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POONA SARVAJANIK SABHA.

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UNDER THE AUTHORITY OF THE MANAGING COMMITTEE.

EDITED BY

G. K. GOKHALE, B. A.

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POONA.

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Receipt  
No.

		January 1895.	Rs. As.
1	R. S. Ramohandra V. Gadre ... ..		4-4
2	N. G. L. Sangli ... ..		4-4
3	B. B. Vinayek M. Pandit ... ..		4-4
4	Private Secretary to the Viceroy ... ..		4-4
			17
		February 1895.	
5	Reved. J. Small ... ..		4-4
6	Ganjam Venkatarathnam Esq. ... ..		4-4
7	B. S. Huchrao Achnt... ..		17-0
8	N. G. L. Kolhapoor ... ..		4-4
9	K. B. Kursetji Rustumji ... ..		4-4
10	H. H. the Chief of Ichalkaranji ... ..		4-4
11	H. H. the Chief of Cambay ... ..		4-6
12	Union Club Mysore ... ..		4-4
13	R. B. Ganpatram G. ... ..		4-4
14	Kathewad L. L. Rajkote ... ..		4-4
15	H. H. the Thakore Saheb Limdi ... ..		4-4
16	R. S. Hari R. Takate... ..		4-4
17	K. G. Shrinivas ... ..		4-4
18	Reading Room Dadar... ..		3-4
			71-6
		March 1895.	
		April 1895.	
19	Amauat ... ..		50-0
20	R. B. Chintamanrao N. Bhat ... ..		4-0
21	Govind G. Narwane ... ..		12-0
22	Sardar Chintamanrao V. Natu ... ..		12-0
			72-0

## CONTENTS.

### Proceedings of the Sabha :—

- I. Deputation to His Excellency the Governor of Bombay requesting the distribution of seats in the New Legislative Council, with reply.
- II. Bombay Government Resolution anent the distribution of seats in the Council.
- III. A representation to His Excellency the Governor-General in Council regarding the distribution of seats in the New Legislative Council.
- IV. A reply of the Registrar of the Bombay High Court in regard to the High Court and District Pleaders Examination.

### Independent Section :—

- I. Decentralization of Provincial Financa.

# THE POONA SARVAJANIK SABHA.

Established for representing the wants and wishes of the inhabitants of the Deccan, being appointed on a popular elective system under rules framed for the purpose.

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## PROCEEDINGS OF THE SABHA.

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### DEPUTATION TO HIS EXCELLENCY THE GOVERNOR REQUESTING THE DISTRIBUTION OF SEATS IN THE NEW LEGISLATIVE COUNCIL.

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Poona, May 17.

(From the Times of India dated 18th June 1893.)

His Excellency the Governor arrived here from Mahabeshwar this evening at four o'clock, and one hour later, at the Council Hall, received deputations from the Poona City Municipality, the Poona Sarvajanic Sabha, and several Mofussil Municipalities and Local Boards, and explained away the several objections that had been raised in the several memorials these bodies had submitted to Government against the manner in which the Government had distributed the seats in the new Legislative Council, the principal grievances set out being that the local governing bodies in the Central Division had not been given the privilege of election, and that under the scheme proposed by Government the Central Division would be unrepresented. Mr. Fleet, Commissioner Central Division, introduced the members of the various deputations to his Excellency, who shook hands with each one individually. The deputation from the Poona Municipality was headed by the Honourable Khan Bahadur Dorabjee Puddumjee, president; that from the Sabha by Rao Bahadur Vishnoo Moreshwar Bhide, president, and Gopal Krishna Gokhale, honorary secretary. The Mofussil Municipalities represented were Ahmednugger, Satara, Sholapur, Nasik, and Khandesh.

His Excellency said:—Gentlemen,—I can assure you that I take it as a great compliment that you should have come here at this season, and some of you from long distances, to meet me on the subject of the new Councils' Act, notwithstanding the fact, of which you have been made aware, that the Government was unable

to meet your wishes as regards the distribution of seats. It is also a great pleasure to me to meet you because it gives me the opportunity of reassuring you on one or two points as to which, I think, you have formed an incorrect opinion of the intentions of Government. I have seen it suggested that our distribution casts a slur on the Central Division, and I think I have seen it suggested that it was the deliberate intention of Government to insult the local governing bodies of the Central Division. Well, gentlemen, I think in one or two instances unnecessarily strong language has been used. I am happy to add, however, that I also think I observe that latterly a milder tone has been adopted and a sort of acknowledgment that the task of distribution was not so simple as it looked at first. Well gentlemen, if people insist on considering that a slur has been cast on them, or that they have been insulted, it is difficult to dissuade them, if they are determined to entertain that opinion. But, apart from the fact that we are unable to see where the slur is, I can assure you that there was positively no shadow of an intention on our part to do any thing in our distribution scheme which would place the Central Division below, in our estimation, the other Divisions of the Presidency, and I personally would be as unlikely a person as you could find to do anything indicative of a low estimate of the value of local governing bodies, because, for more than twenty years before I came to India I have been engaged myself in that very work, and it is far more likely that I should entertain a high estimate of the voluntary work which is done by local governing bodies than that I should entertain a low estimate. Then, gentlemen, what is there that should bias the Government against any particular Division of the Presidency? Certainly not against the Central Division. We spend eight months of our official year in the Central Division, and it is contrary to human nature for men to spend so long a time in one part of the country without being in a considerable degree attached to it. Well, gentlemen, let me leave that part of the subject by assuring you with the utmost sincerity that we are in no way biassed for or against this or that body or this or that locality. We have endeavoured, conscious of the difficulty of the task, to divide the new gift as equitably amongst the different races, classes, and interests of the Presidency as we could. We have endeavoured to work our scheme of distribution initiated on that basis into the territorial divisions, and we think

not unsuccessfully. But the grant of representation to territorial divisions was, I am justified in saying, regarded as by no means so important as the grant of representation to the different races classes, and interests. Now, gentleman, I gather that you in the Deccan consider that you have two especial grievances. First, that you have not been given the privilege of election, and, secondly, that you have not got, under our scheme, representation. With the first of those I am bound to agree. I must, of course, admit that the local governing bodies of the Central Division have not been given the privilege of election. Your desire is undoubtedly a thoroughly legitimate one—one with which I am perfectly in sympathy, and one at which I am not in the least surprised. And if we could have seen our way to give one or other of the local governing bodies of the Central Division the privilege of election, we should only have been too glad to be so; but the difficulties in our way were sufficient to prevent us. But as regards the principle of representation I am unable to agree with you that you have not got it. You possibly advance the proposition that the member elected by the Sirdars does not represent you, and you possibly ignore the gentleman whom I have nominated to the Council, and who is, and has been for many years, resident in Poona, and the chairman of the leading Municipality of the Division. I am unable to agree that you are justified in doing so in either case, and I believe every impartial person would agree with me. I can see no reason why the gentleman elected by the Sirdars should not fitly represent your interests. He will be able to watch the legislative measures introduced by Government, and if these specially affect your interests he will be able to protect them. If you consider that there are actions of Government on which you require information, he will be able to put any question you may wish him to ask. If you consider that you are being unfairly treated in the distribution of Government funds he can raise the question for you in the discussion on the Budget. Or, if you do not choose to accept his services, I see no reason why you should not avail yourselves of those of Mr. Puddamjee. But I would go farther, and say that if the grant of this new privilege had not been what it is, if it had been much smaller—say, for instance, if the elective principle had been at first introduced into the City of Bombay only—I still say that you would not have been without representation. The principle of election and the principle of representation are two perfectly different things, and it is quite possible to have

the second without the first. I hope, gentlemen, that you see my point. I admit that you have not got both. I am sorry for it. I wish I could have arranged it, but I fail to see, with justice to all the prominent interests of the Presidency, how it was possible to do so unless by amalgamation with one of the other territorial divisions of the Presidency, which did not seem to be very practicable, and which I don't think you would have cared for. Now, gentlemen, let us see what were the classes and interests which we had to mark—to distinctly mark—on this occasion as those which should be recognized, if not always, at any rate on this occasion of the introduction of the principle. I will leave out the races, not because it is not the most important factor in any proper scheme, but because I am anxious to avoid any suggestion which might be made of my trying to influence the elections which are coming on. But, taking the divisions of classes and interests, there are, I think you will agree with me, four very important ones: there is agriculture, there is education, there are the local governing bodies, and there are the trades and manufactures. Or by a different process—there is the population of the Presidency town, there are the marchants and traders and manufacturers, there are the professional and literary classes, there is the rural class of the mofussil, and there is the urban class of the mofussil. Now, it was amongst those—not losing sight of the racial divisions—it was amongst those classes and interests that we had to try to distribute as equitably as we could eight seats. And furthermore, we had on that basis to try to work in the idea of territorial representation at the same time. Now gentlemen, it is clear, I think, from that statement of mine, that we and you would start on a scheme of distribution with ideas that would somewhat conflict. You and I do not think it an unreasonable view to take. You probably would start with the idea that territorial divisions should be the basis upon which a scheme of distribution should be based. We on the other hand, start with the idea that it should be based upon the division of races, classes, and interests, with the idea of territorial representation worked in where possible. Now, gentlemen, comparisons have been drawn, or attempted to be drawn, between the Bombay Presidency and the other presidencies and provinces of India, and it has been argued that what is done in the other provinces ought to be done here. But I submit that there is one notable element, one notable factor in the case of the Presidency

of Bombay, which has been overlooked by all our critics, but which we regard as a most important one, and not to be overlooked. There is no other presidency or province in India that has got the same amount of interest in the sea-going trade as has the Bombay Presidency. Besides Bombay, of the presidencies and provinces concerned in the Councils' Bill, there are only two that have got ports so important as to deserve the establishment of a Port Trust; they are Bengal and Madras, each having one, whereas Bombay has within its jurisdiction no less than three important great seaports, viz., Bombay, Kurrachee, and Aden. And in our scheme of distribution it appeared to us impossible to omit marking very strongly this important difference that exists between Bombay and other parts of India. I imagine that you would be in favour of including the commercial interests of all these ports in one elected representative from the Chamber of Commerce of Bombay or the Chamber of Commerce amalgamated with certain other trading bodies. We were unable to look at it in that light. It was impossible to recognise all the three great seaports, but it appeared to us distinctly justifiable that two of them should be recognised, especially if there were other contingent circumstances that justified a second member being given to that particular interest. And we considered that having regard for the rapid growth of the trade of Kurrachee—and I fancy that if you were to ask the Kurrachee people themselves they would tell you that they were doing an inward and outward trade of something like fifteen crores, and that they are so presumptuous as to anticipate, at no very distant date, rivalling in bulk of trade the port of Madras. It has been objected that the Kurrachee firms are merely the offshoots of certain Bombay houses. To that I have to reply that of the 31 members of the Kurrachee Chamber of Commerce 14 have no connection whatever with Bombay firms, 11 have corresponding firms in Bombay but operate independently, and only 6 work under Bombay firms. In addition to this, the Kurrachee and the Bombay Chambers of Commerce both work independently. The interests of two places are not identical, and relate in great measure to different parts of India. I am happy to add that the Kurrachee Chamber of Commerce has been distinctly noteworthy for the public spirit it has shown in interesting itself in public measures. Only a day or two ago I had some papers before me upon the subject of an improved postal service to Kurrachee, and I found that the body which had been most urgently

pressing the Government of India for that improvement was the Kurrachee Chamber of Commerce. In addition to that, for the last seven or eight years a Member of Council has been nominated from Kurrachee, and we saw no reason why, because the Council was enlarged, that privilege should be in any way qualified. That, gentlemen, is the main point of difference between us. You think that we have been over-generous to Sind, and that one of the elected members from that province should have been given to the local governing bodies of the Central Division. Those were our reasons for thinking that Kurrachee deserved a member. Exception has also been taken to a member being given to the Chamber of Commerce and not to the Municipality of Kurrachee or Sind. Well, it appeared to us that on this the first occasion of the introduction of the elective principle it would be justifiable to mark clearly that we thought that that body which, in great measure, was responsible for that which has made Kurrachee what it is, *viz.* trade, should be the first to have the compliment paid them. Now gentlemen, there is no objection taken to the three seats going to the various bodies in the City of Bombay, and I have given you my reasons why we thought that one should go to Kurrachee. That leaves us four seats to distribute. And it appeared to us that it was our duty, upon the bases I have already given you, to select a prominent public body of each interest, one in each of the territorial divisions outside the great seaports. And that leads me at once to deal with the other objection in regard to Sind that has been raised. Your argument would be—if a member is to be given to Kurrachee—then Government ought not to have given a second member to the Zemindars and Jaghirdars, but should have given it to the local bodies of the Deccan, or, in any case, that the local bodies of Sind were more deserving of the compliment than the Jaghirdars and Zemindars. I wish to say nothing whatever against the public spirit which animates the local governing bodies of Sind or any other part of the Presidency but we fully believe that in selecting the Jaghirdars and Zemindars of Sind we have selected that body of men that can most truthfully represent the views of the people of Sind, and also that body which in many ways is of immense assistance to Government in its administration of that Province. And I must point out that in selecting the Jaghirdars we have by no means left the local bodies out in the cold, for of the non-official members of the Local Boards

of Sind no less than 60 per cent. are to be found amongst these Zamindars whom some people say are not fit to exercise the privilege. Those, gentlemen, are some of the reasons for our selection of that particular body for the elective privilege. Then, I come to your immediate neighbourhood, and deal again with the body that has been selected in the Central Division. I think that I am not expressing myself too strongly when I say that in the first instance objection was taken—and distinctly taken—to our selection of the Sirdars, and I think I detected some surprise that we should have done so. Well, gentlemen, the Sirdars, or some of them at any rate, form the connecting link with an older Raj than that of the British. They are, I should say, of all bodies of landowners, and of all bodies directly connected with the agricultural interest, the most prominent interest. It is no new thing for a Sirdar to be on the Bombay Council. Between 1804 and 1860 there was always a Sirdar on the Council, and I think that out of the eight Sirdars who covered those twenty years, certainly three if not four, were Chiefs. I do not think, therefore, that it was an extraordinary thing that our attention should have been attracted by a body so prominent, and amongst whom, are to be found a good number who give their voluntary services on Local or Taluka Boards and Municipalities. It has been objected that they are not all residents in the Deccan. That is perfectly true. But I do not see how we could have attached them to any other Division seeing that they are Sirdars of the Deccan, and that they have their headquarters in Poona. Our scheme, therefore, was to take a prominent body of landowners, a group of Municipalities and a group of Local Boards from the Presidency proper, and that body in Sind which forms the closest connecting link between the administration and the people of the country. And what we would suggest to you is not that the group of Municipalities of the Northern Division are only to look after the interests of the Northern Division, or the Local Bodies of the Southern Division only the interests of that Division or the Sirdars only the interests of the Deccan; but that if the representatives of these various elective bodies are to pay particular regard to particular interests, then that it would be the duty of the Municipal Member of the Northern Division to look after the Municipal interests all through the Presidency proper, the Local Boards representative of the Southern Division of the interests of the local boards all through the Presidency proper, and the member

electd by the Sirdars of the interests of agriculture throughout the Presidency proper. You may say, gentlemen, that you have given the landowning, the agricultural classes two members, and only one each to Municipal and Local Board interests. Well, gentlemen, I would venture to suggest that of all the interests in India which require a full amount of representation, there are none which require it more than agriculture in the first place, and trade and manufactures. And the distribution which we have made works out from our point of view thus—the interests of Local Government have three representatives, viz, one from the Bombay City, one from the Municipalities, and one from Local Boards; agriculture has two representatives, viz, one from the Sirdars and one from the Zemindars; trade has two; and education has one. I am happy to see now that, however adverse may have been originally the view taken of our inclusion of the Sirdars, that view has been dispelled by the acknowledgment of both the Bombay Presidency Association and the Sarvajanic Sabha that Government were right in giving the elective principle to a body that represents the old aristocracy of the country. Then, gentlemen, objection has been taken to our procedure in that we have, in certain instances, disregarded the law and disregarded regulations. We have dealt very fully with those points in the Government Resolution which will be laid on the Editor's table in Bombay this evening and copies of which will be posted to the memorialists this evening. All I have to say as regards those objections is, that we have as to each an ample and sufficient answer. The full number admitted by the Act will, so far as I can see at present, be nominated to the Council, but there was no obligation upon me to make such a formal declaration; as under the provisions of the Act, it could have no statutory effect upon either myself or my successor in office. We were under no obligation to publish a draft of the subsidiary rules for consideration. The Standing Orders of the Government of India to which reference has been made, I think, by the Sarvajanic Sabha, apply to the introduction and translation of Bills, and not to any orders we might issue on the regulations published by the Government of India. And, finally, our construction of the rule (D) (2) by which we have given the elective privilege both to the Sirdars and to the Zemindars is, upon the authority of the Government of India quite correct. Those who have criticised us on this point have, I



fancy, omitted to read the proviso to the rule with it. Another objection that has been taken is that we have not introduced some scheme of alternation, that is to say, that a body or interest selected for the elective privilege on this occasion should have that privilege only alternately with some body or interest which has not received it on this occasion. Well, gentlemen, our reason for not publishing any order on that subject is, that when the time for another general election comes round you will have a Government differently composed to what it now is, and with full authority to deal with any subsidiary rules that we have passed upon this occasion, and any rules that we might have made now, admitting the principle of alternation, would have no binding effect upon the administration that will succeed the present one. But I may say that in a few instances I am personally entirely favourable to the principle. The privilege of election is not widely extended, and it is appreciated; and I think that it is only fair that some of those bodies which have not received it now should have it on some future occasion. Gentlemen, there remains the objection to the non-amalgamation of the Chamber of Commerce with the other trading bodies in Bombay. Our objection to that idea is that the trading bodies which were suggested to represent a particular interest and a particular branch of trade. There are many others of a similar character. If those two were amalgamated with the Chamber of Commerce we see no reason why all the others should not be amalgamated. The Chamber of Commerce, on the other hand, confines its attention to no particular branch of trade. It takes interest in trade in all its branches, and there is nothing whatever in the rules of the Chamber of Commerce to prevent those who are interested in only one branch of trade from belonging to the Chamber and thereby exercising the privilege of election. Now, gentlemen, I thought it was unnecessary that you should present me with any address on this occasion, because I had all your memorials before me, and I did not see that you could add anything to the strength of them; but Mr. Gokhale, of the Sarvajanic Sabha, has addressed a letter to the Private Secretary, which I hold in my hand, and I think I have dealt with all the points that have been raised in that letter. Certainly, if I have not done so here, they will be found dealt with in the Government Resolution. There is, however, one point in the letter to which I must call attention. Mr. Gokhale writes:—"It is now generally understood on what may be regarded as excellent authority, that the Bombay

Government were, from the beginning, opposed to the introduction of the principle of representation in the enlarged Councils, that it was mainly at the instance of the Supreme Government that they drafted the present proposals," and he proceeded to say that under those circumstances the public were prepared for the present disappointment. It is impossible for me to know whether that statement is advanced with the full knowledge of the Sabha or merely with the knowledge of only Mr. Gokhale himself. But, I think it will be a warning to you not to accept a statement which I am justified in describing as reckless, when I give you this simple answer to the statement, that the Bombay Government has never, so far as I am aware, opposed in any sort of way the introduction of the elective principle. I do not know whether Mr. Gokhale is prepared to tell us who the excellent authority was on whom he relies, but I should think that he will acknowledge that if this authority excels in anything, it is in invention and unreliability. Now, gentlemen, I am sorry to have detained you as long as I have. We have given most careful attention to the objections raised in the Deccan and elsewhere, and we have come to the conclusion that our scheme of distribution gives the elective principle to all the prominent interests of the Presidency proper and of Sind, that it is a fair distribution, and based upon reasonable arguments. It has been stated that in making it we have departed from the intentions of the Supreme authority. Well, I think that most people would believe that we are better likely to be informed on that point than our critics, and I have no hesitation in saying that we have scrupulously adhered to those intentions. As to the scheme itself, I can hardly expect to have persuaded you that you are wrong and we are right. I quite recognise the reasonableness of your disappointment as to not having the elective principle, and therefore, as it being as a rule when people are disappointed, very difficult to persuade them that they have not been unjustly treated, I can quite understand it if you don't agree with us. Nevertheless, that is our ground, that while we have been unable to give you the elective principle we have every reason to believe that your interests will be adequately represented. But, gentlemen, though I may not be able to persuade you that our view is right, I do trust that after hearing what I have said and reading what is said in the Government Resolution, you will admit that the task imposed on us was no easy one, and that it was extremely probable that in carrying it out somebody or some interest would be disappointed. I

I hope, too, that you will accept my word that there was not the shadow of an idea of doing the Deccan any insult or casting any slur. Such an idea never crossed the mind of any member of the Government. I hope, too, you will believe that we entered on and set about our task in no hurry, that it was a case of serious deliberation, and that we worked it out, very conscious of how important a one it was, and with but one aim, to endeavour to do what we considered to be our duty to all races, classes, and interests of the Bombay Presidency.

Mr. Gokhale said: On behalf of the Poona Sarvajanik Sabha and the representatives from the Mofussil here present I beg most respectfully to tender your Lordship our heartiest thanks for the kindness and courtesy with which you have received the deputations. We have listened to the statement made by your Lordship with the greatest interest and respectful attention. It would not be proper for me to refer to all the points that have been touched upon, but there is one point to which I would beg to refer, namely, the last statement in the Sabha's letter that the Bombay Government were opposed to the introduction of the principle of representation. Your Lordship has assured us that that statement has no foundation. After such assertion the Sabha would respectfully beg to express its unqualified regret that it had been made. We are all deeply sensible of the trouble your Excellency has taken in coming to Poona to meet us on this occasion.

The Hon'ble Khan Bahadur Puddumjee tendered to his Excellency the most respectful thanks of the Poona City Municipality.

His Excellency, in reply, said: I need hardly say that I accept the apology of the Sarvajanik Sabha in the frank spirit in which it has been made, and I trust that the interchange of courtesy will, if at any time our relations have not been exactly amiable, lead to more friendly relations in future. I can assure you, gentlemen, that I am sorry that a body which does take an interest in public affairs should have made that slip, but it having been apologised for, I need hardly say that I accept it on behalf of Government most frankly, and, so far as we are concerned, it will not be mentioned again. As I have said before, I am not so confident in my own powers as to imagine that I have persuaded you as to the correctness of my views, but after what I have said you will agree with me that there were two ways of looking at a matter which was one of great difficulty on its first introduction into India.

The deputation then withdrew, his Excellency shaking hands with all present.

GOVERNMENT RESOLUTION ANENT DISTRIBUTION  
OF SEATS IN THE COUNCIL.

Last evening a Resolution was issued by the Bombay Government regarding the memorials protesting against the rules framed by the Government of Bombay to give effect to the regulations framed by the Governor-General in Council under section 1 (1) of the Indian Councils Act of 1892. The representations made to Government were numerous, and of these that of the Poona Sarvajanic Sabha, the Poona City Municipality, and the Bombay Presidency Association are given in full. The Resolution is couched in these terms :—

1, With regard to these representations his Excellency in Council has the following observations to make, taking them in the above order.

2. (a).—The memorials from the Presidency Association, the Sarvajanic Sabha, Ahmednagar and Sholapur complain that the procedure, adopted in Bengal and the North-West Provinces and Oudh, of declaring that the full number of additional seats would be filled, has not been followed in Bombay.

The memorialists have perhaps not noticed that the same provision of the Act does not apply to Bombay as to the other Provinces mentioned. In the case of the latter Section I (2) of the Act lays down that "it shall be lawful for the Governor-General in Council by proclamation from time to time to increase the number of Councillors, whom the Lieutenant-Governors may . . . . . nominate, &c., &c." In the case of Bombay, on the other hand, Section 1 (1) of the Act provides that the number of Additional Members of Council shall "be such as to the" Governor "may seem from time to time expedient." It will be observed that, except in virtue of a proclamation under Section I (2) of the Act, a Lieutenant-Governor has no power to add to the number of his Councillors as fixed by the Indian Councils Act of 1861; and, although his Excellency in Council has no official knowledge of what action has been taken by the Governor-General in Council with regard to the Provinces referred to, he assumes that if the full number of Additional Members has been proclaimed, it is in pursuance of this provision and with the object of putting the Lieutenant-Governors of those Provinces in the same position in which the Governor of Bombay is placed by the Act itself. It

was of course open to his Excellency Lord Harris to have made a formal declaration of the number of Additional Members he proposed to appoint; but such a declaration, if it were made, could be of no statutory, or otherwise valid, effect in fixing the number of additional members to be appointed on any future occasion, either by himself or his successors in office.

3. There were already, when the Rules of this Government issued, and there are now three non-official Additional Members nominated directly, and those Rules intimated that eight members were to be elected by various Bodies for the Governor's nomination. It was therefore sufficiently evident that there is no present intention of working with less than the full number of members: and the elective principle is under any circumstances safe. It is, however, conceivable that circumstances might arise which would render it inexpedient or difficult to fill up a vacancy in one of the directly nominated seats immediately on its occurrence. A formal declaration on the subject would therefore have served no useful object, and might prove an embarrassment. At the same time his Excellency Lord Harris has no objection, as an act of courtesy, to inform the memorialists that the proportion of non-official Additional Members was calculated on the assumption that the full number of additional seats would be filled; and that, as at present advised, his Excellency contemplates nominating twenty Additional Members, exclusive of the Advocate-General. It is however, impossible to say how many of the seats reserved for direct nomination will be filled by officials, until the results of the elections show whether officials or non-officials have been returned: otherwise he might find that the maximum number of officials had been exceeded.

4. (b) The memorials from the Sarvajanic Sabha, Ahmednagar and Sholapur complain that the Legislative Council Rules have been disregarded, in that the provincial rules were not published in draft form in the first instance, as it is alleged they should have been under standing orders of the Government of India in the Legislative Department.

The only standing orders of the Government of India that His Excellency in Council is aware of are those contained in Judicial Department Government Resolution, No. 6256 of October 7th, 1907. These orders apply to the introduction, translation and passage of Bills, and in no way applicable to the scheme of district

any orders that the Governor in Council saw fit to issue in connection therewith. The Rules, issued under the Notification of this Government, were not framed in the exercise of any statutory power given to this Government by the Act, there being no such power; but merely to complete and explain the Regulations issued by the Government of India. Nor do they contain any\* of those penal or restrictive clauses, the presence of which is the reason, underlying the practice generally applicable to statutory rules, for requiring that opportunity should be allowed for objections before giving them the force of law. Even if His Excellency in Council were prepared to admit that the questions involved were of a kind as to which the suggestions of the public might usefully have been invited, he could not have departed, with propriety, in regard to the issue of a merely supplementary Notification, from the course followed by the Government of India in regard to the Regulations published by them.

5. (c) The memorial of the Sarvajanik Sabha complains that under Rule II-D. it was not permissible to give the privilege of election to the Sardars *and* the Zamindars in Sind, but only to one or other of those Bodies of land-owners.

It appeared to his Excellency in Council that Rule II-D., read with the proviso to that rule, empowered the Governor in Council to give the privilege of election to both Bodies. As, however, the question had been raised, a reference was made to the Government of India, who have replied that the construction put upon the rule by this Government was correct.

#### II.—COMPLAINTS AS TO DISTRIBUTION.

6. It is not unreasonable to point out, as illustrating the difficulty of dealing with the question of distribution, that on several points the criticisms offered by different bodies of memorialists answer each other. It may be added that the subject is one which must be regarded not merely with reference to the relative claims of various bodies, to be selected for the exercise of the elective privilege, but also to the best means of securing a fair general presentation of the various sections of the community. In considering the objections it will be convenient to start from a point upon which Government and the memorialists are in accord, and it can be found that the points of difference are few in number.

It is acknowledged that Government was justified in giving seats which have been allotted to the Municipality of

Bombay, and to the Chamber of Commerce, and the University. The subject of the amalgamation of the Chamber of Commerce and certain mercantile Associations will be dealt with later on.

Both the Bombay Presidency Association and the Poona Sarvajanik Sabha acknowledge that in giving the privilege of election to the Sardars, as representing the old aristocracy of the country, Government was right.

The propriety of granting an elected member to a group of Municipalities and to a group of Local Boards, respectively, has not been questioned.

It would be impossible for any one to contemplate leaving Sind without one elected member at least, and therefore seven seats out of the eight for election are disposed of. The points of difference as regards the distribution in this respect are therefore reduced to one, viz, has Sind been treated with too much consideration? The memorialists evidently think so: but it is possible that they have overlooked one or two points of considerable importance which weighed much with Government in making the distribution.

8. The memorialists base much argument on a comparison drawn between this Presidency and other Provinces of India, but practically it is not possible to draw such a comparison as will lead to a common likeness in all respects. For instance, no other Province in India concerned has two sea-ports, within its jurisdiction, of sufficient importance to warrant the establishment of a Port Trust at each: whereas Bombay has three such—Bombay, Kurrachee, and Aden—and in the opinion of Government it is not extravagant to give the great sea-ports of Western India a larger measure of representation than can be included in the seat given to the Bombay Chamber of Commerce. Again His Excellency in Council is justified in conceiving that the immediate object of the Regulations was, not so much to establish any system of local representation, however imperfect, as to secure, with the assistance of such existing bodies or organizations as can most conveniently be utilised for electoral purposes, some effective representation of the various races, classes, and interests of the population of the Presidency; whilst at the same time, in considering how effect could best be given to that object, it was of course desirable, if possible, not altogether to ignore local considerations. The city of Bombay through its Municipality for instance, was clearly entitled to a seat to itself. And in the case of Sind, which is a separate province, with a population differ-

ing widely in customs, characteristics, and traditions from that of the Presidency generally, with a different administration regulated to a great extent by separate legislation and with interests altogether distinct from, and often even conflicting with, those of the rest of the Presidency, the necessity for independent representation both of its mercantile community and of its general population seemed indisputable.

9. Under all these circumstances it appeared to His Excellency in Council that Kurrachee was entitled to the elective privilege through one of its representative Bodies, and that it was appropriate, on this occasion, at any rate, that the Chamber of Commerce should be that Body. The figures given in some of the memorials as to the connection between Bombay and Kurrachee Firms are very incorrect; and the fact that some Bombay Firms have branch houses at Kurrachee does not, in His Excellency's opinion, invalidate the principle he has followed. The distribution viewed from this point, therefore, works out as follows as regards the privilege of election :—

Local Government has three representatives, viz. :—

- (1) The member returned by the Bombay Municipality.
- (2) The member returned by the Mofussil Municipalities.
- (3) The member returned by the Local Boards.

Trade has two viz. :—

The members returned by the Chambers of Commerce of Bombay and Kurrachee.

Agriculture has two, viz. :—

- (1) The member returned by the Sardars; and
- (2) The member returned by the Zamindars.

Education has one.

10. Turning next to the subject of the privilege of representation as distinct from that of election, and to the complaints as to the alleged non-recognition of the Deccan, it appears to His Excellency in Council that, so far as the Central Division is concerned, neither the urban nor the rural population is divided, in regard to characteristics or interests, from that of the neighbouring towns and districts in the Northern Division and the Southern Division by any such hard and fast line as to stand in need of separate representation. His Excellency in Council readily admits the importance of many of the Central Division Municipalities and Local Boards and the public spirit that animates their members;



and the scheme could have been theoretically more perfect if it had been possible to give the urban and rural populations and the landholders and gentry of all three Divisions a voice in the election of the members representing those three interests respectively. But there were obvious practical difficulties in the way, at any rate at the outset, of combining the votes or voting Bodies of different territorial divisions in one electoral unit. The view of the position which His Excellency in Council commends to the memorialists is not that any particular Bodies in any particular Division have been selected for representation to the exclusion of the rest, but that the Northern Division has been entrusted, through its Municipalities, with the duty of representing the urban population; the Southern, through its Local Boards, of representing the rural population; and the Central Division, through the body of Sardars, from whom for many years past members have been selected for the Legislative Council, who are undoubtedly the most prominent body of landowners, and who have their head-quarters at Poona, with that of representing the large landholders and gentry of the whole Presidency proper.

11. Assuming, however, for the sake of argument, that wide distinctions can be drawn between the characteristics of the urban and rural Bodies of the three Divisions of the Presidency proper, His Excellency in Council is unable to admit that the interests of the population of the Deccan cannot be adequately attended to by the gentleman whom the Sardars may elect, or by the direct nomination of His Excellency the Governor, one of whom is, and the other may be, actually resident in the Central Division.

12. Having thus dealt with the objections raised by the memorialists to the scheme of distribution in that the Local Boards of the Northern Division, the Municipalities of the Southern Division, the Khots of Ratnagiri, and the Talukdars of Gajarat are not represented, and as to which it may be observed that the memorialists have not attempted to show, how, with the number of seats at disposal and under the Rules of the Governor-General in Council, these various bodies were to be separately enfranchised, His Excellency in Council turns to the objection raised to the inclusion of the Zamindars, and the exclusion of the Local Boards or of the Municipalities of Sind. His Excellency in Council cannot admit the justice of the view taken by the Sarvajanic Sabha that the Zamindars have no claim to representation. Whatever may

be the financial embarrassments of some of them and their general backwardness according to the standard of our schools, they are still the medium through which the administration of the province is mainly carried on outside the large towns. They are the interpreters between Government and the general body of the population. They fill more than a moiety of the seats on the Local Boards; and of any electoral bodies practically possible they are the best qualified to speak for the people of the province. It is also to the great land-owners that Government look for assistance in the initial steps necessary for the prevention of floods, and for the maintenance of the great irrigational system of Sind. As to the alleged non-representation of the Kurrachee Municipality or of municipal interests generally in Sind, His Excellency in Council has no reason to suppose that the member elected, on this occasion, by the Chamber of Commerce will not be fully competent to safeguard those interests.

13. Lastly and to revert to an objection already alluded to, it did not appear to His Excellency in Council that it would be justifiable to club the Bombay Chamber of Commerce with certain trading societies which represent particular interests. The Bombay Chamber of Commerce has long had the privilege of sending a member to the Bombay Legislative Council, and it did not appear to Government that the fact of the Councils being enlarged was any reason for qualifying that privilege.

14. The memorialists have represented, as did the Provincial Congress and the Presidency Association last year, that the Chamber, the Mill-owners' Association, and the Native Piece-goods Association should be combined for the purpose of electing a member. It appeared to His Excellency in Council that the difference between these latter bodies and the Chamber was very distinct. The latter represent particular branches of trade; the former represents trade in all its ramifications. Every branch of trade can be represented through the Chamber, if those interested in each branch so choose: whereas the combination with it of one or two Associations, only interested in a particular branch of trade, would at once suggest the question: Why, if the Mill-owners' Association and the Piece-goods Association are to be included with the Chamber, should not also such other particular interests, as those of the Cotton Traders, the Underwriters, the Retail Traders, the Coal Brokers, the Tobacco Dealers, and the Mill Hands be also

included through such Associations as they may have formed; as well as the similar combinations amongst Bankers, Brokers, and other professions which watch over the special interests of each community? His Excellency in Council also notices that underlying some of the objections there is a suggestion that the Chambers of Commerce represent European interests only. But the Chambers are open to Native as well as British merchants, and can, and as a matter of fact, do take up and press upon the notice of Government questions relating to trade, and to postal and railway communication—on due cause shown—whether they affect Native or European traders and merchants, particular lines of business or of trade collectively, or the interests of the general public.

### III.—REQUESTS, &c.

15. With regard to the suggestion that the elections should be by ballot, and that the Government Resolution does not lay down instructions for procedure with sufficient fulness, the memorialists have omitted to notice that the Regulations of the Government of India provide that in the case of Associations, not established by law, the voting should be conducted in the manner provided by their articles of association—a course which is obviously appropriate; and that in other cases it has properly been left to the bodies concerned to decide for themselves how the voting is to be conducted, with the assistance merely of such general suggestions as seemed to Government to be necessary to prevent confusion.

16. With regard to the objection raised to the Commissioners being entrusted with certain functions, it must be pointed out that the Commissioner is merely the medium of communication between groups of electoral bodies which have no common organization. He will have nothing to do with the conduct of the elections, except in so far as his advice and assistance may be sought by the bodies concerned. At the same time His Excellency in Council must repudiate most emphatically the suggestion that the influence of the Commissioners would under any circumstances be so used as to influence the result or interfere in any way with the absolute independence of the voters. His Excellency in Council has little doubt but that the representative Bodies will be glad of such assistance as may be rendered. There will, however, be ample time in the next two years to consult the Bodies concerned, and, if they

17. As regards the proposed grouping of Thana with the Central Division, and of Sholapur and Bijapur with the Southern, it is to be observed that Bijapur is already in the Southern Division, whilst His Excellency in Council is unable to see any particular advantage in the other changes proposed by the Bombay Presidency Association. The territorial divisions, as now existing, are thoroughly understood by their inhabitants, whilst a re-distribution occasionally and for only one purpose, might lead to confusion.

18. All the other requests relate either to some distribution other than that settled by Government, and have already been dealt with generally, or suggest the adoption of the principle of alternation. As regards the latter suggestion, it appears to His Excellency in Council that in several cases it might be adopted with advantage. The privilege of electing a member is limited in extent and is prized; and there would, His Excellency considers, be little difficulty in so arranging that, on the occasion of another election, some of those interests, which will now be represented by a member directly nominated by the Governor, should have the privilege of election granted them, and those that have had the privilege granted them on this occasion, should, be represented by a member directly nominated. It was not, however for the present administration to lay down any rule to that effect. Before another general election takes place, the present administration will in the ordinary course of events, have been broken up; and it will be for that which succeeds it to decide, with the advantage of experience, what scheme of distribution will best represent the various and in some respects conflicting, interests of the Presidency.

19. It will be gathered from the foregoing observations that His Excellency in Council does not admit that the present scheme of distribution is unfair or unreasonable. He regrets that, with the number of seats for election laid down by Regulation, it has been impossible to meet the very legitimate wishes of several public Bodies to have the privilege of election granted them; but he is unable to admit that any prominent interest is left without representation.

Having regard for these and other circumstances, His Excellency in Council conceives that he is not in a position to accede to the request of the Bombay Presidency Association that this

the limits imposed by the Regulations framed by the Governor-General in Council and approved by the Secretary of State in Council.

(Signed) G. C. WHITWORTH,  
Acting Secretary to Government.

PROCEEDINGS OF THE SABHA,

No. 168 of 1893.

SARVAJANIK SABHA ROOMS,

Poona, 3rd June 1893.

To .

THE SECRETARY TO THE GOVERNMENT OF INDIA,

Legislative Department-

CALCUTTA.

Sir,

We have been directed by the Managing Committee of the Poona Sarvajanik Sabha to respectfully submit, for the favourable consideration of His Excellency the Governor-General in Council, the following representation in regard to the Rules made by the Bombay Government to give effect to the Regulations made by the Government of India with the concurrence of the Secretary of State, under section I (4) of the Indian Councils Act of 1892 for the Presidency of Bombay. His Excellency the Viceroy was pleased to state in his speech in the Supreme Legislative Council that the distribution of seats provided for by the Regulations was of a tentative and experimental character, and that he would welcome suggestions from all quarters for their improvement. The Sabha could not, however, with propriety, appeal to the Government of India before securing a final declaration on the part of the Local Government on the subject. Such a declaration has now been made, and the Local Government have declined to modify their rules, or ask for additional powers from the Government of India. Under these circumstances, the Sabha has most reluctantly found it necessary to approach His Excellency the Governor-General in Council with this representation, praying for a reconsideration of the Rules framed by the Local Government.

2. It is necessary to give here a brief *resumé* of the principal stages of the history of this subject. The Regulations of the Government of India laid down that nominations to eight seats in the Bombay Legislative Council were to be made by His Excellency the Governor on the recommendation of the following bodies:—

A. The Municipal Corporation of Bombay.

B. Such Municipal Corporations or group or groups of Muni-

Bombay, as the Governor in Council may, from time to time, prescribe by notification in the *Bombay Government Gazette*.

C. Such District Local Boards or group or groups of District Local Boards, as the Governor in Council may, from time to time, prescribe as aforesaid.

D. The Sardars of the Deccan or such other class of large land-holders as the Governor in Council may, from time to time, prescribe as aforesaid.

E. Such Association or Associations of Merchants, manufacturers or tradesmen, as the Governor in Council may, from time to time, prescribe as aforesaid.

F. The Senate of the Bombay University.

It was further laid down by the Government of India that the University and the Bombay Municipality were to have only one seat each, and that the other bodies were to have at least one seat each, and might have more than one. The Supreme Government had thus assigned two of the eight recommendation-seats specifically, and the Bombay Government were asked to distribute the remaining six among four constituencies, the proportion of this distribution being left to the discretion of the Local Government. These six seats have been thus allotted by the Local Government:—

One seat to the Municipalities of the Northern Division.

One seat to the Local Boards of the Southern Division.

One seat to the Sardars of the Deccan—a body of 190 men.

One seat to the Zamindars of Sin.—a body of about 300 men.

One seat to the Bombay Chamber of Commerce—a body of about 75 members.

And one seat to the Karachi Chamber of Commerce—a body of 31 members.

The Committee of the Sabha respectfully submitted to the Local Government that this scheme of distribution was defective mainly in the four following respects:—

1. That it gave small minorities an overwhelmingly preponderant share of representation. The two Chambers of Commerce consisting chiefly of European merchants

which were left to the discretion of the Local Government, and only 2 seats have been allowed to groups of Local and Municipal Boards, though in all the other Provinces, four recommendation-seats have been allowed to these latter bodies, and this in spite of their recommendation-seats being less in number than those in Bombay.

2. That even where representation has been allowed to local and Municipal boards, these boards represent the interests of not more than  $\frac{1}{3}$ rd of the population, and no provision has been made for the boards representing the remaining  $\frac{2}{3}$ rds either directly, or by alternation on the plan adopted in all the other Provinces.
3. That it leaves the entire Central Division unrepresented. This Division contains one third of the population of the whole Presidency, and is admittedly its most important division.
4. And that the bulk of the native mercantile community is also left unrepresented.

Other objections of a minor and rather technical character were also urged, but it is needless now to refer to them here.

3. The feeling of dis-appointment caused by these rules, and by the entire exclusion of the Central Division in particular, found full and adequate expression in a large number of memorials addressed to the local Government by different public bodies in the Presidency, such as the Bombay Presidency Association, under whose auspices a great meeting was held in Bombay to protest against the rules, and the Poona Sarvajanik Sabha, which addressed three representations to the Bombay Government on the subject, by the people of Poona, Satara, Shclapur, Ahmednagar, Nasik, Dhulia and other places in public meetings assembled, and by the Municipal Corporations of Poona, Ahmednagar, Satara, Nasik and other towns. One of the letters, which the Committee of the Sarvajanik Sabha addressed to Government, contained a request that His Excellency the Governor might be pleased to receive a deputation of the Sabha and of the Central Division, so that the aggrieved people of this Division might be enabled to lay their case personally before His Excellency. This request was



of Government, and later on, that the deputation would not be permitted to make any statement, as His Excellency the Governor was in full possession of the views of the public of the Central Division. Notwithstanding this discouraging reply, a deputation of a few members of the Sabha and representatives from each of the districts of the Central Division, as also a few members of the Poona Municipality, waited on His Excellency the Governor on the 17th ultimo in Poona and His Excellency was pleased to make on the occasion a full statement of the reasons which led Government to frame the present Rules. On the same day, a Resolution was issued by the Local Government in which an attempt was made to answer the various objections urged against the official scheme of distribution. As His Excellency the Governor himself admitted in his speech, the point of view of the local Government was radically opposed to the stand-point taken up in the memorials, and therefore it has become necessary to address the Supreme Government with a view to secure a final decision on the points at issue.

4. The most important consideration set forth in the Resolution and the statement of His Excellency the Governor in support of the Rules is that the distribution of seats by the Bombay Government was intended mainly to secure a representation of "races, classes and interests," and that the territorial principle was allowed to occupy only a very subordinate position. The Committee of the Sabha would respectfully submit, that this is an erroneous principle to adopt, if the intention was to secure "a real living representation" of the people of this Presidency in the local Council. (1) In all the Colonies and Dependencies of Great Britain, representation is territorial and not by races. It has been found by practical experience all the world over that a fair representation of the larger interests of a great community can be secured only by the territorial principle. A Legislature generally passes laws for the entire community under its jurisdiction, and the occasions are exceedingly rare when legislation affecting only a particular class or classes is introduced. And if this is true of a legislature with unlimited powers, it is much more true of a legislature like the Bombay Legislative Council, whose powers of legislation are, to a great extent, limited. A Vaccination Bill, or a Police Bill, an Alkari Bill or a Forest Bill, affects the entire population of the Presidency, and if it is the object of the Indian Council's Act of 1892 that those who are

subject to the laws passed by the Indian Legislative Councils should have some sort of voice—direct or remote—in the making of those laws, that object will not be attained by giving representation only to “classes and interests.” (2) The interests of minorities, which are virtually class interests should, the Sabha submits, be provided for by the exercise of the power retained by Government in their own hands to nominate three or four non-official members in addition to those appointed to the eight recommendation-seats. (3) If the territorial principle were really meant to occupy a very subordinate position, the condition of ordinary residence required by these Rules regarding the representatives of the Local and Municipal Boards would not have been imposed. That condition is obviously meant to emphasize the necessity of local connections, and is a plain recognition of the importance of the territorial principle. (4) The principle of recognizing races and creeds stands in no need of encouragement from Government, as the division of interests caused by it has already been the bane of this country. Representative men of these races and classes have latterly, and especially in the present agitation, shown by their deliberate conduct that they are rising superior to sectional interests.

5 Assuming, however, that the principle adopted by the Bombay Government is the right one, it will still be found that no system has been observed in the attempt to embody it in the Rules. (1) It will not be disputed that the most important interest of the Presidency is agricultural. The land revenue is the largest item of revenue, and the population consists chiefly of peasant proprietors, who hold directly under Government their small fields of land. The Government of Bombay have stated in their resolution that this interest is represented by the Sardars of the Deccan and the Zamindars of Sind. So far as the Sardars of the Deccan are concerned, they have a claim to a seat in Council as representing the ancient nobility. But the Committee of the Sabha cannot help observing that it is hardly fair to found their claim to representation on the ground of their being large landholders. In the first place, a considerable number of the Sardars newly created by the Bombay Government, are, in no way, connected with agriculture, and have had the title of Sardar conferred on them only by way of distinction. The Sardars of the first rank are, indeed, rulers of large tracts of the Presidency, but these Sardars and the people of their territories, are not subject to the laws of the

Bombay Legislature, and pay no taxes to the Bombay Government. It is a distinct lowering of the status of these Sardars to say that the franchise has been conferred on them, because they are representatives of the agricultural population. Again, assuming that the Sardars represent the agricultural interests, they, as also the Zamindars of Sind, represent only the land-lord class, whose interests are, in many respects, identical with those of Government, while the far more important peasant class—the agriculturists—who stand in need of being protected beyond all other classes, remain, except in the Southern Division, as unrepresented as ever. The interests of this class can be represented only by conferring the franchise on the local Boards, appointed by those who pay the land tax, and their title to speak in the name of the agricultural class is, beyond all comparison, stronger than that of the Sardars or the Zamindars. (2) Similarly the explanation given in the Government resolution and His Excellency the Governor's speech for assigning one seat to the Bombay Chamber of Commerce and another to the Karachi Chamber, while the Mill-owners' Association and other native bodies have been left out of account is, to a great extent, clearly inadequate. It is not the Karachi Chamber that has made Karachi what it is. It is the Railways that have opened up the country by improving the means of communication, and have developed the trade of Karachi. If the volume of trade represented by the Karachi Chamber is something like 15 crores, that represented by the Native Mercantile community of Bombay is over 50 crores. (3) It is a fact whatever may be its cause, that the Chambers of Commerce at Bombay and Karachi chiefly represent the interests of European Merchants, and so long as the present distribution of seats remains, the public will always feel that a race distinction has been made in giving representation to the Mercantile community. The distribution of seats made by the local Government is thus not only opposed to general grounds of state policy, but as shown above, it cannot be defended even if the principle set forth by them be accepted as expedient.

6. A fair distribution of the eight recommendation-seats will in the opinion of the Sabha, be secured by the following allotment:-

- (a) One seat to the Bombay Municipality.
- (b) One seat to the University of Bombay.

- (c) One seat to the Bombay Chamber of Commerce, with which might be associated all members of the Native mercantile community who pay a certain high minimum of income-tax.
- (d) One seat to the Sardars of the Deccan.
- (e) One seat to the Municipal and Local Boards of Sind, alternately.
- (f) One seat to the Municipal and Local Boards of the Northern Division, alternately.
- (g) One seat to the Municipal and Local Boards of the Central Division, alternately.
- (h) One seat to the Municipal and Local Boards of the Southern Division, alternately.

Although there was some doubt on the point at first, His Excellency the Governor has now announced, in his reply to the deputation, that the local Council will consist of twenty-five members, of whom twenty-one, including the Advocate General, will be additional members. Eleven, at least, of these must, according to law, be non-official, and Government might very well lay down the number of non-officials at twelve. The Sabha is ready to admit that, for some time to come at any rate, Government must always command an official majority in the Legislative Council. This condition will, however, not be violated, if the number of non-official seats were fixed at twelve. According as this number is eleven or twelve, three or four non-official seats, besides the recommendation-seats, will be in the gift of Government. Assuming, however, that the number of such seats available for Government nomination is only three, the Committee of the Sabha would respectfully suggest that nominations to these seats might be made as follows:—

One seat to the Karachi Chamber of Commerce.

One to the Zamindars of Sind, the Khots of Konkan or the Talukdars of Gujerath.

One to the Mahamedan Community of Bombay.

7. It will be seen that the scheme of the Sabha differs from that of the Bombay Government in that (1) it allows one recommendation-seat to the rural and urban boards alternately of each of

the four districts of the Presidency, and (2) it secures the representation by election of the native mercantile community of Bombay along with that of the Bombay Chamber of Commerce, and (3) it gives representation by nomination to the Karachi Chamber, and the Sind Zamindars and other large land-holders. It may perhaps be asked why, if the Karachi Chamber of Commerce is to be satisfied with representation by nomination, the Central Division should not be similarly satisfied. The answer to this question, the Sabha ventures to think, is conclusive. Government have declared that they are anxious to obtain in the new Council as fair and full a representation of the people as, under existing circumstances, can be secured. Now in the case of a small body like the Karachi Chamber, it is not difficult for Government to ascertain who enjoys the confidence of the Chamber, and whose nomination would give satisfaction to the members. The Chairman of the Chamber being elected by the members, it would not be wrong on the part of Government to conclude that a representation of the interests of the Chamber would be secured by appointing him to a seat in the Council. But in the case of a large division, such a choice is not possible except by a double process of election. The number of Municipal and Local Boards being large, no matter how unexceptionable the selection of Government may be, the Boards, with which the selected member has no connection, cannot help feeling that they are left unrepresented. If the appointment is based on the result of their own conjoint election, they will have no cause to complain. The Committee of the Sabha thinks that this is a very important consideration, and the unsatisfactory character of the scheme of the Bombay Government is, in a large measure, due to its being, for the most part, overlooked.

8. The exclusion of the Central Division from all participation in the representation by election formed the principal ground of complaint in the various memorials submitted to the Bombay Government against the Rules. The claims of this Division to such representation have been admitted to be strong, and its aspirations have been recognized by His Excellency the Governor as being perfectly legitimate. As has been pointed out in the memorials of the Sabha and other bodies to Government, this Division is far ahead of the other divisions in point of population, area, revenue and education. The Municipality of Poona, which is the only

Municipality in the Presidency, besides that of the City of Bombay, that elects its own President, and has a preponderance of non-official over official members, belongs to this Division. Moreover its Municipalities and Local Boards have been admitted by the Government of Bombay themselves, to be in a more efficient condition than those of other Divisions. The entire exclusion of so important a Division from all share in the elective franchise has been admitted generally to be indefensible as a permanent arrangement. The Government of Bombay have sought to justify this exclusion chiefly on the three following grounds :—

1. That the representative of the Municipalities of the Northern Division will represent the urban Boards of the Central Division also; similarly, the member returned by the Local Boards of the Southern Division will represent the rural Boards of the Central Division.
2. That the nominee of the Deccan Sardars will take care of the interests of the Central Division.
3. That sufficient representation has been given to the Central Division by the appointment of Khan Bahadur Dorabji Pudumji, President of the Poona Municipality, who has been recently nominated by the Governor in Council, as an additional member of the Council.

In regard to the first point, the Government of Bombay observe as follows in their Resolution. "It appears to His Excellency in Council that, so far as the Central Division is concerned, neither the urban nor the rural population is divided in regard to characteristics or interests from that of the neighbouring towns and districts in the Northern Division and the Southern Division by any such hard and fast line as to stand in need of separate representation." It is difficult to understand exactly what is meant by this statement. The languages, habits and even the religious practices of these Divisions are, for the most part, different. The characteristics of these 3 Divisions are not, for obvious reasons, in all respects, the same. And as regards their interests, although it may be allowed that generally there would be no *conflict* between them, it cannot surely be seriously advanced that these interests will not generally be *different* from one another. It is one thing for the interests to be conflicting, and another to be separate and unconnected. And although the occasions for conflict

will, perhaps, be rare, absence of interest due to ignorance or lack of sympathy will be a matter of the most common occurrence. Besides what obligation would there be on a member returned by the Northern or Southern Division to look after the interests of the Central Division? All that the member will feel himself bound to do is to represent to Government the wants and wishes of his own constituents, and when he has done that, he will naturally think that he has done his duty in the matter. In connection with this point, the Government of Bombay also observe:—

“ The view of the position which His Excellency in Council commends to the memorialists is not that any particular bodies in any particular Division have been selected for representation to the exclusion of the rest, but that the Northern Division has been entrusted, through its Municipalities, with the duty of representing the urban population; the Southern, through its Local Boards, of representing the rural population.” If this view is the true view of the matter taken by the Bombay Government, the Committee of the Sabha fails to understand *why strict restrictions about ordinary residence have been imposed by the Rules on the candidates to be selected by the Local and Municipal boards.* The imposition of this condition shows clearly that Government attach some value to the election of men with local connections, and this can only mean that a division not so represented cannot well count upon being served by men from other parts. The same arguments apply to the representation of the Sardars. The nominee of this constituency will naturally feel himself bound only to the Sardar class, and the general public of the Central Division can obviously have no hold on him. On this point, His Excellency the Governor thus expressed himself in the speech which he made on the 17th ultimo in justification of the present distribution:—  
 “ I can see no reason why the gentleman elected by the Sardars should not fully represent your interests. He will be able to watch the legislative measures introduced by Government, and if these specially affect your interests, he will be able to protect them. If you consider that there are actions of Government on which you require information, he will be able to put any questions you may wish him to ask. If you consider that you are being unfairly treated in the distribution of Government funds, he can raise the question for you in the discussion on the budget.” But what obligation is there on him to do so? The question is not whether

he will do this service to the public of the Central Division as a matter of favour—that might be done by other non-official members too—or for the matter of that by the official members also. What the people of the Central Division desire is to have the right to choose their own man, and to require him to represent their interests and wants. Lastly the Government of Bombay ask the Central Division to be satisfied with the nomination of Khan Bahadur Dorabji Pudumji. The Committee of the Sabha admits with pleasure that this nomination has met with general approbation in this Presidency. But this satisfaction would have been greater, if Mr. Dorabji Pudumji had been chosen by the Central Division as their representative. As the President of a single Municipality only, Mr. Dorabji Pudumji cannot claim the position or feel the responsibility of a representative of the Central Division, as well as if his choice had been made by the Municipal or Local Bodies of this Division. And the Committee of the Sabha would submit that, so long as the elective franchise is exercised by other Divisions and other bodies, the Central Division must naturally consider itself unfairly treated, if it is not admitted to a similar share in the privilege.

9. There is one more point in the recent Resolution of the Bombay Government, to which the Committee of the Sabha begs leave to refer. Replying to the objection of the Sabha that the present scheme makes no provision for alternate elections by Municipal and Local Boards in the same Divisions, and for applying the principle of alternation generally to the case of those bodies that have been on the present occasion left out, the Local Government observe :—

“As regards the latter suggestion (the principle of alternation), it appears to His Excellency in Council that in several cases it might be adopted with advantage. The privilege of electing a member is limited in extent and is prized; and there would, His Excellency considers, be little difficulty in so arranging that, on the occasion of another election, some of those interests which will now be represented by a member directly nominated by the Governor, should have the privilege of election granted them, and those that have had the privilege granted them on this occasion, should be represented by a member directly nominated. *It was not, however, for the present administration to lay down any rule to that effect. Before another general election takes place, the present administration*



will, in the ordinary course of events, have been broken up; and it will be for that which succeeds it to decide, with the advantage of experience, what scheme of distribution will best represent the views and in some respects, the conflicting interests of the presidency." In the first place, it is not accurate to say that two years hence, the present administration will be "broken up." It is true that the term of office of His Excellency Lord Harris will then expire, but the two honourable members of Council will remain. And under no circumstances, can the continuity of a settled and law-bound Government be broken by changes in the members who compose it. It has been the noblest characteristic of the British rulers of this country that they have never regarded the task of rule entrusted to them as a burden, the responsibility of which they would gladly make over to their successors. So far as the Sabha is aware, this declaration is the first of its kind. If the local Government thought that the principle of alternation, which has already been adopted in all the other provinces, was a correct principle, they were, bound, in framing their Rules, to give formal recognition to it and it was an unusual procedure on their part to leave this question unsettled as a legacy to their successors. In all such matters, by lapse of time vested interests are created which Government naturally afterwards feel reluctant to disturb. The doctrine underlying this declaration has not been accepted by the other local Governments in this matter. The Lieutenant Governor of Bengal, for instance, is understood to intend to lay down his high office in June and yet he has framed Rules which provide for elections during the next four years.

10. For the reasons stated above the Committee of the Sabha respectfully prays that the Government of India will be pleased to direct the local Government to reconsider their Rules so as to redress the grievances felt by the people of this Presidency generally, and by the Central Division in particular by reason of the unfair and exclusive character of these Rules.

We have the honor to be,

Sir,

Your most obedient servants.

G. K. GOKHALE,

S. H. SATHE,

Hon'y. Secretaries, Sarvajanic Sabha, Poona.

REPLY OF THE REGISTRAR OF THE BOMBAY HIGH  
COURT TO THE REPRESENTATION OF THE SABHA  
IN REGARD TO THE HIGH COURT AND DISTRICT  
PLEADERS EXAMINATIONS.

With reference to the Sabha's representation No. 288 dated 19th November 1892 to the Hon'ble the Chief Justice and other Judges of the High Court of Judicature, Bombay, regarding the examinations of candidates for the office of the subordinate Judges and District Pleaders in the Presidency of Bombay a reply has been received in which an allusion is made to the second suggestion of the third para of the letter referred to above. The second suggestion of the letter has reference to the grant of the concession by the High Court in the matter of prescribing definite text books, for each subject instead of merely recommending books for law examinations. This suggestion has not been acted upon by the High Court. The reply runs as follows:

No. 1472 of 1893.

From

C. H. JOPP, Esquire

Registrar, High Court,

Appellate Side,

BOMBAY.

To

THE HONORARY SECRETARY,

Sarvajanic Sabha,

POONA.

*Bombay 12th July 1893.*

Gentlemen,

With reference to your letter No. 288 of the 19th November last, on the subject of the Pleaders Examination, I am directed by the Hon'ble the Chief Justice and Judges to refer you to the

Notification published at page 595 of the Bombay Government Gazette dated the 6th instant.

2. I am further to add that their Lordships see no reason for adopting the second suggestion made by the Committee of the Sabha stated in para 3 of your letter.

I have the honor to be,  
Gentlemen,

Your most obedient Servant,

C. H. JOPP

Registrar.

# DECENTRALIZATION OF PROVINCIAL FINANCE.

## INTRODUCTORY CHAPTER.

Among the changes recently introduced in the constitution and powers of the Local and Supreme Legislatures, the provision for the annual discussion of the Budget is perhaps not the least important. It is true that this concession is so hemmed in with limitations all round as to make it more or less academical in character, and yet it cannot be denied that the change, small as it appears, is fraught with prospective advantages which will surely pave the way to still greater improvements. It will not be possible, however, for the outside public to take an intelligent interest in these discussions unless it is made familiar with the history of the successive stages through which the policy of financial decentralization has been developed during the past 23 years. It is proposed in the following pages to trace the growth of this policy, more especially in its reference to the Provincial Finance of the Bombay Presidency.

Prior to the year 1870, though the executive responsibility of Government was distributed among the several Local Governments, so far as the financial responsibility was concerned, the whole burden rested solely on the shoulders of the Government of India, which was supposed to gather in all the receipts, and sanction all the disbursements, large and small, for the whole empire, as well as for each separate province. In the words of the Government of India Resolution No. 3334 dated 14th December 1870, which first announced a change of policy in the direction of decentralization, the local Governments had little liberty, and but few motives for economy in their expenditure. The Government of

## INDEPENDENT SECTION

Indians had to control the growth of charges to meet which it had to raise the revenue. The result was that the Local Governments, which were deeply interested in the welfare of the people entrusted to their care, and not knowing the requirements of the other Provinces or of the Empire at large, were liable in their anxiety for administrative progress to allow too little weight to fiscal considerations, while the Government of India, which was responsible for the general financial safety, was obliged to reject many demands in themselves deserving of encouragement, and was not always able to distribute satisfactorily the resources actually available. The Supreme and Local authorities regarded all measures involving expenditure from different points of view, and the division of responsibility, being ill-defined, led to conflicts of opinion injurious to the public service. The only way to avoid this conflict was to devise an arrangement by which the obligation to find the funds necessary for administrative improvement should rest upon the authority which effected these improvements. The urgency of this arrangement was forced upon the Government by the fact that the resources of the Government of India were not sufficient to meet the growing wants of the people of this country. Moreover, the Government of India was not in a position to understand fully the local improvements, nor had it the knowledge necessary for the successful development of these improvements. Each province has its own special wants, and it may have the means of supplying them which could not be made generally available to the Imperial Government. It is, therefore, in certain instances of our provinces, has distasteful to the Imperial Government, and local efforts might be applied to supply local wants, which could not be appropriated to increase the Imperial revenue. Provincial taxation had been, on late years, levied by the different Local Governments to provide for

urgent administrative wants, such as local roads, primary education, local police, vaccination etc, and it was not expedient to intercept these funds for objects, the cost of which had been hitherto defrayed from the general revenues. It would have given greater satisfaction to the Government of India, if it had been possible to enlarge the power and responsibility of Local Governments without charging upon local resources any part of the current imperial expenditure. This was, however, not found practicable under existing circumstances, but the Government of India was anxious to make as small a demand upon local resources as possible.

This resumé of the first part of the Resolution will convey an adequate idea of the reasons which suggested to Lord Mayo's Government the policy of making an important departure in the direction of decentralising local finance by enlarging the powers and responsibilities of the Local Governments, and of the limitations under which the first step was taken in this direction. It was a very small step dictated by a spirit of extreme caution. The Government of India only made over, under certain conditions, the following nine departments viz. (1) Jails, (2) Registration, (3) Police, (4) Education, (5) Medical Service except Medical establishment, (6) Printing, (7) Roads, (8) Miscellaneous public improvements, and (9) Civil buildings, as being parts of the Administration in which the Local Governments were expected to take special interest. It will be seen from this enumeration that these were all spending departments, the revenues realised being comparatively small, as against the expenditure incurred in connection with them. The expenditure in 1870-71 for these services incurred by the Government of India was 5,019,512£. A sum of 330,801£, subsequently raised to 35 lacks, was deducted from this total, and it represented the relief given to the imperial exchequer by the assignment of the financial charge for these nine

## INDEPENDENT SECTION.

change, but the Government of India believed that the object in view, being the instruction of many peoples and races in a good system of Administration, these difficulties would be surmounted by the Government enlisting the assistance and sympathy of many classes, who hitherto had taken little or no part in the work of social or material advancement.

These expectations might have appeared a little too exaggerated at the time when this first departure in the direction of decentralization was attempted. It is plain, however, that the Government of India did not intend to stop with the change as it was effected in 1870-71. That first step was intended to pave the way for further changes, and it was in full view of these expected developments, that the Government of India announced that the policy would not only secure economy and remove friction, but that it would be the means of instructing the people, and associating them in the work of administration. After 20 years, we are now reaping the first harvest of the great change then contemplated, and it is in this light alone that the highest moral interest attaches to the history of the development of provincial finance which we propose to trace in the sequel of this paper.

## CHAPTER II

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### THE FIRST PROVINCIAL CONTRACT, 1871-1876.

The actual change accomplished in 1871 was, as has been stated above, of a very unimportant character. The estimate of the assignment made to Bombay was 8,80,070 £ or nearly 88 lacks of Rupees in round numbers. The following Statement will show how this estimate came to be fixed.

DECENTRALIZATION OF PROVINCIAL FINANCE.

Assignments and Grants made for Provincial Services in accordance with Resolution 3334, dated 14th December 1870.

Head of Service transferred.	Sanctioned Grant, 1870-71	DEDUCT.			Net allotment for 1871-72
		Estimated receipts, 1870-71.	Proportion of Deficit	Total	
	Rs.	Rs.	Rs.	Rs.	Rs.
1. Jails ... ..	7,31,400	6,640	47,476	54,116	6,80,284
2. Registration	2,53,720	3,01,410	16,121	3,17,531	—63,811
3. Police ... ..	38,87,080	1,40,000	2,53,829	3,93,829	34,92,251
4. Education...	11,82,710	1,04,800	76,800	1,81,600	10,01,110
5. Printing ... ..	2,70,500	Nil	18,494	18,494	2,52,006
6. Medical Services. ...	7,48,520	"	57,322	57,322	6,91,198
7. Road & Public Improvements	12,19,000	"	1,90,343	1,90,343	10,28,657
8. Civil Buildings	10,75,000	"	2,625	2,625	10,72,375
9. Proportion of "Establishment," Public Works Department	5,96,440	"	...	...	5,96,440
10. Proportion of "Tools and Plant," Public Works Department	45,880	"	...	...	45,880
Total.....	100,13,250	5,52,850	6,63,010	12,15,860	87,97,390



## INDEPENDENT SECTION.

This statement shows that the total sanctioned grant for the Bombay Presidency on account of the assigned provincial services in 1870-71 was 100 lacs, the estimated receipts under the assigned heads were  $5\frac{1}{2}$  lacs in round numbers, and the rateable proportion of the deduction of 35 lacs, which fell to the share of Bombay, was  $6\frac{2}{3}$  lacs. These receipts and deductions came to about 12 lacs, and deducting these 12 lacs from 100 lacs, the balance of nearly 88 lacs represented the assignment made for Bombay. To start the scheme fairly, a donation of 4 lacs was made from the savings of the year. This arrangement was made for 5 years, and at the end of 1876-77, a new arrangement was adopted about which we shall have to speak further on. It is not necessary to discuss the minor changes and additions and alterations made in the original assignment for the provincial services between 1871 and 1876: They involved no new principle, but were merely matters of adjustment and account. The following table shows the allotments for six years under each separate heads from 1871-76.

It will be interesting to note how the first five years' contract under this new arrangement was worked. Taking the heads in their order, it appears that, under the first head of Jails, the sanctioned grant was  $7\frac{1}{2}$  lacs, and the receipts were Rupees 6,640. The proportion of deficit was 47,476 Rupees, and the net allotment was Rupees 6,80,644. When the contract was first made, the receipts were estimated at a very low figure, 6640 Rs. only; but they rose to 32,000 Rs. in 1871, 1,17,032 Rs. in 1872, 3,30,751 Rs. in 1873, 2,59,356 Rs. in 1874, 2,67,954 Rs. in 1875, 2,56,572 Rs. in 1876. The total receipts in 6 years were  $12\frac{2}{3}$  lacs. The net grant for the same period was 44 lacs, and the grand total of Jail receipts was thus  $56\frac{2}{3}$  lacs. The charges during the same period of six years rose from 5,42,287 Rs. in 1871-72 to 8,16,052 Rs. in 1876-77. The total of charges for 6 years was 45 lacs. The

contract, therefore, in respect of the Jail department showed, on the whole, a result favourable to the local Government by nearly  $11\frac{1}{2}$  lacs, which is the difference between the amount received, and the amount expended.

Under the head of Registration, the sanctioned Grant in 1870-71 was 2,53,720 Rs. Registration. The estimated receipts were 3,01,410 Rs., the proportion of deficit was 16,121 Rs., and the net allotment was—63,811 Rs. The actual receipts in this department did not yield, except in one year, the amount estimated. In the last year of the contract, they were 2,57,059 Rs. being 18,000 Rs. less than the receipts in 1871. Deducting the minus net grant, the total receipts were slightly less than 12 lacs in 6 years, or less than 2 lacs per year, and the total expenditure was about  $14\frac{1}{2}$  lacs, or  $2\frac{1}{2}$  lacs per year. The Local Government was thus a loser under this head to the amount of  $2\frac{1}{2}$  lacs, the result being due to the higher cost of the Department in the Bombay Presidency as compared to the other provinces.

The third head was the Police department, which had a sanctioned grant of Police. 38,87,030 Rs. The estimated receipts were 1,40,000 Rs. The proportion of deficit was 2,53,829 Rs., and the net allotment was 34,93,251 Rupees. The actual receipts were 2,30,648 Rs. and they rose to 4,15,356 Rs. in 1875-76 though they fell to 1,35,084 Rs. in 1876. The total for 6 years was thus 18 lacs. The net grants were for the same period nearly  $212\frac{1}{2}$  lacs, and the grand total of receipts were  $230\frac{1}{2}$  lacs. The charges rose from 38,16,527 Rs. to an average of 40 lacs during the last 4 years. The total charges were 237 lacs in six years, showing a deficit of nearly 7 lacs against the Local Government. This result was also due to the comparatively higher cost of the police force in this Presidency.

The sanctioned grant was 11,87,710 Rs. and the

Education. estimated receipts were 1,04,800 Rs. The proportion of deficit was 76,800 Rs., and the net allotment was 10 lacs. The actual receipts rose from 89,015 Rs. in 1871-72. to 2,04,193 Rs. in 1876-77. The principal head of receipts was represented by the fees paid in Colleges and in Schools. These receipts increased from 36,388 Rs. in 1871 to 1,29,598 Rs. in 1876, or nearly four times the figure for 1871. The total receipts in 6 years were  $10\frac{1}{2}$  lacs. The net grant amounted in 6 years to 60 lacs, and the total amount of the receipts in 6 years was  $70\frac{1}{2}$  lacs. The charges rose from 10 lacs in 1871 to  $12\frac{2}{3}$  lacs in 1874, and fell off to  $11\frac{3}{4}$  lacs in 1876. The total charges were  $69\frac{1}{2}$  lacs, and this department thus showed a difference in favour of the local Government of  $1\frac{1}{2}$  lacs.

