

**ROYAL COMMISSION**  
ON  
**AGRICULTURE IN INDIA**

**Volume I**

**Part I**

**EVIDENCE**

OF

**Officers serving under the Government of India**



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**CALCUTTA: GOVERNMENT OF INDIA**  
**CENTRAL PUBLICATION BRANCH**  
1927

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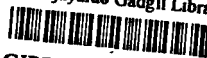
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**ROYAL COMMISSION**  
ON  
**AGRICULTURE IN INDIA**

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Volume I

Part I

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**EVIDENCE**

OF

**Officers serving under the Government of India**



CALCUTTA; GOVERNMENT OF INDIA  
CENTRAL PUBLICATION BRANCH

1927

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## INTERIM REPORT

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To

THE KING'S MOST EXCELLENT MAJESTY.

May It Please Your Majesty,

We, the Commissioners appointed to examine and report on the present conditions of agricultural and rural economy in British India, and to make recommendations for the improvement of agriculture and to promote the welfare and prosperity of the rural population ; in particular, to investigate :—(a) the measures now being taken for the promotion of agricultural and veterinary research, experiment, demonstration and education, for the compilation of agricultural statistics, for the introduction of new and better crops and for improvement in agricultural practice, dairy farming and the breeding of stock ; (b) the existing methods of transport and marketing of agricultural produce and stock ; (c) the methods by which agricultural operations are financed and credit afforded to agriculturists ; (d) the main factors affecting rural prosperity and the welfare of the agricultural population ; and to make recommendations ; availing ourselves of Your Majesty's permission to report our proceedings from time to time, desire to submit to Your Majesty the minutes of the evidence which we have taken up to the 18th of October 1926 on the subject of our Inquiry.

All of which we most humbly submit for Your Majesty's most gracious consideration.

(Signed) LINLITHGOW,

*Chairman.*

( „ ) H. S. LAWRENCE.

( „ ) T. H. MIDDLETON.

( „ ) GANGA RAM.

( „ ) J. MacKENNA.

( „ ) H. CALVERT.

( „ ) GAJAPATI NARAYANA DEO.

( „ ) N. GANGULEE.

( „ ) L. K. HYDER.

( „ ) B. S. KAMAT.

(Signed) J. A. MADAN,

( „ ) F. W. H. SMITH,

Joint Secretaries.

25th April 1927.

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**TERMS OF REFERENCE**

Generally,

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

In particular to investigate—

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

and to make recommendations.

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

**QUESTIONNAIRE****PART I****Question.**

1. Research.
2. Agricultural education.
3. Demonstration and propaganda.
4. Administration.
5. Finance.
6. Agricultural indebtedness.
7. Fragmentation of holdings.

**PART II**

8. Irrigation.
9. Soils.
10. Fertilisers.
11. Crops.
12. Cultivation.
13. Crop protection.
14. Implements.

**PART III**

15. Veterinary.
16. Animal husbandry.

**PART IV**

17. Agricultural industries.
18. Agricultural labour.
19. Forests.
20. Marketing.
21. Tariffs and sea freights.
22. Co-operation.
23. General education.
24. Attracting capital.
25. Welfare of rural population.
26. Statistics.

## QUESTIONNAIRE

### PART I

#### 1. Research.

(a) Have you suggestions to advance for the better organisation, administration and financing of—

(i) All research affecting the welfare of the agriculturist, including research into the scientific value of the indigenous theory and traditional methods of agriculture,

(ii) Veterinary research ?

(b) If in cases known to you progress is not being made because of the want of skilled workers, or field or laboratory facilities for study or by reason of any other handicaps, please give particulars. [Suggestions of a general kind should be made under (a) ; answers under this heading should relate to specific subjects. The purpose is to secure a list of the problems met with by scientific investigators in the course of their work which are being held over because of lack of resources or deficient organisation.]

(c) Can you suggest any particular subject for research not at present being investigated to which attention might usefully be turned ?

#### 2. Agricultural Education.

With reference to any form of agricultural education of which you may have experience, please state your views on the following :—

(i) Is the supply of teachers and institutions sufficient ?

