertaking given by Government last year could and should have been enforced. Indeed it was said sometime ago that the Government contemplated making the reduction which I am proposing. It has not, however, been effected, and I deem it my duty to press it upon the Government. It involves a question of principle which cannot be overlooked, if the assurances given last year are to be kept in view. The post of Inspector-General of Forests was created in 1864. At that time it was undoubtedly required. The wasteful working of forests which was carried on prior to that period demanded that there should be at the head of the Forest Department a man who would bring to bear on its work a grasp of principles and practical knowledge of what has been done in other countries to protect forests, to control and direct their proper exploitation, and to organize renewals. At that time there was an almost utter absence of qualified men in India. There was not even a properly organized machinery working on any settled principles. Things now stand differently. There is now a highly organized

[8TH MARCH 1912.]

[Mr. Mudholkar.]

department consisting of highly trained and qualified hierarchy of Conservators, Deputy Conservators, Assistant Conservators, Extra Assistant Conservators, Rangers, and so on. The upper branch is recruited in England, and consists of men who have received scientific training and practical instruction in India. Dehra Dun has been yearly turning out men of a similar type. So well are the officers of the Department provided with technical education and fortified with the varied experience that service in India supplies, that they are in demand to conduct the management of forests in other parts of the world or to report on the best system for their organization. In Cape Colony, in Uganda, in the Soudan, in Nigeria, in Siam, forest officers supplied by the Indian Government are now applying the lessons learnt in the jungles of India; in the Straits Settlements, in Mauritius, Cyprus, Ceylon, the West Indies and elsewhere, advice has been given or organization effected by the same agency. The forests of the Indian Empire have also been visited and the methods applied in them professionally studied by officials from France, Germany, Japan and other countries. This is the testimony of a publication of the Government of India, the Imperial Gazetteer.

"The second thing to note is that we have from 1865 brought into existence a complete set of laws, rules, orders, instructions which are as thorough as any existing in the world. The whole thing has been systematised, so that working is rendered very easy.

"Thirdly, the work though of a highly special character, is done by the Provincial and Circle authorities; settlement, demarcation, surveys, are all done by the men on the spot under the direction and orders of the Provincial and local authorities in conformity with rules and instructions. Working plans have been prepared in the Provinces. Roads and bridges and buildings are all determined there. Protection from fire, from cattle, against injury from natural causes is all done there. Sylviculture and exploitation have to be conducted by men conversant with the localities. One sees little room here for an Imperial official with the Government of India.

"Fourthly, as Forest Revenue has been made wholly provincial, the Local Governments being fully interested, there is no ground for doubting for a moment that they would not allow any revenue to be unnecessarily lost or any waste to be incurred in expenditure.

"Fifthly, the net revenue is not so large as to require the special intervention of the Government of India. The revenue is estimated at 297 lakhs, while the expenditure is 178 lakhs. The net revenue is thus only 119 lakhs which is now wholly provincial.

"Sixthly, we find that many other similar posts have been abolished, for instance, the Inspector-Generalship of Excise and Salt. Now in the Excise the Government of India get one-fourth of the revenue. Salt is entirely an Imperial head. And yet it is not considered necessary to have an Inspector-General. Then the Inspector-Generalship of Agriculture has been abolished. Now the activities of the Agricultural Department are very well known. We have these works carried on in every province by a large staff of officers which is of a very important and useful character, and it is not considered necessary to have an Imperial officer for that purpose. We have, as our main source of revenue, the land revenue, and that is collected without the interposition of an Inspector-General of Land Revenue. Then there is the Customs, which yields over 9½ crores, and there is no Imperial officer required for that. It is an entirely Imperial head, and still no such arrangement is considered necessary. It is said that the Inspector-General is necessary to co-ordinate work. Well, we have got all that was required in the shape of laws, rules and regulations and instructions; and the actual work, as I have said just now, is done by the Conservators and the officers under them. There is that annual publication the Review of the working of the Forest Department which is issued by the Inspector-General of Forests. The whole work therein reviewed has been done by these local officers. There is thus hardly any real necessity for an Inspector-General. To say that the saving would be of a very insignificant character is to miss the whole point. As you pointed out, Sir, if there was one rupee to be saved, that rupee ought to be saved. Well here 95 thousand rupees at least have to be saved. It is an important item. On these grounds, Sir, I commend this Resolution to the Council."

[*Sir Robert Carlyle ; Mr. Madge ; Mr. Mudholkar.*] [8TH MARCH 1912.]

The Hon'ble Sir Robert Carlyle : "Sir, I have not very much to say on this Resolution as it is impossible, as the Council well knows, for the Government of India to take any part in the discussion. It is a matter of common knowledge, it was mentioned in the House of Commons, that the Government of India recommended the abolition of the post and that the Secretary of State did not accept the proposal. The matter is still under discussion, and Local Governments are being consulted. It is impossible for the Government of India to come to any final conclusion till their reports have been received, and when the Government of India have come to a conclusion, if it is still their desire to abolish the post, the matter must again be referred to the Secretary of State. I must compliment the Hon'ble Mover on the great knowledge he has shown in forest matters. Whatever view he may take of the question of abolishing or retaining the Inspector-General of Forests, if all the Members of Council would take the same interest in forest matters as he does, I am quite certain that no Local Government would find any difficulty in getting the consent of the Government of India to any expenditure which may be necessary to develop this very important source of revenue.

"I will only correct one or two slight mistakes which the Hon'ble Member has made. He said the Inspector-General of Forests was quite unnecessary, because all that he did was done by the local officers. That is not quite correct. He mentioned the case of working plans. Well, it is not correct to say that working plans are done entirely by local officers. In the case of Madras and Bombay, that is the case, and it is also the case in provinces where there is a Chief Conservator; but in other provinces, the working plans have got to go to the Inspector-General for examination, and are then returned to the Local Government with his recommendations which may in some cases involve considerable alterations in the plans. Then, again, the Hon'ble Member spoke of the abolition of the post of Inspector-General of Agriculture. That also is not quite correct. It has only been abolished as a separate appointment, and has now been amalgamated with the post of Director of the Agricultural Research Institute at Pusa.

"I must oppose the Resolution, because the Government of India is not in a position to deal with the matter. We must wait until we get the views of the Local Governments before dealing with the matter."

The Hon'ble Mr. Madge : "Sir, I did not intend to make any remarks on this Resolution. The Hon'ble Member in charge has just supplied us with several interesting statements showing that the resources of the country are to be developed by special inquiries which are to be made by specialists. It surely cannot be said that the post of the Inspector-General of Forests ought to be dropped out just as the special inquiries are about to be made. I had hoped to hear from the Home Member that the reduction that has taken place has taken place in Departments that are not headed by specialists in the usual sense of the word. The Inspector-General here is a specialist in this matter, and is of great importance in the Department where special training is needed. I understand that Directors and Inspectors-General of the Departments headed by specialists were to be retained, and I believe that the Departments in which the Inspector-General's posts have been abolished are departments in which ordinary general administrative experience is needed and not special training."

The Hon'ble Mr. Mudholkar : "In view, Sir, of what has fallen from the Hon'ble Sir Robert Carlyle, I do not wish to say much in my reply to what he has said. The matter is, we are told, under consideration, and there is discussion going on on the one hand between the Government of India and the Secretary of State, and on the other between the Government of India and the Local Governments. In these circumstances, I can quite understand why the Government would not like to commit themselves to any particular pronouncement on an occasion like this. It is a matter of considerable importance to the whole country that what is now urged is also a thing which is having the consideration of the Government. It is thus not only the view of the non-official members in this Council, or of persons who, it is

[8TH MARCH 1912.]

[Mr. Mudholkar.]

often said, cannot know all the inner workings of the Department, that the case of the Inspector-General of Forests is one in which saving might be effected. That was also the view of the Government of India. If the Secretary of State holds a different opinion, we have to remember that that is not the view of the Government of India which being more in touch with facts ought to carry greater weight. That was one of the reasons, Sir, why I brought forward this Resolution, namely, to show that the people in the country who take any interest in these matters are in agreement with the views of the Government of India, that they regard the expenditure under consideration as one in which saving can be effected.

"Now in regard to what my friend the Hon'ble Mr. Madge has said, I have again to point out that the forest revenue is now made provincial, and that the actual work is carried on by provincial officers. There is, therefore, no necessity for this fifth wheel in the coach. This is how it appears to me; and though I am not pressing for a division in view of the circumstances and the facts explained by the Hon'ble Sir Robert Carlyle, I do not agree with my friend, the Hon'ble Mr. Madge. I do not press for a division on this Resolution."

Accordingly the Resolution was withdrawn with the permission of the President.

[At this stage the Vice-President left the Chair which was then taken by the Hon'ble Sir Harcourt Butler being the Member appointed by the Governor General to preside in his stead.]

IRRIGATION.

The Hon'ble Mr. Mudholkar: "I wish to move, Sir, the second Resolution which stands in my name. It runs thus:—

'that this Council recommends to the Governor General in Council that the grant to Protective Works—Irrigation—be increased by fifty lakhs of rupees.'

"Sir, it is not many months since the whole country was trembling with fear at the imminence of a dire famine. The Government and the people were in deep anxiety as to what was coming on. We were threatened with a drought and a failure of crops equal in extent and magnitude to the dreadful visitations of 1876-1878 and 1899-1900. By the mercy of God, we have escaped this calamity. There are parts like Guzrat and Kathiawar which are severely struck and sorely distressed. But the greater part of India has escaped. And even Guzrat and Kathiawar have the consolation of knowing that in their hour of distress the attention of the Government and of the country is directed towards them, and there is on every side genuine sympathy and desire to help. It is natural that at a time like this, members of this Council and all who take interest in public matters should look about and see what progress is made in carrying out the measures which have been laid down authoritatively as necessary for insuring this country against the dire effects of famine. It was with great regret I heard that portion of the speech of the Hon'ble Member for Finance in which he referred to the lapse of over 20 lakhs of rupees in Protective Irrigation Works. The great importance and value of Irrigation in India, the great part which it plays in protecting tracts which are exposed to periodical visitations of famine is admitted on all hands. The Famine Commission of 1879 pointed out the great importance of carrying out protective irrigation works; and it was on the recommendation made by them that the Famine Insurance Fund was created. The subsequent famines of 1897 and 1899 necessitated the appointment of two Commissions—the Commissions of 1898 and 1900--and these Commissions also pointed out the great urgency for action in the matter. They noticed the exceedingly unsatisfactory results in regard to protective irrigation which were apparent till then. Sir, during that period,

the period from 1886 till 1902-03, you find that the amount devoted to protective irrigation is at times as low as 2 lakhs in the whole year. The Irrigation Commission which was appointed in 1901 and which completed its work in 1903 made large recommendations. It practically suggested that the amount of the Famine Insurance Grant which is not taken up in actual famine relief should be applied towards protective irrigation. Since then larger grants have been made to protective irrigation, and we find that sometimes 50 lakhs, sometimes 60 lakhs, and sometimes even more have been allotted to the work. In 1910, the matter was brought before the Council by my Hon'ble friend Mr. Dadabhoy, and in the reply which was given by Sir Lionel Jacob and Sir John Miller. This is what was said in regard to it:—

'On the subject of financing protective works, our system has been to spend on such work just so much of one-half of the Famine Insurance Grant as is not covered by famine relief and by protective railways. The progress of our protective works has not been hampered in the past, and as the fund required has not been large and the financial position on recent occasions of famine has not been so unfavourable as to necessitate a reduction of expenditure on works in progress, the conditions have now so far changed that the demands can no longer be met from the 75 lakhs per annum available for Famine Insurance Grant, and it was to meet the situation that they decided to incur an expenditure of a hundred lakhs under certain conditions.'

" Sir John Miller said:—

'I was most willing to answer to that appeal—(the appeal of the Hon'ble Mr. Subba Rao and the Hon'ble Mr. Dadabhoy)—for spending more on protective irrigation.'

" Sir, last year a grant was made, and we find that the whole amount that was allotted has not been expended. I shall not refer to any individual work. It is possible I might be told that I am referring to a work, neglected in the Provinces from which I come. That however is not the matter to be considered. We have got here this fact that a large amount which is more than 26 per cent. of the entire grant has not been used and has lapsed. Now, Sir, we are told that this was due to want of labour. Sir, this is an argument which I find difficult to understand. I do not question the fact, but I find it difficult to understand why there should be lack of labour in regard to Protective Works alone. We have Productive works, and in regard to Productive works, not only has the entire budgetted grant of 190 lakhs been fully utilised, but we find that 48 lakhs more have been spent. Out of these, I believe about 12 to 18 lakhs have been spent on certain things got from England. But the other and the larger portion was spent all in India on matters on which labour was required. If the Productive Irrigation Works could command labour, I find it difficult to understand why labour was not available for these Protective Works. Then take also the case of the Civil Works. In regard to the Civil Works, the percentage of lapses is exceedingly small as compared to what has taken place in the Protective Works. And there is one further thing, Sir, which I would mention. Ten thousand of our most efficient and capable labourers are sent away from this country to work in foreign lands. Their recruiting is helped in a manner by Government, at any rate it is encouraged, and when there is paucity of labour in India, I ask is it fair that we should allow some of our most capable workers to leave the land. If Government feel it necessary, feel it desirable that because we ought to help the other parts of the Empire, they should give encouragement to the recruiting of labour in India, is it not also their duty through their executive officers to obtain supplies for the Public Works Department whenever that Department finds it difficult to obtain labourers? The importance, Sir, of this question cannot be gainsaid. I go so far as to say that if the wages offered on the Protective Works are not sufficiently high, it is even advisable to pay a higher rate of wages and to exceed the cost even by 10 per cent. or even 15 per cent., rather than allow the money which has been allotted to lapse for paucity of labour.

" We have lost over 21 lakhs in the current year. In the past, the average expenditure during the last 30 years was about 20 lakhs annually. The average expenditure for 1903-04 to the end of 1911-12 was about 48 lakhs annually. It is, however, no use regretting the past. We must

[8TH MARCH 1912.]

[Mr. Mudholkar : Sir James Meston.]

set ourselves to rectify the mistakes which have been committed before. The Secretary of State has sanctioned an expenditure of 100 lakhs if the state of the finances allow. We have now a condition of finance showing surplus. I, therefore, propose that, in addition to the grant of 75 lakhs including the grant for minor irrigational works which is budgetted for the next year, we should have an additional grant of 50 lakhs. I base my recommendation upon this ground: 25 lakhs should be added to the 75 to bring up the amount to 100 lakhs as sanctioned by the Secretary of State: then we shall have lost a little over 21 lakhs on account of the lapses of the last year: I propose that these 21 lakhs which are about to lapse should be restored, and adding 4 lakhs, in view of past short grants, the amount of 50 lakhs should be added to the 75 lakhs provided in the draft budget."