The sanctioned grant was 7,48,520 Rs; no receipts were estimated under this head, and the proportion of deficit was 57,322 Rs. The net allotment was thus 6,91,198 Rs. The actual receipts rose from 10,495 Rs. in 1871 to 98,645 Rs. in 1876. The total for 6 years was  $3\frac{2}{3}$  lacs, and the net grant for the same period was  $53\frac{1}{2}$  lacs. The total receipts were 57 lacs, and the total expenditure for the same period was  $52\frac{1}{2}$  lacs, showing a difference in favour of the Local Government of  $4\frac{1}{2}$  lacs.

Printing Under the head of printing, the sanctioned grant was 2,70,500 Rs. No receipts were estimated, and after deducting the proportion of deficit, the net allotment was 2,52,000 Rs. The actual receipts rose from 7,500 Rs. in 1871 to nearly 45,000 Rs. in 1876. Including the net grant, the total receipts for 6 years were 18 lacs, and the total expenditure 16 lacs, showing a difference in favour of the Local Government of 2 lacs.

Office rent, rates, and taxes. The item of "office rent, rates and taxes" was first provincialized in 1872-73, when 2,38,000 Rs. were sanctioned on the charge side on this account, and

the grant was increased by a similar sum. There were no receipts under this head, and between 1872 and 1876 the charge fell from 2,28,880 Rs. to 1,83,922 Rs. The total charge for five years was 10½ lacks, and the total grant was 11½ lacks, which resulted in a difference, in favour of the Local Government of a sum exceeding one lack of Rupees.

The head of "minor Departments" provincialized in 1872-73, included the charge for Museums, Botanical Gardens, District Dak charges, Model Farms, Travellers' Banglows &c. The receipts were nil, and the assignment grant ranged from 1,13,650 Rs. to 1,26,018 Rs., while the charges increased from 95,181 Rs. to 1,47,605 Rs. In 6 years, there was a difference against the Local Government, of 85,000 Rs.

The next head "miscellaneous" provincialized in 1872-73, included charges for the destruction of wild beasts, and charges on account of European vagrants, Purchases of books, Destruction of records, Cemeteries, Traveller's Banglows &c. The net grant on this account was 1,69,780 Rs. in 1872-73, and was not much varied in the course of the next five years. The receipts under this head rose from 24,000 Rs. to 43,000 Rs. The total receipts in 6 years were 2½ lacks. The net grant came to 8½ lacks, and the grand total was nearly 11 lacks. The total charges rose from 1,04,000 Rs. in 1872-73 to 2,84,000 Rs. in 1876-77. The final result was a balance of 3 lacks in favour of the Local Government. The marine receipts and charges were both temporary and small in amount, and need not therefore be noticed. The grant to the local funds on account of the one anna excise cess commenced in 1873, and was applied to local purposes—, 2/3rd for District Public Works, and 1/3rd for Education. The grant came to about 1½ lacks of rupees, and amounted in 4 years to nearly 6 lacks of Rupees, which was also the total of the sum spent during the same period.

Under the head of "public works" were included Roads and Public Improvements, Civil Buildings, Establishment charges, and tools and plant. The sanctioned grants for these 4 heads, were  $29\frac{1}{2}$  lacs, and the net allotment was nearly  $27\frac{1}{2}$  lacs. This total was made up of  $10\frac{1}{4}$  lacs for roads and improvements,  $10\frac{3}{4}$  lacs for civil buildings, nearly 6 lacs for Establishment charges, and nearly half a lac for tools and plant. This allotment, remained undisturbed except in 1872-73, when 10 lacs more were sanctioned for Salt-Buildings and the Bombay Court of Small Causes. The receipts, estimated at 60,000 Rs. per year, amounted in 6 years to about  $6\frac{1}{2}$  lacs, and the net grants reached a total of 1,74,53,710 Rs. The actual expenditure in 6 years was 1,96,48,399 Rs., thus exceeding the receipts and net grants by a sum of  $15\frac{1}{2}$  lacs. The charges for original works, repairs, establishments, and tools and plant represent a total which rose from 28 lacs in 1871 to 30 lacs in 1872, 34 lacs in 1873, 30 lacs in 1874, 33 lacs in 1875, and  $31\frac{1}{2}$  lacs in 1876.

The general result of the five years' contract was that the Local Government was a gainer to the extent of  $33\frac{3}{4}$  lacs under Jails, Education, Medical Services, Printing, Rents and Taxes, Miscellaneous, and Local Rates and Taxes. This last item represented the revenue realized under the Bombay Acts I and II of 1871, which Acts ceased to be operative in 1873. This was not a regular receipt, though it represented a large amount of gain, nearly  $10\frac{1}{2}$  lacs. It was a loser to the extent of Rs 26 $\frac{1}{2}$  lacs under Registration, Police, Minor Departments, Public works, and Refunds. If the extraordinary gain of the local taxes referred to above be omitted from the account, there was a balance against the Local Government of nearly 6 lacs as a result of the 6 years' contract. That gain, however, enabled it to show a balance of 7 lacs to its credit at the end of the year.

This completes our review of the first 6 years of the provincial contract arrangements first adopted by Lord Mayo's Government at the close of 1870.

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### CHAPTER III.

#### THE SECOND PROVINCIAL CONTRACT (1877-1882).

The Government of India's Resolution No. 2309 dated 2 August 1877 laid down the lines on which the new provincial contract scheme was to be developed. The Government of India declared it to be their intention that the arrangements now adopted should secure a further extension of the financial and administrative powers and responsibilities of the Local Government.

This addition to the powers and responsibilities of the Local Government rendered it necessary to define the rules and conditions under which the Government of India surrendered the administrations of certain revenues and services to provincial uses and managements. The conditions laid down were of a more stringent character than those contemplated at the time of the first contract. They were (1) that without the previous sanction of the Government of India, no new taxes were to be imposed, and no change made in any system of revenue management. (2) No new general service or duty should be undertaken without the same previous sanction, and where the Local Government proposed to undertake any such new duty, it should satisfy the Government of India that it was in a position to provide the means out of their own resources, either temporarily or permanently according as the case might be. (3) The old rule prohibiting the creation of new appointments with a salary of Rs. 250 or upwards, or

additions which had the same effect, was further strengthened by a condition that no existing appointment, with a salary of Rs 250 a month or more, should be abolished or reduced without the sanction of Government of India. (4) No class or grade of officers should be created or abolished, nor the pay of any such class or grade should be reduced without sanction. (5) The old rule was repeated, which prohibited additions to pay &c. of individual officer or class of officers which might lead to increase in the emoluments of public servants doing duty in the same province whose pay and allowances were not charged to the transferred services. Similar alterations in the rates of pay and allowance likely to cause inconveniences in other provinces were forbidden. (6) Rates of discount upon the sale of court-fee labels and stamps, and the duties upon intoxicating spirits and drugs were not to be altered without the sanction of the Government of India, and that Government reserved to itself the right to forbid alterations in such matters which were likely to cause inconvenience in other provinces. (7) The Local Governments were not to withdraw any balances from the public treasuries for investment or deposit elsewhere, and were not to withdraw any money except for expenditure on public service. (8) No lines of thorough communication were to be given up, or allowed to fall out of repair. (9) No alterations were to be made in the form or procedure of public accounts. And lastly, (10) services previously rendered to other Departments at the charge of transferred departments were to be continued as before, and no services rendered to the transferred Departments by other departments were to be increased.

It will be seen from this enumeration that the powers of control, which regulated the relations between the Local and Supreme Governments were made more strict and exacting than were provided for by the rules of 1871. In full keeping with the spirit of the new rules, it was directed that returns showing every

change made in the pay of any officer, and every new office created, or every old office abolished, any unusual or extraordinary charges incurred, or expenditure discontinued, were to be submitted quarterly to the Government of India, and all its standing orders and rules contained in the financial and other codes were to be observed, and returns and accounts submitted whenever called for. While the Government of India declared its intention to avoid interference with the details of administration of the transferred revenues, it was not prepared to relinquish its general powers of control, and it accordingly required the Local Government to furnish full information of their executive financial proceedings. It was also laid down that neither in the arrangements of 1871, nor in the new arrangements proposed, was there any intention to introduce any change of practice which would lead to inter-provincial or inter-presidential or inter-Departmental adjustments, and the Local Governments were required to accept without remonstrance all charges which would, under the system in force before 1871, have been recorded under any of the transferred heads of accounts, and were not to raise objections on the ground that the charge had originated outside the Presidency, or was one in which the Presidency was not interested. Further it was provided that the grant made for the services transferred or entrusted to Local Administrations was a consolidated grant, and no claim should be made against the Imperial Treasury on the ground that the cost of any service exceeded the grant allowed in the calculation of the consolidated grant. The Local Governments were further required not to exhaust the balances to their credit in the Imperial Treasuries, and the Accountants General were required to strictly enforce these rules, and to report transgressions which were not immediately rectified upon their representation. Even where the balance to the credit of the Local Governments was not exhausted, the Local Government was not to



advance the money from such balance in excess of the powers entrusted to it by rule or law, but all loans must be made from the Imperial Treasury. Further, it was provided that the public funds should be used only for public services, and should not be employed for the advantage of any individual or private body unless in accordance with rules recognized by the Government of India. Lastly, the Local Governments were required to submit accounts showing balances at the beginning of the last completed financial year, and the balances at the end of that year, and the revenues appropriated, and the expenditure sanctioned during that year, as also Budget Estimates for the coming year, and revised estimates for the current year.

The whole drift of these rules appears clearly to strengthen the control and increase the subordination of the Local Governments to the Supreme Government, and to that extent the spirit of these rules contrasts strikingly with those of 1871, of which a summary was given in a previous Chapter. Sir John Strachey was, at this time, at the head of the Financial Department of the Government of India, and to his mind the idea of decentralization, as sketched out in such glowing terms in the Resolution of December 1870, was not at all congenial. In fact, in his speech in the Council delivered on 15th March 1877, Sir John Strachey stated that he disliked the term "decentralization", as it conveyed to many people the false notion that the Government of India desired to diminish its central authority. He stated that so far from diminishing that authority, what was desired was to see that authority increased and made the strongest possible reality. True imperial control could only be maintained by refusing to meddle with details, which the Local Authorities alone understood, and with which they alone could intelligently deal. There is not a word in this speech about the anticipated

operation of the scheme as affording, in its full integrity and meaning, opportunities for the development of self-Government or for strengthening Municipal institutions, for the association of Natives and Europeans to a greater extent than here-to-fore in the administration of public affairs. There is not a word about the object in view being the instruction of many peoples and races in a good system of administration, and about securing the assistance and sympathy of many classes, who had hitherto taken little part in the work of social and material advancement. The sole value which Sir John Strachey attributed to the scheme was that it led to improved administration, great economy in expenditure, greater productiveness in existing sources of revenue, and that it minimized the evils of new taxation by the help of local knowledge and energy. After reviewing the operation of the scheme for the previous six years, Sir John Strachey pronounced the results to be thoroughly satisfactory. The Local Government did indeed complain that the change did not go far enough, but Sir John Strachey thought that, in diminishing the old friction, in strengthening instead of weakening the authority and control of the Supreme Government, and in enabling the Local Government to carry out many improvements which otherwise would have been impracticable, the success of the experiment was beyond doubt. Greater economy had been secured, and the increase of expenditure had been prevented. The nine services, which were transferred to the provincial Government, were so selected, because they were specially liable to increases. These services had cost the Government of India more than 5½ crores in 1863-64, and the charge had increased to 6 crores in 1869-70. They were reduced to 5½ crores in 1870, when the decentralization scheme was first introduced. As the result of its five years' working, the charges of the assigned services were 5½ crores, being 20 lacks more than the figure for the year 1863-64, and 70 lacks more than the

figure for 1868-69. All this improvement was secured without any increase of taxation except in Punjab and Oudh, and to a small extent in Bombay. There was thus a clear revulsion of feeling on the part of the Government of India in respect of the anticipated benefits of the policy of financial decentralization. The whole scheme was reduced to a mere departmental arrangement for avoiding interference in the details of local administration.

But, though the spirit of the new arrangement was thus clearly opposed to the liberal policy announced by Lord Mayo's Government in 1870, the actual changes effected were in the direction of further decentralization. It will be noted that the arrangements adopted in 1870 transferred no revenue heads proper to the Local Governments. The items transferred were all of them services, that is, expenditure items, the corresponding receipts of which formed but a small proportion of the moneys disbursed. The most important step in advance taken in 1877 was represented by the transfer, in whole or in part, of some of the principal revenue heads of income. As far as the Bombay Presidency was concerned, under Land Revenue, the Government of India surrendered to the Local Government the Inamdari adjustments and service commutations, which form a portion of the Land Revenue receipts. This transfer was only nominal, because these receipts were balanced by a corresponding charge under Land Revenue Police, and Allowances and Assignments. The Contract figure of this assignment on the revenue side was Rs. 66,24,000. This sum of Rs. 66,24,000 was made up of Rs. 52,24,000 being the revenue of the Inamdari lands adjusted, and of Rs. 14,00,000 which represented payments made to hereditary District and village Officers, and other service lands and service commutations. This assignment of the revenue, was, however not intended to confer

upon the Government any power it did not formerly possess of altering the character of these tenures.

The next head transferred was the Excise. It was estimated that the Excise revenue increased by one lack a year, and on this basis, taking the figure for 1876-77 as the starting point, the revenue for 1877 was estimated at Rs. 40,82,000 out of which, Rs. 80,000 represented charges of collection, and Rs. 2,000 were refunds. From 1876-77 to 1881-82, one lack a year was added to the revenue estimate, and the figure for 1881 was fixed at 44 lacks. In other words, the Bombay Government bound itself to make good to the Imperial Treasury a sum rising from 40 to 44 lacks of rupees in five years on the graduated scale mentioned above, and it was on this condition that the management of this revenue was transferred to the Local Government.

The third item transferred was the Stamp Revenue. The starting figure, based on the estimates of 1876-77, was 45 lacks, and allowing deductions for charges Rs. 1,58,000, and for refunds Rs. 56,000, it was assumed that a net revenue of 43 lacks could be ensured under this head. The annual increases were estimated at half a lack each year, thus bringing up the figure to 46 lacks in 1881. The Bombay Government undertook to make good this revenue for a period of five years. The stamps and the excise revenue were thus the two major heads on the receipt side, which were provincialized at this time. The transfer of the land revenue head was only of a nominal character. The other heads transferred were of the minor sort, chief among which was Law and Justice.

The receipts under this head, about 3 lacks Law and Justice. a year, bore a small proportion to the expenditure 43 lacks under the same head. For the purposes of the contract, allowing deduc-

tion for refunds, the receipts under Law and Justice were taken to be Rs. 2,70,000 which the Local Government undertook to make good for five years without any annual increases.

The three items of Excise, Stamps and Law and Justice, taken together, were thus fixed for the period of five years, at Rs. 85,70,000 for the first year, and Rs. 92,70,000 for the last year, the annual increment being Rs. 1,50,000. It was arranged that under these three heads any excess of revenue over the estimated figures was to be shared equally between the Local and the Supreme Governments and any deficits were also to be charged in the same proportion.

The next minor head of revenue transferred was "Miscellaneous" which did not however include gain by exchange, premium on bills, or on money orders, lapsed money orders, sale of Darbar presents, and all items above Rs. 10,000 for which no sub-head was provided. The revenue under this head was estimated at one lack of Rupees, while the charges and refunds came to about Rs. 50,000. For the purposes of transfer, the revenue was estimated at Rs. 1,20,000 and the charges at Rs. 50,000. The charges under this head were transferred along with the receipts, and included all miscellaneous expenditure excepting the charge for the remittance of treasure, discount and supply bills, loss by exchange, and all items above Rs. 10,000 which could not be brought under any recognized sub-heads. These five heads—Land Revenue, Excise, Stamps, Law and Justice, and Miscellaneous, represented all the revenue heads transferred under the new contract.

The expenditure heads transferred were (1) Refunds under the heads transferred, which came to a total of Rs. 1,10,000. (2) The second expenditure head transferred was Land Revenue, the grant fixed

under this head being Rs.65,07,000. (3) The transfer of the excise and stamps revenue included the charges incurred under those heads, Rs. 80,000 for excise and Rs. 1,58,000 for stamps, and these, therefore, call for no notice. (4) The customs charges transferred represented a much larger amount than the revenue under this head. The charge was estimated at Rs. 8,09,000, and the minor receipts under the head of miscellaneous and ware-house rents were estimated at Rs. 77,000, and the transfer was made on the basis of the net charge being Rs.7,20,000 which was made up of the difference between Rs.8,09,000 expenditure, and Rs.89,000 receipts. Customs refunds and drawbacks were not included in the transfer. The receipts from customs duties proper, though shown in the Bombay accounts, were not really provincial revenue, as they represented duties paid by the trade of the country generally which passed through Bombay, and these duties, therefore, not provincialized. (5) The service of the salt Department was also transferred to the Local Government, along with the fines and forfeitures on the receipt side. These last were estimated at Rs. 29,000, and the expenditure was fixed at Rs. 5,69,000. The proper salt revenue was not transferred because, though credited in the accounts of the Bombay Presidency, it represented the consumption of salt, not only in Bombay, but in the other Presidencies also which drew their supply from Bombay. Unlike Stamps and Excise revenues, Salt and Customs receipts were not in their nature provincial receipts, and were, therefore, excluded from the transfer arrangements made at this time. (6) The next head transferred was a purely expenditure head viz, administration. It included charges on account of the salaries of the Governor and staff, the Executive Council, the Secretariat offices, the Commissioners and their establishments, but it did not include charges on account of the Civil offices of Account and Audit, the Currency Department, Money Order offices, Allowance paid to the Presidency

Bank, and Stationery purchased in the country. The grant on this account was fixed at Rs. 11,43,000 per year. (7) The Minor Departments were similarly transferred, except the Meteorological and Archæological Departments, as also the Census, and Gazetteer, and Statistical Branches. The charge for the Minor Departments transferred was fixed at Rs. 1,13,000. (8) The expenditure on Law and Justice was similarly transferred, and the charge assigned under this head was estimated at Rs. 43,12,000. (9) The Marine Department was similarly transferred both on the receipt and expenditure sides. The Receipts were estimated at Rs. 28,000, and the charges at Rs. 31,000. (10) The Ecclesiastical Department was made over to the management of the Local Government, and the charge fixed at Rs. 3,25,000. (11) The Medical Department was similarly transferred on the expenditure side, and the charge fixed at Rs. 2,68,000. (12) The cost of the stamp and stationery supplied to all the Departments in the Presidency, excepting the Postal and Telegraph Departments, was transferred to the Local Government, and the charge fixed at Rs. 2,29,000. (13) Allowances and assignments, excepting territorial and political pensions, were also provincialized, and the charge was fixed at Rs. 64,81,000. (14) Superannuation, retired and compassionate allowances and gratuities were similarly transferred to the Local Government. The expenditure on this head being estimated at Rs. 8,00,000, and the receipts for contributions to pensions were fixed at Rs. 80,000, leaving a net charge of Rs. 7,20,000 under this head.

The following statement brings together all the details set forth above:—





It will be seen from the Statement that receipts in all to the extent of Rs. 1,58,66,000, and expenditure to the extent of Rs. 2,19,63,000, were provincialized under the contract arrangements entered into in 1877. To these figures must be added, on the receipt side the sum of Rs. 6,64,000, and on the expenditure side Rs. 1,04,54,000 already provincialized in 1871, thus bringing up the totals on the receipt side to Rs. 1,65,30,000, and on the expenditure side to Rs. 3,24,17,000. This left the charges higher than the receipts by Rs. 1,58,87,000.

There were certain heads of expenditure in which no deduction was deemed possible or expedient. These heads were :—

Refunds...	...	...	1,10,000
Excise ...	...	...	80,000
Stamps ...	...	...	1,58,000
Allowances paid to village officers			28,73,000
Allowances and assignments			64,81,000
Superannuation allowances ...			8,00,000
Provincial allotment	...		1,04,54,000

These made up a total of Rs. 2,09,56,000, and deducting it from the total charge sanctioned of Rs. 3,24,17,000, there remained a balance of Rs. 1,14,61,000, out of which the Government of India deducted five per cent, or Rs. 5,67,000. Deducting Rs. 5,67,000 from the total expenditure of Rs. 3,24,17,000 there remained the balance of Rs. 3,18,50,000, for which receipts assigned under the old and new contracts came to Rs. 1,65,30,000. The grant from the Imperial revenue to fill up the deficiency of receipts against charges was, therefore, fixed for the first year of the new contract at Rs. 1,53,20,000, and taking credit for the expected increases in Excise and Stamp revenues of  $1\frac{1}{2}$  lacks per year, this amount was reduced by a corresponding deduction for the succeeding five years till it came to Rs. 1,46,20,000 in 1881-82.

the year 1877, when this new contract was made, the year of the great famine of 1876-77. The Government of India were prepared for the possibility of the famine crisis defeating the main intention of the arrangement, which was only suited to meet the requirements of ordinary times of prosperity. The Government of India therefore agreed to contribute in the first instance such a sum as would prevent the insolvency of the local Government on account of increased famine expenditure and diminished receipts. It was further provided that, instead of the Provincial services assignment being shown separately, as was directed in 1871, the delegated revenues and expenditure under the new arrangement were to be recorded in the public accounts of the empire exactly as they occurred without reference to the relative responsibilities and mutual engagements of the two Governments. The final settlement was to be effected upon the balance of the whole Provincial account by a single entry in the imperial accounts under the head "balance of the Local Government increased or decreased" as the case might be. Lastly, it was provided that if the receipts and allotments were insufficient to meet the assigned expenditure, the difference was to be made good from the provincial balances except for the first year. If the services cost less than the income, the difference was to be added to the provincial balance. The expenditure on local Railways and Irrigation works was not provincialized at this time, but proposals were made for the consideration of the Local Government, and it was also informed that if new works of the sort were contemplated, they would have to be provided for with a guarantee from provincial sources. These were the main points of the contract arrangements entered into in 1877.

CHAPTER IV.

THE SECOND PROVINCIAL CONTRACT CONTINUED.

The following two statements show how the contract was worked during the five years period 1877-1882.

Provincial Revenue

	1877-78.	1878-79	1879-80	1880-81	Budget 1881-82
Opening Balance.....	...	6,00,000	12,12,490	11,01,477	11,26,000
I. Land Revenue ...	66,35,686	67,19,017	67,28,473	66,50,176	67,54,000
IV. Excise ...	40,55,306	41,97,363	50,15,578	54,98,392	54,00,000
V. Assessed Taxes ...	...	8,03,946	4,99,743	4,05,532	4,20,000
VII. Customs ...	1,04,986	1,70,186	1,02,481	85,411	76,000
VIII. Salt ...	42,897	44,890	40,277	43,883	36,000
X. Stamps ...	41,62,715	43,99,980	42,60,846	42,15,365	42,80,000
XI. Registration ...	2,87,552	8,23,318	2,97,888	2,79,212	2,86,000
XV. Minor Departments ...	30,243	24,949	30,092	21,800	26,000
XVI. Law and Justice—					
Law and Justice proper ...	8,26,015	8,25,084	4,47,510	5,12,618	3,63,000
Jails ...	2,73,193	3,05,655	3,02,251	3,92,915	3,97,000
XVII. Police ...	2,05,380	1,93,262	2,05,060	2,40,343	2,37,000
XVIII. Marine ...	27,709	80,818	89,453	51,019	50,000
XIX. Education ...	1,75,728	1,79,830	1,98,647	2,21,047	1,86,000

Provincial Revenue.—Continued

	1877-78.	1878-79.	1879-80.	1880-81.	Budget 1881-82.
XX. Medical	85,802	94,375	90,294	89,443	89,000
XXI. Stationery and Printing	40,853	43,711	30,894	39,551	35,000
XXII. Interest	51,140	53,206	48,115	57,135	59,000
XXIII. Superannuation	1,09,587	1,49,437	1,26,828	1,31,188	1,18,000
XXIV. Miscellaneous	1,15,158	90,998	71,456	78,047	77,000
XXVII. Other Public Works	7,13,578	8,47,621	6,00,401	6,09,977	5,94,000
	1,74,44,618	1,89,97,746	1,91,36,277	1,96,22,654	1,94,23,000
Contributions		40,000	21,661	20,078	24,000
Imperial Allotment	1,55,50,758	1,52,45,828	1,49,02,705	1,46,95,783	1,46,75,000 a +3,08,000
<b>Grand Total</b>	<b>3,29,94,376</b>	<b>3,42,83,574</b>	<b>3,52,79,139</b>	<b>3,54,89,990</b>	<b>3,55,18,110</b>
<b>Provincial Deficit</b>	...	...	1,11,013	...	...

INDEPENDENT SECTION.

## Provincial Expenditure.

	1877-78	1878-79	1879-80	1880-81	Budget 1881-82	
					Original	Additional
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Deficit at the close of 1876-77	5	...	...	...	...	...
3. Refunds ...	1,42,430	2,30,996	3,41,971	2,77,804	2,86,000	...
4. Land Revenue ...	67,74,073	66,10,102	65,16,303	64,69,906	66,50,000	1,000
6. Excise ...	81,587	1,13,447	3,36,302	1,87,528	1,92,000	2,000
7. Assessed Taxes ...	...	54,252	40,692	24,703	27,000	...
9. Customs ...	8,49,028	8,36,208	8,26,608	8,13,422	8,44,000	...
10. Salt ...	8,02,319	6,25,241	5,46,792	5,52,098	5,68,000	19,000
12. Stamps ...	1,51,268	1,52,272	1,99,986	1,85,984	2,07,000	...
13. Registration ...	2,37,618	2,33,320	2,32,269	2,22,585	2,90,000	...
15. Post Office ...	95,841	94,131	88,644	89,271	90,000	...
17. Administration ...	12,35,805	12,21,695	11,85,676	12,25,387	12,09,000	1,000
18. Minor Departments ...	1,20,947	1,13,408	1,30,391	1,15,137	1,44,000	3,000
19. Law and Justice:—						
Law and Justice proper...	44,11,317	44,04,770	43,24,214	42,80,656	43,19,000	...
Jails ...	11,73,358	11,28,974	10,92,160	9,37,343	9,81,000	...
20. Police ...	43,23,192	39,34,615	39,81,637	40,55,847	39,98,000	61,900
21. Marine ...	40,845	39,063	30,444	71,107	44,000	...



It is not necessary to examine in detail the progress of each branch of revenue and expenditure during the five years' term of this contract. It will, however, be useful to note a few particulars regarding chief heads of receipts and charges shown in the statements given above. The total figure  $67\frac{1}{2}$  lacks given under the head of Land Revenue on the receipt side was made up of  $10\frac{1}{2}$  lacks levied as Judi from service Inams of hereditary District and Village officers,  $53\frac{1}{2}$  lacks received as Judi from other Inam lands, and  $3\frac{1}{2}$  lacks levied upon the lands of police *shet sanadis*, thus making a total of nearly  $67\frac{1}{2}$  lacks. On the expenditure side, the principal charges under this head were  $29\frac{1}{2}$  lacks, which represented the cost of the Collector's revenue establishments, about 8 lacks more which represented the cost of the Survey and Settlement Department, and about 30 lacks which represented payments made to District and Village officers, thus bringing up the total to  $66\frac{1}{2}$  lacks.

The Excise administration fully realized the expectations entertained by the Government of India. The receipts on account of license and distillery fees, and duties for the sale of liquor and drugs, rose from 39 lacks in 1877 to  $47\frac{3}{4}$  lacks in 1880-81, and the transit duty on excise opium, and gain on the sale of opium brought in 6 lacks more. The total increase in five years was thus nearly 14 lacks, being 9 lacks more than what was anticipated, while the charges increased from Ra. 82,000 to 2 lacks.

As regards assessed taxes, there was no arrangement made when the contract was settled. A certain allotment was made by the Government of India, which varied from year to year.

In regard to salt and customs, no great changes took place.

As regards stamp Revenue, the actual receipts rose from  $41\frac{3}{4}$  lacks to about  $42\frac{1}{4}$  lacks in 4 years, thus failing to realize the anticipated increase of half a lack per year.

The Registration receipts also showed stationary figures.

As the net outcome of the five years' working of the contract, it may be remarked that there was a loss under:—

Refunds ...	... of	Rs. 7 $\frac{1}{2}$	Lacks.	
Land Revenue	... "	" 8	"	nearly
Customs ...	... "	" 2	"	
Salt ...	... "	" 3 $\frac{1}{2}$	"	
Stamps ...	... "	" 20	"	
Registration...	... "	" 1	"	nearly
Administration	... "	" 5	"	
Law and Justice	... "	" 2	"	
Police ...	... "	" 14	"	
Education ...	... "	" 4	"	
Stationery and Printing	... "	" 1	"	nearly
Allowances and Assignments of	... of	" 10	"	nearly
Superannuation	... of	" 6	"	nearly
Miscellaneous	... "	" 7 $\frac{3}{4}$	"	

These losses were counterbalanced by gains under:—

Excise ...	... of	Rs. 19 $\frac{1}{4}$	Lacks.	
Assessed taxes	... "	" 20	"	nearly
Minor Departments	... "	" 8 $\frac{1}{2}$	"	
Jails ...	... "	" 1 $\frac{1}{2}$	"	
Medical ...	... "	" 5	"	
Public Works	... "	" 56	"	
Contributions to Local Funds	... "	" 2	"	

The losses about 90 lacs were covered by the gains 111 lacs, chiefly because of the great reductions in the Public Works expenditure. The annual balances were also allowed to fall much below the limit of 20 lacs fixed as a safe reserve. While this was the condition of provincial finance, the local funds estimated receipts and expenditure showed more favourable results. The receipts were 33 lacs, and the contributions were 4 lacs in 1880-81, while the charges were 35 $\frac{1}{4}$  lacs, and the balance was 14 $\frac{1}{2}$  lacs in the same year, which was equal to the closing balance of the provincial account with an expenditure of nearly 3 $\frac{1}{3}$ rd crores.



## CHAPTER V.

## THE THIRD PROVINCIAL CONTRACT, 1882—1887.

The third provincial contract was entered into in 1882 when Lord Ripon was Viceroy, and Major Baring was his financial adviser. In keeping with his liberal traditions, the new contract was conceived in a more liberal spirit than what Sir John Strachey showed in settling the terms of the second contract.

The principle adopted on this occasion was considerably in advance of that adopted in 1877. Instead of giving Local Governments a fixed sum of money to make good the excess of provincialized expenditure over provincialized income, a certain proportion of the Imperial Revenue of each Province was devoted to this object. Certain heads of Revenue, as few in number as possible, were wholly, or with small local exceptions, reserved as Imperial, others were divided in proportions for the most part equal, while the remaining were wholly, or with minute exceptions, made Provincial. The balance of transfers, being against the Local Governments, was rectified for each Province by a fixed percentage on its land revenue which was otherwise reserved as Imperial. In brief, nearly  $\frac{3}{4}$ th of the revenues, and above  $\frac{1}{4}$ th of the expenditure of British India, were thus provincialized. Under this arrangement, the Bombay Government was permitted to share half the revenues under Forest, Excise, Assessed Taxes, Stamps and Registration, and it received the whole of the revenues under Provincial Rates, Minor Departments, Law and Justice, Marine, Police, Education, Medical, Stationery and Printing, Miscellaneous receipts under Customs and Salt, and certain items under Interest, Pension, Miscellaneous, and Public Works. The deficit between the provincialized receipts and expenditure was made up by assigning a fixed proportion, 59·82 p. c. of land revenue proper. This division will be better understood from the following statement, which it may be noted refers generally to

items recorded in the accounts of the several Provinces, and do not refer to items, in the accounts of the General Government only, such as the Mint, Post Office, Telegraph, Guaranteed and State Railways.

Revenues.		
	IMPERIAL.	PROVINCIAL.
I. Land Revenue. ....	The whole, except as entered in the Provincial column.	In Bombay, Rents of Resumed Service Lands and Service Commutations and a fixed percentage (59.8216) on the Imperial Land Revenue to cover the difference between the Provincial Revenue and the Provincial Expenditure, and leave a small surplus of Rs. 6,84,000 per annum.
II. Tributes. ....	The whole.	Nil.
III. Forest. ....	Half.	Half.
IV. Excise. ....	Do.	Do.
V. Assessed Taxes. ....	Do.	Do.
VI. Provincial Rates	Nil.	The whole
VII. Customs. ....	All, except as entered in the Provincial column.	All items other than Customs Duties.
VIII. Salt. ....	Do.	All items other than Duty on Salt and Sale of Salt.
IX. Opium. ....	The whole.	Nil.
X. Stamps. ....	Half.	Half.
XI. Registration. ....	Do.	Do.
XIII. Post Office. ....	Nil.	The whole.
XIV. Minor Departments. ....	Do.	Do.
XVI. Law & Justice.	Do.	Do.
XVII. Police. ....	Do.	Do.
XVIII. Marine. ....	As at present.	As at present.
XIX. Education. ....	Nil.	The whole.
XX. Medical. ....	Do.	Do.
XXI. Stationery and Printing ....	Do.	Do.

Revenue.—Continued.

	IMPERIAL.	PROVINCIAL.
XXII. Interest ...	All, except as entered in Provincial column	Interest on Government Securities (Provincial)
XXIII. Pensions. ...	Book transfers from the Military and Medical Funds and subscriptions to these Funds.	The remainder.
XXIV. Miscellaneous	Gain by Exchange on Imperial Transactions, Premia on Bills and Unclaimed Bills of Exchange.	The remainder.
XXV. Railway. ...	As at present.	Whatever is "now" Provincial in each Provin.
XXVI. Irrigation and Navigation ...	Do.	Do.
XXVII. Other Public Works ...	Receipts from Military Works.	The remainder.
XXXI. Gain by Exchange on Transactions with London.	The whole	Nil.

## EXPENDITURE.

	IMPERIAL.	PROVINCIAL.
I. Interest ...	The whole, except as entered in the Provincial column.	Interest on Local Debenture Loans. $4\frac{1}{2}$ per cent on the Capital cost to the commencement of the year, and $2\frac{1}{2}$ per cent on the Capital cost during the year, of all Public Works, whether classified as <i>Productive Public Works</i> or not, of which Capital and Revenue Accounts are kept; excepting, always, any portion of their cost supplied from Provincial Revenues or by Local Debenture Loans. The rate of interest on the cost of <i>Protective Public Works</i> will be the subject of special agreement.
2. Interest on Service Funds and other Accounts } ...	Interest on Service Funds and deposits in Savings Banks.	The remainder.
3. Refunds and Draw-backs. } ...	Of the Imperial share of the Revenues	Of the Provincial share of the Revenues.
4. Land Revenue ...	Nil in Bombay.	The whole.
5. Forest ...	Half.	Half.
6. Excise ...	Do.	Do.
7. Assessed Taxes ...	Do.	Do.
8. Provincial Rates ...	Nil.	The whole.
9. Customs ...	Do.	Do.
10. Salt ...	The purchase and manufacture of salt; and charges connected with the administration of Salt Revenue in Portuguese India.	The remainder.
11. Opium ...	The whole	Nil.

Expenditure.—Continued.

	Imperial.	Provincial.
12. Stamps ...	Half	Half.
13. Registration ...	Do.	Do.
15. Post Office ...	Nil.	The whole.
16. Telegraph ...	Do.	Do.
17. Administration ...	Account and Currency offices and Allowances to Presidency Banks.	The remainder.
18. Minor Departments	Archæological and Meteorological Departments. Censuses, Gazetteers and Statistical Memoirs.	Do.
19. Law and justice ...	Nil.	The whole.
20. Police ...	Frontier Police and Police employed on Imperial State Railways and on Salt preventive duties.	The remainder.
21. Marine ...	Whatever is now Imperial	What is now Provincial in each Province.
22. Education ...	Do.	The whole.
23. Ecclesiastical ...	The whole	Nil.
24. Medical ...	Nil.	The whole.
25. Stationery and Printing } ...	Stationery purchased for Central Stores	The remainder including cost of Stationery obtained from the Central stores.
26. Political ...	The whole.	Nil.
27. Allowances and Assignments } ...	The whole, except as in the Provincial column.	In Bombay, items now Provincial.
28. Civil Furlough and Absence Allowances } ...	The whole.	Nil.

## Expenditure.—Continued.

	Imperial.	Provincial.
29. Superannuations...	Items not provided for in the Provincial column	All pensions and gratuities, except pensions payable from the Military and Medical Funds, brought to account in India; each Government being responsible for the pensions and gratuities which it now pays, or hereafter, grants or recommends, however earned and wherever paid.
30. Miscellaneous ...	Remittance of treasure, and discount on Supply Bills.	The remainder.
31. Famine Relief ...	See paragraph 7 of Resolution	See paragraph 7 of Resolution.
32. Railways ...	As at present	Whatever is now Provincial.
33. Irrigation ...	Payments to the Madras Canal Company.	Do.
34. Other Public Works ...	Military Public Works and Offices of the Supreme Government; Works in the Salt, Opium, Post Office, Imperial Telegraph and Ecclesiastical Departments, and on Mints and Currency Office; and the Bengal Surveyor General's Offices.	Do.
38. Loss by Exchange.	The whole	Nil.

The provincialized receipts, including the fixed percentage, were estimated at Rs. 3,49,29,000, while the provincialized expenditure was estimated at Rs. 3,45,15,000. The margin of Rs. 6,80,000 was intended to be a reserve to meet abnormal famine and other charges. This reserve being thus provided, it was arranged in further modification of all previous reservations that except in cases of severe famine, no further aid was to be expected, and on the other hand, the Supreme Government was not to make any further demand, except in the case of an abnormal disaster, which exhausted the imperial reserves and resources, and necessitated the suspension of all improvement throughout the Empire. As shown before, the unspent balance of the old contract was 21 lacs, being the difference between the gain of 111 lacs and the losses 90 lacs in five years. Lord Ripon returned back to the Provincial Government the contribution of 8 lacs which had been levied by the Government of India in 1879-80, on account of the Afghan war, and directed that it should be spent on productive public works. He also made over an extra allotment of  $25\frac{1}{2}$  lacs of Rupees on account of land remissions, which were ordered to be made in certain Talukas brought under revision survey, and  $2\frac{1}{2}$  lacs more for the construction of salt works. The starting balance was thus  $56\frac{3}{4}$  lacs, out of which 29 lacs were available for expenditure at the discretion of the Local Government. The advantage of the system adopted by Lord Ripon over that followed previously was that the Provincial Governments obtained a direct interest not only in the Provincialized Revenues but also in the more important items of Imperial Revenue raised within their Province. As stated above Lord Ripon's Government not only returned back to the Provincial Governments the extra sums levied from them under the stress of the Afghan war in 1879 and 1880, but it found itself to make no further calls except in abnormal emergencies which exhausted all the resources of the Supreme Governments. In the case of famine

visitations, the Provincial Governments were not to look to the Imperial Government for help till all its own resources were exhausted, and then this relief will be given by way of loans raised to meet the excess cost in the Province, and Provincial finance would be expected to bear the interest charge on such loans. More important than all the changes noted above were the steps taken by Lord Ripon's Government to give effect to the foresighted anticipations shadowed forth in the 23rd Para of the Resolution of 1870 in which the policy of decentralization was recommended for its affording opportunities for instructing the people in the act of Self-Government, and strengthening municipal institutions, and securing the associations of Europeans and Natives to a greater extent than before in the administration of affairs. Lord Ripon's Government stated it to be their view that the time had now arrived when further practical development should be afforded to the intentions of Lord Mayo's Government. The Provincial Governments were expected in their turn to hand over to Local Self-Government considerable revenues at present kept in their own hands, and allow them to be managed by local committees of nonofficial members subject to such general control as may be reserved to the State by law. The Local Governments were expected to scrutinize the items of their revenue and transfer them from Provincial to Local finance.

The following two statements of receipts and expenditure will present in one view the variations from year to year from the sanctioned figures for 1882 of the actuals for the first three years, and the Revised and Budget estimates of the last two years of the contract :—



Statement showing the receipts as originally assigned, and the actual for the first three years and the revised and the Budget estimates respectively of the remaining two years of the Contract.

Heads of Account. Receipts.	Sanctioned.	Actuals. 1882	Actuals. 1883	Actuals. 1884	Revised 1885	Budget. 1886
I. Land Revenue ...	1,86,34,400	1,81,89,183	1,97,79,798	1,89,62,976	2,04,32,000	1,96,22,000
III. Salt ...	60,000	65,647	64,944	54,597	37,000	37,000
IV. Stamps (half) ...	20,50,000	21,04,800	21,35,381	22,32,142	22,12,000	22,73,000
V. Excise (half) ...	32,13,500	35,00,900	38,84,100	41,00,280	43,61,000	42,98,000
VI. Provincial Rates ...	...	...	...	...	57,000	55,000
VII. Customs ...	79,000	56,932	49,152	45,685	45,000	45,000
VIII. Assessed Taxes (half) ...	6,62,500	6,20,933	6,32,870	6,27,907	6,30,000	6,30,000
XI. Forest (half) ...	8,09,000	10,45,176	12,51,550	13,87,421	14,93,000	14,31,000
X. Registration (half) ...	1,40,000	1,41,724	1,67,349	1,86,478	1,96,000	1,97,000
XII. Interest ...	59,000	60,817	54,853	54,259	57,000	57,000
XIII. Post office ...	...	...	...	1,000	2,000	2,000
XIV. Telegraph ...	...	5,178	3,425	3,686	4,000	4,000
XVI. Law and Justice ...	7,59,000	7,18,825	6,26,198	5,65,533	5,00,000	5,15,000

Statement of receipts, actuals, revised and Budget estimates &c.—Continued.

42

Heads of account Receipts.	Sactioned.	Actuals 1882.	Actuals 1883.	Actuals 1884.	Revised 1885.	Budget 1886
XVII. Police ...	2,38,000	2,28,901	5,03,720	4,75,427	7,20,000	7,93,000
XVIII. Marine ...	85,000	45,940	47,624	49,774	53,000	54,000
XIX. Education ...	2,24,000	2,49,922	2,61,914	2,75,633	2,65,000	2,65,000
XX. Medical ...	90,000	59,228	63,901	59,987	75,000	75,000
XXI. Scientific and other minor Departments ...	24,000	17,173	13,515	21,882	24,000	21,000
XXII. Receipts in aid of Superannuation ...	1,38,000	1,10,028	1,14,139	1,25,295	1,31,000	1,60,000
XXIII. Stationery and Printing ...	40,000	63,736	49,248	58,669	60,000	60,000
XXV. Miscellaneous ...	1,14,500	1,72,475	58,839	1,04,259	1,20,000	62,000
XXXII. Civil Works Contribution ...	6,31,000	7,16,332	7,09,733	8,17,044	7,99,000	7,53,000
	25,000	27,711	52,810	60,051	1,75,000	23,000
Total Revenues...	2,70,64,930	2,72,49,651	3,07,11,818	3,04,64,957	3,32,60,000	2,96,28,000

INDEPENDENT SECTION.

Statement showing Disbursements as originally assigned, and the actuals of the first three years, and the revised and budget estimates of the remaining 2 years of the contract.

Heads of Account. Expenditure.	Sanctioned.	Actuals. 1882	Actuals. 1883	Actuals. 1884	Revised. 1885	Budget. 1886
1. Refunds and Draw backs.	3,25,700	6,62,907	17,76,275	2,62,856	3,87,000	3,06,000
2. Assignments and Compensations.	15,13,000	14,26,965	15,87,892	14,57,052	14,68,000	14,74,000
3. Land Revenue	55,74,000	55,83,387	58,27,486	58,25,558	58,47,000	57,22,000
5. Salt	5,50,000	5,99,003	6,24,862	7,79,713	8,97,000	9,96,000
6. Stamps	97,000	89,797	96,974	98,959	98,000	97,000
7. Excise	1,00,000	97,898	96,973	1,20,682	1,28,000	1,29,000
8. Provincial Rates	...	...	...	...	57,000	55,000
9. Customs	7,72,000	6,11,088	5,65,668	5,40,281	4,87,000	4,95,000
10. Assessed Taxes	12,000	9,930	9,965	10,428	10,000	10,000
11. Forest	5,89,000	6,31,243	7,72,315	8,81,729	8,92,000	9,26,000
12. Registration	1,20,000	1,23,887	1,41,415	1,47,145	1,50,000	1,47,000
15. Post Office	89,000	88,659	89,745	89,868	1,17,000	1,07,000
16. Telegraph	...	14,500	54,779	7,045	7,000	7,000
18. General Administration	12,35,000	12,14,324	12,45,274	12,66,753	12,68,000	12,58,000
19. Law and Justice:—	51,10,000	50,70,947	50,75,157	51,86,599	51,56,000	51,90,000

Statement of Disbursements, actuals revised and Budget estimates &c.—Continued.

44

Heads of Account, Expenditure.	Sanctioned.	Actuals. 1882	Actuals. 1883	Actuals. 1884	Revised. 1885	Budget 1886
20. Police ...	36,80,000	39,27,251	41,80,190	43,05,882	44,94,000	47,46,000
21. Marine ...	40,000	32,952	70,515	87,177	62,000	70,000
22. Education ...	10,55,000	11,45,139	11,42,515	12,04,694	14,00,000	16,57,000
24. Medical ...	11,82,000	11,95,760	12,29,747	12,83,001	12,99,000	13,53,000
25. Political ...	0	2,962	1,592	2,639	2,000	2,000
26. Scientific and other minor Departments ...	1,51,000	1,49,793	1,64,238	2,07,223	3,03,000	2,45,000
29. Superannuation Allow- ances and Pensions }	10,38,000	11,60,527	11,71,284	12,05,534	12,29,000	12,95,000
30. Stationary and Printing...	4,74,000	5,41,787	5,76,480	5,31,963	5,70,000	6,12,000
32. Miscellaneous ...	2,23,000	2,57,675	2,09,380	2,03,192	2,33,000	2,59,000
33. Famine Relief ...	0	11,801	44,096	1,350	5,000	0
41. Miscellaneous Railway Expenditure }	0	1,11,887	1,24,115	84,764	10,000	36,000
45. Civil Works ...	29,40,200	34,75,308	36,49,706	41,99,441	35,46,000	46,99,000
Contribution ...	5,52,000	5,11,715	4,76,691	4,63,367	8,83,000	6,47,000
<b>Total Expenditure.....</b>	<b>2,73,41,900</b>	<b>2,87,48,592</b>	<b>3,07,57,099</b>	<b>3,04,04,895</b>	<b>3,10,05,000</b>	<b>3,25,30,000</b>

INDEPENDENT SECTION.

A few explanatory remarks may be added here in regard to the variations in the more important items. Under this contract the five years' working of the land revenue receipts resulted in a net surplus gain of  $37\frac{1}{2}$  lacs to the credit of the Provincial Government. This surplus was cut down by a contribution of 20 lacs made to the Imperial Government in 1886-87.

The head of salt receipts forms a very small item of provincial receipts. As regards receipts from stamps, the provincial half share of the revenue was estimated at  $20\frac{1}{2}$  lacs at the time of the contract. It exceeded the estimated figure by nearly 7 lacs in five years. The excise revenue also showed very favourable results. The provincial half share of the excise revenue was estimated at the time of the contract at  $32\frac{1}{2}$  lacs, but the actual receipts rose from 35 lacs to 43 lacs, and the total excess in five years was over 41 lacs, out of which a moiety went to the Supreme Government. The receipts from Provincial Rates are of no great importance so far as the Provincial Budget is concerned, for there are no provincial rates proper, and the receipt is only due to the assignment of the net proceeds of local rates to local boards, and the sum of Rs. 57,000 represents the cost of collection of the local rates, and is balanced by a corresponding charge of about Rs. 55,000. Provincial customs receipts are insignificant and they were further diminished by the abolition of the customs duties. The provincial half share of assessed taxes was fixed in 1882 at  $6\frac{2}{3}$  lacs, and the collections were slightly over  $6\frac{1}{3}$  lacs. There was a loss of  $1\frac{2}{3}$  lacs in five years. The Forest revenue showed better results. The contract figure of the provincial half share of these receipts was 8 lacs, but the actual realizations rose from 10 to  $16\frac{1}{4}$  lacs, and resulted in a surplus of  $25\frac{1}{4}$  lacs on the gross revenues, and about  $13\frac{3}{4}$  lacs on the net revenue. Under Registration, the contract figure of the provincial half share of receipts was Rs. 1,40,000, or 7 lacs in five years. The realizations exceeded this figure by nearly 2 lacs.

The next three heads, Interest, Post Office, and Telegraph, do not call for any notice, as the last two services were not made over to the Local Government, and the interest receipt is only a nominal receipt in connection with certain Educational and Medical endowments. Under the head of Law and Justice, the receipts were set down in the contract at Rs. 7,59,000 per year. The receipts actually realized were on an average less than six lacs per year, thus resulting in a loss to the Local Government of  $8\frac{2}{3}$  lacs in five years. Under the head of Police, the receipts were estimated in the contract at Rs. 2,38,000 per year. The actual receipts in five years were more than twice the contract figure, being  $27\frac{1}{4}$  lacs in five years. The increase was due to a larger contribution from the Bombay Municipality, and payments for private service, cattle-tresspass fines, and excise police. The marine receipts were similarly in excess of the contract figure which was Rs. 35,000 per year, while the actual receipts were Rs. 75,000 per year. The receipts under Education were fixed at Rs. 2,24,000 per year in the contract, while the actual receipts were in excess by nearly 2 lacs in five years, owing to the increase of the number of schools and scholars. Under Medical, there was a similar increase in the receipts, the contract figure being Rs. 54,000, while the actual receipts were over Rs. 60,000 owing to the increase of fees in the Grant Medical College. The receipts under Scientific and Minor Departments were slightly over the contract figure, the excess being Rs. 90,000 in five years. The receipts in aid of Superannuation showed a fall-off, owing to the reduction made by the Government of India in the contributions made by officers lent to foreign States. The contract figure was Rs. 1,38,000 and the receipts were on an average Rs. 1,28,000, resulting in a loss of about, Rs. 50,000. The receipts from Stationery and Printing were greatly in excess of the contract figure, Rs. 40,000. The actual receipts were nearly 3 lacs in five years, the increase

being due to recoveries made from the Berar Provinces, which item had not been included in the contract. The Miscellaneous receipts, estimated at Rs. 1,20,000 in the contract, were slightly less owing to subsequent transfers of minor sub-heads. As regards Public Works, the receipts, estimated at the time of the contract were Rs. 6,31,000 per year. The actual receipts were a lack more per year, owing chiefly to improvements in Toll receipts. This exhausts nearly all the main heads of Income on the revenue side.

On the expenditure side, the first head Refunds and Drawbacks calls for no remarks, as the items included in it are of a very miscellaneous character, and it will be sufficient to state that there was an increase of  $3\frac{1}{2}$  lacks over the contract figure in five years.

The amount taken in calculation under this head at the time of the contract was Rs. 15,13,000, which sum was made up of  $7\frac{1}{2}$  lacks being payments made to Inamdars and other grantees,  $3\frac{1}{2}$  lacks being pensions in lieu of resumed lands, and  $4\frac{1}{2}$  lacks being made up of compensations and miscellaneous. Of the amount payable to Inamdars and other grantees,  $3\frac{1}{4}$  lacks were payable to District Officers, and  $4\frac{1}{4}$  lacks to Inamdars proper. Of the pensions, about  $2\frac{1}{2}$  lacks were payable to Devasthanans, and about 1 lack to Varshasans. There was a net gain of  $1\frac{1}{2}$  lacks under this head to the Local Government in five years.

The amount sanctioned under this head in the contract was  $55\frac{1}{2}$  lacks, out of which more than half, or  $28\frac{2}{3}$  lacks, represented the cost of the Collectors &c. and their Establishments, about 10 lacks represented the cost of the Survey and Settlement Department, about  $12\frac{1}{2}$  lacks represented payments made to District and Village officers, and  $6\frac{1}{2}$  lacks represented sanctioned village expenses. In the course of five years (1882-1887), the last head was fairly kept down viz, payments

made to District and Village Officers, but there was an increase of  $2\frac{1}{2}$  lacks in the cost of the Revenue and Survey establishments. This resulted in an increase of expenditure of 9 lacks in five years. Part of this increase was due to temporary causes, and part was due to the increase in revenue caused by revision settlements.

The sanctioned expenditure under this head at the time of the contract was  $5\frac{1}{2}$  lacks.

**Salt.** The actual expenditure greatly exceeded this figure, being as high as 9 lacks at the end of the period. The net excess in five years was  $3\frac{2}{3}$  lacks, after making allowance for increased allotments. The increased expenditure was due on account of the reorganization of the establishments, and the creation of new frontier preventive lines in Kathiawar and Central India.

The sanctioned expenditure under this head at the time of the contract was Rs.

**Stamps.** 1,94,000, of which one half was imperial and the other half was provincial. This limit was fairly maintained in the course of five years, and there was a small net saving. The total sum of Rs. 1,94,000 was made up of  $\frac{2}{3}$  lacks charges on the sale of general stamps,  $\frac{1}{3}$  lack charges on the sale of court-fee stamps,  $\frac{1}{2}$  lack cost of stamp paper, and  $\frac{1}{2}$  lack for establishment charges.

The contract figure sanctioned under this head for expenditure was 2 lacks, of which

**Excise.** one half was imperial, and the other half was provincial. The expenditure increased to  $2\frac{1}{3}$  lacks in five years, owing to the large increase of revenue, which made it necessary to employ a larger establishment.

The item of Provincial Rates was only a nominal expenditure head in the contract, and calls for no remarks. It represents an adjustment entry representing the cost of collecting the local cess.



The sanctioned charge under this head was  $7\frac{1}{2}$  lacks. There was a great saving under this head on account of the reduction of the customs establishment caused by the abolition of import duties. The saving on the estimate was  $11\frac{2}{3}$  lacks, but out of this sum  $7\frac{1}{2}$  lacks were surrendered to the Imperial Treasury, and  $1\frac{2}{3}$  lacks were reserved for pensions and gratuities. A portion of the customs establishment charge was transferred to the head of salt, and the net saving was thus reduced to Rs. 60,000.

The charge under this head was fixed in the contract at Rs. 24,000, of which one half was imperial, and the other half was provincial. The income tax was introduced during the period of the contract, and Rs. 10,000 were allotted, to the Local Government as its provincial share of the charges for collection.

The sanctioned charge under this head was Rs. 11,78,000, of which one half was imperial, and the other half was provincial. It included  $7\frac{1}{2}$  lacks for conservancy, and  $4\frac{1}{2}$  lacks for establishment charges. There was a great excess of expenditure under both heads, the excess being nearly 2 lacks under conservancy, and 4 lacks under establishment. This additional expenditure was sanctioned by the Government of India for the purpose of carrying out a scheme for the re-organization of the superior forest staff, and the increase of conservancy charges was due to the large extension of protected forest areas, and the collection of forest produce by departmental agency.

The sanctioned charge under this head was Rs. 2,40,000, of which one half was imperial, and the other half was provincial. There was an increase in expenditure in five years of nearly Rs. 60,000, owing to the reorganization of District establishment rendered necessary by the transfer of Registration under the Relief Act from Village to Circle Registrars.

The next two charges noted in the margin are not provincial, and call for no remark, as the provincial items are very insignificant in amount. The chief heads of provincial post office charges are a contribution to (Postal Mail Service between Bombay and Goa Rs. 16,000), and District Dak Establishment (Rs. 42,000). The only provincial telegraph charge was in connection with a telegraph line from Sholapur to Barsi, which cost Rs. 7,000.

This head was estimated to cost  $12\frac{1}{3}$  lacks at the time of the contract. This expenditure included the salary of the Governor and his staff and household expenditure, which amounted in all to 2 lacks of Rupees. Tour expenses and contract allowances came to about  $1\frac{1}{4}$  lacks, the charges on account of the Executive Council were  $1\frac{1}{3}$  lacks; Secretariat charges came to  $4\frac{1}{3}$  lacks, and the charges for the four Commissioners reached a total of  $3\frac{1}{3}$  lacks. These charges were not much exceeded in the course of five years.

The charge under this head was estimated at the time of the contract at Rs. 51,10,000. This included the salaries ( $3\frac{1}{4}$  lacks) of the Judges of the High Court; the High Court Establishments on the original and Appellate side represented another  $3\frac{1}{4}$  lacks, the Law Officers cost  $1\frac{1}{2}$  lacks, the charge for Civil and Sessions Judges represented  $18\frac{1}{2}$  lacks, that for Courts of Small Causes represented  $2\frac{2}{3}$  lacks, and for Criminal Courts represented  $12\frac{1}{4}$  lacks, and for Jails  $8\frac{1}{2}$  lacks. These charges were not much increased in the course of five years. There was an increase in the charge of Criminal Courts of nearly 1 lack, and on account of Civil and Sessions Courts of another lack per year, but this was counterbalanced by decreased expenditure under Jails of nearly 2 lacks. The net result of the contract was a loss of  $5\frac{1}{4}$  lacks in the course of five years.

The charges under this head were estimated to cost Rs. 36,80,000 per year at the time of the contract. This amount included  $1\frac{2}{3}$  lacs for the Presidency Police,  $32\frac{1}{2}$  lacs for the District Force, including both officers and men, about 2 lacs for Village Police, and nearly 1 lac for Railway Police. In the course of five years, this charge was increased from 37 lacs to 45 lacs, the chief increase being about  $3\frac{1}{2}$  lacs in the Presidency Police Charges, about 2 lacs in the District Police, and about  $1\frac{1}{4}$  lac in the Village Police charges. Including the fresh allotments, the total sanctioned charge was nearly 2 crores for five years, while the actual charge exceeded that amount by nearly 19 lacs. Out of the total cost on account of the District Executive Force, the salaries of the 37 District and Assistant Superintendents were estimated at  $2\frac{1}{3}$  lacs, and the cost of the Police Force proper, 19,000 men, was 26 lacs.

This head is of minor importance in provincial accounts. The sanctioned charge of Rs. 46,000 was not exceeded in any year.

The sanctioned charge under this head was  $10\frac{1}{2}$  lacs, out of which direction and inspection charges represented an expenditure of  $2\frac{1}{3}$  lacs at the time of the grant. The cost of Government Colleges, special and general, was 2 lacs; Government schools, general and technical, cost  $3\frac{1}{2}$  lacs; Grants-in-aid represented Rs. 86,000, and payments by results Rs. 80,000. In the course of five years, the sanctioned expenditure increased from  $10\frac{1}{2}$  lacs to 14 lacs. The increase was chiefly in the item of grants-in-aid and payments by results, which were raised from  $1\frac{1}{2}$  lacs to  $3\frac{1}{4}$  lacs in 1885-86, and the Budget Estimate in 1886-87 was 5 lacs. There were smaller increases under inspection charges and in the cost of Colleges and schools. The average

increase over the contract figure in the course of the five years' period was  $3\frac{1}{2}$  lacs, due to the increase of Inspectors and College Professors, and to the increase in the number of Schools and Colleges, and of building-grants to these institutions. On the whole the actual expenditure exceeded the contract figure in five years by nearly 13 lacs. The contributions to local funds, which were fixed at Rupees 2,20,000, were exceeded by 2 lacs in the course of five years. There were besides 2 lacs more given for grants to school-buildings. These items increase the total excess to  $16\frac{3}{4}$  lacs in five years. On the whole, the educational expenditure was under all heads increased by the liberality of the Local and Supreme Governments during these five years.

The contract figure under this head was fixed at Rupees 11,82,000, and it was increased in the course of five years to 13 lacs. This charge included three lacs being the cost of Medical Establishments,  $1\frac{1}{2}$  lacs being the charge for Sanitation and Vaccination,  $4\frac{2}{3}$  lacs for Hospitals and Dispensaries, Rs. 87,200 being grants to Dispensaries, Rs. 91,000 for Lunatic Asylums, Rs. 26,000 for Lock-Hospitals, Rs. 20,000 being the charge for the Chemical Examiner, and Rs. 43,000 represented the net cost of the Grant Medical College. In the course of five years, there was an addition of Rs. 50,000 to the charge for Sanitation and Vaccination. Another Rs. 50,000 were represented by the additional cost of Hospitals and Dispensaries. With the fresh allotments, the five years' contract charge was expected to reach a total of 58 lacs. The actual charge exceeded this amount by  $5\frac{1}{2}$  lacs. This service, therefore, like that of Education, received liberal consideration from Government during this term of five years.

This head is of minor importance in respect of Provincial accounts, and therefore calls for no notice.

Political

Scientific and Minor Departments had, at the time of the contract, a sanctioned charge of  $1\frac{1}{2}$  lacs, which was raised in the course of five years to 3 lacs in 1885-86. Under this head were included the charge for Museums,—Rs. 5,000, Model farms cost Rs. 11,000, cotton experiments Rs. 9,000, Botanical Gardens Rs. 12,000, Bull and Stallion charges Rs. 40,000, and Miscellaneous Rs. 8,000. The contract figure with fresh allotments was  $7\frac{2}{3}$  lacs in five years and the actual expenditure was 3 lacs more during the same period. The new Agricultural Department, the Census charges, the cost of the veterinary classes opened in 1886-87, and the newly created factory Establishment, account for the increase of expenditure under this head referred to above.

The superannuation charges and pensions represent the next head of expenditure.

Superannuation charges and pensions. The contract charge as fixed at first was  $10\frac{1}{2}$  lacs per year. The actual charges were  $5\frac{2}{3}$  lacs in excess in five years, the addition being chiefly due to the pensions granted to the reduced customs establishment. Of the total of Rs. 10,58,000, nearly 9 lacs represented pensions proper, compassionate allowances were slightly over one lac, and gratuities were about Rs. 50,000.

This head had a contract charge of  $4\frac{3}{4}$  lacs, which rose to  $5\frac{3}{4}$  lacs in five years.

Stationery and Printing. This charge included the cost of the stationery office Establishment,—Rs. 20,000, stationery charges Rs. 2 lacs, and the charge of Government Presses was  $2\frac{1}{2}$  lacs. The total expenditure was  $2\frac{1}{2}$  lacs more than the sanctioned charge in five years.

This head had a sanctioned charge of 2½ lacks. It was fairly kept down at the contract figure. This charge included rents, rates and taxes,—Rs. 88,000, rewards for the destruction of wild beasts,—Rs. 14,000, Traveller's Banglows, rewards for proficiency in languages, subscriptions to periodicals, cost of books purchased, and charges on account of European Vagrants &c. The item of famine relief was of no importance during the term of the contract, as less than Rs. 50,000 were spent on this account in five years. The same remark holds good in regard to Miscellaneous Railway expenditure.

Under Civil Public Works, the sanctioned charge was 29½ lacks per year. This charge was greatly exceeded every year, being 34½ lacks in 1882, 36½ lacks in 1883, 42 lacks in 1884, 35½ lacks in 1885, and the Budget estimate for 1886-87 was 47 lacks. The actual expenditure in five years exceeded the sanctioned grants with allotments by 47½ lacks.

Contributions from provincial to local is the last head of charges on the expenditure side, and the amount fixed was 4½ lacks per year. It included 2½ lacks of grants to schools and school buildings, 1½ lacks contributed in lieu of 1 anna cess on excise revenue, about Rs. 50,000 contributed to the cost of local fund Public Works, Rs. 17,000 grants to Dispensaries, Rs. 4,000 for the school of Industry, and other charges. In the course of five years, the sanctioned expenditure on this head was 25 lacks, while the actual expenditure was 30 lacks. This completes our review on the expenditure side.

The general result of the five years' working of the contract was that the total sanctioned expenditure was Rs. 15,13,00,000, which added to the opening balance 29 lacks, and a special grant of 27½ lacks for remissions and salt works made up a grand total of

Rs. 15,61,00,000, while the actual expenditure was 15 crores and 34½ lacks. This sum included 20 lacks contributed to the Imperial Government. The true balance would thus have been 55½ lacks as the result of the five years' working of the contract. This result was brought about by the gains and losses on the following items:—

GAINS.		LOSSES.	
Land Revenue } Es. 30 Lacks nearly		Salt ...	Rs. 4 Lacks
Stamps... " 7 "		Customs ...	" 93,000
Excise ... " 41 "		Assessed } " 1½ Lacks	
Forest... " 13½ "		Taxes }	
Registration " 73,000		Interest... " 11,000	
Marine " 1½ Lacks		Post ... " 42,000	
Assignments " 1½ "		Telegraph... " 70,000	
Interprovincial adjustments " 1½ " nearly		Law & Justice " 5½ Lacks	
Bombay Police superannuation Fund balance " 3 "		Police ... " 20 "	
Provincial balance drawn upon " 29½ "		Education... " 10½ "	
Contribution to the Imperial Government } " 20 "		Medical ... " 5 " nearly	
		Scientific Department... " 8 "	
		Superannuation.. " 6½ "	
		Stationery and Printing ... " 1½ "	
		Miscellaneous " 3½ "	
		Civil works... " 37 "	
		Contribution to local funds } " 2½ "	
		Refunds ... " 3½ "	
		Administration " ½ "	
		Political ... " 11,000	
		Famine ... " 62,000	
		Mia. Railway . . " 79,000	near

On the whole, this five years' term of the contract was in every way favourable to the local administration.

THE  
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OF THE

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[No. 2.]

UNDER THE AUTHORITY OF THE MANAGING COMMITTEE.

G. H. GOSWAMI B.A.

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81	Mr. R. D. Khandekar	... ..	4-4

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135-8

## CONTENTS.

### Proceedings of the Sabha :—

- I. Government of India's reply regarding the distribution of seats in the Council.
- II. Letter from Government regarding Ganja Commission.
- III. Public meeting of Poona regarding Simultaneous Examination question.

### Independent Section :—

- I. Decentralization of Provincial Finance.
- II. Foreign Emigration.

# THE POONA SARVAJANIK SABHA.

Established for representing the wants and wishes of the inhabitants of the Deccan, being appointed on a popular elective system under rules framed for the purpose.

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# PROCEEDINGS OF THE SABHA.

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## GOVERNMENT OF INDIA'S REPLY TO THE MEMORIAL OF THE SABHA ANENT THE DISTRIBUTION OF SEATS IN THE BOM- BAY LEGISLATIVE COUNCIL.

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The following is the reply of the Government of India to the representation of the Poona Sarvajnik Sabha in regard to the inequitative distribution of the 8 recommendation seats allotted to Bombay Legislative Council by the Government of India under the rules framed pursuant to the instruction of the State Secretary for India.

No. 265 of 1893.

Legislative Department

*Bombay Castle, 4th August 1893.*

From

C. H. A. HILL, Esq.

Under Secretary to Government,

Bombay.

To,

THE HONORARY SECRETARIES,

Sarvajnik Sabha, Poona.

Sirs,

I am directed to acknowledge the receipt of your letter No. 169, dated the 4th of June 1893, forwarding for transmission to the Government of India, a letter from the Sarvajnik Sabha, Poona, praying for a reconsideration of the rules framed by the Government of Bombay to give effect to the regulations made by the Government of India under section 1 (4) of the Indian Councils Act, 1892.

2. In reply I am to state, for the information of the Sabha, that the Government of India have intimated that the rules framed by this Government have been approved by the Government of India and carried into effect; that the Governor General in Council prefers to await experience of their working for some time before considering whether any change in them is necessary; and that when the time comes for reviewing their operation, the representations of the Sabha will receive full consideration.

I have the honour to be,

Sirs,

Your most obedient servant,

C. H. HILL

Under Secretary to Government.

LETTER FROM GOVERNMENT REGARDING GANJA  
COMMISSION.

—:—

The Bombay Government have addressed the following letter to the Poona Sarvajnik Sabha requesting them to send representatives to give evidence before the Ganja Commission appointed by the Government of India to inquire into the various uses of the hemp drugs available in India.

No. 6,123 A. of 1893.

Revenue Department.

*Bombay Castle, 24th August 1893.*

To,

THE SECRETARIES

Poona Sarvajnik Sabha.

Gentlemen,

The Commission appointed by the Government of India to enquire into the cultivation of the hemp-plant and the use of hemp drugs in India desire to receive from any philanthropic, religious, or social bodies who desire to see the preparation and sale of Ganja or other hemp drugs further restricted or entirely prohibited, written statements (to be followed by oral evidence) of their objections to the existing system. Should your Association desire to submit such a statement, I am directed to request that you will be so good as to send it to me as soon as possible, and at the same time to communicate to me the names of the representatives of the Association who may be willing to be examined orally when the Commission are recording evidence.

(2) The Commission propose to visit certain provinces at first merely for the purpose of becoming acquainted with the system in force and the objections taken to it, and will probably arrive in Bombay on 12th September next. The tour for the

*Proceedings of the Sabha.*

purpose of recording evidence formally will begin with Bengal in the beginning of November. The provinces will be taken probably in pretty much the same order as for the preliminary tour.

I have the honour to be,

Gentlemen,

Your most obedient servant,

W. L. HARVEY

Under Secretary to Government.

# PROCEEDINGS OF THE SABHA.

---

## PROCEEDINGS OF THE POONA PUBLIC MEETING REGARDING THE SIMULTANEOUS EXAMINATION QUESTION.

---

A largely attended public meeting of the inhabitants of the city and cantonment of Poona, was held in the Anandobhav Theatre under the auspices of the Poona Sarvajanic Sabha under the presidency of Mr. Vaman Abaji Modak, late Principal, Elphinstone High School, on Monday, the 3rd of July, to vote an address of thanks to the House of Commons and the British Committee of the Indian National Congress in London for the resolution recently passed by the House in regard to holding the Civil Service Competitive Examinations in India and England simultaneously, praying for giving practical effect to the resolution of the House, and asking for issuing distinct instruction to the Government of India with regard to the intention of the House in passing the resolution.