(ii) Is there an urgent need for extension of teaching facilities in any district or districts known to you personally ?

(iii) Should teachers in rural areas be drawn from the agricultural classes ?

(iv) Are the attendances at existing institutions as numerous as you would expect in present circumstances ; if not, state reasons. Can you suggest measures likely to stimulate the demand for instruction ?

(v) What are the main incentives which induce lads to study agriculture ?

(vi) Are pupils mainly drawn from the agricultural classes ?

(vii) Are there any modifications in existing courses of study which appear to be called for ; if so, what are they ?

(viii) What are your views upon (a) nature study ; (b) school plots ; (c) school farms ?

(ix) What are the careers of the majority of students who have studied agriculture ?

(x) How can agriculture be made attractive to middle class youths ?

(xi) Are there recent movements for improving the technical knowledge of students who have studied agriculture ?

- (xii) How can adult education in rural tracts be popularised ?
- (xiii) In suggesting any scheme for better educational facilities in rural areas, please give your views for (a) its administration and (b) its finance.

### 3. Demonstration and Propaganda.

- (a) What are the measures which in your view have been successful in influencing and improving the practice of cultivators ?
- (b) Can you make suggestions for increasing the effectiveness of field demonstrations ?
- (c) Can you suggest methods whereby cultivators may be induced to adopt expert advice ?
- (d) If you are aware of any striking instances of the success or the failure of demonstration and propaganda work, please give particulars and indicate the reasons for success or for failure.

### 4. Administration.

(a) Do you wish to suggest means towards the better co-ordination of the activities of the Governments in India or to indicate directions in which the Government of India may usefully supplement the activities of the local Governments ?

(b) Is it your opinion that the expert scientific knowledge required in the development of agriculture in the different Provinces could be supplied to a greater extent than is the case at present by increasing the scientific staff of the Government of India ? If so, indicate the types of work which would benefit by pooling the services of experts, and suggest how that work should be controlled.

(c) Are you satisfied from the agricultural standpoint with the services afforded by—

- (i) The Agricultural and Veterinary Services,
- (ii) Railways and steamers,
- (iii) Roads,
- (iv) Meteorological Department,
- (v) Posts, and
- (vi) Telegraphs, including wireless ?

If not, please indicate directions in which you think these Services might be improved or extended.

### 5. Finance.

(a) What are your views as to the steps that should be taken for the better financing of agricultural operations and for the provision of short and long-term credit to cultivators ?

(b) Do you wish to suggest means whereby cultivators may be induced to make fuller use of the Government system of *taccavi* ?

### 6. Agricultural Indebtedness.

- (a) What in your opinion are :—
  - (i) the main causes of borrowing,
  - (ii) the sources of credit, and
  - (iii) the reasons preventing repayment.

(b) What measures in your opinion are necessary for lightening agriculture's burden of debt? For example, should special measures be taken to deal with rural insolvency, to enforce the application of the Usurious Loans Act, or to facilitate the redemption of mortgages?

(c) Should measures be taken to restrict or control the credit of cultivators such as limiting the right of mortgage and sale? Should non-terminable mortgages be prohibited?

#### 7. Fragmentation of Holdings.

(a) Do you wish to suggest means for reducing the loss in agricultural efficiency attendant upon the excessive subdivision of holdings?

(b) What are the obstacles in the way of consolidation and how can they be overcome?

(c) Do you consider legislation to be necessary to deal with minors, widows with life interest, persons legally incapable, alienation and dissentients, and to keep disputes out of the courts?

### PART II

#### 8. Irrigation.

(a) Name any district or districts in which you advocate the adoption of new irrigation schemes, or suggest extensions or improvements in the existing systems or methods of irrigation by—

- (i) Perennial and non-perennial canals,
- (ii) Tanks and ponds,
- (iii) Wells.

What are the obstacles in your district or Province to the extension of irrigation by each of the above methods?

(b) Are you satisfied with the existing methods of distributing canal water to cultivators? Describe the methods that have been employed to prevent wastage of water by evaporation and by absorption in the soil. What form of outlet for distribution to cultivators at the tail end do you regard as the most equitable and economical? Have these methods and devices been successful, or do you wish to suggest improvements?