The Hon'ble Sir James Meston: "Sir, the Council must have been impressed by the transparent zeal and enthusiasm with which the Hon'ble Member has pressed the claims of protective irrigation in the Resolution which he has just moved. However much we may appreciate the Hon'ble Member's intentions, I am afraid that the precise proposal in which he clothes them is wholly premature. A few days ago, the Hon'ble Mr. Dadabhoj asked us what is the psychological moment for moving the reduction of taxation. I cannot answer the question. If, however, he or Mr. Mudholkar asks us what is the psychological moment for obtaining more money, I think I can answer him. Provided always that the money is available, the psychological moment to ask for it is when you have spent all the money that you have and want more. That moment has not arrived in the case of protective irrigation, and consequently I have had to describe the motion as premature.

"Let us see exactly how the finances of protective irrigation stand. The fillip which has recently been given to that exceedingly important class of public works dates from the Irrigation Commission's Report of 1903. In that Report the Commission, whose authority has our complete and unqualified respect, recommended a twenty years' programme of irrigation, costing a very large sum indeed—some 44 crores. The programme has, I believe, been accepted as desirable and feasible; the Productive part of it is well under way, and steps have been taken, I think successfully taken, to provide the necessary funds for the Protective part. How marked the progress has been in this latter direction may be seen from the following figures. In 1904, the year when the Commission reported, our total expenditure on Protective Irrigation Works was 22 lakhs. It rose steadily, until four years later it was nearly trebled and came to 63 lakhs. After that, however, difficulty was experienced in working up to the annual provision of funds. In the last five years, I find that the average budget allotment was 70 lakhs, and the average expenditure was only 60 lakhs, that is to say, there was an average lapse of 10 lakhs a year, or $\frac{1}{2}$ crore in this period of five years. In the current year, as the Hon'ble Sir Robert Carlyle has pointed out, the total grant was as high as 78 lakhs, whereas the expenditure is not expected to be more than 58 lakhs. For next year our provision is 75 lakhs, and the Hon'ble Mover now proposes to raise this to the imposing figure of 125 lakhs. In view of the actual spending capacity of the Department, as shown by its recent operations, it is perfectly obvious that the provision of this amount would only mean an enormous lapse at the end of the year if we accept the Hon'ble Member's suggestion. In the last five years 60 lakhs were spent against 70, in the current year, we are expected to spend 58 against 78 lakhs, but what are we going to spend against 125 lakhs?"

"It is not of course for me to discuss the reason for the inability of the provinces to spend the amounts which have been placed at their disposal. I am sure that there is no disinclination in any quarter to push on with these excellent works; and I may safely leave the Hon'ble Member in charge of the Public Works Department to deal tenderly with the Hon'ble gentleman's scepticism as to the capacity of his Department to carry out their sanctioned programmes.

[*Sir James Meston ; Mr. Dadabhoj.*] [8TH MARCH 1912.]

“However all that may be, all that we can say in this Department is that there is no backwardness in finding money if the engineers can spend it. Up to two years ago we were restricted in our protective finance by the somewhat narrow limits of the Famine Insurance Grant. The money which we could allot for protective works was only as much as was left over in the Famine grant, after the payment of all expenditure on famine relief, and subject to a maximum of 75 lakhs, from which also had to be deducted any small expenditure on protective railways. We have now obtained the Secretary of State's approval to enlarging this field, and to opening a supplementary head for protective expenditure outside the Famine grant. In years where there is no direct charge for Famine Relief, and when we have no serious anxiety about our surplus, we shall be in a position to allot approximately up to a crore of rupees for protective irrigation. When the actual expenditure approaches that figure, it will then be time to consider whether we can profitably make a further advance; but until that time comes, I am afraid that the Hon'ble Member's suggestion, as I have already said, is premature, and must inevitably be opposed by the Government of India.”

The Hon'ble Mr. Dadabhoj: “Sir, the principle involved in the Resolution would doubtlessly appeal to all in that it recommends larger expenditure on Protective Irrigation Works. But I fear I am not able to give my support to it. Some time ago, I moved Government repeatedly for larger allotments under this head. Sir John Miller fully sympathised with my object, and I must acknowledge that Government has, after careful consideration, raised the annual allotment to 100 lakhs of rupees. The Secretary of State finally sanctioned a total expenditure up to that amount on Protective Irrigation Works. In the Budget estimate of the current year, as Sir James Meston has just pointed out, 78 lakhs of rupees were set apart for Protective Irrigation Works. For next year, it is slightly more, the usual allotment of 75 lakhs of rupees out of the Famine Relief and Insurance being proposed to be supplemented by an additional grant of 6½ lakhs of rupees. The allotment of 78 lakhs could not be spent in full owing to scarcity of labour and other causes. In the current year, we shall spend about 58 lakhs of rupees, leaving an unspent balance of 20 lakhs of rupees. I do not know if there is any ground for the hope that the labour market will be easier next year or that we shall be able to spend more than what the Hon'ble the Finance Minister proposes to allot for the construction of Protective Irrigation Works. There are at present 23 projects of this kind which are either under construction, awaiting sanction or being examined by the professional advisers of the Government. It is not definitely known how many of these can absorb the proposed larger allotment. If there were definite grounds for the belief that a larger grant would be productive of any practical good, I would have myself moved a Resolution for an extra allotment. But as it is, such grounds are absent. Mr. Mudholkar has pointed out that if labour can be found for productive works, why it should not be available for protective work. The labour question is becoming a serious problem in this country. I am supposed to be an ‘irrigation enthusiast’, but I want to have materials upon which to found a practical scheme of larger financial support. I shall be glad if the whole grant that is proposed to be set apart for the construction of Protective Irrigation Works be fully used up during the year. I would have been glad if the Hon'ble Mover had adduced facts to justify the conclusion that, having regard to the peculiar circumstances now prevailing, the grant of a crore and a quarter of rupees could be profitably used on construction work.

“The proper utilisation of grants is a point to be considered before they are made, and in this matter of original works, the existence of complete schemes alone will induce Government to set apart more money for construction. Any recommendation for extra liberality can be effectively made only on proof that projects ready to be executed cannot be taken in hand unless more money is forthcoming. That proof is absent. In the Central Provinces, the Tendula Canal Scheme is being financed by Government in a way which hardly leaves room for complaint. In fact the complaint is the other way. The whole amount given has not been spent this year. I do not know of

[8TH MARCH 1912.] [Mr. Dadabhoj; Sir Robert Carlyle; Mr. Gokhale]

other provinces, but from the explanatory memorandum I gather that in Behar and the United Provinces work has been slow this year on the Tribeni Canal in the one province, and the Dhasan Canal and Gauges Dam in the other, and that, not for any want of funds, but from dearth of labour and other causes. This account of the year's progress does not encourage the hope that more money, if allotted, will be usefully spent. Though I readily acknowledge that Mr. Mudholkar has done a service by keeping this subject prominently before the Council, in the circumstances I have stated above, I am unable to support my friend's Resolution."

The Hon'ble Sir Robert Carlyle: "In spite of the best efforts of our Irrigation Officers we have not been able hitherto to spend in any year on Protective Irrigation Works a larger sum than Rs. 65 lakhs. As the Hon'ble Sir James Meston has pointed out, the average annual grant during the past five years has been 73 lakhs against which the average expenditure has been barely 60 lakhs.

"When discussing the Financial Statement for 1909-10, the Hon'ble Mr. Miller explained why some years must elapse before the expenditure on Protective Works would exceed 75 lakhs, the limit of expenditure at that time. To the explanations then given, I would add that whereas Protective Schemes are situated for the most part in flat alluvial country, those of a protective nature are generally to be found in more rugged and hilly tracts, which naturally present much greater difficulties in the preparation and execution of an irrigation project.

"The very fact that a large portion of the grant has lapsed in the Central Provinces shows the great difficulties that have to be overcome. I do not believe there is in India a greater enthusiast in the matter of irrigation than my Colleague, Sir Reginald Craddock, who was assisted in the administration by a very capable and zealous Chief Engineer.

"At present the more important protective works which we have in hand are the Tendula in the Central Provinces, the Godavari and Pravara in Bombay, the Gangao Dam in the United Provinces, the Tribeni in Bengal, and the Mopad in Madras. For these and other lesser important works, we propose to provide 75 lakhs for 1912-13. This is as much as we can reasonably hope to spend.

"We hope, however, in the very near future to be in a position to spend the full sum of 100 lakhs on protective works. We have now submitted an estimate, amounting to more than 2½ crores, for the Nira Right Bank Canal in the Bombay Presidency, for the sanction of the Secretary of State. The expenditure on this project should be at the rate of about 25 lakhs a year. We hope also that several other less important works now under consideration will soon be sanctioned. We shall then be in a position to spend 100 lakhs a year on works of the protective class.

"While sympathising most deeply with the motives that have led the Hon'ble Member to move his Resolution, I must emphasise the fact that we could not spend the money he asks for. I would ask the Council to accept my assurance that, while Government must oppose the Resolution, they fully appreciate the importance of the matter, and so long as I fill my present post, I will not relax in my efforts to develop irrigation, whether protective or productive."

The Hon'ble Mr. Gokhale: "Sir, I rise simply to congratulate the Hon'ble Mr. Dadabhoj on his conversion to the official view of things in this matter. The conversion is comparatively recent, because, Sir, I remember a debate which took place in this Council four years ago, in which my Hon'ble friend made precisely the same complaint about the policy of the Government that the Hon'ble Mr. Mudholkar has made to-day. Mr. Dadabhoj was then handled somewhat roughly by the Hon'ble Sir John Miller, as those who were present on the occasion may remember. This is what Mr. Dadabhoj said at the time:—

'When the Government is moved for an additional grant, sufficient to cover the accumulated arrears, the prayer is refused on the score of impracticability. 'The money could not be spent!' That may be a satisfactory reason from the official point of view, but is singularly unconvincing in view of the extra lavish expenditure, sanctioned for the Army and Public Works of at least doubtful utility and urgency.'

• [Sir Guy Fleetwood Wilson ; Mr. Mudholkar.] [8TH MARCH 1912.]

The Hon'ble Sir Guy Fleetwood Wilson : " Sir, I have little to add to the interesting discussion that has taken place. I am in full sympathy with the object which the Hon'ble Mover of this Resolution has in view. Our large protective Irrigation works are of the highest value in defending from the ravages of famine the areas which they serve, in saving the harvests, in preventing suffering and death, and in advancing the general well being of the country. For such an object, it would be far from my desire to withhold funds whenever they can be profitably expended. The only reason why I cannot accept the Resolution is that it points to what is at present an unattainable ideal. The day may come when we shall be able to spend 1½ crores—the figure which the Hon'ble Mr. Mudholkar's Resolution implies—on protective works every year. But that day has not come yet; and up to the present there have been difficulties in spending the allotments which we have provided. It is not for me to apportion blame for whatever failure there may have been in this respect. If the Department concerned is consulted, I have little doubt that they will be able to give the Hon'ble Mr. Mudholkar excellent reasons for the slow rate of progress of which he complains. All that I am concerned with is the provision of money; and it would obviously be useless to budget for an amount which, as all our past experience indicates, could not possibly be used during the year. I fear that I cannot accept the Resolution. No good result could accrue if I did."

The Hon'ble Mr. Mudholkar : " Sir, I must be grateful to the Hon'ble Member in charge of the Public Works Department, to the Hon'ble Member in the Finance Department and to the Hon'ble the Secretary in the Finance Department for the sympathy they have expressed with the object of my Resolution. So far as the Resolution however itself is concerned, it is rather sympathy of a Platonic type. However, it is good so far as it goes, on account of the authority from which it comes. It is admitted by the Members of the Finance Department that the ideal which I have put before them is one which commends itself to them. They do not accept it just now, because it is an unattainable ideal, and the ideal is unattainable because they say the grant that was made only last year was not fully utilised. Now, Sir, I am sure that the grant of 78 lakhs made last year would not have been included in the Budget by the Finance Department unless it was pressed upon them by the Hon'ble the Member in charge of the Public Works Department. And the Hon'ble Member in charge of the Public Works Department, in his turn, would not have asked for the inclusion of the grant in the Budget unless those who were to carry out the works when the required money was forthcoming had not assured him that the grant would be utilised. This is what appears to me to be the crux of the whole question. Why was the grant of 78 lakhs made if the people who were to carry out the thing were not prepared for it? The only reason that has been advanced so far is the scarcity of labour. To meet that excuse I put the question: Has any other kind of work at all been delayed? Has it been at all put off? Has it suffered on account of scarcity of labour to the extent that protective irrigation has suffered? To that no answer at all is coming forward. My friend, the Hon'ble Sir G. F. Wilson, said that my ideal was an unattainable ideal. But I am sure the ideal laid down by the Secretary of State would not certainly be called unattainable, the ideal which was laid down by the Secretary of State on the recommendation of the Government of India, on the strong pressure of the Government of India. They recognised that one hundred lakhs of rupees a year is a thing which Government may well provide whenever the state of the finances allows. Now what more do I ask? I only ask that the 21 lakhs which should have been spent in the current year, and were not spent, should be made available; and that to that should be added the 25 lakhs which the Secretary of State contemplated should be added, to the 75 lakhs which was considered till then the maximum. Now to ask that the work which should have been done in the current year should in the coming year be done by the agency of extra labour, to ask that the ideal which the Secretary of State has laid down should be kept in view, is that, Sir, to be called an unattainable ideal? I do not think that my suggestion deserves that description. If in a matter in regard to which the

[8TH MARCH 1912.] [Mr. Mudholkar ; Mr. Dadabhoj.]

persons who are responsible for making provision and the persons who are to be benefited agree in laying down a certain amount, and the full provision is not utilised, the fault certainly does not lie with the person who makes the suggestion or the provision, but with those who did not carry out what it was their clear duty to carry out.

"Now in the speech which my Hon'ble friend Mr. Dadabhoj has made he has, as has been pointed out by the Hon'ble Mr. Gokhale, taken up a position which is not easily reconcilable to that which he took up in the Council in the years 1909 and 1910."

The Hon'ble Mr. Dadabhoj : "Sir, I am afraid I am absolutely misunderstood by the Hon'ble Member. No doubt my sympathies are entirely, as I pointed out, with the principle of the Resolution. I should not be misunderstood. I have opposed the Resolution, because I am satisfied that the Government in all its liberality has made an adequate grant for Protective Works, but when we are not in a position to spend the full amount of the allocated grant, it is useless to ask for an increment. I am entirely in sympathy with the principle of the Resolution, but when the amount cannot be utilized, it is no use crying for more money."