Mr. Modak, in opening the proceedings of the meeting, said that the resolution recently passed by the House of Commons regarding simultaneous examinations in India and England was fraught with the most important consequences to this country, and if its provisions were faithfully carried out, it would prove highly beneficial to the interests of our people and redound to the honour and glory of the British nation. The injustice which the resolution was intended to remove had been often felt by some British statesmen of the first rank, and various remedies have, from time to time been suggested and temporarily adopted with a view to remove it. When in 1853



the old system of nomination by the Court of Directors to the offices of the Indian Services was felt to be unfair and inadequate, and in consequence, the system of competitive examinations was substituted for it, all subjects of her Majesty, whether British or Indian, were made eligible for admission to the competition. But in consequence of the difficulties, almost insurmountable, that lay in their path, no Indian candidates for many years were able to take advantage of the privilege offered to them by the change. It had been said in some quarters that it was the want of moral courage on the part of native candidates which prevented them from taking advantage of the competition in England. But so far as he was aware, he had not heard of a single instance in which this has been felt as a difficulty. For whenever other conditions were favourable, candidates did take advantage of the competition. However the question of sending younger men to England at a tender age is surrounded by great risks, and the cost to be incurred for a mere chance of success was found to be so excessive, that it has proved prohibitive in all but a handful of cases. Having alluded to the various schemes that had been proposed at different times, to give the native of India a share in the Government of the country, the chairman said, they did not want to enter the higher service under the British Administration by the "back-door" of nomination, and have ever contended that they are ready to compete with all other subjects of her Majesty the Queen-Empress on equal terms. All that they desired was, that the competition should be really open to them by being held simultaneously here and in England; and the justice and fairness of this contention has been recently emphasised by the House of Commons accepting, by a majority in a fairly good House, Mr. Paul's resolution of 2nd June last, and it was to be hoped that that resolution of Parliament would be loyally carried out by the Government, both in India and in England.

Mr. G. K. Gokhale, in moving the first resolution, said:—Mr. Chairman and gentlemen.—The resolution which I have to move for your adoption is as follows:—“That this meeting of the people of Poona desires to place on record its deep sense of gratitude to

the House of Commons for its resolution of June 2nd, 1893, about holding the competitive examination for the Indian Civil Service simultaneously in England and India, and it also desires to record its firm conviction that no arrangement, which does not give effect to the principle embodied in that resolution, can be regarded as final or satisfactory settlement of the question, and can adequately fulfil the pledges repeatedly given by the British Government in the matter." Gentlemen, it is not yet a year since we had assembled in this very place to offer our respectful congratulations to the noblest patriot of modern India—Mr. Dadabhai Naoroji—on his election to Parliament. And I daresay no one who was present on that occasion could have been so sanguine as to expect that in so short a time we should have to assemble here again to congratulate Mr. Dadabhai, and to congratulate ourselves, on this first instalment of the realization of what has been with him, the dream of his life. Over and over again Mr. Dadabhai has declared his deep and earnest conviction that unless the higher branches of the public service were leavened up with a large number of natives, no substantial reform of the present administrative methods of the country was possible. Over and over again has he stated that he has devoted the best portion of his life to an advocacy of the institution of simultaneous examinations. And it was only the other day that our friend, Mr. Digby, described in the columns of the *Madras Hindu*, how on the eve of the last general election, Mr. Dadabhai said to him in a feeling manner, that if, as a result of his election, he was able to do something about the institution of simultaneous examinations, he would die content and happy. Gentlemen, there are many lessons to be learnt from a life so pure, so devoted, so earnest as Mr. Dadabhai's, and yet no lesson is, in my humble opinion, so high and so valuable as this one which he has nobly illustrated, that patience and perseverance will overcome mountains. I believe, gentlemen, you are aware that this question of simultaneous examinations is not a new question. For the last thirty years and more, it has engaged the attention in one form or another, of all who have taken an earnest interest in the welfare of this country. I do not wish to take up your time to-day with any historical retrospect—I

have done that often enough before. There are, however, certain circumstances connected with this question which we must call to mind before we can understand it clearly, and I will, therefore, with your permission briefly refer to them. I believe I need not say anything now about the Parliamentary enactment of 1833, or the Proclamation of 1858, which gave a most solemn pledge that no consideration of race, colour or creed would be allowed to stand between a native of this country and the post for which he was fitted by reason of his ability, integrity and education. I will at once pass to the year 1860, when a Committee of the India Office itself, consisting of five distinguished members, unanimously expressed its opinion that the pledges given to the people of India in the matter of employment in the higher branches of the public service, had not till then been fulfilled, and that the only way to fulfil them was the institution of simultaneous examinations without which they would only be kept to the ear and broken to the hope. Gentlemen, I mention this circumstance not only because the recommendation is of the highest importance in itself, but also because it painfully illustrates the difference in spirit between the Anglo-Indian officers of those times and the Anglo-Indian officials of these days. The Committee of 1860, sitting only two years after the dark days of the mutiny, came to the conclusion that it was necessary to institute simultaneous examinations, if the obligation of honour was to be recognized. While the Public Service Commission appointed by Lord Dufferin, sitting and reporting in 1887, amidst outbursts of loyalty on all sides evoked by the Jubilee of her Majesty's reign, came to the conclusion that the institution would be dangerous, and therefore inexpedient! In 1868, Mr. Fawcett, in whom Mr. Dadabhai had succeeded in awakening ardent sympathy and interest about India, brought a motion before the House of Commons proposing the institution of simultaneous examinations, but he did not think it prudent to press it to a division. Meanwhile, the conviction could not be resisted by Parliament that the unjust treatment of the natives in the matter called for some remedial measure. And thus the Act of 1870 was passed. But for nine years nothing was done to give

effect to the good intention of Parliament, and when at last rules under the Act were framed and passed, they were found to be of a very unsatisfactory and disappointing character. Gentlemen, the hostile attitude which Government has all along adopted in regard to this question, is best illustrated by a remarkably candid admission which Lord Lytton then made in a confidential despatch. His Lordship said that Government had either to prohibit the natives or to cheat them, and they had adopted the less straightforward course of the two. I think, gentlemen, it is in the highest degree disgraceful that a person occupying the exalted position of the Viceroy of India should have been constrained to make so damaging and so discreditable an admission. Well, the unsatisfactory nature of the rules of 1879 was further aggravated by the manner in which the Provincial Government chose to work them, and a violent agitation at last sprang up, which ultimately led to the appointment of the Public Service Commission of 1886. Gentlemen, it is not my purpose to criticize at any length the scheme recommended by the Commission—that is not possible in the limited time at my disposal. But there are one or two features of this scheme to which I must briefly refer—for this reason that the Government of India is almost certain to say in reply to the Resolution of the House of Commons, that it has already made certain arrangements based on the recommendations of the Public Service Commission, and that it would not therefore like to disturb those arrangements before some trial at least was given to them. Well, gentlemen, my own view is that the sooner the recent arrangements are upset, the better it will be for us. Already the Commission had proposed to put us into a worse position than we were in under the rules of 1879. Under these rules, one-sixth of the *total recruitment* of Covenanted Civilians had been guaranteed to us. I must briefly refer to a few figures. The total number of posts reserved by the Statute of 1861 for Covenanted Civilians is about 600. But besides these 600, there are about 150 other posts which are usually given to these civilians. And the total recruitment is made for these 750 posts. Government generally keeps the strength of the service 20 per cent. above the number of posts in order to provide

for those who may be sick or on leave, or under suspension or in training. And thus there are in the country over 900 Civilians holding about 750 posts. The rules of 1879 had secured to us one-sixth of these posts, *i. e.*, about 125, and in the long run, we should have had in the service one-sixth of the total number of Civilians, *i. e.* one-sixth of 900 or a little over 150 men. The Public Service Commission, however, left out of account the 150 unreserved posts usually given to Convenanted Civilians, and confined itself to only the 600 posts reserved by the Statute of 1861. And the Commissioners argued this way:—"Under the rules of 1879 the natives are entitled to one-sixth of 600 posts, *i. e.*, to about 100. Let us give them 108, and that would be giving them more than they already have." Gentlemen, you will thus see that in proposing to cut off 108 posts from the schedule of the Act of 1861, the Commission really proposed to give us something less than that which had already been secured to us. Well this was bad enough in all conscience. But there was one good feature about the scheme of the Commission, and that was that it had proposed Parliamentary legislation to take away the 108 posts from the schedule of 1861 and had recommended their incorporation with the proposed Provincial service. The result of this would have been that these 108 posts would have been securely ours. But the Secretary of State for India was afraid of facing Parliament on the question, and thus he and the Government of India managed between themselves to make matters still worse, and the result now is that everything has been more or less left to the discretion of the local Governments, the number of posts proposed by the Commission has been reduced to 93, and these 93 do not, again, form an organized service, but appointments to them can be made only under the Act of 1870. You will thus see, gentlemen, that we have no reason to fall in love with the arrangements recently made. You will appreciate the full force of my remarks better when I tell you that since the abolition of the statutory service, *i. e.*, during the last three years, not a single appointment has been made under the new plan. Well, I will now pass to the opinion of the Commission about simultaneous examinations. You are, I believe, aware that the Commission recorded its opinions against their institution. We have, however, very good

reason to protest against this conclusion, because it was entirely unwarranted by the evidence recorded by the Commission over two-thirds of the witnesses, who had expressed an opinion on the question, had favoured the institution of simultaneous examinations and this large majority, again, had included not merely all the more eminent native witnesses, but some of the most distinguished Anglo-Indians then residing in India also—men like Sir R. West, Mr. Reynolds, Mr. Stokes, Mr. Cotton, Dr. Wordsworth, Mr. Monteath and others, let alone Sir W. Wedderburn, Mr. Hume, and other Englishmen who have identified themselves too completely with our cause. Gentlemen, it is right that Commissions should exercise a moderate amount of discretion in weighing evidence, but if they are to record conclusions opposed to an overwhelming amount of influential evidence before them, they cannot fail to become a farce, and in that case, all that we can say is, God save us from such Commissions. In declaring itself against Simultaneous Examinations, the Public Service Commission has given prominence to eight or nine objections, and it is necessary that I should deal with them briefly, one by one. The first objection of the Commission is that if Simultaneous Examinations were instituted, certain races would be benefited to the prejudice of certain other races. Now, gentlemen, apart from the fact that we have a right to resent these insidious attempts to set the various races of India by the ears, I think whatever force there may be in such a contention is absolutely destroyed by the enactment of 1833, and the Proclamation of 1858, which have given a solemn promise to the people of this country that no considerations of race will be allowed to prejudice a man's chances in the matter of employment in the public service. All that we want is fair play for all races and favour for none, and we have a right to ask this so long as the Act of 1833 is not repealed, and the Proclamation of 1858 is not withdrawn. Then it is urged that natives will not make good administrators. The answer to that is that the experience of the past does not warrant such statement. The subordinate service of the country is, for the most part, in native hands, and it has been repeatedly declared by men in authority that the work is satisfactorily done. Then the affairs of native states are

administered by native ministers, and all will admit that in some instances a very high standard of administrative capacity has been reached. Then, again, it should be remembered that even now there are about twenty natives in the Covenanted Civil Service, who have entered by the door of open competition, and the Commission itself has recorded that their work has been eminently satisfactory. This shows, gentlemen, that there is nothing inherent in the character of the natives which incapacitates them for administrative work. It may be urged that these men are doing their work so well because they have spent some years in England. Our answer to that is that we also propose to send the men who pass in India to England for two years' only we want to send them after the examination and not before, so that the great risk involved in failure might be avoided. Another objection is that many students in India will fail, and this will create a large class of discontented men. The answer to that is that at present practically the whole nation is discontented in the matter, and if there is to be discontent, Government might prefer the discontent of a part to the discontent of the whole. Then it is said that there are no institutions in India that can teach up to the Civil Service standard. But the reply to that is plain. Such institutions will surely come into existence when there is a demand for them. It is also objected that simultaneous examinations would encourage cramming in India. But if cramming is tolerated in England, there is no reason why it should not be tolerated in India. Then the fear is expressed that the secrecy of question-papers might not be kept. All I can say, gentlemen, in reply to this, is that a Government which with all the vast resources at its disposal, cannot guard the secrecy of a few examination-papers, might well lay down its office. Lastly, gentlemen, there is the objection about the *visa voce*. Well, I think, too much has, in this matter, been made of a comparatively small difficulty, and I am of opinion that if no other arrangements are possible, some of the Civil Service Examiner might be brought out every year from England and might be handsomely paid. When crores upon crores are being spent as military expenditure every year, Government might very well spend a lakh or two in paying the examiners brought from England. I think, gentlemen, I hav'

now dealt with all the principal objections raised against the institution of simultaneous examinations, and I trust, I have shown how unsubstantial and inconclusive they are. There is, however, one objection which does not distinctly find a place in the report of the Commission, but to which faint expression has been given by the Government of India and the Secretary of State, in their despatches on the subject; namely, that if simultaneous examinations are instituted, there would be more natives in the service than is desirable, and this might ultimately become a source of political danger. Well, gentlemen, if the faith which Englishmen prefer to have in our loyalty is honest, let them not entertain such unworthy fears. If, on the other hand, they have really no such faith, it would be more manly on their part to say so openly, so that hereafter at least we shall not deceive ourselves with vain hopes. Mr. John Morley said the other day that the only answer that can be given to evil prophecies which you believe to be baseless is not to believe them, and I would say to Englishmen don't believe the evil prophecy about political danger. If England cares to recognize the obligation of honour, there is no honourable course to fulfil past pledges, but to institute simultaneous examinations. And it is the deliberate conviction of the people of this country that no arrangement, which is not based on the institution of simultaneous examinations, can be regarded either as satisfactory or final. Gentlemen, I have thus far dealt with the principal part of the resolution entrusted to me. And it now only remains for us to offer our respectful thanks to the House of Commons for their resolution of 2nd June last. It is, gentlemen, a matter for satisfaction that day by day the House of Commons is giving more and more attention to the affairs of India. It is only from the House of Commons that we can hope to have our many wrongs righted, and we cannot therefore be too deeply thankful to men like Mr. Paul, Mr. Cairns, Mr. Schwann, Mr. McCarthy, Mr. MacNeill, and others, not to talk of Mr. Dadabhai Naoroji and Sir William Wedderburn, who are striving in the House of Commons for justice to India. The Indian people are a grateful people, and whoever labours for them unselfishly at once wins a permanent place in their hearts. We shall, therefore, never forget the service



rendered to us by our English friends in getting the House of Commons to approve of the principle of simultaneous examinations, and we only venture to express the hope that these gentlemen, will continue to befriend this country in the future as they have done in the past, Gentlemen, I am afraid I have already taken up too much of your time, but I cannot conclude without uttering a word of warning. There is no cause for any undue jubilation at present. The vote of the House of Commons is undoubtedly there, but in my opinion the real fight about the matter is only just commenced. The situation calls for earnest and persistent agitation, and if we do not adequately support the efforts of our English friends, the prize may be snatched away even before it is grasped. Personally, I am inclined to think that it will be many years yet before simultaneous examinations are instituted. But that is no reason why we should flag in our efforts to bring out their institution. Let not the difficulties of the present in any way daunt us, for how much more formidable must have been the difficulties in Mr. Dadabhai's path twenty-five years ago when he was labouring almost single-handed for this great reform. If the tree which we are to plant will not bear fruit for ourselves, it will do so for those who come after us. And if only we labour earnestly and manfully, although, as Mr. Gladstone once said, the banner may for a time droop over our heads, it is sure ultimately to float high and float proudly, for ours is a just cause and it is a righteous cause.

Mr. R. D. Nagarkar seconded the proposition. He said:—The necessity of holding simultaneous examinations in England and India was self-apparent. It required neither logic nor argument to prove it. The necessity was based not upon any artificial principles, but it was based upon principles of justice and humanity. The Civil Service was the flower of all the services, and let them see how that flower is at present distributed. The honey, of course, goes to England, and the rest of it goes to India, the life is reserved for England, and the corpse is reserved for India. Out of one thousand posts of the Indian Civil Service only twenty posts have been allotted to India, and the rest have been monopolized by England. As a recompense for that ludicrous disproportion the

apologists of Government had, however, a special pleading to advance. They say that out of three thousand posts in the subordinate service only fifty posts have been allotted to England and the rest have been allotted to India. In this view of the matter they must be thankful, they must be grateful to their rulers; and as a token of our thankfulness and gratitude they should mutually reciprocate our kindnesses. Let all allow to their rulers the entire privilege of absorbing the whole of the subordinate service, and let them hand over to the 980 posts which have been hitherto monopolized by themselves. Could they imagine, gentlemen, what answers they would give to a proposal of this kind? Heaven alone knew what that answer would be. Anyhow the answer would only tend to emphasize the necessity of holding examinations simultaneously in England and India.

Mr. B. G. Tilak, in moving the second resolution, said, they had already passed a resolution expressing their sense of gratitude to the House of Commons. But the meeting could communicate this resolution to the Hon'ble House only in a particular way, and the proposition which he was going to move relates to the procedure by which one can approach the House. In other words the resolution might be looked upon as a continuation of the first, and it was not therefore necessary for me to give any long explanation in its support. It had been said that the resolution of the House of Commons should be regarded as the fruit of the Hon'ble Dadabhai Naoroji's labours in Parliament, and so it was. But looking at the question from a different point, the speaker thought he might speak of it as the second instalment of the good work done by the British Committee of the Indian National Congress, the Indian Councils Act being the first. Lord Ripon gave you a share in the Municipal Government and the Councils Act following the same policy admitted native representatives in the Legislative Council. The resolution of the House of Commons regarding the holding of the simultaneous examination in India and England was a further step in the right direction. It is thereby proposed to give natives a share in the Executive Government of the country, and it is quite natural that those who have monopolised the higher executive service should

oppose such a measure. They might assume that the case against the holding of simultaneous examinations was represented in its strongest light by the Public Service Commission. If the meeting therefore finds that the reasons given by the Public Service Commission are at best feeble, they safely hold that the case of their opponents was extremely weak. The British Parliament had resolved over and over again that no disqualification of race, creed or colour shall exist under the British Rule, and their opponents cannot openly go against it. They therefore try to nullify this promise indirectly as much they can, and it is for that reason that a request has been made in the memorial that the House of Commons should take steps to see that the resolution which they were pleased to pass should be carried out. Mr. Tilak read the memorial, which was as under :—

To the Hon'ble the House of Commons of the United Kingdom of Great Britain and Ireland in Parliament assembled.

The humble petition of the inhabitants of the City and Cantonment of Poona, in the Presidency of Bombay, India, in public meeting assembled,

Most Respectfully Sheweth,—That your petitioners, who are loyal subjects of her Most Gracious Majesty the Queen-Empress, respectfully venture to approach your Hon'ble House with this humble expression of their deep sense of gratitude that your Hon'ble House was pleased to pass, on the 2nd of June 1893, a resolution that "All open competitive examinations, heretofore held in England alone for appointments to the Civil Services of India, shall henceforth be held simultaneously, both in India and England, such examinations in both countries being identical in their nature, and all who compete being finally classified in one list according to merit."

Your petitioners beg respectfully to submit that sixty years have elapsed since the pledge was first given by Parliament to the people of this country that no native of India "shall, by reason only of his religion, place of birth, descent, colour,

or any of them, be disabled from holding any place, office or employment," under the British Government. And thirty-five years ago, on the transfer of the Government of this country from the East India Company to the Crown, this promise was solemnly re-affirmed by her Most Gracious Majesty the Queen-Empress in her noble proclamation. During this long interval, the competitive examinations have been in theory opened to the natives of this country, but owing to various restrictions this step has failed to secure to the Indian people any "substantial equality of advantages with their British fellow-subjects. Parliament was pleased in 1870 to take further steps to remedy, in some measure, this inequality, and other palliative measures were adopted, but owing to the grudging spirit in which the executive authorities gave effect to these remedial measures they failed to give effect to the noble intentions of Parliament and of her Most Gracious Majesty the Queen-Empress. And your petitioners submit that no arrangement, which does not give effect to the resolution adopted by your Hon'ble House on June 2nd, 1893, can satisfy the just and legitimate expectations formed by the natives of this country on account of the pledges repeatedly given to them.

Your petitioners are not unmindful of the fact that residence in England for a couple of years at least is a necessary qualification in the case of those natives of this country who are desirous of entering the Civil Service of India. And your petitioners admit the reasonableness of a provision that those who pass the first competitive test of the Civil Service in India should be required to spend at least two years at some English University before they are finally enrolled as members of the Civil Service. As matters stand at present, Indian youths, desirous of qualifying themselves for entrance into the Civil Service, have to leave their homes at an early age, and have to incur enormous expenditure for the mere chance of passing a very difficult competitive examination. Indian parents, therefore, are naturally reluctant to send their sons to England to study and appear for the Indian Civil Service examination, and this circumstance, your petitioners respectfully submit, virtually operates as a race disqualification.

The resolution of your Hon'ble House has been forwarded to the Government of India for report. Your petitioners hope that the Government of India will see its way to carry out the resolution but past experience suggests the fear that there are likely to be difficulties raised in various quarters, and your petitioners believe that nothing short of distinct instructions issued by your Hon'ble House can ensure the success of the policy announced in the resolution of June 2nd.

Wherefore your petitioners most humbly and respectfully pray that your Hon'ble House will be pleased to direct that early effect should be given to the resolution passed by your Hon'ble House on the 2nd of June last that the competitive examination for the Civil Service of this country should be held simultaneously in England and India.

And your petitioners, as in duty bound, shall ever pray.

After the reading of the petition Mr. B. G. Thak proposed "That the memorial just read be adopted."

Rao Bahadur N. J. Kirtane, in seconding the resolution, said the English nation was a practical and wise nation, and they had friends in England who were able to show to them and the Englishmen that this India of ours—this large and gifted country—is wide enough—at least for some centuries to come—for them both.

Mr. K. G. Natu in moving the third resolution "That this meeting respectfully expresses its deep sense of the high and valuable services which Mr. Paul, Mr. Dada-bhai Naoroji, Sir W. Wedderburn, and other members of the British Committee are rendering to the people of this country," said :—It was now a recognised fact that the Parliament of England had begun to hold India closer to her bosom. That Indian interests were occupying greater attention than they hitherto used to do is no doubt an unmistakable sign. That Indian wants have begun to touch the hearts of the English people. The simultaneous examination question was by no means a new one. Time after time

it was discussed in England and India. But the desire to find a mart for English goods and employment for English boys got the better of the juster claims of India and the proceedings were hitherto burked. But a careful observer of the progress of the times cannot fail to observe that England from inside as well as outside is daily becoming conscious of her responsibility in connection with India, and the selfish have been gradually giving place to the liberal and the benevolent. This is however in minor details. The Civil Service of India is really the back-bone of the British power, and to allow the Indians to be sharers in it was a very great conception on the part of our rulers of this country. Hitherto the competitive examination held in England virtually closed the doors to all Indian candidates, however worthy they were. While they professed to throw the doors open to all aspiring candidates from all parts of the British dominion, it was next to impossible for the Indians to go and compete in England. Out of a thousand people who form the rank and file of the Conventured Civil Service there are only twenty natives, that is, one fiftieth of the whole strength. Was it intended to be meant that there are only twenty men in India who could come up to the required standard of efficiency? If that were the case, Indians would have no claims to higher appointments and their ambitious men should not rise beyond groomships and butlerships. But if Indian Universities every year turn out graduates and undergraduates by hundreds, if they pass the most difficult examinations in India, they could be a bit behind in point of intellect when compared with English young men. It was easy to throw insurmountable difficulties in the way when you do not wish to confer a blessing. All must have observed that before the Ebert Bill was passed the old law required that to try a European British subject the trying authority must himself be a European British subject, and since the trial rested with the District Magistrate or the Sessions Judge, it was in the nature of things impossible that a native should ever aspire to be a District Magistrate or Sessions Judge in the fullest sense of the word. Similarly to go to England to compete for the Civil

the candidate in numberless other ways. In the case of many, chill panuary repressed their noble rage and kept them far away from the path of glory. The speaker then reviewed *en passant* some of the plausible arguments which the eunuchs of the measure advanced to quiet their opponents. The speaker then went on to tell his hearers how men of influence advanced arguments based upon ignorance of Indian matters and rooted in the deep policy of selfishness and this especially in a place where Indian interests were not authoritatively represented. Where Indians have no voice, where Indians are few and far between, and where India is considered to be a mart for English goods and a place for the employment of English boys, one must carefully note what diat of exertion is needed on the part of those who wish to do good to India and whose almost desire is to raise their fellow-men to their own level. When one saw their real difficulty, then only could one appreciate their labour. Then only would their hearts be full of sympathy for them. Then only could they feel real gratitude to them. Then only shall we join heart and soul in sending forth our vote of thanks to them. They were small in number. They had fought for India and all their work was one of love. They have achieved a triumph greater than any achieved by Anglo-Indians in India. They have added to the fame of Britain by achieving a conquest not by her herself and had become greater Britons. Thus while they had added to the blessings of India they had also added to the glory of England. For England's fame could not be without her large heartedness and liberality. That was the real sense of her prosperity. These gallant soldiers in the cause of moral progress had carried a step farther, a step that we give the Indian a right to share power and greatness with his British fellow-subject, which power and greatness were hitherto only a Briton's birthright. Therefore, they doubly deserve hearty thanks, for they had made them greater Indians! Thanks for they had made England to look more England-like. Thanks for they had knit India and England closer in their sympathies and their aspirations.

Mr. Namjoshi, in seconding the proposition, said, Gentlemen,—  
The resolution which my friend Mr. Natu has just moved requires

no seconder. It is a proposition that would recommend itself to the approval of all right-thinking men. I am sorry to find that the proposition refers to a portion only of the valuable services which the British Committee, and particularly our friends Mr. Dadabhai Nowroji and Sir William Wedderburn are rendering. If I had the drafting of the proposition I should have said "for the valuable services these gentlemen are rendering to the British Empire." Bringing up questions before the Hon'ble the House of Commons and advancing the cause of the natives of this country is but a subordinate portion of the services of Mr. Dadabhai Nowroji and Sir William Wedderburn and others engaged in the cause. The most valuable, everlasting and the most useful service which Messrs. Dadabhai Nowroji and other friends of this country are rendering to the general cause of political progress is that they are illustrating for the enlightenment of the civilized world those noble parts in the characters of the English and the Indian nations which entitle them to the admiration and sympathy of all that can appreciate good. They are illustrating to the world that the English nation can rise above human prejudices and is prepared to treat the Indian nation with real fellow-feeling; they are illustrating that the Indian nation deserves such treatment. In adopting resolutions of the kind which brings us here to-day the noble House of Commons representing the British nation gives proof, if proof were wanted of the fact that in governing this country they are actuated with those motives of sincerity, justice, and fair play which make a nation stronger than any—howsoever large and efficient—number of armed forces. These services of our old veteran statesman Mr. Dadabhai Nowroji are more valuable to England than to India. These services will strengthen British rule, and will prolong the same in India. Sir William Wedderburn is typically representative of that class of large-minded gentlemen who have reconciled the natives of this country to a rule of foreigners; and Mr. Dadabhai Nowroji and Sir William Wedderburn in their joint effort at elevating the character of modern India-England are only showing that ignorance dispelled, Englishmen and Indians are quite capable of becoming closest friends whose friendly ties it will be almost impossible to break. It is in this light that I view this question of the valuable services of our friends, and I feel sure you also will view



them in this light. I do not wish to formally suggest any amendment, and I leave it to the good sense of the Committee that organised this meeting to make the verbal changes I suggest. With these few words I beg to formally second the resolution.

Rao Bahadur N. B. Dandekar moved the fourth resolution.—  
“That the President of this meeting be authorised to forward the memorial already adopted to the House of Commons and to send copies of the resolutions, through the Local Government to the Government of India, the State Secretary for India, and the British Committee of the National Congress.”

The resolution was seconded by Rao Bahadur V. M. Bhide and carried unanimously.

At the close of the proceedings Mr. Modak made a few observations. Mr. B. G. Tilak in thanking the chairman congratulated the Poona audience on the accession of Mr. Modak to the rank of the ardent workers in the public cause, and the proceedings terminated.

# DECENTRALIZATION OF PROVINCIAL FINANCE

(Continued from our last issue.)

## CHAPTER VI.

### THE FOURTH PROVINCIAL CONTRACT, 1887-1891.

The fourth revision of the provincial contract arrangements was carried out in March 1887 with the Local Governments except Punjab, where the contract was continued. The following table gives a summary of the way in which the assignment of receipts and disbursements was made for the purposes of this contract:—

Assignment of Provincial Revenue and Expenditure, Bombay, arranged according to the present classification and showing the net assignment for each Department. (Figures in even thousands, 000 being omitted.)		Estimate for purposes of the contract.	Proportion assigned to Provincial.	Provincial share		Not assigned to each Department.	
				Receipts.	Expenditure.	Receipts.	Expenditure.
Total Revenue and Expenditure.							
Land Revenue. } (Divisible) ...	3,28,00	One-fourth	82,00	...	173,17		
Do. (Allotted) ...	51,09	Whole	81,09	...			
Do. (Allotment fixed) ...	81,57	Do.	81,87	...			
Do. (Surveys and settlements) ...	9,14	Do.	...	9,14			
Do. (District Administration) ...	29,58	Do.	...	29,58			
Do. (Allowances to Village Officers, etc.) ...	18,25	Do.	...	18,25			
Do. (Allowances to Village Officers, etc.) ...	9,28	Do.	...	9,28			
Do. (Land Revenue and Agriculture) ...	64	Do.	...	64			

## Assignment of Provincial Revenue and Expenditure &c.—

53

Heads of Revenue and Expenditure.		Estimate for purposes of the contract.	Proportion as- signed to Provincial.	Provincial share.		Net assignment to each depart- ment.	
				Receipts	Expen- diture.	Receipts	Expen- diture.
Salt	(Miscellaneous Provincial)	24	Whole	24	...	24	...
Stamps	(Revenue)	45,80	Three-fourths	34,35	...	32,90	...
Do.	(Expenditure)	1,94	Do.	...	1,45		...
Excise	(Revenue)	91,05	One-fourth	22,76	...	22,11	...
Do.	(Expenditure)	2,58	Do.	...	65		...
Customs	(Miscellaneous)	36	Whole	36	...	36	...
Assessed Taxes	(Revenue)	28,10	Half	14,05	...	13,82	...
Do.	(Expenditure)	45	Do.	...	28		...
Forests	(Revenue)	81,00	Do.	15,50	...	6,25	...
Do.	(Expenditure)	18,50	Do.	...	9,25		...
Registration	(Receipts)	3,93	Do.	1,97	...	71	...
Do.	(Expenditure)	2,52	Do.	...	1,26		...
Refunds	(Land Revenue)	1,52	One-fourth	...	38	...	38
Do.	(Divided Heads)	3,03	Differing	...	1,17	...	1,17
Assignments	(Cash)	14,71	(a)*	...	14,00	...	14,00
Do.	(Alienations)	66,89	Whole	...	66,89	...	66,89
Interest		57	Do.	57	...	57	...
Administration		12,57	Do.	...	12,57	...	12,57
Law Courts	(Receipts)	2,85	Do.	2,85	...	}	...
Do.	(Expenditure)	44,62	Do.	...	44,62		...
Jails	(Receipts)	2,35	Do.	2,35	...	}	...
Do.	(Expenditure)	6,07	Do.	...	6,07		...

INDEPENDENT SECTION.

Police	(Receipts)	...	8,20	Whole	...	3,20	...	...	...
Do.	(Expenditure)	...	41,92	Do.	...	...	41,92	...	43,64
Do.	(Alienations)	...	49,2	Do.	...	...	4,92	...	...
Marine	(Receipts)	...	50	Do.	...	50	...	27	...
Do.	(Expenditure)	...	23	Do.	...	...	23	...	...
Education	(Receipts)	...	8,00	Do.	...	3,00	...	...	...
Do.	(Expenditure)	...	15,22	Do.	...	...	15,22	...	12,22
Medical	(Receipts)	...	75	Do.	...	75	...	...	...
Do.	(Expenditure)	...	12,99	Do.	...	...	12,99	...	12,24
Scientific and Minor Departments-	(Receipts)	...	21	Do.	...	21	...	...	...
Do. Do.	(Expenditure)	...	1,86	Do.	...	...	18,6	...	1,65
Superannuations	(Receipts)	...	1,60	Do.	...	1,60	...	...	11,35
Do.	(Expenditure)	...	12,95	Do.	...	...	12,95	...	...
Stationery and Printing	(Receipts)	...	44	Do.	...	44	...	...	5,40
Do.	(Expenditure)	...	5,84	Do.	...	...	5,84	...	...
Miscellaneous	(Receipts)	...	64	Do.	...	64	...	...	1,09
Do.	(Expenditure)	...	1,73	Do.	...	...	1,78	...	...
Post Office	(Receipts)	...	2	Do.	...	2	...	...	1,05
Do.	(Expenditure)	...	1,07	Do.	...	...	1,07	...	...
Telegraph	(Receipts)	...	2	Do.	...	2	...	...	2
Do.	(Expenditure)	...	4	Do.	...	...	4	...	...
Public Works	(Receipts)	...	7,21	Do.	...	7,21	...	...	21,77
Do.	(Expenditure)	...	28,98	Do.	...	...	28,98	...	...
Contributions	(Receipts)	...	17	Do.	...	...	4,47	...	4,47
Do.	(Expenditure)	...	4,64						
Grand Total.....			...			3,57,55	3,57,55	2,55,40	2,55,40

(a) \* Payments under Goa Treaty Imperial, Excise, divided, the rest Provincial.

The chief features of this new contract may be thus described. As regards civil revenue, in addition to the local revenue, certain shares of the net general revenues were assigned to the Provincial Governments. Thus  $\frac{1}{4}$ th of the Land Revenue proper and of the Excise receipts, and  $\frac{3}{4}$ ths of the Stamps receipts were provincialized, and the revenue from Assessed Taxes, Forest and Registration were shared half and half. As regards Civil expenditure, the charges for the collection of the land revenue, and those connected with the salaries and expenses of the Civil Department, were provincialized wholly. The charges on account of Assessed Taxes, Forest, and Registration, were equally shared, while those on account of Excise and Stamps were made  $\frac{3}{4}$ ths imperial, and  $\frac{1}{4}$ th provincial. The expenditure on Irrigation was not provincialized, and the Customs Department was also kept imperial in this Presidency. As the estimated receipts thus provincialized fell short of the estimated provincial expenditure, a further grant to supplement provincial revenue was made from the imperial share of land revenue. In the Bombay Presidency this allotment was fixed at Rs81,87,000.

The following statements present the actual receipts and expenditure for the first three years of the contract, the approximate revised estimates for 1890, and the Budget figures for 1891-92:—

Comparative Statement showing under each Major Head the receipt figures originally assigned and the actuals of the first three years, the approximate actuals for 1890-91 and the Budget Estimate for the remaining year of the contract terminable on 31st March 1892.

Head of Account. Receipts.	1887-88		1888-89	1889-90	1890-91	1891-92
	Contract figures	Actuals.	Actuals.	Actuals.	Approximate Actuals.	Final Budget Estimate.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Opening Balance.	...	54,89,778	52,44,033	54,27,256	53,40,867	46,04,869
I. Land Revenue ...	82,00,000	86,02,782	86,65,164	87,96,537	89,85,886	90,09,000
III. Salt ...	81,87,000	86,16,675	89,96,198	88,71,560	72,07,193	91,98,000
IV. Stamps ...	24,000	50,197	38,801	49,780	45,544	46,000
V. Excise ...	34,35,000	36,64,075	37,47,894	39,19,633	40,11,375	40,50,000
VII. Customs ...	22,76,000	23,66,469	24,56,043	24,77,631	24,97,536	24,76,000
VIII. Assessed Taxes ...	36,000	42,731	40,842	51,738	44,652	44,000
IX. Forest ...	14,05,000	15,97,698	15,98,207	16,57,891	16,65,880	16,72,000
X. Registration ...	15,50,000	15,16,289	14,25,095	15,68,848	16,00,653	17,50,000
XII. Interest ...	1,97,000	2,15,275	2,37,383	2,46,706	2,48,955	2,53,000
XIII. Post office ...	57,000	52,233	2,10,719	2,07,065	2,21,280	2,23,000
XIV. Telegraph ...	2,000	2,200	1,200	1,800	1,600	2,000
XVI. Law and Justice—	2,000	3,886	3,410	3,193	3,000	3,000
A.—Courts of Law ...	2,85,000	3,19,532	3,45,151	4,12,324	4,00,615	4,08,000
B.—Jails ...	2,35,000	1,85,551	2,02,151	1,84,997	2,16,922	2,15,000

Comparative Statement showing the receipts and actuals of the first three years &c.—Continued.

62

Heads of account	1887--88		1888--89	1889--90	1880--91	1891--92
	Contract figures	Actuals.	Actuals.	Actuals.	Approximate Actuals.	Final Budget Estimate.
Receipts.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
XVII. Police ...	3,20,000	3,08,291	3,14,945	3,42,249	3,77,993	3,55,000
XVIII. Marine ...	50,000	61,010	55,319	63,563	63,350	65,000
XIX. Education ...	3,00,000	2,74,671	2,71,148	2,84,916	2,69,702	2,73,000
XX. Medical ...	75,000	95,940	1,02,004	1,00,394	1,12,962	1,15,000
XXI. Scientific and other Minor Departments ...	21,000	64,940	45,245	46,258	37,701	34,000
XXII. Receipts in aid of Superannuation ...	1,60,000	1,89,012	2,01,724	2,08,124	2,54,152	2,71,000
XXIII. Stationery and Printing ...	44,000	55,397	64,354	54,680	53,114	62,000
XXV. Miscellaneous ...	64,000	66,114	75,445	62,510	96,249	59,000
XXX. Irrigation Minor Works and Navigation. ...	...	...	...	10,471	10,406	13,000

INDEPENDENT SECTION.

<b>XXXII. Civil Works :—</b>						
Civil Officers ..	2,000	8,109	4,609	6,044	3,065	3,000
Public Works Officers	7,19,000	7,73,057	7,75,904	7,91,418	8,12,777	7,69,000
Contributions ...	17,000	34,775	52,101	1,28,211	1,76,765	1,48,000
<b>Total Revenue...</b>	<b>2,76,63,000</b>	<b>2,91,66,909</b>	<b>2,99,31,058</b>	<b>3,05,47,641</b>	<b>2,94,19,332</b>	<b>3,15,16,000</b>
<b>Grand Total ...</b>	<b>...</b>	<b>3,46,56,687</b>	<b>3,51,75,089</b>	<b>3,59,74,797</b>	<b>3,52,60,199</b>	<b>3,61,20,869</b>



Comparative Statement showing under each Major Head the disbursement figures originally assigned and the actuals of the first three years, the approximate actuals for 1890-91 and the Budget Estimate for the remaining year of the contract terminable on 31st March 1892.

Heads of Account. Expenditure.	1887-88		1888-89	1889-90	1890-91	1891-92
	Contract figure.	Actuals.	Actuals.	Actuals.	Actuals.	Budget.
	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.
1. Refunds and Draw-backs.	1,55,000	1,94,877	1,66,257	1,85,594	1,88,609	1,88,000
2. Assignments and Compensations.	14,00,000	14,81,227	14,61,516	18,17,841	14,61,682	15,51,000
3. Land Revenue	57,51,000	57,27,132	56,98,758	57,37,983	56,02,690	59,11,000
6. Stamps...	1,45,000	1,55,400	1,55,849	1,59,953	1,59,910	1,64,000
7. Excise	65,000	74,494	81,923	83,750	86,405	91,000
0. Assessed Taxes	23,000	33,000	26,470	26,170	27,028	26,000
1. Forest	9,25,000	9,67,840	8,45,406	8,82,837	9,18,193	10,15,000
2. Registration...	1,26,000	1,42,367	1,43,615	1,44,821	1,45,913	1,50,000
3. Interest on Ordinary Debt	...	...	1,27,855	1,31,233	1,51,365	1,74,000
4. Interest on other obligations	...	...	...	4,074	...	...
5. Post Office	1,07,000	1,17,033	1,07,253	1,07,074	1,08,597	1,07,000
6. Telegraph	4,000	3,824	3,642	3,672	4,000	4,000
18. General Administration...	12,57,000	12,38,389	12,12,240	13,16,353	13,15,662	13,68,000
19. Law and Justice:—						

A. Courts of law	44,62,000	43,65,401	43,63,245	43,06,925	44,15,419	44,48,000
B. Jails	6,07,000	5,43,506	5,99,463	6,39,567	6,34,612	6,78,000
20. Police	41,92,000	45,59,242	45,82,672	45,35,043	46,55,644	52,41,000
21. Marine	23,000	25,730	32,944	51,425	37,843	41,000
22. Education	15,22,000	14,56,719	14,98,202	15,63,127	16,50,079	18,00,000
24. Medical	12,92,000	13,01,737	12,81,255	12,17,685	12,78,100	13,90,000
25. Political	...	...	3,66,235	3,73,005	3,51,087	3,62,000
26. Scientific and other Minor Departments	1,86,000	1,70,571	1,72,730	1,54,174	1,65,411	2,21,000
29. Superannuation Allow- ances and Pensions	12,95,000	13,86,343	14,21,959	14,66,109	15,28,295	15,46,000
30. Stationery and Printing	5,84,000	5,62,409	5,82,871	5,97,683	6,15,235	6,28,000
32. Miscellaneous	1,73,000	1,85,732	4,29,413	1,64,303	1,67,100	2,16,000
37. Construction of Railways	...	...	...	...	...	11,50,000
38. State Railways, Interest on Debt	...	...	...	...	...	5,000
41. Railway Surveys	...	18,504	-6,375	...	9,107	...
43. Irrigation Minor Works and Navigation	...	...	...	2,56,280	2,52,598	75,000
45. Civil Works:—						
Civil officers	43,000	44,684	40,191	18,166	10,507	11,000
Public Works Officers	28,55,000	40,32,991	36,77,266	36,34,098	40,28,756	40,81,000
Contributions	4,64,000	6,22,502	6,34,998	5,54,925	6,88,483	7,29,000
Total Expenditure.....	2,76,63,000	2,94,12,654	2,97,47,833	3,01,33,930	3,06,55,380	3,33,71,000
Closing Balance.....	...	52,44,033	54,27,256	58,40,867	46,04,869	27,49,869
Grand Total.....	...	3,46,56,687	3,51,75,089	3,59,74,797	3,52,60,199	3,61,20,869

A few words by way of explanation may be offered here to show how the five years' contract was worked under the new arrangements. This explanation refers chiefly to the expenditure side of the provincial account.

The expenditure under this head was fixed in the contract at Rs 1,55,000 for the provincial share. This amount was exceeded each year. The whole excess in five years was expected to be  $1\frac{1}{2}$  lacs more than the contract figure. The division of the refund charge under all heads was made on the same principle as the division of the main revenue and expenditure heads to which the refund belonged.

The contract figure for the provincial expenditure under this head was 14 lacs, made up of Rs. 7,58,000 paid to Inamdars and other grantees, Rs. 3,39,000 for Devasthan and Varshasan, the Devasthan payments being  $2\frac{1}{2}$  lacs, and the Varshasan about Rs. 80,000. Three lacs more represented compensation on account of salt, excise and opium arrangements with Native States. In the course of five years, the charge under the first two heads remained very near the assigned figure, but under the third head of compensations, it increased by half a lac before 1890-91, and was  $1\frac{1}{2}$  lacs more in the Budget estimate for 1891-92.

For the purposes of the contract, the total land revenue was assumed to be 3 crores and 28 lacs, which was shared between the Supreme and the Local Governments in the proportion of  $\frac{3}{4}$  ths and  $\frac{1}{4}$  th. The provincial share was thus 82 lacs. The alienated land revenue was not shared, but belonged wholly to the Provincial Government. Its amount was 81 lacs. There was besides a fixed allotment of Rs. 81,87,000 made from the imperial share of land revenue to equalize the total provincial receipts and provincial expenditure. In the course of five years, owing to new settlements

in several Districts, recovery of arrears, sale of waste lands, and extension of irrigation, the provincial share of the land revenue increased from 82 lacs in 1887 to 90 lacs in 1891, and the imperial share from 246 lacs to nearly 270 lacs. The total increase was thus nearly 32 lacs in five years. The actual increase in the receipts from the provincial share of land revenue was  $30\frac{1}{2}$  lacs, out of which  $17\frac{1}{2}$  lacs were paid to the Imperial Government, and the net gain to provincial revenue was 13 lacs. As regards charges, the fixed contract amount was  $57\frac{1}{2}$  lacs per year, out of which  $29\frac{1}{2}$  lacs represented the cost of the District Establishments, 9 lacs of the Survey and Settlement Departments, Rs. 50,000 represented the charge for land Records and Agriculture and the charge for allowances to Village and District officers was  $19\frac{1}{2}$  lacs. Of the allowance paid to village officers, the actuals for 1890-91 showed that about 5 lacs were paid to Patels, about 10 lacs to Kulkarnis or village accountants,  $1\frac{1}{2}$  lacs to other village servants, and about 2 lacs were paid for contingencies. In regard to the charges for District Administration amounting in all to 29 lacs, the Collectors' general Establishment charges came to about  $13\frac{1}{2}$  lacs, the sub-divisional or Mamlatdars' Establishment charges were 12 lacs, and the Contingencies came to about 3 lacs.

The receipts and expenditure under this head belong to the Imperial Government wholly, except a small provincial receipt of Rs. 24,000 of a very miscellaneous character. This is made up of fines and forfeitures, which belong to the provincial Government.

The receipts under this head were  $\frac{2}{4}$ ths Provincial and  $\frac{1}{4}$ th Imperial. The total contract figure was Rs. 45,80,000. The receipts rose to 49 lacs in 1887, 50 lacs in 1888,  $52\frac{1}{2}$  lacs in 1889, and  $53\frac{1}{4}$  lacs in 1890, and the budget estimate for 1891 was 54 lacs. The total surplus in five years was 22 lacs. The expenditure under this head was fixed at nearly 2 lacs,  $\frac{1}{4}$ th being Imperial,

and  $\frac{3}{4}$ ths Provincial. The charge has not much increased in the course of the five years' term of the contract, the total excess being only Rs. 70,000. Out of the total stamps revenue of 1890-91, about 18 $\frac{3}{4}$  lacs represented the yield of General stamps, 29 $\frac{1}{2}$  lacs of Court-fee stamps, and 5 lacs of impressed stamps.

The contract figure for receipts under this head was 91 lacs, out of which  $\frac{3}{4}$ ths were Imperial, and  $\frac{1}{4}$ th Provincial. This revenue increased from 91 lacs to nearly 100 lacs in 1890-91. The actuals of 1890-91 show that this sum of 100 lacs was made up of 83 lacs raised from Licenses and Distillery fees and duties &c., about 11 lacs from transit duties on opium, and gain on sale proceeds of opium, and about Rs. 70,000 were received as fees and fines. The total surplus gain to the Provincial revenues was nearly 7 lacs in five years. The charges under this head were fixed at Rupees 2,58,000, out of which  $\frac{3}{4}$ ths were Imperial, and  $\frac{1}{4}$ th Provincial. The charges increased in five years about a lac, and the total excess expenditure was nearly 3 lacs during the period.

This head, like salt, is wholly an Imperial item. Customs. The Provincial receipts fixed at Rupees 36,000, are very insignificant, and call for no remark.

The contract figure for receipts under this head was Rupees 28,10,000, half of which Assessed Taxes. was Imperial, and half Provincial. This item developed considerably in the course of five years. The figure in 1890-91 of actual receipts was 33 $\frac{1}{3}$ rd lacs. The surplus for the Provincial share in five years exceeded 11 lacs. The charges under this head, estimated at Rupees 45,000, are half Imperial, and half Provincial and bear a very small proportion to the receipts. These charges slightly increased in five years, the total excess being about Rs. 24,000.

This head is half Imperial and half Provincial.

**Forest.** The contract figure was 31 lacs. The receipts in 1890-91 were 32 lacs. The total surplus in five years was expected to be over one lac. The charges on account of forest were fixed at 18½ lacs—half Imperial and half Provincial. They were fairly kept down during the five years' term. Out of the total charge, about 10 lacs represented the charge of conservancy and works, and about 8½ lacs the cost of the Establishment. The net gain to the Provincial Revenue under this head was about one lac.

The receipts under this head were fixed at Rs. 3,93,000—half Imperial, and half Provincial. They rose to nearly five lacs in 1890-91. The total gain in five years was expected to be two lacs. The expenditure under this head was fixed at Rs. 2,52,000—half Imperial, and half Provincial. The expenses increased to Rs. 2,90,000 in 1890-91. The total excess of expenditure was about one lac, which reduced the net gain on the Department to one lac of Rupees.

These heads call for no remarks as they are chiefly Imperial, excepting very insignificant receipts and expenditure entered in the Provincial account. The contract provincial figure for Interest was Rs. 57,000, being chiefly the interest of certain Educational and Medical Endowment Funds. During the period of the contract, considerable additions were made to this item on account of the introduction of the Provincial loan system. This increase in receipts was balanced by a corresponding increase in charges.

**Interest, Post Office and Telegraph.** Under Post Office, the cost of the District Post Office establishment is debited to the Provincial account, being about one lac of Rupees per year. It also includes a subsidy paid to Messrs. Sheppard's Company.

Under Telegraph, there is a small Provincial line from Kolhapur to Ratnagiri, with branches to

Chiplun and Rajapur. These exhaust the chief revenue items with their corresponding charges.

The remaining heads are chiefly expenditure heads, the revenue receipts being very insignificant. The chief item in this class is General Administration.

The contract charge was Rupees 12,56,000, and it rose to Rs. 13,15,000 in 1890, and the Budget figure in 1891 was Rs. 13,68,000, being an increase of one lack in five years. The salary of the Governor and his staff, with household expenses, was fixed at two lacs. The expenditure from contract allowances was fixed at Rs. 93,000, and the Tour expenses were fixed at Rs. 15,000. The charges of the Executive Council were fixed at  $1\frac{1}{4}$ th lacs, and the Secretariat charges were  $4\frac{1}{3}$ rd lacs. The cost of the Commissioners and their Establishments was  $3\frac{1}{2}$  lacs, and the cost of the Audit and Account Departments was Rs 38,000.

The receipts under this head were fixed in the contract at Rs. 2,85,000, out of which the principal item was fees and fines,—Rs.  $2\frac{1}{4}$ th lacs. This receipt increased by nearly one lack in five years. The total surplus expected was  $4\frac{1}{2}$  lacs in five years. The charges under this head were fixed at the time of the contract at  $44\frac{2}{3}$ rd lacs. In the course of five years, this limit was fairly maintained. The charge for the High Court was between 6 and  $6\frac{1}{2}$  lacs; the Law officer's charges were  $1\frac{3}{4}$ th lacs; the charge for Civil and Sessions Courts, including Subordinate Judge's Courts, was  $19\frac{1}{2}$  lacs; the charge for Small Cause Courts was  $2\frac{1}{2}$  lacs; for Criminal Courts, including Magistrates of all classes and Mamlatdars, the charges were  $13\frac{1}{3}$ rd lacs. This last figure represents only half the cost of the District Establishment, the other half being debited to the Land Revenue head on account of the revenue duties performed by these officers. The cost of the Presidency Magistrate and Coroner's Court was one lack. One half of the total charge of  $6\frac{1}{2}$  lacs for the

High Court represented the salary of the Judges, and the other half the cost of the Establishment. Out of the total charge for Civil and Session's Courts, about  $7\frac{1}{4}$  lacks represented the charge for District Courts, and between 7 and 8 lacks represented the charge for the Subordinate Judge's Courts. The charge for the Presidency Small Cause Court was Rs. 1,60,000, and for the Mcfussil Small Cause Courts Rs 80,000.

The receipts from Jails were fixed at Rs.2,35,000.

Jails. They did not reach that amount in any year during the term of the contract, and the loss expected was  $1\frac{3}{4}$ th lacks on this account. The total charge for Jails was fixed at 6 lacks. This limit was fairly maintained, the excess being only Rs. 50,000. The net loss on this head, taking revenue and expenditure together, was  $2\frac{1}{4}$ th lacks.

The contract figure for receipts under this head was Rs.  $2\frac{3}{4}$ th lacks. The actual receipts were in excess of this figure, and the net gain was expected to be Rs.  $3\frac{1}{2}$  lacks in five years. Police. The charge for Police was fixed at Rs. 45,81,000, out of which nearly 3 lacks represented the cost of the Presidency city Police; the cost of the District Executive Force, including the special Police, was about 39 lacks; about  $3\frac{1}{2}$ rd lacks represented the cost of the Village Police, and Rs. 40,000 represented the cost of the Railway Police. This latter amount, increased to Rs.87,000 in 1890. The Village Police charge was also increased by Rs. 60,000. The Special Police charge increased from 4 to 6 lacks, and the executive District Police charge was maintained at  $32\frac{1}{2}$  lacks. Out of this sum, about three lacks represented the salaries of the Officers,  $23\frac{1}{2}$  lacks represented the charge for the men, about half a lack represented allowances, and  $3\frac{1}{4}$ th lacks represented the charge for supplies &c. services and contingencies. The Special Police appears to be maintained in Mahi-kantha, Reva-kantha, Palanpur and other Gujrath States. Taking the receipts and charges together, the net loss to Provincial



Revenue under this head was expected to be 3 lacks.

This is a minor head, the receipts being fixed at Rs. 50,000, and the expenditure at Rs. 23,000. Both the receipts and the charges increased in five years by about Rs. 13,000.

The receipts under this head were estimated at 3 lacks in the contract. In the course of five years, they were on an average  $2\frac{3}{4}$ th lacks. The charges under this head of contract were fixed at Rs. 15,22,000. They rose to  $16\frac{1}{2}$  lacks in 1890, and the Budget estimate in 1891 was 18 lacks. The direction and inspection charges were about  $2\frac{3}{4}$ th lacks, and were fairly maintained at that figure. The charge for Colleges, general and special, was fixed at Rs. 2,70,000, and was only Rs. 2,50,000 in 1890, and also in 1891. The charge for Government Schools was Rs. 4,70,000, being made up of Rs. 3,70,000 for general schools, and one lack for special schools. The charge for Secondary schools was on an average  $3\frac{1}{2}$  lacks, and for Primary Schools  $1\frac{1}{4}$ th lacks, the two together being  $4\frac{3}{4}$ th lacks, while the charge for special schools rose to  $1\frac{1}{4}$ th lacks in five years. The charge under grants-in-aid and payment by results was fixed at  $4\frac{2}{3}$ rd lacks, and was well kept under the contract figure. Out of this sum, about two lacks represented payment by results. The grants-in-aid to Colleges amounted to about Rs. 40,000, and to Secondary schools Rs. 49,000 and to special schools about Rs. 35,000. The contributions to Local Funds for Schools and School Buildings were fixed at 3 lacks, but were greatly exceeded, the total amount being about 19 lacks in five years. The grant for Government scholarships was Rs. 30,000. Taking Revenue and Expenditure together, the net loss to Provincial accounts was estimated at  $4\frac{1}{3}$ rd lacks under this head.

The receipts under this head were fixed in the contract at Rs. 75,000. They rose in five years to Rs. 1,12,000 which was the figure for 1890. The total

Medical Service.

gain in five years was  $1\frac{1}{2}$  lacks. The charges under this head were fixed at the time of the contract at 13 lacks, and they were fairly kept down to that limit during five years. This charge included about Rs. 2,80,000 for Medical Establishment. For Hospitals and Dispensaries the charge was fixed at  $6\frac{1}{2}$  lacks, for Sanitation and Vaccination the sanctioned amount was Rs. 1,78,000, for Medical school and College Rs. 55,000, for Lunatic Asylums one lack, for the Chemical Examiner's Office Rs. 24,000, and for Lock Hospitals Rs. 23,000. Most of the heads showed stationary figures, except the charge for Schools and Colleges, which greatly exceeded the amount sanctioned, being nearly three times that amount; but this increase was counter-balanced by the savings in the charge for Hospitals and Dispensaries of one lack per year on the sanctioned grant. These differences were chiefly due to readjustments of the salaries paid to the Professors of the Grant Medical College, which were deducted from the charge for Hospitals, and debited to the charge for Colleges and Schools. Taking revenue and expenditure together, the net gain under this head was  $2\frac{1}{2}$  rd lacks.

This head was for the first time made a Provincial charge in 1838. The Contract figure was Rs. 3,70,000. The Kathiawar Political Agency represents a charge of Rs. 1,62,000, that of Cutch,—Rs. 33,000, of Thur and Parkar,—Rs. 31,000, of Mahi-kantha and Palanpur,—Rs. 71,000, of the Southern Maratha Country,—Rs. 25,000, and for minor Agencies,—Rs. 24,000. The total charge for these Political Agencies provincialized was  $3\frac{1}{2}$  lacks. The other items under this head were Darbar presents,—Rs. 11,000, Entertainments to Chiefs,—Rs. 3,000, and Miscellaneous,—Rs. 12,000. The Cost of the Agencies-in charge of Baroda, the Persian Gulf, Aden, and the Somali Coast, were not provincialized under this arrangement. The Contract figure under this head was fairly maintained in five years.

The receipts under this head were fixed at the time of the contract at Rs. 21,000. They greatly exceeded this figure, the average being double the contract figure. The charges under this head were fixed at Rs. 1,86,000. This limit was fairly maintained during the period of the contract. This charge included Rs. 16,000 for Observatories, Rs. 39,000 for Model farms, Rs. 70,000 for Veterinary charges, including Bull and Stallion charges and the charge for the Veterinary College and School, Rs. 11,000 for Botanical gardens, Rs. 8,000 for Miscellaneous, Rs. 5,000 for Exhibitions and Fairs, Rs. 11,000 for Inspection of Factories, and Rs. 8,000 for Public Museums.

The receipts under this head were fixed at Rs. 1,60,000. They greatly exceeded that amount, and rose to  $2\frac{1}{2}$  lacks in 1890. The increase was due to the transfer of a number of schools from Local Funds to Municipalities, from which Pension Contributions were received for teachers employed in schools. The charges under this head were fixed at Rs. 12,95,000. They rose very considerably in amount, till in 1890 they reached  $15\frac{1}{4}$ th lacks. The expected loss in five years was  $8\frac{3}{4}$ th lacks. Deducting the surplus receipts of  $3\frac{1}{4}$ th lacks, the net loss under this head was  $5\frac{1}{2}$  lacks.

The receipts under this head were fixed at Rs. 44,000. They slightly improved in five years, resulting in a surplus of Rs. 70,000. The charges were fixed at Rs. 5,84,000, and rose to Rs. 6,15,000 in 1890. Of this amount, the Stationery office charges cost Rs. 33,000, Government Presses cost 3 lacks, and Stationery supplies from Central Stores cost  $2\frac{1}{2}$  lacks. The total excess in charges was about Rs. 66,000 in five years.

The receipts under this head were fixed at Rs. 56,000 at the time of the contract, and rose to Rs. 95,000 in 1890. This increase was chiefly due to the writes-off of unclaimed deposits in the Administrator General's Department, Dead Accounts of the Government Savings Banks, fees for Government Audit, as also fees for the Public Service Certificate Examination, and sale of Darbar presents. The charges under this head were fixed at Rs. 1,77,000. They were fairly kept down to that limit during five years. This charge included the cost of maintaining Traveller's Banglows,—about Rs. 10,000, Rents, Rates and Taxes,—Rs. 52,000, Rewards for destruction of wild animals,—Rs. 15,000, Charges on account of European Vagrants,—Rs. 9,000, cost of books purchased,—Rs. 5,000, subscription to Periodicals,—Rs. 14,000, and Rewards for proficiency in languages,—Rs. 10,000. In 1888-89, the Crawford Commission of inquiry cost 2½ lacks under this head, and in 1887 the Jubilee celebration cost Rs. 5,600. The loss to Provincial Revenue under this head in five years was about 2½th lacks.

This head was opened in the Provincial Account in 1859, chiefly to include the receipts and charges of the Gohak Canal works, which were provincialized wholly both for charges and receipts. The receipts were about Rs. 10,000 in the last two years of the contract, and the capital expenditure 2½ lacks in the same years. The total expenditure was very nearly 6 lacks, and the receipts were about Rs. 33,000.

The receipts under this head were fixed at the time of the contract at Rs. 7,21,000. They rose to about Rs. 8,16,000 in 1890, and the expected surplus was 3½ lacks in five years. The expenditure under this head was fixed at nearly 29 lacks, out of which Establishment charges were 8½ lacks, the charge for tools and plant,—

Rs. 25,000, the charges for repairs,—Rs. 12,80,000, and those for original works,—Rs. 7 lacs. The actual expenditure under the head of original works exceeded greatly the figure laid down in the contract. The sum spent on original works in 1887 was 18 lacs. In the next two years the expenditure was slightly over 14 lacs each year, and in 1890 it was 18 $\frac{1}{3}$ rd lacs. The Budget figure in 1891 was 19 $\frac{1}{2}$  lacs. Under repairs, the sanctioned contract limit laid down was not much exceeded, but under Establishment charges, there was some excess in two years. The total excess of expenditure over the contract figure was 51 lacs in five years, and deducting surplus receipts the excess loss was slightly more than 47 $\frac{1}{2}$  lacs.

This head was only opened in 1891-92 for the Hyderabad-Umarkot Railway, and needs not be noticed here. Similarly miscellaneous Railway expenditure, chiefly on account of surveys, was incurred in two or three years which calls for no notice.

Contributions from Local to Provincial, and from Provincial to Local, revenues are adjustment items which vary from year to year. The contract figure of the first class—contributions from Local to Provincial—was fixed at Rs. 17,000, but it rose to 1 $\frac{1}{2}$  lacs in 1890. Of this amount Rs. 44,000 were contributions to Public Works, Rs. 66,000 represented the charge of Local Funds Establishment in Collectors' offices, Rs. 15,000 represented the charge of the Accountant General's Local Fund Establishment, and Rs. 4,000 were the charge of the Commissioner's Local Fund Establishment. The contract figure for the second class—contributions from Provincial to Local was—Rs. 4,64,000, and it rose to nearly 7 lacs in 1890. This total is made up of (1) the Contribution in lieu of the one anna cess, on Abkari Revenue,—Rs. 1,55,000.

(2) Contributions to schools and school-buildings which amounted to nearly  $4\frac{1}{2}$  lacs, (3) Grants for Local Public Works which ranged from one lac in 1887-88 to Rs. 44,000 in 1890. (4) Special Contributions to the Agricultural class, Bund Gardens, Grants for village sanitation, and Horse shows, which ranged from Rs. 30,000 to Rs. 43,000. The total excess charge under this head is expected to be about  $9\frac{2}{3}$ rd lacs. This completes the review of the expenditure side of the working of the contract for the five years, 1887-1891. The opening balance, as stated above, was nearly 55 lacs. The total receipts were 15 crores and 5 lacs, and the total expenditure was 15 crores and 33 lacs, leaving a closing balance of  $27\frac{1}{2}$  lacs as the result of the five years' working of the contract, and this result was arrived at after paying  $17\frac{1}{2}$  lacs to the Imperial Government, and spending nearly 60 lacs on Public Works and Railways. Taking the items separately, the net excess receipts and the net excess expenditure will be seen from the following statement :—

Excess Receipts.	Rs.	Excess Expenditure.	Rs.
Land Revenue ... ..	68,41,437	Refunds ... ..	1,48,337
Salt ... ..	1,10,322	Assignments and Compensation ... ..	7,73,266
Stamps ... ..	21,47,865	Post Office ... ..	13,157
Excise ... ..	8,01,107	General Administration ... ..	2,05,644
Customs ... ..	43,963	Jails ... ..	2,20,527
Assessed Taxes ... ..	11,43,008	(a) Police ... ..	25,15,123
Forests ... ..	1,06,609	Marine ... ..	15,700
Registration ... ..	1,19,603	Education ... ..	4,84,680
Interest ... ..	40,790	(b) Political ... ..	14,52,327
Telegraph ... ..	7,351	Superannuation ... ..	5,49,894
Courts of Law ... ..	8,71,632	Miscellaneous ... ..	2,58,290
Medical ... ..	1,77,523	Irrigation Works ... ..	5,57,001
Scientific ... ..	1,89,258	Civil Works ... ..	47,48,676
Stationery and Printing ... ..	3,347	Construction of Railways ... ..	11,50,000
	1,25,83,515	Railways Surveys ... ..	21,236
		State Railways and Interest on debt ... ..	5,000
		Contribution to Local Funds ... ..	4,55,056
The Provincial balances were drawn on to the extent of }	27,39,909		1,35,73,724
	1,53,23,724		
The Imperial Government resumed	17,50,000		
Balance ... ..	1,35,73,724		

This statement shows that the principal heads of Revenue were in a very prosperous condition during the five years' period of the contract.

## CHAPTER VII.

## THE FIFTH PROVINCIAL CONTRACT.

In the previous Chapters we traced the growth of the policy of the Decentralization of Provincial Finance. The first limited step in this direction was taken in 1871, when certain minor heads of expenditure were made provincial, and the Local Governments were invested with the powers possessed by the Government of India of sanctioning expenditure, and they were required to keep the total provincial expenditure within the amount assigned, for all the heads transferred, plus any savings from that amount effected in previous years. The success of the experiment led to its further extension in 1877, when some revenue heads were also transferred along with most of the expenditure heads, the deficiency being made up by a lump assignment of a fixed sum from the Imperial Treasury, and the Local Governments were allowed a free hand, not only with respect to savings effected, but also in regard to increases in the assigned revenues during the term of the contract. Later on in 1882, and again in 1887, a still further development took place of the same policy with this distinction that most of the revenue heads transferred to the Local Governments were shared between the Local and Imperial Governments, and the expenditure under these heads was also similarly shared, and the deficiency between income and expenditure was made up by a fixed lump assignment from the imperial share of the land revenue. The wholly imperial heads of revenue represented by the Opium, Salt, and Customs receipts, and the wholly imperial heads of expenditure under Post, Telegraph, and Mint, were, with slight exceptions, not included in any of these arrangements relating to the Decentralization of Provincial Finance. Similarly, Tributes from Native States, Political or Territorial Pensions, Interest on the national debt, Guaranteed and State Railways and



reproductive Irrigation works, were excluded from these arrangements, both in respect of revenue and expenditure. The Military expenditure also under all heads was kept wholly imperial, and was not provincialized. These are the leading stages in the history of the growth of provincial finance. At each renewal of the contract, the Imperial Treasury was benefited by considerable deductions in the total expenditure transferred, and it levied besides extraordinary contributions in times of difficulty, which were in some cases repaid back to the Local Governments.

The current contract was entered into in 1891-92. The Resolution, No. 1142, of the Government of India on the subject was passed on 17th March 1892, and it stated that in supersession of all previous orders, it is directed that the powers vested in Local Governments by this Resolution were subject to the general supervision and control of the Government of India, and that Government expressly reserved to itself the right of issuing instructions to Local Governments on general or particular matters affecting the transferred revenues and services when it deemed such interference expedient. Besides this general limitation, more particular limitations were also imposed. (1) Without the previous sanction of the Government of India, no additional taxation was to be imposed, and no changes made in any existing system of revenue management. (2) Similarly, no new general service or duty should be undertaken by the Local Government without previous sanction. (3) Whenever the local Government desired to undertake a new service or duty, it must satisfy the Government of India that it was able to provide funds for the same. (4) No new appointment should be created, and no old appointment abolished or reduced, without previous sanction, when the pay of the post exceeds more than Rs. 250 a month, and the same limitation applied to the additions that might be made to the pay and allowances of any officer, if such additions exceeded Rs. 250 a month.

(5) If such additions or the increased pay or allowance exceed Rs. 250 a month, no class or grade of officers should be created or abolished, and the pay of no class or grade of officers should be reduced or raised without the sanction of the Government of India. (6) The rates of discount upon the retail sale of stamps or Court-fee labels should not be altered without previous sanction. (7) So also the rates of duty on spirits and drugs should not be altered, especially in districts bordering on other Provinces, when such alteration was likely to affect the Excise arrangements in neighbouring Provinces. (8) No addition should be made to the pay or allowances of any individual officer or class of officers, if such addition might lead to increase in the emoluments of any Public servant doing duty in the same Province, whose pay and allowances were not charged under any of the transferred heads of services. The Government of India might forbid such alterations, if they were likely to lead to inconveniences in other Provinces. (9) No money should be removed from the public Treasury for investment or deposit elsewhere, and the Government of India retained in its own hands absolute and unconditional control over all money in the Public Treasury. The Local Government should not withdraw any such money except for public expenditure. This prohibition applies to Local fund balances as much as to provincial funds, but the order does not apply to Municipal or Port funds or trust or endowment funds of any kind. (10) No alteration should be made in the form or procedure of public accounts. The Controller General should ordinarily decide the proper classification of an item in the accounts, and the Local Government should not issue, without the previous sanction of the Government of India, any order directing the division of a charge between two or more heads of account. (11) No services previously rendered to other Departments by the provincialized Departments should be diminished, and no services

rendered to the provincialized Departments by other Departments should be increased, without the sanction of the Government of India. (12) No lines of through communication should be abandoned or allowed to fall out of repairs. (13) Inter-provincial adjustments are forbidden, and it is directed that provincial revenues and expenditure shall consist of revenues and expenditure recorded under the heads made provincial in the books of the account officers of the Province. (14) The Local Governments were directed to maintain balances of the following minimum amounts:—

In Bengal, ... ..	} Rs 20 Lacks.
North-west Provinces, and Oudh, ... ..	
Madras ... ..	
Bombay... ..	
In Panjab ... ..	" 10 "
In Central Provinces ... ..	" 8 "
In Lower Burmah ... ..	" 6 "
In Assam ... ..	" 5 "

The Accountants General in each Province should report to the Local and Imperial Governments when they find it likely that any transactions of the Local Government will lead to the reduction of the minimum amounts. (15) The Local Government may sanction loans and advances, under orders contained in Resolutions, Nos. 13 and 14, dated 1st January 1889, and Nos. 417 and 419, dated 24th January 1890, but they should not, without the special orders of the Government of India, sanction any other loans of public money. (16) When the Local Government proposes to provide, in the estimate for provincial expenditure, sums largely in excess of the provincial revenues, i. e. when it proposes to incur considerable expenditure out of the previous balances, it should forward its proposal to the Government of India for separate consideration in advance of the estimate. (17) Public money should be

disbursed for public objects only, and the public fund should not be used for the advantage of any individual or body of private persons, unless in accordance with some declared rule or principle recognized by the Government of India. The audit officers should challenge any infringement of this principle, and if the Local Government does not accept the view taken by the audit officer, it should submit his representation to the Government of India for its final orders. (18) The standing orders and rules of the Supreme Government, particularly the rules in the Civil Service Regulations, the Code of the Public Works Department, and the Civil Account Code, should be observed by the Local Governments. (19) The Local Governments should exercise the powers vested in them under the ordinary rules of the Budget system, in other words they should not sanction any expenditure during a year in excess over the Budget grant for any provincial major head without effecting re-appropriation, i. e. without reducing the sanctioned grant under some other head by the amount in excess. Similarly if the head is divided in a fixed proportion between imperial and provincial, it should not sanction excess expenditure over Budget grant, unless it can effect re-appropriation from other heads under its control, to provide for the imperial and provincial portion of the excess. Moreover, unless it has obtained previous sanction to a supplementary grant, or can effect re-appropriation from the grant for local expenditure under its control, the Local Government should keep the total provincial expenditure under all heads within the total Budget grant of the year for that expenditure.