(N.B.—Irrigation charges are *not* within the terms of reference of the Commission, and should not be commented upon.)

#### 9. Soils.

(a) Have you suggestions to make—

- (i) for the improvement of soils, whether by drainage or other means, not dealt with under other headings in this questionnaire,
- (ii) for the reclamation of Alkali (Usar) or other uncultivable land,
- (iii) for the prevention of the erosion of the surface soil by flood water?

(b) Can you give instances of soils known to you which, within your recollection, have—

- (i) undergone marked improvement,
- (ii) suffered marked deterioration?

If so, please give full particulars.

(c) What measures should Government take to encourage the reclamation of areas of cultivable land which have gone out of cultivation ?

#### 10. Fertilisers.

(a) In your opinion, could greater use be profitably made of natural manures or artificial fertilisers ? If so, please indicate the directions in which you think improvement possible.

(b) Can you suggest measures to prevent the fraudulent adulteration of fertilisers ?

(c) What methods would you employ to popularise new and improved fertilisers ?

(d) Mention any localities known to you in which a considerable increase in the use of manures has recently taken place.

(e) Has effect of manuring with phosphates, nitrates, sulphate of ammonia, and potash manures been sufficiently investigated ? If so, what is the result of such investigation ?

(f) What methods would you employ to discourage the practice of using cowdung as fuel ?

#### 11. Crops.

(a) Please give your views on—

- (i) the improvement of existing crops,
- (ii) the introduction of new crops including fodder crops,
- (iii) the distribution of seeds,
- (iv) the prevention of damage by wild animals.

(b) Can you suggest any heavy yielding food crops in replacement of the present crops ?

(c) Any successful efforts in improving crops or substituting more profitable crops which have come under your own observation should be mentioned.

#### 12. Cultivation.

Can you suggest improvements in—

- (i) the existing system of tillage, or
- (ii) the customary rotations or mixtures of the more important crops ?

#### 13. Crop Protection, Internal and External.

Please give your views on—

- (i) The efficacy and sufficiency of existing measures for protection of crops from external infection, pests and diseases.
- (ii) The desirability of adopting internal measures against infection.

#### 14. Implements.

(a) Have you any suggestion for the improvement of existing, or the introduction of new, agricultural implements and machinery ?

(b) What steps do you think may usefully be taken to hasten the adoption by the cultivator of improved implements ?

(c) Are there any difficulties which manufacturers have to contend with in the production of agricultural implements or their distribution for sale throughout the country? If so, can you suggest means by which these difficulties may be removed?

### PART III

#### 15. Veterinary.

(a) Should the Civil Veterinary Department be under the Director of Agriculture or should it be independent?

(b) (i) Are dispensaries under the control of Local (District) Boards? Does this system work well?

(ii) Is the need for expansion being adequately met?

(iii) Would you advocate the transfer of control to Provincial authority?

(c) (i) Do agriculturists make full use of the veterinary dispensaries? If not, can you suggest improvements to remedy this?

(ii) Is full use made of touring dispensaries?

(d) What are the obstacles met with in dealing with contagious diseases? Do you advocate legislation dealing with notification, segregation, disposal of diseased carcasses, compulsory inoculation of contacts and prohibition of the movement of animals exposed to infection? Failing legislation, can you suggest other means of improving existing conditions?

(e) Is there any difficulty in securing sufficient serum to meet the demand?

(f) What are the obstacles in the way of popularising preventive inoculation? Is any fee charged, and, if so, does this act as a deterrent?

(g) Do you consider that the provision of further facilities for research into animal disease is desirable?

If so, do you advocate that such further facilities should take the form of—

(i) an extension of the Muktesar Institute, or

(ii) the setting up, or extension of, Provincial Veterinary Research Institutions?

(h) Do you recommend that special investigations should be conducted by—

(i) officers of the Muktesar Institute, or

(ii) research officers in the Provinces?