The Hon'ble Mr. Mudholkar : "In regard to what has fallen from my Hon'ble friend Mr. Dadabhoj, I would only remind him of what he said in 1910. He said that there was no force in this plea of scarcity of labour, and I am now asserting the same. Probably his views have undergone a change, but I am sorry to say that I am an unrepentant sinner in this matter. What I have again to point out in regard to Mr. Dadabhoj's observations is the weakness of the reasons. He says that the plans are not ready. First of all that is not what the Government have said. Secondly, why was an allotment of 75 lakhs made if the plans were not ready?"

The Hon'ble Mr. Dadabhoj : "I did not say anything about plans not being ready. I should not be misinterpreted. My Hon'ble friend is perfectly justified to comment on my speech, but he should not ascribe to me words which I have never uttered in this Council."

The Hon'ble Mr. Mudholkar : "Sir, I must take my friend's correction of himself. In my observations I have taken into account what he said in the past and what I have taken down when he was making his remarks; possibly I may have misunderstood him.

"But to resume the discussion. We are told that the Government of India have done all that they could do; and this though it is not shown why the grant for the last year was allowed to lapse. We are still in the dark as to the reasons for not working up to the standard laid down by the Secretary of State, and there is no real explanation coming forward. Now one of the reasons why I put down that the grant for this year should have been raised by one hundred lakhs irrespective of the lapse of last year was this. There are a number of projects which it is high time are taken up. In regard to the Nera Project, I am glad to see from what the Hon'ble Sir Robert Carlyle has said that the matter has gone up to the Secretary of State for sanction. This is one of the projects which appeared to me as deserving of being taken up. Now if there is a project which would require 25 lakhs a year, and if that project has been submitted to the Secretary of State, my proposal that we should work up to a hundred lakhs without reference to the lapses of last year's is not certainly unattainable. What is stated by the Hon'ble Member shows that it is a thing which is quite within the bounds of attainment. My difficulty, as I said all along, has been this. Why labour could not be brought from other parts for protective works in the manner in which it has been brought for other works which have not been allowed to suffer on account of lapses; and so long as there is no satisfactory answer given to this question, there will be the uncomfortable feeling of failure of duty on the part of the department. Sir, I must confess I am unable to understand why protective works are not worked up to the standard to which my Hon'ble friend has referred.

"Another difficulty which was pointed out in regard to working up to the plans was the rugged nature of the country. That again does not at all

[*Mr. Mudholkar; Sir Robert Carlyle; Sir Harcourt Butler.*] [8TH MARCH 1912.]

meet my objection. I am sorry I am obliged to repeat the thing over and over again. I have said that 21 lakhs which have lapsed were provided for because there were projects ready, projects which were believed to be capable of being carried out during the year.—”

The Hon'ble Sir Robert Carlyle : “ May I explain, Sir? I did not mean that. When I referred to the difficulty of preparing schemes in difficult country, I only mentioned it to explain the difficulty of spending large sums quickly. I was not referring to the lapses this year.”

The Hon'ble Mr. Mudholkar : “ In regard to what Sir Robert Carlyle has said, Sir, I want to say that I have explained that the 125 lakhs asked by me are only for this year. I have said that every year we should work up to the standard laid down by the Secretary of State, namely, 100 lakhs, and with the Neera project in view, we can certainly work up to the standard of 100 lakhs. The 21 lakhs which lapsed last year, I say should not be permanently lost to the country. I therefore again urge my Resolution for the consideration of the Council.”

The Resolution was put and rejected.

EDUCATION.

[*At this stage, the Hon'ble SIR GUY FLEETWOOD WILSON resumed the Chair.*]

The Hon'ble Sir Harcourt Butler : “ Sir the additional grants for education in 1912-13 will amount, as was stated by the Hon'ble Mr. Gokhale, to 125 lakhs, of which 60 lakhs will be recurring.

“ I have already in reply to the Hon'ble Mr. Gokhale stated the distribution of the 50 lakhs recurring grant announced at the Coronation Durbar.

“ The remaining 10 lakhs of the recurring grant will be distributed as follows :—

- (a) 8 lakhs to Universities, *viz.*,
 - to Calcutta and Madras Universities, each 65 thousand ;
 - to Bombay and Allahabad Universities, each 45 thousand ;
 - to Lahore University, 85 thousand ;
 - to the future Dacca University, 45 thousand.
- (b) 6 lakhs to aided English Secondary schools, mainly for improving the staff, *viz.*,
 - to Madras, 80 thousand ;
 - to Bombay, 60 thousand ;
 - to Bengal, $\frac{1}{2}$ lakhs ;
 - to the United Provinces, the Punjab and Behar, each 60 thousand ;
 - to Burma, 40 thousand ;
 - to the Central Provinces and Berar, 35 thousand ;
 - to Assam, 80 thousand ;
 - to the North-West Frontier Province, 25 thousand.

(c) 1 lakh will be held in reserve for the present.

“ The 65 lakhs non-recurring will be distributed as follows :—

- (i) 16 lakhs for Universities, *viz.*,
 - to Calcutta and Madras Universities, each 4 lakhs ;
 - to Allahabad and Bombay Universities, each 3 lakhs ;
 - to the Punjab University, 2 lakhs.
- (ii) 4 lakhs for special institutions, *viz.*,
 - the proposed Islamia School and College at Peshawar and the Victoria Technical Institute, Bombay, each 2 lakhs.
- (iii) 10 lakhs for hostels in Calcutta.
- (iv) 10 lakhs for the completion of a residential scheme in Dacca and for the future University.

[8TH MARCH 1912.]

[Sir Harcourt Butler.]

- (v) 25 lakhs for hostels other than those in Calcutta and Dacca, *viz.*,
 to Madras, $4\frac{1}{2}$ lakhs ;
 to Bombay, 3 lakhs ;
 to Bengal Presidency outside Calcutta, 4 lakhs ;
 to the United Provinces, $3\frac{1}{2}$ lakhs ;
 to the Punjab, $2\frac{1}{2}$ lakhs ;
 to Burma, $1\frac{1}{2}$ lakhs ;
 to Behar, 3 lakhs ;
 to the Central Provinces and Berar, $1\frac{1}{2}$ lakhs ;
 to Assam, 1 lakh.

Half a lakh will be held in reserve for the present.

"The grants, both recurring and non-recurring, for Universities and the grant for the Calcutta and Dacca schemes of hostels and the Islamia School and College at Peshawar are subject to the submission and approval of schemes, and the grant to the Victoria Technical Institute, Bombay, is subject to the approval of a scheme by the local Government.

"Inclusive of the non-recurring grant made a year ago, the additional grants made or to be made for education during the years 1911-13 amount to 215 lakhs, of which 60 lakhs are recurring.

"Statistics showing educational progress have already appeared in the *Gazette of India*. I now lay on the table a brief descriptive summary.*

"The special grants for sanitation amount to 60 lakhs, of which 50 lakhs are for distribution to provincial Governments, and 10 lakhs for Research and Prevention work.

"Grants to local Governments will be distributed as follows :—

	R
Madras	8,00,000
Bombay	6,50,000
Bengal	7,25,000
Behar	4,62,000
Assam	1,46,000
United Provinces	8,00,000
Punjab	6,17,000
Burma	4,00,000
Central Provinces	4,00,000

"This allotment is based mainly on a consideration of the proportionate urban population together with the special needs of the new provinces and the necessity for special help to backward areas. In addition to this grant of 50 lakhs, 2 lakhs and 77 thousand are allotted to the minor provinces, namely,—

- 1,50,000 to Ajmer-Merwara,
 75 000 to North-West Frontier Province,
 50,000 to Bangalore,
 and 2,000 to Coorg.

"Of the 10 lakhs grant for Research 4 lakhs will be expended on refitting and extending laboratories as follows :—

- (a) Parel Laboratory, Bombay—2 lakhs for the extension of research work and for starting teaching classes.
 (b) Grant towards a Bacteriological Institute in Burma in connection with the proposed Pasteur Institute at Maymyo—2 lakhs.

"Six lakhs will be granted to the Indian Research Fund. Of this Rs50,000 will be expended on the purchase of houses and land in connection with the extension of the Central Research Institute at Kasauli and Rs50,000 will be given as a grant to Fraser Town, Bangalore, for further extension of rat-proof buildings as an experimental measure against plague. The remaining five lakhs are for experimental work and measures against malaria and yellow fever. A governing body has been constituted in connection with this fund presided over by the Hon'ble Member for Education, and a scientific advisory board has been elected by the Governing Body, which advises on all matters requiring scientific investigation. The following steps have been taken to carry out the objects of the fund, the nucleus of which was 5 lakhs granted in 1910-1911.

* *Vide* Appendix No. 1.

[*Sir Harcourt Butler ; Sir C. P. Lukis.*] [8TH MARCH 1912.]

"Major James, an officer of the Indian Medical Service, has been deputed to inquire into the causes of yellow fever in the endemic area in view of the danger to which the East will be exposed on the opening of the Panama Canal.

"Captain Mackie has been deputed to investigate kala azar, and a third officer is to take up the question of the investigation of cholera on new lines. With the additional grant of five lakhs which has now been made matured schemes against malaria will be carried out and an anti-mosquito survey made in the chief ports in India in order to carry out measures necessary to prevent the importation of yellow fever.

"The Central Research Institute at Kasauli has been reorganised at an additional recurring cost of close on ten thousand rupees a year and separate Bureaus constituted. The additional grant of 50,000 rupees mentioned above will be devoted to the purchase of land and buildings necessary for rounding off the estate and providing for further expansion. The institution has developed greatly under the able administration and guidance of Sir David Semple and its permanence and future prosperity are now assured.

"A scheme for the reorganisation and improvement of the sanitary services has been submitted to the Secretary of State and a grant of 2½ lakhs has been sanctioned towards its introduction when approved.

"A grant of 25 lakhs has been given for water works and drainage works in the city of Madras. One hundred and forty-five lakhs in all are required to complete the extensive schemes now in progress and the lump grant given will be a substantial contribution towards the balance required.

"During the last two years the Imperial grants for sanitation exclusive of 75 lakhs for city improvement in Bombay and Madras have aggregated 116½ lakhs.

"The first of the All-India Sanitary Conferences was held at Bombay in November 1911, and was attended by 29 delegates from the different provinces including a representative from the Ceylon Government. It is proposed that these conferences should be annual. The report of the first conference will, it is hoped, shortly be published.

"Surgeon-General Sir Pardey Lukis will lay a Memorandum on the table* and explain to Council the nature of the research work which is being carried on.

Museums.

"This Department is responsible for the Zoological and Anthropological section, and the Archæological section of the Central Museums. For some years past the finances of these sections in the Indian Museum, Calcutta, have been on an unsatisfactory basis. In addition to special non-recurring grants made during the year, a recurring grant of R17,100 per annum has been made to the Zoological section, and a grant of R4,000 to the Archæological section. As a result the future financial outlook of the Museum should now be satisfactory."

SANITATION.

The Hon'ble Surgeon General Sir C. P. Lukis: "Sir, I lay upon the table the Memorandum* alluded to by the Hon'ble Member in charge of the Department of Education and in connection therewith I shall with your permission make certain remarks with special reference to medical research in this country.

"Sir Harcourt Butler in his presidential address at the meeting of the first All Indian Sanitary Conference at Bombay aptly remarked that the basis of all sanitary achievement in India must be a knowledge of the people and the conditions under which they live. This remark, it must be remembered, applies not only to their habits and their customs, but also to their surroundings. In European countries the situation may be summed up by saying that the three essentials are pure food, pure air and pure water, but in the Tropics, as Sir Patrick Manson has pointed out, a large proportion of the so-called tropical diseases are conveyed from one person to another by

[8TH MARCH 1912.]

[Sir C. P. Lukis.]

means of various biting insects. For this reason out here we cannot be satisfied merely with the ordinary sanitary measures which deal with drainage, conservancy and water supply: it is absolutely necessary that we should carry out investigations into the life histories of the various insects with a view to ascertaining which of them are actual carriers of disease and to devising means for protecting human beings from their attacks.

"This work is now being quietly and steadily carried out both in our various Research Institutes and in the field under the auspices of the Plague Commission and the Indian Research Fund, and in view of its importance, I propose to-day, with your permission, to place before the Council as briefly as possible a statement of what we have done in the past and what we hope to accomplish in the future.

"The five diseases with which I shall deal, all of which we know to be conveyed from man to man by biting insects, are (1) Malaria, (2) Yellow fever, (3) Plague, (4) Sleeping Sickness and (5) Kala Azar.

"*Malaria*, as Sir Ronald Ross has shown, is conveyed from man to man by certain species of the common dapple-winged mosquito or *Anopheles*, and there can be no disputing the truth of the axiom that if there were no mosquitos there could be no malaria. But it is obvious that any attempt to completely exterminate the mosquitos in this huge country is pre-doomed to failure, and therefore it was considered advisable before recommending to Government expensive schemes of doubtful utility to make careful researches with a view to ascertaining what are the dangerous species of mosquitos from the point of view of malaria, what are their habits and where are their breeding places. Thanks to the labours of research workers all over the country we are now in possession of a mass of valuable information which leads us to believe that whereas wholesale destruction of mosquitos without any definite plan of campaign would be mere waste of time and money so far as malaria is concerned, on the other hand systematic anti-mosquito measures in carefully selected localities are likely to be crowned with success. Take for instance the case of Bombay, the researches of Liston, McKendrick and Bentley have shown that the malaria prevalent in that city does not arise from the swamps which surround it, but that the infection is carried by a certain species of mosquito of extremely domestic habits which lives and breeds in the wells that abound in the courtyards of private houses. Recently too Major Christophers has shown that the malaria in the Andamans is largely due to a species of mosquito which breeds in the brackish pools on the seashore and that the mosquitos inhabiting the rice fields and the surrounding jungle are perfectly harmless. I need hardly point out to the Council how much this has simplified the problem before us.

"Whilst these and other investigations have been in progress Major Christophers has been training at Amritsar a body of skilled workers who have been taught how to distinguish the various species of mosquito, how to find out their haunts and how to dissect them in order to detect the presence of malarial parasites. At the same time we have been carrying out careful malarial surveys of certain selected towns, so that we are now fully prepared to start a definite anti-mosquito campaign with reasonable prospects of success. On the other hand if we had commenced our proceedings by an indiscriminate slaughter of possibly innocent mosquitos, we should have wasted large sums of money and probably have brought anti-mosquito measures into undeserved disrepute.