Subject to the general and special limitations mentioned above, the new contract came into force from 1st April 1892. Though not free from objections, the word contract was used, for the sake of convenience, to describe the arrangements made with the Local Governments, under which the Government of India,

with a view to secure more efficient administration, delegates to Local Governments for a time, and under conditions, some of its powers in respect of certain revenues and expenditure. The contract is a consolidated one, and rests on the general undertaking that for any increased expenditure the Local Governments must depend on the expansion of its revenues, or a more economical distribution of its funds, and that on the other hand, no demands outside the contract will be made on its resources under ordinary circumstances. The classification of revenue and expenditure as between imperial and provincial heads under this contract follows for the most part that adopted under the last Contract (1887-1891). The most important changes introduced were (1) that all inter-provincial adjustments were to cease. If any charges of an exceptional nature, which ought to be borne by one province, are paid in another province, the question of a corresponding adjustment between the two provinces would be specially dealt with by the Government of India. (2) Railway Police expenditure was made wholly provincial under the new contract. (3) The charges of the Inspector General of Jails, Registration and Stamps, and of his general establishment, which were formally divided among the three heads (Jails, Registration and Stamps), were under the new contract transferred to the head of General Administration, and made wholly provincial. (4) The establishment charges of the Accountant General's Office were made an imperial charge. (5) Extraordinary miscellaneous items not exceeding Rs. 10,000 were made provincial.

The following statement will furnish full information as to the detailed distribution of revenue and expenditure items made over to the Provincial Government for management and control, both under major and minor heads:—

REVENUE.

MAJOR HEAD.	MINOR HEADS.	PROVINCIAL SHARE.
I. Land Revenue.	{ "Assessment of alienated lands less quit-rent". All other minor heads.	The whole. One-fourth.
II. Salt...	{ "Rents of Warehouses." "Fines and forfeitures." "Miscellaneous."	} The whole.
IV. Stamps ...	All ...	Three-fourths.
V. Excise ...	All ...	One-fourth.
VII. Customs	{ "Ware-house and wharf-rents." "Miscellaneous."	The whole. ... Items classified as Provincial in 1891-1892.
VIII. Assessed Taxes. ...	All, except "Tax on surplus profits of Railway Companies" ...	One-half.
IX. Forest ...	All ...	One-half.
X. Registration.	All ...	One-half.
XII. Interest	{ "Interest on loans to Municipalities and other public bodies (excluding Presidency Corporations)." "Interest on loans to land holders and other notabilities." "Interest on advances to Cultivators." "Interest on advances under Special Laws." "Interest on Government Securities."	} The whole.
XIII. Post Office	"District Post Collections." ...	The whole.

## REVENUE.—Continued.

MAJOR HEAD.	MINOR HEADS.	PROVINCIAL SHARE.
XVI A. Law and Justice— Courts of Law ...	All. ...	The whole.
XVI B. Law and Justice— Jails ...	All. ...	The whole.
XVII. Police ...	All. ...	The whole.
XVIII. Marine ...	All. ...	The whole.
XIX. Education ...	All. ...	The whole.
XX. Medical ...	All. ...	The whole.
XXI. Scientific and other minor Departments.	All. ...	The whole.
XXII. Receipts in aid of superannuation, retired and compassionate allowances. ...	"Contributions for pensions and gratuities" "Miscellaneous." ...	} The whole.
XXIII. Stationery & Printing.	All. ...	The whole, except receipts for the value of supplies from Central stores to R.R. ways and to the Bezar Administration, Local Funds, Municipalities, and other Independent bodies.

REVENUE.—Continued

MAJOR HEAD.	MINOR HEADS.	PROVINCIAL SHARE.
XXV. Miscel- laneous	"Extraordinary items" "Fees for Government Audits." All other minor heads except— "Gain by Exchange." "Premium on Bills." "Unclaimed Bills of Ex- change." "Recovery of Insurance and other charges on English shores." "Revenue of Berbera and Babar," and "Revenue of Zala."	Items not in excess of Rs. 10,000. Items classified as Provincial in 1891- 1892. The whole.
XXVI. State Rail- ways	Hydrabad-Umarkot Rail- way.	The whole.
XXX. Minor works and Navi- gation.	Gokak Canal, 1st Section, including storage works	The whole.
XXXII. Civil works	All	The whole.
Contributions...	Contributions from Local	The whole.



## EXPENDITURE.

MAJOR HEAD.	MINOR HEADS.	PROVINCIAL SHARE.
1.—Salaries...	The heads of which the corresponding receipts are wholly or partially Provincial.	The same share as in the case of the corresponding heads of receipt.
2.—Assignments and Compensations...	"Excise Compensations" All other heads except— "Goa Subsidy." "Salt pans in Portuguese India," and "Customs Tariff Compensations"	One-fourth. The whole.
3.—Land Revenue.	All.	The whole.
6.—Stamps ...	All.	Three-fourths.
7.—Excise ...	All.	One-fourth.
10.—Assessed Taxes	All.	One-half.
11.—Forest ...	All.	One-half.
12.—Registration ...	All.	One-half.
13.—Interest ...	"Interest on Provincial advances and Loan Accounts."	The whole.
15.—Post office ...	"District Post Collections." "Subsidies." "Refunds."	The whole.
18.—General Administration ...	"Civil offices of Account and Audit." All other minor heads, except— "Currency Department," "Reserve Treasury," and "Allowance to Presidency Banks."	"Local Fund Establishment." The whole.
19 A.—Law and Justice— Courts of Law	All.	The whole.

EXPENDITURE.—Continued.

MAJOR HEAD.	MINOR HEADS.	PROVINCIAL SHARE.
19 B.—Law and Justice— Jails ...	All,	The whole.
20.—Police ...	All.	The whole.
21.—Marine ...	All.	The whole.
22.—Education ...	All.	The whole.
24.—Medical ...	All.	The whole.
25.—Political ...	All, except— "Refugees and State Prisoners" and the heads under which are recorded the expenditure at— Aden, Bardis, The Persian Gulf, and Berbera, Balhar and Zala.	The whole.
26.—Scientific and other minor Departments.	"Veterinary charges."  All other minor heads, except— "Central" and "Preservation and Translation of ancient manuscripts."	The whole except the charges for the Bacteriological Laboratory, Poona, and the salaries and allowances of officers on the cadre of the Civil Veterinary Department.
29.—Superannuation Allowances and Pensions ...	"Superannuation and retired Allowances," "Covered Civil Service Pensions," "Compassionate Allowances," "Gratuities," "Refunds."	The whole.

## EXPENDITURE.—Continued.

MAJOR HEAD.	MINOR HEADS,	PROVINCIAL SHARE.
30.—Stationery and Printing. ...	{ All, except "Stationery purchased for central stores."	} The whole.
	{ Extraordinary items	{ Items not in excess of Rs. 10,000.
32.—Miscellaneous	{ All other minor heads, except— "Charges for Remittance of Treasure," "Discount on Bills," and "Loss by Exchange."	} The whole.
33.—Famine Relief ...	"Famine Relief charges"	The whole.
38.—State Railways Working Expenses	Hydrabad—Umarkot Railway.	} The whole.
37.—Construction of Railways	of AIL	} The whole, except in cases in which the outlay is specially incurred from Imperial Funds. But Provincial expenditure under these heads is permitted only under Special orders of the Government of India in regard to each Railway.
40.—Subsidized Companies.	"Land."	
41.—Miscellaneous Railway Expenditure.	"Surveys."	
43.—Minor works & Navigation.	Gokak Canal, 1st Section, including Storage works.	The whole.
45.—Civil works	{ All, except opium, salt, Mint, currency, Post office, Telegraph, and Baroda Residency Buildings and works on Somali Coast.	} The whole.
Contributions.	Contributions to Local	The whole.

Notes.—In this schedule the only heads considered are Imperial and Provincial heads; the Local Revenue and Expenditure are not affected by it. The Provincial share is calculated on the gross collection, including the portion due to Irrigation.

The effect of the arrangements so made was broadly speaking, that the Provincial Government has to pay all charges connected with the collection of Land Revenue, and with the General Administration of the Presidency, and with what are known as the Civil Departments i. e. Law and Justice including Jails, Police, Marine, Education, Medical, Scientific and other Minor Departments with the exception of the Ecclesiastical, and certain items in the Political and Civil Veterinary Departments, Stationery and Printing, Famine Relief and Pensions &c, and for all Civil Works, except those connected with the Salt, Opium, Mint, Currency, Post Office, Telegraph and Imperial Political Departments. The Provincial Government also pays a share of  $\frac{2}{3}$ ths of the expenditure under Stamps, of  $\frac{1}{2}$  under Assessed Taxes, Forest and Registration, and  $\frac{1}{4}$ th under Excise. *Per contra* the Provincial Government takes  $\frac{1}{4}$ th of the receipts under Land Revenue, and all sums credited to the various Civil Departments under its administration, and a proportion corresponding to its share in the expenditure of the receipts under Stamps, Assessed Taxes, Registration, Forest, and Excise. It also receives some minor items under Salt and Customs (which are otherwise wholly imperial) and under Miscellaneous, and all payments on account of Contribution for Pension, and it bears the cost and takes the proceeds of the Hyderabad-Ummerkot Railway, which is a provincial undertaking. Contributions paid to or received from Local Funds, and Interest due to or by the Provincial Government are also of course provincial. Refunds follow the heads of receipts to which they belong, and are wholly or partially provincial according as the receipts are provincial or imperial. Opium and Tributes from Native States are wholly imperial, while provincial rates are wholly provincial. Railway receipts and expenditure, except the Sind Railway mentioned above, and Irrigation receipts and expenditure except the Gokak

Canal, are wholly imperial, so also are the Military receipts and expenditure, which in fact do not form part of the Decentralization scheme. The total normal expenditure under the heads classified as above was taken at Rs. 3,89,53,000, and the total revenue at Rs. 3,12,59,000. The assignment required to produce financial equilibrium was fixed at Rs. 77,14,000, being about 10 lacks less than the assignment allowed under the old contract. This adjustment was to be made through the head of Land Revenue in accordance with the rules under the last contract.

## INDIAN FOREIGN EMIGRATION.

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\* No subject of national economy is more directly practical in its bearings upon the prosperity of the people than the question of providing expansive and remunerative labour facilities commensurate with the natural growth of our population. The report of the Famine Commission has emphasized public attention to the fact that "at the root of much of the poverty of the people of India, and the risks to which they are exposed in seasons of scarcity, lies the unfortunate circumstance that agriculture forms almost the sole occupation of the mass of the population, and that no remedy for present evils can be complete which does not include the introduction of a diversity of occupation, through which the surplus population may be drawn from agricultural pursuits, and led to find their means of subsistence on manufactures, or some such employment." There can be no doubt that the permanent salvation of the country depends upon the growth of Indian manufactures and commerce, and that all other remedies can only be temporary palliatives. At the same time, it is admitted that this diversity and change of occupation is a very arduous undertaking. It presupposes a change of habits, it postulates the previous growth of culture and a spirit of enterprize, an alertness of mind, an elasticity of temper, a readiness to meet and conquer opposition, a facility of organization, social ambition and aspiration,

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\* This paper has been placed at our disposal by the Hon'ble Rao Bahadur M. G. Banade who read it before the third Industrial Conference of the Industrial Association of Western India on 3rd September 1893.

a mobile and restless condition of capital and labour, all which qualities and changes are the slow growth of centuries of freedom and progress. It is the object of Associations like those under the auspices of which we meet here to-day to promote and facilitate this change and diversity of occupation, but it is clear that, as a present remedy, there is but little hope of relief in this direction. A vast majority of the surplus poor population of an agricultural country must be themselves naturally fitted only to work as agriculturist labourers and the slow developement of our manufactures, borne down as they are by the stress of foreign competition, cannot provide at present the much needed relief of work suited to their aptitudes. Inland and overland emigration, the overflow of the surplus population from the congested parts of the country to lands where labour is dear and highly remunerative, can alone afford the sorely needed present relief.

As regards Inland Emigration, we are all more or less familiar with the migration of our surplus agriculturist hands to the large markets of labour, especially to places like Bombay and Karachi. The late census reports have demonstrated the fact that the disinclination of the natives of this country to leave their ancestral homes has been much exaggerated, and that a much larger proportion of our population show migratory habits than we were disposed at first to believe. The Districts of Khandesh and Panch Mahals are being thus settled before our eyes. The same process is going on in the other Provinces of India, particularly in the Panjab and Central Provinces. A further developement of this same system is supplying Ceylon in the extreme south, and in the north east Assam, Cachar, Sylhet, and latterly the districts of upper Burmah with the overflowing population of this country. The whole of the tea and coffee industry of the country depends for its prosperity on the success of this Inland Emigration. Male and female recruiting agents are employed to secure the

services of indentured coolies, and special laws are passed for their protection. There is besides a considerable flow of free emigrants also to these parts. From the congested districts of Bengal, Behar and Orissa as many as 40,000 coolies migrated in 1890, and 30,000 people emigrated in 1891, to Assam, the proportion of free emigration showing a large increase over the indentured and Sirdari labourers. Of course all who emigrate do not abandon their native homes. Three-fourths return back to India, but about one-fourth become permanent residents in their new settlements.

Inland Emigration, however, cannot be, in any way, compared in its volume, or in its immediate and remote bearings on national prosperity with overland Emigration to the British and French and Dutch colonies far beyond the seas. I propose in this paper briefly to give a summary of the history and progress of this foreign emigration. Few people are aware of the comparative magnitude of this relief thus afforded to our surplus population, and of the magnificent field for extension which is opening before our vision in the possibilities of the future. In this respect the expansion of the British Empire is a direct gain to the mass of the population of this country. The permanent opening up of the heart of Africa and of the central regions of Australia will not be possible or advantageous to the indomitable resources of British skill and capital, if it did not secure the help of the unlimited and intelligent labour and skill of Indian emigrants. Of course there are difficulties in the way, as there will be difficulties in the way of all great enterprises. But the certainties of the future are too imperative to be much interfered with by their present dangers and inconveniences. The tastes, habits, temperaments, and prejudices of our people have acquired an inveterate force which make it no easy task to adapt themselves to new surroundings, and yet if the old thralldom of prejudice and easy self-satisfaction and patient resignation is



ever to be loosened, and new aspirations and hopes created in their place, a change of home surroundings is a standing necessity and a preparatory discipline, whose material and moral benefits can never be too highly estimated. Mr. Draper, the American philosopher, in his history of the intellectual development of Europe, went so far as to say that the dotage and death, which had paralyzed oriental races, could only be cured by the free transplantation of these people in foreign lands, or by free intermixture of their blood with more energetic races. We are ourselves witnesses of the hopelessness of the second remedy proposed. The other remedy is more hopeful, and it is on this account that I have ventured to take up this subject for discussion at the present Conference.

The first question we have, therefore, to consider in this connection, is the extent of this foreign Emigration and the localities to which it extends. The localities where Indian Coolies emigrate are Mauritius, Natal, Jamaica, Trinidad, St. Lucia, Grenada, St. Vincent, St. Kitts, the Fiji Islands, British Guiana, French and Dutch Guiana, the French possessions of Martinique, Guadeloupe, Reunion, the Danish Island of St. Croix, Ceylon, and the Straits Settlements. In 1874, the Government of India appointed a special officer to report upon the question of Coolie Emigration from India. That report gives a detailed account of the condition of these settlements, and I shall first try to summarize its leading features, and then bring down the information to more recent times with the help of such official publications as were made available to me.

### MAURITIUS.

Mauritius is the largest, I am speaking advisedly, of our Indian Colonial settlements. It is an island which lies on the east coast of Africa 19° North Latitude and 57° East Longitude, and has a total area of 700 miles, 37 miles long, by 34 miles broad. The

temperature of this island ranges from 70° to 80° Fahrenheit. It has the closest affinities to India in its climate and its seasons. Out of a total population of 3,10,000, nearly 2 lacks were Indian coolies in 1861 and the rest partly European, Negroes, Arabs, and Creoles. The number had increased to 3,16,000 in 1871, the addition being due chiefly to the increase of the Indian population, while the non-Indian population actually diminished by nearly 18,000 souls. The latest returns for 1881 show comparatively still better figures. The Indians were 1,50,000 males, and about a lack females, out of a total population of 3,60,000 souls. More than two-thirds of the population of the island is thus of Indian origin. The males naturally preponderate over females, being in the proportion of nearly 1½ to one. Of the two lacks and more Indians resident in 1871, 1,50,000 were indentured emigrants from India, about 2,000 had gone of their own accord, and 50,000 were the children born to these emigrants in the colony itself. The Indians emigrants have no competitors in the island in the matter of agricultural pursuits and they also find considerable employment in domestic service and in the docks and in trade, the latter chiefly retail trade. There are also 11 Indian planters, and one manager of a plantation. The chief industry of the colony is the production of sugarcane, and the manufacture of sugar. The indentured Indian adult coolies get, besides their rations and houses free of rent, 5 to 7 Rs. a month, and have to work six days in the week, nine hours each day. Medical care is free of charge, and there is a free return passage provided at the end of the term of five years. There were about 250 sugar estates in 1871 in the island, which gave employment to 1,20,000 labourers chiefly Indians. Of this number, nearly 50,000 had emigrated from the Calcutta side, about 27,000 from Madras, and about 7,000 from Bombay. Since 1871, emigration from Bombay has apparently fallen off, owing to the rise of the mill industry in this Presidency.

The history of Emigration in Mauritius commences with 1834. Between 1834 and 1838, as many as 25,000 Indians emigrated to that island. From 1838 to 1844, there was a prohibition in consequence of some well-founded complaints of abuses. In 1842, Act XV. of 1842 was passed, which reopened Mauritius to Indian Emigration. In 1884, the Government of the island took up the work of the protection of Indian emigrants in their own hands. A bounty was paid out of colonial revenues for each labourer imported, and the Government received the orders of the planters, and sent them to their appointed agents in India. The Government of India appointed besides a Protector of its own to check the abuses of the Colonial Agents.

These arrangements lasted from 1844 to 1859 when, owing to the accounts of fearful mortality on board the ships which took the emigrants to Mauritius Government enforced a temporary prohibition, which was subsequently removed on satisfactory assurances being given that the abuses complained of would not be again permitted. In 1859, there was a commission appointed under the presidency of Dr. Mouat to frame regulations for the convenience of emigrants on board the ships, and fresh regulations were enforced for the protection of Indians. There was another commission of inquiry in 1866-67, which inquired into the causes of an epidemic in Mauritius, which proved fatal to a large number of the Indian settlers. Notwithstanding the beneficent interference of the Government of India, the official report for 1871 states that the tendency of Mauritius legislation has been towards securing a complete dependence of the Indian labourers upon the planters who employ them for free labour is both directly and indirectly discouraged, while the indenture system is more and more extended. The condition of affairs in 1883 is thus described; " while the Government of India have taken great care to secure the satisfactory regulation of the

emigrant ships, the laws of the island have been so unjust to the coloured people; and so much to the advantage of the planters, that gross evils and abuses have arisen from time to time. In 1871, a Royal Commission was appointed to inquire into the abuses complained of. Various reforms were recommended and some improvements have been effected. But the planters are not remarkable for their respect of the rights of the coloured people, and the system is liable to gross abuse, unless kept under vigilant control by higher authority." The total number of schools—Government and aided, in the island, was 92, attended by about 9,500 scholars. Out of this number, 14 per cent were Hindus, 5 per cent. Mahomedans, 73 per cent. Roman Catholics, and 8 per cent. Protestant Christians. There were 725 scholars in all of Indian parentage in 1871, attending 25 schools. Much therefore remains yet to be done for the education of the Hindu population of the island. The labour ordinances are very stringent, and are strictly enforced. The Indian population on the island follow, besides agricultural labour on the farms, the occupation of carpenters, whose wages are on an average £ 3 a month of blacksmiths, washermen and tailors, who earn half that rate, of sugar makers whose wages are £ 2, of mill-drivers who earn £ 2½. There are also masons, gardeners, cooks, coachmen and grooms with wages ranging from 15 to 28 shillings. The deposits to the credit of the Indian immigrants in 1871 were nearly £ 83,000, and their remittances to India amounted to Rs. 20,000 in 1871.

The laws of the island, as shown above, place some restraints on the liberty of Indians to settle down as free citizens. A considerable number about 20,000 in all have, however, settled down as free men, and earn their living as market gardeners, artisans, tradesmen and job contractors, and a few have even attained the position of managers and owners of plantations.

The latest report of immigration in Mauritius furnished by the Government Protector in that island, which I could secure is for 1890. It shows that about two thousand emigrants came to Mauritius in 1890 from Calcutta, Madras, Bombay, and about 1054 returned back to India. The females were about 36 per cent of the males. The number of those who returned to India during the past five years has ranged from 1054 to 2350, giving an average of 1600 per year. Among those who returned in 1890, 377 went to Calcutta, 347 to Madras, and 321 to Bombay. The total amount of savings brought by the returned coolies was Rs. 32,394 in 1890. In previous years, this total was as high as Rs. 1,40,000, Rs. 1,03,000 and Rs. 1,23,000 in 1886, 1887, and 1888 respectively. The savings in deposit Banks to the credit of the Indian coolies resident in the colony show an average of 16½ lacs during the three years 1888-1890. Out of the 1½ lacs of the Indian population residing on sugar estates, about more than half do not work on the plantations, while less than half are employed on the plantations, which numbered about 127 in 1890. This completes our review of the Indian settlement in Mauritius.

### BRITISH GUIANA (DEMERARA).

This colony lies along the north coast of South America between 57° to 60° West Longitude, and has a rich alluvial soil. As in Mauritius, the cultivation is confined chiefly to sugarcane. The seasons are, as in India on the coast, only two, the rainy and the hot season. The temperature is seldom below 75°, and rises to 90° Fahrenheit, and the average rain fall is 100 inches. Out of a total population of 1½ lacs in 1851, there were only 7,682 coolies from India, and about 2,100 Europeans, the rest were natives of the country, and Negroes. When Negro slavery was abolished in the West Indies Islands, it was proposed to transplant the free Negroes to British Guiana,

but the attempt failed, and in 1833, the first importation of 400 Indian coolies took place. In 1844-45, the number of Indian coolies imported was 4,616. Between 1850 and 1870, about 65,000 Indian coolies were imported, out of whom 7,000 returned to India during the same period. In 1871, the total population of the colony was two lacks, out of whom 43,000 were Indians, half of them working in plantations under indentures, about 9,000 were free labourers, and the rest about 10,000 were otherwise employed in towns and villages. The labour laws in Guiana are as stringent and one-sided as those of Mauritius. The labourers have no summary remedy for the recovery of their wages except by a civil suit, while the planter's remedies in case of the absence or desertion of the coolies are most ample and strict. The coolies are employed in 123 plantations, out of which number, 85 are either owned by absentee land-lords in London and Liverpool and Bristol, or are mortgaged with absentee creditors. This is a peculiar feature of the sugar industry in British Guiana, which distinguishes it from the Mauritius estates which are generally owned by resident French and Creole owners. Owing to this peculiarity, task work is much preferred, and is rigidly enforced in preference to day-work. The task masters employ overseers, and below them are head-men who are called drivers who supervise the gangs of labourers. The drivers in charge of Indian gangs are chiefly Madrassese. The Indian coolie does not get through the same task as the Negro labourer, but the latter never works continuously. The Indian coolie is more regular in his habits, and he is thrifty by nature, and saves money. The Guiana coolies are independent in their bearing. The Chinese labourers, however, surpass both Indian coolies and Negroes in their several excellences. There were on the plantation in 1871, about 44,000, Indian coolies, 1,250 Africans, 6,600 Chinese, and about 1,700 Portuguese and West Indies' men. Out of the

44,000 Indian coolies about 9,000 men were not indentured. The wages earned by an adult coolie range from 7 to 10 annas per day, and the cost of living was 8d. per day. More recent legislation enforces the payment of 25 cents, or 10 annas per day, as minimum wages of an adult male over 15 years, and 20 cents for each female labourer. Notwithstanding the hardships of the labour-laws, the high wages earned have induced nearly 50 per cent of the labourers to re-indenture themselves on the expiration of their first term. About 18,000 labourers out of 40,000 so indentured themselves on receipt of 50 dollars as bounty. There are besides 8,000 or 9,000 free coolies who have saved money, and earned their own wages. The agriculturist labourers have, as in Mauritius, free lodgings and medicine, and free rations in their first year of settlement. The fact that there are thousands of Indians who do not care to return to India, even after a stay of 15 or 20 years, goes to show that, on the whole, these Indian settlers are well-off in the colony. While the majority of the Indian settlers are employed on the farms, a few keep cow and ply carts, and there are lodging houses and shops owned and managed by Indians. A few have also enlisted in the Police, and in the Army. About 2,820 immigrants who returned between 1839 and 1869 brought with them 95,000 dollars to India. The men are to women in the proportion of three to one. The Mahomedans and Hindus settled in the colony observe Mohoram, and the Hindus have built two temples. As might be expected, the marriage tie sets loose with these men, and they also indulge in excessive drink.

The Report of British Guiana for 1890 shows that there were in all 1,07,424 Indian Coolies.—62,000 males, 23,000 females, and 17,000 children. About 73,000 of the number were indentured, and the rest not residing on estates were about 35,000. Out of 72,000 on the estates, 46,000 were males, and 25,000

females. These Indian settlers owned 21,000 cattle and 5,200 sheep. About 2,125 Coolies returned to India in 1890, and brought with them 25,000 dollars worth of jewellery, and 1,17,000 dollars worth of savings. The deposits of 6,323 Indian depositors were 1,16,000 dollars in savings banks, and 259 depositors had 10,233 dollars in Post Office Banks.

### TRINIDAD.

This island lies off the coast of Venezuela in 10° to 11° North Latitude and 61°—62° West Longitude, and has an area of 2,000 square miles. The temperature ranges from 71° to 85° Fahrenheit and there are only two seasons—the rainy and the dry season, and the heat is considerable. Sugar, coffee and cocoa are the chief articles produced in the plains, which intervene between the three high chains of hills that traverse the length of the island. Cotton, tobacco and indigo are also produced in large quantities. Sugar is the chief export, and its value rose from nearly 50 lacks to 75 lacks between 1856 and 1867. The total population of the island in 1856 was 68,000, of whom 4,000 were natives, and about 2,000 Africans, and 4,000 Indian coolies from the country. In 1871, the Indian immigrants had increased to nearly 23,000 souls, besides 454 Indian children born in the island. There is as usual a Government Agent who inspects the estates, and reports to the Government of the colony the condition of the coolie employes. He allots the coolie labourers to the estates, and cancels the indenture of any immigrant whose employer disobeys the law, and abuses his power. The contracts for service are generally for a term of five years, and the work days in the year are 230, and the hours of work nine hours a day. As in British Guiana, the task work system finds most favour with the employer. The prescribed minimum rate of wages is 25 Cents, or 10½ annas per day, for adult male labourer. Wages are paid fortnightly, and may be summarily recovered by



an application to a Justice of the Peace. The laws against vagrancy and absence and desertion are very stringent, and strictly enforced. Free rations are paid in the first two years of the indenture, and afterwards they are paid in money. On completion of the five years' term, a certificate of industrial residence is given and after 10 years, a man is allowed free passage back to India, or he may in lieu thereof claim a ten acre grant of Crown land. In this respect, the condition of the Trinidad Coolies compares favourably with those of Mauritius and British Guiana. Children under 10 are not indentured. Out of 18,556 men employed on the estates in 1871, 10,616 were indentured, and 7,949 were unindentured. The average arrivals for each year between 1867 and 1871, were 2,000 coolies per year. There were 12,000 males against 6,500 female Indians in the island in 1871. The general rate of wages is considerably over the minimum of 25 cents, and ranges from 35 to 43 cents, or 14 to 16 annas per day. The number of coolies who returned to India in 1869, were 372, and they brought with them 16,000 dollars as savings. In 1870, about 408 men returned, and brought back nearly 13,000 dollars. Up to 1871, about 285 Indians commuted their back passage by claiming grants of land, and 253 purchased exemption from compulsory work under the indenture for the last two years of their term. In one Province, 357 adult males, 199 females, and 245 children are now settled on their own farms. Besides the 18,000 people employed on the estates, there are 9,000 Indians absorbed in the general population. About 7,000 people have foregone their privilege of a back passage. About 131 Indian children attended the schools in Trinidad in 1871.

In 1884, the Trinidad Indian coolies celebrated their Mohorram festival, and a riot took place, which was punished with such severity that it formed the subject of an official inquiry. The dispute arose from the rivalry of the partizans of opposite bands of Tabut

processionists, and more than 12,000 coolies took part in the riots, and the Police had to fire with a view to disperse the rioters. Twelve coolies were killed, and 400 injured in the tumult. Sir Henry Norman a retired Anglo Indian and Governor of Jamaica, was appointed to report upon these disturbances. His report shows that of the total number of Indians in Trinidad, less than one-fifth are Mahomedans, and the rest are Hindus. The Hindu Coolies took the chief part in the Tabut processions, and some of the Mahomedans had actually asked Government to put a stop to the disorderly conduct of the Hindu processionists on religious grounds. The Tabut procession is turned to account by the Hindus as a day of national demonstration. The Indians in Trinidad formed two-thirds of the entire population. In one district where the riots occurred the Indian coolies were four-seventh of the population. Sir Henry Norman officially reported that residence for some years made the Coolies independent, and even over bearing. A large portion elect to remain in Trinidad when they are entitled to free passage back to India. Those who go to India take large sums of money with them, and not a few return back to Trinidad. Occasional cases of ill treatment might occur, but in the opinion of Sir H. Norman, the coolies are very well used. In 1890-91, coolies numbering 3,781 landed in Trinidad, men 2,400 and women 1,400. About 685 returned back to India, taking with them nearly 11,000 dollars as savings. Between 1851 and 1891, about 12,000 coolies returned, and brought 24½ lacks of savings. The annual remittances to India by Trinidad Coolies range from £1,500 to £2,300. Between 1871 and 1881, about 24,000 coolies returned Trinidad, and about 3,500 returned to India. About 600 coolies commuted their free passage, and settled in the island. Since 1869, about 1,163 coolies have received their land allotments of 10 acres each, 1,475 have each received 5 acre allotment, and about 3,100 took their

£ 5 bounty in lieu of return passage. The total population in Trinidad in 1891 was 71,533, of whom nearly 55,000 are coolies. There were 2,750 coolies who had deposits in savings Banks, and this amount was in all 31,000 dollars. The number in 1881 were 1,500 who had 24,000 dollars in deposits. There were 53 schools attended by about 2,900 coolie-children both boys and girls—in the island.

### FIJI.

Fiji is an island in the South Pacific where emigration appears to have commenced within very recent times since 1874. In the first year 480 Indian settlers landed on the island. Since then nearly 10,000 Indian Coolies have been imported into Fiji. The actual number resident in 1891 in the island was 8,000. The number who went to Fiji in 1891 was 1,050 in all. Out of the total number about 3,000 were indentured labourers, and the rest had completed their term. The births in the island were about 151, and the deaths 229 in the Indian population, and there were 4 marriages. A special law for the registration of Indian Marriages was passed in 1891. The chief industry in the island is the cultivation of sugarcane. The working days are  $6\frac{1}{2}$  in the week. The term of indenture is 5 years. The minimum rate of wages is 1s. for adult male, and 9d. for female labourers. Rations are provided at the rate of 5d. per each person above 10 years for six months after arrival. Lodging and medical relief are provided free. Free return passage is given after five years service. In 1891, there were 343 coolies who had deposited 10,633 dollars in the Saving Banks in Fiji. The number of depositors and the amount deposited have both steadily risen since 1885, when there were 106 depositors with 3,470 dollars to their credit. Similarly as against 10 coolies who remitted £84 to India, there were in 1891 as many as 102 coolies who remitted £546 to India.

## ST. VINCENT.

St. Vincent is a small island in the Antilles group, and lies in 13° North Latitude and 61° West Longitude. Its area is 130 square miles. It produces sugarcane, arrowroot, cocoa and cotton. The term of indenture is for three years, though it may be extended for 2 years more, and at the end of eight years, the Indian emigrant coolie is entitled to a free passage. For re-indenturing, bounty is given at a fixed rate fixed on a sliding scale according to the number of years of residence. The minimum rates of wages are fixed by law at 10d. a day for adult males, with lower rates for women and children. Free rations are only given in the first month, and by special arrangement for 2 months more, and after that period, the wages earned cover all payments. The work-days and working hours are the same as in the other colonies. The owners of the estates are required to provide convenient lodging and free medicines for their Indian labourers. In the year 1891 about 1273 immigrant labourers earned 8,821 dollars in the first six months, and during the next half year 1,442 immigrants earned 18,000 dollars. This gives an average of 8 to 12 dollars per man per month. The coolie immigrants numbered 552 in 1864, and rose to 1,442 in 1871, out of whom 792 were adult males, 338 were females, and about 300 children. Since 1871 St. Vincent is not much favoured by Indian coolies, and emigration has fallen off in this colony.

## GRENADA.

Grenada is the most southern island of the Antilles group, and lies 12°—20° North Latitude and 61°—20° West Longitude. It has an area of 133 square miles. Coffee, cocoa, cotton, sugar, indigo and tobacco are the chief products of the island. The provisions of the immigrant legislation are the same as those of the colony of St. Vincent. Indentured immigrants agree to work for five years. Free

passage is earned by five years industrial or ten years total residence. In 1871, there were 1,863 Indians in this island, nearly 1,000 being about males, about 400 adult females, and 450 children. These were settled on 46 estates. There were besides some free settlers, but their number was not large. The able-bodied men earn from 1s. 3d. per day, but the minimum rate of wages fixed by law is 8d.

In the census of 1881, the number of Indian immigrants was shown to be 1,052, and in 1891, this number was reduced to 1,013. The coolies are for the most part engaged in agricultural operations. Many of them, however, are proprietors of small holdings of land, and some of tolerably large ones, and a good many are engaged in business. About 500 of the Indian coolies were shown to be Hindus by religion, 72 were Musalmans, and the rest were Native Christians. The Missionary schools are largely attended by the children of the Indian settlers, and this circumstance accounts for the large percentage of Native Christians. Most of those who are now living in the island were born there, or have come from other neighbouring islands.

### ST. LUCIA:

St. Lucia is an island in the Windward Group and lies in 13°—50° North Latitude and 61° West Longitude, and has an area of 245 square miles. The temperature ranges from 71° to 83° Fahrenheit, and the average rain-fall is 94 inches. It had a population of 24,123 souls in 1854, out of whom 947 were whites and the rest persons of colour. Sugarcane cultivation is the chief industry of the island. The laws regulating labour are clearer and more stringent than the laws of any other country. The immigration agent, who is a paid Government officer, inspects the ships on their arrival, and assigns the immigrants to the planters. The wages are required to be not less than those paid to free labourers, and as far as possible the

allotments are made so as to keep husband and wife, child and parent, together. The indenture is then drawn up and signed before a magistrate, and the agent visits the estates to see that the laws passed for the protection of the coolies are strictly enforced, and that the labourers are fairly treated. The contracts are for five years, but the immigrant may redeem the last two years by payment of a fixed sum of money. After five years of industrial service, he obtains a certificate of discharge, and after eight years, he is entitled to a free passage, which he may commute into money, or he may accept a grant of land instead. The rate of wages ranges from 1s. to 1s. 4d. per day for adult males, and 10d. a day for females. The employer is required to provide proper lodging for the labourers, and each house has an acre of provision ground. For the first three months free rations are allowed according to a fixed scale. The provisions against absence from work and desertion are stringent and strictly enforced. Up to 1862, in all 1,535 immigrants were imported into this island. Since 1862, no immigrants were imported for many years. In 1864, the number of Indian immigrants in this island was 1,316, and they were reduced to 1,079 in 1868. Though all had become entitled to free passage back to India, only 460 accepted the boon. The rest chose to take the bounty and became permanent residents on the island. Immigration to this island has been resumed in recent years since 1881. In 1891, there were on the island in all 2,500 Indians, out of whom 1,640 were employed on 22 estates and 225 of these Indians possessed 20 horses, 480 cattle, and 200 sheep and goats. Some of the more enterprising of those immigrants had begun to purchase land with the object of forming a purely Indian settlement of peasant proprietors on the island. There were five schools attended by the children of Indians, which received grants-in-aid from Government.

## JAMAICA.

Jamaica is an island in the West Indies, and lies between  $17^{\circ}$ — $40^{\circ}$  and  $18^{\circ}$ — $50^{\circ}$  North Latitude, and  $76^{\circ}$ — $10'$  to  $78^{\circ}$ — $30'$  West Longitude. It has a surface area of 6,400 square miles. There is a mountain range of considerable altitude which runs right through the middle of the island, and the plains gradually slope down its sides to the sea. Its chief products are sugar, rum, and coffee. Cotton and indigo were formerly produced in large quantities, but these industries have either much declined or disappeared in recent years. The Indian coolies are employed chiefly in sugar and coffee plantation, and in the breeding pens on the hills where excellent cattle and horses are reared on the rich grazing grounds that cap these hills. The Indian immigrants were first introduced in 1845. In the first three years, about 4,000 Indians were imported into the colony. For the next 12 years immigration was stopped by reason of internal troubles in the colony. It was resumed in 1859, and during the next 12 years, about 9,000 Indian coolies were imported. The immigration agent allots the immigrant to the estates according to their wants, after satisfying himself that the conveniences of the coolies will be duly looked after. The period of indenture is five years. As elsewhere, the agent is required by law to see that wives and husbands, and parents and children, shall not be separated. Before allotment, the immigration agent feeds and supports the coolies at Government expense. The planters contribute to this fund, and Government assigns the yield of certain taxes to the same purpose. The agent has also the power of cancelling the indenture in case the employer ill-uses his work people, or abuses his powers. In 1871 the number of Indian coolies was nearly 10,000. Free rations, clothes and lodging have to be provided by the employer according to a scale laid down by Government. Rations are stopped after the immigrant has been for some time on the island, and the agent is satisfied that

he can easily procure within his earnings his own supplies. In this case money wages are paid to the immigrants. The usual rate of wages is one shilling a day for each adult male, and 9 pence for a female adult labourer. There are six working days in the week, and the hours of work are nine per day. Special arrangements for task work are permitted with the sanction of the agent. The laws against absence and desertion are, as in the other colonies, severe, and strictly enforced. In case of sickness, medical officers of Government attend upon the sick person, and look to his wants. Out of the whole number of Indian coolies in the colony in 1871, about 50 per cent *i. e.* 4,608 were indentured labourers, and worked on 87 estates. After the indentured term of five years is over, the Indian coolie is free to follow any calling he likes. A few become shopkeepers, but many continue their employment as free labourers on the estates. After 10 year's residence, the immigrant becomes entitled to a free passage which he may commute by accepting a grant of 10 acres of Crown land. Out of 2,140 who became entitled to a return passage in 1872, 925 returned to India, but 1,215 commuted their privilege, and settled permanently in Jamaica as residents. Up to 1871, as many as 14,400 Indian coolies came to Jamaica, and only about 2,773 returned during the same period. About 925 coolies returned to India in 1870, and they carried with them savings estimated at 17,000 dollars. If a labourer becomes permanently disabled or sick during the term of his indenture, free return passage is given to him. The conditions of employment are thus on the whole very satisfactory. Between 1860 and 1877, a period of 17 years, about 16,000 coolies have been imported, 60 per cent males, and 40 per cent females. Out of the whole number, 1,952 have returned during the same period, and 12,600 were in the colony in 1877, and worked in 103 plantations. The total number of Indians in the colony in 1892 was 14,000, of whom



4,100 were working under indentures, and 10,000 had completed their ten years, and were working as free labourers. There were 667 coolie depositors in the Savings Banks, and the amount to their credit was 14,054 dollars, against 145 depositors who had 16,758 dollars in 1871. Among the new arrivals in 1892 was one Chandra Kumari who claimed to be of Janga Bahfadur family, and she stated that she had run away with one of the palace servants. About 450 coolies returned to India in 1892, and brought with them £1,748 worth of cash, and £ 500 worth of jewellery.

### NATAL.

Natal is a tract in the South East coast of Africa, 200 miles long and 100 miles broad, with a total area of 17,000 square miles. There are three zones or strips the coast strip, about 15 miles broad, is sub-tropical, and sugarcane, coffee, and indigo are grown there largely, as also mulberry, vine, olives, oats, beans and potatoes. Maize is, however, the chief grain crop. The second zone is more temperate, and cereals grow there. The third zone is hilly, and on its Western side the range of mountains rises to 8,000 feet above the sea. This portion is best fitted for pasturing sheep and cattle, and is also suited for the cereals and fruits of temperate regions. In the coast strip the temperature ranges from 77° to 85° Fahrenheit in the summer season, and from 58° to 70° in winter. The temperature in the central region is more mild. From 1842 to 1856, Natal was administered as a dependency of Cape-colony, but in the latter year a separate administration was formed. In 1860, the total population was 1,25,000, out of whom 8,000 were whites, and of these last one third were Dutch Boers who occupied the territory before the British invaded it in 1842. In 1872, the Indian immigrants were estimated to be 5,700 adults, and they had all served out their term of indenture. Nearly one half of this number were employed on sugar and coffee estates. The

other half were traders, shop-keepers, gardeners, fishermen, and domestic servants. Some of the coolies had also become land-holders themselves, and cultivated sugar-cane and maize. Some 400 Indians had gone further west to seek their fortunes in the diamond fields of Transval. Ordinary workmen get 15s. a month, skilled workmen earn from 30s. to 2 £. One Indian earned as much as 4 £ a month. On the Railway, Indian Coolies get 20s. to 30s. a month. In all cases rations are given in addition to money wages. About 6,445 Indians were imported as Coolies in Natal up to 1866. The children of the Coolies live and thrive better in Natal than in India. The death rate is lower, and the general state of health is better. The coolies build their own houses out of materials supplied by their employers, and small garden grounds are attached to the houses in which tobacco is grown. There are four schools for coolie children, which are aided by Government grants. In recent years very few coolies go to Natal under indentures. The general law of master and servant is found to be sufficiently protective of their interests. The percentage of women is low, males being 67 per cent against 33 per cent females. There were 231 Coolies depositors in the Savings Bank in 1871, who had deposited £6,000. A large portion of the savings has been invested in the colony in vegetable and tobacco farms, and many coolies earn their living as boatowners and fishermen. After retiring from the position of labourers, many Indians take up Crown land, and grow sugar-cane in their own farms. In 1891, as many as 3,183 Indian immigrants landed in the ports of this colony, and about 774 immigrants returned to India, bringing with them in all £18,387 worth of cash and jewellery. Indian labourers are now employed throughout the length of the colony, and no complaints are made in respect of them. The Indians introduced in recent years compare very favourably in physique and general health with those

who were formerly imported. The Indian population has increased from 10,625 in 1876 to 38,365 in 1892. The births in this community in 1892 were 966, and the deaths 617. Out of the total of 38,365 Indians in Natal, 24,010 were free Indians, and 14,326 were indentured labourers. There were nearly 19,000 male adults, 8,500 female adults, and about 11,071 children. Immigration into Natal first commenced in 1860. Since that date 50,101 Indian immigrants entered Natal. Out of this total number, 5,172 died, 7,115, returned to India, and 4,552 left the colony otherwise in 32 years. Out of 10,150 children born in the colony, about 2,300 returned to India, about 2,000 died, and about 700 left the the colony otherwise. There were 130 Indian marriages registered in 1891, but no case of divorce was instituted in the Courts. In 1891, about 641 immigrants completed their indentured term, and obtained the certificate of industrial residence. A considerable number of them have taken to farming and gardening on their own accounts. They are also hawkers, traders, fishermen and fruit sellers. Many have left the colony for the Transval gold fields. They generally form a prosperous and orderly section of the population of Natal. The relations between the employers and the employees are reported to be very satisfactory. In the up-country districts, the Indians have the exclusive charge of ploughing, stock and agriculture entrusted to them by the farmers, and they sell potatoes, vegetables, mutton and milk in as large quantities as they need besides their wages. Their reputation for reliability and industry is thoroughly established, and without them the industry of the colony could not be carried on. In the Savings Bank 225 depositors had nearly Rs. 50,000 to their credit, and a few more prosperous Indians remitted Rs. 5000 besides to India.

This account extracted from the latest official reports would go to show that the rumours about the

misunderstandings between the Whites and the Indian settlers in Natal published in the newspapers, must be received with great caution. As might be expected, there must be in the nature of things considerable conflict of interests between the Indian traders and the White population, but the situation is not one which need cause much anxiety.

Of the non-British Colonies, Dutch Guiana appears to attract a large number of Indian emigrants. Indian emigration appears to have commenced soon after the abolition of slavery. It was not till 1870, however, that a convention was made between England and Holland, and a Dutch Government Agent for Surinam, the capital of Dutch Guiana, was appointed at Calcutta. In 1873, 2,443 emigrants were imported into this colony. In 1874, 1,405 coolies were imported. In December 1875, there were about 3,000 Indian coolies in this colony. During the last four years for which information is available about 3,200 Indian coolies were despatched from Calcutta to this colony. The indenture term is for five years, the working year being of 313 days, and the minimum hours for work are 7 hours in the fields, and 10 hours in buildings. The minimum rate of wages is 25 Cents for male adults and 16 Cents for females and children. Rations are provided on a fixed scale for three months after arrival provision for free lodging and medical relief is also enforced, and free return passage can be claimed at the end of five years. In 1891 about 570 coolies returned to India bringing with them aggregate savings of the value of Rs. 81,461. In 1889, the number returned was 587, and they brought with them aggregate savings of the value Rs. 1,10,000.

The colony of French Guiana, also imports Indian coolies so also do the French islands of Guadalupe and Martinique; but detailed information about these settlements is not available. The only French Colony about which information is available is the island of Reunion, which lies 20 miles to the south-west of Mau-

ritias. The island is 40 miles long and 27 miles broad. Cotton, coffee, cloves and sugarcane are the chief products of the island. In 1861, the number of Indian immigrants was about 40,000, of whom 33,000 were adult males, 4,300 adult females and 2,000 children. In 1863, the number of Indian settlers had risen to 46,411. The employers have to supply free rations, clothing, lodging, and medicines, and pay besides 5 Rs. a month as wages to each adult male; 3 Rs. to each adult female, and 2 Rs. to children. After completing five years, free passage is allowed back to India. The coolie emigrants are well to do, and some own small holdings and gardens of their own, and others manage shops. The working hours are  $9\frac{1}{2}$  per day. In recent years emigration from British Indian ports has been stopped on account of complaints about mismanagement and abuse of powers. A few coolies still emigrate from the French port of Pondicherry. Negotiations have been opened by the French Government with the Government of India to allow the resumption of coolie emigration from the British ports to this island, and Mr. M'Kenzie was sent by the Government of India to arrange the terms on which this concession could be granted with safety.

Nearer home the island of Ceylon attracts a considerable body of Indian coolies from the Madras Presidency. As many as 75,000 coolies leave Indian ports for Ceylon each year. Three-fourths of them return back to India, and the rest stay permanently in Ceylon. It has been estimated that between 1843 and 1867, nearly  $14\frac{1}{2}$  lacks of coolies went to Ceylon, out of whom  $8\frac{1}{2}$  lacks returned to India. The rest remained in the island as permanent settlers. Out of the total population of Ceylon estimated in 1871 at 24 lacks as many as 6 lacks, or 25 per cent, were Indian Coolies, and others settled in that island during the past 40 years. The Straits Settlements, Singapore, Penang and Malacca also attract a considerable number of coolies from India. About 40,000 Indians are

found in these settlements, employed chiefly as agricultural labourers, though a considerable number of them also follow other pursuits.

This completes our review of the British, French, and Dutch colonies and possessions to which during the past 50 years and more the surplus labour of India has been exported. Taking a general view of the question, it will be seen that foreign emigration from India represents a large and most important interest. As the result of the past 50 years protected emigration, as many as 12,00,000 of people are to be found scattered throughout these Settlements. The popularity of foreign emigration is evidenced by the following facts which can be gathered from the reports:— (1) The number of emigrants has been steadily increasing. (2) The proportion of women to men is also more favourable in recent years than it was in first half of this period of 50 years (1842-1892). (3) The number of those who return back to India has always been smaller than those who left each year. (4) Among those who return to India, a good many re-emigrate with their families. (5) Of those who go out of India as indentured labourers under-contract, nearly one half settle in these colonies as free labourers. (6) Of those who so settle, a small proportion acquire land of their own, or become traders, or pursue other callings, indicative of their attainment of a higher social status. (7) Notwithstanding the severity of the laws against desertion and absence from work, the Indian coolies thrive remarkably well, and acquire habits of thrift and independence for which they are not much noted during their residence in India. (8) The wages earned are from 2 to 3 times those obtained in India, and the climate appears generally to agree with the Indian settlers and their families. (9) Their general prosperity is fully attested to by the large remittances they make to this country, and the savings they bring with them when they return, as also by the increase of their deposit accounts in the local

Savings Bank. Of course, there are difficulties and obstructions in the way. Without a strict enforcement of protection laws in their interest by the Government of India, the coolie emigrants would not be able to hold their own against the greed of their employers, the planters, who are not generally noted for their humanity. The magistracy and the Government machinery in these colonies, being entirely in the hands of the white population, are not over-partial in their treatment of the Indian settlers, and there is not much scope allowed for the independent growth of the colored races. Notwithstanding these disadvantages, there can be no doubt that the system of protected emigration has, on the whole, been very beneficial, and that it will, in course of time, lead to further developments in the interest of the Indian settlers in those colonies, at least where as in Natal, Trinidad, Mauritius and British Guiana, the Indians already represent a considerable proportion of the population.

The most hopeful feature of this stream of foreign emigration is represented by the fact that the higher castes of Hindus occupy no small place among those who emigrate. The emigration report for 1889 showed that, out of 11,000 emigrants who left the port of Calcutta in that year, 1,315 were Brahmins and men of the higher castes, 3,356 were agriculturists, 958 artizans, and the low caste emigrants were 4,152. The Hindus in all made up nearly 9,800, while the Musalmans were 1,151 and the Christians 15. The emigration report for 1890 shows that, out of some 13,000 persons who left the Calcutta port in that year, as many as 1,234 or 10 per cent were Brahmins and men of the higher castes, about 4,100 were agriculturists, about 800 were artizans and the low caste emigrants were 5,200, in all. The Hindu emigrants were 11,345, while the Musalmans were 1,623, and the Christians 89. Similarly, out of nearly 16,000 emigrants who left Calcutta in 1891, 1,170 were

Brahmins and men of the higher castes, 6,000 were agriculturists, and about 900 artizans, while the low caste emigrants were 6,200. The Hindu emigrants were in all 14,000; the Musalmans were 1,558 and Christians 9. This feature of Hindu Emigration is the most hopeful, seeing that it is not the low castes alone who emigrate. Out of nearly 47,000 people who emigrated from the port of Calcutta during the three years (1889 to 1891), about 11 per cent were Mahomedans, and 89 per cent were Hindus; and out of this 89 per cent less than 45 per cent were low-caste people, and the rest were artizans, agriculturists and Brahmins and men of the higher castes.

It only remains now for me to indicate briefly the lines on which Associations like those under the auspices of which we meet here to-day, can make themselves practically useful. In connection with these 12 lacks of people settled in foreign parts, if people in Bombay, or Madras, or Calcutta would venture to go out of their usual track, they could easily establish thriving agencies in all these 10 or 15 colonies where such large number of Indians are settled, and are presumably well off. The Bombay mill owners for instance could not find a better market for their native made cloth than in the outlying possessions. The emigration business is one which native shippers could well undertake with advantage, especially with Mauritius and Natal on the African coast. It should be the business of Associations like these to obtain the latest information from, and keep communications with, these distant settlements. The school master, the Doctor and the lawyer, the artizans of all classes, and even the priests of different sects, have here a most favourable field for their operation and enterprize among people who are their kith and kin, and on whom sympathy would never be wasted. The Government of the Queen Empress extends its common protection to us and to them, and the government of India is most conscientiously alive to its duty of



protecting the interests of these Indian settlers. If we could send out our young men to these possessions of the Crown, they will surely be able to earn their living, and do a great deal of practical good. A little organization and some enterprize are alone needed for utilizing this vast force which lies scattered about in distant possessions. It is with a view to rouse interest in the welfare of these people, and enable us to do our duty by them, that I took up this subject for this year's Conference, and I shall be amply rewarded, if among those who hear me, the merchants, manufacturers, traders, and representatives of different provinces, any one or more feels himself moved by the spirit of enterprize and sympathy, and is led in consequence to cultivate better relations of trade and industry with these 12 lacks of people established in foreign parts.

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EDITED BY  
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## CONTENTS.

### Proceedings of the Sabha :—

- I. Representation to the Government of India on the subject of the Exchange compensation allowance ordered to be granted to all European and Eurasian officers not domiciled in India and their reply there-to.
- II. Evidence of Dr. Ganesh Krishna Garde before the Indian Hemp Drugs Commission, 1893-94, on behalf of the Sabha.
- III. Mr. A. O. Hume in Poona.
- IV. Presentation of the Sabha's Address to Mr. Dadabhai Navroji at Bombay.
- V. Mr. Dadabhai Navroji in Poona.

### Independent Section :—

- I. Decentralization of Provincial Finance.

# THE POONA SARVAJANIK SAHIA

Established on the 1st of Chaitra Shaka 1792 i. e. 2nd April 1870  
for representing the wants and wishes of the inhabitants of  
the Deccan, being appointed on a popular elective  
system under rules framed for the purpose.

WALEKAR'S WADA DANE ALI

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## PROCEEDINGS OF THE SABHA.

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### EXCHANGE COMPENSATION ALLOWANCE.

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The following Memorial was addressed by the Poona Sarvajanic Sabha to the Government of India on the subject of the Exchange Compensation Allowance ordered to be granted to all European and Eurasian officers not domiciled in India pursuant to the Despatch of the Secretary of State for India.

No. 750 of 1893.

SARVAJANIK SABHA ROOMS.

Poona, 31st October 1893.

To

J. F. FINLAY Esq.,

Secretary to the Government of India,

Finance and Commerce Department,

CALCUTTA.

SIR,

We have been directed by the Managing Committee of the Poona Sarvajanic Sabha to submit, for the favourable consideration of the Government of India, the following representation on the subject of the Exchange Compensation Allowance ordered to be granted, under Government Notification, No. 3024 A, dated 18th August 1893, to all European and Eurasian officers not domiciled in India, who are employed in Government service in the Civil or Military Departments, and whose salaries are not already fixed in sterling, and we pray that His Excellency the Viceroy in Council will be pleased to reconsider the rules promulgated by the Government of India

with the sanction of the Secretary of State in the Notification mentioned above. The promulgation of these rules at the present juncture has evoked such a deep and wide-spread feeling of alarm and dismay among all the non-official classes of Her Majesty's Indian subjects throughout this country that the Committee of the Sarvajanik Sabha feels it would be wanting in its duty to Government, if it failed to give expression to this universal feeling, and the importance of the interests involved justifies its hope that this memorial, along with those which have been submitted by other Indian public bodies, will receive careful and early consideration at the hands of His Excellency the Viceroy in Council.

2. At the outset, the Committee of the Sabha would respectfully submit that the great secrecy with which these proposals were matured, and the haste with which they were finally sanctioned have placed public bodies and associations in India at great disadvantage. Even now the public is not aware of the exact nature of the representations which were made to Government by European officers in Government service, to which allusion is made in the preamble clause of the Notification, or of the hardships complained of, and the measures of relief suggested. The Committee of the Sabha is not aware that Eurasian officers of Government submitted any such representation in large numbers. The European officers themselves do not appear to have complained of any other hardships than those which they experienced in the matter of making family remittances to England in consequence of the fall in the exchange value of silver, and they could not certainly have claimed any increase to their existing salaries, whether any actual remittances were made by them or not. Of course, from the writings in the Anglo-Indian Press, and the accounts of the deputations that waited on the authorities both here and in England, the people of India were aware that Government was contemplating the granting of certain concessions to its European officials, but their absolute ignorance of the precise nature of these concessions rendered it impossible for them to submit their humble protests in time before the final adoption of the proposals was notified.

3. The Committee of the Sabha would next submit that the

particular time that was chosen by Government to throw this additional burden of nearly one crore of Rupees on the taxpayers was peculiarly unfortunate. The finances of this country were never in a more depressed and unsatisfactory condition than they are at present. Sir D. Barbour, in the Financial Statement that was read by him before the Supreme Council on 23rd March last, observed in Para 4 that "the financial position of the Government of India was such as to give cause for apprehension." In another place, Para 28, he characterized it as "disheartening." "The further additional burdens thrown on the finances were greater this year than in 1892" and "the combination of favourable circumstances", which weakened the force of the burdens in 1892, "were not expected to recur." In Para 6, he stated further on that "the era of surpluses had come to an end" with the year 1891-92. From 1884-85 to 1887-88, the total surpluses aggregated to 5 crores. From 1888-89, the deficits began, and they aggregated in three years to nearly 7 crores, and in the next two years, the actual and expected deficits amounted to 4 crores of Rupees more. This year's budget was framed with an anticipation of the deficit being as high as nearly  $1\frac{1}{2}$  crores. And these results were reached in spite of the normal increase of revenue under the principal heads of receipts, estimated at half a crore of Rupees each year.

4. The principal causes of all this disorder were of course the loss caused by the fluctuations and fall in the exchange value of silver, and the large increase in the Military expenditure sanctioned in recent years. As regards the first cause, the Government of India in March last was convinced that as long as the exchange difficulty was not solved, all possible retrenchments or additional taxation would prove absolutely inefficient, and it therefore stayed its hand, and watched the results of the inquiries of Lord Herschell's Committee in anxious suspense. Sir D. Barbour indeed gave expression to the view of the Government of India when he stated that "the fall in the rate of exchange had seriously affected the position of Government servants not domiciled in India, and that their case cannot be put on one side

much longer." In the Notification referred to above, it is also stated that "while measures for the reform of currency were under consideration, it was not found possible to deal with the hardships complained of by the European officials in their representations to Government." The Committee of the Sabha accordingly is justified in concluding that the action taken by the Government of India in August last was prompted by the conviction that the currency question had been settled satisfactorily by the legislative and executive measures adopted in June 1893, and that under this persuasion it felt itself free to hasten its measures of relief. On no other ground can the Committee of the Sabha reconcile the previous hesitation of Government with the readiness with which it has sanctioned an addition of one crore of Rupees to the ordinary expenditure of the country, at a time of great financial difficulty when with ordinary management it could have well stayed its hand, as it was inclined to do four months before, till it saw its way clearly through the crisis.

5. Sir D. Barbour in March last concluded his Financial Statement with the grave warning that "if the ship of state is to pass successfully through the storms which she is now entering, our measures must be taken in due time, they must be regulated by prudence and forethought, and they *must be carried into execution with strict regard to economy.*" The Committee of the Sabha takes its stand on this wise and statesmanlike declaration, and it submits that apart from the question of ultimate justice and expediency, on which it does not wish on this occasion to dwell at length, the time chosen for making these so-called concessions, and the manner in which effect has been given to this new policy, both contravene the maxims of wisdom laid down above by Sir D. Barbour on behalf of the Government of India. (1) The ship of state has not yet passed safe through the storm which threatened to burst over it in March last. (2) The currency legislation has proved inefficacious by reason of the inability of the authorities in England to force up their rates in the matter of council-drafts. (3) Silver remittances to this country have not stopped as was anticipated. (4) Nobody has ventured to use the mint for gold coinage at the notified rates. (5) The American Government has not yet finally



settled its line of policy in regard to the purchase of silver and free coinage. (6) The Government of India's new loan has not been very successful. (7) The opium revenue has been threatened by the very measures intended to improve the currency, and (8) it is likely that the probable gain in loss by exchange will be more than balanced by the loss of opium revenue, which is threatened further by the inquiries recently set on foot by the orders of the House of Commons. (9) The military charges show no tendency to decline. (10) A costly mission is even now negotiating high matters of State policy with the Ameer of Afghanistan. (11) Indian trade with silver-using countries shows a decline. (12) And the other sources of revenue show no signs of elasticity so as to cover the threatened deficit. Under all these circumstances, the addition of one crore of Rupees to the normal expenditure of the State cannot be regarded as a measure dictated by the strictest regard to economy, prudence and forethought. No economy that Government will be able to make, can ever enable it to undo the effects of this hasty action.

6. The Committee of the Sabha is prepared to admit that the heavy fall in the exchange value of silver has adversely affected the interests of some European officials in this country, and has subjected them to considerable hardship, especially in the matter of making remittances to England. If in due time, and after full and careful inquiries, a discriminating scheme had been suggested, and action taken in connection with it when the present financial outlook had considerably improved, and its worst dangers had been removed, there would not have been much ground for complaint. The European services constitute the governing body in this country, and they cannot but be aware that while they have a moral claim to indulgent consideration, this claim cannot be urged in a way to override all other and more imperious considerations. It is not the fault of the taxpayers in India that silver has recently so much depreciated, and it is not in accordance with principles of sound policy or justice that a heavy additional burden should be put upon them to give relief to

the highly-paid European officials. These officials, it should be remembered, have entered into the service of Government under a kind of covenant that, while serving in India, they would receive their salaries in Rupees, and if, owing to causes wholly beyond the control of the Government or of the taxpayers, they find that their salaries do not come up to what they once did, or what they were led to expect, they must regard it as their misfortune, but they cannot legally claim to be compensated for losses so caused. At the best, they can have only a moral claim for indulgent consideration. Those among them at least who have in recent years chosen to join the services, knowing the attendant risks caused by the fall of silver, have no such claim any more than Government would have a claim to require them to accept lower salaries, in case silver had, under conceivable circumstances, appreciated. A contract is a contract, and neither party to it can legally claim to be compensated for disappointments for which the other party is not responsible.

7. The Committee would further submit that the present scale of the salaries of the European officials in this country was fixed at a time when it took six months to go from here to England, and when those that came out to India had practically to live the life of exiles, when periodical trips to England could not be thought of, and when, owing to the absence of Railways and other conveniences, the Europeans serving in this country had to live for the most part in complete isolation from one another. All these unfavourable conditions of life have, however, now changed for the better. In these days of cheap communications, when Railways and steamers have annihilated distance, residence in India cannot be so irksome or costly to the Europeans as it must have been in old times. Under these circumstances, privileged rates of remittances constituted nearly the whole of the indulgence which European officers of Government, who had to make such remittances, could claim equitably. The present scale of Indian salaries, in the higher grades especially, as compared with the English and Colonial scales, is again so excessively high, that, even with silver so low as it is, these salaries cannot fail to be a great attraction to English youths.

As a matter of fact, competition for Indian posts has not been found to be less keen than ever it was before.

8. Proceeding next to a detailed consideration of the present rules, the Committee of the Sabha would point out that it is impossible to understand on what principle the allowance is made payable to every European or Eurasian officer, not domiciled in this country, whether he remits any money to England or not. The Notification of the Government of India is absolutely silent on this point. It simply lays down that "to every European and Eurasian officer of Government, Civil or Military, not domiciled in India (except those whose pay is fixed in sterling and converted into Rupees annually at the official adjusting rate) will be granted an allowance, sufficient to enable each officer to remit to Europe one half his salary, subject to a maximum limit of £1000 a year at a privileged rate." It would appear from the italicised portion of the foregoing quotation that the real object in making the present concession was to enable the European and Eurasian officers to make remittances to England at favoured rates. The Notification of Government, however, proceeds without one word of explanation, to state that the allowance "will be admissible whether any remittance is actually made to Europe or not." Those who agitated for securing Exchange Compensation did so principally on the ground that they were severe sufferers in the matter of their remittances to Europe. Even assuming for the sake of argument that it was necessary for Government to give heed to this agitation, and grant some relief to the sufferers, surely the Government ought not to have gone the length of giving a wholesale increase of salary to all its European and Eurasian officials, no matter whether they remitted any money to England or not. The Eurasian officers of Government have presumably no English domicile, and yet by the general clubbing together of both classes of officers, these men will be encouraged to claim European domicile when otherwise they would never have ventured to put forth such a claim. Another point in the rules which calls for consideration is the fact that retrospective effect is to be given to these rules and that, although these rules were promulgated in August last, the

allowance is to be received by every officer entitled to it from 1st April 1893. This concession means an absolute gift of at least 50 lacks of Rupees to a class of men who never expected such a favour, and at the cost of a Treasury threatened with a large and growing deficit of nearly 2 crores. This needless generosity at the expense of taxpayers cannot fail to serve as a handle to those who are disposed to complain that the interests of the taxpayers of the country are too often subordinated to the interests of the services. The Committee of the Sabha also fails to understand why Europeans and Eurasians are expressly named as entitled to the benefit of these rules: many native members of the Covenanted and Uncovenanted services send their children for education to England, and have to make remittances to that country, and there can be no justification for expressly excluding them from the same privilege. Lastly it is also not easy to understand what claim to the present allowance can be advanced by those who have entered the service of Government during the last 4 or 5 years, since the rupee fell to below 1s. 6d., or at any rate by those who will enter the service hereafter.

9. The Committee of the Sabha would, therefore, respectfully pray that, for the reasons stated above, His Excellency the Viceroy in Council will be pleased to reconsider these rules with a view to introduce such modifications in them as would (1) prevent retrospective effect from being given to them; (2) limit the privilege to actual remitters up to a certain amount; and (3) exclude Eurasians who presumably have no English domicile; and (4) lastly that His Excellency the Governor General in Council will order that no officer who has entered Government service during the last 5 years or who may enter it hereafter, should be entitled to the special privilege secured by these rules.

We have the honour to be,  
Sir,

Your most obedient servants

G. K. GOKHALE.

S. H. SATHE.

HONOURARY SECRETARIES,

SARVAJANIK SABHA, POONA.

No. 4506 of 1893.

FINANCIAL DEPARTMENT.

*Bombay Castle, 21st December 1893.*

To,

THE HONORARY SECRETARIES,

Sarvajanik Sabha Poona.

Gentlemen,

In continuation of Government letter No. 3929, dated 15th ultimo, I am directed to inform you that in reply to your letter No. 750, dated 31st October 1893, the Government of India state that they agree with the Sabha in thinking that European and Eurasian Officers of Government not domiciled in India had no legal claim to receive compensation in consequence of the fall in the rate of exchange, but that it was found that the distress from which they suffered was so wide-spread and severe that it was absolutely necessary in the interests of the public service and as a matter of policy to grant some relief. The Government of India regret that it should have been found necessary to increase the public expenditure at the present time; but the compensation which has been granted is no more than sufficient to alleviate the distress which prevailed, and the arguments advanced by the Poona Sarvajanik Sabha do not satisfy the Government of India either that the concession could have been avoided or that a costly measure of relief would have met the circumstances of the case.

I have the honour to be,

Gentlemen,

Your Most obedient servant,

(Sd.) G. VIDAL,

Ag. Chief Secretary to Government.

## Evidence before the Indian Hemp Drugs Commission 1893-94. \*

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### QUESTIONS.

*Name of witness*—Ganesh Krishna Garde L. M. & S.

*Occupation*—Medical Practitioner.

*Residence*—Poona City.

*Race or Caste*—Brahmin.

### CHAPTER I

#### INTRODUCTORY.

Q. 1. What opportunities have you had of obtaining information regarding the matters connected with hemp drugs in regard to which your answers are framed?

A.—A medical practice extended over a period of fifteen years and a special study of the subject from botanical, pharmaceutical, physiological and sanitary points of view have afforded me many opportunities of obtaining the necessary information.

Q. 2. In the most recent work on ganja (Dr. Prain's report of 21st June 1893) it is stated that "in India three narcotic articles are obtained naturally from hemp. These are, siddhi or bhang, charas, and ganja." They are thus defined by Dr. Prain: "Siddhi, bhang, subji or patti, are different names applied to the dry leaves of the hemp plant, whether male or female and whether cultivated or uncultivated.

"Charas is the name applied to the resinous matter which forms the active principle of the plant when collected separately.

"Ganja consists of the dried flowering tops of cultivated female hemp plants which have become coated with resin in consequence of having been unable to set seeds freely. The formation of seeds is prevented by the destruction of all the male plants.

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\* This evidence was given by Dr. G. K. Garde before the Indian Hemp Drugs Commission at the special request of the Poona Sarvajank Sabha.

“ Three varieties of ganja are sold. Ganja is usually manufactured by being trodden under foot, so that the agglutinated flower-tops assume a flattened shape. This is “ Flat ganja. ” The other sort of ganja is not trodden, but rolled under foot, so that the agglutinated flower-tops are less closely adherent, and assume a rounded shape. This is “ Round ganja. ” The flower-tops of ganja detached from the twigs, whether of flat or of round ganja, and whether the detachment has been accidental or deliberate, form “ chur ” or “ Broken ganja. ”

Q. May these definitions be accepted for your province? By what name is each of these products locally known?

A.—Yes, the same names are applied to these products in this province.

## CHAPTER II

### CULTIVATION OR GROWTH OF HEMP.

( *Cannabis Sativa.* )

Q. 3. In what districts of which you have knowledge does the hemp plant grow spontaneously? Mention any in which it is abundant.

A.—In many districts of this presidency the hemp plant is occasionally found growing spontaneously but not abundantly.

Q. 4. By what different names is it known? Do these refer to exactly the same plant?

A.—The female plant ( called erroneously nar or molo by people ) is known as Ganja, and the male plant ( very rarely found wild and never cultivated in this province and erroneously termed madi or female ) is called Bhange-che-jhad. These names always refer to the same plant.

Q. 5. What special conditions of climate, soil, rainfall, elevation above sea-level, etc., are necessary to the growth of the wild hemp.

A.—Wild hemp is known to grow in all temperate and tropical regions with a moderate rainfall and from the level of the sea up to an elevation of 10,000 feet.

Q. 6. Is the growth of the wild hemp ordinarily dense, or scattered?

A.—Scattered in this province.

Q. 7. Is there any cultivation of the hemp plant in your province—

(a) for production of ganja;

(b) for production of charas;

(c) for use as bhang;

(d) for its fibre or seeds?

If so, where and to what extent?