(i) Do you recommend the appointment of a Superior Veterinary Officer with the Government of India? What advantages do you expect would result from such an appointment?

#### 16. Animal Husbandry.

(a) Do you wish to make suggestions for—

(i) improving the breeds of livestock,

(ii) the betterment of the dairying industry,

(iii) improving existing practice in animal husbandry?

(b) Comment on the following as causes of injury to cattle in your district—

- (i) Overstocking of common pastures,
- (ii) Absence of enclosed pastures, such as grass borders in tilled fields,
- (iii) Insufficiency of dry fodder such as the straw of cereals or the stems and leaves of pulses,
- (iv) Absence of green fodders in dry seasons,
- (v) Absence of mineral constituents in fodder and feeding stuffs.

(c) Please mention the months of the year in which fodder shortage is most marked in your district. For how many weeks does scarcity of fodder usually exist? After this period of scarcity ends how many weeks elapse before young growing cattle begin to thrive?

(d) Can you suggest any practicable methods of improving or supplementing the fodder supply that would be applicable to your district?

(e) How can landowners be induced to take a keener practical interest in these matters?

#### PART IV

#### 17. Agricultural Industries.

(a) Can you give any estimate of the number of days of work done by an average cultivator on his holding during the year? What does he do in the slack season?

(b) Can you suggest means for encouraging the adoption of subsidiary industries? Can you suggest any new subsidiary industries to occupy the spare time of the family which could be established with Government aid?

(c) What are the obstacles in the way of expansion of such industries as beekeeping, poultry rearing, fruit growing, sericulture, pisciculture, lac culture, rope making, basket making, etc.?

(d) Do you think that Government should do more to establish industries connected with the preparation of agricultural produce for consumption, such as oil pressing, sugar making, cotton ginning, rice hulling, utilisation of wheat straw for card-board, utilisation of cotton seed for felt, fodder, oil and fuel, utilisation of rice straw for paper, etc.?

(e) Could subsidiary employment be found by encouraging industrial concerns to move to rural areas? Can you suggest methods?

(f) Do you recommend a more intensive study of each rural industry in its technical, commercial and financial aspects, with a view to, among other things, introduction of improved tools and appliances?

(g) Can you suggest any other measures which might lead to greater rural employment?

(h) Can you suggest means whereby the people could be induced to devote their spare time to improving the health conditions of their own environment?



### 18. Agricultural Labour.

(a) What measures, if any, should be taken to attract agricultural labour from areas in which there is a surplus to—

(i) areas under cultivation in which there is a shortage of such labour?  
and

(ii) areas in which large tracts of cultivable land remain uncultivated?

Please distinguish between suggestions designed to relieve seasonal unemployment and proposals for the permanent migration of agricultural population.

(b) If there is any shortage of agricultural labour in your Province, what are the causes thereof and how could they be removed?

(c) Can you suggest measures designed to facilitate the occupation and development, by surplus agricultural labour, of areas not at present under cultivation?

### 19. Forests.

(a) Do you consider that forest lands as such are at present being put to their fullest use for agricultural purposes? For instance, are grazing facilities granted to the extent compatible with the proper preservation of forest areas? If not, state the changes or developments in current practice which you consider advisable.

(b) Can you suggest means whereby the supply of firewood and fodder in rural areas may be increased?

(c) Has deterioration of forests led to soil erosion? What remedies would you suggest for erosion and damage from floods?

(d) Can you indicate any methods by which supply of moisture in the soil, the rainfall and supply of canal water can be increased and regulated by afforestation or by the increased protection of forests so as to benefit agriculture? Would the same methods be useful in preventing the destruction by erosion of agricultural land?

(e) Is there an opening for schemes of afforestation in the neighbourhood of villages?

(f) Are forests suffering deterioration from excessive grazing? Is soil erosion being thereby facilitated? Suggest remedies.

### 20. Marketing.

(a) Do you consider existing market facilities to be satisfactory? Please specify and criticise the markets to which you refer, and make suggestions for their improvement.