"*Yellow Fever* again is a disease which is conveyed from man to man by another species of mosquito—the *Stegomyia*—which is the common striped or tiger mosquito with which Hon'ble Members are all familiar. The Council has heard that Major James has been sent to Panama to devise measures for keeping the disease out of the country, but it is also necessary that we should take measures for stamping it out if ever it obtains a foothold. With this object we propose making a careful *Stegomyia* survey in all the principal ports with a view to ascertain the breeding places of these mosquitos and if possible to destroy them before the disease reaches the country. If we can only free our ports of these insects, there is no fear that any cases accidentally introduced will act as centres of infection or that the disease will spread.

"We now come to *Plague*. When I pointed out to the Council two years ago that, so far as bubonic plague is concerned, the infection is conveyed by the rat-flea and that prevention in this case is very largely a question of domestic hygiene as distinguished from general sanitation, I was taken to task by certain sections of the Press, but, Sir, accumulated experience and recent observations all tend to show that so far as bubonic plague is concerned, conveyance by the rat-flea must now be regarded as an accepted fact and not merely as a theory. The Council is aware that there are many localities, especially in Madras, Eastern Bengal and Assam and the United Provinces, which hitherto have not been attacked by Plague. During the past year careful enquiries have been made by officers of the Plague Commission into the causes of this local immunity, and it has been clearly proved that wherever this immunity is found, one of two conditions exists—either the climatic conditions are unfavourable to the multiplication of fleas, or else the habits of the people conduce to scarcity of rats in the houses. Surely, Sir, this is strong confirmation, if any confirmation were needed, of the truth of the rat-flea theory. I must also mention two other important observations by officers of the Plague Commission. When Plague invades a town or village, it is usually conveyed either by fleas carried in the clothes or bedding of persons coming from an infected area, or else the fleas are brought in with bags of grain which have been in contact with infected rats. Captain Cunningham's experiments at Parel have shown that fleas in clothes or bedding can be destroyed without any expensive process of disinfection—all that is necessary is to expose the articles to the action of bright sunlight for several hours. This process is obviously unsuitable for bags of grain, but experiments are now in progress at Parel which will, I hope, solve the problem of how to kill the fleas without damaging the contents of the bags.

"*Sleeping Sickness*. This disease is spread in Africa by the Tsetse fly, and up to the present it has not extended to India. Indeed many persons hold that it can never do so, seeing that Tsetse flies do not exist in this country. Recent events however in Rhodesia lead one to think that the Tsetse fly may not be the only carrier. Moreover, in these days of rapid communication, there is no certainty that it may not ultimately reach our shores and once it reaches then there is no reason why it should not spread and multiply even more rapidly than rabbits have multiplied in Australia. For this reason the study of medical entomology is included in the programme of work to be done under the auspices of the Indian Research Fund, and the biting flies of India will receive special attention.

"The last disease I wish to mention is *Kala Azar*, or, as it is sometimes called, Dum Dum Fever. This is a chronic and usually fatal disease, associated with great enlargement of the spleen, which was formerly supposed to be malarial in its origin. In 1904, however, it was shown by Leishman and Donovan to be due to a parasite which is totally different in its nature from that which causes malarial fever, and there is strong evidence that the anopheles mosquito is not the carrier in this case.

"There are several points in connection with this parasite which require further investigation, and these are now being taken up by the officers working under the Research Fund. In India there are two varieties of this parasite—one of them causes the fatal disease known as Kala Azar, whilst the other gives rise merely to a local sore, which is known by various names in different parts of the country, such as Delhi boil, Sindh sore, etc., and there are reasons for believing that the two parasites are mutually antagonistic. This is a point on which we seek to obtain accurate and scientific evidence, for, if the antagonism is proven, then it may be possible to protect patients against Kala Azar by inoculating them with the milder disease, just as we vaccinate people to protect them from the ravages of small pox.

"The next question is what insect acts as carrier in this disease. Captain Patton, as the result of his observations in Cambay and Madras, holds that the common bed bug is the carrier both of Oriental sore and of Kala Azar, and he has advanced strong evidence in favour of his view. Other observers however incre-

[8TH MARCH 1912.] [Sir C. P. Lukis ; Babu Bhupendranath Basu ; the President ; Mr. Mudholkar.]

minate the house fly, the tiger-mosquito and sand flies so that further observations are clearly necessary. These observations have been rendered even more necessary by the recent discovery that there is a third variety of the parasite occurring on the shores of the Mediterranean and affecting chiefly children, giving rise to what is known as infantile Kala Azar. This disease has been shown to exist also in dogs, and it appears probable that it may be conveyed from dogs to human beings by means of the dog-flea.

“So far it has been found impossible to infect dogs in India with the Indian variety of the parasite nor has it been proved to occur in them naturally. It is obvious however that a more extensive examination of dogs in Kala Azar districts in India is clearly indicated, and this examination will now be undertaken.

“Time will not allow of my saying more on this important subject, but I think, Sir, that I have said enough to show that money allotted for medical research in India is money well spent and also that the officers serving under me are making steady progress towards the elucidation of the difficult problems with which they are confronted.”

EDUCATION.

The Hon'ble Babu Bhupendranath Basu : “Sir, I intended to move a Resolution calling the attention of the Council to the hard conditions under which the Indian officers labour in connection with the Indian Education Department, but I find that I am confronted by a difficulty which it is not easy to get over without crippling my Resolution to a considerable degree. I can only deal with the conditions which prevail in Coorg, in the Central Provinces and Berar, and I might, I believe, only approach the question of my friend the Hon'ble Mr. Sharp whom I am afraid to touch. Under these circumstances, I withdraw my motion and shall bring it forward by way of a Resolution at a future meeting.”

The President : “The Resolution is, with my permission, withdrawn.”

ARCHÆOLOGY.

The Hon'ble Mr. Mudholkar moved the following Resolution :—

‘That this Council recommends to the Governor General in Council that the Budget Estimates be reduced by the pay of the Director-General of Archæology and the establishment of his office.’

He said :—“In the remarks, Sir, which I made in moving my Resolution on the reduction which could be effected in the Forest Department, I mentioned the reasons why that Resolution and this Resolution are brought before the Council. It is to give fuller effect to the undertaking given by Government last year : it is for the purpose of carrying out the principles, then laid down, that these matters are brought before the Council. We know that in this matter Government have taken action, and they have done what they could. The matter is still between them and the Secretary of State. The Secretary of State, so far as I can understand, seems inclined to take a view different from that of Government ; but as we believe, as I for one believe, that Government are doing the right thing in this matter as in the matter of the Inspector-General of Forests, I think it is best that expression should be given to this view. The Department is one which is a very small one, and we do not see the necessity of a Director-General of Archæology. Nobody denies the necessity of preserving monuments ; nobody can feel more proud of them than I and those who hold the views I do, do ; but we do think that this work can be left to be done by the different provinces. As a matter of fact it is done by the persons who are actually working in the provinces, and it is not necessary to have a Director-General for it.”

[*Maharajadhiraja Bahadur of Burdwan*; [8TH MARCH 1912.]
Sir Harcourt Butler.]

The Hon'ble Maharajadhiraja Bahadur of Burdwan: "Sir, I oppose this Resolution on the ground that, although the pay of the Director-General of Archæology as well as the cost of the establishment of his office cannot be very large, it has done good work in the past, and now that the seat of the Government of India will be at Delhi, it is all the more necessary that Government should realise and understand the necessity of having a central controlling authority over the ancient monuments of India. I fully admit that Provincial Governments, since the time this post was brought into existence under Lord Curzon's regime, have done a great deal of good work regarding the preservation of ancient monuments, but I think that in this matter central supervision is essential, as I have known instances even after the appointment of this Director-General where it had been necessary to prompt different Local Governments to maintain properly these ancient priceless monuments of India. For these reasons, Sir, I think that we should have this Director-General and his establishment in existence, and therefore I oppose this motion of Mr. Mudholkar."

The Hon'ble Sir Harcourt Butler: "Sir, the Hon'ble Member will hardly expect me to accept on behalf of the Government of India a proposal which in some form—a very different form, it is true—has recently been rejected by the Secretary of State, and I must accordingly oppose this Resolution. But I think I owe it to him and to this Council to make a statement as to the policy of the Government of India in respect of archæology, especially since grave misunderstanding has arisen in certain quarters on important matters of fact. From statements which have appeared in the Press both in England and in India it would appear that the Government of India contemplated a reversion to conditions existing before the appointment of a Director General of Archæology, that we wished to divest ourselves of our interest in archæology and curtail our expenditure thereon, that the expert archæologists now in the department would be disbanded or reduced in number, that the publications of the department would be discontinued or cut down, and that the ancient monuments and archæological work generally in India would be made over to non-expert hands. For none of these assumptions has there been any foundation whatsoever in fact.

"The Government of India are deeply interested in the work of archæology, and they have abundant evidence that their desire to preserve the grand archæological treasures of India, to excavate and conduct research into the ancient history and monumental archæology of India, has the whole-hearted support of all who are interested in India, who are proud of its past. We recognise the great work to which Lord Curzon gave such well-directed stimulus, and we are resolutely determined, within the means at our disposal, to carry it forward. While realising that much has been done we were also convinced that much remained to be done. We were particularly impressed with the importance of training Indians on the most modern lines for all branches of archæological work, and we thought that sufficient had not yet been done in that direction. Given equal opportunities we believe that in time Indians who live in India will be able to rise to the front rank in archæological work. We have in India in the Archæological Department and outside it not a few really eminent European scholars and specialists in monumental archæology who are more than capable, under suitable conditions and opportunities, of training Indian scholars in archæological work and in Orientalia generally. We also felt the need of some institution of first-class rank in India to advise us with the highest authority, and we regarded it as wrong that scholars in India should set their face towards the west in dealing with Indian antiquities. We accordingly summoned a Conference at Simla last July, a remarkable gathering of scholars, European and Indian, such as has not been assembled, I am told, in India, for more than a century. The principal proposal placed before that Conference, a proposal which has elicited much well-informed enthusiasm, was the creation of an Oriental Research Institute with a chair of Archæology. The proceedings of the Conference have been published and have attracted some attention. The Conference pointed out several desirable lines of advance and possible

[8TH MARCH 1912.]

[*Sir Harcourt Butler.*]

improvement in archæology and the study of Orientalia generally. We considered those proposals, and we came to the conclusion that a Central Research Institute could control archæology generally more efficiently than a single officer who can only specialise in one or two branches of a wide-ranging subject. Our proposals were not ready at the time; they are only now ripe for submission to the Secretary of State, but we adumbrated them in a despatch suggesting the abolition of the post of Director-General of Archæology and the immediate creation of a new Professorship of Archæology in its place. Pending the creation of the new Institute, we advised that the Professor should be attached to the Indian Museum, Calcutta. As Hon'ble Members are aware this proposal was not accepted by the Secretary of State, New proposals are about to be forwarded to the Secretary of State which will, we trust, meet with the approval of all who are interested in Indian Archæology. I cannot say more than this, but I hope I have said enough to convince Hon'ble Members that we are striving strenuously to develop Indian Archæology and to prepare to train up Indians to carry on this important work on a larger scale than hitherto.

"So far from suggesting curtailment of expenditure, we contemplated increase of expenditure, for obviously an Institute will involve increased expenditure. So far from contemplating reduction of establishment, we were considering a small increase of establishment. We never had the slightest intention of limiting the conservation work or fine research work done by our European scholars. So far from discontinuing archæological publications, we were considering, and considering favourably, proposals of the Conference for more convenient production of such publications and wider circulation to scholars in and out of India.

"As regards decentralisation, there appears to be considerable misunderstanding as to the degree of centralisation already existing. When the post of Director-General of Archæology was created it was expressly laid down that there was no intention of weakening the responsibility of Local Governments for the care of their ancient monuments, and that the object of the appointment was to give a stimulus to local effort by the provision of expert advice. The Archæological Superintendents are subordinate to Local Governments as regards work and discipline, and submit their reports to them. Local Governments have accomplished much for archæology within their resources. The expenditure during the past ten years under Imperial and Provincial heads has been :—

	Imperial.	Provincial.
	Rs.	Rs.
On works	5,68,900	23,13,356
Establishments	15,88,930	3,56,585
	<hr/>	<hr/>
Total	21,57,830	26,69,941
	<hr/>	<hr/>

"The conservation work of the Archæological Department is carried out by officers of the Public Works Department under Local Governments.

"I will say no more on this point. I have, I hope, convinced the Council that the Government of India are impressed with the importance of this subject, and that the charges levelled against the Government of India in this connection were absolutely groundless. May I add from my own experience that His Excellency Lord Hardinge is deeply interested in the antiquities and monuments of India.

"There is another and smaller matter which has attracted no little comment and misapprehension. I refer to the restoration of the caves of Elephanta at Bombay. Hon'ble Members know the character of the criticism which this necessary measure evoked. Vandalism of the worst kind was attributed to the local restorers. The Government of Bombay have already issued

[*Sir Harcourt Butler ; Mr. Muhammad Shafi ; [8TH MARCH 1912.]*
Mr. Mudholkar.]

a communiqué on the subject. Hon'ble Members will probably be glad to hear the opinion of Mr. Marshall, the Director-General of Archæology, who has lately returned to India and who inspected the work on the spot. He writes, under date the 10th February 1912, that the repairs were rendered necessary by the danger which threatened the roof of the great Temple, that they were carried out under the advice of the Archæological Department and that the work has been admirably executed, although the toning of the new masonry (the old masonry was not touched) and the restoration of the steps, two minor details, might have been differently carried out with advantage. 'Apart from these defects, which are not irremediable,' writes Mr. Marshall, 'I consider that the repairs at Elephanta reflect very great credit on the Public Works officer responsible for them.' I am authorized to say that His Excellency himself, when recently at Bombay, visited the caves and came to a similar conclusion.

"In the circumstances, I am not able to support the Resolution of my Hon'ble friend."

The Hon'ble Mr. Muhammad Shafi: "Sir, may I be permitted to express my humble satisfaction at the lucid and clear statement of policy which has been just made by the Hon'ble the Education Member on behalf of the Government of India. This statement, I feel sure, will not only clear up misapprehensions said to be existing in certain quarters with reference to that policy, but will also re-assure all true lovers of Indian art and architecture that the Government of India is taking, and will continue to take, every possible care to see that these monuments of Indian architecture are not only restored, but are maintained in proper condition. I am sure that the statement of policy which has been made to-day will give entire satisfaction in every quarter of Indian public opinion. I feel certain that the reasons given by the Hon'ble the Education Member will be appreciated by all the members present here, and that the majority of the members at least will unite in opposing the Resolution which has been brought forward by the Hon'ble Mr. Mudholkar."