A.—It is cultivated chiefly in Khandesh, Ahmednagar and Sholapur districts of this presidency and to a very small extent in Poona, Satara, Surat, Breach and N. sik districts for the production of Ganja only.

Q. 8. If there has recently been any considerable increase or decrease in the area under such cultivation, state the reason.

A.—Recently there has been a considerable decrease in the area under hemp cultivation on account of great restrictions placed on the cultivation, preparation and sale of the drug by Government.

Q. 9. Give any particulars you are able regarding the methods of such cultivation.

A.—The soil selected for the purposes is a light sandy loam or rich black soil free from the shade of large trees. It is ploughed 8 or 10 times in April and after thus freeing it from all weeds it is manured with cowdung. After setting in of the rains the ploughing is again repeated and the soil thrown into ridges a foot high, the furrows being a foot in breadth. The seedlings which are reared for the purpose in a nursery are transplanted on the ridges prepared for their reception 6 or 8 inches apart from each other. The preparation of the nursery generally commences at the end of May after the first shower of rain and by the end of September the seedlings



are 6 or 12 inches high and are then ready for transplantation. About 4 or 5 sheers of seed are necessary for every bigha of land to be cultivated with hemp. The plants are trimmed in November. This operation consists in lopping off the lower branches so as to favour the upward growth of the shoots. The ridges are again redressed and manured, the furrows ploughed and all weeds removed. At this stage the plants begin to form their flowers, when the services of an expert are called in for cutting down all the male plants colloquially known as Madi (female). This operation is most essential for the production of Ganja, for the presence of a single male plant in the field is sufficient to fertilize all the plants in the field and the Ganja yielded by them is then very inferior and scarcely saleable.

Q. 10. Do the persons who cultivate hemp for its narcotic properties form a special class? Or are they of the same classes as other agricultural cultivators?

A.—No; the cultivators of hemp are of the same classes as other agricultural cultivators.

Q. 13. Is the cultivation of the hemp plant for ganja restricted in your province? If so, to what district? Why were they selected? If not restricted, is the cultivation common to all districts? Are there any special conditions of climate, soil, rainfall, elevation above sea-level, etc., which are necessary for the cultivation of hemp for producing ganja? Is there any part of your province where its cultivation would be impossible?

A.—Almost restricted to Khandesh, Ahmednagar, and Sholapur districts. These were selected on account of the rich black soil free from shade, dry sunny climate and moderate rainfall. Ganja is cultivated in other districts to a small extent. Ganja can be only produced on the plains of tropical India with a moderate amount of rainfall, and a dry sunny climate from sea-level up to an elevation of about 4000 feet, the soil being a light sandy loam, rich black or greyish white.

## CHAPTER III.

## PREPARATION OR MANUFACTURE.

Q. 14. Are any of the following products of the hemp plant prepared in your province :—

- (a) ganja.
- (b) charas.
- (c) bhang.

If so, where and to what extent ?

A.—Out of these three, only ganja is prepared in this province especially in Ahmednagar, Sholapur, and Khandesh Districts and to a small extent in Broach, Surat, Poona and Satara Districts.

Q. 16. Is bhang prepared generally by the people in their houses ? Can it be prepared from the hemp plant wherever grown ? Can ganja or charas also be prepared from the wild plant wherever grown ?

A.—Bhang is not generally prepared by the people in their houses in this part of the presidency. It is said to be prepared from wild hemp in Central and North-Western Provinces, the Punjab, Madras and Bengal and also from the cultivated plant in some parts of these presidencies. It can be prepared from the hemp plant wherever grown, although the narcotic principle is not developed to the same extent everywhere ; Ganja and Charas are not known to be prepared from the wild plant wherever grown.

Q. 17. By what classes of the people are the preparations of the hemp drug respectively made ?

A.—In this province the preparation of Ganja is not restricted to any particular classes, but in Bengal the majority of the cultivators are said to be Mahomedans. With regard to the other two preparations I am not definitely informed.

Q. 18. Does any of these three drugs (ganja, charas, and bhang) deteriorate by keeping ? Does it quite lose its effect in time ? How long does it keep good with ordinary care ? What are the causes of deterioration ? What special measures can be taken to prevent deterioration ?

A.—Yes; all of them deteriorate by keeping. They lose a good deal of their effect in time. With ordinary care they keep good for two years. The causes of deterioration seem to be decomposition of the resinous principle and evaporation of the volatile oil which is said to be one of the active ingredients of Ganja and bhang. I think deterioration can be prevented by keeping the drugs well protected from air and moisture. It is probable that charas being the active principle of the plant may keep longer than either bhang or ganja.

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## CHAPTER V

### CONSUMPTION OR USE.

Q.—19. Are ganja and charas used only for smoking? If not, name any other uses to which either is put with particulars as to such uses, and the places where they are prevalent.

A.—Ganja and Charas are used only for smoking in Northern India; but in this province and probably in many other parts of southern India, Ganja is also taken internally in the form of Majun, Yakuti, Shrikhand and Gulkand and as a drink called "Ghota" which here takes the place of a singular preparation of bhang used in Northern India. The mode of preparing these forms of hemp confectionary in this province is as follows:—Ganja (in Northern India, Bhang) is boiled with ghee over water for a few hours, when the ghee gets medicated with the resinous active principle of the drug, which is freely soluble in oily and fatty substances. The medicated ghee which floats on the water in the form of a green jelly is then separated from the decoction and kept for use in suitable vessels. A portion of this is added with spices to syrup over a fire producing a paste which readily hardens into a solid mass when cooled and is then cut into small lozenges. These are called majun. Yakuti is made from the Ganja ghee in a similar way with this difference that it is milder than Majun and contains saffron which gives it its peculiar colour. The same ghee mixed with confection of roses forms Gulkand which is the mildest of all the hemp confectionary. Added to molasses or jagri it forms Shrikhand which is the strongest of the series. These preparations

are generally resorted to as aphrodisiacs by persons addicted to sensual pleasures and occasionally by those suffering from diarrhoea indigestion or some painful complaint. Each lozenge of Majum or Yakuti weighs about  $\frac{1}{2}$  a tola and costs a quarter of an anna. The dose for a moderate consumer is one or two such lozenges and for immoderate consumer 3 or 4 lozenges. As bhang is not procurable here, a substitute for it (and a dangerous one it is) is found in broken Ganja or "chur" which is sold for bhang and is used as such in preparing the drink by a majority of those who wish to have recourse to it. Some people know that it is not bhang proper and being aware of its virulence are careful never to use it for a drink. Both the confectionary and the drink are only used by a small portion of the population of large cities and very rarely by people living in the smaller towns or villages.

Q. 20. What classes and what proportion of the people smoke ganja and charas respectively? and in what localities?

A.—Charas is hardly known by people of this presidency except the town of Bombay. It is smoked in Bengal, the Punjab and North-western and Central Provinces. Ganja alone is resorted to for smoking in this province, and that too by an insignificant portion of the population. Ganja smoking is not confined to any particular class, although the proportion is greater among the lower classes than the higher. It is prevalent among the working people in the various trades of large cities (Goldsmiths, Blacksmiths, Carpenters &c.), the indolent and the idle and the wandering fakeers, gosaweas and bairagees. In this district with a population of 10,67,800, about 300 maunds are consumed annually, nearly one-half of it being consumed in the town of Poona including Cantonment. Taking half a tola as the average daily consumption of a smoker we get 5,333 Ganja smokers in the whole District, nearly one-half of this being residents of the town of Poona with Cantonment. This gives an average of about  $\frac{1}{2}$  per cent as the proportion of Ganja smokers to the entire population of the District and nearly 1.7 per cent for the town of Poona. In Northern India, especially in Bengal, the proportion of Ganja and charas smokers to the entire population is far greater than the above. The annual consumption of Ganja alone in Bengal is stated to be 5,00,000 lbs. (Journal of E. L. Assoc. May 1893.) The population of Bengal is 7,13,46,987 and calculating in the same

way as above we get 15 per cent as the proportion of Ganja-smokers to the whole population. The proportion of Ganja smokers in this Presidency (Bombay) is by a similar calculation 33 per cent.

Q. 21. What kind of ganja [flat, round or "chur"] is preferred for smoking? If different kinds are used in different localities, give particulars.

A.—In this province preference is shown for either flat or round Ganja, the "chur" being looked upon as comparatively worthless. In Bengal round ganja is said to be preferred to flat by some and by others flat is preferred to round, the chur being equally rejected by both.

Q. 22. What charas, native or foreign, is chiefly used? If foreign, whence is it imported?

A.—Foreign charas chiefly comes from Yarkand and Hirat and it is preferred to native charas.

Q. 23. Is bhang ever used for smoking? If so, in what localities, by what classes of the people, and to what extent?

A.—Some books say that Bhang is used for smoking in some parts of India occasionally. But Mr. Hema Chandra Kerr believes these statements to be incorrect.

Q. 24. What classes and what proportion of the people respectively [a] eat or [b] drink bhang, and in what localities?

A.—In Northern India bhang is eaten in the form of a powder or confection by a people addicted to sensual pleasures and taken as a beverage by all classes of people especially by the Sikhs in the Panjab and by a very large proportion of the population in the N. W. provinces. Its use is said to be on a decrease in Bengal. It is also used both in eating and drinking in Central Provinces to a considerable extent. In Southern India it is very rarely used, the "chur" being generally substituted for it. The proportion however of Bhang drinkers [whether they use chur or bhang] to the entire population in Southern India is extremely insignificant and the number, small as it is, is almost confined to a few large cities in this presidency only. Here as well as in Northern India Bhang-drinking is not looked upon so disreputable

as ganja or charas smoking and so it finds favour with higher classes.

Q. 25. Is the use of ganja, charas, and bhang, or of any of the drugs, on the increase or on the decrease?

Give any reasons you are able.

A.—It would appear from Government report that the area of hemp cultivation for the production of Ganja is every where on a decrease during the last decade as compared with the previous year. In Bengal the successive increases of duty since 1864 have resulted in reducing the consumption of Ganja by 27 per cent not-with-standing the increase of population since that year. The same may be said to be the case here. Besides Government restriction by increased duty, another reason why Ganja smoking shows a tendency to decrease is to be found in the fact that liquor is taking its place. Alcohol seems to attract people with intoxicating tendencies more than Ganja. A reference to the report of the Abkari Department conclusively proves this by showing that there is every year an enormous increase in the revenue realised from Toddy and Country liquors.

Q. 26. What classes of the people are each of these mainly taken from, and what in each case are the habits of life or circumstances which mainly lead to the practice?

A.—Ganja and Charas smokers are found generally among the lower classes, and Bhang drinkers among all classes. The habits of life or circumstances which mainly lead to the practice may be summed up in the following few words:—love of intoxication, fashion of imitation, want of education, a wearied brain and body in the artisans and working classes, want of food and clothing and a desire for austerities among the nomadic Bairagees, Gosawees and Fakeers, the enervating and depressing effect of the parching sun in Northern India and a desire for aphrodisiacs amongst people addicted to sensual pleasures, all these either separately or combined lead people to resort to these narcotics.

Q. 27. What is the average allowance and cost of each of these drugs per diem to—

[a] Habitual moderate consumers

[b] Habitual excessive consumers?

A.—The average allowance and cost of Ganja per diem are:—

[a] Half a tola and half an anna.

[b] Four tolas and four annas.

For charas—

[a] Half a drachm.

[b] Two drachm.

For Bhang:—

[a] Half a tola and  $\frac{1}{4}$  of an anna.

[b] Five tolas and  $\frac{3}{4}$  of an anna.



Q.—29. What ingredients are (a) ordinarily or (b) exceptionally mixed with any of these drugs by the different classes of consumers? Is datura so used? What is the object of these admixtures?

Do you know of any preparation (such as "bhāng massala") which is sold for the purpose of being mixed with any of these drugs? Describe its ingredients.

A.—Charas is smoked, mixed with prepared tobacco (a mixture of tobacco and molasses). Ganja is smoked with tobacco. The object in both cases seems to be to dilute the charas or ganja with a non-narcotic stuff. Dhatura is said sometimes (exceptionally) to be mixed with Majum; so also Nux Vomica with the object of increasing the narcotic and aphrodisiac property of the hemp. Bhang is mixed ordinarily with black pepper, anise seeds and a little sugar in preparing the common beverage, the object being to correct the nauseating tendency of the drug and occasionally with dry rose petals, cardamom seeds, almond paste and milk, the object being to make it more pleasant and agreeable. The spices generally mixed with the bhāng in the confectionary called Majum, Yakuti &c. are cardamoms, nutmeg, cloves, saffron &c. I know of no such preparation as "a bhāng massala" being sold for the purpose of being mixed with any of these drugs.

Q. 30. To what extent is the consumption of each of these three drugs practised in solitude or in company? Is it mainly confined to the male sex or to any time of life? Is it usual for children to consume any of these drugs?

A.—To a greater extent in company than in solitude. Yes,

mainly confined to the male sex and adult life. It is not usual for children to consume any of these drugs. But bhang is occasionally given to children in Northern India.

Q. 31. Is the habit of consuming any of these drugs easily formed? Is it difficult to break off? Is there a tendency in the case of any of these drugs for the moderate habit to develop into the excessive?

A.—Yes, the habit is easily formed but difficult to break off. Yes, there is such a tendency.

Q. 32. Mention any customs, social or religious, in regard to the consumption of any of these drugs. Give an account of every such custom. Is the use of the drug in connection with such custom, regarded as essential? Is it generally temperate or excessive? Is it likely to lead to the formation of the habit, or otherwise injurious?

A.—It is customary in some parts of India to drink Bhang on the holiday called Shivaratra as the drug is thought to be favourite with the God Shiva or Mahadeva. This use of the drug however is not looked upon as essential, the custom being not deeply rooted nor having any religious aspect in it. In Bengal on the last day of the Durga Puja, it is customary to drink bhang. The use of this drug on either of these occasions is not generally excessive, nor is it likely to lead to the formation of the habit, nor otherwise injurious.

Q. 33. How is the consumption of each of these drugs generally regarded? Can it be said that there is any public opinion (social or religious) in regard to the practice? If so, what? If you think that the use of any form of the narcotic is generally in disrepute, to what do you attribute that sentiment? Is there any custom of worshipping the hemp plant on certain occasions by certain sect of the people?

A.—Smoking of Ganja or charas is generally regarded by higher and middle classes as disreputable, this sentiment being attributable to the deleterious effects of the drug on mind and body. In public opinion the practice is regarded as a vice, except in ascetics, mendicants, fakeers, bairagees, and gosawees who are supposed to have recourse to it in order to aid them in their religious austerities. Drinking Bhang has become so general even among the higher



and middle classes in the Punjab and North-Western Provinces and to some extent in Bengal and Central Provinces that no such feelings of disrepute are entertained against that habit.

Q.—34. Would it be a serious privation to any class of consumers to forego the consumption of the drug they use? Give your reason in each case. Give some idea of the probable numbers of each class.

A.—Yes, it would be a serious privation to the habitual consumers among fakeers, gosawees and the labouring classes to forego the consumption of the drug they use. Because they will thereby lose their means of destroying the sensation of fatigue and protecting them from the effects of exposure and heat.

Q. 35. Would it be feasible to prohibit the use of any or all of these drugs? Would the drug be consumed illicitly? How could the prohibition be enforced? Would the prohibition occasion serious discontent among the consumers? Would such discontent amount to a political danger? Would the prohibition be followed by recourse to (a) alcoholic stimulants or (b) other drugs?

A.—It may be feasible to prohibit to a great extent the use of Ganja and Charas by stopping the cultivation or importation but it would not be feasible to prohibit the use of bhang which is not generally obtained from the cultivated but from the wild plant. The drug especially bhang and Ganja may be consumed illicitly, as it is possible for any body to grow a plant in some corner of his compound free from detection. It would be rather difficult to enforce the prohibition. The prohibition will certainly occasion discontent among the consumers, but it would not be so serious as to amount to a political danger. The prohibition is sure to be followed by recourse to alcoholic stimulants or perhaps in a few cases to opium. Just now, even without any such prohibition there are, as I have incidently remarked above, signs of people showing a preference to alcoholic stimulants. To prohibit the use of these drugs would therefore be aiding this tendency. If we throw a glance at the history of the introduction of opium into India and China, the same conclusion will be forced upon our mind. We know from the history of cultured plants, that the poppy plant is not a native of India and that its intoxicant juice was not known here or in China before the 10th century A. C. It

further tells us that the Arabians first brought it from Greece, its native place, and cultivated it in Turkey in Asia and that from thence the followers of Islam introduced it into the Eastern Countries. It spread along with their religion and soon became acclimatised in India. The Mahomedans cherished it exceedingly, because in it they found a good substitute for alcohol the use of which was forbidden to them by their religion. It found favour with the Chinese for a similar reason, for their new religion Buddhism more than even Mahomedanism condemned the use of alcohol. It was under these circumstances that the Chinese came to be possessed of that unsurpassed love for opium for which they are well-known. We thus see, that the prohibition of alcohol by religion among the Chinese and the followers of Islam was followed by recourse to opium in these two nations. Legislation, like the commands of religion, may prohibit the use of a particular intoxicant but it cannot destroy the passion for intoxicants, and consequently the prohibition of one kind of intoxicant always leads men to resort to another.

Q. 36. Is there any reason for thinking that alcohol is now being to a certain extent substituted for any of these drugs? If so, to what causes do you attribute this change, and what proof is there of its reality?

A.—Yes; the reply to this question has been anticipated in the foregoing remarks. This change in the appetite of intoxication is partly at least the result of the fashion of imitation.

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## CHAPTER VI.

### EFFECTS.

Q. 37. Are the effects of charas smoking different in any particular from those resulting from ganja smoking? If so state the difference.

A.—The intoxication of charas is more instantaneous but less lasting than that produced by Ganja. Its use is said to be less injurious than that of Ganja. It is said also that its want never causes any longing or uneasiness.

Q. 38. Have the three different preparations of ganja(round and fat ganja and "chur") any different effect in kind or degree on consumers?

A.—If there be any difference at all, it must be one of degree and not in kind. Round Ganja is said to contain more resin than the flat variety (if I may use the term), while the "chur" derived from it during the process of manufacture and packing is said to be, when recent, more powerful than the other two forms. It however soon gets deteriorated by keeping and hence is generally rejected by good smokers.

Q. 39. Is the smoking of any preparation of the hemp plant in any way a less injurious form of consumption than drinking or eating the same or any other preparation? Give reasons for your answer.

A.—Taking the same preparation and the same dose, smoking may be said to be less injurious than eating or drinking for the simple reason, that a portion of the active principle is burnt up and decomposed before it reaches the blood. But if the effects of smoking one preparation in a particular dose be compared with the effects of drinking or eating any other preparation in a different dose, the result will vary according to the preparation and the dose. By way of illustrating the first statement, I might say, that the effects of smoking a drachm of Ganja are less injurious than the effect of eating or drinking the same quantity of it and so also with charas and bhang. To render the 2nd statement more definite and complete, I might say that the dose being the same, the effects of smoking Ganja and charas are worse than the effects of eating or drinking bhang and that quite the reverse will be the case, if we compare the effects of smoking a small dose, say about 10 grs. of Ganja or charas with the effects of drinking or eating a large quantity, say an ounce of bhang.

Q. 40. Is the use of any of these drugs prescribed on account of its medicinal qualities by any school of Native Doctors? Are any of them used in the treatment of cattle disease?

A.—Bhang is prescribed medicinally by many Native Doctors and both Bhang and Ganja are used in the treatment of cattle disease. Ganja is also prescribed by Native Doctors but not for internal use but only as a fumigation to piles and inhalation in Asthma. In connection with the use of hemp drugs by native doctors it would not be out of place, if I say a few words regarding the history of the narcotic and when it came to be introduced into Native medicine. I think it the more important to do so, because there seems to prevail a mistaken notion about this subject. I find it mentioned by Mr.

Hema Chandra Kerr, for instance, in his report on Ganja in 1877 that the narcotic property of the hemp plant was known in India as early as 3,000 years ago. He cites some authorities from the Atharva Veda to fortify his statement. Led by his statement, perhaps, the Government of India in their letter to the Secretary of State for India dated the 9th August 1892 observe "In India on the other hand, the practice of ganja smoking has existed from time immemorial &c." A similar account is given by Dr. Watt in his Dictionary of the economic products of India under article Cannabis Sativa. I have studied the question from a historical point of view and after a careful research made in that direction by referring to the ancient medical literature of India and to such Vedic and post-Vedic passages as seem to refer to the plant, I have arrived at the conclusion that the narcotic properties and preparations of hemp, as they are understood today, were not known in India until a very recent date; that whatever interpretation be put on the words Bhangā or Bhangā mentioned in the earlier works from the Atharva Veda down to the Institutes of Manu, or the Ayurveda of Sushrut, one thing is certain that even if the word did really refer to the true hemp plant, the latter was only cultivated for its fibre, charas and Ganja were not known at all and the hemp plant that was cultivated did not yield Bhang, the narcotic principle developed in its leaves and capsules being too scanty to be noticed by the people as it is in the hemp plant of Europe today. The facts upon which I have based this conclusion are as follows:—

(1) The most ancient medical works in Sanskrit, Charak Sushrut and Vagbhat, do not make any allusion to it either as a medicine or as a poison. This is the more remarkable when we see, that even its cognate poison Lhatūra is mentioned by Sushrut in the treatment of Hydrophobia and by Vagbhat among narcotic poisons. Mr. Hema Chandra Kerr says that in Sushrut "the plant is described as a medicine for the accumulation of phlegm in the larynx and for some other diseases." But this is incorrect, for no such word occurs in Sushrut as a medicine for accumulation of phlegm in the larynx. The only place where the word Bhangā is mentioned is in the treatment of ophthalmia and there, from the context it is doubtful if the reading is correct. For, most probably the correct reading here is Bhringa (भृंग) and not Bhang (भंग), the former being a small annual weed of the compositae (Eclipta prostrata of Graham) very frequently occurring in prescriptions for eye-diseases. Such misprints as भंग for भृंग are of very frequent occurrence in Calcutta Editions of Sanskrit books. If Sushrut had known the Indian hemp of today, he would surely have prescribed it in such complaints as chronic diarrhoea, Dyspepsia

tetanus &c. in which it is found prescribed by later works on medicine, rather than in ophthalmia. Similarly if it was known in those days, it would have been noticed by him as well as by Charak who preceded him or, at any rate, by Vagbhat who followed him, along with the other narcotics. This omission of Indian hemp by these three ancient authors in their celebrated works on medicine is itself a great proof of the fact that it was not known in India in their time.

(2) Although the word Bhang occurs in Atharva Veda, Kaushitaki Brahman, Sutras of Panini and the Institutes of Manu, there is not the least evidence to show that it meant the narcotic cannabis Indica. There is not the slightest reference direct or implied to the narcotic properties of the plant in any of the passages of these works in which the word is found. In Atharva Veda it is simply mentioned along with Soma, Darbha and Yava. Panini refers to it as cultivated in fields (evidently for its fibre and seed). Manu and Kaushitaki Brahmana refer to it as a source of fibre. Later sanskrit commentators and lexicographers interpret Bhang as Shana or Bengal sunn plant, crotalaria juncea, which has been known in India from times immemorial as a plant yielding fibre and cultivated for that purpose and is, beyond doubt, a native of India. Now whether these lexicographers are right in identifying Bhang with crotalaria juncea or not, one thing is certain that the plant referred to as Bhang in ancient literature was a fibre yielding plant (cannabis Sativa or Crotalaria juncea) and not the narcotic plant, the Cannabis Indica of today; that in other words, even if cannabis sativa was cultivated in the times of the Atharva Veda or Panini, it was simply for the fibre or the seed which, as will be shown elsewhere, was then used as food among the poorer classes and that the narcotic element of the plant was in those days and in those regions inhabited by the then Sanskrit speaking Aryans was as little developed as it is to this day in the European variety of hemp.

(3) This conclusion is further supported by the fact that there are no Sanskrit names for Ganja or Charas, and that all the words used by recent Sanskrit Medical authors such as Vijaya, Madini &c. to designate bhāng and Ganja, are newly coined, as they are not mentioned in any of the Sanskrit lexicons from Amarakosha down to Madini. They are not even mentioned by any of the medical Nighantus (lexicons) of an earlier date than that of Madanapal who lived in the 14th century A. C. It is only in later medical works dating at most from the 14th century downwards, that the word Ganja is applied to hemp narcotics (the leaves or bhang and the flowering tops being not distinguished). In classical sanskrit the word means a liquor house.

(4) The history of the hemp plant also points to the same conclusion. De Cuddele says, "The species has been found wild to

the south of the Caspian sea, in Siberia, in the desert of the Kirghiz, beyond Lake Bâikal and in Dahuria." He thinks that its area may have extended into China, but is not sure about the plant being indigenous to Persia. Bossier mentions it as quite wild in Persia and it appears to be almost wild in the Western Himalayas and Kashmir. Observations of these naturalists together with the description of hemp given by Herodotus who tells us, that the ancient Scythians were acquainted with the narcotic properties of the hemp plant as well as with its fibre and that they excited themselves by inhaling its vapour, would seem to fix the ancestral home of the plant somewhere in Central Asia. From thence the plant seems to have been introduced for its fibre and seed into the country occupied by the ancient Aryans to the North-west of the Punjab, where it became acclimatised at a comparatively remote date. I say it was first introduced for its fibre and seed, because the grammarian Panini includes it under Dhanya or edible grains cultivated in fields (Pan. V. 24). The word used to designate it is bhanga. In his time the plant was similar to the European variety on account of the mode of cultivation and the nature of soil and climate. It would not be very difficult to understand how it could be so, when we consider that even to this day the Indian plant varies according to climate and soil in as marked a degree as it differs from the European. While on the Himalayas it yields a good fibre used by the hillmen for a course garment and for cordage, in Kashmir and Ladakh it secretes charas. Cultivated on the plains, the same plant yields Ganja, and growing wild on the lower slopes of the Himalayas and other parts of Northern India it affords bhâng. The Ganja produced in different parts of India also differs considerably in its narcotic property, the proportion of the resin in it ranging from 15 to 14 per cent. This varying character of the plant renders the supposition more than probable that the bhanga (भङ्ग) of ancient literature represented the European variety of cannabis Sativa, and thus accounts for its not being mentioned by ancient Sanskrit medical writers as a narcotic and for its being reckoned by Panini among edible grains.

(5) Our conclusion is further corroborated by the fact that Huen Tsiang, the Chinese traveller of the 7th Century in his description of the manners, customs, habits, food and drink &c. of the people of India in those days, does not make the slightest allusion to the use of hemp narcotics among any portion of the population, although he refers to alcoholic drinks and some other beverages then in common use. We thus see, that the statements made by various authors with regard to the antiquity of the use of hemp narcotics in India are incorrect. The date of introduction of

these narcotics in India cannot, in my opinion, go back beyond the 13th century A. C. Even to this day these narcotics have not made their way to any great extent in Southern India, where charas is hardly known by name, bhang scarcely ever drunk and Ganja only smoked by a very insignificant portion of the population.

Q. 41. May the moderate use of charas, ganja, or bhang be beneficial in its effects.

- (a) as a food accessory or digestive;
- (b) to give staying-power under severe exertion or exposure, or to alleviate fatigue;
- (c) as a febrifuge or preventive of disease in malarious and unhealthy tracts;
- (d) in any other way.

What classes (if any) use the drug for any of the above purposes, and in what proportion of such classes? Is it the moderate habitual use or moderate occasional use of the drug which you refer to?

A.—Yes, it is very likely to be beneficial in the several ways indicated, although the term food may be objectionable to any form of the drug.

(a) Bhang is used as a digestive and cooling beverage by the people of Northern India in the hot season, and, in the form of powder as a digestive and stimulant in the cold season. In the hot season it counteracts the depressive and enervating effects of the parching heat of North-Western and Central Provinces and Bengal, and in the cold season it counteracts the effects of cold by stimulating the circulation and increasing nervous activity. It is used by Bargees, Gosaweas and Fakerees for purposes mentioned under (b) and (c) and also by labourers for those mentioned under (b). In all these cases the moderate habitual use of the drug is referred to.

Q. 42. If not beneficial, do you consider the moderate use of any of these drugs to be harmless? Give reasons for your answer.

A.—Whether beneficial or not, the moderate habitual use of any of these drugs must be harmless, because a moderate dose is not known to produce any special deleterious action on any of the organs, all the bad effects which are seen among smokers of Ganja or drinkers of bhang being generally traceable to an excessive indulgence in their habit.

Q. 43. Are moderate consumers inoffensive to their neighbours?

A.—Yes, quite inoffensive.

Q. 44. What is the immediate effect of the moderate use of any of these drugs on the habitual consumer? Is it refreshing? Does it produce intoxication? Does it allay hunger? Does it create appetite? How long does the effect last? Are there any after-effects? Does the want of subsequent gratification produce any longing or uneasiness.

A.—The effect of moderate use on a habitual consumer is refreshing and slightly intoxicating. It is said to increase hunger. The effect of smoking charas lasts about an hour or two, that of ganja smoking for two or three hours and that of drinking bhang lasts from 6 to 12 hours. The only after-effects are thirst and dulness of spirit. The want of subsequent gratification does produce a little longing and uneasiness but not in the case of charas.

Q. 45. Does the habitual moderate use of any of these drugs produce any noxious effects—physical, mental, or moral?

- (a) Does it impair the constitution in any way?
- (b) Does it injure the digestion or cause loss of appetite?
- (c) Does it cause dysentery, bronchitis, or asthma?
- (d) Does it impair the moral sense or induce laziness or habits of immorality or debauchery?

Does it deaden the intellect or produce insanity? If it produces insanity, then of what type, and is it temporary or permanent? If temporary, may the symptoms be reinduced by use of the drug after liberation from restraint? Are there any typical symptoms? Do insane who have no recorded ganja history confess to the use of the drug?

(e) In such cases of the alleged connection between insanity and the use of hemp as are known to you, are you of opinion that the use of the drug by persons suffering from mental anxiety or brain disease, to obtain relief has been sufficiently considered in explaining that connection? And do you think there is any evidence to indicate that insanity may often tend to indulgence in the use of hemp drugs by a person who is deficient in self-control through weakened intellect?

Give an account under each of these points of any cases with which you are acquainted?

A.—No. I have seen many moderate consumers of bhang and ganja in quite a good health, physical, mental and moral.

- (a) No.
- (b) No.
- (c) No.
- (d) No.
- (e) I do not think that sufficient consideration has been given to the fact under question.



Q. 46. Discuss the same question in regard to the habitual excessive use of any of these drugs.

A.—The habitual excessive use of any of these drugs does produce all the bad effects indicated in the above queries. I have seen several cases of asthma and insanity produced by excess in ganja and a few cases of Dyspepsia, dysentery and insanity by indulgence in bhānga. Eemp insanity does not partake of any particular nature. I have seen melancholia, dementia, acute mania and some forms of monomania produced by Ganja smoking.

Q. 47. Does the habitual moderate use of any of these drugs appear to be a hereditary habit or to affect in any way the children of the moderate consumer?

A.—The habit is very likely to be hereditarily transmitted to children.

Q. 48. Discuss the same question in regard to the habitual excessive use of any of these drugs.

A.—Children of habitual immoderate consumers would be affected in various ways. But as I have no instances to quote, I can't say anything further upon this point.

Q. 49. Is the moderate use of any of these drugs practised as an aphrodisiac? Is it so used by prostitutes? Is the use for this purpose more injurious than its use as an ordinary narcotic, and if so, how? Does the use of hemp tend to produce impotence?

A.—Yes, all these are used for aphrodisiac purposes, but more especially the conserves of bhang as Majum &c. are so used. Also by prostitutes. Thus used it is more injurious than as an ordinary narcotic, simply because it always leads to conjugal excess and thus drains the system and is also a cause of impotence brought on by the excess.

Q. 50. Discuss the same question in regard to the excessive use of any of these drugs.

A.—The same remarks apply to the excessive use with greater force.

Q. 51. Are any large proportion of bad characters habitual moderate consumers of any of these drugs? What connection, if any, has the moderate use with crime in general, or with crime of any special character?

A.—A certain number of bad characters are in this province habitual consumers of these drugs, but the proportion can't be said to be large when compared with alcoholic stimulants. The moderate use of these drugs cannot be said to have any connexion with crime of any sort.

Q. 52. Discuss the same question in regard to the excessive use of any of these drugs.

A.—The same answer applies to the first part of the question. The excessive habitual use deranges the intellectual faculties, but I don't think that the moral faculties are specially affected so as to excite to crime.

Q. 53. Does excessive indulgence in any of these drugs incite to unpremeditated crime, violent or otherwise? Do you know of any case in which it has led to temporary homicidal frenzy?

A.—As for the first part of the question, I don't think so, but with regard to the second part, I have read a case in Chever's medical Jurisprudence for India in which a man was convicted of having murdered another by strangling him while in a state of intoxication from the effects of bhang.

Q. 54. Are these drugs used by criminals to fortify themselves to commit a premeditated act of violence or other crime?

A.—Rarely.

Q. 55. Do criminals, in order to farther their designs, induce their victims to partake of any of these drugs and so stupefy themselves? Can complete stupefaction be thus induced by this drug without admixture?

A.—Yes, they generally administer Majum or some other hemp confectionary for that purpose. Complete stupefaction can be induced by a large dose of the drug without admixture.

Q. 56. How are the effects of hemp, used (a) in moderation and in excess, modified by the admixture of other substances? Note specially any information you possess regarding the admixture of dhatura for personal consumption or for administration to others.

A.—Dhatura, Nux Vomica and opium are sometimes added to Bhang in Majum and other sweetmeats in some parts of Northern India. The virulence of the preparation is greatly increased by Dhatura and opium; the former is known to cause loss of speech in some cases. Nux Vomica increases the aphrodisiac power of the drug. Used in excess, these admixtures lead to grave consequences, in some cases even proving fatal.

Q. 57. Ganja and charas are said sometimes to be eaten or drunk. Where this is the case, give your experience as to the effects, dealing separately with any of the heads in the preceding questions which seem to require notice.

A.—I don't know that charas is used internally in any part of India. The internal use of Ganja in this province in the form of Majum and other hemp sweets and that of broken Ganja as a substitute for Bhang in the preparation of the beverage called 'ghota' has been already fully dealt with under question 19. The use of the broken Ganja for preparing the drink is most injurious producing Insanity, Diarrhaea, Dysentery and wasting of the body. It is desirable that Government should prohibit its internal use.

## CHAPTER VII.

### ADMINISTRATION—TAXATION: CONTROL.

Q. 58. If you are acquainted with the present system of Excise Administration in your province in respect of hemp drugs, do you consider it to be working well, or do you consider it to be capable of improvement?

A.—I think it is working well.

Q. 60. If Ganja is produced in your province, do you think that the cultivation of the ganja-bearing plant and the process of its preparation are sufficiently controlled, or that the system requires modification in any respect? If so, in what respects and why?

A.—The present system does not require any modification.

Q. 63. Have you any objection to the present system of  $\frac{1 \text{ ganja}}{a \text{ wholesale}} \text{ vend of } \frac{2 \text{ charas}}{b \text{ retail}}$  or preparations of them? If you have any objections, state them at length, and indicate the improvements you suggest.

A.—No.

Q. 64. Have you any objections to the existing regulations governing the export and import of these drugs or of their preparations from and into your province, or their transport within the province? Give reasons for your answer.

A.—No.

Q. 65. In your opinion is the taxation of  $\frac{1 \text{ ganja}}{2 \text{ charas}}$  reasonable with reference [a] to each other, [b] to alcoholic or other intoxicants? Give reasons for any alterations in the amount of taxation of any of these articles which you may suggest.

A.—I think it is reasonable.

Q. 66. In your opinion is it necessary that there should be different rates of taxation for different kinds of ganja (such as the "flat," "round" and "broken" ganja produced in Bengal), or for ganja grown in different localities? If so, on what principle?

A.—The rates of taxation should be proportionate to the strength of the drug as ascertained by chemical analysis.

Q. 67. Having regard to the ultimate incidence of the tax on the consumer, have you any objections to the present method of taxing

1 ganja  
2 charas?  
3 bhang

A.—No.

Q. 68. Are there in your province houses or shops licensed for the sale of these drugs or their preparations where they may be consumed on the premises? What is your view in respect to such houses or shops?

A.—There are such houses in this province. I think there is a tendency to immoderate consumption in these houses and that they also serve to spread the vice by attracting new customers, and for these reasons they are not desirable.

Q. 69. Are the wishes of the people consulted or considered in any way before a shop is opened in any locality? What measures are taken for this purpose? Ought local public opinion to be thus considered?

A.—The wishes of the people are not practically ascertained before a new shop is opened in any locality. I think local public opinion ought to be thus ascertained.

Q. 70. Are there any facts regarding the importation or smuggling of hemp drugs from Native States into your province to which you wish to draw attention? Is duty really paid in respect to the ganja and other hemp drugs used? Or is there any general use of untaxed drugs, and by whom?

A.—I am not aware of any such facts. I don't think that there is any general use of untaxed drugs.

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 Mr. A. O. HUME IN POONA.
 

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Mr. A. O. Hume, General Secretary of the National Congress accompanied by Mr. Morgan Browne, Joint Secretary of the British Committee of the Congress, paid a visit to Poona on the 27th of November last, when a grand and enthusiastic welcome, was accorded to him by the people of this city. A public meeting was held in Mr. Hume's honour at 5 p. m. on that day in the Hirabag, when an address was presented to him. Divan Bahadur Laxman Jagannath, Ex-Divan of Baroda, presided at the meeting. After Messrs K. G. Natu and B. M. Sane had delivered speeches of welcome Mr. G. K. Gokhale Hon. Secretary of the Sabha read the following address :—

To

A. O. HUME, Esq., C. B.,

General Secretary of the Indian National Congress.

Sir,

We, the members of the Poona Sarvajanic Sabha, and the people of Poona in public meeting assembled, crave leave to express our heart-felt joy that you are once again amongst us, and respectfully desire to offer you a most cordial welcome to this ancient and historic city of Poona. It is now nearly ten years since you first honoured this city with a visit and took counsel with some of us in this very place as to how best effect could be given to the high thoughts then stirring within you about Indian's regeneration. You came here again in 1885, prepared to hold the first session of the National Congress in this city, but owing to an unfortunate circumstance, wholly beyond our control, we had to forego that honor, almost at the last moment. Close upon two years ago, you came here again, at great personal inconvenience; and our happiness at meeting you now a fourth time would have been complete, were it not, to some extent, tinged with the melancholy reflection that in all probability this will be your last visit to India and that the people among whom, you have passed so many years of your life, and for whom you have toiled so devotedly and so well, will not be allowed the privilege of welcoming you again in their midst.

2. It is impossible for us to give adequate expression to the

feelings of veneration, gratitude and love with which your name is cherished as a household word, emblematic of all that is pure, earnest and patriotic, throughout the length and breadth of this vast country. Your "ardent zeal for good and uncompromising detestation of wrong," your great administrative experience and your intimate knowledge of the people of this country, your high personal character, the singular devotion which you have shown to India's interests, and the unexampled sacrifices which you have made for her—all these have enshrined your name in the loving hearts of the people of this country as that of their first tribune and their saintly *Guru* in the path of ordered liberty and progress. Your services to India are recorded in its history of the last ten years. The National Congress has enabled the people of this country for the first time in their history, to feel and act as one nation, and thereby it has secured to them a most essential and a most important factor of political advancement. It has to use your own words, evolved and formulated a clear and succinct programme—created a standard around which, now and for all time until that programme is realized, all reformers and well-wishers of India could gather. It has given to our deliberations and our efforts for national regeneration that strength which can spring only from united action. Under your noble guidance, it has safely passed through the stages of obloquy and ridicule, and has, at last elicited a distinct, if a somewhat tardy recognition from the highest authority in the land, that it is a perfectly legitimate movement and that it occupies in this country a position somewhat analogous to that occupied by a great political party in England. It has raised the character and the dignity of our national aspirations, has increased the respect felt by Government for our public opinion, and has contributed, far more than any other institution, to spread a knowledge of political rights and create a sense of political duties in the land. And all this, and much else that it has achieved, is mainly, if not solely, the fruit of your own exertions—the work of your own hand. Your brain has worked, and your heart has felt, far more than the brain or heart of any one else, for the success of the national cause, and it is only natural that the people of this country should have learnt to look upon you as their great guide in their second and higher birth of national life.

3. We are fully aware that this new birth has its travails and its toils, its duties and its responsibilities and that it calls for earnest action and great self-sacrifice. As yet it is but the faint

dash, the early glimmer of light that makes darkness only more visible. The partial introduction of the representative element in the Local and Supreme Councils, though it marks the triumph of a just principle, can lead to no practical change, till many decades pass over our heads, and the traditions of power and ascendancy loosen their hold on men's mind. The greater responsibility now felt by Parliament for the good government of India, the increased attention paid by it and by Englishmen generally to Indian affairs, the establishment of a British Committee of the National Congress, the formation of an Indian Party in Parliament, all these are welcome signs of the better days dawning upon us. But these signs make it all the more necessary that our people should, on their part, put forth much greater energy than they are now doing, and properly back up and support the efforts of their generous English friends. You may re-collect that there was an idea at one time to look upon the Congress movement as being in the nature of a league, like the corn-law and other leagues so well known in English history, intent upon one reform and limited to it. And you may also recollect that from the first Poona was against that idea and that it was of opinion, that for purposes of national elevation, the circumscribed scope of a league, with a definite object to accomplish, would not prove helpful enough, and that the Congress, for achieving real, permanent good, should be an annual gathering of notables from all parts of the country, seeking to help Government by placing before them the non-official view of all questions of public policy. That opinion we still hold, and we are now more than ever persuaded that the Congress will not have done its work till this informal gathering of notables is recognized by the rulers as a responsible assembly which, in their own interests, they should consult at stated times every year. In the Greater Britain over which Her Majesty the Empress rules, there is room for higher possibilities of responsible and federated rule for India and till this change comes within measurable distance, the Congress will have its work cut out for it. It is not given either to you or to us of this generation to see these higher possibilities of the future realized. We can, during our life-time, only toil and labour in the general cause and bear our share of this arduous work of national discipline. New habits of working in national interests have to be formed, the old bondage of narrow selfishness and of internal jealousy has to be cast away, and differences of race and creed have to be got over. These

must take time, and tax the patience of our well-wishers to the utmost. In all this long and toilsome uphill ascent, we need the guidance of one who like yourself, will feel with us in our sorrows and rejoice in our successes—one who will not judge us harshly when we lag behind, one who will also moderate our zeal when it outruns our discretion. You have worked with us and for us in this spirit for the last ten years and thus it is that we value your leadership so highly and regard it as indispensable to our future progress and future successes.

4. Your work in England in connection with the British Committee of the Indian National Congress is only a continuation of what you were doing while you were in this country, and the position and influence which the Committee has now acquired constitute a promise of great future usefulness. The Indian Committee of the House of Commons also, formed mainly by the exertions of Sir W. Wedderburn, Mr. Dadabai Naoroji and yourself must in course of time, prove a source of great assistance to those who are labouring for the welfare of India. For all your services in these directions, we can only say in the simple language of heartfelt gratitude, "We thank you."

5. Before concluding this address, we are anxious to respectfully make one earnest request to you. We have heard with regret that you contemplate retiring from the office of General Secretary of the Congress immediately after the Lahore Session is over. We earnestly pray you to abandon the idea. Apart from all thought of the prestige which the Congress must continue to derive from your continuing in that office, to our thinking there is something sacred in the connection between yourself and the Congress, which we would see prolonged till life and energy is spared to you and we continue loyal to your call. Your life has been already consecrated to the service of this country, and all that we ask you to do is to continue to help us with the guidance and the inspiration which we have so long received from you.

6. To Mr. Morgan-Brown, we beg leave to offer a most hearty welcome on this occasion of his first visit to India. The work that he has been already so generously doing in connection with the British Committee of the Congress gives us a foretaste of what we may expect from him in the future. We fervently hope that he will continue to take the same warm interest in our welfare that he



has been at present taking, and the only thing we can offer him in return is the gratitude of a grateful people.

Wishing you long life and prosperity,

We beg to remain,

Sir,

Your most obedient servants,

LAXUMAN JAGANNATH-

Chairman, Public Meeting.

V. M. BHIDE.

Chairman, Farvajank Sabha, Poona.

In reply to this address Mr. Hume, who was on rising again received with great enthusiasm, said:—

My Dear Friends,—The shades of evening are now falling upon us here and it is only this gathered darkness which makes it but too probable that I shall not have the opportunity of meeting you and speaking to you face to face. All of you have, on every occasion, received me so kindly and spoken so enthusiastically of the little I have been able to do for India, that I am more than thankful; but do not praise me. I live for India and India's people, and I have to thank you very much for the address you have presented to me. If I remember aright I was a little hard on you when I was in Poona last in 1892. I felt that you had not been doing as much as you should. Since then, however, a considerable change has come over Poona society, and I am certain that a considerable and real amount of good work has been done; but while a considerable improvement has been made, much remains to be done. I think there are not half-a-dozen towns in India that surpass Poona in intellectual development. There are thousands of men in Poona qualified to understand every particle of the Congress programme. I suppose there are hundreds who will show their gratitude in making me addresses. Raising in my name a statue, as one of the speakers this evening proposed, is useless. In any case while appreciating your gratitude I want you to attend to my words and help me to work out that great national work which I was one of the means of organizing among you. My friends, believe me, since we last parted, a great step has taken place in the constitutional history of India. There may be a few of our able men (but that

us call them enemies, as one gentlemen this evening put it. There are not enemies, but adversaries who, probably believe in the conscienciousness of their scepticism) who may treat the statement with contempt, but believe me it is the greatest change that this country has witnessed during the last 400 years. India has always been governed as a dependent State, by bureaucratic and monarchical Government, but the present year has witnessed the inauguration of a democratical Government in the reconstitution of the Council by representatives elected by the people. That the change has been made by unwilling hands it is easy to perceive. The franchises granted are very meagre, but, believe me they will grow, as sure as I stand here, and I believe implicitly that historians in future will declare that the present is an historical period in which one of the greatest changes in the memory of nations has been inaugurated. I am happy to say that I have lived to see that the Congress has shown a seed in India which has germinated at home in the British Committee which is a growing shoot of a gigantic banyan-tree spreading its branches over this vast empire in the soil of local self-Government—a tree that is to be prolific of the richest blessings to the whole country—desert I call it, blasted by the blowing hot winds of monarchical Government. But if our beginning is small we must not be discouraged. Remember the ancient city of Rome was not the work of a day. The change has to grow, which it assuredly will sooner or later; but whether sooner or later, you may be sure of its perfect development in a few years. We want and must have a democratical Government that will give peace and comfort to the people of India who are now helping themselves under their numerous disabilities; when I undertook the work of India I saw before me extended throughout the length and breadth of the land multitudes of the poor people toiling and toiling away for their daily bread, whenever there was a season in which food could not be got for their children dying from starvation. It struck me that in such a case it was of no use giving away money in charity which could not relieve them from their misery. This is the case with our Government. Our Government officers do the best they can, but the unfortunate thing is they know nothing or next to nothing about us, and the laws they make for us instead of being for our good are highly injurious to the welfare of the people of India. What is wanted is a local knowledge of the wants of the people and then only can we hope to have good legislation. Our adversaries

have done everything they can to oppose us. Ours is a constitutional Government and the history of past generations has taught us that a good Government will be coming to us if we only persevere with united force, combined patience and strenuous efforts to work towards the aim, we have in view. Well, let me go on recounting the good work done by the Congress. Only this year another great concession has been obtained for the people of India. Hitherto a mere boy had to travel to a foreign land on the chance or possibility of getting into high service here. My dear and your old friend Dadlhai Naorojee (cheers and applause) has all his life been fighting for simultaneous examinations to be held in India as well as in England. Through the help of our British Committee I was aided in getting the House of Commons to pass the resolution for simultaneous examinations in both countries. But to have resolutions passed is one thing, my friends, and it is quite another to get the Government of India to obey them (cries of "oh" and clapping). We shall, therefore, I have no doubt, have to get another resolution passed in the same House and I hope within comparatively a few years it will come to pass. Another work the Congress has done is that connected with the persuasion of Government to give up what was really a substitute, somewhat less objectionable than the income-tax. India had to be taxed and so the income-tax was levied in place of the license-tax. But even this tax is an abomination to the country. Not so much the tax itself as its mode of recovery and its cruel operation upon the poorer classes. The Government would do well to raise the minimum limit from five-hundred to a thousand and thus relieve the burden of the poor. Taxes are all very well where the rich classes are assessed, but when they touch the pockets of the poor they become iniquitous. But why report all the instances of the good the Congress has done. Think of what India was, when the Congress began. One great work it has done is to constitute a great brotherhood. Is it not enough for the Congress to have produced the tremendous results I have mentioned? (Cries of yes, yes, go on, our father). There are those who sarcastically refer to the work of the Congress and say we have done nothing and yet we have spent ten or twelve lacs of rupees on it. Idiots such as these should be told that we have achieved success and extracted rights from the Government that are worth twelve crores of rupees, (Cries of, 'of course,' much more; "hurrah" and clapping). Yes and I shall be out again another winter if I can and I hope to see

that you have continued working for yourselves. I have never asked you to do anything for myself, in any form. I have entreated nay implored you to fight for your rights and your country, I have even bullied you into activity when I have seen you backshiding, and remember that as long as I am spared to do so. I will help you for your country's sake. (Cheers.) Our adversaries may rest assured of one great achievement on the part of the Congress. It has broken the back of bureancatic Government of India. The Collector of a district or other Government officer may pretend not to heed the Congress, but, he has ceased to act as he likes. He thinks carefully now before he issues an order as to whether he will not be called to account for his action by the House of Commons through the Government of India. Yes, and he will have to be more careful, yet, but everything depends upon yourselves; work together and you will have your reward in the fulness of time.

Mr. Morgan Brown also addressed a few words to the meeting. He said that the heart of the great English Democracy was with the people of India in their struggle for a Higher political existence, and the Radical party especially was prepared to hold out to the Indians, hand of help. But before the Indians got the full measure of this help, they must deserve it by helping themselves.

Mr. Gangaram Bhau Mhaske proposed in fitting terms a vote of thanks to Messrs Hume and Morgan-Brown for the trouble they had taken that day for the people of Poona, and the words of advice and encouragements which they had addressed to them.

A vote of thanks to the Chairman brought the proceeding of the Public meeting to a close.

A most successful Evening Party followed the Public meeting. Mr. Hume left Poona for Sholapur the next morning with Mr. Morgan Browne.

PRESENTATION OF THE SABHAS'S ADDRESS TO  
MR. DADABHAI NAVROJI M. P. AT BOMBAY.

The following address was presented to Mr. Dadabha Navroji M. P. on behalf of the Poona Sarvajanic Sabha by Rao Bahadur Vishnu Moreshwar Bhide who headed the deputation of the Sabha at the mass meeting of the inhabitants of Bombay held on Saturday after-noon at 3 o'clock in the Bombay Town Hall under the Presidency of the Hon'ble Mr. Pherozesha M. Mehta.

To,

DADABHI NAVROJI Esq. M. P.

Hon'ble Sir,

We have been deputed by the Poona Sarvajanic Sabha to offer you, on behalf of the people of the Deccan, our most hearty and respectful greetings on your return to this country, after an absence of six years, for presiding at the coming Session of the National Congress. These six years have been a most eventful period in the more recent history of this country, and not the least memorable incident of this period has been your return to the British Parliament by the Liberal Electors of the Central Finsbury. Throughout the long and arduous struggle which you had to maintain in connection with your candidature, fervent prayers ceaselessly went up from all parts of India that the heart of the great English Nation, to whom you had appealed for support, might be so moved as to secure success for your noble and patriotic efforts, and our joy was boundless and our thankfulness to Providence infinite, when the intelligence arrived in this country that these prayers of a whole nation had not gone up in vain and that the great aim, which, for six long and weary years, had absorbed all your energies, was at last accomplished. Your success was a fitting crown to a career of public usefulness, unequalled in this country, and its value is enhanced a hundredfold in our estimation by reason of the unparalleled opposition you had to encounter and the numberless obstacles you had to overcome in achieving it.

Your labours in Parliament on behalf of India have been as earnest and unremitting as they hitherto were outside that body, and they show a record of useful work on which the country has every reason to congratulate itself. The resolution of the House

of Commons on the subject of Simultaneous Examinations has, indeed, been your most notable achievement in this direction, and if only sufficient pressure is brought to bear on the Government of India to give real and adequate effect to it, it cannot fail to have great and far-reaching consequences on the administration of this country. The justice and the necessity of holding the competitive examination for the Civil Service of India simultaneously in India and England, have been pressed by you for the last forty years nearly on the attention of the British Government and the British public, and Providence would seem to have specially reserved for you the high honour of inducing Parliament to pass a resolution in the matter in accordance with our national wishes. Your attempt to secure a Royal Commission of Inquiry for this country has unfortunately been unsuccessful this year; but we trust your spirit of perseverance and your earnest eloquence will, before long, persuade Parliament that such an enquiry would not fail to result in securing greater contentment to the people, and thereby increased strength to the Government itself. These and other services rendered by you to India in the course of one brief year illustrate the great advantage which must accrue to us from the presence of eminent Indians in the British Parliament. The Sarva-janik Sabha has for a long time felt that in the interests of good government, it was essential that the voiceless millions of this country should have in Parliament a few representatives at least, who, by their birth and education, must naturally be better qualified to expound our views and advocate our interests than Englishmen, even under most favoured circumstances, can be expected to be. Nearly twenty years ago, in a memorial submitted to the House of Commons, the Sabha suggested a scheme by which such representation of Indian interests might, with advantage, be secured to this country. It was urged in that memorial that this concession had been allowed by other European powers to their Indian subjects in India with very happy results. Of course the circumstances of British India are, to some extent, not so favourable to such a concession being granted, but the difficulties in the path of such concession are not insuperable and not until some solution is found by which Parliament will be enabled to obtain first hand correct information about the manner in which the administration of this great Dependency is carried on, will it be possible to secure those guarantees for good and responsible government in this country, without which no substantial progress

is possible. It will be long before the Government of India will be so changed in its constitution as to be influenced in its administration of affairs by a National Council elected by the different Provinces. The recent amendment of the Councils' Act is only a first instalment in that direction, and though it has been welcomed as a great concession, it can never be regarded as a substitute for a direct or even indirect representation of Indian interests in Parliament itself. It is on this account that we have all along looked upon your entrance into Parliament as a necessary complement to the advance made in this country in this path of responsible Government, and we earnestly hope that the day is not far distant when a few Indian colleagues at least would sit in Parliament by your side to work under your leadership and strengthen your efforts on our behalf. It was only the other day that you told us how leading members of the two great parties in England welcomed you to share with them the responsibility that rests on Parliament for the good Government of this country, and how some of them even expressed a wish to see more Indians in their great Assembly. We can only say that we heartily echo this sentiment, and we trust Parliament will in its wisdom, see fit to find some way by which proper practical effect could be given to it.

The formation of a separate Party in Parliament to watch over India's interests is emphatically a step in the right direction, and your exertions in this connection, joined to those of Sir W. Wedderburn, Mr. Cairne and other well-wishers of India, have secured to this country an organized body of friends who, it is hoped, will not fail to promote, on every occasion that may present itself, the cause of Indian progress. Hitherto isolated individual members of Parliament only, such as the late Mr. Bright, the late Mr. Fawcett, the late Mr. Stagg, the late Mr. Bradlaugh and a few others, conceived a high ideal of duty in regard to India and nobly and manfully strove, in spite of overwhelming difficulties, to champion our cause, whenever they found opportunities to do so. But in the absence of organization and of continuity of work, their efforts could not achieve much permanent good. We hope that you will be enabled, in the years to come, to strengthen this Indian Party and shape its policy in such a way as to make it a real power in Parliament. In the anxieties and distractions of local subjects, the great parties in the House of Commons are too

often disposed or compelled to neglect Indian questions, which, by reason of their strangeness and distance, fail to excite that keen interest which questions of home politics naturally inspire. As a consequence of this state of things, the affairs of India generally receive little or no attention, except when some great calamity threatens to occur or actually occurs in this country to awaken the English people to a sense of their duty. And even when such a sense is aroused, the matters claiming attention are too often looked at only through the official medium and no intelligent and independent body of men take it on themselves to question or criticize the one-sided official versions. Nothing but the creation of a separate Indian Party, such as you have been trying to form, will remedy this great evil. The English people have noble instincts, and when they err, they err from ignorance and not from any perverseness of will. This is our sheet anchor of hope and the success, which has attended your efforts and those of your colleagues, conveys the assurance to our minds that the new experiment is fraught with great and beneficent results for the people of India.

While you were thus engaged in labouring for your country in a distant land, it pleased Providence to visit you with a great domestic calamity, than which nothing can be more afflicting and prostrating at your time of life. We feel deeply for you in your great grief and we are powerless to console you except by the thought that in the inscrutable ways of Providence, this calamity has overtaken you to add one more—and that the greatest—to the many trials to which you have been all through your life subjected, to test your spirit of quiet resignation and patient suffering, and also your great devotion to your country. Your sorrow has been the whole nation's sorrow, and we offer to you our most respectful sympathy and pray to God that He may give you strength to support yourself under his great blow.

The great and spontaneous demonstrations which welcomed you on your arrival and which, we feel sure, will be followed up by similar rejoicings wherever you go, during your short stay in this country, are the best reply we can give to those who have questioned your title to represent us in Parliament. Your selection to preside a second time over the deliberations of our National Congress will also testify to this universal feeling, which rises superior to all minor distinctions of race, creed or local divisions, and which is organizing the great Indian nation which it is the highest



privilege of British rule to cement together by ties of common interests and common aspirations. You represent all that is noblest and best in this our national regeneration, and you are fitted, far more than any one else, to give voice to our common thoughts and feelings. There is a moral and educational mission which sanctifies your labours, and we trust this national expression of our appreciation will strengthen your hands in the arduous work that lies before you on your return back to your adopted home, which never more signally vindicated its claim to be the land of freedom than when it welcomed you to its great National Council.

Trusting that many more years of health and public usefulness are in store for you,

We beg to remain,

Hon'ble Sir,

Your most obedient servants,

VISHNU MORESHWAR BHIDE,

*Chairman Sarvojanik Sabha,*

GOPAL KRISHNA GOKHALE,

*Hon. Secretary Sarvojanik Sabha.*

## Mr. DADABHAI NAVROJI IN POONA.

The visit of Mr. Dadabhoy Naoroji to Poona on Sunday was a marvellous success. Those who see the quaint old city on ordinary occasions, with its tumbledown houses and listless inhabitants would hardly think it capable that the visit of anybody could have roused them to such a pitch of activity and enthusiasm. The ancient capital of the Deccan had donned its holiday attire for the occasion and everything wore a gay and festive appearance. The reception committee erected triumphal arches at all the chief points along the route, added to which the inhabitants of the different streets through which Mr. Dadabhoy passed on his way to the Hirabag had done their best to decorate their houses, and the sides of the roadway and at different points along the route bands of native musicians were placed. Mr. Dadabhoy arrived in Poona at three o'clock, Rao Bahadur Dandekar and Mr. Dote met that gentleman at Lanowli and decorated him with flowers. At Kirkee the Parsee High Priest Dr. Dustoor Hosang, Jamsaji, a dozen priests and about one hundred Parsees, met Mr. Dadabhoy, presented him with an address in Zend and Persian, garlanded him and blessed him. On alighting from the train at Poona Mr. Dadabhoy, who was accompanied by the Hon'ble Mr. Javarilal, the Hon'ble Mr. Setawad, and Mr. D. E. Wacha was met by Hon'ble Mr. P. M. Mehta and Dr. Cowasjee Hormusjee. Mr. Dadabhoy was introduced to the members of the reception committee. The crowd outside and inside the station was an enormous one, and it was with difficulty that the carriage in which the hon. gentleman was seated could move off. Mr. Mehta, Javarilal, Wacha, and Padumjee were in the same carriage. From the station Mr. Dadabhoy was taken to Mr. Byramjee Jeejeebhoy's bungalow when a number of Parsee girls sang to him, and a High Priest decorated him.

At 4 P. M. Mr. Dadabhoy was taken in procession through the city. The first triumphal arch was at the entrance to the native city when a large number of mill-hands carrying flags and banners, and some native musicians in bullock carts awaited the arrival of the procession. Opposit the Recreation Club Rooms the following address was presented to him:—

To the Honourable Mr. Dadabhoy Naoroji, M. P.

Honourable Sir,—We, the Members of the Poona Recreation Club, in according to you a hearty welcome to this the ancient capital of

the Peishwas, we beg to express our heartfelt feelings of happiness and joy at your advent to this place, and, without dwelling much on the subject-matter of the various addresses presented to you in this country, one and all of which describe in our humble opinion your world-wide public career in the interest and welfare of India, much less than it really deserves to be described simply because it is so disinterested and distinguished as to be out of the power of your countrymen to describe it in adequate and appropriate terms, we, as above said, instead of dwelling at length on this subject, approach you with this most sincere and grateful expression of our high sentiments of respect and esteem towards you, and, conclude this humble address with a prayer to the Almighty Providence to grant you long life and continued happiness and prosperity to achieve most successfully and triumphantly the work which you have as devotedly undertaken.—We remain, Hon'ble Sir. Your most obediently.

At Paste's Wada there was a large gathering of Mahomedans, who presented Mr. Dadabhoj with garlands as he passed through their arch. At Budhwar gardens there were numerous arches, all bearing inscriptions of welcome, some being particularly effusive, including an extremely pretty one elected by the mill owners. At Dugdoo Halwai's establishment, which was beautifully decorated, Mr. Dadabhoj was garlanded with flowers made of sugar. At the Reay Market Mr. Dadabhoj was once more decorated. The market and its surroundings were very prettily got up with flowers and bunting. At the Reay Museum a lengthy address was read by Mr. Namjoshi, on behalf of the Industrial Association of Western India. Owing to the crowds the progress was extremely slow, and it was 5:30 before the Municipal office was reached, the whole neighbourhood of which was a series of triumphal arches and flags and streamers. Here the Municipal address was presented, being read by the President of the Municipality, the Hon. Khan Bahadur Dorabji Padomji. The address was as follows:—

To the Honorable Mr. Dadabhoj Naoroji, Member of Parliament.

Sir,—We the Municipal Commissioners of Poona, do ourselves the honor of offering you, on behalf of the citizens of Poona, a hearty welcome on your return to this country and on your visit to this historic city. It was only yesterday that you received a number of addresses from the leading towns of this Province and, in the ordinary course, ours would have been one of them but owing

to the pressing request of our townsmen and probably out of respect to the traditions of this place you deemed it desirable to even at great personal inconvenience to accede to our request and pay a visit to this ancient city—an honor for which we offer you our best thanks. The city of Poona has during the past many years occupied a place second only to the seat of Government. Under native rule it was second to Satara and under the British rule it is only second to Bombay enjoying the privilege of being the seat of Government during a considerable portion of the year. Poona has, owing to the intelligence, public spirit and patriotism of its citizens, held the first rank amongst cities in the mofussil—a fact which we are proud to note Government have amply recognized by conferring upon its citizens larger powers of self-Government. And which, Sir, you recognize by paying us this visit. Your long and disinterested services in the cause of our country and your genial nature and love of humanity without distinction of race, caste, or creed entitle you to universal respect. We welcome you, however, on quite different grounds. We welcome you, because, your services have been exceptionally fruitful in promoting friendly relations with our rulers and in enhancing the prestige of the British rule in the eyes of the whole civilized world. In welcoming you here we welcome you as the typical illustration of the encouragement which the British nation is prepared to give to the aspirations of the natives of this country. According to the far-reaching and statesmanlike policy initiated by Lord Mayo and developed by his successors, Municipalities hitherto were the only schools where citizens could take lessons in practical Self Government, and now in offering yourself as a candidate for election by a British constituency, you have chalked out a new line altogether for the political aspirations of our people, and in returning you to parliament the electors of Central Finsbury have practically shown an appreciation of honesty, perseverance, and patriotism. Thanking you once more for the honor you have done us and heartily welcoming you to this city.—We have the honor to be, Sir, Your most Obedient Servants. President, City Municipality Poona.

Poona, 17th December 1893.

Mr. Dadabhoj expressed the great pleasure it had afforded him to visit Poona, and said he felt, and felt strongly, that the success of Municipalities like that of Poona was the foundation of national

progress, both educational and political. He wished the Municipality success with all his heart. A good portion of the sides of the roads were decorated with leafy bowers and arches, having a striking and pretty appearance. The road leading to Hirabag was very prettily decorated. When the hon. gentleman arrived there, he was conducted to a temporary platform erected in the ground. Seating accommodation had been provided for about two thousand persons, the place was however literally packed.

The proceedings of the public meeting opened by Mr. R. Daji Nagarkar proposing and Mr. Gangaram Bhaui seconding the proposition that the Hon. Mr. Dorabji Padamjee do take the chair. On taking the chair he said:—We meet here to-day to welcome a gentleman whom all India rejoices in welcoming and congratulating. It is a question whether it is ourselves and the country that we should congratulate, or our distinguished guest, Mr. Dadabhoi Naoroji, as a fellow-countryman getting admission for the first time into the House of Commons of the British Parliament, an august assembly that administers and controls the affairs of the largest and most powerful Empire in the world; it is a question whether if India had been honored with the privilege of returning her own member to that assembly, her choice could have fallen on a better representative than the one selected by the constituency of Central Finsbury. By their going out of their way and allowing themselves to be represented by comparatively speaking, a stranger one hailing from a country some thousands of miles away from their own land, they have manifested for large heartedness, a catholicity of spirit and a patriotic desire to see the mother country united in closed bonds of love and amity. They have laid India under a deep and lasting debt of obligation. (Cheers.) Mr. Dadabhoi Naoroji's career, from his youth to the present moment is a series of brilliant successes; his unselfish and disinterested devotion to the country is unique in its history. As an educationist he was the first native who filled a professorial chair—as a merchant his probity and strict adherence to the rules of mercantile morality are conspicuous; as a promoter of social reforms his work was multifarious and solid; and he inaugurated a system of public lectures that did immense good to society. He has now reached in the world of politics, the highest pinnacle to which a native of India can aspire, to which the receptions every where given him bear ample testimony. He has made noble exertions for the public weal, and tact, a spirit of tolerance and un-

common wisdom have characterized his acts. With him and with his co-workers, some now dead, the struggle was a hard one, combating bigotry on the one hand, and boisterous patriotism on the other. I commend the example set by these men to the rising generation in their endeavours to get Government to lend a willing ear to their honest representations, and respecting their just aspirations. Amongst the apostles and believers in silent but sure growth is our distinguished guest, Mr. Dadabhai Naoroji, Gentlemen, before I conclude I must express a fervent hope, in which you will all heartily join that the Almighty may spare our dear and good friend to us, and to our country for many years to come, and that this augmentation of years will be attended with health and prosperity for the same great work—the good of our country, for which he has sacrificed everything, and spread neither labour, time, nor money.

The chairman then called upon Mr. Gokhale. Professor G. K. Gokhale said: I rise in response to a call from the chair, to offer in your name a most cordial living, and respectful welcome to Mr. Dadabhai Naoroji on this occasion of his visit here to-day. I freely confess it has been a matter of no small gratification to me to have been thus called upon to discharge this most agreeable duty on your behalf. But gentlemen, I wish the task was as easy as it is agreeable. I wish it was in my power, or for the matter of that, in that of any one else here, to give adequate expression to the feelings with which Mr. Dadabhai is regarded in this country, which have been stirred to their very depth here by his presence among us this evening. Gentlemen, only a little more than a year ago we had assembled in another place in this city to celebrate the great crowning event of Mr. Dadabhai's public career, and it is therefore but natural that now that we have him in our midst the uppermost feeling in our hearts should be one of affectionate admiration for the greatest earnestness, pluck, and perseverance, which enabled him eventually to triumph over all difficulties and realize the great, I might even say, the romantic aim of his life. We all remember how for six long years a whole nation's eyes were watching with anxious suspense, the unequal and unprecedented struggle which Mr. Dadabhai was carrying on in England on India's behalf and how our hearts constantly rose or sank according as we heard that his prospects were getting brighter or darker. However, all is well that ends well, and here we welcome him to-day, and welcome him with legitimate pride, as a living illustration of the great truth that patience and perseverance must overcome mountains. Gentlemen, for the last fifty years nearly, Mr. Dadabhai's

life has been consecrated to the service of his country, and during all this period he has been the same earnest, unassuming, straightforward persevering worker not unduly depressed by defeat or elated by success, ever hopeful, ever highminded, eliciting respect from opponents, and winning the enthusiastic devotion of his own countrymen. And, gentlemen, to my mind it has always appeared that the one secret of the unique, the unparalleled success which he has achieved has been the great faith that is in him—the faith that, if only he did his duty honestly and manfully, success must follow, no matter when it came. I need mention only his work in connection with the question of Simultaneous Examinations to illustrate what I say. It is now exactly forty years since the test of open competition was instituted for the Indian Civil Service. And almost from the beginning Mr. Dadabhoy has been ceaselessly working for having the examination held simultaneously in India and England. In 1855, that is before most of us here were born, Mr. Dadabhoy went to England to establish a home there for Indian students studying there for the Civil Service. And since that time through good report and through evil report, amidst the misgivings of friends and the writings of opponents he has been pressing on the attention of our rulers the justice and the necessity of holding Simultaneous Examinations, and as an example of weary working and wearier waiting which must make our hearts overflow with admiration and gratitude. And, gentlemen, as the address of our Sarvajauk Sabha, presented to him yesterday in Bombay puts it, it looks almost like a providential arrangement that in the very first year of his Parliamentary life he should have had the reward of his work of forty years, and should have succeeded in inducing Parliament to pass a resolution in accordance with our national wishes. Gentlemen, I have already said that Mr. Dadabhoy's public life extends over nearly half a century, and it is, therefore, impossible for me, in the limited time at my disposal to allude even passingly to the numerous services he has rendered to our country. There is only one point on which I will touch, and that is the point which has been elaborated in the address which we had the privilege to present to him yesterday. The point is this: the work which Mr. Dadabhoy has done for us in one brief year in Parliament demonstrates the necessity of having a few representatives at least in the House of Commons on behalf of India. I admit from time to time we have had English friends working for us devotedly there. But after all owing to the very nature of

things, there must be a deal of difference between the way in which they could represent us, and that in which men like Mr. Dadabhoy would represent us. Of course, we cannot get all Dadabhoy's, but though we may not find men to work with Mr. Dadabhoy, we shall assuredly find men to work under him. And I think it is now time we began to work in right earnest, and I will say after Mr. Dadabhoy's manner, for securing this great privilege. Gentlemen, Mr. Dadabhoy's life has been eminently successful, but it is not merely the success of his career that has given him the great hold he has on us. It is his charming simplicity, the spotless purity of his life, and his singularly unselfish devotion to his country that have won for him so prominent a place in the hearts of his countrymen. All through his life he has been sublimely unostentatious, all along he has worn the pure white lily of a blameless life. And as for his devotion to his country I need only say that it has nobly stood the test of fifty years. Even now, with the shadow of a great sorrow over him, we find him repressing all personal inclinations, and responding to the call of his countrymen, because he deems that to be his duty. I think, gentlemen, that if ever an Indian could address to his country the beautiful and pathetic stanzas of the poet Moore,

With thee were the dreams of my earliest love,  
 Every thought of my reason was mine;  
 In my last humble prayer to the Spirit above  
 Thy name shall be mingled with mine.  
 Oh, blest are the friends who shall live  
 The days of thy glory to see,  
 But the next dearest blessing which heaven can give,  
 Is the pride of thus dying for thee.

it is Mr. Dadabhoy Naoroji and, I am confident, when we shall have passed away from this scene of life, and when the names of the Temples and the Macleans, the Jameses and the Chesneys break no more on the ear of man, Mr. Dadabhoy's name will continue to be cherished in this country with feelings of admiration and gratitude and pride, the inspirer of the young and the sustainer of the old, in their career of public usefulness.