The Hon'ble Mr. Mudholkar: "Sir, after the exposition just made of the policy of the Government in the matter, there is not much occasion left for me to reply so far as the Government are concerned. I for one was never under the misapprehension as others were, that Government were going to be guilty of any act of vandalism, or were even going to show indifference towards the work of the preservation of the ancient monuments of India, and that they and we are not alive to the duty of maintaining in proper order our ancient works. It is supposed by some people that, whenever it is suggested that a certain post should be abolished, the person who makes that suggestion must be an enemy of the Department whose activities the officer holding the post represents. Thus now when it is said that the Director-General of Archæology is not wanted, that the work which he does should be done in the Provinces by experts chosen by the Provincial Governments, by work carried under the supervision of the Provincial Governments, it is assumed that the person who makes the suggestion has no regard for the great achievements of his own ancestors. Well to that frame of mind, the Government has given a crushing reply. That frame of mind exists both in England and in India, and what the Hon'ble Sir Harcourt Butler said in defence of Government in the matter applies also to my Resolution, and I do not take the statement of Government. I do not at all wish to press this Resolution to a division. But, as in the matter of Forests, so also in the matter of Archæology, the matter is, as I said, one for action in the Provinces; and when you are going to have local autonomy and things of that kind, these are certainly matters which ought to be entrusted to the Provinces. After the expression of the views by the Hon'ble Sir Harcourt Butler, I do not wish to press my proposal to a division."

Accordingly the Resolution was withdrawn with the permission of the President.

[8TH MARCH 1912.]

[Mr. Clark.]

SALT, EXCISE, CUSTOMS, ETC.

The Hon'ble Mr. Clark: "Sir, I have to introduce the heads of Salt, Excise, Customs, the Post Office, Telegraphs, Stationery and Printing, and Railways. This last head, however, I would ask you to permit the Hon'ble the President of the Railway Board to introduce in my place.

"With regard to Salt, Excise, Customs and Stationery and Printing, I have nothing to add to what Hon'ble Members have no doubt already perused in the Memorandum explaining the details of the Estimates. I will, however, say a few words in regard to the Post Office and Telegraphs.

"The receipts and expenditure of the Post Office since 1908-09 are as follows:—

	Receipts.	Expenditure.
	£	£
1908-09	1,825,620	1,896,753
1909-10	1,927,229	1,927,582
1910-11	1,996,922	1,950,892
1911-12 (Revised Estimate)	2,122,400	2,037,300
1912-13 (Budget Estimate)	2,218,900	2,049,200

"For the year 1908-09 the expenditure of the Post Office exceeded its receipts by £71,133. In the next two years there was an increase of £171,302 in receipts accompanied by an increase of only £54,139 in expenditure, and there is every reason to believe that by the end of the present year there will be an addition of no less than £125,478 to the former figure while the addition to the latter will amount to only £86,498, about a half of which is due to the King's visit. During this year the expenditure of the Department will for the first time exceed £2,000,000. For the year 1912-13 we expect a further increase of £98,500 in receipts but an increase of only £11,900 in expenditure.

"A careful overhauling of the expenditure of the Department has taken place, and economies amounting in all to 1½ lakhs per annum have been effected. About a third was on account of the reduction of subsidiary mail services by railway and another third on account of the reduction of permanent road line establishments. The remainder was made up of small items.

"I turn now to the Telegraph Department. In the receipts for telegrams there is a considerable increase in the Revised Estimate due to the increase of traffic owing to the Coronation Durbar, the labour troubles in England, etc. In the Budget Estimate for 1912-13 the effect of these unusual factors has been eliminated and a normal increase of 4.00 lakhs has been allowed for.

"The special expenditure during 1911-1912 occasioned by the visit of Their Majesties was considerable and was not confined to Delhi. Special copper wires were erected between Bombay and Delhi, and Agra and Delhi, at a cost of 3.42 lakhs. In Delhi itself the expenditure was about 1.84 lakhs. The work comprised the erection of 346 miles of line (inside the Durbar area) 2,612 miles of wire of which 1,535 was in the Durbar area, and 2,104 miles of under-ground cable connections. Eighteen Telegraph Offices were opened in and around Delhi and 605 telephone connections. In addition special arrangements were made during His Majesty's visit to Nepal and Her Majesty's stay in Rajputana as well as in Calcutta. I think Council will realise that the Telegraph Department had very considerable expenditure put on them owing to the visit.

"Another special item of expenditure during the year 1911-1912 has been the cost of the inland wireless stations which amounts to 10.31 lakhs. Provision for 2.78 lakhs has been made in the Estimates for 1912-1913 under this head.

"There is one other matter which I ought to mention in connection with the two great Departments to whose activities I have just referred. The Government of India have for some time past, as is well known, had under their

[*Mr. Clark ; Sir T. R. Wynne.*] [8TH MARCH 1912.]

consideration the question of the possibility of amalgamating the Posts and Telegraph Departments. As a preliminary step, they propose in the first place to bring the administration of the two Departments together under one head; and they have decided that from April next when the Hon'ble Mr. Dempster goes on leave, the Hon'ble Sir C. Stewart-Wilson should hold the office of Director General of Telegraphs in addition to that of Director-General of the Post Office, and under the title of the Director-General of Posts and Telegraphs should carry on the administration of the Telegraph Department in addition to his own duties. This appointment is temporary, and the combination of the two offices under one head is a purely tentative measure. It is the intention of the Government of India that the Hon'ble Sir C. Stewart-Wilson should, after he has gained some experience of the Telegraph Department, report whether a complete fusion of the Postal and Telegraph services is feasible and advisable; and if so, that he should prepare a scheme for their gradual amalgamation. I need not say more upon this subject now, as it has been very fully dealt with in the Resolution issued by the Government of India in January last.

RAILWAYS.

The Hon'ble Sir T. R. Wynne : " Sir, in my remarks on the results of Railway working for the year 1910-11, I claimed that the figures then presented afforded ample justification for the policy, which had been adopted during the last five years, of spending large sums on open lines for works and rolling stock, so as to enlarge the capacity of the lines for carrying traffic.

" The figures for 1911-12 afford still further evidence of the soundness of this policy, the net result of the working of the lines owned by the State being a gain of £3,071,200 as against a gain of £2,038,193 for 1910-11. This large increase has been rendered possible solely by Railways being able to carry more traffic, as a result of the large sums of money which have been spent on their improvement. The figures speak for themselves and do not seem to me to require any lengthy explanation. I propose, therefore, to deal with the more interesting question of the present difficulties which Railways experience in meeting the demands of trade for Railway transport, the cause of these difficulties and the measures that are being taken to meet a possible continuation next year of this sudden increase of traffic.

" It is a popular pastime to abuse the Railway Board and to hold them responsible for every grievance against Railways, and under the rules of the game the Railway Board are now held responsible for all delays in the transport of goods and are called on to apply an immediate remedy.

" Only this morning I received a letter from a Local Government referring to the abnormal traffic with which the Railways in its Province had been dealing during the last two months, and to the congestion which was occurring in despatches to the ports. It then called on the Railway Board to adopt special measures, without delay, to relieve the congestion and to facilitate the movement of the export traffic to the Ports.

" Sir, there are no special measures which can be adopted immediately, to remove the present congestion and to expedite the movement of export traffic to the Ports, unless you stop all famine traffic and decline to allow the local booking of goods, both obviously impossible remedies to apply. If any immediate measures had been possible they would have been adopted. The only remedy is to increase the carrying capacity of the Railways and this requires time to construct the works necessary and build additional rolling stock. The obvious criticism on this statement is why has not Government provided for an increase in the carrying capacity of railways proportionately to the growth of trade?

" The answer to this question is that, when deciding on the amounts to be set aside to meet a growth of traffic, you can only go on past experience, recollecting that rolling stock and works cannot be manufactured and built in a day, and that arrangements have to be made months and, in some cases, years ahead.

[8TH MARCH 1912.]

[Sir T. R. Wynne.]

"In 1900, the gross receipts from Railways were 28 crores only. For the year 1911-12, they will be close on 50 crores—nearly double. Intermediately, however, there have been heavy variations.

In 1906-07, the figures were	40	crores
" 1907-08, „ „	42	„
" 1908-09, „ „	40	„

the following years being 43 to 46, and this year about 50 crores.

"Now for the six years, April 1907 to April 1913, a sum of 88 crores was allotted for Railway expenditure under the Programme, of this sum, 65½ crores were allotted to open lines and rolling stock, the amount earmarked for the latter being 30 crores, and the balance being for works such as doubling lines, strengthening bridges and permanent-way, so as to enable more and heavier trains to be run and generally to improve the carrying capacity of Railways.

"The provision of an average expenditure during the last six years of 6 crores per annum for works to facilitate traffic, and of 5 crores per annum for rolling stock to meet the growth of trade is, I hold, a very fair provision to make out of the funds available, and it must be recollected that considerable sums are also spent on Revenue account, both for works and rolling stock, with the same object.

"The difficulties now being experienced are due primarily to the unprecedented, and I think I may say unexpected, development of trade at the present time which has outstripped the capacity of the Railways and, incidentally, to other causes, and is only partly due to shortness of rolling stock.

"The reason why Railways are unable to carry the present abnormal traffic is because terminal facilities at Ports are inadequate, because single lines are now being taxed beyond their capacity, because a big fodder famine traffic has to be dealt with at the same time as a big export business, because Railways being short of coal owing to the unprecedented traffic which they now have to deal with are employing a large number of wagons on this traffic, because there has been a large rise in steamer freights for coal, thus diverting its carriage to Railways, and also to difficulties, I understand, about water for locomotives in the famine area where water is scarce.

"When congestion occurs all siding accommodation becomes fully occupied and trains have to be hung up *en route* and loaded wagons kept at stations, and the only course then to take is, to stop booking from up-country and so to restrict the amount which the Railway leading to the port will take from inland Railways for that destination.

"This is what is happening to-day. Loaded wagons are waiting at junctions, till the receiving Railway is able to take them, and inland Railways, like the Oudh and Rohilkhand Railway, are restricted to despatching 50 tons a day towards Bombay or, as happened last week, are absolutely debarred from despatching a single ton. This restriction on the Oudh and Rohilkhand Railway again reacts on the Bengal and North-Western Railway, and obliges that line to restrict its bookings.

"The practical result is to lock up wagons and to prevent their being used to the best advantage and, to meet such traffic as is now offering, improved facilities to increase the number of trains and their weight, are of as much importance as additional wagons.

"Now as to what is being done to provide for the possibility of this abnormal traffic continuing next year or, at any rate, during a good portion of it, I may say that in Bombay the Port Trust have been busy the last three or more years in reclaiming land and arranging for the construction of very large warehouses and depôts, which will give to the port the additional terminal facilities which it so much requires.

"Further, the Railway Board last year sanctioned the quadrupling of the Great Indian Peninsula line from Kalyan to Bombay, a very congested section, and the doubling of the line from Nagpur to Shegaon, and work is in progress. With these works completed, the Great Indian Peninsula will be in an immensely better position than it now is, to deal with abnormally heavy traffic like the present, and this again will enable the Oudh and Rohilkhand Railway and the Bengal and North-Western Railway to deal with their business, without being subject to the restricted booking from their lines that has to be enforced at present.

[*Sir T. R. Wynne; Mr. Mudholkar.*]

[8TH MARCH 1912.]

"The Port Trust in Calcutta no doubt are moving in the direction of increased terminal accommodation, to avoid the recurrence of the unfortunate stoppage of bookings to Howrah and the Docks which happened last year owing to the Dock godown being full of Java sugar, and the East Indian Railway are shortly putting forward proposals, costing some 35 lakhs, for the purpose of accelerating the handling of their coal traffic.

"Taking now the difficulties in the coal trade, I would explain that there are three exceptional factors at work, one being that Railways themselves are very short of coal, owing to the increased traffic they have to carry, the second being the rise in steamer freights which is causing more coal to be sent by Railways instead of by sea, and, thirdly, the increased demand by the public up-country for coal which seems to be growing rapidly.

"Railways must be kept working and have, therefore, the first claim on wagons for coal. It would be disastrous to the trade of the country if Railways not having collieries on their lines, had to cease working in order to enable the Bengal lines to provide wagons for general produce in full. This Railway coal traffic is absorbing more wagons than usual, and is the cause of a diminished supply for the public.

"The second and third factors create a shortage of wagons owing to the long distance to which coal is now carried by rail. It is obvious that such longer journeys lock up a loaded wagon for a great many days and reduce its carrying capacity in any fixed time, to a lesser tonnage than would be the case if it had been employed on the shorter run to Calcutta.

"While I hold, therefore, that the situation is exceptional and that no immediate remedy is possible, it would be wise to take some immediate steps in light of the experience of the present time, to provide for the present pressure of traffic continuing during next year.

"In next year's programme a sum of 950 lakhs has been allotted for open line works and rolling stock, of which a sum of 475 lakhs has been set aside for the latter. This will provide—

182 locomotives,

6,100 goods wagons,

besides coaching stock.

"The completion of works now in progress, to enable better use to be made of the existing rolling stock and the pushing on rapidly of further facilities for dealing with traffic, justify an increase in the amount of rolling stock to be ordered next year, and for which provision has been made in the programme.

"Arrangements are, therefore, in progress for the supply of 2,500 broad gauge wagons and 1,000 metre gauge wagons, in addition to the stock which I have referred to as being provided for in the programme.

"I feel confident that Railways are doing their best under very difficult conditions, the enormous growth in railway receipts each week being clear evidence of this. To confirm this, as soon as I can get away from Council, I propose to go to Bombay to consult with the Railways there. In addition both Members of the Railway Board have proceeded to the North-West with the same object.

"I think I have said enough to show that Government and the Railway Board have not been asleep, that they are fully alive to the present difficulties, that they have foreseen a great growth of Indian trade and have taken steps, within the financial limits imposed, to be ready for it, but that the unprecedentedly heavy trade of the present year and the other contingencies, which I have indicated, have exceeded all possible expectations."

The Hon'ble Mr. Mudholkar: "Sir, I beg to move the Resolution that this Council recommends to the Governor General in Council (1) that the grant for railways be increased by twenty lakhs of rupees for taking the main line of the Shegam-Nagpur section of the Great Indian Peninsula Railway through Amraoti, and (2) that out of the total amount allotted for railway construction, fifty lakhs of rupees be earmarked for being applied towards the construction of the Akola-Basim Railway during the year 1912-1913.

"Sir, I have listened with great interest to the explanation of the programme of Railway work in the coming year given by Sir T. Wynne, and I acknowledge all the efforts which are being made by the Railway Board for

[8TH MARCH 1912.]

[*Mr. Mudholkar.*]

facilitating Railway transport. Among the other things which he mentioned was the case of doubling the line between Shegam and Nagpur. In regard to that, there arises an important matter—a matter, which though one might say, it belongs to a particular locality has also got considerable importance both to the Province wherein the locality is situated and to the country generally. I refer, Sir, to the case of Amraoti.

“Amraoti is the head-quarters of Berar, which, though it has ceased since 1903 to be a separate Province, is among the most important and advanced territories under the administration of the Chief Commissioner of the Central Provinces. The resident population is not very large, being only about 41,000 for the town and Civil station, but the town possesses the largest cotton market of a tract which occupies the foremost place among the cotton producing areas of India. There are 18 cotton ginning and 15 cotton pressing factories and two oil extraction mills. The arrivals of cotton in the local market were last year 170,000 carts, weighing 132,000 bales of 400 lbs. each, and constituting about 1-19th of the cotton exports of the whole of India. Its general trade and commercial activity are of no small magnitude. One thousand passengers are daily booked outward, and the number of arrivals is about the same. The goods brought by railway come up in weight to about a million and a quarter maunds a year, while goods booked outward are slightly less. Seven trains have to be run daily each way between Amraoti and Badnera; and even this number does not meet all the wants of the public and afford them the convenience they desire. Between Bombay and Nagpur—a distance of 520 miles—the goods traffic of Amraoti has, during the last quarter of a century, always occupied either the first or the second place after Bombay. Its position as a town of great commercial activity and an important trade centre can be traced back several generations. It has always been a matter of wonder and regret to the people of the District that, when the railway was first constructed 47 years ago, the main line was not taken through this town. The mistake of leaving it out of direct railway communication was discovered soon after, and in 1870, a branch line was constructed by the State. That line, however, could serve only as a temporary makeshift, and in the interests of the general public, of commerce and industry and of the State, the time has now come for revising the action taken 50 years ago and rectifying the serious mistake then committed.

“The existing arrangements involve great loss of time extending over forty minutes to three hours, inconvenience and even positive trouble to the travelling public, as also, pecuniary burden. The goods traffic has also to bear imposts and disabilities productive of heavier charges on the one hand and delay in transport on the other. There is a special toll levied on goods on the Amraoti line over and above the ordinary freight. The amount of this impost comes in the aggregate in a year to Rs. 36,000. The Amraoti traffic has, during the first thirty years after the opening of the line, yielded a net profit of 8·82 per cent. on the capital outlay of 4·5 lacs when many of the other lines were a source of loss to the State. During the last ten years, the net profit has, it is estimated, been above 12 per cent. After giving 3½ per cent. of net profits, the line has repaid the original outlay two and a half times over. The town and its passenger and goods traffic have thus a just claim upon the kind consideration and generosity of Government.

“Judging by the extraordinary progress which has taken place at other stations in Berar, situated on the main line, the expansion of the trade of Amraoti and the development of its industries have been prejudicially affected by its not being on the main line. The proper development of the fertile and progressive portion of Berar to the West, North and North-East of this town loudly demands the execution of the Amraoti-Ellichpur and Amraoti-Morsi-Sonnair projects. A distributing centre and the largest market for the towns and villages of North-East Berar, the projected light railway to Ellichpur and the Amraoti-Sonnair line will radiate from it, and it will become a junction station within a short time. In a reply which the Hon'ble Sir T. Wynne gave to a question which I put in January 1911, he said that we had to bear in mind that the interests of Badnera would be affected by the proposals which were contained in my question.

“Now Sir, as regards Badnera, the passenger traffic of that place is 1/10th of that of Amraoti, and the goods traffic probably less than 1/10th. I submit that it would be unfair and highly prejudicial not only to an important town

like Amraoti, but to several other places of no mean agricultural, industrial and commercial position to permit the insignificant traffic of Badnera to come in the way of an alignment beneficial alike to a large section of the public and to the State. What local traffic there exists at Badnera can, it is submitted, be more than adequately met by maintaining the existing branch line and running a train each way daily. It is doubtful if even the expenses of one train can be met by this traffic. But it is not necessary for granting relief to Amraoti to do any injustice to Badnera, if it is thought that the removal of that place from the main line would be a real hardship. I have explained in the interviews which Sir T. Wynne and the Members of the Railway Board have been kind enough to grant me that this can be done, and the only result of doing justice to Amraoti while keeping Badnera on the main line would be an addition of a few miles to the length of the line, the length varying from 5 to 8 miles according as one place or another is adopted which after all is not a very serious thing.

"The question which remains is the cost of this construction. About the cost, estimates vary greatly, and it is a matter in which the President of the Railway Board is a far greater authority than I can pretend to be.

"Assuming the calculation which was made by the Railway Board that it would involve an increase in expenditure of something like 20 lakhs, I would say that the expenditure of 20 lakhs would be more than amply repaid soon. What we have got to see is that there is a town of very great capacity—a town which has already a great passenger traffic of two thousand passengers daily, and a goods traffic next in importance to that of Bombay the hardship of which has to be taken into consideration; and, even if, for the time being, there is no sufficient return, it is an expenditure worth incurring.

"Sir, in this matter, my town has made a representation to the Government of India, and I was given, as I have already said, the advantage of a discussion with the Members of the Railway Board. I then pointed out to them that the request of the town was supported by the Commissioner of Berar and by the Head of the Local Government who is now in this Council, and both are authorities who possess intimate local knowledge, and their opinion was certainly deserving of consideration and will be given the weight that it is entitled to. They would not have supported the request of Amraoti, if there was anything wrong in the statements of fact on which that request was based. When persons holding their authority support a prayer, I think, Sir, it is a matter which the Government should take into serious consideration.

"I was told, Sir, that the Railway Company objected to find 20 lakhs which they considered were required. Well, I must confess I do not see where the Railway Company comes in here at all. The Amraoti line was constructed out of Berar funds, and now that Berar is handed over permanently to the Government of India, it belongs to that Government. As a matter of fact, the whole line, worked by the Great Indian Peninsula Railway, belongs to the State, and it is the Government which has to consider whether 20 lakhs are to be spent or are not to be spent by the State. When the State has to approach a matter of this kind, it has to consider not only the question of pounds, shillings and pence, but also the question of granting relief to a large portion of the travelling public and to a large commercial centre. The developing capacity of the town has already been shown. It is a matter which would naturally weigh with the Government of India and not with a Company carrying on work only for its dividends. It is ~~now~~ that the Railway Company is entitled to a certain proportion of the profits. Now, Sir, the Great Indian Peninsula Railway Company, according to the Contract, is only entitled to 1-20th portion of the net profits which remain after paying up all the working expenses, interests and everything, and it is only to that, that it is entitled. Nineteen-twentieths or 95 out of 100 belongs to the Indian Government, and that Government, as representing the public, it is they who are entitled to have the final say in the matter. It is they who ought to decide as they represent the people. It is the Finance Department which must find money for this. Now I do not know that in a matter of this kind, where a demand is supported by local authorities of such great eminence, the Finance Department would not take that into consideration. It is true that that Department would wish to be satisfied in regard to a project which was put before them that it would be a paying one. But when the assurance comes from local authorities that it is bound in the end to be a remunerative one, I do not think that the Finance Department would put its spoke in the wheel.

[8TH MARCH 1912.] [Mr. Mudholkar; Sir T. R. Wynne.]

"There is one other consideration which I would advance before the Council. During the last eight years that Berar has come under the administration of the Central Provinces, it has been held under a permanent tenure by the British Government, and all the revenue goes to the British Government. The average yield of the revenues in Berar has been 145 lakhs a year during this period. Out of that amount, 25 lakhs are paid to the Nizam and 50 lakhs are spent in the Province. About 3 lakhs may be allowed as a fair contribution required for paying towards the expenses of the Central machinery of the Provincial Government and the Heads of Departments. There remains an amount of between 70 and 75 lakhs, of which 35 lakhs are received by the Government of India, and at least that amount or probably 37 lakhs are received by the Provincial Government. Now, in these circumstances, when there is a province which is not only self-supporting, but which leaves to the Imperial Government 35 lakhs a year, and which over and above its share of contribution to the up-keep of the Central Provincial authority pays to the Provincial Government—37 lakhs a year—it is undoubtedly a province which deserves some consideration; and I urge before the Council that its needs and requirements have to be taken into heed.

"These are my arguments so far as the taking of the main railway line to Amraoti is concerned.

"I then go next to the question of the Akola-Basim Railway. This project has been urged before the Government ever since the eighties. In reply to the question which I put to the President of the Railway Board 13 months ago, I was told that it stood high in the list of projects. The work on the line, however, has not yet been commenced. Since I gave notice of my Resolution, I was informed by the Hon'ble the President of the Railway Board that the work will be soon undertaken. Well, Sir, if that assurance is given in this Council, the second part of my Resolution can be regarded as accepted. If, in any case, there is a disposition to postpone the work, I would bring to the notice of Government that this is a line, the importance of which has been admitted for more than a quarter of a century. It has a traffic which would have brought more than 6 per cent. or 7 per cent. to the Government all these years had a railway been constructed at the time it was asked for. Anybody who travels those 50 miles in the months of November to June would find 1,500 to 2,000 carts travelling along that track. It is one which would have amply repaid any Railway company which had constructed a line over it. This is a project which also demands the consideration of Government and the attention of the Railway Board. With these words, Sir, I commend my proposals to the Government."

The Hon'ble Sir T. R. Wynne: "Sir, Badnera is a station between Bhusawal and Nagpur. The main line of the Great Indian Peninsula Railway was aligned so as to pass Badnera, some six miles from Amraoti, because of a range of hills in the vicinity which would have involved considerable expenditure to cross if the line had been taken straight through Amraoti. I have no information on the subject, but I surmise that some 40 years ago the trade of Amraoti was not of very great importance. The construction of the Branch line from Badnera to Amraoti seems to have well served its purpose judging by the Hon'ble Member's account of the present prosperity of the town. There can be no doubt that for goods traffic Amraoti at the present time has nothing to complain of. Goods can be despatched from there straight to Bombay just as well as if the town was on the main line. The whole justification therefore for adopting the Hon'ble Member's proposal rests in spending a large sum of money so that passengers to and from Amraoti might be saved the trouble of changing carriages at Badnera. Now, who is to provide this money, the amount involved being some 20 to 30 lakhs of rupees. Its expenditure is not likely to bring in any increased revenue. The Great Indian Peninsula Railway decline to agree to add to their capital, and I could not recommend that the Government of India should bear the cost, as I feel sure the Finance Department would object. Amraoti was suffering under some disadvantages which the Hon'ble Member explained to me when discussing his scheme. When the line was built as a Provincial line, it was allowed to make certain extra charges, tolls, etc. When the line was absorbed in the Great Indian Peninsula Railway undertaking, this was overlooked and the charge was retained. This has now been put right and the extra charges for the Amraoti Branch have been withdrawn. The Railway Board are also in communication with the Great

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

[8TH MARCH 1912.]

Indian Peninsula Railway as to running a train between Amraoti and Badnera and back again and on to Bombay. Of course, the Hon'ble Member has pointed out that the Local Government strongly supported this, but from the Local Government's point of view they had no option but to support it; but I think it would be interesting to know what opinion the Local Government would have taken if supporting the proposal had involved expenditure from their own provincial revenues instead of from the revenues of the Government of India; so on the part of the Government of India I oppose this Resolution.

"With regard to the Akola-Basim line, this is a project well to the fore as it is a most important project connecting as it would the metre gauge system of the north of India with that of the south. At the present moment we have a strong survey party working it up, but the line must take its turn in being included in the programme. The Hon'ble Member has advanced many reasons why it should be made at once, but there are many other lines in India regarding which you could advance equally strong reasons. I said, in the answer which I gave last year, that it is a line that is very much to the fore, and so it is. With all these demands for improving open lines, it is impossible to give a date when this line will be taken in hand."

The Hon'ble Mr. Mudholkar: "Sir, I must confess that I am greatly disappointed at the line taken up by the Hon'ble the President of the Railway Board. It is said that the placing of Amraoti on a branch makes no difference to the goods traffic. But I must remind my Hon'ble friend that I did bring to his notice a very fresh instance of such a difference, and that this town, which has a cotton trade of its own constituting one-nineteenth part of the cotton export trade of the whole of India, was unable to get trucks for carrying its cotton to Bombay or Calcutta, and that for weeks and weeks the station-yard was full of the bales. I have also told him that what some of the people did then was to take the bales by bullock carts to Badnera, the station on the main line five miles away; and there they could get trucks. That is the disadvantage of being on a branch line, the existence of which can be seen even now if only one goes there. Then in regard to what I have said about the capabilities of the town and the probability of its commercial expansion, there is no reply forthcoming. It is true that there is the question of cost which it is said would be 35 lakhs or at least 20. Sir, I cannot see why such an amount would be wanted. But there is another reply—'you have constructed lines which for years have not yielded any dividend whatsoever; but which, on the contrary, have been a source of annual loss. Now here is a line which is pronounced by competent authorities to be one which would be a self-supporting and paying one, and still there is want of funds for it.' I must confess, Sir, it looks as though it rather depends upon the clamancy with which one puts forward his case than on its own inherent strength whether it gets a proper hearing or not. What I say is, that as there have been other cases in which there have been expenses incurred on the probability of a return, so also is the present case, which I urge is one deserving of consideration, because the people and the local authorities also say that the expenditure would obtain a return before long, and I would therefore press this proposition on the consideration of the Council."

The Resolution was put and rejected.

REGISTRATION, JAILS, LAW, POLICE, ETC.

The Hon'ble Sir Reginald Craddock: "Sir, in introducing to the Council the heads of the Financial Statement which appertain to my Department, I do not wish to take up their time with any comments in detail. These heads are Registration, Jails, Courts of Law, Police, Medical, and General Administration. Leaving aside the Medical Department for the moment, all these departments represent necessary and important services; but the greater part of their expenditure consists of establishments, and the work they do does not, as a rule, attract much attention as to the details of the expenditure. It is regarded as necessary and the details are not, as a rule, much criticised. There is a Resolution on the agenda regarding the Police and also upon General Administration, and upon both of these, I do not want at this stage to make any remarks.

[8TH MARCH 1912.]