Mr. Dadabhoy Naoroji then rose to reply, and was received with vociferous applause. He said: Citizens of Poona,—I wish to address to you a few words, and they are to the expression of my deepest gratitude and gratification of the manner in which you have received



the two previous speakers. What are those words? With an ovation such as that which has been accorded to me along the three miles that we have just come, and with hundreds of thousands of my countrymen following me every moment through this long procession can any man expect a great reward? And what has this proved? That India is now gaining a new political life, that you are beginning to understand each other, that whatever good has happened to you, be it at the hands of British or Native, you are ready to welcome men like Sir William Wedderburn, and with the same heart, and perhaps even a greater heart you welcome one who is a child of the soil as yourselves, who claims to be an Indian above everything else. Here I observe with the greatest pleasure and gratification that from one end of this ancient city to the other the lowest and the highest not only from one class or creed but from every class and creed, all have welcomed me; the Mahomedan has done so with as good a heart as the Hindu and even as good as the Parsees the lesson to be learnt from this is that whatever be our faith, our devotion to our faith, there is a national life beyond a sectarian life, and that we are all really the children of India. We must work together, we must stand foot to foot for the progress and amelioration of our country. Whenever we think of our country, we should remember that we are all simply brethren, children of the same country and must have a fellow-feeling amongst us, a desire to do good to each other. If a new life has sprung into existence among you, and you have been brought together to-day with one common object, and if I have in any way contributed to getting such a mixing together of all creeds in the manner I see has been the case to-day, a mixing together in perfect harmony with one common feeling of honoring a countryman of yours—if, I say, I shall have contributed to the smallest extent to that harmony, then I say that I have not lived in vain. The day is not far distant when, I believe, we shall understand our duty to each other and that whatever we may be, whether we be the Hindus or Mahomedans or Parsees, we are Indians above all, and that unless we carry out that feeling with us and endeavour to understand that the benefit of one is the benefit of another, and that the benefit of each is the benefit of all—unless we understand that and unite in perfect harmony among ourselves, in loyalty to the British people who have produced this phenomenon, and to whom, therefore, all the glory is due rather than to me, the child of that British work, we can hope to make little progress. Until we are able to satisfy the British people that what we ask is reasonable, and that we ask it in earnest, we can not hope to get what we ask for, for the British are a justice loving people, and but for that conviction I should not have worked on as I have done for forty years, and I shall go on cherishing that idea. At their hands we shall get every thing that is calculated to make us British citizens. But it all rests on ourselves. We must satisfy them that we are in earnest, we must work, we must struggle, we must make self-sacrifice, and when that has been done we shall be in a position

to ask all and to get all we may reasonably ask. What can better illustrate it? What better proof can you have? Here I stand, and you welcome me as a member of the British Parliament representing a British constituency. They at first could not understand why an Indian should seek to be elected when there were many of their own people to represent them, but when it was put to them "you have India's responsibility upon you, the responsibility of 300,000,000 of people"—then the British elector felt the responsibility and said: "I must do what I can by my single vote." My friend Mr. Lall Mohan Ghose and the Liberals of Holborn helped me to fight, and then the electors of Central Finsbury took me up and sent me to Parliament, me an Indian as their representative, believing that by doing so they were doing a great duty to their own country and to ours—a proof that the British mean to do justice to India, and not to treat us as slaves, and all the United Kingdom praise them for their public spirit and generosity. We offer them our gratitude, and right glad I was that when you heard of my election, all India, to a man, woman and child, rose and made Central Finsbury a household word in their midst. There are two things that ought to be done, and which I implore you to do. The first is that you should be united by a fellow-feeling towards each other, irrespective of caste, colour or creed. Each one is welcome to his own creed. I am proud of being a Parsee, and have a devotion for their faith, as the Mahomedans for theirs, but we must remember what we owe to our country, and we must pay our debt as children of the country. We must regard each other as brother and sister, and gradually a thorough union among ourselves will result. The next thing that I would exhort you to do is to show that spirit of self-sacrifice which has raised the British to that position which they now occupy. There is no question which the English take up without showing some spirit of self-sacrifice, and we have to learn that great lesson, as we have learnt others from them. Peace, union, self-sacrifice, these are the lessons we must learn, and if we learn them, I for one can proclaim, I can make prophecy that for India there is a great future—God bless India.

At the conclusion of Mr. Dadabhoj's speech the hon. gentleman was greeted with continued cheering, mingled with expressions of goodwill. When the applause had subsided Messrs. Tilak and K. G. Natu returned thanks. Mr. Tilak said: I have been entrusted with the pleasant duty of expressing our thanks to Mr. Dadabhoj Naoroji. Gentlemen, you may think that the duty of thanks-giving is a very easy task. Well, so far as I can say, it has not been so with me. I am not ashamed to tell you I have no words to express this warm feeling of gratitude to Mr. Dadabhoj Naoroji for the honor he has done us in paying us a visit. He has been styled an eminent Indian statesman. I think he would be best described by calling him the

great teacher of the new religion—the new political religion of India. We have been trying to receive our guest in as fitting a manner as we can. Our Bombay friends have come down to see how we perform our duty. I trust they can take favourable news back to Bombay and we can only thank them for the kind visit they have paid us.

Mr. K. G. Natu then said: They had had three meetings in that place, lately, one to Mr. Justice Rauade, one to Mr. A. O. Hume, the father of the Congress, and now they had the honour to meet the wonder of wonders. On an occasion like this, he said redundancy obtains the force of novelty and brightens the virtues of the honourable gentleman. It was usual for the world to fight for the honor of giving birth to great men, but in this instance they knew their great man as a citizen of the island of Bombay.

If they saw a man doing all that was considered next to impossible they would consider him as one of the wonders of mankind. No Indian of ordinary birth, with no pretensions to riches, has ever occupied a seat in the Legislative Councils of Europe. Through the kindness and liberality of the Liberal electors of Finsbury, thanks be to them, the hon. gentleman has secured a seat in that most august assembly where Burke and Wilberforce thundered their eloquence. The admission of one man from this country is of immense importance. One man can open the door from inside and let in others. One man can stand as a living monument of unflinching industry and undaunted perseverance. Mr. Dadabhoj's labours have gained him a seat in Parliament, and though we may not all do that we should have the same kind of patience and perseverance. He comes to sit at the head of our national assembly,—to be the first and foremost of the nation, to show to his community that the whole of India is his home. Great men are measured by their minds. The minds are the standard of the man. Great will be that day for India when all her sons without distinction of caste and creed joined hearts and hands for its amelioration. Let us, my friends, now accord a most hearty vote of thanks to our illustrious guest for having accepted our invitation to meet us in Poona wishing him long life and prosperity.

After this there were loud calls for a speech from Mr. Pherozsha Mehta, to which the learned gentleman responded briefly as follows:—Gentlemen,—Your friend Mr. Tilak has told you that I have come here as a spy. (Laughter) I have come here in no such capacity. I have come here simply as one of yourselves, as an Indian, to join to cooperate with you at the National gratification at the election of one of our countrymen to the British House of Commons. I am delighted, I am more than delighted. I am moved at the sight I saw from one end of the great and ancient city of Poona to the other. I am moved, and why because Poona has given one of the boldest answers to the challenge that has so often been thrown at us that we Indians have

not a political genius in us. Let the people who say that come and see what I saw in Bombay yesterday and what we have seen to-day in Poona and they will have the answer to their accusation. When you find every child, Hindu, Mahomedan and Parsee co-operating together's feeling in the same way when your hearts and pulses have been throbbing since the day of the landing of Mr. Dadabhoj Naoroji with such manifestations before them, can they say that there is no political genius in us? Are these manifestations not the awakening of a political feeling? I have not come here, gentleman, as a spy. I am moved at the deep human drama which will help us, God willing to the amelioration of the country of which we are all proud to be the children, the country of our birth and of our homes, the country of our exertions and self-sacrifice.

At the conclusion of Mr. Mehta's speech it was quite dark and Mr. Dadabhoj closed the meeting with the following remarks. The only duty I now have to perform is to thank you from the bottom of my heart for the great, and, for Poona, unprecedented ovation that you have given me. I could not but feel, and feel with deep pleasure, that there was not a man, woman, or child that did not look on me with a smiling face. Let me detach myself from myself now; let me mix among you as an Indian. I rejoice not because I am honored, but I rejoice in your joy because an Indian has gone into the House of Parliament, and produced a departure, a new departure in the history of India, and I might say in the history of the British empire. If India rises, the British rule will become more stable, the British people will be able to do us more good, and we shall be able to do them more good. By this exchange of good the strength of the empire will thus be increased a hundred-folds. If there is any honor in such an act of patriotism in such heartfelt desire of doing good, it is an honour to the British name. And I hope we shall do justice to ourselves, and be true to our country, and if we do, it will be a proof of the beneficent side of British rule. The depth of feeling in me cannot be expressed. I will ask you to take the will for the deed. Take my simple word "I thank you."

At the conclusion of the meeting Mr. Dadabhoj was conducted through the garden inside Town Hall, where he was entertained at an evening party. The interior decorations and lights were extremely pretty, and the reception committee had made excellent arrangements regarding refreshments. There was a brilliant display of fireworks in a large empty tank behind the building. Mr. Dadabhoj drove off amidst loud cheering, and hearty expressions of goodwill from all present.



Major Heads of Revenue.	Actuals. 1891-92.	Revised Estimates 1892-93.	Budget Estimates 1893-94.	Major Heads of Expenditure.	Actuals, 1891-92.	Revised Estimates 1892-93.	Budget Estimates 1893-94.
Law and Justice--				Telegraph ...	4	...	...
Jails ...	2,19	2,00	1,98	General Administration ...	13,62	13,79	13,94
Police ...	3,90	4,90	3,95	Law and Justice--			
Marine ...	69	69	70	Courts of Law...	43,95	43,74	44,64
Education ...	2,80	2,78	2,83	Do          Jails...	6,36	6,40	6,85
Medical ...	1,13	1,21	1,17	Police { Cash ...	48,42	47,03	50,27
Scientific and other Minor				{ Alienations. ...	4,83	4,87	4,87
Departments ..	33	26	22	Marine. ...	43	41	42
Receipts in aid of superan-				Education ...	16,36	16,35	17,41
nuation, &c. ...	2,36	2,24	2,24	Medical ...	13,28	13,92	15,16
Stationery and Printing ...	66	76	65	Political. ...	3,25	3,42	3,53
Miscellaneous. ...	52	78	67	Scientific and other Minor			
State Railways...	...	65	1,40	Departments ...	1,87	1,62	2,12
Irrigation. ...	17	21	21	Superannuation Allowances			
Civil Works. ...	7,51	7,88	7,88	and Pensions. ...	15,53	16,07	16,41
Contributions from Local to				Stationery and Printing ...	5,84	6,80	7,57
Provincial. ...	2,97	1,53	1,81	Miscellaneous ...	3,61	2,60	2,26

				Famine Relief... ..	2	5	5
				Construction of Railways..	11,72	4,33	63
				State Railways ( working Expenses ) ... ..	...	58	1,00
				Miscellaneous Railway Expenditure ... ..	1	...	...
				Irrigation. - ... ..	38	20	1,25
				Civil Works ... ..	39,82	34,82	36,49
				Contributions from Pro- vincial to Local. ... ..	9,11	7,94	8,75
Total ... ..	4,07,48	3,98,84	4,00,77	Total ... ..	4,12,80	4,03,96	4,13,62
Opening Balance ... ..	46,02	40,70	35,58	Closing balance ... ..	40,70	35,58	22,73
Grand Total ... ..	4,53,50	4,39,54	4,36,35	Grand Total ... ..	4,53,50	4,39,54	4,36,35

A few explanatory remarks on each major head will not be deemed out of place here. These explanatory remarks will be confined chiefly to the Budget estimates of 1893-94, and the revised estimates of 1892 and the accounts of 1891 will only be referred to where necessary.

## LAND REVENUE.

The Budget estimate of total land revenue was taken to be Rs. 4,54,76,000 and was made up (1) of ordinary land revenue, Rs. 2,69,95,000, (2) and miscellaneous, Rs. 1,25,000, (3) Assessment of alienated lands, minus quit rents, Rs. 91,16,000, (4) Rents of Fisheries, Rs. 94,000 (5) and miscellaneous, Rs. 67,000. The two last heads were Local, the third head was Provincial, while the first two were in the proportion of  $\frac{1}{4}$ th provincial and  $\frac{3}{4}$ ths Imperial,

The ordinary land revenue was composed of fixed collections and fluctuating collections. The fixed collections included 3 crores of ordinary land revenue and 54 lacks of Revenue from canals in Sind. The actuals for 1891-92 under both these heads were Rs. 2,93,44,230 of ordinary revenue, and Rs 48,41,911 of Sind canal revenue. The fluctuating collections consisted of rents, Rs. 89,000, tree tax, Rs. 13,000, special assessment on cultivated land, Rs. 55,000, occasional items of fixed revenue, Rs. 1,40,000, authorised cultivation of unassessed lands, Rs. 1,47,000, sale of lands or occupancy rights,  $5\frac{1}{2}$  lacks, produce of trees,  $1\frac{1}{4}$  lacks, grass and grazing, Rs. 1,84,000, miscellaneous products, Rs. 17,000, unauthorized cultivation of occupation  $1\frac{1}{4}$  lacks, fees for appropriating land to non agricultural purposes, Rs. 40,000, notice fees, Rs. 40,000, fines under section 143 of the Revenue Code, Rs. 6,000, and other items, Rs. 13,000. These fluctuating collections made up



a total of nearly 16 lacks, the actual total in 1891-92 being about 15 lacks.

Miscellaneous revenue consists of revenue record room receipts, Rs. 39,000, sale of unserviceable articles, Rs. 3,000, Bhatta and fees received from Courts, Rs. 5,000, Revenue fines, Rs. 7,000, overpayments recovered, Rs. 3,000, and recoveries of pay of Government servants and of expenditure incurred, Rs. 20,000, and other items about Rs. 50,000. The total under this head came to Rs. 125,000.

The receipts under this head come from non-service and service lands. Of non-service lands, Inam lands represent receipts of  $63\frac{1}{2}$  lacks, Varshasans and Devasthanans 6 lacks, District and Village officers 7 lacks. Of service lands, the receipts from Village servants useful to Government come to about  $12\frac{3}{4}$  lacks, from village servants useful to the village community the receipts come to 2 lacks. This head of receipt is only a nominal one, being more than covered by corresponding debits of  $63\frac{1}{2}$  lacks under Inams, 7 lacks under payments to District and Village officers, 6 lacks to Varshasans and Devasthanans, and 7 lacks to District and village officers, and 2 lacks to village servants. The imperial share of the total land revenue of 4 crores  $54\frac{3}{4}$  lacks was arrived at by taking  $\frac{3}{4}$ th of the ordinary and Miscellaneous land revenue after deducting 5 lacks on account of Irrigation transferred to the Irrigation head and 77 lacks for the fixed assignment. These deductions left the imperial land Revenue share at Rs. 1,91,87,000 in the Budget estimate of 1893-94. The provincial share of  $\frac{1}{4}$ th of ordinary and miscellaneous land revenue plus the Assessment of alienated land plus the fixed assignment made up the total of Rs. 2,61,28,000.

The miscellaneous local consists of stone quarry and sand receipts amounting to about Rs. 65,000.

(5) Miscellaneous.

## OPIUM.

As regards opium, it is an Imperial receipt and is made up of opium pass fees estimated to yield one crore and  $64\frac{1}{2}$  lacks and miscellaneous Rs. 50,000.

## SALT.

The total Budget estimate of salt revenue was Rs. 2,26,11,000. Of this sum, 2 crores  $25\frac{1}{2}$  lacks were Imperial and Rs. 57,000 were Provincial. The Imperial receipts under salt were made up thus nearly  $7\frac{1}{2}$  lacks were received from customs duty on salt,  $4\frac{1}{2}$  lacks were proceeds of sale of Government salt, and the excise duty on Government salt yielded 2 crores  $13\frac{1}{2}$  lacks. Treaty price of salt carriage and freight represented Rs. 21,000. Of the Provincial salt receipts, fines and forfeitures came to about Rs. 2,000 and miscellaneous receipts, being Establishment and other charges recovered from salt farmers, and Contributions from Port Funds, sale proceeds and other items came to about Rs. 55,000.

## STAMPS.

The budget estimate of the total Revenue from stamps for 1893-94 is  $56\frac{1}{2}$  lacks, the actuals for 1891-92 being about  $54\frac{1}{2}$  lacks. Of this revenue the Imperial share is  $\frac{1}{4}$ th and the Provincial share is  $\frac{3}{4}$ ths or nearly  $42\frac{1}{2}$  lacks. Out of the total estimated receipts of  $56\frac{1}{2}$  lacks, general stamps were expected to yield  $19\frac{1}{4}$  lacks, Court fee stamps about  $32\frac{1}{2}$  lacks, the duty on impressing documents was estimated to yield  $4\frac{1}{2}$  lacks, fines and penalties about Rs. 13,000 and miscellaneous Rs. 2,000. Under the head of general stamps, one anna stamps for receipts and cheques were expected to yield about 2 lacks, and Bills of exchange and Hundi stamps were also put down at the same figure. The actuals in

1891-92 under these two heads showed a total of 4 lacks divided generally under the two heads. Foreign Bill stamps, special adhesive stamps and share transfer stamps together were estimated to yield Rs. 1,40,000. The bulk of the receipts under this head were derived from non-judicial stamps, estimated to yield 14 lacks, the actual yield in 1891 being  $13\frac{3}{4}$  lacks. Duties on Impressing forms of Insurance policies and bills of lading were estimated to yield 2 lacks, and the duties on other unstamped or insufficiently stamped documents were expected to yield  $2\frac{1}{4}$  lacks. The stamps Revenue is calculated to yield an annual increase of more than Rs 5,00,000 in all in this Presidency, the increase being chiefly under Court fees, the actuals for 1891-92 being  $30\frac{1}{2}$  lacks and the revised estimate for 1892-93 being 33 lacks, and the budget figure for 1893-94 was  $32\frac{1}{2}$  lacks.

### EXCISE.

The actuals of the total excise Revenue in this Presidency for 1891-92 showed a revenue of  $102\frac{1}{2}$  lacks, and the Budget figure for 1893-94 was taken to be 102 lacks. Three-fourths of this Revenue is Imperial, and  $\frac{1}{4}$ th is Provincial. The total was thus made up: (1) license and distillery fees and duties for the sale of licensed liquors and drugs were estimated to yield nearly 91 lacks, (2) the yield of transit duty on excise opium was taken to be slightly over 10 lacks, (3) gain on sale proceeds of opium Rs. 20,000, and (4) fines and forfeitures were estimated at Rs. 80,000. Under the first sub-head, the largest revenue is derived from still-head duties which were expected to yield in all 67 lacks, the actual yield in 1891 being over 65 lacks. The item next in importance was the rent charged on Toddy trees tapped for raw toddy—the yield under this head was estimated at  $10\frac{1}{2}$  lacks, the actuals for

1891 being 10½ lacs. Next to this ranked the yield of license fees for shops for the sale of toddy which were estimated to yield nearly 4 lacs; and distillery fees from country liquor farms yielded nearly 3½ lacs. The licenses for whole-sale of liquor yielded nearly a lac, and those for retail about a lac. Hotel and refreshment room licenses yielded about Rs. 30,000. The total of license and distillery fees represented a revenue of nearly 9½ lacs; still head duties yielded, as stated above, 67 lacs and rent on toddy trees 10 lacs. The farm for opium, Ganjoo and other drugs yielded in all about 3 lacs of Rupees. This brought up the total yield to 90 lacs and more. The other sub-heads are chiefly single items and require no explanation. Fines and forfeitures however, include a contribution to the cost of the establishment apparently paid by the farmers which is put down at Rs. 63,000 and sale proceeds of confiscated opium which come to about Rs. 9,000. The yield of revenue under the minimum guarantee provisions has now been minimized since the abolition of the guarantee system. It yielded in 1891 a little over 2 lacs of Rupees. The next item of Revenue, Provincial Rates, is chiefly a nominal receipt of 30½ lacs, no portion of which is shared by the Imperial Treasury and no portion of it goes to the credit of the Provincial account. The whole of this Revenue is Local. The charge of collecting the local cess—about 26 lacs levied under the local Boards Act and nearly 4 lacs collected on account of Sind village officer's cess—is about Rs. 61,000.

The item of Customs Revenue is, like salt, chiefly Imperial, the Provincial receipts being confined to miscellaneous receipts about Rs. 40,000 and warehouse and wharf-rents about Rs. 2,000. The Imperial customs receipts realized in this Presidency were estimated to yield 34 lacs, the actuals for 1891-92 being 33½ lacs. The total of 34½ lacs was made up of

30½ lacks of duties on imports, 3¼ lacks of duties on exports, land customs Rs. 33,000, and miscellaneous Rs. 21,000. Of the receipts from Import duties, nearly 23 lacks of receipts belonged to the Presidency proper and 7½ lacks to Sind. The export duties showed the same proportions—2½ lacks of Rupees belonged to the Presidency proper and nearly a lack of Rupees were realized in the Sind ports.

In regard to "Assessed" Taxes, the total yield in the Presidency of Bombay was about 37½ lacks, the actuals for 1891-92 being 35½ lacks. About 2 lacks of rupees, which represented the yield of Income tax levied on the profits of Railway Companies, were exclusively Imperial, and the remaining receipts were shared equally between the Provincial and Imperial accounts. Of the receipts from Income-tax, the tax on Government salaries and pensions yielded slightly over 3 lacks, the tax levied on salaries of local and municipal bodies yielded about ½ lack, and the tax on the salaries paid to these employers by companies and private persons yielded 3½ lacks. Public and private employment paid between them about 7 lacks in nearly equal shares. The Income tax on the profits of private companies yielded 3½ lacks. The tax on the interest of Government and other securities amounted to about 2 lacks, out of which 1½ lacks represented the tax on the interest of Government securities. These receipts brought up the total on salaries, pensions, interest and profits of companies to 12½ lacks. The tax on other private incomes yielded 23 lacks, making up the total yield of 37½ lacks.

The total revenue from forests was estimated at about 35 lacks in 1893-94, the actuals for 1891-92 being nearly 33 lacks. The Imperial and Provincial shares in this revenue were equal, being 17½ lacks each. The principal item of receipts was the value of timber and other produce removed from the forests by Government agency which value was estimated to

be nearly 19 lacs. The value of timber and other produce removed by the private agency of customers and purchasers was about 15 lacs. Forests, not managed by Government, yielded Rs. 27,000, drift and waif and confiscated produce yielded Rs 4,000, and miscellaneous receipts were Rs. 75,000. The value of the timber removed by Government and private agencies was  $14\frac{3}{4}$  lacs, of firewood and charcoal  $10\frac{1}{4}$  lacs. Bamboos were chiefly removed by private agency and yielded Rs 1,10,000. Grazing and fodder grass receipts yielded about 7 lacs of Rupees and minor produce about Rs 75,000. The Southern Division forests yielded the largest quantity of timber, worth nearly  $7\frac{3}{4}$  lacs; the Northern Division yielded about 5 lacs worth of timber, the Central Division and Sind yielded  $1\frac{1}{2}$  lacs and about 90,000 worth of timber respectively. As regards firewood and charcoal, Sind forests yielded the largest quantity, 6 lacs, the Southern Division came next with an estimated revenue of  $3\frac{3}{4}$  lacs under this head. The Central and Northern divisions yielded Rs. 60,000 and Rs. 10,000 respectively. As regards bamboos, the Southern Division came first with Rs. 60,000, the Northern Division yielded Rs 32,000, and the Central division was estimated to yield only Rs. 14,000. These deficiencies of the Central division were compensated by the excess of its grass and fodder receipts which were  $3\frac{3}{4}$  lacs and exceeded by 100 per cent. the total receipts of the other three divisions under this head. The other sub-heads of this source of revenue call for no special notice.

The total yield of registration was estimated at  $5\frac{3}{4}$  lacs against the actuals for 1891-92 of  $5\frac{1}{2}$  lacs. This item is shared equally between the Imperial and Provincial Governments. The principal source of income is represented by the fees levied for registering documents which came to  $5\frac{1}{2}$  lacs. Copying fees and miscellaneous made up a total of Rs 20,000.

The next head of receipts, tributes from native states, is a wholly Imperial item and its total yield was Rs. 12,11,000. The Kathiawar chiefs paid  $5\frac{1}{2}$  lacs of Rupees as tribute, the southern Maratha Chief about Rs. 82,000, the Baroda state contributed lacs and Cutch Rs. 1,87,000. The contributions of other petty States came up to Rs. 60,000 and fees of succession amounted to Rs. 27,000.

The item of interest is chiefly Imperial, though under recent arrangements it figures to some extent in the Provincial account also. The total receipts under this head are estimated in the budget of 1893-94 at  $21\frac{1}{2}$  lacs, out of which sum  $18\frac{2}{3}$  lacs were Imperial and about  $2\frac{2}{3}$  lacs were Provincial and about Rs. 8,000 were local receipts. The Imperial portion of this item is chiefly made up of the interest on loans advanced to four Municipalities of Bombay which brought in nearly 3 lacs of interest and the Port Trust loans which brought in about 15 lacs by way of interest. The Provincial receipts under interest consist chiefly of the interest on Provincial loans advanced to four Mofussil Municipalities, four district Boards and the Karachi Port Trust. These loans brought in  $1\frac{1}{2}$  lacs by way of interest. The interest charge on loans to landholders was Rs. 5,000; that on advances to cultivators was Rs. 57,000 and the interest received on advances under special laws, was Rs. 17,000 making up a total of Rs. 80,000. There were besides special Educational and Medical endowments which brought in Rs. 51,000, Rs. 35,600 being the interest on Educational securities and Rs. 25,000 on Medical securities. Lastly there was a sum of Rs. 8,000 credited to the local budget which represented interest on Government securities.

The Post Office and Telegraph departments on the receipt side are entirely Imperial and find no place in the Provincial accounts. The Mint receipts are also wholly Imperial. The total receipts were

estimated at nearly 13½ lacks, being chiefly made up of seigniorage duty on coining silver which was expected to bring in 1893-94 the sum of 12½ lacks, the actuals in 1891-92 being 8½ lacks. The gain on coinage operations was Rs. 65,000 private assay fees brought in Rs. 1,000 and the miscellaneous receipts were about Rs. 16,000.

The next head, Law and Justice, is wholly Provincial. The Provincial receipts were estimated under this head to be slightly over 4 lacks. The principal item of receipts was magisterial fines about 3 lacks, being equal to the actuals of 1891-92. The other receipts were Court fees realized in cash, chief of which were recoveries in Pauper suits Rs. 11,000 fees in the High Court and District and Sub-judge's Courts Rs. 5,000 and record room receipts Rs. 32,000 and other miscellaneous items about Rs. 35,000.

Under this same item, the subhead Jails was estimated to yield nearly 2 lacks of receipts which were entirely Provincial. The actuals in 1891-92 were slightly over 2 lacks. This receipt is made up of the hire of convict labour Rs. 87,000, sale proceeds of Jail manufactures Rs. 95,000. The actual receipts from the sale of Jail manufactures in 1891-92 were Rs. 1,12,000.

The receipts under Police are partly Provincial, and partly local. The Provincial portion of the receipts was estimated to be about 4 lacks, and the local Police receipts about 3½ lacks. The Provincial portion of the receipts was made up of (1) the charge for Police supplied to municipal, cantonment and town Funds Rs. 58,000; (2) the charge for Police supplied to Public Departments, private companies and persons Rs. 1,61,000 (3) the contribution made by the Port Trust from harbour and dock Police Rs. 25,000. Fees, fines and forfeitures, superannuation receipts and miscellaneous made up altogether Rs. 50,000. The Local receipts under Police consist



chiefly of fees, fines and forfeitures. The more noticeable items in the details of Provincial Police receipts are Punitive Police receipts Rs. 20,000 private watchmen or Ramosis Rs. 88,000 contribution on account of excise Police Rs. 90,000 municipal contribution Rs. 16,000; and contonment Funds Rs 41,000. The large total of local Police receipts is accounted for by the fines levied in cattle pounds which come to 3 lacs. The fines under the Boiler Inspection and Public Conveyance Acts brought in about Rs. 50,000 more under this same head to local revenue. Under the head of miscellaneous Police receipts were included Rs. 28,000 contributed by Thana stations in Kathiawar, Mahi-Kanta and Rewakanta, as also Rs. 12,000 contributed by District Police.

The item of Marine is wholly Provincial. The receipts, estimated at Rs. 70,000, were made up of registration fees Rs 65,000, levied under Shipping Acts in Bombay, Aden and Karachi, and pilotage receipts Rs 5,000.

The next head, Education, is partly Provincial and partly local. The Provincial receipts under this head were estimated at Rs 2,83,000, and the local at Rs. 3,03,000. The Provincial receipts are chiefly made up of fees, paid in Government Colleges and Schools. Colleges, general and Professional, were expected to yield Rs. 60,000, and schools, general and special, about 2 lacs by way of fees. The Special schools and colleges were expected to bring in only Rs. 26,000 of receipts by way of fees in 1891-92, while general colleges brought in Rs. 35,000 and general schools Rs. 1,84,000, Contributions and miscellaneous made up Rs. 30,000 more.

The Fees in Local Fund Schools brought in 1½ lacs, municipal and popular contributions yielded Rs. 10,000 and miscellaneous receipts came to 1½ lacs, being chiefly receipts of the Book Depot. The receipts under medical were chiefly Provincial, being Rs. 1,17,000, though there was also a local receipt of

Rs. 4,000 under this head. Out of the total sum of Rs. 1,17,000, the fees of the Medical College yielded Rs. 21,000, Hospital receipts were Rs. 30,000, Lunatic Asylum receipts were Rs. 15,000, contributions were Rs. 47,000 and miscellaneous Rs. 3,000. The local receipt under this head was chiefly made up of contributions.

Scientific and minor Department receipts were also Provincial and local being Rs. 22,000 and Rs. 4,000 respectively. The Provincial portion of the receipts was made up of veterinary and stallion receipts Rs. 4,000, model farm receipts Rs. 5,000, and examination fees Rs. 13,000. The local portion of the receipts was made up of receipts from Botanical and public Gardens; Rs. 1,000 were received from model farms and Rs. 2,000 were expected to be receipts from Exhibitions and Fairs.

The receipts in aid of the superannuation allowances were partly Imperial, Rs. 1,18,000, and partly Provincial, Rs. 2,24,000. Subscriptions to the Military Fund, and the Civil Funds of the three Presidencies and the Indian Civil Service Fund made up a total of Rs. 55,000, while contributions for Pensions and gratuities brought in Rs. 65,000 in the Imperial portion and 2½ lacks in the Provincial portion of the receipts.

The receipts from stationery and printing were partly Imperial, Rs. 24,000, and partly Provincial Rs. 65,000. The Imperial portion of these receipts represented the price of the stationery supplied to the Berar administration. The Provincial portion of the receipts included chiefly the proceeds of the sale of Government Gazette, Law Reports, and other publications Rs. 27,000, and other Press receipts, Rs. 35,000. The miscellaneous head of receipts was also chiefly Imperial, 2½ lacks. The Provincial portion of these receipts yielded Rs. 67,000 and the Local Rs. 29,000. The total receipts were thus estimated at 3½ lacks, the actual for 1891-92 being nearly 6½ lacks. Fees

for Government audits of Port Trusts Accounts, and of the Book Depôt and Master in Equity, and the Administrator General's Department, and the Sassoon Reformatory and Karachi Municipality yielded in all Rs. 8,000 to the Imperial share and the fees for Provincial Audit yielded Rs. 4,000. Gain in Exchange and Premium on Bills, as also unclaimed bills, yielded Rs. 40,000. The revenues of Berbra and Bulha and Zoila represented a receipt under the Imperial portion of this head of nearly 2 lacs. In the Provincial portion of these receipts were included, unclaimed deposits Rs. 10,000, treasure trove, sale of Darbar presents, miscellaneous fees, fines and forfeiture Rs. 12,000, miscellaneous and extraordinary items Rs. 24,000. Under the local portion of these receipts were included sale of old materials, contributions and rents and miscellaneous.

Under the head of Irrigation, the portion of land revenue due to irrigation, estimated at 9½ lacs, belonged to the Imperial exchequer and was not shared by the Provincial Government.

The revenue from Civil works was chiefly local, Rs. 5,13,000, and only a small sum of Rs. 3000 was the Provincial portion. The local receipts under this head were made up chiefly of tolls, 3 lacs, ferries, one lac, contribution Rs. 53,000, revenue retained for charges of collection, about Rs. 46,000, and miscellaneous, Rs. 10,000. These receipts made up a total of Rs. 5,13,000, the actuals for 1891-92 being Rs. 5,09,000.

## CHAPTER IX.

THE PROVINCIAL BUDGET (*Continued.*)

## EXPENDITURE.

## REFUNDS AND DRAWBACKS.

To take up next the expenditure side of the Bombay Provincial budget for 1893-94, the first head of expenditure is Refunds and Drawbacks. The expenditure under this head was estimated at  $6\frac{2}{3}$  lacs in 1893-94, the actuals for 1891-92 being  $7\frac{1}{4}$  lacs. These were purely Imperial heads of refunds and drawbacks under salt and customs of Rs. 1,80,000, and there were the divided heads of land revenue, stamps, excise, assessed taxes, forest and registration, the total Imperial being about 5 lacs, and the total Provincial being about 2 lacs, the proportions being the same as those of the receipts shared. There were also Rs. 5,000 of refunds and drawbacks under Local. The disbursements are of a very miscellaneous character, and liable to vary from year to year.

## ASSIGNMENTS AND COMPENSATION.

Assignments and Compensation is the next item of expenditure. It was estimated in the budget of 1893-94 at nearly 97 lacs, the actuals for 1891-92 being slightly over 100 lacs. The sum paid as compensation under this item is partly Imperial,  $3\frac{1}{3}$  lacs, and partly Provincial,  $3\frac{2}{3}$  lacs. This portion of the expenditure is liable to fluctuations. The other portion under Assignments is almost a fixed quantity, and is entirely Provincial. It consists of payments made to Inamdars and other grantees, 80 lacs; and pensions in lieu of resumed lands,  $9\frac{1}{2}$  lacs. The compensation debited to the Imperial share includes sums paid in connection with excise arrangement to native states, Inamdars and to the Bombay Municipality. The total excise compensation came to  $3\frac{3}{4}$

lacks, out of which three fourth share was Imperial and  $\frac{1}{4}$ th Provincial. The Compensation paid to the owners of salt-pans in Portuguese India was Rs. 50,000, which is debited to the Imperial share. The Goa Subsidy, which was 4 lacks, ceased in 1892, and it does not appear in the budget of 1893-94. The salt compensation paid to Native States including Janjera came to Rs. 56,000. Opium compensation, paid to Native States, came to  $1\frac{3}{4}$  lacks. The total compensation under salt, excise and opium came to 7 lacks,  $3\frac{2}{3}$  lacks Imperial, and  $3\frac{2}{3}$  lacks Provincial.

In respect of assignments, it must be noted that sums above Rs. 5,000 paid to Inamdars came to  $1\frac{1}{4}$  lacks, and sums below Rs. 5,000 made up a total of 3 lacks. The total sum paid to Inamdars was thus  $4\frac{1}{4}$  lacks. The sums paid to District and village officers came to a total of  $3\frac{3}{4}$  lacks. The assessment on alienated Inam lands came to  $63\frac{1}{3}$  lacks, net payments made to village and District officers came to 7 lacks and 2 lacks were paid to village-servants useful communities. The total sums paid on account of assessment on alienated lands thus came to  $72\frac{1}{2}$  lacks. As regards Pensions in lieu of resumed lands, their total is  $9\frac{1}{2}$  lacks made up thus:—Varshasans Rs. 80,000, Devasthanans  $2\frac{1}{2}$  lacks and the assessment of alienated lands under this head 6 lacks of rupees. Of the Varshasans, the total Dakshina grant comes to Rs. 20,683, out of which nearly Rs. 16,000 are devoted to Daxina Fellowships. The other payments of Rewards to authors, about Rs. 1,400, and allowances and contributions to the extent of Rs. 3,000, are debited to the same fund and accounts for the total of the Daxina grant to Rs. 20,683. The other Varshasans come to about Rs. 6,000.

It will be seen from these details that both these heads of expenditure, especially the item of assignment are mere adjustment heads, the nominal expenditure being for the most part counterbalanced by the nominal credits under Land Revenue noticed under receipts.

## LAND REVENUE.

Land Revenue expenditure was estimated in the budget at  $69\frac{1}{2}$  lacs, the actuals for 1891-92 being  $66\frac{1}{2}$  lacs, though a small portion—merely in the way of an account adjustment— $3\frac{2}{3}$  lacs was Local. The Provincial total is made up of (1) nearly 30 lacs, being charges of District Administration, (2) nearly  $6\frac{1}{2}$  lacs being the charges of Survey and Settlement, (3)  $1\frac{2}{3}$  lacs being charges of Land Records and Agriculture (4) and nearly 28 lacs, being the allowances paid to district and village officers. The Local consists chiefly of allowances for district and village officers.

Under the first head, there are 11 Senior Collectors, paid at the rate of Rs. 2,325 a month, and 11 Junior Collectors, paid at the rate of Rs. 1,800 a month, and two Deputy Commissioners, whose salaries rise from Rs. 1,200 to Rs. 1,500. The salaries of these 24 officers come to about  $5\frac{1}{2}$  lacs against  $5\frac{1}{4}$  lacs in 1891-92. The number of first and second Assistant Collectors in 1893-94 was 42 in all, of whom 21 were first Assistant Collectors against 18 in 1892-93, drawing salaries rising from Rs. 750 to Rs. 900, and 17 second Assistant Collectors receiving Rs. 600 or Rs. 700 as salaries and 4 Statutory Civilians, each paid Rs. 448 as salary per month. The number of the second Assistant Collectors and Statutory Civilians in 1892 was 16 against 21 in 1893-94. There were besides 29 Supernumerary Assistants in 1893, three Statutory Civilians being included among them, the Assistant Collectors among them, who drew Rs. 400 to Rs. 500 a month and the Statutory Civilians from Rs. 250 to Rs. 400 a month. The charge for the whole batch of Assistant Collectors, 72 officers, was  $6\frac{1}{4}$  lacs against 4 lacs in 1891-92. The total charge for Collectors and their Assistants was thus nearly 12 lacs against  $9\frac{1}{4}$  lacs in 1891-92. There were besides 46 Deputy Collectors and

Magistrates divided into six classes, with salaries ranging from Rs. 300 to Rs. 700, and four Deputy Collectors with salaries ranging from Rs. 400 to Rs. 600 in Sind, and the total charge on this account was  $2\frac{1}{2}$  lacs. The total charge on the Collectors, with the Covenanted Assistants and Deputies, was thus 14 lacs. Half of this charge was transferred to law and justice and this deduction as also the expected savings explain the budget charge of Rs. 6,10,000 under this head against the actuals of nearly 6 lacs in 1891-92.

Their establishment charges came up to another 6 lacs. The establishment consisted of 884 clerks, 732 servants, 20 Treasury Accountants and Chituisas. The travelling allowances of the officers and establishment were together  $1\frac{1}{2}$  lacs. The total charge for the Collectors and their establishment was thus  $13\frac{2}{3}$  lacs against the actuals 13 lacs of 1891-92.

Next came the Mamltdars and Mukteardars, 223 divided into 5 grades, rising from Rs. 100 to Rs. 250 and 36 Mahalkaris. The total charge on their account was 5 lacs. After deducting the moiety transferred to law and justice, this charge was reduced to  $2\frac{1}{3}$  lacs. The Mamltdars' establishment consisting of 2041 clerks and 3671 servants and temporary establishment cost in all nearly 9 lacs which was reduced to  $8\frac{1}{4}$  lacs by a transfer of a portion of the charge to law and justice. The travelling allowance to these officers and their establishments came up to about one lac. The total charge on account of the sub-divisional establishment was thus  $11\frac{1}{2}$  lacs. There were besides 351 Circle Inspectors, drawing salaries from Rs. 25 to 35 a month and the charge on their accounts as also on account of their servants, their travelling allowances and contingencies came up to  $1\frac{2}{3}$  lacs; supplies and services and contingencies came up to  $3\frac{1}{4}$  lacs. These details account for the 30 lacs budgeted charge on account of the Land Revenue establishments. The charge is really 40 lacs, but it is reduced to 30 lacs by the transfer

of a portion to the head of law and justice, as the Collectors and their Assistants and the Mamaltdars also discharge magisterial duties.

The total charge for Survey and Settlement was, as stated above, estimated at  $6\frac{1}{2}$  lacs. The charge for the salaries of the Survey and Settlement Commissioner and his establishment has been saved under the new arrangements by which that office has been amalgamated with that of Director of Agriculture. The whole charge still debited to this head comes to Rs. 3,000. The Talukdari Settlement officer and his establishment represent a charge of Rs. 18,500, out of which Rs. 10,000 are contributed by the estates and the net charges are about Rs. 8,000. The Khoti Settlement Officers' charge comes to Rs. 10,000. The training of Talatis in Survey work costs Rs. 7,000; City Survey charges cost Rs. 7,500, revision of assessment of salt-producing lands costs nearly Rs. 8,000. The total charge for Survey and Settlement parties was thus nearly Rs. 40,000. The cost of the Professional and Cadastral Survey parties consisting of three Superintendents, two Deputies, and two Assistants and four Sub-Assistants, their establishments and allowances, and supplies and services and contingencies came up to nearly 6 lacs. The Officers' charge was  $1\frac{1}{2}$  lacs, the establishments cost  $2\frac{2}{3}$  lacs, allowances Rs. 50,000 and contingencies and supplies cost  $1\frac{1}{2}$  lacs.

The charge for the Director of Agriculture and his one Assistant and two Divisional Inspectors and 29 District and Assistant Inspectors and their allowances and contingencies came up to  $1\frac{1}{2}$  lacs. The Alienation Settlement officer and his establishment cost nearly Rs. 13,000.

The allowance to district and village officers came to nearly 20 lacs, out of which 5 lacs represented the charge for the village executive officers, and nearly 11 lacs for the village accountants; about 2 lacs was the charge for minor village officers



useful to Government; the contingencies came to about 2 lacs. The assessment of alienated land enjoyed by these officers came to nearly 8 lacs making up the total charge for village and Pargana officers of about 28 lacs against  $26\frac{1}{4}$  lacs which were the actuals for 1891-92. The said village officers' charge was  $3\frac{2}{3}$  lacs and the total for the Presidency was thus  $31\frac{1}{2}$  lacs. The total charge on account of Land Revenue was thus nearly 80 lacs, which represented a proportion of nearly 20 per cent. on the total collections amounting to  $4\frac{1}{2}$  crores.

### OPIUM.

The total expenditure under Opium is Imperial and comes to Rs. 26,000, the establishment charge coming to Rs. 11,000, the rents Rs. 14,000, and about Rs. 1,000 contingencies.

### SALT.

Under the head of Salt, the total expenditure budgeted for in 1893-94 slightly exceeds 16 lacs against  $14\frac{1}{2}$  lacs which were the actuals for 1891-92. The total is made thus:—salaries, establishments and contingencies come to  $8\frac{1}{2}$  lacs, salt purchase and freight come to  $3\frac{1}{2}$  lacs, the preventive establishment cost Rs. 4,17,000. Among the superior staff, there was one Collector, 7 Assistant Collectors, one Native Assistant and one Assistant Surgeon. There were ten Superintendents, 55 Inspectors, 26 Sarkarkuns and 9 Darogas, 633 Clerks, and about 5225 servants and Sepoys on the establishment of this Department. The salaries of the superior officers represent a charge of nearly one lac, the establishment charges come to 8 lacs, the allowances come to Rs. 66,000, and the contingencies and services and supplies amount to 2 lacs. These figures include four lacs which was the cost of the Preventive establishments. The only

other item of expenditure is the charge for the purchase of salt and freight which comes to  $3\frac{1}{2}$  lacs. This brings up the total charge to 16 lacs and more as stated above. This represents a charge of nearly 7 per cent. on the total collections of  $2\frac{1}{4}$  crores.

### STAMPS.

The charges on account of stamps were  $2\frac{1}{2}$  lacs, out of which  $\frac{1}{4}$  was Imperial and  $\frac{3}{4}$ ths were Provincial. The charge for superintendence was estimated at Rs. 56,000, the charge on account of general stamps Rs. 60,000, on account of court fee stamps Rs. 39,000, and stamp paper supplied from central stores cost Rs. 90,000. The head quarter charges of the stamp office under an Assistant Superintendent were about Rs. 40,000, and the district charges about Rs. 15,000, representing the charge of 26 district clerks, and one official vendor and two servants. The charges for stamps and court-fees represented commission and discount on sale.

### EXCISE.

The disbursement under excise budgeted for in 1893-94 amounted to a total of Rs. 3,58,000 against  $3\frac{1}{2}$  lacs which represented the actuals for 1891-92. Out of the total expenditure, about Rs. 57,000 represented the charge of the executive establishment at the Presidency town, including an Assistant Collector on, Rs. 500, with 22 Inspectors, 4 Guagers, 5 Clerks, and about 50 Servants. There is also an opium preventive establishment in the Presidency of 4 Inspectors, 5 detectives and 5 servants. In the Mofussil districts, there are as many as 251 Distillery Inspectors who draw salaries ranging from Rs. 12 to Rs. 275. There are besides 2 Supervisors, 7 Guagers 9 Clerks and 172 Servants on the establishment of

these Inspectors. The total charge of these Distillery establishments comes to about 2 lacs. There is besides one Superintendent, 23 clerks and 13 servants attached to the Collector's offices, costing in all Rs. 1,000. Travelling allowances, supplies and services and contingencies make up a total of Rs. 5,000. The percentage charge over the revenue under excise comes to about 4 per cent. The Imperial share of this charge is  $\frac{3}{4}$ ths and the Provincial share  $\frac{1}{4}$  or about Rs. 70,000.

### PROVINCIAL RATES.

Provincial Rates call for no remark. The only charge under this head consists of the remuneration for collecting the local-cess which comes to about Rs. 52,000. This is entirely a local disbursement.

### CUSTOMS.

The expenditure under customs as budgeted for in 1893-94 was  $5\frac{1}{2}$  lacs, against  $5\frac{1}{4}$  lacs which were the actuals for 1891-92. The Customs Commissioner and his personal assistant, with their eight clerks, 11 boat establishments, and 13 servants cost in all about Rs. 55,000. The establishment of the Reporter General of external commerce consists of 45 clerks and 4 servants and represents a charge of Rs. 33,000. With travelling allowances and contingencies, the total charge of the central-establishment comes to Rs. 86,000. There are besides one Collector in Sind drawing Rs 1,500, 8 Assistant Collectors, one Deputy Collector, 16 examiners and appraisers, 8 Sarkarkuns and Darogas, 21 Gaugers and 260 servants in the four circles of Presidency, Guzeratti, Konkan and Sind. There is a large preventive establishment also consisting of one Superintendent and 5 Inspectors, 112 preventive officers, Tally-men, clerks, gate-keepers, about 100 men in the several

boat establishments, 48 on the tobacco establishment, and about 200 other servants. The salaries of all these officers come to a total of 4 lacs. Their allowances, supplies and services and contingencies represent a charge of Rs. 65,000. The total percentage of charges on revenue collected is as high as 16 per cent. under this head. The whole of this expenditure is an Imperial charge.

### ASSESSED TAXES.

The next head of Assessed taxes represents a small expenditure of Rs. 52,000, out of which the charge for the establishment in the Presidency Town comes to Rs. 42,000, and for the mofussil Rs. 10,000. The Presidency charge includes salaries of one Collector on Rs. 700, and an Assistant Collector on Rs. 300, 6 Inspectors on Rs. 100 each, 42 clerks and servants. The mofussil establishment consists only of 12 clerks and 7 servants. The percentage of cost on collections under this head is as low as  $1\frac{1}{2}$  per cent. Half of this charge is Provincial and half Imperial.

### FOREST.

The budgeted expenditure under this department was estimated at  $22\frac{1}{2}$  lacs, against  $19\frac{1}{4}$  lacs for 1891-92 which were the actuals for 1891-92. Half of this charge is Imperial and half Provincial. The principal portion of the expenditure is represented by  $13\frac{1}{2}$  lacs spent on conservancy and works, and about 9 lacs represented the charge of the establishment. The charge for the removal of timber and the produce by Government agency was nearly 9 lacs, the cost being chiefly incurred in respect of firewood and charcoal of which the cost was  $5\frac{1}{2}$  lacs, while the value realized was nearly 9 lacs. The cost of removing timber was nearly 3 lacs, and the value realized was  $8\frac{1}{2}$  lacs. Grass and other minor produce cost  $\frac{1}{2}$

lack to remove, and realized  $1\frac{1}{2}$  lacs. Altogether the charge represented 30 per cent. on the value realized. The charge of timber, firewood, bambus, grass &c. removed by private agency was about  $\frac{1}{2}$  lac and the value realized was over 15 lacs. Rents paid and payments made to shareholders in forests managed by Government cost about Rs. 30,000. Live stock, tools and plants cost Rs. 43,000, roads and buildings cost Rs. 23,000. The cost of demarkation and of surveys was  $1\frac{3}{4}$  lacs. Money spent in actual new plantation was estimated to be about Rs. 20,000. Protection from fire cost Rs. 33,000, other works and miscellaneous cost about Rs. 80,000, and compensation for land and rights cost Rs. 17,000.

As regards establishment charges, there were two conservators of forests whose annual salaries Rs. 11,000 and Rs. 16,000 came to Rs. 32,000 in all. There were besides one 1st Grade Deputy Conservator, Rs. 900, one 2nd Grade, Rs. 800, 4 in the 3rd Grade, Rs. 650, 2 in the 4th Grade with salaries of Rs. 550 and Rs. 450 respectively. There were again one Assistant Conservator on Rs. 450, 2 on Rs. 350, two on Rs. 300, two on Rs. 250, and one on Rs. 200. The total charge of these superior officers came in all to  $2\frac{1}{2}$  lacs. Lower still there were 11 rangers, 50 foresters, 904 guards, 47 clerks, and 47 servants. The charge of the subordinate establishment was in all about 5 lacs of rupees. Travelling allowances and contingencies added  $1\frac{1}{2}$  lacs to this main charge. The percentage charge on Revenue collected under this head was as high as 70 per cent.

## REGISTRATION.

The total charge under this head was estimated at Rs. 2,82,000 against 3 lacs which were the actuals for 1891-92. The charge for superintendence was Rs. 8,000 and the District charge was  $2\frac{3}{4}$  lacs. The whole charge was

divided equally between the Provincial and Imperial Treasuries. The charge for superintendence was chiefly represented by the salaries of 4 Inspectors under the special registration clauses of the Relief Act, their clerks and servants and allowances and contingencies. Under the District charges was included the charge of the Registrar for Bombay and 172 Special Sub-registrars and Village Registrars. Of the Special Sub-registrars, one drew Rs. 111 per month, five were paid Rs. 75 a month, 8 received Rs. 50 to 60 per month, 27 received Rs. 50 per month, 12 received Rs. 45 per month, one had Rs. 40 per month, 25 received Rs. 35 per month, 16 received Rs. 30 per month, 22 received Rs. 25 per month, 12 received Rs. 20 per month, one received Rs. 18 per month, 21 received Rs. 15 per month, 19 received Rs. 12 per month, one received Rs. 8 and one Rs. 5 per month. The total salaries of these 172 officers came to Rs. 72,000. per year. There were besides 118 clerks and 34 servants. The cost of 193 Village Registrars in connection with the Relief Act was about Rs. 31,500. The charge for commissions paid to Sub-Registrars and Village Registrars came to Rs. 1,10,000. Travelling allowances and contingencies and supplies and services came to about Rs. 18,000 in all.

### INTEREST.

The disbursements under this head as budgeted for in 1893-94 were  $4\frac{1}{2}$  lacks against  $4\frac{1}{2}$  lacks, the actuals for 1891-92. Excepting a small local item of Rs. 11,000 which represented the interest on miscellaneous accounts, the whole of these disbursements belonged to the Imperial accounts. The total of  $4\frac{1}{2}$  lacks of the Imperial share was made up of the interest on Educational endowments, Rs. 13,000, interest on charitable endowments, Rs. 32,000, interest on Uncovenanted Service Family Pension Fund, Rs. 82,000, interest on Presidency Savings Bank

deposits, Rs. 1,03,000, soldier's Savings Bank deposits, Rs. 9,000, interest on Uncovenanted Service Fund Life Assurance Branch, Rs. 3,000; and interest on miscellaneous accounts, Rs. 19,000. This last item was made up of interest on Local Fund Pension Fund, Rs. 4,000, interest on Administrator-General's deposits, Rs. 10,000 and other accounts, Rs. 5,000. Of the Educational endowments, the endowed Funds of Sir J. J. School of arts and industry yielded Rs. 5,000 as interest, the scholarship Funds attached to the old Elphinstone College yielded Rs. 4,300 as interest. Of the charitable Funds, Sir J. J. Hospital Fund yielded Rs. 12,000 as interest, the Parsi Benevolent Institution Fund yielded Rs. 12,000 as interest, and the David Sassoon Reformatory yielded Rs. 1,500.

### POST OFFICE.

The only Provincial expenditure under this head was in connection with the District Post and slightly exceeded one lack of Rupees. This sum represented the salary of one Superintendent on Rs. 600, 13 Inspectors, 17 Clerks, 10 village Post-masters, 19 Postmen, 178 village Postmen, and 50 runners. The rest of the expenditure on Post offices is all Imperial and is not shown in the Provincial budgets.

### MINT.

The disbursements under this head as budgeted for in 1893-94 were 5 lacks against the actuals of nearly 4 lacks of 1891-92. The whole of this expenditure is Imperial. It includes the salary of the Mint Master, Rs. 3,000 per month, one Assistant on Rs. 500, one Accountant on Rs. 600, 17 clerks, 18 guards, 3 bullion keepers and 5 servants. The cost of the whole establishment comes to Rs. 43,000. There are besides 7 Foremen, 2 engineers, 3 melters, 193

mechanics and labourers. Including temporary establishment allowances, and contingencies and supplies, the total charge of the Mint-Master's establishment comes to  $2\frac{2}{3}$  lacs. The Assay-Master receives Rs 2,250 as his salary per month and his Deputy receives Rs. 1,200 per month. The establishment consists of 6 Head Assistants and clerks, and 14 servants. Together with allowances and contingencies, this charge comes to about Rs. 50,000. The total charge on account of Mint and Assay-Master's establishments comes to  $3\frac{1}{2}$  lacs, and one lac more represents the loss on coinage and about Rs. 80,000 are required for the purchase of local stores. These additions bring up the total to nearly 5 lacs.

#### • GENERAL ADMINISTRATION.

The total disbursements budgeted for in 1893-94 under this head were  $18\frac{1}{2}$  lacs against the actuals of nearly 18 lacs of 1891-92. Out of this sum  $4\frac{1}{2}$  lacs represent Imperial expenditure, about 14 lacs is Provincial expenditure, and about Rs. 57,000 is local expenditure.

Of the expenditure charged to the Imperial Treasury, the expenditure on Civil Offices of account and audit amounts to  $2\frac{1}{4}$  lacs, the Currency Department cost Rs. 85,000, and the allowances paid to the Presidency Bank came up to Rs. 81,000. The Accountant-General, with his Deputy and two Assistants, one Probationer and two chief Superintendents represented a charge of Rs. 88,000. There were besides 11 Superintendents and about 160 clerks with salaries ranging from Rs. 40 to Rs. 500, and 29 servants. The charge on account of these establishments was over  $1\frac{1}{2}$  lacs. Allowances and contingencies brought up the total to  $2\frac{2}{3}$  lacs. The cost of the local fund establishments—one Superintendent and 15 clerks, and one servant—came up to Rs 1,5000.



As regards currency, the Assistant Accountant-General was in charge of this work and received Rs. 1,000 per month. The establishment consisting of 68 clerks and 31 servants with allowances and contingencies brought up this charge to Rs. 86,000.

As regards the allowances paid to the Presidency Bank, Rs. 14,000 were paid for general Treasury duties, Rs. 38,000 for duties connected with the Government Savings Banks and Rs. 20,000 for duties connected with Public debt.

Of the Provincial expenditure under this head, the cost of the Staff and Household of the Governor with the tour expenses came to one lack of Rupees. It included the Private Secretary's salary, the salary of the Civil Surgeon and Apothecary, the Private Secretary's clerk on Rs. 350, and the Military Secretary's clerk, 43 servants and 45 men on the band establishment. Travelling allowances, Rs. 20,000, supplies and services, Rs. 5,000, contingencies, Rs. 16,000, and tour expenses Rs. 6,000 were also included in this total of a lack of Rupees. The charge on account of the Executive Council was 1½ lacks, chiefly made up of the salaries of the two Executive members of Council. The charge on account of the Civil Secretariat was 4 lacks and on account of the Military Secretariat ¾ lacks of Rupees. There are in all one Chief Secretary drawing Rs. 3,750 per month, one other Secretary drawing Rs. 3,125, and one Military Secretary drawing Rs. 2,000 per month. The Chief Secretary has one Assistant and 2 Under-Secretaries, 18 Superintendents, 46 clerks and 22 servants. The other Secretary has one Assistant and one Under-Secretary, 30 Superintendents, 27 clerks and 28 servants. The Military Secretary has one Assistant Secretary, 8 Superintendents, 17 clerks and 14 servants. There is besides a separate Director of Records and a Record-Keeper, and the cost of their establishments comes to Rs. 12,000. The Oriental Translator, and

his establishment of 3 Translators, 20 clerks, and 8 servants cost in all Rs. 40,000.

The total charge on account of the 4 Commissioners, including the Sind Commissioner, comes to about 3½ lacks. The Sind Commissioner has two highly paid Assistants and one Daftardar, and there are 18 clerks and 30 servants on his establishment. The total charge of the Sind Commissioner comes to 1½ lacks of Rupees. The other three Commissioners have two Assistants each, with 35 clerks and 61 servants. Their total charge comes to 2½ lacks.

The charge on account of the general establishment of Local Funds comes to Rs. 1,15,000, out of which half is Local and half Provincial, giving employment to 221 clerks and 94 servants.

Lastly comes the charge on account of the Inspector-General of Registration and Stamps and Jails. The Inspector-General draws Rs. 2,000 a month and he has under him 4 Inspectors, 12 clerks, and 10 servants. The total charge on account of this establishment comes to Rs. 54,000.

These are the principal items of the Provincial expenditure under General Administration.

## CONTENTS.

### Proceedings of the Sabha :—

- I. Memorial to the Government of India regarding the Provincial Service of the Bombay Presidency.
- II. Memorial to the Government of India on the Financial Position of the Government of India.

### Independent Section :—

- I. Decentralization of Provincial Finance. — Provincial Budget.
- II. Mr. Justice Ranade on "Matters Educational."

# SARVAJANIK SABHA

Established on the 1st of Chaitra Shaka 1792 i. e. 2nd April 1870  
for representing the wants and wishes of the inhabitants of  
the Deccan, being appointed on a popular elective  
system under rules framed for the purpose.

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Receipts  
Nos.

P. A.

October 1893.

82	R. S. Krishnarao M. Bhojpat ...	...	...	8-8
83	A. D. Yeshwantrao V. Athale ...	...	...	4-4
84	" Martand V. Sbrozi ...	...	...	25-0
85	" Motilal Lalubhai ...	...	...	12-12
86	" Chunnal Jiwandal ...	...	...	4-4
87	" Laxman Jagannath Vaidya ...	...	...	8-4
88	" Abaji V. Parohit ...	...	...	9-8
89	" Vishnu Keshav Munte ...	...	...	12-12
90	" Bhimrao Appaji Mahajan ...	...	...	25-0

100-4

November 1893.

91	Shrimant Bhansabai Bhuskute ...	...	...	8-8
92	R. S. Sitaram Narayan Pandit ...	...	...	25-8
93	" Ganesh Shrikrishna Khaperde ...	...	...	9-8
94	" N. Chetnagar ...	...	...	4-4
95	" Laxman Gopal Deshrankh ...	...	...	4-4
96	" B. Tirumachari ...	...	...	5-8
97	" Gangadhar Anant Bhat ...	...	...	17-0
98	" Vasudho H. Karve ...	...	...	12-12
99	" K. G. Shrinivas ...	...	...	7-0
100	" A. S. Nagarkar ...	...	...	4-4

97-

December 1893.

101	Mr. Shridhar Narayan Sathaye ...	...	...	4-4
-----	----------------------------------	-----	-----	-----

4-4

January 1894.

1	Secretary N. G. L. Kolhapur ...	...	...	4-4
---	---------------------------------	-----	-----	-----

4-4

February 1894.

2	H. H. the Nabab Sahib of Cambay ...	...	...	6-12
3	The Supt. of Thuggy and Dacoity ...	...	...	12-12
4	The Private Secretary to H. H. the Viceroy ...	...	...	4-4
5	T. B. Subhakar Chaudhral ...	...	...	28-6
6	H. H. the Maharaja of Ludhiana ...	...	...	4-4
7	P. S. Santamrao Anant Parajpe ...	...	...	4-4

55-10

# PROCEEDINGS OF THE SABHA.

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## THE PROVINCIAL SERVICE.

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The following representation was addressed by the Poona Sarvajanic Sabha, to the Secretary to the Government of India, Home Department, Calcutta, on the subject of the Provincial Service of the Presidency and the Rules drafted by the Local Government to regulate first admissions to that Service.

No. 31 of 1894.

SARVAJANIK SABHA ROOMS,  
Poona, 11th February 1894.

To,

THE SECRETARY TO THE GOVERNMENT OF INDIA

Home Department,

CALCUTTA.

Sir,—I have been directed by the Managing Committee of the Poona Sarvajanic Sabha to submit, for the favourable consideration of the Government of India, the following representation in regard to the rules, which, the Sabha understands, have been framed by the Bombay Government for regulating first admissions to the new Provincial Service of this Presidency, and which are now awaiting the final sanction of the Government of India. These rules, the Committee of the Sabha regrets to say, have not been formally or authoritatively communicated to the public by the Local Government for discussion and criticism, as seems to have been done by the Government of Madras, but a fairly complete outline of them appeared about two weeks ago in an influential and usually well-informed Anglo-Indian newspaper of Bombay; and it is mainly on this outline that the Committee of the Sabha has based this memorial. If the summary of the proposals of the Local Government given by the *Times of India*—corroborating in almost every particular the rumours that had been current some time previously on the subject—proves to be, in any respect, defective, the criticism of the Sabha will necessarily have to be, to that extent, modified. The

Sabha applied some time ago to the Local Government to be supplied with a copy of the draft rules, so that its representation might be free from this element of uncertainty; but no reply has as yet been received to that application. And as it is now nearly two years since the Government of India issued its resolution on the subject of the Provincial Service, announcing that rules to regulate first admissions would follow, and as the outline that has appeared in the press appears to correctly represent the proposals of the Local Government, inasmuch as there has yet been no contradiction on the subject, the Committee of the Sabha has thought it to be its duty, in view of the large interests involved in the question and the wide feeling of dissatisfaction and alarm evoked by the new proposals, to submit its representation on the subject even in the absence of a formal and authoritative communication from the Local Government.

2. From the summary that has appeared in the *Times of India* and, subsequent to that, in other papers, the Committee of the Sabha gathers that the scheme proposed by the Local Government is as follows:—

(1). The new Provincial Service will consist of all subordinate Judgeships and Small Cause Court Judgeships on the Judicial side, and all Deputy Collectorships on the Executive side, together with the eighteen posts detached from the Schedule of the Act of 1861. The Mamlatdars, on the Executive side, will be left out of the new service.

(2). The service will be recruited partly by open competition, partly by nomination, and, in very exceptional cases, by promotion from the Subordinate Service.

(3). The number of posts to be thrown open to competition will be notified each year six months before the date of the examination.

(4). The proportions of Hindoos, Mahomedans, Parsees, Eurasians, Europeans &c., who are to enter by the competitive door, will also be notified along with the number of posts.

(5). Candidates for the Competitive Examination will be examined in:—

(a). One of the Vernaculars of the Presidency.



(b). English (sufficient to taste the candidate's capacity to write and understand official reports).

(c). Arithmetic up to Simple Interest.

(d). Algebra up to Simple Equations.

(e). Euclid, Books I and II.

(f). General History of India and England.

(g). A Voluntary Subject (probably as in the case of candidates for the U. S. F. Examination, who, however are examined in at least two voluntary subjects.)

(6). The maximum age-limit for the candidates appearing for the competitive examination will be twenty-five years.

(7). In the case of persons entering the service by Government nomination, no educational test would appear to be prescribed physical fitness and good moral character being alone insisted upon.

(8). Candidates entering the service by open competition, as also those nominated by Government, will be on probation for two years, after which they will have to pass a departmental examination, their confirmation depending on their passing that examination.

(9). Members of the Provincial Service will not be appointed, to the posts detached from the schedule of the Act of 1861—(1) until all members of the Covenanted Civil Service, who joined the service before 1861, have been provided for; and (2) after that, until the members of the Statutory Service have been provided for.

3. These proposals are so retrograde in their character, and will prove, if carried into effect, so disastrous to the general interests of the Presidency and the interests of efficiency of administration in particular, that the Sabha owns to a feeling of surprise and disappointment that they should have emanated from so responsible an authority as the Local Government. Already the results of the labours of the Public Service Commission have been highly unsatisfactory and disappointing. This Commission, which was appointed "to devise a scheme which may reasonably be hoped to possess the necessary elements of finality and to do full justice to the claims of the people of India to higher and more extensive employment in the Public Service," recommended a scheme which, after all was

not so favourable to the natives as the arrangements which were in force before the appointment of the Commission. Then the despatch of the Secretary of State, No. 104, dated 12th September, 1889, to the Government of India on the subject of the Commission's Report, rendered that scheme still more unfavourable, first by reducing the number and quality of the posts to be detached from the schedule of the Act of 1861 and, secondly, by refusing to have recourse to Parliamentary legislation in the matter as suggested by the Commission. And now coming after so many retrograde steps, the new rules of the Bombay Government, calculated as they are to seriously impair the efficiency of administration and retard the general progress of the Province, have naturally filled the public mind with great alarm and dismay. The Committee of the Sabha, therefore most earnestly prays that the Government of India will be pleased to withhold its sanction to these rules and direct the Local Government to so modify them as to leave no room for the objections which have been so justly urged against them in the press since their publication and which the Committee of the Sabha would beg leave to set forth below.

4. And first as regards the exclusion of Mamlatdars from the Provincial Service. The Committee of the Sabha respectfully submits that this exclusion will not fail to result in very serious injury to the best interests of the administration, inasmuch as it is bound not only to impair administrative efficiency, but also to materially lower the standard of official morality among the Mamlatdars and thereby work incalculable mischief to the masses of the people. The Committee is aware that this exclusion is in accordance with a suggestion thrown out by the Public Service Commission in discussing where the line between the Provincial Service and the Subordinate Service should be drawn. The Commission thus observes:—"In the Executive Service of the several Provinces, a more or less distinct line of division can be found between, on the one hand, the appointments of Deputy Collectors, or extra Assistant Commissioners, and, on the other hand, the appointments of Tahsildars, Mamlatdars or Mukhtyarkars. A cardinal difference exists between the ordinary duties which appertain to officers belonging to these two classes. Moreover, the evidence before the Commission shows that it is undesirable to recruit directly for the appointment of Tahsildars, and any lower

low for the general standard which it is desired to introduce for that service. For these reasons, the Commission would indicate the line between these classes of appointments as that which it would be disposed to recommend as the line of separation between the Provincial and Subordinate Executive Services." It is, however clear from this extract that the Commission would have had no objection to the inclusion of the Mamlatdarships in the Provincial Service, if it had been satisfied that direct recruitment for these posts, such as was held to be desirable for the Provincial Service, was not incompatible with efficient administration. The Commission seems to have been influenced in this matter by the opinion that it was not possible for persons recruited for the Provincial Service to acquire in their two year's period of probation all that knowledge of administrative details which it is essential for Mamlatdars to possess. Now the Committee of the Sabha would point out that this opinion is entirely opposed to actual experience, so far as this Presidency at any rate is concerned. Indeed, the rules passed by the Government of Sir Richard Temple on this subject in 1878, as also those passed by Lord Beay's Government in 1885 in modification of the former rules, expressly recognize that if only the persons recruited for Mamlatdarships were men possessing as high educational qualifications as those implied in a University degree, two years' preliminary training, or even a year and-a-half's, was quite sufficient to qualify them for the duties of Mamlatdarship. The rules of 1878 lay down—and those of 1885 reiterate this—that a graduate of the University should, eighteen months after his joining the revenue line, (till 1883, this period was twelve months instead of eighteen) submit himself to a departmental examination, known as the Lower Standard Examination, that six months after passing this examination, he should appear for another departmental examination, known as the Higher Standard Examination, and that on his passing the latter successfully, he would be declared duly qualified for the duties of a Mamlatdar. Thus in the opinion of no less an authority than the Bombay Government, a two years' preliminary training at the most is sufficient for a person, possessing the educational qualifications of a graduate of the University, to fit him for the work of a Mamlatdar. The Committee of the Sabha is persuaded that the Commission lost sight of this point on account of its bracketing together in its remarks the Mamlatdars of Bombay with the Tahsildars of Madras, North-Western Provinces, Panjab and Central Provinces and the Sub-Division-

Collectors of Bengal. The remark of the Commission that it was undesirable to recruit direct for the posts of Tahsildars, Mamlatdars, &c., appears to the Committee to be for the most part correct, as applied to the class of men who used to be appointed, up to the time of the Commission's inquiry, Tahsildars in Madras, North-Western Provinces, Punjab and Central Provinces, and Sub-Deputy Collectors in Bengal. Appendix K to the Commission's Report gives the modes of recruiting these officers in the various Provinces from which it is clear that at the time of the Commission's inquiry no high educational attainments were required in these officers in those Provinces and that they were, for the most part, men that had risen from the lowest ministerial grades. But the Bombay Presidency has been honourably distinguished in this matter from the sister Provinces for the last fifteen years. In the inquiry of the Public Service Commission, no witness had anything to say against the Bombay Mamlatdars. The rules of 1878 referred to above practically reserved all Mamlatdarships for graduates of the University, subject to certain limitations for safeguarding the interests of non-graduates already of considerable standing in the service. And though these rules came to be, to some extent, modified in 1885, they still laid down that two out of every three Mamlatdarships should be bestowed on graduates of the University. These rules of 1885 are still in force, and the Committee of the Sabha has no hesitation in declaring that their operation has been decidedly helpful to the establishment of a higher standard of official morality among this class of officials in the Presidency and the securing of a higher degree of administrative efficiency.