[*Sir Reginald Craddock; Mr. Subba Rao.*]

"As to Medical, the greater portion of the items included under this head belongs to the Department administered by my Hon'ble Colleague in charge of Education; and in connection with that portion we have heard a most comprehensive and able exposition from the Hon'ble Surgeon General Lukis as to the sanitary and research work that is being undertaken by the Government. I need not add anything to those remarks, but I would just refer to the fact that included in the statement* which Surgeon General Lukis put on the table is a reference to the Tropical School of Medicine in Calcutta which it is proposed to establish, and a sum of 5 lakhs has been included in the estimates for capital expenditure on this account. This is a very important departure, and I feel sure that the Council will accept it as most satisfactory. Another item to which I would like to refer is the grant of 1½ lakhs in aid of the Dufferin Fund, which is included in the estimates subject to the sanction of the Secretary of State; and I am sure that the Council will agree that the inclusion of a sum of this kind in aid of the great charity which was instituted by the Countess of Dufferin for bringing medical relief more within the reach of the women of India, is aid which commends itself to the Council, and meets with their approval."

CHARGES FOR SECRETARIATS.

The Hon'ble Mr. Subba Rao: "I beg to move, Sir, that this Council recommends to the Governor General in Council that the sum of rupees thirty-three lakhs and seven thousand under the head No. 18 (1) (iv) (Charges for the Secretariats) be reduced by 5 lakhs."

"It will be seen that under the head of General Administration, the charges of the Government of India come up to quite as much as the charges of all the Provincial Governments put together, that is, to more than a crore of rupees. Of these, there are two large items. One is the Secretariats costing about 33 lakhs, and the other is offices of Accounts and Audit, nearly 38 lakhs.

"This Resolution deals with the former. I wish to inquire from the Hon'ble the Home Member whether any attempt is made to review the expenditure under this head. I submit that retrenchment is necessary, especially as there is an extra expenditure of 5 lakhs provided towards the cost of the new Delhi administration. We are told on high authority that the administration of India is the costliest in the world. We shall be gratified, Sir, if the cost of administering the new Capital does not entail an extra burden on the country. This can only be done by curtailing expenditure under other heads. It appears to me that there is room for effecting savings in this direction. It is curious that the Public Service Commission did not touch the Government of India Secretariats. The number of charges under the Government of India reserved to the members of the Indian Civil Service increased from 55 in 1892 to 85 in 1910. Yet there is not a single Indian employed in any of these offices. The Hon'ble the Finance Member announced last year that he had recently selected an Indian to the post of an Assistant Secretary under him, and he pointed out that it was the first time when an Indian held such an appointment. The Statutes on the subject do not debar Indians from holding appointments in the Secretariats. On the other hand, express power is given under the Statute of 1870 to the Government to appoint Indians, if they choose, to the Secretariats. The fact that the question of abolishing the Provincial Service as constituted at present and holding simultaneous examinations in India and England is under correspondence with the Secretary of State need not stand in the way of appointing Indians to the Secretariats.

"I submit, Sir, that the present exclusion should not be permitted to continue any longer. It is a slur on the large fund of statesmanship and ability available in the country. It is a slur also on the British Government that it cannot utilize this material in making the administration economical and popular. I take the liberty of commending to the Council the weighty words that fell from you, Sir, at the meeting of the Council held on the 25th January 1910. You said:—

'As a Finance Minister, it is permissible for me to say that, from the economic standpoint, it seems to be for consideration whether we might not make greater use than at present of the undoubted abilities of the educated Indian.'

[*Mr. Subba Rao; Sir Reginald Craddock.*]

[8TH MARCH 1912.]

"I submit that strenuous efforts should be made to reduce expenditure under this head, so that the cost for the new Delhi administration might be met, if possible, out of the savings.

"With these words, Sir, I commend the Resolution to the Council."

The Hon'ble Sir Reginald Craddock : "Sir, I felt rather under a disadvantage in connection with this Resolution, as I was not able even to surmise what points exactly the Hon'ble Member would take. I did not suppose that it was possible that he was so hard-hearted as to suggest that we should turn adrift large numbers of our clerks, and therefore I was anxious to hear in what direction he could suggest economies of the kind indicated. Well, as a matter of fact (I do not know whether I am trespassing on the domain of the Finance Department, if I am, I will admit that I would rather that they undertook the defence) as far as I am able to find from the figures available to me at this moment, the cost of the Imperial Secretariat has shown no increase during the last few years, if we exclude from it the additional expenditure which was required last year in connection with the arrangements for the Delhi Durbar. The actuals for the year 1908-09 were Rs. 34,64,000, and the budget figures for the year 1912-13 are Rs. 33,07,000. Last year a promise was made that Departments would be overhauled with a view to seeing whether any reductions were possible; but in the Secretariat branch of the expenditure it was not found possible to make any material reductions. The Hon'ble Member has suggested that it would be possible to make an economy by the larger employment of Indians in Secretariat appointments. The larger employment of Indians in Secretariat appointments is a totally different question upon which I cannot very well enter at present for the reasons which the Hon'ble Member has himself indicated; but if he puts this forward as a means of securing the economy of 5 lakhs which his motion contemplates, I can only say that no such economy or anything like it can be obtained by the method that he suggests. At present the Secretariat appointments are in a great part limited to the Indian Civil Service by Statute, and if Indians belonging to the Indian Civil Service are appointed in Secretariat posts, there will be no saving at all. If officers of the Provincial Service should be appointed by making the appointments under the present system—listed appointments—even then the savings would be so small that they would be utterly insignificant by the side of the sum mentioned by the Hon'ble Member. There have been instances—one was quoted by the Hon'ble Member, and no doubt if I had more time, I could have found others—in which Indians have held Secretariat appointments; and in the Bengal Secretariat, there has recently been a small experiment in that direction, of attaching two members of the Provincial Service as Attachés to the Secretariat so that they may be able to learn the work. This constitutes therefore an experiment as to the possibility of employing such officers in such posts. Beyond that, of course, I am unable to say anything on the particular method that the Hon'ble Member suggests, by which economy may be obtained; but on behalf of the Government, I am obliged to oppose this measure, because it seems to me that the Hon'ble Mover has not in any way indicated how this very large economy which he suggests can be secured. On behalf of the Government, therefore, I oppose the Resolution."

The Hon'ble Mr. Subba Rao : "Sir, I quite admit that the figure under this head as stated by the Hon'ble the Home Member has remained substantially the same during the last few years. The figure for 1909-10 is Rs. 33,17,000 and the budget figure Rs. 33,07,000, nearly the same. The Hon'ble the Home Member says that if we employ Indians who have passed the Indian Civil Service Examination, there will be no savings at all. That is true. He says also that if members of the Provincial Service were appointed, the savings effected would be inconsiderable. He further says that there are Statutes that limit the appointments to those who pass the examination in England. I have pointed out that the Statute of 1870 expressly enables the Government to appoint Indians to any of the posts that are reserved to members of the Indian Civil Service. Therefore, there are ample powers given to the Government to appoint Indians, if they choose, to such places. As regards the savings by appointing Indians to such posts under the Statute of 1870, it is plain, from the correspondence on the subject, that the saving would be at least one-third of the amount paid to the members of the Indian Civil Service; so that if three lakhs is

[8TH MARCH 1912.]

[*Mr. Subba Rao.*]

spent at present, there will be a distinct saving of one lakh out of those three lakhs. As far as I can see, no attempt is made to examine the question from this standpoint. The question has been examined simply whether the number of persons employed in the department could be reduced, and not whether the expenditure could be reduced by employing more Indians in the place of those who are now doing duty. I should have been satisfied, Sir, if the Hon'ble Home Member had promised that he would examine the question from this aspect and a real beginning made in the direction of appointing Indians to reserved places in the Secretariats. I submit, Sir, the question ought to be examined from this standpoint. It is an important question which affects the dignity and status of Indians and the well-being and the popularity of the British Government in this country, and I therefore press this Resolution on this Council."

The Resolution was put and rejected.

POST OFFICE ACCOUNTS AND AUDIT.

The Hon'ble Mr. Subba Rao: "Sir, the next Resolution that I have the honour to place before the Council is:

"That this Council recommends to the Governor General in Council that the sum of rupees thirty-eight lakhs and sixty-one thousand under the head of Office of Accounts and Audit be increased by rupees twenty-five thousand."

"The Hon'ble the Home Member with regard to the last Resolution said that he did not understand what points I intended to raise by it. If the Hon'ble Member cared to inquire of me, I should have been very happy to place before him the necessary information.

"With regard to this Resolution, Sir, though the terms of the Resolution are wide, I have put it in this form to call attention only to one item under this head, and that is the savings proposed to be effected by dispensing with the services of clerks connected with the Post Office Savings Bank Audit. I have intimated this to the Hon'ble Sir James Meston, our able and good Finance Secretary. With his usual courtesy he has furnished me at my request with a statement on this subject. From this it appears that a saving of Rs. 89,280 is proposed to be effected by dispensing with the services of 196 clerks drawing an average pay of Rs. 38 a month. The pay of those clerks, according to this statement, ranges from Rs. 15 to Rs. 100 a month. As some improvements have been effected regarding the Savings Bank Audit, the services of these men have been found unnecessary, and so notice was given to them that their services would be dispensed with from July next. So far, Sir, no indication has been given as to the future of these men, whether they would be treated on the same footing as those in other departments where retrenchment is found necessary. A good number of these men are young men who have passed the general and special examinations qualifying for the department. It is rather hard for them, after putting in some years of good service under the Government, to turn now to new fields and start life afresh. I may mention further that they belong to the general list of the department and do any branch of work that may be assigned to them. It is by mere accident, Sir, that they now happen to be doing work in the Savings Bank Audit. It is hard, therefore, that the blow should fall on them alone without regard to the length of their service or the good work done by them.

"The Hon'ble the Finance Minister has well outlined in his speech the other day the policy of the Government in dealing with the Opium Department employes, whose services are not needed on account of retrenchment necessitated in that department. He said:

"What we are doing is, first, to get rid of the least efficient of the Opium employes on such pensions or gratuities as the rules permit; second, to transfer to other departments all who are fit for a new class of employment; and third, to encourage the retirement of the senior men by offering full pension to all those who are within five years of completing their qualifying service. On these lines we are dealing with every rank from the highest paid departmental officer down to the humble peon, and we hope to prevent any genuine hardship."

[*Mr. Subba Rao ; Sir Guy Fleetwood Wilson.*] [8TH MARCH 1912.]

"I thank the Hon'ble the Finance Minister for outlining this broad and liberal policy. Similarly is the policy laid down by the Government of India in reorganizing the Telegraph Department where retrenchment is proposed to be carried out by gradually absorbing those whose services are found unnecessary, and not by turning them adrift by notice to quit. I am sure the Hon'ble the Finance Minister will deal with these 196 clerks in the Postal Savings Bank Audit with the same generosity as he is dealing with the employés in the Opium Department, and as the Government has resolved to treat the employés in the Telegraph Department."

The Hon'ble Sir Guy Fleetwood Wilson: "Sir, the first idea that occurred to me on reading this Resolution was that the Hon'ble Mover had been induced merely by a general and very natural sympathy with the subordinate staff to endeavour to mitigate the hardships involved in a reduction of establishment. It has since struck me, however, that the Resolution may have had a more specific suggestion—a suggestion in which it would be possible for me to trace an indirect compliment to myself. On the 8th of March a year ago, it will be remembered that the Hon'ble Member moved a Resolution to the effect that the expenditure under the head of offices of Account and Audit be reduced by two lakhs. He referred to the amalgamation of the Civil and Public Works Accounts, which he thought should result in substantial savings; and in connection with the creation of a grade of Chief Accountants who ranked as gazetted officers he said: 'The question was whether the number of officers could not be reduced.' He did not then make any conditions as to the manner in which reductions should be carried out, and it fell to me, while expressing my desire to effect economies wherever possible, to enter a caution that it is necessary, in these cases, to deal tenderly with vested interests. It seems—and this is what I meant by the Resolution being an indirect compliment to myself—that the Hon'ble Member has borne in mind what I said; for no sooner had I effected a substantial economy in my department—an economy in accord with his previous Resolution—than he turns round and asks me, 'What about the staff?' I cannot object to the Hon'ble Member taking up the line I took myself last year, but I think I am entitled to raise some objections to the precise manner in which he has done so. The Hon'ble Member might, I think, have asked himself whether it was likely that I should disregard considerations on which I had myself laid some stress, and if he was uncertain, it would have been a very easy matter for him to ask me how the matter stood. I should have preferred him to take that course, and in moving a Resolution without ascertaining the facts of the case by means of a question or from the Head of the department, I think he has departed a little from the consideration which he usually shows me.

"To enable the Council to come to a decision on this Resolution, it is necessary for me to explain briefly the general position. What we have found is that hitherto two sets of ledgers have been maintained for the private accounts of depositors in our Savings Banks. The Post Office maintains one set itself. That is only right and proper. It is no more than any bank would do. But secondly, and for the purposes of audit, another set has been maintained in the Accounts Office. We propose to substitute for this second-hand method, involving obviously a great deal of duplication and clerical work, a direct method of audit applied to the original books. By this simple change we save in the gross over a lakh of rupees. We shall require some inspecting staff, and the Post Office will have to employ a few more clerks, but even the net saving will probably be half a lakh. But the Hon'ble Member is concerned with the effect of these changes on the subordinate staff. I will tell him what we are doing. The men who cannot otherwise be provided for will of course get their compensation pensions or gratuities. That is all they are entitled to under the ordinary rules. But I have been making the best arrangements possible to retain them in the service. Some will go over to the Post Office. For others some posts will, I hope, be found in consequence of a redistribution of work between some of the Postal Accounts Offices which has to be made very shortly. Recruitment again has been stopped in all the Postal Accounts Offices since January, and this has been done with the object of giving the places to qualified men in the Savings Banks sections. A fair number also having earned their pension have intimated their willingness to retire.

[8TH MARCH 1912.] [Sir Guy Fleetwood Wilson; Mr. Subba Rao; Mr. Gokhale.]

"The Hon'ble Member will not expect me to give him exact figures at this stage, for the change will not take effect till July, and the details have not yet been fully worked out. I give him my assurance that no hardship will be caused which can be obviated, but I cannot go further than that. The real requirements which face us in half a dozen different directions are against extravagance. The interests of the tax-payer are against extravagance, and I cannot consent to the retention of unnecessary establishments or to delay in the introduction of reforms which, as in the present case, are clearly desirable."

The Hon'ble Mr. Subba Rao : "Sir, I am much obliged to the Hon'ble the Finance Member for the assurance he has given that, in dealing with these clerks, no hardship will be caused that can be avoided. He rather found fault with me for not having consulted him in the matter. I may assure the Hon'ble Member that I never intended to show him any disrespect. He will remember that last year I consulted him, but this year I thought it would be better that I should not intrude on his attention, as he was not in the best of health; but I was in communication with the Hon'ble Sir James Meston, and I had a talk with him on the subject, and he promised to look into it. But as the question was of some public importance, and as I knew that the Finance Department would deal with these people generously and justly, I considered that a statement made by the Hon'ble the Finance Member in the Council would be valuable not only to the few individuals concerned, but also to the large number of Government servants who might any day find themselves in a similar predicament. I therefore thought it worth while to come to the Council with a Resolution on the subject. I hope the Hon'ble Member will take it from me that it was not out of any want of respect or regard for him that I did not consult him in this matter, but because I was in full communication with the Hon'ble Sir James Meston, who has been thoroughly sympathetic on the subject, and because I knew that the question, if brought forward, would elicit a public pronouncement for the guidance of all public servants. With these words I take the liberty of withdrawing the Resolution."

The Resolution was withdrawn.

POLICE.

The Hon'ble Mr. Gokhale : "Sir, I beg to move that this Council recommends to the Governor General in Council that the allotment to Police (India General) for next year be reduced by one lakh of rupees.

"On a reference to page 61 of the explanatory memorandum, the Council will see that the Imperial portion of police charges is shown there under three heads. One is India General, the second is Baluchistan and the third is North-West Frontier. Now, taking the budget and the revised figures for the current year, it will be seen that while the charges for Baluchistan and North-West Frontier have gone down, the revised figures being lower than the budget figures, the figure for India General has increased considerably. The explanatory paragraph appended to this head explains how the decreases against Baluchistan and North-West Frontier are only nominal; and as I do not raise any question about those entries, I will say nothing more about them. The entry against India General, on the other hand, shows an increase of Rs. 36,000 in the revised estimate over the budget estimate, but there is not a word of explanation in the explanatory paragraph about that increase. Now, Sir, my first query is, why is there no explanation given, and what is the explanation of the increase? Next, if the Council will look at the figures under this head for the last three years, namely, the accounts for 1910-11, the revised figures for 1911-12 and the budget figures for next year, it will be seen that there is a continuous increase in the charges. In the accounts of 1910-11, the charges were Rs. 8,45,000. Last year, the budget estimate of the current year was taken at Rs. 8,96,000, whereas the revised figure now laid before us stands at Rs. 9,32,000; while in the budget for next year the sum that is entered is Rs. 9,37,000. Thus the sum budgetted for for next year is much larger than the actual for 1910-11. It is also much larger than that which was budgetted for last year, and is even slightly higher than the revised estimate for the current year. I should like to know why this item is showing an increase when the general policy of Government in regard to

[*Mr. Gokhale ; Sir Reginald Craddock.*] [8TH MARCH 1912.]

such charges is now one of retrenchment. Then, Sir, I find from a return which was laid the other day on the table in reply to a question which I put about retrenchment that in the expenditure which the Home Department controls there is an item of 2·83 lakhs on account of the Central Criminal Investigation Department. That is on the authority of the Hon'ble Mr. Wheeler, Acting Home Secretary, and the amount is given for the year 1910-1911. Now, if we turn to the actuals for 1910-1911, as given in this yellow book—the Finance and Revenue Accounts which is published annually—I find that the cost of the Central Criminal Investigation Department of the Government of India for 1910-1911 was 3·05 lakhs, and not 2·83 lakhs as shown in the return. I should like to have an explanation of this discrepancy; evidently something is left out in the return, or something is included in this yellow book which I cannot make out. I want, therefore, to know whether the Criminal Investigation Department charges of the Government of India are really 2·83 lakhs or 3·05 lakhs. Lastly, Sir,—and that is the principal point for which I have raised this discussion to-day,—I want to know how much of this sum represents the cost of the Government of India Criminal Investigation Department in Provinces which have got Criminal Investigation Departments of their own. I speak necessarily at a disadvantage in this matter, because outside the department the general public knows very little as to the constitution of the Criminal Investigation Department. But it is a matter of common knowledge that the Government of India Criminal Investigation Department maintains officers and men of its own—a small number—in the different Provinces, which have got their own Criminal Investigation Departments. And I should like to know how the spheres of work of the two are differentiated. Of course, so far as the territories directly under the Government of India are concerned, they would be for the Government of India Criminal Investigation Department. So also in regard to the Native States, which are in direct relations with the Government of India. Finally, the expenditure that is incurred in watching men in foreign countries would also come under the Government of India expenditure. So much I think is clear; but in addition to this, I have heard on good authority that the Government of India Criminal Investigation Department maintains a few officers and men of its own, and does espionage work on its own account, even in Provinces which have got their own full-fledged Criminal Investigation Departments, and I want to know why this is done. I find, Sir, that this has been a matter for repeated complaint on the part of several Local Governments, and the Decentralization Commission in its Report notes this complaint. This is what the Commission says:

'The Lieutenant-Governor of the United Provinces complained of encroachment on the Provincial sphere of administration by the Director of Criminal Intelligence, and we have received similar complaints in other Provinces as to what was regarded as the undesirable activity of this officer.'

"This year also, I gather from the newspapers that the Lieutenant-Governor of the United Provinces has complained in his Administration Report of constant friction between the Government of India Criminal Investigation Department and the Provincial Criminal Investigation Department. I should therefore like to know if such a duplication of machinery for espionage exists in the Provinces which have got their own Criminal Investigation Departments, and, if so, why the work is not altogether left to the Provincial Criminal Investigation Departments. Of course, as I have admitted, I speak more or less in the dark on this subject, because the outside public knows very little about this Department. The only thing that people are sure about is, that many of these Criminal Investigation Department men are a great nuisance to innocent people, and that they do their work not only without judgment, but often without a regard to appearances or decency. I therefore strongly urge that, if the Government of India maintain a Criminal Investigation Department of its own in the different Provinces, this duplication should be abolished, and whatever saving results from it should be effected."

The Hon'ble Sir Reginald Craddock : "Sir, the Hon'ble Mr. Gokhale in moving this Resolution has adopted the attitude of not desiring to criticise us unduly, but to obtain information on certain points on which he is not at present sufficiently informed to enable him to judge of the expenditure which is found in our Financial Statement. Now, in the first place, against

[8TH MARCH 1912.] [*Sir Reginald Craddock ; Mr. Gokhale.*]

'India--General,' he has differentiated very rightly the expenditure which is definitely allotted to 'India--General' from the expenditure in Baluchistan and the North-West Frontier Province, but, as a matter of fact, out of the expenditure shown in 'India--General,' all but a little over three lakhs relates to police expenditure in Coorg, and in certain minor administrations under the Foreign Department, and to Railway police on lines which run through Native States and have not been given to adjacent Provincial Governments to supervise. These items represent the normal expenditure on police in the country, and any increase that has taken place only in recent years has merely been in pursuance of the general policy of reform which we discussed little more than a week ago in this Council. So that, practically, the real item on which the Hon'ble Member desires to lay most stress is that item amounting to three lakhs and a little over, which represents the expenditure of the Criminal Investigation Department of the Central Government."

The Hon'ble Mr. Gokhale: "May I interrupt the Hon'ble Member? If the increase in the revised estimates over the budget estimates is in connexion with measures of police reform, why was not the necessary provision made in the budget estimates for the measures that were to be carried out?"

The Hon'ble Sir Reginald Craddock: "I was not referring to the increases in the revised over the budget, but I was referring, generally speaking, to the fact that increases have taken place of late years with regard to the reforms. With regard to the increase of the revised over the budget, additional expenditure was incurred, and the Hon'ble Member will, I am sure, recognise that that additional expenditure was quite properly incurred in connexion with the Royal visit, and this accounts for the increase of the revised under that head.

"Coming now, Sir, to the question of the three lakhs spent on the Imperial Criminal Investigation Department, the increase has not been so very large if we go back a few years. Nearly ten years ago, the expenditure on the old Thagi and Dacoiti Department averaged about two lakhs or a little over, and the increase that has taken place since then may be fully accounted for by the general development of communications by railways, telegraphs, roads and everything else which develops the energies of the criminal classes as well as of the other classes of the community. There was a time not long ago when we found people—we cannot find them now—who respected the boundaries of Administrations and States, and I recollect hearing of a case in which some dacoits, having unwittingly strayed over the boundary and having robbed some wayfarers, who were coming back to their homes, suddenly came upon the boundary marks, which showed that they had been carrying on their depredations inside British territory. Hurrying after the people they had robbed, with many apologies they handed back the goods they had taken from them and went away. Well, Sir, I must confess that conscientious dacoits of this kind are no longer to be found. We have got to recognise the unfortunate fact that criminals refuse to be restricted by the boundaries of Provinces or by the boundaries of States. You can rightly understand that, when things were much simpler and communication much less easy, each Local Government used to manage its own police, who were mainly concerned with their internal affairs, and it was only to a limited extent that they had to pursue criminals over the border. But, now, with the railways and telegraphs, it is absolutely necessary that there should be an organisation which can cope with crime that ramifies over the whole of the country; and the Police Commission, although they were not absolutely the originators of the system (for it had existed before), emphasised their recommendation on that point, and said that they were convinced of the necessity, on the part of the Government of India, to have a much more intimate knowledge of what was going on in every Province, and on the part of every Province to have a much more intimate knowledge of what was going on elsewhere, than at that time existed. In pursuance of this policy, it has been found necessary to employ officers attached to the Central Government whose duties may take them far afield and may keep them in various places at various times. But if we are to deal with cases of organized criminals, such as coiners, note-forgers, dealers in arms, and many others, not to mention the ordinary dacoits whose depredations extend over several Provinces, if we are to keep a hold on these people, and if Hon'ble Members

[*Sir Reginald Craddock ; Mr. Gokhale.*] [8TH MARCH 1912.]

wish to sleep quietly in their beds, we must have a central organisation of this kind. It is impossible of course that I should explain to the Council all details of the distribution of such an organisation—it would be quite impossible—for the whole essence of their success lies in the fact that their operations are not public. But I should like to emphasise the point that though political unrest and the political activities of late years have brought that aspect of their duties more prominently before the public, they must not forget the even more important duties that they perform in connection with the organisation of crimes and criminals, who are becoming cleverer every day. These should not be lost sight of, and I feel sure that the Council will agree with me, now that I have explained this matter, that the sum of three lakhs of rupees for a country of the size of India is really a very small sum to pay for an establishment which is so urgently required for dealing with serious crimes of this kind."

The Hon'ble Mr. Gokhale : " Sir, I would like to say just a word, and that is, that the Hon'ble Member has not told us why it is necessary to maintain a duplication of machinery for purposes of espionage in the Provinces which have their own Criminal Investigation Department for the work. He has also not told us what the Government of India has to say as regards the complaints which the Provincial Governments had been making on this subject. I quoted from the Decentralization Commission's Report an extract showing that the Lieutenant-Governor of the United Provinces complained even before the Commission that there was serious interference with the work of the Provincial Criminal Investigation Department by the Government of India Criminal Investigation Department; and this year again that Government has repeated that complaint. That being so, I think some explanation is necessary as to why such a system, which is complained of by Local Governments, should be maintained. However, as the Hon'ble Member the other day promised an inquiry into the whole question of the Criminal Investigation Department, I do not wish for the present to press my Resolution."

Accordingly the Resolution was withdrawn with the permission of the President.

The Council adjourned to Wednesday, the 13th March 1912.

W. H. VINCENT,

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

CALCUTTA ;
} *The 15th March 1912.*

Appendix No. 1.

A statistical statement of educational progress in British India was published in the *Gazette of India* of February 17th, 1912. The statistics there shewn and referred to in this summary are for the year 1910-11. The account of principal developments is brought up to date.

Statistics of pupils.—The grand total of pupils in all institutions (including private institutions) has risen by 142,277 to 6,345,582. Madras, Bombay, Bengal and Eastern Bengal and Assam shew solid, and the Punjab shows slight increase. The Central Provinces, the United Provinces and Burma are practically steady, with a slight fall in the case of the two last-mentioned provinces.

The percentage of those at school in public institutions to those of a school-going age has apparently fallen in the case of boys to 25·3. The fall is apparent only, since the calculation has been made on the new census figures, but even so the present percentage exceeds that in any previous year save 1909-10. The percentage in the case of girls remains for the same reason constant at 4·2, though the numbers exhibit an increase of about 30,000 in public institutions. The percentage of both boys and girls in public institutions to those of a school-going age* now stands at 14·9. The percentage of those in public and private institutions is to those of a school-going age 16·9 and to the total population 2·5.

In the provinces of Bombay, Bengal and Eastern Bengal and Assam, over 30 per cent. of the boys of a school-going age are at school in public institutions. The provinces which shew the lowest figure for boys are the United Provinces and the North-West Frontier Province, where respectively 14·4 and 11·8 per cent. are at public schools. Among the larger provinces, Burma heads the list as regards girls with 8·1 per cent. of those of a school-going age at public schools, though Coorg has 15 per cent. at school. The United Provinces is last with 1·3.

The increase in the number of pupils at collegiate and higher institutions amounts to 41,980 or 4·7 per cent. and the total now stands at 931,967, thus divided:—

	Male.	Female.	TOTAL.
In colleges	31,073	374	31,447
In high schools	364,704	14,964	379,668
In middle schools	451,522	60,430	520,952

Madras alone exhibits a decline both in college and secondary school pupils—a number of weak institutions having been converted into complete elementary schools.

The increase in the number of pupils in primary schools amounts to 68,583, or 1·5 per cent. and the total now stands at 4,625,800, viz. :—

Male	3,936,419
Female	689,471

In the United Provinces there is a slight continued fall; the causes are being investigated. In Burma there has been a decrease of some 7,000 pupils, mainly accounted for by financial stringency.

Those under training for the profession of teaching were 12,586, an increase of 99; and 4,569 qualified during the year.

The number of pupils at technical schools is 10,535, an increase of 2,329.

In European and Anglo-Indian schools there are 32,844 pupils, an increase of 1,024.

The number of Muhammadans in public institutions is 1,216,401, an increase of 42,462. Of these 158,428 are in secondary schools and colleges and 949,502 in elementary schools.

Statistics of expenditure.—The total expenditure was ₹7,18,68,000. This is an increase of ₹31,92,000 over the preceding year. To this increase public funds have contributed ₹9,30,000. Of the total expenditure, roughly 370 lakhs

* 15 per cent. of the population is taken as representing the number of children of a school-going age.