The Committee would next point out that the remark of the Commission about direct recruitment for the posts of Mamlatdars is, to some extent, inconsistent with what it says in paragraph 82 of its Report. In that paragraph it is observed:—"The weight of the evidence tendered before the Commission is, moreover, clearly to the effect that persons of the 'amlaah' or lower ministerial class do not, as a rule, possess the qualities required on the part of officers holding such a responsible position as that of Tahsildar, especially when it is remembered that the intricacies and difficulties of the administration have an inevitable tendency to increase, and that they demand increasingly high qualifications on the part of those whose duty it is to cope with them." Now recruit-

ment for these posts could be either direct or by promotion from the lower grades. And yet the Commission holds both methods to be undesirable. What the Commission, perhaps, wanted to recommend was direct recruitment of persons of high educational qualifications, qualified by careful preliminary training for some time. And this has exactly been the actual practice in this Presidency—a practice which, as the Committee has already observed, has done so much to raise the moral standard and the efficiency of the Subordinate Executive Service in this Province.

But all these commendable features of the Bombay system, the Committee feels persuaded, are bound to disappear, if under the new scheme, the Mamlatdars are excluded from the Provincial Service. These features are mainly the result of the wise policy inaugurated by Sir Richard Temple in 1878, viz., that of attracting graduates of the University to the service. But with Mamlatdarships excluded from the Provincial Service, it is not possible that men, with high educational attainments, will care to join the revenue line, when they see that they are, as a rule, not to rise higher than the rank of Mamlatdars; and, in the opinion of the Sabha, such a result would be nothing less than a public misfortune. The importance of securing the best class of men available—both intellectually and morally—for the posts of Mamlatdars must be admitted on all hands and cannot be better expressed than has been done by the Public Service Commission itself. In para. 82 of the Report, the Commission observes:—"On this point the present Commission unreservedly endorses the view expressed by the Indian Famine Commission, that inasmuch as upon the integrity, zeal and ability of the Tahsildar very greatly depend the satisfactory administration of the Tahsil, the proper carrying out of the details of Government, the protection of the people from hardship and oppression, the detection of abuses and the general well-being of the community, it is impossible that such an officer can be too carefully selected. It has been asserted that the standard of official morality among Tahsildars is not, in all cases, as high as could be desired, and the reasons assigned for this alleged defect are (1) the fact that appointments to the post of Tahsildars are not unfrequently made by the promotion of persons who have worked their way up from the lowest ministerial grades of the establishment, and (2) that the system of recruitment for Tahsildars is not everywhere such as to ensure that candidates

possess sufficiently high educational qualifications. As the question was not directly in issue, the Commission considers it sufficient to draw the attention of the Government to the subject, and to suggest that the greatest care should be exercised in the selection of this class of officers." The exclusion of Mamlatdarships from the Provincial Service must, in the opinion of the Sabha, operate as a discouragement to graduates to join the revenue line, and this must once again throw those posts back into the hands of men of low educational status, and consequently also in most cases of low official morality. Another result of the proposed exclusion will be a deterioration in the quality of the work done by Deputy Collectors. At present the Deputy Collectors are mostly men who have been Mamlatdars once, and they can, therefore, supervise the work of the latter in a very efficient manner. Hereafter, recruitment for the posts of Deputy Collectors will be made direct, and this would mean that the Deputy Collectors will have, like Assistant Collectors, very often to depend on their clerks for exercising supervision on the work of Mamlatdars. Another result still of the exclusion will be to lower the status of the Mamlatdar, not merely in his own eyes, but also in those of the public. At present, the Mamlatdars and the Subordinate Judges are officers of equal status and dignity in taluka towns; indeed if there is any difference in favour of any one, it is in favour of the Mamlatdars, who, owing to their peculiar position, naturally loom more largely in the eyes of the public. The exclusion of Mamlatdars, therefore, from the Provincial Service when Subordinate Judges are included therein, must naturally be a point of humiliation to the former, and this needless badge of inferiority is not calculated either to increase their sense of self respect or promote the cause of administrative efficiency or official morality. Again, a comparison of the duties of Mamlatdars with those of Subordinate Judges will show how much heavier and more responsible the work of the former is. The work of a Subordinate Judge is exclusively that of administering civil justice, and he has to decide civil disputes between one ryot and another. The Mamlatdar, on the other hand, has to administer criminal justice and has some civil work, too, inasmuch as he has to dispose of possessory civil suits. He has, again, to settle disputes not only between one ryot and another but between ryots and Government also. To the vast mass of the people, he is the real representative of the *Sirkar*, and his revenue work is of the highest importance. His jurisdiction is large, he has to control a large establishment, and in

connection with the collection of agricultural statistics and general information about the economic condition of the people, he has to do very important work. The smooth working of a number of departments, such as Forest, Abkari, Salt, &c., depends in a large measure upon the cordial co-operation of the Mamlatdar. If, therefore, it is necessary that Subordinate Judges should be members of a superior service, it is even more necessary that Mamlatdars should also be members of that service. The Committee of the Sabha is surprised that the proposal for excluding the Mamlatdars should have received the countenance of the Local Government, because in a letter to the Government of India, dated January 7th, 1888, Mr. W. Lee-Warner, writing as Secretary to the Local Government, proposes to include all quasi-judicial appointments in the Provincial Service, and as Mamlatdarships are quasi-judicial, by reason of the magisterial powers which Mamlatdars exercise, the public had naturally expected to see these posts included in the new service. There is a report that the responsibility of the exclusion rests not on the Local Government, who expressed themselves strongly against it, but on the Government of India, who wanted to secure, as far as possible, uniformity in the rules of the various provinces, and who, therefore, adopted the suggestion of the Public Service Commission in the case of all. The Sabha, however, has already pointed out how the Bombay Mamlatdars are far superior to Tahsildars in other provinces; and it, therefore, hopes that Government will be pleased to reconsider its decision in the matter.

Another consideration in this connection which the Sabha would respectfully urge on the attention of Government is the necessity of protecting the rights and fulfilling the just expectations of the graduates in the revenue line who have not yet become Deputy Collectors. The Committee believes there are about thirty such graduates at present in the service, and the word of the Local Government is pledged to them that they would be appointed Deputy Collectors in due course. Sir Richard Temple's rules of 1878 give the following assurance to all graduates joining the revenue line:—"Promotion from one grade to another of a Mamlatdar's appointment will be regulated by seniority. After serving in all the grades of that office, a graduate will be entitled to the lowest grade of Deputy Collector's appointment, when any such falls vacant." It is on the strength of this assurance that so many

graduates have accepted service in the revenue line in the Presidency, and Government is morally bound to fulfil the just expectations formed by these men. Government has protected the rights of Civilians who entered the service before 1881, and it would be most invidious if the protection given to European officers were to be withheld from native officers under similar circumstances. The Public Service Commission's recommendation on this point is most emphatic and clear. "Finally" the Commission observes, "the Commission desires to explain that its recommendations for the creation of a Provincial Service are subject to due consideration for the rights of existing incumbents of all classes of appointments which may be affected by its proposals. The Commission would on no account recommend the adoption of measures which would directly interfere with the reasonable expectations of deserving officers already in the service of Government. Accordingly the recommendations of the Commission regarding the recruitment of the Provincial Service must be understood as conditional on the introduction of changes in such a way as will prevent any result of this nature." It may also be pointed out that the Madras Government, which has given no express pledge to its Tahsildars, as the Bombay Government has done to its graduate Mamlatdars, proposes to continue for the next seven years the promotion of Tahsildars to the posts of Deputy Collectors in order to fulfil the reasonable expectations of the present Tahsildars. The Committee of the Sabha, therefore, takes it that the Bombay Government will recognize the obligation resting on it to respect the just claims of the thirty graduates at present in its service to be appointed Deputy Collectors. Now at present about two Mamlatdars are on an average promoted every year to the rank of Deputy Collectors; and this means that for the next fifteen years at least there can be no direct recruitment for Deputy Collectorships. The new rules must thus remain inoperative on the executive side for such a long period as fifteen years and the Committee of the Sabha, therefore, suggests that the whole difficulty should be avoided by including the Mamlatdars in the Provincial Service.

5. The next point in the new rules, which has sorely exercised the public mind, is the astonishingly low standard of studies prescribed for the Competitive Examination. The proposed test appears to be even simpler than the Matriculation or the University School Final Examination of the Bombay University. In framing this



curriculum, the opinion of the Public Service Commission on this point would seem to have been entirely ignored. Speaking of the qualifications which should be insisted upon in the case of candidates for the Provincial Service, the Commission observes—"As the conditions of admission to the Imperial Service aim at high English qualifications, so the conditions of admission to the Provincial Service should be framed with a view to secure the best qualifications obtainable in India." It will scarcely be contended that in a Presidency where the University turns out each year graduates by scores and Matriculates by hundreds, a test simpler than even the Matriculation is the highest educational test available. The Commission also observes:—"The qualifications required for admission to the Provincial Service must be such as to give fair promise that the candidates admitted to it will, in time be fit to discharge the duties of high appointments formerly belonging to the Covenanted Service but now to be amalgamated with the Provincial Service, to which members of the Provincial Service will ordinarily in due course be promoted." That the duties of high appointments belonging to the Covenanted Service require an extremely high standard of general education is clear from the fact that the competitive examination held in England every year for recruiting for these appointments aims at securing in the successful candidates the highest educational attainments available in England, as also from the emphatic manner in which Lord Macaulay's Committee, which brought the open competitive examination into being, insisted on the desirability and importance of successful candidates having previously received the best liberal education that England could afford. "It is undoubtedly desirable," wrote this Committee, "that the Civil Servant of the Company should enter on his duties while still young; but it is also desirable that he should have received the best, the most liberal, the most finished education that his native country affords." "Such an education," the Committee of 1854 further observed, "has been proved by experience to be the best preparation for every calling which requires the exercise of the higher powers of the mind." The opinion expressed by Lord Macaulay and his colleagues in the foregoing extracts is so weighty and sound that the Sabha entirely fails to understand how the Local Government could ever think of acting in such violent and pronounced opposition to it. In this matter it was from the beginning the most earnest wish of the Sabha that the competitive test for the Provincial Service should be,

as far as practicable, identical with that prescribed for the London examination for the Civil Service of India. Otherwise members of the Provincial Service, appointed to the posts detached from the schedule of the Act of 1861, were not likely to be held in the same esteem, and to enjoy the same consideration as members of the Indian Civil Service holding similar posts, and this would be court- ing for the Provincial Service the same failure as that of the Statutory Civil Service. Roughly speaking, the subjects for the London examination for the Civil Service of India are, for the most part, those prescribed by the Bombay University for its examination for the degree of M. A. in the various groups, and an approxi- mately identical test with the London one would, therefore, have been secured for the Provincial Service of this Presidency, if Go- vernment had proposed to examine candidates in the subjects making the several M. A. groups of the Bombay University. Such a test would in no way have been regarded by the public as too severe, especially in view of the fact that while the age limit for the Civil Service of India is 23 years, that for the Provincial Service is proposed to be 25. At any rate, Government ought to have prescribed for the proposed examination all the subjects con- stituting the various groups for the B. A. Examination of the Bombay University. This was, the Committee of the Sabha submits, the very least that it was necessary for Government to do to main- tain the degree of administrative efficiency existing at present. The Sabha begs leave to point out that at present most of the Subordi- nate Judges and Small Causes Court Judges in this Presidency are graduates in Law, which graduation requires the previous obtain- ing of a degree in Arts; and that a large number of Mamlatdars and Deputy Collectors are also graduates. The work of both these classes of officers has repeatedly been spoken of by Government in terms of high commendation. In the letter of Mr. Lea-Warner, already referred to, the Government of Bombay justly takes credit to itself for this great preponderance of men possessing University degrees in its service. Government must be aware that high educational qualifications, such as are implied in a University degree, do not merely indicate intellectual development, though this, latter is, in itself, highly valuable and necessary, but they also represent a high moral sense and an awakening of sympathy with the mass of the population without which no officer can discharge his duties worthily and well. The University studies have a ten-

gency to "open, invigorate, and enrich the mind," to borrow the words of Macaulay's Committee and constitute an essential preparation for men seeking to be employed in posts of high trust under Government. The extremely low test proposed by Government will inevitably lower the standard of administrative efficiency and official morality at present obtaining in this Presidency, and will give the people a class of officials wanting in general sympathies and in breadth of view. The proposal is of so retrograde a nature and is fraught with such detriment to the Public Service of this Presidency that the Committee of the Sabha feels it cannot protest too earnestly or too emphatically against it. And it, therefore, respectfully entreats the Government of India to direct the local Government to abandon it unreservedly and prescribe a test which will be equivalent at least to the curriculum of the B. A. degree of the Bombay University in the various groups.

The Committee of the Sabha presumes that the competitive test proposed by Government is intended to be the test for both branches of the Provincial Service, Judicial and Executive, and that persons who pass this test will be appointed to the posts of Subordinate Judges on their passing a departmental examination. If this is what is intended, Government will have to repeal Section 22 of the Bombay Civil Courts Act (XIV. of 1869), which requires that all recruitment for the posts of Subordinate Judges should be made from the ranks of those who have passed either the LL. B. Examination or the High Court Pleader's Examination. The Committee of the Sabha submits that the proposed method must prove highly detrimental to the efficiency of the Judicial line. There was an absolute unanimity of opinion among all classes of witnesses examined by the Public Service Commission that the Subordinate Judges were an exceptionally efficient class of officers. This state of things is solely due to the fact that very high legal attainments are required by law on the part of those who seek to be appointed to the posts of Subordinate Judges. The present proposal would most needlessly interfere with and impair the existing high standard of judicial efficiency, as a mere departmental law test cannot be expected to be as rigorous or even nearly as rigorous as that of the LL. B. Examination or the High Court Pleader's Examination. The present departmental Law examinations, for instance, are not even one-tenth as stiff as those which Subordinate Judges have to pass. The Committee of the Sabha would;

therefore, most earnestly request that the present mode of recruitment for Subordinate Judgeships should be continued as it is, and that a test as high as the one suggested in the foregoing paragraph should be prescribed for entrance into the Provincial Service on the executive side. The Committee would point out that the proposals of the Madras Government are framed on these lines. The Madras rules lay down that recruitment for Subordinate Judgeships would continue to be made as hitherto, and that the competitive test proposed is for providing entrance into the executive branch of the Provincial Service.

6. The proposal to recruit the new service partly by open competition and partly by pure Government nomination is also open to grave objection. In the first place, it is opposed to the recommendation of the Public Service Commission on the point. In para. 82 of its Report, the Commission speaks of the "objections that are justly felt to a system of nomination" and holds that in Lower Bengal, Bombay and Madras, a system of open competition would be found to work most satisfactorily. The recommendation of the Commission is, however, severely criticised in Mr. Lee-Warner's letter, already twice referred to above. In that letter, the Bombay Government speaks of the Commission's suggestion as a proposal that Government should "abdicate its responsible function of nomination in favour of a Board of Examiners, who are to conduct an open or limited competitive examination." After stating that the Bombay Government is unable to accept the recommendation of the Commission, Mr. Lee-Warner thus proceeds:—"The protection of the less advanced classes in Bombay is a recognised feature of the educational system and finds a place in the scholarship rules that have lately been issued. It seems evident to this Government that in a great variety of communities, divided by sharp lines of creed and caste, some principle of representation must be secured, and no open competition can provide this. There is a second danger incurred in a competitive system, apart from that of its want of adaptation to the principle of representation. The needs of various departments demand an essential variety of attainments, and the system of nomination enables Government to select from a high level of general educational qualifications the individual whose special aptitude for the particular qualifications, whether mental, moral or physical, of each department, is most obvious." The Committee of the Sabha

would submit, that although open competition may not always succeed in selecting the best men, as a general rule it is far more safe and more reliable than a system of Government nomination. A system of nomination can work well and yield the results claimed for it by its advocates, only if the selecting authority has an intimate knowledge of all the candidates and knows them all in an equal degree. It is obvious that such intimate and equal knowledge of candidates is not possible on the part of a body like the Government of a Presidency, which, for making the selection, must, in the nature of things, depend upon its officers, who in their turn must rely on their subordinates or friends, and thus, even with the best intentions on the part of the selecting authorities, the question often ultimately becomes not one of which candidate is best qualified, but one of which candidate can bring to bear the greatest influence and pressure. The utter failure of the Statutory Service system is, in the opinion of the Committee of the Sabha, a standing illustration of the defects inseparable from a system of nomination. Open competition, on the other hand, has been found to succeed remarkably well wherever it has been tried. No one contends that it is an absolutely perfect system, but, on the whole, it can be trusted far better to make proper selections than a system of nomination. The undoubted success of open competition in the matter of recruiting Subordinate Judges may be cited as an illustration of the merits of that system. In this respect also the rules of the Madras Government are superior to those of the Bombay Government. The Madras Government proposes that two out of every three vacancies should be filled by open competition, and the third as far as possible by promotion from the Subordinate Service. Of course, Government must reserve to itself the power to make direct appointments to the Provincial Service in extraordinary cases, but such appointments should be very exceptional and should find no place in the scheme of recruitment. The Committee of the Sabha would, therefore, suggest the adoption of the Madras plan in the matter in this Presidency, so that, on the one hand, the Provincial Service should be expressly secured against the evils of recruitment by direct nomination and, on the other, some prospect of promotion should be held forth to the Subordinate Service as recommended by the Public Service Commission, so as to ensure greater efficiency and integrity on the part of the highest officials of that service than would otherwise be possible.

7. Another most objectionable feature of the rules under consideration is that they propose a distribution of the posts to be thrown open to competition each year among the various races and castes of this Presidency, irrespective of the results of the competitive examination. The Committee of the Sabha submits that, so far as it is aware, this is the first attempt in the history of British administration in India to dispose of appointments in the Public Service on considerations of race or caste, and that it is absolutely inconsistent with the pledges solemnly given to the people of India in the matter by the Parliamentary Act of 1833, and the gracious Proclamation of Her Majesty the Queen-Empress of 1858. In forwarding the Statute of 1833 to the Government of India, the Court of Directors observed:—"The meaning of the enactment we take to be. . . . that whatever other tests of qualifications may be adopted, distinctions of race or religion shall not be among the number." And again:—"Fitness is henceforth to be the criterion of eligibility." This noble promise was reiterated by Her Majesty the Queen-Empress in her great Proclamation of 1858. The Committee of the Sabha submits that Government would be perfectly justified in granting special facilities to members of the more backward classes to bring them educationally in a line with the classes that are more advanced. But, as far as appointments to the Public Service are concerned, the British Government is irrevocably pledged to bestow them upon the fittest, and the fittest only, irrespective of race, colour or creed. The difficulties also in the way of distributing appointments in the Public Service among the various castes and creeds of the country are so numerous, that any scheme to carry out this object must either prove unworkable or be arbitrary in the extreme, and unfair to large classes of the community. The Committee of the Sabha, submits that a violation of the pledges so solemnly given in 1833 and 1858 would be nothing less than a national misfortune, and it earnestly prays that Government will be pleased to abandon this attempt. The inclusion, again, of Europeans in the list of classes from which the Provincial Service is to be recruited is in direct opposition to the decision of the Secretary of State for India on this point. In his despatch to the Government of India, dated 12th September 1889, Lord Cross, after carefully considering the whole question, announces that he is "unable to agree to the recommendation" of the Commission that Europeans should be allowed to compete for the Provincial Service because "the primary object with which this Commission was

appointed was to extend the employment of natives of India ;" and he further observes :—"The present Uncovenanted Service, in its Executive and Judicial branches, is, as I have shown, essentially a Native Service ; and the Provincial Service ought, in my opinion, to retain the same character." The Sabha, therefore, trusts that in this respect also its observations will receive the favourable consideration of the Government of India.

8. For the reasons stated above, the Committee of the Sabha prays :—

(a) That Mamlatdars should be included in the Provincial Service.

(b) That the competitive test should be raised at least to the level of the B. A. Examination of the Bombay University.

(c) That the recruitment of Subordinate Judges should continue as here-to-fore.

(d) That recruitment on the Executive side should be two-thirds by open competition and one-third by promotion from the Subordinate Service, as provided for by the Government of Madras.

(e) That considerations of race and creed should not enter into account, as has been solemnly promised to the people of this country by Parliament in 1833, and by Her Gracious Majesty in 1858, in recruiting for the Provincial Service, and that, as decided by the Secretary of State, Europeans be not allowed to compete for that service.

In conclusion the Committee of the Sabha would submit that if the proposed rules are not modified on the lines suggested in this memorial, they will prove highly detrimental to the general interests of the Public Service, and will put back the progress of the Presidency by at least a quarter of a century. They will be a severe blow to higher education, inasmuch as a powerful stimulus to University education will have disappeared, when it is realised that the advantages assured to B. A.'s and L.L. B.'s in the matter of employment in the Executive and Judicial branches of the Public Service are taken away. The

present degree of administrative efficiency and integrity will be considerably lowered, and a wide-spread feeling of dissatisfaction and discontent will be the result. It is yet in the power of the Supreme Government to avert all these evil consequences, and it is with this hope that the Sabha has ventured to submit so lengthy a memorial.

I have the honour to be,

Sir,

Your most obedient Servant,

G. K. GOKHALE,

Honorary Secretary, Sarva-janik Sabha, Poona.



MEMORIAL OF THE POONA SARVAJANIK SABHA ON  
THE FINANCIAL POSITION OF INDIA.

No. 45 of 1894.

SARVAJANIK SABHA ROOMS,  
Poona 6th March 1894.

To,

THE SECRETARY TO THE GOVERNMENT OF INDIA  
FINANCE DEPARTMENT,  
CALCUTTA.

Sir,—I have been directed by the Managing Committee of the Poona Sarvajanic Sabha to respectfully submit for the favourable consideration of H. E. the Governor-General in Council the following representation in regard to the grave financial crisis with which the country is at present confronted, and the declaration of the Government policy with reference thereto, made by Mr. Westland in the Supreme Legislative Council on the 1st instant on the occasion of introducing the new Tariff Bill. The condition of Indian finance has now become so serious, that unless a policy of retrenchment—and retrenchment on an extensive scale—is immediately determined upon and pursued with courage and firmness, the country must drift more and more towards a state which cannot be far removed from bankruptcy. The Committee of the Sabha proposes to address Government on this important subject at some length as soon as the detailed financial statement is issued by the Finance Minister. Meanwhile, for the purposes of this representation, I am directed to confine myself to the new Tariff Bill introduced by Government on Thursday last, and the observations made by the Finance Minister in introducing that Bill.

2. Mr. Westland announced that the financial year about to close would show a deficit of about three and a half crores instead of one and a half crore as anticipated by Sir David Earbour, when he presented to the Council the budget estimates for 1893-94. The position has grown worse by about two crores owing to (1) the average rate of exchange obtained by Government during the year being only 1s. 2d. as against 1s. 2½d., the figure taken by Sir D. Barbour in his estimates, and (2) to the exchange compensation allowance granted by Government to its non-domiciled European and Eurasian servants, which has thrown a heavy additional charge on the Indian Exchequer. The Finance Minister says nothing about opium, which is expected to show a heavy fall this year owing to the currency legislation of June last; but perhaps this fall is covered by the normal annual expansion of the general revenue. Mr. Westland proposes to take the average rate of exchange for the next year at the same figure as that obtained

by Government for this year, viz. 1s. 2d. to the rupee, and he, therefore, expects the budget estimates for the next year to show the same deficit as the revised estimates of this year, viz. 3½ crores of rupees. Part of this, i. e. Rs. 1,400,000, he proposes to meet by his new Tariff; for the remaining two crores he as yet makes no announcement.

3. In proceeding to consider the Finance Minister's proposals, the Committee of the Sabha begs leave to point out at the outset that Mr. Westland's estimate about the coming year's deficit possesses the same element of uncertainty as that of Sir D. Barbour for the current year. Indeed, if anything, the chances of Mr. Westland's estimate proving an underestimate are greater than those that have caused Sir D. Barbour's anticipated deficit of one and a half crore to swell to over three crores. Sir D. Barbour had taken 1s. 2½d. as the average figure of exchange for his budget calculations; and *that was the rate actually ruling when he framed his estimates*, which must have been about this time last year, though at the time when the estimates were formally presented to the Legislative Council, the rate was lower than 1s. 2½d. to the rupee. Mr. Westland bases his calculations on exchange averaging during the coming year at 1s. 2d.—*a rate considerably higher than that actually prevailing for some time past*. Then, again, when the estimates for 1893-94 were framed, Government had not yet embarked on their policy of the currency legislation of June last, and this source of hope undoubtedly formed some justification for the over-hopeful character of Sir D. Barbour's calculations. There are no reasonable or adequate grounds for the present Finance Minister to allow his estimates to be affected by any similar hope; for the currency legislation of last year, so far as the experience of the past nine months at any rate is concerned, has proved a total failure, and exchange now is lower than it ever was. It should also be remembered that the average rate of exchange for a year is generally lower than that which rules at the time when the budget estimates are framed, inasmuch as, owing to the briskness of the export season in February and March, there is a larger demand for Council and other bills on India in those months than in any other part of the year. The Committee of the Sabha, therefore, fears that the average rate of exchange on which Mr. Westland has based his estimates is too high, and that the deficit which it is necessary to meet in the coming year's budget will be larger than 3½ crores.

4. Speaking of the causes, which have brought about the present embarrassed condition of the Indian Treasury, Mr. Westland thus observed:—“Our revenue is falling seriously short of our expenditure, but of this, there is now one cause and one cause only. It is that the fall in the value of the rupee has of late been increasing the burden of our sterling payments in a ratio which far outstrips any possible

increase to be hoped for in our revenues. And as exchange, and exchange only, is the burden of my song, I have had some figures prepared which will show with reference to this item, the extent to which the charge has affected our financial position in the past and the acute degree to which we are suffering from it in the present." The hon'ble member then went on to "try to satisfy" the members of the Council that "it is not from any cause avoidable by our own efforts or by reason of any laxity either in developing revenue or controlling expenditure that we come before them to-day to ask for increased powers of taxation." With due difference to Mr. Westland the Committee of the Sabha begs leave to demur to this statement of the case. It is true that exchange has, during recent years, steadily and even rapidly gone down; but it is also true that during this period the expenditure of Government has risen almost by leaps and bounds. A few broad facts to which the Committee of the Sabha respectfully invites the attention of H. E. the Viceroy will illustrate the meaning of the Committee. From the close of the beneficent administration of Lord Ripon, i. e. during the last ten years nearly, the total expenditure of the country has increased from 71 crores to over 92 crores a year, i. e. by more than 21 crores. A small part of this increase undoubtedly is more nominal than real; but about 10½ crores represents actual increase, exclusive of exchange, under the four heads of Army. Salaries and expenses of the Civil Departments, Miscellaneous Civil Charges (consisting for the most part of superannuation allowances and Pensions and Civil Furlough and Absentee Allowances) and direct demands on revenue; whereas only 6½ crores represents the added burden thrown on the Exchequer by the fall in the exchange value of silver. The Committee of the Sabha would point out that, whereas retrenchment and remission of public burdens were the watchwords of the righteous policy of Lord Ripon, resulting in increased prosperity of the country and increased contentment and loyalty of the people, frontier wars and foreign annexations under the name of military preparedness and a wasteful increase of public expenditure have been the distinguishing features of the policy of the last two Viceroys, which has resulted in exhausting, for purposes of taxation, almost all the resources of the country, and causing much misery and discontent over the land. During the administrations of these two Viceroys the expenditure on the Army, exclusive of exchange, has increased from less than sixteen crores in 1884-85 to over twenty crores in 1893-94, that on salaries and expenses of civil departments has gone up from about 11½ crores to 14½ crores: the direct demands on revenue have risen from eight crores and 45 lakhs to ten crores and forty lakhs; and the charges for civil pensions and furlough and absentee allowances have mounted up from about 2½ crores to over four crores of rupees. While exchange is thus responsible for an increase of only 6½ crores a year, the four heads

of expenditure mentioned above account for an increase of  $10\frac{1}{2}$  crores of rupees. Even if the increase under these heads, due to the annexation of Upper Burmah be deducted, they would still show an increase of about nine crores of rupees. (There is really no reason why the increase on account of Upper Burmah under these heads, i. e. about  $1\frac{1}{2}$  crores of rupees should be deducted, because Upper Burmah in spite of the assurances given at the time of its annexation still continues to cost this country nearly  $1\frac{1}{2}$  crore a year). Mr. Westland is, of course, technically right when he says that if only exchange had maintained itself at 1s. 8d. to the rupee, the account of this country would have shown substantial surpluses year after year. But if it is permissible to argue in this manner, it might with even greater cogency be urged on the other side that if only Lord Dufferin and Lord Lansdowne had been content to walk in the footsteps of Lord Ripon the annual accounts would have shown, with even a lower rate of exchange than that ruling at present, annual surpluses to the extent of five or six crores of rupees or even more. But it can hardly be contended with seriousness that this way of looking at things is either a sound or a reasonable one. And with this protest against the manner in which Mr. Westland has tried to explain away the full significance of the present financial crisis, the Committee of the Sabha would beg leave to proceed to a consideration of the Government proposals to meet the anticipated deficit.

5. Mr. Westland calculates the deficit for the next year at  $3\frac{1}{2}$  crores; and he proposes to meet Rs. 1,200,000 of this deficit by imposing a five per cent. import duty, the imports of cotton goods being however exempted from the payment of this duty; and Rs. 200,000 by doubling the duty on petroleum. With regard to the remaining amount of the deficit, no declaration has yet been made in an authoritative manner, but the Sabha gathers from writings in the *Pioneer*, whose information about official intentions generally turns out to be remarkably accurate, that it is intended to resume the famine insurance grant to the extent of Rs. 1,100,000 and that for the remainder Government trusts to the retrenchment and to the normal expansions of revenue. The Committee of the Sabha regrets to say that these proposals will be received throughout the country with feelings of deep disappointment and regret. The increase in the duty on petroleum will undoubtedly bring in a small additional revenue of about twenty lakhs; but it will, with equal certainty, cause a great hardship to the very poorest classes of the population. Kerosine oil may at present be very cheap, but it is exactly for that reason that it is used so largely by the masses of the people. In 1886, on the occasion of the imposition of the income tax it was publicly stated by no less an authority than Lord Dufferin that the masses of the country were already contributing more than their

fair share to the public revenues, inasmuch as the burden of the salt tax fell principally on them. The duty on salt then stood at rupees two a maund. Since that time this duty has been enhanced by eight annas per maund, and a duty of eight per cent has been imposed on petroleum. Both these taxes fall chiefly on the poorer classes, and the Committee of the Sabha submits that it is absolutely unfair to impose any additional burden on them. The Committee, therefore, prays that Government will be pleased to abandon this idea of doubling the duty on petroleum. The resumption of the famine insurance grant is also open to very serious objection. On this point the Sabha would respectfully submit that if the obligatory character of this allotment is not to be recognized, and the grant is liable to be diverted to any purposes other than those of famine insurance, at the discretion of the Government of India, the sooner the extra taxation imposed on its account is remitted the better. For, with this latitude about its use, it is inevitable that it should be a tempting standing surplus to be seized under every possible pretext, and this cannot fail to have the most unfortunate effect on the tendency of the public expenditure to increase faster than it should. But the most objectionable part of the Government proposals is the exemption of cotton goods from the operation of the proposed import duty. Whatever may be the official explanation on this subject it will be difficult for the people of India to resist the conclusion that this exemption is a concession to the selfish and ignorant cry of a body of English merchants, and that the fancied interests of the latter are allowed to override not merely the interests of Indian revenue but also important considerations of State policy in India. The Committee of the Sabha submits that at so critical a time in the financial history of the country it is the most imperative duty of Government to withstand successfully all pressure from Manchester in the matter. Otherwise the impression is sure to go forth in the country—and it would be most unfortunate if it should go forth—that Government has deliberately sacrificed the interests of the Indian people in order to keep the manufacturers of Lancashire in good humour. The Committee of the Sabha begs to point out that the cry of these manufacturers that an import duty on cotton goods would give a sort of protection to the cotton industry of India is utterly hollow and meaningless, inasmuch as there is practically no competition in the Indian market between most of the imported English goods and the product of Indian mills. The imports of English goods have ranged during the past five years from 25 crores of rupees to 28 crores a year, and the Sabha understands that they are for the most part of that finer quality which the Indian mills do not produce. Under these circumstances, any duty on the large bulk of these imported goods must fall entirely on the consumers and not on the

producers. What the Sabha has said above about the product of Indian mills applies equally to mills in British territory and in Native States, as also to the out-turn of hand-loom. The Committee, therefore submits that it is absolutely essential, if any import duties are to be imposed, not to exempt cotton goods from the operation of those duties. The inclusion of metals in the list of articles to be taxed is also open to the economic objection that it would practically be a tax on capital, most of the metals imported being necessary for the metal industries of the country. Lastly, the Sabha would point out that an import duty of even five per cent, on silver, would further prejudicially affect the interests of those Indian industries which export their products to silver-using countries such as the mill industry of Bombay, which has already suffered so much from the currency legislation of June last.

6. The measures which the Sabha would respectfully recommend for meeting the anticipated deficits of  $3\frac{1}{2}$  crores are as follows:—

(a) An import duty of five per cent *ad valorem* on most of the articles proposed to be taxed by Government, as also on all cotton goods. This would realise a sum of about two crores of rupees.

(b) A reconsideration of the recent order of Lord Lansdowne's Government granting exchange compensation allowance to its non-domiciled European and Eurasian employes. With exchange at 1s. 2d. to the rupee this allowance must come to over a crore of rupees. The Committee of the Sabha has already submitted its views to Government on this subject. The very least that Government ought to do in this matter is—(1) to exclude Eurasians from the benefit of the grant; (2) to confine the allowance to those Europeans only who make actual remittances to England; (3) to confine it further to those who came out to India before the rupee had fallen below 1s. 6d.; and (4) to reduce the maximum limit on which the allowances is to be granted from £ 1,000 to £ 500. The Sabha believes that a modification of the compensation rules on these lines would release about half the sum, or fifty lakhs of rupees.

(c) The postponement to a more favourable time of the expenditure that yet remains to be incurred in connection with Special Defence Works, which comes to about 43 lakhs of rupees.

These measures will suffice to meet about three crores of the anticipated deficit. Retrenchment and the normal expansion of revenue might be trusted to cover the remaining half crore.

7. Coming now to a detailed consideration of these measures, the Committee thinks it need not add much to what it has already said above on the subject of import duties. The Sabha is strongly in

favour of levying import duties for revenue purposes, and it has all along felt that their abolition some years ago, was a most needless sacrifice of a very legitimate source of revenue. It endorses the view of the Herschell Committee that their re-imposition would not give rise to any opposition to this country, and would even be popular as far as it is possible for taxation to be popular. But although the re-imposition of these duties, with cotton goods subjected to them would meet with general approval in this country, nothing is more calculated to render these duties hateful in the eyes of the Indian public than the exclusion of cotton goods from the list of articles to be subjected to them. The Committee, therefore, repeats its request that Government will be pleased to include cotton goods in the list. As regards the exchange compensation allowance the Committee of the Sabha feels that it cannot give adequate expression to the feeling of indignation which has been roused in the country by this free gift of more than a crore of rupees on the part of Government to the richest class of its servants at a time of such grave financial difficulty. The conduct of Government in this matter has been such as to furnish substantial justification to the charge that in its eyes the interests of the services are of greater importance than those of the people. The payment of the allowance to all non-domiciled European and Eurasian servants indiscriminately, irrespective of whether they actually made any remittances to England or not, the granting of the concession even to those who came out to this country after the rupee had fallen below 1s. 6d. as also to those who would be employed hereafter, the bracketing together of Europeans and Eurasians for purposes of the concession, although the latter have never been known to claim a domicile out of India, and have all along as natives of India actually shared in the advantages conferred upon the natives of this country by the act of 1870 in the matter of public employment—these and other objectionable features of this compensation scheme were strongly protested against by the Sabha some time ago in a lengthy memorial, and the Committee of the Sabha feels it to be its duty to earnestly renew that protest. The concession has involved very serious injustice to the poor taxpayer of this country, and the very least that Government ought to do to remedy this evil is to reduce the additional charge involved by modifying the scheme on the lines suggested above. As regards the third measure proposed by the Sabha, the Committee need only point out that in addition to the usual annual expenditure on military works the country has borne, during the last seven years, an extra burden of about five crores of rupees for these Special Defence Works out of its current revenues, and that it may, therefore well demand a respite for a time in connection with these works. Sir D. Barbour stated last year that according to the original estimates of these Special Defence

Works only about forty-three lakhs of rupees would remain to be expended on them by the beginning of 1894-95. The Committee therefore, thinks that there need be no difficulty in postponing this expenditure of forty-three lakhs to some more convenient time.

8. In conclusion, the Committee of the Sabha submits that whether Government adheres to its own proposals or modifies them in the light of the criticism passed on them by the Sabha and other associations, and by the public press, these measures will enable Government only to tide over the immediate crisis. For restoring a permanent equilibrium to the country between its revenue and its expenditure and for placing its finances on a sounder basis in the future, a courageous policy of large and rigorous retrenchment in the various departments of the State is required. On this subject, however, the Sabha will address a separate communication to Government at an early date.

I have the honor to be,

Sir,

Your most obedient Servant,

G. K. GOKHALE,

Honorary Secretary, Poona Sarvajanik Sabha.



# DECENTRALIZATION OF PROVINCIAL FINANCE

## CHAPTER X.

### PROVINCIAL BUDGET.

( EXPENDITURE SIDE )

The next great head of expenditure is represented by the charges for the administration of Justice. The whole charge is entirely Provincial, and the Budget figure for 1893-94 exceeded  $44\frac{1}{2}$  lacks of Rupees, the actuals for 1891-92 being nearly 44 lacks. Of the sub-heads under this item, the principal ones are (1) six and a half lacks of Rupees which represent the charge for the High Court; (2) one and three quarter lacks, which is the charge for law officers; (3) nineteen lacks which represent the charge for civil and Sessions and Sub-Judge's Courts; (4) twelve and three quarter lacks which is the charge for Criminal Courts; (5) nearly  $2\frac{1}{2}$  lacks represent the charge of Small Causes Courts; (6) about Rs. 84,000 is the charge for Presidency Magistrate's Courts; (7) Rs. 42,000 represent the charge of the Sind Judicial Commissioner's Court; (8) about Rs. 13,000 represent the charge for the Coroner's court, and (9) Rs. 4,000 represent refunds.

Taking the sub-heads separately, the pay of the Chief Justice and six Puisne Judges of the High Court comes to a total of nearly  $3\frac{1}{4}$  lacks, being half the total charges of the High Court. The remaining  $3\frac{1}{4}$  lacks represent the charge of the establishment. This establishment on the original side consists of the Prothonotary and Deputy Registrars and Judges' clerks, in all six officers, whose total salaries come to about Rs. 60,000, while the subordinate establishment, consisting in all of 66 clerks, servants and Chopdars, together with contingencies and supplies, cost in all about Rs. 35,000. The Prothonotary's establishment thus costs nearly a lack of Rupees. About half a lack of Rupees represents the

charge of the Commissioner for taking accounts and of the Master in Equity. The establishment of the Clerk of the Insolvency Court costs about Rs. 4,500, the clerk himself being paid by fees which are not brought to account, but come to a very large figure estimated at Rs. 3,000 a month. The charge of the Clerk of the Crown and his establishment comes to about Rs. 10,000. The Sheriff is paid from fees which are not brought into the accounts, but the Deputy Sheriff and his establishment cost Rs. 18,000. The Official Assignee's establishment costs Rs. 3,000 a year, but the Official Assignee himself is paid from fees. Finally, the translator's establishment, consisting of 15 translators and 14 clerks, besides servants, cost in all Rs. 44,000. Adding up all these charges, the establishments on the original side cost in all 2½ lacks of Rupees.

The charges of the establishment on the appellate side of the High Court come to about 1½ lacks. The Registrar and his two assistants, with their establishment of 42 clerks and 48 servants, cost in all Rs. 75,000. The nine translators and their establishment cost in all Rs. 20,000. The Reporter and his assistant cost Rs. 12,000. Contingencies and other charges come to about Rs. 12,000. The whole charge of 6½ lacks is thus distributed between all the departments of the High Court.

The law officers of Government consist of the Advocate General with a salary of Rs. 2,000 a month, the Solicitor to Government with a salary of Rs. 2,500 a month, the Legal Remembrancer whose salary comes to nearly that of the Advocate General, the Government Pleader who works in the High Court on a fixed salary of Rs. 300 a month, and gets besides fees according to work done, which come to about Rs. 7,000 a year. There are besides on the infussil establishment one Government Pleader and Prosecutor, who is paid Rs. 400 a month, and twenty

District Government Pleaders, with salaries ranging from Rs. 20 to Rs. 150. The fees paid to these officers come to a round total of Rs. 4,000. The head quarters law officers' charges, including establishments and contingencies, come to about a lack of Rupees, and the mofussil Government Pleaders and their establishments cost in all Rs. 75,000. The total charge of 1½ lacks is thus distributed between Bombay and the mofussil in this Presidency. The Coroner and his surgeon, with clerks, interpreters and other charges, cost in all about Rs. 1,000 a month, the coroner's pay being Rs. 300, and the surgeon's pay charged to this establishment is Rs. 200 a month.

We next come to the Presidency Magistrates' Court in Bombay. There are four Magistrates with salaries ranging from Rs. 600 to Rs. 2,000, and one chief clerk on Rs. 500 a month. The total charge is nearly Rs. 60,000. The clerks and interpreters and servants and contingencies represent a total cost of about Rs. 25,000 a year. The Judicial Commissioner in Sind receives Rs. 2,500 a month, and his Registrar Rs. 200 a month. His other charges come to about Rs. 11,000, and the total charges come to Rs. 42,000.

The next sub-head is represented by the cost of the Civil and Sessions Courts. The total charge on account of District and Sessions Judges Courts comes to 7½ lacks, and the charge on account of Sub-Judges Courts comes to about 8 lacks of Rupees. There are 8 first grade district and Sessions' Judges receiving Rs. 2,350 a month, five second grade Judges receiving Rs. 1,800 a month, 3 third grade Judges receiving Rs. 1,600 a month, and 2 Joint Judges receiving Rs. 1,100 a month. There were besides in 1892 six Assistant Judges of three grades, two in each grade, with salaries ranging from Rs. 600 in the third grade, to Rs. 800 in the second grade, and Rs. 900 in the first grade. In the Budget accounts of 1893, these places are not shown, but there is a transfer

from Land Revenue of a charge of nearly Rs. 60,000 on account of their salaries. The total charge for District and Sessions Judges thus comes to  $4\frac{1}{2}$  lacks of Rupees. The seventeen Nazirs, 302 clerks, and 223 servants, on the establishment of these Courts, cost nearly 2 lacks more, and contingent and other charges come to about a lack—thus raising the total charge of these Courts to  $7\frac{1}{2}$  lacks of Rupees.

There are in all 114 Sub-Judges, 13 in the first class with three grades, and 101 in second class with four grades. The salaries of these officers come to about  $4\frac{1}{2}$  lacks of Rupees. Their establishment of 1,229 clerks and 603 servants costs in all  $3\frac{3}{4}$  lacks of Rupees, and the contingent charges come to about Rs. 20,000, thus raising the total amount to 8 lacks and more. The Deccan Agriculturists Relief Act establishment of one Special Judge with two assistants, clerks and servants and allowances and contingencies, costs in all Rs. 45,000. The figures given above for Civil Courts do not include the charges of the Process serving establishment, which come to about  $3\frac{1}{2}$  lacks, being made up of 172 clerks, and 267 process servers, who are paid out of the process fees. The contingencies and allowances under this head come to about Rs. 10,000. The whole charge on account of Civil and Sessions Courts thus comes to 19 lacks.

The charge on account of the Small Causes Courts comes in all to  $2\frac{1}{2}$  lacks of Rupees, out of which  $1\frac{3}{4}$  lacks represent the cost of the Presidency Small Cause Court, while Rs. 81,000 represent the charge for the mofussil Courts. The Presidency Small Causes Court is presided over by five Judges, with salaries ranging from Rs. 800 to Rs. 2,000, and a Registrar on Rs 500, with two assistants on Rs 25 each. There are seven interpreters and translators, 62 clerks, 42 bailiffs, and 25 other servants, whose total charge comes to Rs. 75,000. There are four mofussil Courts of Small Causes presided over by Judges, three of whom receive Rs. 800 a month, and

one Judge at Poona receives Rs. 900 a month. There are three registrars besides. The charge for these officers comes to about Rs. 45,000, and their 78 clerks and 51 bailiffs and 26 servants cost in all Rs. 30,000. The contingencies and allowances raise the total charge to Rs. 81,000.

The charge for the Criminal Courts is distributed between the two heads of Land Revenue and Law and Justice. The total charge on account of Collectors and Assistants and Deputies comes to 14 lacs and more, out of which Rs. 6,69,000 are transferred from Land Revenue to Law and Justice. Similarly, the total charge for Mamledars &c. comes to about 5 lacs, out of which nearly half the charge or 2½ lacs of Rupees, is transferred to Law and Justice. A similar transfer is made of a portion of the pay of head clerks in Mamledars' offices, which comes to a round figure of Rs. 64,000. These transfers are made on the ground that these Revenue officers of all grades have to discharge Criminal duties, which take up nearly half their time. These three transfer items make up 9½ lacs. The other charges on account of establishments, allowances and contingencies, come to about 2 lacs. There are besides purely judicial officers, namely six city Magistrates, and ten Cantonment Magistrates. The charge on account of these officers, and their establishments and allowances and contingencies, comes to about one lac of Rupees. These details explain the total of 12½ lacs, which is the budget figure for all Criminal Courts.

The charges on account of jails come to a total which ranges from nearly 6 lacs to 6½ lacs of Rupees. It is made up of 3½ lacs of Rupees for district Jails, Rs. 80,000 for Central Jails, Rs. 72,000 for Presidency Jails, Rs. 36,000 for lock-ups, Rs. 54,000 for convict camps, Rs. 12,000 for the Reformatory, Rs. 12,000 for Superintendence charges, and about one lac of Rupees for Jail manufactures.

There are 20 Superintendents of Jails, 53 Jailors and Deputies, and about 200 chief and head warders, and assistants, and matrons, and about 500 menial servants on these Jail establishments. The charge for rations of 560 prisoners in the Presidency Jails comes to Rs. 15,000 per year. The same charge for 1200 prisoners in Central Jails comes to Rs. 35,000. For 800 prisoners in convict camps, it comes to Rs. 30,000, and for 5200 prisoners in District Jails, it comes to Rs. 1,37,000. The diet money charge for 520 prisoners under trial comes to Rs. 21,000. The total charge on account of rations for nearly 8500 prisoners is thus 2½ lacks of Rupees per year, or 2½ Rupees per month per man. This charge includes clothing and bedding charges, but does not include the charge for medicines, which latter is estimated for nearly 2,00 prisoners at Rs. 2,500. The charge for the maintenance of the boys in Industrial and Reformatory Schools comes to Rs. 17,000. The total charge for the medical establishment specially employed in Jails comes to Rs. 25,000, and contingencies and allowances come up to Rs. 33,000. The one lack shown above as the charge for Jail manufactures represents chiefly the cost of the raw materials, and is a nominal charge only, being more than covered by the receipts from sale proceeds.

The next item of expenditure is represented by the Police charges which slightly exceeded 55 lacks of Rupees in 1891-92, and the budget figure for 1893-94 was put down at 56¾ lacks. Of this big total, about 55 lacks represented Provincial charges, and 1½ lacks were local. A portion of the Railway Police establishment is the only Imperial charge under this head.

The Provincial Police charge of 55 lacks is made up principally of the cost of the District Executive Police, which comes to nearly 35 lacks; Village Police cost 9 lacks, Special Police cost 6 lacks, Railway Police 1½ lacks, Presidency Town Police nearly 3 lacks,

Municipal and Cantonment Police 41,000 Rupees, and the charge of the Inspector General and his establishment was Rs. 62,000. The local expenditure on Police consists of a portion of the charge on account of Village Police, Cattle Pounds, and Steamboiler Inspection establishment. The Presidency Town Police consists of a Commissioner and Deputy receiving Rs. 1,700 and Rs. 800 per month respectively, and the total charge for this superintendence comes to Rs. 45,000. There are besides 6 Superintendents with salaries ranging from Rs. 300 to Rs. 450 per month, 20 Inspectors with salaries ranging from Rs. 125 to Rs. 175, 16 European Constables with salaries ranging from Rs. 100 to Rs. 110, 33 mounted police, 28 Jamadars, 61 Hawaldars, and 1106 native constables. The total charge of these Police officers of all ranks with allowances and contingencies amounts to  $3\frac{1}{2}$  lacks of Rupees; out of which the Municipality contributed three lacks, and the charge to Government was about Rs. 68,000. The Cattle Pounds establishment cost Rs. 5,000. The licensing of public conveyances represented a charge of nearly Rs. 9,254, which was wholly paid by the Municipality. The Harbour and Marine Police cost Rs. 38,000, for one Superintendent, 4 European constables, 9 Jamadars, and 87 constables. The Dock-yard Police charge was Rs. 18,000, and represented the salaries of 1 Inspector, 2 European Constables, 4 Jamadars and 77 Native Constables. The Police in charge of Public buildings cost nearly Rs. 15,000, chiefly for the salaries of 107 Constables. There were besides 650 private watchmen and Ramoshies, who cost Rs. 78,000. The Port Trust Police establishment consists of one Superintendent, one Inspector, one European Constable, six Jamadars and Hawaldars, and 76 Native Constables, the total charge coming to Rs. 19,000. The University engaged the services of 4 Police Constables. There were thus in all 8 Superintendents, 23 Inspec-

tors, 28 European Constables, 33 Mounted Police, and 1580 Native Constables, and 650 Ramoshies on service within the limits of the town and harbour of Bombay.

The Police Medical charges come to nearly Rs. 8,000 in the island of Bombay.

The Inspector General, with his personal assistant and 3 Inspectors, represented a charge of nearly Rs. 32,000, and the establishment with allowances and contingencies raised the charge to 62,000 in all. The District Executive Police consists at present of 22 District superintendents divided into 5 grades, with salaries ranging from Rs. 500 to 1,000, 5 assistant superintendents, 7 probationers, and 54 Inspectors. The salaries of these last officers ranged from Rs. 75 to Rs. 250. The total salaries of these officers amounted to a charge of 3½ lacks. There were 6 European constables costing nearly Rs. 600 in all; of the Native Police force, there were 274 chief constables with salaries ranging from Rs. 25 to 95, and six Police prosecutors on Rs. 100 each. The head constables were 2,596 in number, their salaries ranging from Rs. 15 to 30, and finally there were 13,113 constables. The total charge on account of this force of nearly 16,000 constables was 19 lacks per year. The mounted Police Force of nearly 1,200 men costs in round number nearly 4 lacks of Rupees. Allowances, supplies and services, and contingencies on account of the Police force were estimated to cost nearly 5 lacks of rupees. The Punitive Police costs Rs. 20,000, the charge being recovered from the places where the posts are located. The harbour Police costs Rs. 20,000 and the private police service of 156 constables costs Rs. 23,000. The whole total charge for the District Executive Police thus came up to nearly 35 lacks of rupees.

The Municipal and Cantonment Police showed a total charge of Rs. 41,000, and this amount repre-



sented the salary of one Inspector, 5 European constables and 276 Native officers and men.

We have next to consider the Village Police whose total charge slightly exceeds 9 lacs. More than half this amount is represented by the assessment of alienated lands, and about 4 lacs are paid as allowances to village watch-men and police.

As regards the special police, this force is employed chiefly in the Gujrath Native States. The Kattiwar Agency Police includes one Superintendent, 2 Inspectors, 200 mounted police, 20 camel swars, 505 constables, and 133 native officers in the mounted and foot police; the total charge exceeds 2 lacs. The Manikanta Police service charge comes to nearly a lac of Rupees, and includes two Inspectors, 200 constables, 126 mounted police, 15 camel swars, and 46 native officers. The Palanpoor special police force similarly costs Rs. 67,000, and consists of one Inspector, 34 Native officers, 181 constables, 86 mounted police, and 12 camel swars. The Rewacanta Agency Police costs Rs. 27,000 for one Inspector, 12 officers, 100 constables, and 37 mounted police. The total charge for the Gujrath Agency police force thus exceeds 4 lacs. The Bhil and Mowassi corps and camel levy are also classed under this head of special police, and their charge of 2 lacs raises the whole expenditure on special police to over six lacs of Rupees.

The total Railway Police charge to Government exceeds  $1\frac{1}{2}$  lacs. It represents only  $\frac{1}{10}$  of the total cost, the other  $\frac{9}{10}$  being borne by the Railway Companies themselves. The total charges to the companies and to Government are, Rs. 13,000 for the Rajputana Railway, Rs. 42,000 for the North West Railway,  $1\frac{1}{2}$  lacs for the G. I. P. Railway, about Rs. 90,000 for the B. B. C. I. Railway, and about Rs. 70,000 for the Southern Maratha Railway—making a total in all of  $3\frac{1}{2}$  lacs for the Railway Police service.

The Cattle Pounds establishment large comes to  $1\frac{1}{2}$  lacks, and is more than three times covered by the receipts. The steamboiler Inspection service is similarly self-paying, the charges Rs 27,000 being covered by the receipts ( Rs. 48,000. )

The next charge head is Marine, but the details of the expenditure under this head need not detain us long as the charges are only Rs 42,000, and they chiefly represent the charge of the pilot establishment and the shipping master's office in Bombay Harbour. It is not a net charge, being met chiefly out of the receipts which greatly exceed the expenditure.

The next considerable item of expenditure is Education. The total charge was estimated in the budget of 1893-94 at  $34\frac{1}{2}$  lacks, the actuals for 1891-92 being 32 lacks. Half of this charge is Provincial, and half local. The Provincial charge is made up of the grant to the University of Rs. 10,000, since discontinued, the Direction charge which comes to Rs. 45,000, the Inspection charge of  $2\frac{1}{2}$  lacks. Government Colleges, general aid professional, cost  $2\frac{2}{3}$  lacks, Government schools, general and special, cost  $6\frac{2}{3}$  lacks, Grants-in-aid amount to  $4\frac{1}{2}$  lacks, scholarships and miscellaneous items about Rs. 50,000. The local expenditure is represented by the charge on Government schools, general and special, of 14 lacks, Grants-in-aid Rs. 60,000, miscellaneous  $1\frac{2}{3}$  lacks, and scholarships about Rs. 50,000. The Inspectors are 4 in number, with salaries ranging from Rs. 500 to 1250, and there are besides 21 Deputies and 37 Sub-deputies. Their salaries with allowances and contingencies come up to  $2\frac{1}{2}$  lacks.

In the arts colleges, there are 2 Principals, 11 Professors, and 3 Lecturers. Their salaries, with those of the subordinate teachers and establishments, raise this charge to  $1\frac{1}{2}$  lacks. The charge for the Law schools and colleges comes to Rs. 17,000. The charge for the college of Science, with one Principal

two Professors, and 14 subordinate teachers, and including allowances and contingencies, comes to one lack of Rupees.

In regard to the High schools, it may be noted that there are 18 Headmasters and Principals and 357 assistant teachers in these schools, and their salaries, with other establishment charges, come to about  $3\frac{1}{2}$  lacks. Government pays besides nearly Rs. 1,70,000 to municipal schools, thus raising the Provincial charge on secondary education to a total of  $5\frac{1}{2}$  lacks.

The charge for primary schools is chiefly local. There are 9033 masters in these schools, and the charge for their salaries comes to  $11\frac{1}{2}$  lacks. The other miscellaneous charges come to about 2 lacks, thus raising the total charge on Government schools, Primary and secondary, to nearly 19 lacks.

The total charge for four Male Training schools and one Female school comes to Rs. 90,000. The head masters in these schools are 9 in number, with 64 assistant teachers. The School of Arts represents a charge of Rs. 52,000, in all. The charge for one Industrial school maintained by Government is Rs. 20,000. The total charge for special schools is thus  $1\frac{1}{2}$  lacks.

As regards grants-in-aid, four arts colleges, two of these missionary colleges in Bombay, and two private colleges at Ahmedabad and Karachi, receive fixed grants of Rs. 10,000 a year. These are the only grants-in-aid given to colleges. Among secondary schools, the Byculla schools receive the highest grant (Rs. 12,450), and the grant for the education of European and Eurasian children comes very nearly to it, being Rs. 11,000. The European Christian schools thus receive between them nearly half the total grants-in-aid, (Rs. 42,000,) given to secondary schools. The two Mahomedan schools in Bombay and Sind get grants of Rs. 6,000 each, and the Israelite school gets Rs. 2,000 per year. Three Parsi endowed Institutions in Bombay and Surat get between them Rs. 11,500. All these grants are independent of the system of

payment by results. The grant-in-aid given on the system of payment by results comes to the large figure of two lacks of Rupees from Provincial Funds, and Rs. 60,000 from Local Funds, and the building and other grants come to  $1\frac{1}{4}$  lacks. Of the grants to special schools, the contribution to the Victoria technical school is the highest, (Rs. 30,000,) the David Sassoon Reformatory gets a grant of Rs. 3,600, and the training schools and the Engineering School in Karachi gets Rs. 2,000 each. These disbursements raise the total amount of expenditure under grants-in-aid to nearly  $5\frac{1}{4}$  lacks.

The sum spent on account of scholarships represents a total of Rs. 96,000, out of which Rs. 43,000 are spent from Provincial funds, and 53,000 from local funds. The scholarships in Arts Colleges represent an expenditure of Rs. 12,000, in Professional Colleges 4550, in secondary schools,—Rs. 19,200, in special schools, Rs. 7,440, in Primary and middle schools,—Rs. 11,300 and in Training Schools, the amount spent is Rs. 43,000.

The Government Book Depot expenditure represented the large figure of Rs. 1,57,000 in Bombay, and Rs. 16,000 in Sind. This expenditure is more than covered by the receipts. Out of this total, the sum spent in the publication and purchase of books was  $1\frac{1}{2}$  lacks per year.

The Department spends only Rs. 5,200 in grants for the encouragement of literature Rs. 1518 out of Provincial funds, and Rs. 3,700 out of local receipts. This completes our summary of the expenditure on education.

The next item is the expenditure on the Ecclesiastical establishment,—which is an Imperial charge of  $3\frac{1}{4}$  lacks per year in this Presidency. There is one Bishop receiving Rs. 2,133 per month, one Archdeacon with a salary of Rs. 266 per month, one Secretary and Registrar with Rs. 150 per month, 10 senior and 16 Junior chaplains, the former receiving

Rs. 800, and the latter Rs. 500 per month, besides nine Clergymen who receive allowances Rs. 150 per month. This represents the Church of England establishment, and its total cost in salaries is two lacks of Rupees per year, and with allowances and contingencies; the whole cost comes to  $2\frac{1}{2}$  lacks of Rupees. The Scotch Church has 4 chaplains on Rs. 800 each, and the total charge is Rs. 42,000. The Roman Catholic Church has 46 priests, and the total charge on their account is Rs. 10,000 per year. The Wesleyan Church receives Rs. 6,000 on a principle of capitation allowances. The Cemetery charges come to Rs. 9,000, and miscellaneous charges to Rs. 7,000. These details bring up the total expenditure to  $3\frac{1}{4}$  lacks.

We come next to the Medical service which is chiefly a Provincial charge, though a small sum is also spent from local resources. The actual Provincial expenditure for 1891-92 was  $13\frac{1}{4}$  lacks of Rupees, and the local,  $1\frac{3}{4}$  lacks. The budget figures were  $15\frac{1}{4}$  lacks Provincial, and  $1\frac{1}{4}$  lacks local in 1893-94, the total being thus  $16\frac{1}{4}$  lacks. Out of this big total, the medical establishment represented a charge of  $3\frac{1}{4}$  lacks, Hospitals and Dispensaries absorbed nearly 7 lacks, the charge for sanitation and vaccination exceeded three lacks, medical schools and colleges cost nearly two lacks, Lunatic Asylums cost  $1\frac{1}{2}$  lacks, the chemical examiner's establishment represented a charge of Rs. 22,000, grants for medical purposes were Rs. 6,000, and refunds Rs. 1,000.

The medical establishments charge was made up first of the salaries of the Surgeon General and his Secretary receiving Rs. 2,500 and Rs. 800 respectively. The office establishment and contingencies and allowances brought up this charge for Superintendence to Rs. 55,000. Next came the district medical officers, 3 Brigade Surgeons, receiving Rs. 1,050, each, 16 Surgeons Major, receiving salaries ranging from Rs. 750 to 1,030, six Surgeons on Rs. 550 each, and one on Rs. 450. The Presidency Surgeons received besides home rent,

The total charge on account of the District Medical officers was thus 2½ lacks. There were besides 7 Assistant Surgeons, and 52 Apothecaries in the reserve establishment. The total charge for medical establishment was thus raised to 3½ lacks.

Coming next to the charge for Hospitals and Dispensaries, we find that the charge for the Jamshetji Jeejibhoy Hospital was one lack of Rs. in all. The establishment charge in connection with this Hospital comes to nearly Rs. 2,000 a month, and included one House surgeon on Rs. 300, two Apothecaries and assistants, two nurses, two compounders, two stewards, and 95 servants. The diet and clothing of patients represented a charge of Rs. 41,000, and the charge for medicines and instruments was Rs. 16,500. The charge for the Bai Motlibai and Sir D Manikji Hospitals was Rs. 30,000. There were 16 nurses and matrons in this hospital, and one Apothecary and one Assistant whose charges came to Rs. 9,000 in all. The medicines cost Rs. 6,500 and the dieting charges were nearly Rs. 6,000. The charge for the ophthalmic Hospital was Rs. 5,000. The charge for the European General Hospital was Rs. 77,000, more than half of which was represented by the cost of the establishment, one Physician on Rs. 1,250, a month, one Surgeon on Rs. 800, three apothecaries, three Compounders, three matrons, two Stewards, and 56 servants. The dieting and clothing charges were Rs. 18,500, and the medicines cost Rs. 4,250, and contingencies Rs. 8,400. The Gokuldas Tejpal Hospital cost in all Rs. 15,000 to Government, chiefly in the salary and rent of the physician, the other charges being met by the Bombay Municipality. The charge for the Kama female Hospital came up to Rs. 37,000, and the Jaifer Sulaman Dispensary for women cost Rs. 2,200 per year. This hospital and dispensary are chiefly intended for women and children. The establishment charges of both slightly exceeded Rs. 27,000, the dieting and clothing charges were Rs. 6,400, and the

medicines cost about Rs. 2,000. There were three Lady Doctors in charge of the Kama Hospital, one physician on Rs. 700, one surgeon on Rs. 400, and one more surgeon on Rs. 300. There were besides three compounders, 12 nurses, and two matrons and about 22 servants. The Allibless Leper Hospital charge came up to Rs. 9,000. Out of a total charge on Hospitals and Dispensaries amounting to nearly 7 lacs, about 2½ lacs represented the cost to Government of the hospitals in the Presidency Town. The Mofussil Hospitals and Dispensaries represented a total charge of nearly two lacs of Rupees per year being chiefly made up of the salaries of 7 assistant Surgeons, 3 Apothecaries, 41 Hospital Assistants, 35 medical pupils, and 13 compounders. The total charge of these establishments came up to one lac. The clothing and dieting charges came up to Rs. 40,000, and the cost of medicines was about Rs. 28,000.

The Provincial grants-in-aid to mofussil Hospitals and Dispensaries were Rs. 83,000 provided from Provincial funds, and Rs. 94,000 from local resources. There were besides Rs. 18,000 contributed to the Leper-house in Bombay from the Provincial Revenues, and Rs. 1,000 from local Revenues to Leper Asylums. These disbursements raised the total expenditure on hospitals from Provincial funds to nearly 6 lacs, and from local Revenues to nearly one lac of Rupees in the Budget of 1893-94.

The total charge for Sanitation and Vaccination was estimated at Rs. 3,12,000, the actuals for 1891-92 being Rs. 2,81,000. Out of this total Rs. 2,81,000 were Provincial, and Rs. 31,000 local. The Provincial charge represented the salaries of the Sanitary Commissioner (Rs. 1680 per month), for the Sanitary Engineer (Rs. 1,100 per month), 5 Deputy Sanitary Commissioners (Rs. 700 and Rs. 900 per month), the Port Surgeon at Aden, one Health officer in Bombay Port, one Superintendent of Vaccination in Bombay on Rs. 350 a month, and one Assistant Sanitary Commis-

sioner on Rs. 250 a month. The salaries of these officers came up to a total of one lack of rupees per year. These were besides 31 Inspectors, 3 Assistant Superintendents, 303 Vaccinators, 64 clerks, and 351 servants on the establishment. The salaries of these officers represented a total of  $1\frac{1}{2}$  lack of Rupees in all. The contingencies and allowances raised the whole total to Rs. 3,12,000.

We next come to the consideration of the expenditure on the Medical College and Schools. The total expenditure on the Medical College in Bombay was Rs. 1,40,000, out of which  $1\frac{1}{4}$  lacks represented the salaries of the Professors. The Principal was paid Rs. 1,600 a month, one Professor received 1,250, Rs. three received Rs. 1,050 each, two received Rs. 850, the demonstrator received Rs. 350, four minor Professors received Rs. 200 each, and one additional, chemical Professor was paid Rs. 500 per month. There were thus 13 Professors, besides seven minor teachers.

The total charge on account of Medical Schools came to Rs. 38,000, and included the salaries of 7 Assistant Surgeon teachers, and allowances to three Superintendents, and Scholarships to 95 medical pupils.

The Lunatic Asylum cost in all Rs. 1,10,000. The superior establishment charge was Rs. 24,000, being made up of the salaries of one superintendent on Rs. 850, and allowances to 5 superintendents. The Subordinate establishments included one Apothecary, 5 Hospital Assistants, one compounder, one matron, 3 Overseers, 81 warders, and 81 servants in all.

The diet charges came up to Rs. 50,000, the clothing charges were Rs. 5,000, and the purchase of medicines &c. cost about Rs. 1,000 in all.

The Chemical Analyzer gets a salary of Rs. 850 a month, and has two Assistants on Rs. 300 and Rs. 120 per month. The total charge comes to about Rs. 22,000.



The next item of expenditure which calls for notice is what is represented by the Political department. This charge reached a total of 8½ lacks in the actuals of 1891-92, and the budget figure for 1892-94 was 9½ lacks. About ⅔ of this total, or about 6½ lacks is Imperial expenditure, and 3½ lacks are Provincial. The Resident at Aden, with 7 Assistants, one Surgeon, one Registrar, and one Judge of the Court of Small Causes, represent a total charge of one lack of Rupees. The establishments cost ¼ of a lack, and the allowances and contingencies raise the total to 1½ lack of Rupees. The whole of this expenditure is an Imperial charge. The Baroda Residency with its Agent, his three Assistants, one Surgeon, and one Cantonment Magistrate, represent a charge of Rs. 56,000, and the establishment and contingencies, raise the whole charge to ⅔ of a lack of Rupees. This again is an Imperial charge. The two Residencies make up a total of 2½ lacks. The Provincial Political charges are represented by the Kattiawar Political Agency, the Kutch Agency, the agencies in Mahikanta Palanpoor, the Southern Maratha Country, Sawantwadi, and the minor Agencies, such as the one for Sirdars in the Deccan, the Western Bheel Agency and others. The whole of this Provincial charge comes to 3½ lacks of Rupees. The Kattiawar Political Agent has four Assistants, 4 Deputies, one Judicial Assistant, and one Surgeon, two Assistant Surgeons, and one Railway Magistrate under him. The charge on account of these officers and their establishment, with allowances and contingencies, comes to a total of 1½ lacks. The Kutch Agency costs Rs. 28,000, the Mahikanta charge is Rs. 44,000, and the Palanpoor Agency costs Rs. 40,000. The cost of the Southern Maratha Country Agency comes to Rs. 53,000, out of which more than half the amount is made good by the Kolhapur State. The Sawantwadi Agency charge comes to about Rs. 43,000. This last and the minor Agency charges come up to

a total of Rs. 70,000, out of which nearly Rs. 53,000 are recovered from native states, and the net charge to Government for these minor agencies is only Rs 18,500. The total Political Agency charges of 5½ lacks of Rupees shown in the Provincial budget is thus accounted for.

Durbat presents and allowances came up to Rs. 41,000. The charges on account of State Prisoners, such as King Theebaw and the Afghan Sardars came up to Rs. 1,86,000 in the budget of 1893-94, while the actuals in 1891-92 were Rs. 1,20,000. The expenditure incurred in connection with the management of Berbera, Bulhar and Zailati on the Arabian coast comes to a total of 1½ lacks, which is partly covered by the revenues derived from these remote possessions.

The Scientific and Minor department represent a total charge of 3½ lacks, out of which the charge for the preservation of ancient manuscripts and a portion of the Veterinary and stallion charge represent Imperial expenditure. The charges on account of Provincial Museums, public observatories, donations to scientific Societies, model farms, exhibitions and fairs, a portion of the veterinary and stallion charges, Botanical gardens, Inspection of factories, census and Gazetteer and statistical work, examinations, &c making in all a total of 2 lacks and more, represent the Provincial expenditure under this head.

The charges on account of museums and model farms, exhibitions and fairs, veterinary and stallion establishments, and Botanical Gardens, are also partly thrown on local revenue. The principal of these partly Imperial and partly Provincial and Local charges is the charge on account of veterinary and stallion establishments. It comes to a total of Rs, 1,60,000. The Bacteriological Laboratory in Poona comes under this head, and represents a charge of Rs 34,000 which is made up of the salary of the Bacteriologist, a Superintendent of Bacte-

riological survey, and a chemical Assistant. Next comes the charge on account of the salaries of the Principal of the Veterinary College, and the Superintendent Civil Veterinary department who receive respectively Rs. 1,000 and Rs. 900 per month. The charge for the salaries of these five officers comes to nearly Rs. 60,000, and falls upon the Imperial Revenues. The other charges on account of the Veterinary College amounts to Rs. 17,000, and the charge in connection with the veterinary class at Poona is Rs. 3,500, while grants to Veterinary Hospitals and Dispensaries come to Rs. 13,000. These three charges come to Rs. 33,000, and are borne by the Provincial Revenues. The charge for keeping up full and stallion horses comes to Rs. 70,000, and is partly a Provincial charge, and partly a local charge. These details account for the whole of the Veterinary charge of  $1\frac{2}{3}$  lacs.

There is only one Observatory in Bombay, and the charge in respect of it comes to Rs. 16,000. There are only four scientific societies which receive subsidies from Government. The Royal Asiatic Society gets Rs. 3,600 per year, the Geographical Society gets Rs. 600, the Mechanics Institute receives Rs. 300, and the Dnyan Prasarak Society gets Rs. 300. The total expenditure on account of model farms and experimental cultivation came up to about half a lack of Rupees in 1891-92, and the receipts were about Rs. 13,000 in that year. The salaries of the two Superintendents and one Assistant came up to nearly Rs. 15,000 including allowances and establishments charges. The cultivation charges, the total came up to Rs. 12,000, while the experiments cost Rs. 15,000.

The charge on account of the Inspection of factories comes to about Rs. 20,000.

The Reporter on the Native Press and his establishment, representing a charge of nearly Rs. 3,000, is brought to account under this Head.

Next comes the charge on account of Territorial and Political Pensions. The total charge under this head comes to  $8\frac{1}{2}$  lacks of Rupees. Some members of the Peshwas family still receive pensions. So do the Bhosles of Nagpure, the Dhandheres, the Angres, the Jadhavs, Deshmukhas, Patwardhans, Raja Bahadur, the Surat Nabab, the Sumant, the Tanjore Pensioners, the Satara Pensioners, all join company in this list with Afghans and Sind Amirs. The details are too numerous to be properly classified.

The next large head of expenditure is that represented by superannuated pensions, which is partly an Imperial charge, but is chiefly provincial charge and nearly comes up to 16 lacks of Rupees. The Imperial Revenue contributes only Rs. 75,000 to the pensioners in the marine and military departments. The Provincial expenditure is an ever growing charge. In 1892-93, the amount paid as pensions was 15 lacks, and out of this nearly  $1\frac{1}{2}$  lacks of pensions lapsed by death, while new charges were created of Rs. 1,90,000, thus raising the charge to  $15\frac{1}{2}$  lacks. This gives an annual net increase of Rs. 50,000. The pensions under the Land Revenue Department top the list, being  $3\frac{1}{2}$  lacks in all; next came the Police Pensions  $2\frac{3}{4}$  lacks, under the department of law and justice the pensions amounted to Rs. 1,90,000, and under general administration one lack and eight thousands. The Revenue Survey, Customs, and Political, and Education Departments show figures averaging about half a lack each. The salt Department pensions represent a total which exceeds Rs. 40,000. The other departments call for no special notice. Compassionate allowances came up to Rs. 30,000, and other allowances amounted to Rs. 10,000 in all.

The Stationery and the Government Printing Presses Department represents a total charge of  $10\frac{1}{2}$  lacks. The establishment of the Stationery department costs Rs. 30,000. The Central Press establishment charges

came up to nearly 2 lacks of Rupees and the contingencies &c. raised the total charge to about  $2\frac{1}{2}$  lacks. The High Court Press charge was, Rs. 5,000, the Sind Commissioner's Press charge was Rs. 31,000, and the Jail Press at Aden, and the Alienation Department Press cost about Rs. 2,500 between them. The whole charge for the Presses was thus nearly 3 lacks: Private printing to the extent of Rs. 12,000, was also carried on on account of Government.

The stationery purchased in the country represented an expenditure of nearly  $1\frac{1}{2}$  lacks. The stationery supplied from central stores exceeded 3 lacks of Rupees in value.

The Miscellaneous item of expenditure represented a total of  $2\frac{2}{3}$  lacks as budgeted for in 1893-94, against an actual of nearly 4 lacks in 1891-92. It included Imperial, Provincial and Local charges. The Imperial charges were chiefly incurred for unforeseen purposes. The Provincial charges were on account of examination, allowances and rewards for proficiency in languages, purchase of books; European vagrant deportation charges, charges for the destruction of wild beasts, special commissions of inquiry &c. &c.. Many of these Provincial charges were partly defrayed out of the local Revenues also. Donations for charitable purposes are also included in this head, and came to a total of Rs. 56,000. Most of the Institutions helped were Christian Institutions in Bombay, such as the widow's house, the District Benevolent Society, Sailors Home, female workshop, Stranger's Friend Society, Seamen's Rest &c. The European vagrants deportation charge came up to Rs. 9,000. The establishments in charge of Travellers Bungalows were also paid out of this head, and the expenditure came to about Rs. 16,000 per year in all.

The last chief head of expenditure under the Provincial budget is of civil works,—which is mainly local. The sum budgeted for in 1893-94 was  $14\frac{1}{2}$  lacks of Rupees.

against an actual of nearly 13½ lacks in 1891-92. This was the sum spent on local works under the superintendences of the civil department. Original works in the shape of buildings were estimated to cost Rs. 83,000, and new communications had 1½ lacks allotted to them. Miscellaneous Public Improvements were estimated to cost 2½ lacks. The repairs of these three classes of works had 7½ lacks allotted to them. There were in all 160 overseers and maistrees in charge of these local works, and the establishment charge was estimated at ¾ lack of Rupees. There were 92 Road tolls and 174 Ferry tolls kept up, and the charge on their account was Rs. 42,000. Road side trees represented an expenditure of Rs. 92,000 in all in the budget of 1893-94. These several items made up the total of nearly 15 lacks of expenditure on civil works under this head. This closes our summary of the budget of Provincial receipts and expenditure.

It may interest our readers if we summarize the details of the numerical strength of the sanctioned establishments in each department, under the Government of this Presidency. The Land Revenue establishments give employment to (a) 22 Collectors and two Deputy Commissioners, in all 24 officers; (b) 38 Assistant Collectors, who include six Assistant Judges graded as Assistant Collectors; (c) 42 Supernumerary Assistant Collectors; (d) 11 Statutory Civilians; (e) 50 Deputy Collectors and Magistrates; (f) 205 Mamedars and Mukhtyarkars, and 36 Mahalkaries; (g) 20 head treasury accountants, and 16 Chitness graded with the Mamletdars. Under these officers there are 2925 clerks and 4403 Sepoys and servants. There are besides 357 circle Inspectors with 35 servants.

In the stamp department, there are 26 clerks, one official Vendor, and two servants.

In the opium department, there are two Inspectors, 3 warehouse keepers, 3 clerks and 9 servants.

In the excise department, there are 3 Supervisors, 250 Inspectors, 7 gangers, 30 clerks, and 191 servants.

In the Registration Department, there are 4 Inspectors, 173 Registrars and special Sub-Registrars, and 103 Village Registrars, 124 clerks, and 33 servants.

In the Forest Department, there are two Conservators, 22 Deputy Conservators, 7 Assistant Conservators, 10 extra Assistant Conservators, 41 rangers, 146 foresters, 3,266 guards, 148 clerks, and 120 servants.

In the District Post Office Department, there are 14 Superintendents and Inspectors, 17 District clerks, 29 Village Post Masters and Postman, 478 Village Post men and 50 runners.

In the general administration of Local funds branch, there are 103 clerks in the Collector's establishments, and 118 in the local board establishment, and there are 20 servants in the former, and 74 on the latter establishments.

Under the head of Law and Justice, there are (a) 16 Civil and Session Judges (b) two Joint or Assistant Judges besides 6 graded with Assistant Collectors, and (c) 114 Sub Judges. There are 17 Nazirs, 1531 clerks, and 825 servants on the general establishment of these Courts. There are besides on the Process serving establishment 100 clerks and 2016 servants. There are also 21 Government pleaders, with 18 clerks, on the mofussil establishment. There are 4 Judges of mofussil small cause Courts, 3 Registrars, 78 clerks, 59 Bailiffs, and 23 servants in these mofussil courts.

Of the purely Criminal Courts there are 5 City Magistrates, 11 Cantonment Magistrates, with 59 clerks and 64 servants. There are also 162 clerks and 7 servants on the general establishment of Criminal Courts.

Under the head of the District Jails, there are 16 Superintendents, 47 Jailors, 33 clerks, 154 warders; 16 Hospital assistants, and 304 menial servants.

Under the head of Police, there are,—one Inspector general, 22 District Superintendents, 5 Assistant Superintendents, 10 Probationers, 59 Inspectors, 289 Chief Constables and Government Prosecutors, 2683 Head Constables, 13678 Native Constables, 16 European Constables, 1196 mounted Police, 198 clerks, 4 apothecaries and 111 servants. Under the Special Police, there are 1748 men in the rank and file of the Bhil Corps. Movasis corps Bhil neumnuk, and camel levy establishment.

Under the head of education, there are 4 Inspectors, 21 Deputy Inspectors, 38 Sub Deputy Inspectors, 81 clerks and 101 servants.

In Art Colleges, there are 2 Principals, 11 Professors, 3 lecturers, 5 masters and teachers, one Superintendent, 2 Hospital Assistants, 3 clerks and 25 servants.

In the Law Colleges, there are 4 Principals and Professors, one Lecturer, one clerk, and 2 servants.

In the Government Schools there are one Principal, one Vice Principal, one Lady Superintendent, 18 Head masters, 357 Assistant teachers, 5 clerks and 84 servants.

In Primary schools, there are 9048 masters and 275 servants.

In the Training Colleges, there are 8 Principals and 10 Principals, one Lady Superintendent, 64 masters, 8 clerks, and 42 servants.

In the Industrial schools, there are one superintendent, 4 teachers, 15 artificers, 4 clerks, and 2 servants.

In the Ecclesiastical department, there is one Bishop, one Archdeacon, one secretary, 33 chaplains, 9 clergymen, 46 priests, 24 clerks, and 63 servants.

In the Medical service, there are 19 Brigade surgeons and surgeons major, 10 surgeons, 7 Assistant



Surgeons, 3 apothecaries, 4 Hospital assistants, 35 Medical pupils, 13 compounders, and 248 servants.

In the sanitation department, there are one Sanitary Commissioner, one sanitary Engineer, 5 deputy Sanitary Commissioners, one Health Officer, one Post Surgeon, one Superintendent of Vaccination, one Assistant Sanitary Commissioner, 31 Inspectors, one Assistant Superintendent of Vaccination, 64 clerks and 381 servants.

In Medical schools, there are 3 Superintendents, 7 Assistant Surgeons and teachers, 95 pupils and 7 servants.

In Lunatic Asylums there are 6 superintendents, 6 apothecaries, 3 compounders, 4 Matrons, and stewards and 160 servants.

In the Government Bull and stallion departments there are 4 clerks, 5 farriers, 6 Inspectors and 2 servants. There are 116 servants in charge of traveller's Bunglows, and 174 on the Ferry toll establishments, 92 on the Road toll establishments, 160 overseers and maistrees, 363 men on the Road side trees establishment and 20 servants.

## PREFACE.\*

The first seven chapters of this publication were printed, while in the press, to the Accountant General, Bombay Presidency, with the permission of the Government, for correction and suggestions. The Accountant General had the whole carefully examined by Mr. Blakeman, his Assistant in charge of the Budget department. Mr. Cox's letter, and the two notes written by Mr. Blakeman, are printed below, and express their opinion about the work. The additions and corrections suggested have been inserted as Appendices and *Errata* at the end.

ACCOUNTANT GENERAL'S OFFICE,  
*Bombay 5<sup>th</sup> September 1893.*

DEAR SIR,

I have had your Pamphlet checked in my Budget Department, and send you the note which the Superintendent, Mr. Blakeman, has written. I do not think that there is any thing further to say except that I think it would be well to take the actuals for those years for which you have taken only the estimates.

The pamphlet will, I am sure, be very useful.

Yours truly,  
(Sd.) A. F. COX.

### NOTE (A) BY MR. BLAKEMAN.

I have gone through Mr. Ranade's Pamphlet,—*Decentralization of Provincial Finance*, and find that all his main facts and conclusions are correct.

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\* These articles on the *Decentralization of Provincial Finance*, written by the Hon'ble Mr. Justice M. G. Ranade, and kindly placed by him at our disposal, will soon be presented to the public in a pamphlet form and this preface is intended to be Mr. Ranade's preface to that pamphlet.—*Editor's Preface to the Pamphlet.*

*Second Provincial Contract*—The facts are correct, but Mr. Ranade, in reproducing the Statement showing how the contract was worked during the five years 1877-1882 (pages 27 @ 30), has entered for the last year the Budget figures. We have the actuals now, and I have entered them in a separate statement, (Vide Appendix A. ), leaving it to Mr. Ranade to adopt or not as he pleases. If he adopts the actuals, his deductions under each head will require some modification.

*Third Provincial Contract*—correctly compiled. Here also Mr. Ranade, in his statements (pages 41 @ 44), has adopted the Revised Estimates for 1885, and Budget for 1886. We have the actuals for these years now, and I have entered them in a separate statement (Vide Appendix B), leaving it to Mr. Ranade to adopt or not as he chooses. If the actuals are adopted, the deductions under each head will require to be modified. In the statement (page 41), Mr. Ranade has omitted the adjustments under the Land Revenue head. Those have been entered here, as, if they are left out, the grand totals entered in the statement will be out by the amount of these adjustments. A few other corrections in figures have been made throughout the paper.

#### NOTE (B) BY MR. BLAKEMAN.

I have gone through the second part of the Hon'ble Mr. Ranade's paper on the Decentralization of Provincial Finance, and find that all the main facts have been correctly stated.

2. In the comparative statements (pages 61 and 65), approximate actuals are given for 1890-91, and the Budget figures for 1891-92. We have now the actuals for these years, and for purposes of comparison I have had them entered in a separate statement (Appendix C), so that the Hon'ble Mr. Ranade can see at a glance the differences. If he adopts these figures, his conclusions as to the net loss or gain on the several major heads will require modification.

3. The remarks made on the major head "Assignments and compensations" are a little confused. The Hon'ble Mr. Ranade has split up the charges into their component parts, i. e., by minor heads, and in explanation says—"In the course of five years, the charge under the first two heads (Inaudars and Devasthans &c.) remained very near the assigned figure, but under the third head of compensations, it increased by half a lack before 1890-91, and was  $1\frac{1}{2}$  lacks more in the Budget Estimate for 1891-92." The contract grant for "compensations" was 303, the actuals of 1887-88 were 302, of 1888-89 349, of 1889-90, 628, of 1890-91 376, and the Budget for 1891-92 405, so that the increase was of half a lack in 1888-89, in 1889-90  $3\frac{1}{4}$  lacks, and in the Budget one lack. The large increase in 1889-90 was due to large arrear opium compensations. Mr. Ranade's remarks would be correct if they referred to the whole major head, but not, as would seem from the note, if they are meant for the third minor head, —*Compensation*. The figures for the whole major head are:—

	Approximate actuals	Budget
Contract	1890-91	1891-92
1,400	1,462	1,551

4. Page 68-Excise—The total surplus gain to the Provincial revenues was nearly 9 lacks in five years ( $9\frac{1}{2}$  if actuals instead of Budget figures are taken for 1891-92), and not 7 lacks as entered.

5. Page 70—General Administration—the contract grant was 12,57, and not 12,56 as entered.

6. Police P. 71 If actuals are taken for 1891-92, instead of the Budget figures, there will be a small gain to Provincial Revenues, and not a net loss of 3 lacks. Marine P. 72. "Minor" should be "Major."

7. There is nothing else calling for special remarks, but I have in the pamphlet made one or two

## APPENDIX A

Receipts.	Actuals. 1881-82.
Opening Balance ... ..	14,80,033
I. Land Revenue ... ..	69,45,442
IV. Excise ... ..	66,02,602
V. Assessed Taxes ... ..	3,38,472
VII. Customs ... ..	88,079
VIII. Salt ... ..	69,063
X. Stamps ... ..	41,55,512
XI. Registration... ..	2,73,650
XV. Minor Departments ... ..	21,475
XVI. Law and Justice Court of Law ... ..	3,71,118
Do. Jails ... ..	4,18,073
XVII. Police ... ..	2,82,312
XVIII. Marine ... ..	42,964
XIX. Education ... ..	2,31,095
XX. Medical ... ..	87,637
XXI. Stationery and Printing ... ..	53,568
XXII. Interest ... ..	53,417
XXIII. Superannuation ... ..	1,36,075
XXV. Miscellaneous ... ..	1,33,840
XXVIII. Other Public Works ... ..	6,27,554
Contributions ... ..	47,042
Imperial allotment ... ..	1,77,01,510
Grand Total	69,10,775

## Appendix A.—Continued.

Expenditure.	Actual 1881-82
3. Refunds ... ..	2,64,106
4. Land Revenue ... ..	66,53,698
6. Excise ... ..	1,94,828
7. Assessed Taxes ... ..	20,257
9. Customs ... ..	7,72,109
10. Salt ... ..	5,95,797
12. Stamps... ..	1,85,464
13. Registration ... ..	2,33,539
15. Post Office ... ..	88,533
16. Administration, ... ..	12,12,777
17. Mint ... ..	240
18. Minor Departments ... ..	1,50,595
19. Law and Justice—Courts of law	43,37,457
Do. Jails ... ..	7,81,618
20. Police ... ..	40,52,701
21. Marine ... ..	45,959
22. Education ... ..	10,56,081
23. Ecclesiastical ... ..	3,39,161
24. Medical ... ..	11,99,123
25. Stationery and Printing ... ..	4,37,430
26. Political Agencies ... ..	4,879
27. Allowances and assignments... ..	70,21,185
29. Superannuation ... ..	19,79,585
30. Miscellaneous ... ..	2,20,190
31. Other Public Work ... ..	29,24,450
32. Railways ... ..	17,823
Contribution to Local ... ..	5,09,259
Closing Balance ... ..	56,67,873
Grand Total.....	4,01,10,757

## APPENDIX B

Receipts.		1885	1886
1. Land Revenue	... }	2,86,45,408	2,88,47,181
		+ 3,75,941	-17,96,785
III. Salt	... ..	17,322	35,363
IV. Stamps	... ..	22,15,310	23,96,574
V. Excise	... ..	45,02,560	46,31,112
VI. Provincial rates	... ..	55,843	...
VII. Customs	... ..	52,277	54,460
VIII. Assessed Taxes	... ..	6,28,184	6,25,184
IX. Forests	... ..	16,83,143	15,16,328
X. Registration	... ..	1,92,923	1,91,773
XII. Interest	... ..	53,731	53,202
XIII. Post Office	... ..	1,600	1,200
XIV. Telegraph	... ..	3,683	3,093
XVI. Law and Justice	... ..	5,19,620	5,20,666
XVII. Police	... ..	7,20,182	3,04,523
XVIII. Marine	... ..	55,740	55,925
XIX. Education	... ..	2,77,785	2,90,521
XX. Medical	... ..	64,379	1,23,551
XXI. Scientific	... ..	26,610	23,264
XXII. Receipts in end &c.	... ..	1,47,938	1,82,564
XXIII. Stationery and Printing	... ..	62,547	48,729
XXV. Miscellaneous	... ..	1,39,041	47,186
XXXII. Civil Works	... ..	12,71,657	7,59,673
Contributions	... ..	1,09,840	73,256
		41,84,456	3,91,003

Appendix B.—Continued.

Expenditure.	Actuals. 1885.	Actuals 1886.
1. Refunds and Drawback ...	3,02,360	2,82,754
2. Assignments and compensation ...	81,19,702	87,24,724
3. Land Revenue ...	68,74,436	67,32,378
5. Salt ...	8,99,199	9,00,992
6. Stamps ...	1,00,086	1,09,717
7. Excise ...	1,30,601	1,27,931
8. Provincial rates ...	55,824	"
9. Customs ...	4,79,562	4,97,253
10. Assessed Taxes ...	9,944	9,944
11. Forests... ...	9,14,770	9,74,995
12. Registration ...	1,49,975	1,49,373
15. Post Office ...	1,05,918	1,06,889
16. Telegraph ...	5,103	5,355
18. General administration ...	12,75,879	12,32,378
19. Law and Justice ...	50,91,955	50,11,805
20. Police ...	49,20,019	48,60,165
21. Marine ...	61,856	67,614
22. Education ...	13,31,817	16,01,615
24. Medical ...	12,78,273	12,93,474
25. Political... ...	...	...
26. Scientific... ...	2,59,873	2,23,250
29. Superannuation ...	12,28,498	13,06,148
30. Stationery and Printing ...	5,81,191	5,40,886
32. Miscellaneous ...	3,74,108	3,57,994
33. Family relief ...	4,605	...
41. Miscellaneous Railway Expenditure ...	10,152	16,752
45. Civil Works ...	35,72,725	47,94,690
Contributions ...	8,36,572	6,31,201



## APPENDIX C

Receipts.	1890-91	1891-92	1890-91	1891-92
	Approximate Actuals.	Final Budget. Estimate.	Actuals	Actuals
	Rs	Rs.	Rs.	Rs.
Opening Balance.	58,40,867	46,04,869	58,40,867	46,01,994
L Land Revenue }	89,85,856	90,09,000	89,86,076	89,78,398
III. Salt ...	72,07,198	91,98,000	71,05,627	92,44,322
IV. Stamps ...	45,544	46,000	45,538	56,669
V. Excise ...	40,11,375	40,50,000	40,11,756	40,86,259
VII. Customs ...	24,97,536	24,76,000	24,97,667	25,63,654
VIII. Assessed Taxes ...	44,652	44,000	44,630	39,673
IX. Forest ...	16,65,889	16,72,000	16,65,889	17,03,097
X. Registration	16,00,633	17,50,000	16,44,110	16,42,324
XII. Interest ...	2,48,955	2,53,000	2,48,355	2,68,894
XIII. Post office...	2,21,280	2,23,000	2,21,274	2,32,529
XIV. Telegraph...	1,600	2,000	1,600	600
XVI. Law and Justice—	3,000	3,000	3,107	4,157
A—Courts of Law ...	4,00,615	4,08,000	4,00,448	4,06,727
B.—Jails ...	2,16,222	2,15,000	2,19,736	2,18,914
XVII. Police ...	3,77,993	3,55,000	3,86,218	3,89,823
XVIII. Marine ...	63,550	65,000	63,650	68,942
XIX. Education ...	2,69,702	2,73,000	2,69,691	2,80,003
XX. Medical ...	1,12,962	1,15,000	1,13,177	1,13,275
XXI. Scientific & other Minor Departments }	37,701	34,000	37,693	33,279
XXII. Receipts in aid of Superannuation }	2,54,152	2,71,000	2,55,469	2,36,274
XXIII Stationery & Printing }	53,114	61,000	65,493	66,150
XXV. Miscellaneous	96,249	59,000	1,66,028	51,622
XXX. Irrigation Minor Works and Navigation }	10,406	13,000	10,406	16,891
XXXII Civil Works Civil Officers. Public Works Officers ... Contributions	3,065	3,000	3,063	2,74
	8,12,777	7,69,000	8,12,475	7,48,24
	1,76,755	1,43,000	1,73,257	2,96,96
Total Revenue.....	2,94,19,322	3,15,16,000	2,94,00,980	3,17,56,44
Grand Total	2,94,19,322	3,15,16,000	2,94,00,980	3,17,56,44

## Appendix C—Continued.

Hheads of Account.	1890-91	1891-92	1890-91	1891-92
Expenditure.	Actuals.	Budget.	Actuals.	Actuals.
	Rs.	Rs.	Rs.	Rs.
1. Refund & Draw-backs ...	1,88,609	1,88,000	1,88,904	1,86,644
2. Assignments & Compensations...	14,61,682	15,51,000	14,61,300	14,52,818
3. Land Revenue...	56,02,690	59,11,000	56,05,014	56,02,720
6. Stamps ...	1,59,910	1,64,000	1,59,909	1,66,246
7. Excise ...	86,405	91,000	86,405	87,493
10. Assessed Taxes..	27,028	26,000	27,028	25,788
11. Forest ...	9,18,193	10,15,000	9,28,367	9,63,569
12. Registration ...	1,45,913	1,50,000	1,45,913	1,50,453
13. Interest on Ordinary debt ...	1,51,365	1,74,000	1,51,278	1,79,094
14. Interest on other obligations ...	...	...	...	...
15. Post Office ...	1,08,597	1,07,000	1,08,596	1,06,893
16. Telegraph ...	4,000	4,000	3,581	3,850
18. General Administration ...	13,15,662	13,63,000	13,18,167	13,62,282
19. Law & Justice—				
A. Courts of law	44,15,419	44,43,000	44,15,402	43,94,738
B. Jails ...	6,24,612	6,73,000	6,25,247	6,35,653
20. Police ...	46,55,644	52,41,000	46,58,494	48,42,485
21. Marine ...	37,843	41,000	38,275	43,064
22. Education ...	16,50,079	18,00,000	16,50,834	16,35,821
24. Medical ...	12,73,100	13,90,000	12,84,636	13,27,677
25. Political ...	3,51,087	3,62,000	3,52,943	3,25,252
26. Scientific and other Minor Departments...	1,65,411	2,21,000	1,65,610	1,87,420
29. Superannuation Allowances and Pensions ...	15,28,295	15,46,000	15,23,743	15,53,428
30. Stationery and Printing ...	6,15,235	6,28,000	5,84,781	5,83,610
32. Miscellaneous ...	1,67,100	2,16,000	1,66,322	3,61,460
33. Famine Relief...	...	...	...	2,158
37. Construction of Railways ...	...	11,50,000	...	11,72,211
38. State Railways, Interest on Debt	...	5,000	...	...

## Appendix C—Continued.

Head of Account	1890-91	1891-92	1890-91	1891-92
Expenditure.	Actuals	Budget.	Actuals.	Actuals.
	Rs.	Rs.	Rs.	Rs.
41. Railway Surveys	9,107	...	8,173	-918
43. Irrigation Minor Works and Navigation ...	2,59,598	75,000	2,59,517	38,107
45. Civil Works:—				
Civil officers ...	10,507	11,000	10,507	22,097
Public Works				
Officers ...	40,28,756	40,81,000	40,17,092	39,59,535
Contributions...	6,88,483	7,29,000	6,88,765	9,10,657
<b>Total Expenditure</b>	<b>3,06,55,330</b>	<b>3,33,71,000</b>	<b>3,06,39,853</b>	<b>3,22,82,335</b>
Closing Balance....	46,04,869	27,49,869	46,01,994	40,70,106
<b>Grand Total.....</b>	<b>3,52,60,199</b>	<b>3,61,20,869</b>	<b>3,52,41,847</b>	<b>3,63,52,441</b>

ERRATA

(Corrections made by Mr. Blakeman)

Page.	Line or Head.	Incorrect.	Correct.
5	5	to be abolished	to be created or abolished.
7	Under the head of net allotment of 3 Police.	} 34,92,251	34,93,251
8	Under Minor Departments.		
9	7	6,80,644	6,80,284
"	9	32,000	32,060
"	11	2,59,356	2,59,156
10	3	38,87,030	38,87,080
"	6	receipts were	receipts in 1871-72 were.
"	17	11,87,710	11,82,710
"	21	2,04,198	2,04,193
20	6	Bomday	Bombay
27	Under the head of (VIII. Salt)	} 42,897	42,987
28	Under "Imperial allotment."		
"	Under "Grand Total."	} 1,46,95,783	1,46,94,392
"	"Grand Total."	} 3,54,39,990	3,54,38,599
29	Under (12 Stamps)	1,52,272	1,52,292
30	Under "closing balance"	} 14,81,424	14,80,033
"	"Grand Total."		
"	"Provincial Surplus"	} 3,46,927	3,78,556
39	3	3,45,15,000	3,42,45,000
"	22	25 $\frac{1}{2}$	25 $\frac{1}{7}$
"	37	found	bound
41	Read between "Land Revenue and Salt" under the heads of:—		
	actuals 1882	...	- 960970
	" 1883	...	+ 186755
	" 1884	...	+ 248972
	" 1885	...	+ 822000
	" 1886	...	- 1786000

ERRATA—Continued.

Page.	Line or head.	Incorrect.	Correct.
41	Under "Excise Budget' 1886	42,98,000	42,78,000
42	Under "Medical Actuals" 1882	59,228	59,288
"	Under "Total Revenues Sanctioned"	2,70,64,930	2,80,25,900
43	Under "Salt Budget 1886"	9,96,000	9,86,000
44	Under "Miscellaneous Railway expenditure Actuals 1883	1,24,115	-1,24,115
"	Contribution Sanctioned	5,52,000	4,52,000
46	30	90,000	7,600
47	34	about lacks	about 8 lacks
53	9	5,000	4,000
60	13	Assessed	Assessed
68	17	7	9½
69	2	32	33 actual
70	7	12,56,000	12,57,000
71	39 read the note of the cause of—the net loss to Provincial Revenue &c.		If actuals are taken for 1891-92 instead of Budget figures the loss will be converted into a small gain owing to the large provision made for improving the Police &c. not having been utilized.
72	2	Minor	Major
"	11	18	16½ actuals
74	33	5,84,000	5,85,000
76	18	needs	need
82	35	The previous balance	accumulated balances
84	5	undertaking	understanding
85	Under 'provincial share of (XII Interest)	The whole.	The whole

## MR. JUSTICE RANADE ON "MATTERS EDUCATIONAL."\*

The adjourned annual general meeting of the Bombay Graduates' Association was held on Sunday the 15th April 1894, in the hall of the Framji Cowasji Institute, the Hon. Mr. R. M. Sayani presiding. The president formally introduced the lecturer to the audience.

The Honourable Mr. Justice Ranade then said: Mr. Chairman and Gentlemen.—This time last year your worthy President discussed the aims and purposes of the Graduates' Association in what may conveniently be regarded as the foreign department of its activities, in which it was brought to a contact with the Secretaries to Government and high questions of State politics. Our lines this year have fallen upon more quite times, and I propose chiefly to dwell upon the home department of our existence as a corporate body, upon the responsibilities we have undertaken, and the extent to which we have been able to satisfy the reasonable expectations of those who have a right to require us to account to them for the trust reposed in us. There is a tendency in some quarters to regard associations such as these as being disposed to be very critical in finding the faults and shortcomings of the powers that be, and in being blind to their own weaknesses and failures. We have been told by a high authority that a new spirit of unrest and insubordination is abroad, and that foreign wine is being poured into our old vessels, filling the heads with maddening fumes and endangering our mental stability and moral sanitation. This view of the late Viceroy of India has been echoed in the University halls of Calcutta, Madras, and Allahabad.

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\* This address was delivered by the Hon'ble Mr. Justice Ranade before the Graduates' Association on 15th April 1894.

## RECENT CRITICISMS OF EDUCATION IN INDIA.

Complaint has been made of the exclusively literary character of our studies, which result in turning out men unfit and inapt for the practical work of earning their own bread, and swelling the ranks of the unemployed who are supposed to be no less a danger here than in London or Chicago. A friendly voice from Sind laments that our schools and colleges are singularly wanting in the variety and interests of the public school and university life of England. An eloquent Archdeacon of this diocese warns us that we misconstrue the essential conditions of liberty when we divorce it from obedience to law. The Rev. Dr. Miller also thinks that we are lacking in decision of character because we do not bend our neck to the discipline of strict obedience in our early days. Our own learned Vice-Chancellor asks us not to be led away by the catch-words of European politics, lest in our too eager pursuit of phantoms, we might neglect the more solid underground work of developing our character on the broad foundations of ethical introspection, and a severe spirit of self-condemnation. We have reason to be grateful to all these well meaning advisers, and in deference to them we shall, on this occasion, eschew politics altogether, and examine for ourselves the secrets of our own internal life, noticing as we go the rocks ahead, as also the beacons of hope that may cheer us on the way.

## THE LOSSES AND GAINS OF THE YEAR.

Before proceeding to the consideration of the main question, let us briefly count our losses and gains during the past twelve months. We have lost some of our best men of light and leading. One of them typified all that was most noble in our past, and the most hopeful in our future, one who, by his gentleness and culture, secured for himself a place

as prophet and guide in our own community, and inspired equal confidence in the hearts of his European associates. The other was a finished product of the combination of Western energy and Eastern thought, and lived, worked, and suffered with a nobleness all his own. As long as our community produces such characters as those I have referred to, we need not despair of the situation, for, they indicate that the new seed is not altogether thrown away on barren ground. As regards our gains, they have been considerable. The University Constitution has been modified so as to allow two vacancies to be filled up each year in the body of the Senate by the graduate-electors. The Legislative Councils also have been enlarged in such a way as to secure admission of elected representatives from Guzerat, Bombay and the Carnatic and distinguished graduates have been elected by large public constituencies in the local Council, and your worthy President has had the honour of being elected for a seat in the Supreme Legislative Council. (Applause.) The University has also been fortunate in having secured a second native Vice-Chancellor to succeed the late lamented Mr. justice Telang. (Applause) You will thus see that while our losses have been considerable, our gains have on the whole been of a kind to encourage us in our work.

#### THE VICE CHANCELLOR'S RECENT ADDRESS

The most notable event of the year, so far as the graduates of this University are concerned, was the address the first of its kind, given by the learned Dr. Bhandakar, in his capacity as Vice-Chancellor of this University. That address, notwithstanding its length and the discursive character, is so permeated with the genuine earnestness of its author, that it has made a deep impression all over the country. It has been the subject of thoughtful consideration among all those who take interest in the cause of native education. There is no doubt an undertone of



pessimism and self-condemnation running through the whole address to which exception might be taken in many quarters, and it may be said that some of the controversial points noticed in it might well have been omitted as being unsuited to the place and occasion. (Cheers.) I do not think, however, that these features in any way detract from the value of the exhortation which was intended to excite attention to our own shortcomings, and this purpose it has most successfully achieved. In response to a general feeling, I placed myself in communication with friends here and in the mofussil, and I am glad to be able to state that out of some 400 friends to whom letters were addressed, about one-third or 140 sent replies to the two questions put to them, viz., how far the Vice-Chancellor's observations about the heavy mortality among Hindu graduates were correct, and secondly what to my mind is a more serious question, how far graduates ceased to cultivate any love for study after they entered upon their life's career. To my mind the practical importance of these points overshadows all other considerations. The premature deaths of young men, so well endowed and trained, is a national calamity, and the premature mental exhaustion of those who remain behind, furnishes, if possible, a still greater cause of anxiety. The Vice-Chancellor stated that the premature mortality amongst the Hindus was disproportionately larger, being forty-four and twenty-two per cent. as against  $16\frac{1}{2}$  and  $9\frac{1}{2}$  among the Parsees, and he attributed this difference to bad social customs, sedentary habits, poverty of food, and not to the strain of studies in the university curriculum to which these deaths are popularly ascribed. (Cheers.) He also found fault with the languid interest taken by the graduates in the prosecution of any favourite branch of study in after-life, and their distaste for literary work. These were serious blots and flaws in our armour, and coming from such an authority

they challenge attention. The method pursued by him admitted of mistakes being made because, to all appearances, he chiefly relied upon his own impressions and those of a few personal friends.

#### INDEPENDENT STATISTICS.

As it was necessary that these points should be more carefully scrutinised, I deemed it proper not to trust to one's own impressions, which naturally accorded with those of the Vice-Chancellor. The 140 friends, who have turned their attention to this subject at my invitation, held meetings in their own several places at Godhra, Baroda, Sholapur, Ratnagiri, Bhownigger, Ahmedabad, Indor, Belgaum, Amraoti, Bombay, Poona, Kolhapur, Karachi, Junagadh, Dhulia, Hoshungabad, Dharwar, Gwalior, Ujein, Shikarpur, and communicated their joint or several opinions, accompanied with full detailed statements. These statements were summarised by me here, and checked by local knowledge, and by reference to official reports, such as the University calendars, and the reports on the native press and publications. Among my correspondents there are all classes of men, Gujerati and Deccani Hindus and Parsees, and all shades of opinion were fully represented. As the Mahomedans, and Christians, Jews and Sindhis form very small minorities of the graduate group, they are excluded from consideration here, as no fair comparisons can be made where the initial base numbers are so small. The remarks which follow represent the substance of the views elicited from competent persons who are deeply interested in a right understanding of the exact situation. Taking all the graduates up to the close of 1893 and excluding last year's graduates who took their degree in January 1894, we have a total of 2,198 graduates in all. Out of this number 105 are M. A. s.; 1328 B. A. s. 32 B. Sc. s; 5 M. D. s; 424 L. M. & S.; 1 M. C. E.; and 300 L. C. E. a.; and out of the 1,433 B. A. a. and M. A. s. 356 are LL. B. s.

## NUMBER OF THE GRADUATES.

47 per cent of the total are Deccani Hindus ; 25 per cent. Parsees ; 17 per cent Guzerati Hindus ; 6 per cent Christians ; Mahomedans less than 2 per cent ; and Sindhis slightly over 2 per cent. Excluding Christians and Jews, Mahomedans and Sindhis, we have 99 M. A. s ; 1231 B. A. s ; 28 B. Sc. s ; 5 M. Ds. ; 330 L. M.S.s ; 278 L. C. Es ; and there are 330 LL Bs. belonging to the first two classes. The following statements will show the relative proportion of Guzerathi Hindu, Parsees, and Marathi Hindus in the case to each degree.

	Marathis.	Guzeratis.	Parsees.	Totals.
M. A. s.....	46	13	40	99
B. A. s.....	718	249	264	1231
B. Sc.s.....	10	9	9	28
M. D s.....	3	...	2	5
L. M. S. s.....	86	50	194	330
M. C. E.....	1	...	...	1
L. C. E. s.....	180	51	47	278
LL. B.s.....	190	71	69	340

It will be seen from these figures that the Parsees show a preponderance in the Faculty of Medicine, the Deccanis show larger proportions in the Law and Engineering Faculties, as also in the Arts Faculty, so far as the B. A. degree is concerned, but the Parsees rank very high in the M. A. degree, far above their proportion in the B. A. degree. Taking all the 1,972 graduates together, about 102 Marathi graduates, 18 Guzerati graduates, and 21 Parsee graduates ( in all 141) belonging to all Faculties have died prematurely. The proportion of deaths upon the total unnumber of graduates is 7 per cent. The following statement shows approximately the ascertained number of premature deaths among the Marathi, Guzerati and Parsee graduates in all Faculties.

	Marathi.		Gujerati.		Parsi.	
	Total.	Deaths	Total.	Deaths	Total.	Deaths
B. A.s...	718	67 (9½)	249	13 (5½)	264	8 (3)
M. A.s...	46	11 (21)	13	...	40	5 (12½)
L.M.S.s.	86	16 (19)	50	4 (8)	194	5 (2½)
M. D.s...	3	1	...	...	2	...
M. C. E.	1	...	...	...	...	1
L.C.E.s.	180	7 (4)	51	1 (2)	47	3 (6½)
B. Sc.s...	10	...	9	...	9	...
Total...	1044	102 (10)	372	18 (5)	556	21 (4)
LL. B.s	190	17 (8½)	71	4 (5½)	69	5 (7)
					330	23 (8)

THE LESSON TO BE GAINED FROM THESE STATISTICS.

It may reasonably be urged that the statistical method is not adapted to such an inquiry, but though the conclusions based on statistics are not absolutely to be trusted, their comparative value cannot be denied. The statement given above suggests the following inferences:—(1) The lowest percentage of deaths occurred amongst the L. C. E.s taking all the classes together. Next to them, the lowest death percentage is amongst those who contented themselves with the simple B. A. degree, (7 per cent.), which is also the average for the graduates in all the Faculties. The L. M. S. graduates come next with

7½ per cent. The LL B.s have 8 per cent. deaths, and the highest death-rate is shown by the M. A.s being 16 per cent. The highest of all is amongst the M. A. L.L.B.s. viz. 9 out of 24 or nearly 33 per cent. (2) Of the three communities under consideration, namely, Marathas, Guzeratis, and Parsees, the Guzeratis show the least unfavourable results under most heads. Not a single Guzerati M. A. has died (applause); while the Parsee deaths are 12½ per cent. and the Deccanis 24 per cent. Similarly, the proportion of deaths is the smallest in the Guzerati L. C. Es and is highest amongst the Parsees. The Guzerati L.L.B.s also show the smallest percentage of deaths, 5½ per cent; while it is 7 per cent. amongst the Parsees; and 8½ amongst the Deccanis. (3) The general average is 4 per cent. for the Parsees; 5 per cent. for the Guzeratis; and 10 per cent. for the Deccanis. This average rate is reproduced in the B. A. deaths which are respectively 3, 5, and 9½ per cent. among the Parsees, Guzeratis, and Deccanis respectively. The general rate for the Parsees is lowered by the very large number of Parsee graduates and the low percentage of deaths, is in the Medical Faculty. If this Faculty were excluded, the Guzeratis on the whole show the most favourable result under all heads. (Laughter). (4) The Mahratta community shows the worst percentages under all heads. The deaths in the Medical Faculty are 19 per cent; in the M. A.s they are 24 per cent. among the simple B A.s they are 9 per cent. in the LL B.s 8½ per cent. and their general average is 10 per cent. (5) The fact that the studies for the M. A. degree press peculiarly hard upon the graduates, especially the study of Sanskrit, is shown by the remarkable coincidence, if it can be so called, that out of 15 Bhagawandas Scholars as many as 10 have died. During the last ten years, this scholarship has not been awarded in seven years, and no candidate appeared in the remaining three years. This is a result which surely ought to arrest the

attention of the University. (6) The same conclusion is confirmed by the higher rate of deaths in the M. A. s. than in the B. A. s. and the still higher mortality among the M. A. LL. B. s than among the B. A. LL. B. s. These conclusions, it will be seen, do not in many respects agree with those which the learned Vice-Chancellor laid down in his address (cheers) when he compared the different mortality rates of the B. A. and M. A. graduates among the Marathi, Parsee, and Guzerati communities and ascribed the difference to the fact that the Parsees possessed certain advantages not enjoyed by the Hindoos.

#### DR. BHANDARKAR'S CONCLUSIONS DISPUTED.

According to the Vice-Chancellor the difference in mortality was due to the prevalence of certain social customs among the Hindoos, which did not obtain amongst the Parsees, and to the lazy and bad habits of the Hindoo graduates. In the Vice-Chancellor's opinion the element of poverty had some, though not a great, place in these results, and he was of opinion that they were not due to any overstrain of studies and examinations. It was very unfortunate that the Vice-Chancellor should have confined his enquiry to only two classes of graduates in Arts, and even in respect of them, selected the first eighteen years of the University as the basis of his calculations. This selection was doubly unfortunate, because in the earlier years of the University the Mahratta graduates distinctly took the lead, and the Guzeratis as also the Parsees did not figure prominently in those days. Moreover, the Vice-Chancellor apparently took no account of the normal differences in the health statistics and life expectations of the several communities compared. Naturally greater havoc was made by death in the community from which most of the early graduates were drawn. Far be it from me to under-rate the essential differences between the several communities, and I should be sorry to be regarded in any way

extenuating the faults and the shortcomings of the community to which I belong. None is more fully alive than myself to the supreme importance of the social factor and the necessity of reform in our domestic arrangements. At the same time no useful purpose is served by imperfect generalizations not based on a wide survey of facts. (Applause). It is admitted that in regard to the social habits, the improvement noticeable in the Parsees is comparatively of a recent date. A writer in one of their own medical journals has fixed this date within the last twenty years. The love of out-door games for which the Parsees at present are so deservedly noted, is also a feature of their life which does not date back more than twenty years. The generations of Parsees who graduated before 1880 were no doubt better circumstanced than the Hindoos, but the difference was not so notable than as it is now. As this inquiry is concerned chiefly with the period of life between the age limits of twenty to forty years, or at the most 45 years, it is important to note the health statistics of the Hindoo and Parsee communities generally in so far as they bear upon the subject. The Census report of 1892 shows for this Presidency the decennial death-rate for the whole population (which, by reason of the Hindoo element preponderating, is determined by the Hindoo rate of mortality) to be 12 per 1,000 in the period between 20 and 30 years for males, and 18 per 1,000 between 30 and 40 years. This gives an average mortality rate of 30 per thousand for the general population between the 20 years age limit of 20 to 40.

#### THE CAUSES OF EXCESSIVE MORTALITY.

The excess mortality amongst graduates of all classes must, therefore, be ascribed to other causes than those which are operative in a general way on the several communities. Properly speaking, the graduates come from families presumably belonging to the middle classes, and their mortality rate certainly

ought not to be higher than the general rate, as their lives may be said to be picked lives. Comparing the Hindoos and Parsees separately, it has also been ascertained that, while the Hindoo mortality rate before twenty and after forty is higher than that of the Parsees, for the period between twenty and forty the Hindoo expectation of life is better than that of the Parsees. Out of every 10,000 Hindoos there are 2,440 persons alive between these ages as against 2,135 Parsees between the same period out of 10,000 people of that community, so that the general chances in favour of the Parsees are not more favourable than those of the Hindoos. It should also be borne in mind that in the Island of Bombay the general mortality rate for the Brahmins, taking a period of fifteen years from 1878 to 1893, was 22 per 1,000 against 20 per 1,000 for the Parsees, and in 1893 the percentages were equal in both communities—about 23 per 1,000. I have taken the Brahmin rate because it is this community of the Hindoos which contributes the largest numbers of students in our colleges. It will thus be seen that there are no essential or at least very striking differences between the natural and normal conditions of life and mortality in the general population of the two communities. The absolute excess of mortality among graduates of all classes and the frightful excess of mortality among one class of the Hindoo community must, therefore, be attributed to other causes than those to which attention was directed by the learned Vice-Chancellor in his address. (Cheers.) These conclusions are generally borne out by the detailed examination of the mortality figures given above of the Maratha, Guzerathi, and Parsee graduates in all faculties. I have advisedly taken the whole period of thirty years of University life in this Presidency so as to widen the range of observation and eliminate all accidental causes, which, as shown above, might otherwise affect the results. I freely admit that such a selection of the whole period is also



open to objection as it includes young men of 20 and 25 years and reduces the average death-rates. We are, however, concerned with comparative rates of mortality, and these are not affected. The general conclusions to which the table given above leads us are satisfactorily explained by the method followed by me in this investigation, and I think it will be admitted that these results are more entitled to general acceptance as being less liable to error than any more restricted inquiry would furnish us with. The figures given above show clearly enough that there is no striking difference between the Hindoos and Parsees as such. The Guzerati Hindoo graduates do not compare unfavourably with the Parsees on the whole. The other class of Hindoos, the Marathi graduates, who constitute nearly 50 per cent of our University students, show results which though not as bad as they were described to be, yet are certainly unsatisfactory in the extreme. The causes at work which produce this diversity of results between one section of the Hindoos and the Parsees on one side, and another and by far the largest section of the Hindoos on the other, must be sought elsewhere than in any characteristic of social customs and bad and lazy habits of the Hindoos generally. What these causes are becomes more plain when we find that they are operative among the Parsees also to a sensible extent, though not so disastrously as among the Mahrathi Hindoos. It certainly cannot be said that the Guzerati Hindoos possess better physique or marry later in life or consummate their marriages at a more advanced period. These social causes are no doubt operative upon the whole community, but their bearings are not very obvious upon the particular inquiry with which we are now concerned. The Mahratta population certainly enjoys a better climate and a better physique than their Guzerati brethren, and are more disposed to take physical exercise. They have also more robust traditions,

which exercise an important influence in such matters. The proximate causes, therefore, of the differences noted above must be sought in other directions than those with which we have been made familiar in the Vice-Chancellor's address.

POVERTY A CAUSE OF PREMATURE DECAY.

(1.) The most operative among these causes of excess mortality among the Mahratta community is the abnormal poverty of many of those who take advantage of the University system of education. (Applause.) The Mahratta Brahmin community, which is the most ambitious in this respect, is distinguished from the Guzerati and Parsee community by the abnormal proportion of poor students amongst them. Among the Guzeratis, the poor Brahmin element is not so preponderant, and the castes from that province who chiefly avail themselves of the University education are better endowed with means to carry on their studies. The result is that the majority of the Mahratta Brahmins, especially from the Konkan, pass their students' life both in schools and colleges under difficulties which are imperfectly realized by those who have not been among them. (Cheers.) The Vice-Chancellor was fully aware of this fact and admitted that it was a potent factor to a certain extent, but he evaded the difficulty by finding fault with the Brahmin parents for starving the education of their children, while making more sacrifices for providing the marriage expenses of those same children. This was to a certain extent very hard upon those parents who certainly deserved a better recognition of the great sacrifices they make for the education of their children. Men like Principal Wordsworth (cheers) and Sir Alexander Grant were more generous in their appreciation of this noble trait in the Brahmin character. It is moreover not easy to understand how borrowing money for marriage expenses proves that poverty was not operative as a very powerful agency in undermining the constitution

of the Mahratta graduates, especially the Konkan portion of them. But in many cases the poor graduates have no parents to fall back upon. With Scotch pertinacity they leave their homes, flock into the large towns, and, while studying hard for themselves, manage to earn their living by working extra-hours, or by depending upon the charity of others. This is a feature of student life in this country which the English people very naturally fail to understand. No wonder that young men so brought up in the prime of life succumb to the first serious disorder which attacks their system. This is not a mere matter of interference. A careful scrutiny has been made into the life's history of a majority of the prematurely-deceased Mahratta graduates, and it has been found that the deaths of more than half of them can be traced directly to their having been brought up under circumstances of poverty and hardship and subjected to an overstrain which they were not able to bear against. It may be of use to mention the names of some of those who can be easily identified by their friends still living:—Messrs. Agasho, M. A. (Bhagwandas Scholar); Apte, M. A. (Bhagwandas Scholar); Bhandarker, B. A., L. C. E.; Damle; Dharup; Divekar; Chirumle; Gadgil; B. A. LL B.; the four Gokhale brothers; Joshi, B. A.; Keparkar B. A.; Kshirsagar, B. A.; Mirajkar, B. A.; Dr. Puranik, B. A., L. M. & S.; Tullu, M. A. LL B.; Vaidya, M. A., LL B.; Bal, B. A.; Patvardhan; Bhide, M. A.; Modak, Atre; Joshi; Paranjape; Marathe; Bapat; Kolatkar; Sathe; Joshi; Sulkar; and many others whose names are not mentioned here for obvious reasons, as some of their relations may not like such notice. Inquiry has been made into the causes of the deaths of some fifty of them, and it has been found that most of them died from consumption or brain fever. It is a wonder that these men should have kept up as long as they did under the effects of such a system of study and examinations. Some

of them died almost after taking their degree ; others pulled on till the cares and worries of life and over-work in their profession hurried them off. I have counted the average age of sixty of these deceased graduates, about whom information was available and I find that the average age of these sixty graduates was below 35, i. e. they died within ten years of their leaving the University. If these specially unfortunate deaths are excluded, the mortality rate among the Mahrattas would be as favourable as the Guzerati graduates show, and there will be no disproportion which can be urged against them to their disadvantage.

#### OVERSTUDY FOR COMPETITIVE EXAMINATIONS.

( 2 ) Of course poverty does not explain the whole of the disproportion of mortality. Other causes also play their part in the results, and the chief of these causes is over-study and the strain caused by the stiff system of frequent competitive examinations in subjects which have to be mastered in a foreign language, and which tax the powers of the students with burdens and anxieties beyond their endurance. The Vice-chancellor himself admits the truth of this position to some extent, but he thinks that it is absolutely and above all necessary to ensure in the successful candidates thoroughness and complete mastery over the course of study prescribed at all the examinations. This is not the policy on which the older universities in Europe dispense their pass degrees. It is in the honors course that thoroughness is exacted in special subjects. The pass degrees can never be intended to serve as tests of a man's mastery in the whole course of study. The system of examination which requires a man to pass in every paper at the risk of losing one whole year and getting no credit for the subjects he may have mastered and passed in is a system which requires a justification better than what has been usually urged in its behalf. (Cheers.)

There is no earthly reason why if a man has passed in five out of six subjects and failed in the remaining one, he should be required to face the chance year after year of again passing or failing in all subjects instead of being permitted to appear in the one or more subjects in which he may have failed. (Applause) This curious system is greatly responsible for the stiffness of the results which prove so cruel to many a poor hard-working student and for the extensive prevalence of cram which it directly encourages. The same remark applies to the courses of study laid down by the University. One has only to compare the syllabus of the subjects in the Bombay and Calcutta Calendars to satisfy himself about the truth of this remark. It appears to be the aim of the authorities here that the student should not travel out of his prescribed course of books-study. These cover such an extent of prescribed reading that the professors find it hard to go through them within the terms assigned, and the students are not able to understand the general bearings of the prescribed studies by enlarging their reading outside their course. (Laughter.) The Syndicate has now before it for consideration protests from heads of colleges who complain of the length of the English books prescribed, as also of the history and moral philosophy course for this year. (Cheers.) This is a very apt illustration of the burdensome character of the prescribed curriculum. These remarks do not reflect my views only, for that circumstance is not of much moment. In their justification I might urge that they represent the views of a very large number of the correspondents who have favoured me with their opinions. I might mention the names of Professor Mehta of the Baroda College, Mr. Dalal, Professor Joshi of the Indore College, Mr. Tapidas of Baroda, Professor Apte of Kolhapore, Dr. Dhurandhur, Dr. Shah of Junagadh, Mr. Bhatawadekar of Bombay, Dr. Khory, Mr. Mahajani of Awaroti, Mr. Bhide of Ratnagiri, Mr. Dastur of Poona, Mr.

Kanitkar, Mr. Agasho of Dhulia, Mr. Lole of Gwalior, Dr. Kantak, and many others.

THE UNIVERSITY SYSTEM TOO SEVERE.

(3.) The increased rate of mortality in the graduates who pass the higher examinations, *i. e.*, among the M. As. and L.L.Bs and the Bhagwandas scholars furnishes a sure test that, in attempting to secure thoroughness as it is called, the University system directly tends to produce the unhappy result of killing many of the brightest students who come within its influence. This circumstance is operative, not only among the Hindoos, but also amongst the Parsees and the Portuguese and the Europeans. A very large fraction of the latter class has succumbed as easily as the Hindus to the same influence. It may be said that many of these last deaths were due to accidents; the same explanation might be urged on behalf of the Hindoos. Accidents pure and simple, are very few. The so-called accidents are really the occasions when the weakened system gives in without a struggle. I have therefore, not thought it necessary to make any allowance for accidents, because it was not possible to study the life-history of each graduate. The large results are not much affected by such disturbing causes, or if they do affect, they affect all communities alike.

(4.) The worst results of such a faulty method have yet to be described. The Vice-Chancellor found fault with the graduates generally for the languid interest they felt in literary pursuits in after-life. To a certain extent the observation is true, but the true etiology of what I call nervous vital exhaustion and atrophy of energies must be sought in the deeper recesses of our educational system. The bow is too much bent, and when it is relaxed, it refuses not to bend again except under pressure and enforced orders. The professors are blamed for the want of interest shown by the students; the professors on their side

blame the students. Neither party is much to blame, and the true responsibility lies with the system which weighs down the professors and students alike, and forces them to move round and round in a narrow groove and prepare mechanically the victims of the examination without rest and without reprieve. (Laughter and applause.) In a word the students exist for the University, and the University, it is thought, has not been created for the students and has no business to adapt itself to local needs and aptitudes. This is the worst result of all, and it is not too much to say that, instead of educating and informing the minds they are burdened with a load which students and professors alike are anxious to throw away, never to submit to it again. (Renewed laughter and applause.) I have thus tried to show what is in my view, and in the view of many friends, the actual condition of affairs. Improvement in our social economy is as dear to me as to many others, and there is no doubt our bad social system and bad and lazy habits have much to do with our general weakness in the struggle of life, but the proximate causes in such matters are the only ones within our reach to remedy, and I have tried to place them before you in a way which I hope will deserve your most serious attention.

#### THE LITERARY LABOURS OF GRADUATES.

Notwithstanding the fact of this general languid interest in studies, it deserves notice that there is a considerable percentage of graduates who have displayed most praiseworthy activity in the pursuit of their special studies and in the composition of vernacular books. I have taken particular pains to analyse the statements of the reporter on native publications during the past twenty-five years, and I shall now proceed to summarise the results of this enquiry. In this respect the Mahratta graduates, as might be expected, from their more ambitious character and traditions, show the best results. The Guzeratis come

next in order, and the Parsee Graduates rank third. Among the Mahratta graduates we may mention Dr. Bhandarkar, Mr. Pandit, the Kunte brothers, Mr. Telang, Mr. Apte, Mr. Vaidya, Mr. Kanitkar, Dr. Sakharain Arjoon, Dr. Bhalchandra Krishna Bhatawadekar, Dr. Kirtikar, Mr. Tilak, Mr. S. M. Ranade, Mr. Apte, Mr. Agarkar, Mr. Kelkar, Mr. Bhide, Mr. Bhanu, Mr. Gadgil, Mr. Bodus, Professor Kathawaty, Mr. Agashe, Mr. Modak, Mr. Sane, Dr. Gurde, Mr. Chiplunkar, Mr. Wagle, Mr. Gole, Mr. Lele, Mr. Vaidya, Mr. Deshpande, Mr. Mahajane, Mr. Natu, Mr. Pavgi, and Mr. Godbole. Among the Guzerati graduates, Mr. Trivedi, Mr. Kothare, Mr. Dessai, Mr. Dvivedi, Dr. Shah, Mr. Setalwad, Mr. Tripathi, Mr. Pandya, the Dhrüva brothers, Mr. Marphatia, and Mr. Gujar. And among the Parsees, Mr. Dalal, Mr. Sanjana, Mr. Wadia, Dr. Burjorjee, Mr. Dustoor, Mr. Kohiar, and Mr. Naegamwalla. About fifty names in all may be mentioned as having done most useful service in various departments of literary activity. As regards the work turned out, it is no doubt open to the remark that much of it is translation and reproduction. But nothing in the way of original effort can be expected under existing conditions, when the highest duty of young India is to assimilate all that is noble in the old Sanskrit and the modern English literature and make it a part of the thought and language of the common people. After this general remark one may be permitted to notice the work of Dr. Bhandarkar, whose ancient history of the Deccan may take rank with any similar attempts by English scholars. Mr. Kunte's Vicissitudes of Civilization and the Six Darshanas, Mr. Telang's Bhagvat Gita and the Papers on Ramayana, Mr. S. P. Paudit's translation of the Vedas and the edition of the Atharva Vedas, the two Dictionaries by Mr. Vaidya and Mr. Apte. The translations of many of the plays of Shakespeare by a number of authors. The books on Hindoo Law and the Medical works in vernacular by different medical graduates; the transla-



tions of Political Economy into Guzerati and Marathi by Mr. Agasho, Mr. Desai, and Mr. Setalwad; the translations of the works of Herbert, Spencer and Mill, and Professor Max Muller, Sir Henry Maine, Fawcett, Buckle, Lubbock, Goldsmith, Seely; and the Scientific series by Marathe, Gole, and Shah; the histories of Persia, Egypt, Russia, Turkey, India, Carthage; Dr. Kirtikar's papers on Botany and Natural History; the translations of Baskaracharya's astronomy; the translations of great Sanskrit kavyas and dramas both into Guzerati and Marathi; the publication of old Marathi Bakhras; essays in Marathi by Mr. Chiplankar; travels in England and Europe by Pavgi and others; proverbs by Mr. Bhide; the Biographies of Demosthenes, Cobden, Abraham, Lincoln, and others; the edition of Vag-bhat with translation, editions in Marathi of the works of Ramdas, Tookaram, Dnyaneshwar, Mukandraj. All these works indicate considerable activity on the part of many of the graduates. Counting the names of the authors, I find that about ten per cent of the Marathi and Guzerati graduates devote themselves in after-life to the pursuit of literature and to the diffusion of knowledge among their own people. The noble enterprise of Mr. M. C. Apte in the matter of publishing old Sanskrit works has won for him the esteem of all who value the spirit of self-sacrifice he has shown. There are besides a number of Hindoo and Parsee graduates who conduct monthly magazines and newspapers. The number of such periodicals and journals comes to about twenty. I know that it has been said, and said with some justice, that the publication of books and papers is not a true test of literary activity and that many graduates work hard each in his own subject without finding it possible or easy to publish the results of his studies. No other more practical and objective test could, however, be thought of to measure how far the graduates as a class led or did not lead a life of sloth and pleasure. It has been

calculated that about 5 per cent of English graduates take to literary pursuits. If this proportion be correct, the 10 per cent, shown above of Hindoo graduates engaged in literary activities show work which is most continuous and valuable. If the Mahratta graduates show a heavy proportion of mortality, they also show better work under this head and their overactivity has brought on in the case of some of them premature death. On ascertaining the views of individual graduates, I find that nearly two-thirds among them do not admit the allegation that they cease to study after graduation. They plead that they do keep up their studies, but their want of means and books and their residence in out-of-the-way places prevent them from carrying on their studies with a definite aim and on a system. As might be expected, the graduates in the educational department are better situated in this respect than those who are engaged in service and in the professions in other departments. Among the professional graduates the Medical profession shows the best results, the Lawyers rank next, and the Engineers come last.

#### WHERE THE PATH OF DUTY LIES.

I have thus summarized the replies received to my questions from friends here and in the mofussil on the two points which appear to me to be very important in our permanent interest for us to consider. It now remains only to say what is our practical duty in this connection. The poverty of the Mahratta students, which produces such unhappy results, may lead some people to maintain that the poor student should not venture out of his element and ambitiously strive to secure the benefits of higher education. The Educational Department apparently shares this view and discourages poor students by raising the fees and prohibiting the award of free studentships. (Hisses) A writer in the *Indian Spectator* also takes his stand on the same ground and trusts that things will adjust themselves after better experience. The native com-

munity, however, has all along entertained a decidedly opposite view on this point, and I think that, notwithstanding the great havoc committed by death in the ranks of these poor students, they constitute an element of strength which we cannot forego. It has been the Brahmin's privilege to be poor and ambitious (a laugh), and it is a privilege which has stood us well and must be cherished. Under the circumstances, enforced bachelorship, till the period of study is over, is the only practical remedy in our hands, and that remedy is in keeping with old traditions. We can certainly confine all our University prizes and scholarships to the competition of bachelors in preference to others as a commencement without hardship to any one. Enforced residence in colleges should, therefore, be encouraged and made general, and physical exercise should be made a part of college discipline and allowance should be made for success in it along with literary qualifications. This is the direction in which we must work if we could avoid lagging behind in the ranks in the struggle with stronger races. Secondly, our next efforts should be directed towards simplifying the course of studies and diminishing the stiffness and the frequency of examinations. (Applause.) The Graduates' Association has much useful work before it in this direction. The present system of high pressure has been shown to lead to very undesirable results, and we must turn a new leaf if our progress is to be ensured on a sound basis. Thirdly, the University should not, as at present wean away its children after their graduation, but should adopt measures by which it can retain its elevating connection with the graduates in their after "life and conversation." This can best be done by encouraging a modified scheme of University extension. The efforts made in England in this connection are chiefly directed to the education of people who have not had the advantage of belonging to any University in their younger days. This class is not at present desirous in this country of receiv-

ing the benefits of higher education. The graduates, however, scattered all over the country feel the want and require and deserve help. They want access to good libraries. This help the University can render to them by organizing a scheme to allow the graduates the use on small payment of select standard works in different subjects. Committees can be formed here which will guide special studies in political economy, moral philosophy, languages and antiquities, mathematics, sciences and other departments, who might superintend and guide people in the most useful in their studies by permitting written questions and answers and periodical visitations. Some such idea the Graduates' Association apparently had in view in circulating the literature on University extension, and the hint may well be followed up. Lastly we might have sub-committees of the Senate, or independently of the Senate, consisting of the veteran graduates who have made their mark, who should form themselves into bodies for the encouragement of Marathi and Guzerati authorship and the award of distinctive titles for successful research. This is too large a subject to be discussed at this stage of the inquiry. Committees of this sort have been tried and have generally proved failures for want of earnestness and system. But a small beginning may be made with advantage in connection with the University, the model to be kept in view being the academy in France or the different Law, Medical, and Engineering Societies in England. In all these ways we may be able to effect good if we only realize our duties and responsibilities in this matter. I have advisedly taken up this subject for the present address because I feel strongly on the point, and it is in no contentious spirit that I have ventured to present before you a side-light view of the internal economy of our existence as men charged with a special duty, the dangers that we have to avoid and the grounds of hope that we may be permitted to entertain in our

efforts and self-improvement. If anything that I have said here to day encourages the further consideration of the subject in a practical way, I shall consider myself amply rewarded. (Loud and continued applause.)

The Chairman, in moving a vote of thanks to Mr. Justice Ranade, said: The fact of our several well-known Hindoo graduates having lately succumbed prematurely to death in unprecedented succession in a short compass of time arrested public attention, and the Vice-Chancellor of our University, who is himself an eminent graduate, prominently referred to this fact in his speech at the last Convocation. His speech, as was to be expected, was made the subject of public criticism, and the question, as was natural, was taken up, amongst others, by the Graduates' Association; and the Honorable Mr. Ranade set himself about making inquiries into the matter and applied himself to its consideration. His able address this evening is the result of his labours in this direction. The learned Vice-Chancellor has not therefore, treated the matter exhaustively, but we are all, nevertheless, extremely indebted to him for prominently bringing forward the subject before the public, and thus inviting its consideration. We must all admit that his past life, both as a student and a teacher, entitle his opinions to our deep respect. I am here of course, adverting to his opinions on education and not on politics, for from the latter I hope I may be permitted to say I strongly dissent, and some of us may have a good deal to say hereafter on another platform and on a different occasion. (Here, here, and applause.) The Hon. Mr. Ranade has very clearly shown to us this evening that the statistics of the Vice-Chancellor are incomplete, and that his conclusions are accordingly at variance with actual facts. He very clearly shows that the main cause of these premature deaths is poverty, but he rightly says that "poverty does not explain the whole of the disproportion of mortality." He says "other causes

also play their part in the results." I daresay all of us generally agree with the suggestions he has made and we must all join in carrying out such of them as are immediately practicable, and I would, therefore venture to ask our Association to consider the suggestion which I put foremost in this rank, namely, that there should be only two examinations after the Matriculation to entitle a student to graduate in Arts each at the interval of two years. (Loud applause) The result of that will be to enable the students to enjoy the vacations, at any rate, to a greater extent than they now enjoy them. It is well-known that under the present system, as soon as the Matriculation results are declared, the successful students join the College in the beginning of January. Being new to college life and European Professors, some time is necessarily wasted, and by the end of the term, when they become accustomed to this new life, they find that during the remaining six months they have to go through the work which is more than can be done even in twelve months. They, therefore, work hard in the vacation, and then follows the monsoon term, which is spent in college in hard work. The October vacation is taken up in finally working up for the examination which is fast approaching in November. And thus in the whole of the first year at the college, physical exercise and enjoyment of life have simply to be completely ignored. Then follows the second year in the same manner. The third year is better, but two years of continuous work has already had its effect, and the constitution is already prejudicially affected, although its effects do not begin to manifest themselves until some time after. We all know that if a person happens to violate the laws of the country, he is taken up by the police and gets punished. But the laws of nature are thus openly defied and violated, and that, too, under the guidance of the University—a well-meaning and law-abiding institution—and offended nature must necessarily resent the breach of its laws,

and the punishment it deals is as sure as it is severe. In endeavouring to bring about the reform I am now referring to, care must be taken to curtail the additional number and quantity of studies that was lately put in when extending the period for graduation in Arts to four years. Now, even if this one reform is carried out I venture to promise an appreciable reduction in the percentage of deaths. Instead of the skeletons of candidates—(laughter)—for the admission to the degree in art that pass through the Convocation Hall, you will meet with more cheerful and healthy faces. Another suggestion which the Association can take up immediately is the one already referred to by Mr. Ranade, namely, to ask that a rule may be made exempting candidates from undergoing a second examination in those subjects in which they have already obtained a certain number of marks, which must be not the number of marks necessary to pass, but entitling him to a place in the classes. This will enable candidates to study deeper and will avoid cramming. The third practical and immediately feasible suggestion is that all applications for admissions to examinations should be accompanied by a certificate of *physical fitness* (Laughter and applause.) This would compel colleges, to look after the physical fitness of the students they wish to send up *Mens sana in corpore sano* ought to be the motto, of the University. But if a precedent for the necessity of such a certificate is wanted we can point to the fact that candidates for admission to the heaven-born Civil Service are required to submit such certificate, and even successful students for such service are rejected for want of a proper knowledge of riding. Let this Association, therefore, for the present put forward all its energies towards the accomplishment of these three reforms, and if it does secure even these only, it will not have exerted itself in vain. (Applause.) There are some more suggestions which also I think, are immediately practicable, but

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they are partly educational and partly political and therefore I will not urge them on this Association, but I will simply mention them so that they may, if deemed fit, be taken up by other bodies. They are, (1) age of consent to be raised to 14 years; (2) a tax marriages, the net collection to be devoted to expenses in connection with instituting, maintaining, and rewarding physical exercise. (Prolonged applauses.)

Mr. Motilal M. Moonshee having seconded the vote of thanks to Mr. Banade, it was carried amidst loud applause.

The passing of the usual compliment to the Chairman, Mr. B. M. Sayani, terminated the proceedings.