(b) Are you satisfied with the existing system of marketing and distribution? If not, please indicate the produce to which you refer and describe and criticise in detail the channels of marketing and distribution from the producer to the consumer in India (or exporter in the case of produce exported overseas). State the services rendered by each intermediary and whether such intermediary acts in the capacity of merchant or commission agent, and comment upon the efficiency of these services and the margins upon which such intermediaries operate. Please describe

the method by which each transaction is financed, or in the case of barter, by which an exchange is effected.

(c) Do you wish to suggest steps whereby the quality, purity, grading or packing of agricultural produce may be improved, distinguishing where possible between produce destined for—

- (i) Indian markets ?
- (ii) Export markets ?

(d) Do you think that more effective steps might be taken to place at the disposal of cultivators, merchants and traders information as to market conditions, whether Indian or overseas ; crop returns ; complaints as to Indian produce from wheresoever originating ; and agricultural and marketing news in general ?

## 21. Tariffs and Sea Freights.

Do existing (a) customs duties, both import and export, and (b) sea freights adversely affect the prosperity of the Indian cultivator ? If so, have you any recommendations to make ?

## 22. Co-operation.

(a) What steps do you think should be taken to encourage the growth of the co-operative movement—

- (i) by Government,
- (ii) by non-official agencies ?

(b) Have you any observations to make upon—

- (i) Credit societies ;
- (ii) Purchase societies ;
- (iii) Societies formed for the sale of produce or stock ;
- (iv) Societies for effecting improvements—*e.g.*, the digging of wells and the construction of bunds, walls and fences, or the planting of hedges ;
- (v) Societies formed for the aggregation of fragmented holdings and their redistribution in plots of reasonable size ;
- (vi) Societies for the co-operative use of agricultural machinery ;
- (vii) Societies for joint farming ;
- (viii) Cattle breeding societies ;
- (ix) Societies formed for any purpose connected with agriculture or with the betterment of village life, but not specified above ?

(c) Where co-operative schemes for joint improvement, such as co-operative irrigation or co-operative fencing or a co-operative consolidation of holdings scheme, cannot be given effect to owing to the unwillingness of a small minority to join, do you think legislation should be introduced in order to compel such persons to join for the common benefit of all ?

(d) Do you consider that those societies of which you have personal knowledge have, in the main, achieved their object ?

**23. General Education.**

(a) Do you wish to make observations upon existing systems of education in their bearing upon the agricultural efficiency of the people? If you make suggestions, please distinguish, as far as possible, between—

- (i) Higher or collegiate,
- (ii) Middle school, and
- (iii) Elementary school education.

(b) (i) Can you suggest any methods whereby rural education may improve the ability and culture of agriculturists of all grades while retaining their interest in the land?

(ii) What is your experience of compulsory education in rural areas?

(iii) What is the explanation of the small proportion of boys in rural primary schools who pass through the fourth class?

**24. Attracting Capital.**

(a) What steps are necessary in order to induce a larger number of men of capital and enterprise to take to agriculture?

(b) What are the factors tending to discourage owners of agricultural land from carrying out improvements?

**25. Welfare of Rural Population.**

(a) Outside the subjects enumerated above, have you any suggestions to offer for improving hygiene in rural areas and for the promotion of the general well-being and prosperity of the rural population?

(b) Are you, for instance, in favour of Government conducting economic surveys in typical villages with a view to ascertaining the economic position of the cultivators? If so, what, in your opinion, should be the scope and methods of such enquiries?

(c) If you have carried out anything in the nature of such intensive enquiry, please state the broad conclusions which you reached.

**26. Statistics.**

(a) Do you wish to make suggestions for the extension or improvement of the existing methods of—

- (i) ascertaining areas under cultivation and crops;
- (ii) estimating the yield of agricultural produce;
- (iii) enumerating livestock and implements;
- (iv) collecting information on land tenure, the incidence of land revenue and the size of the agricultural population;
- (v) arranging and publishing agricultural statistics?

(b) Have you any other suggestions to make under this heading?

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**NOTE.**—Figures in brackets refer to pages of written memoranda ; figures not in brackets refer to questions asked in oral examination.

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## GLOSSARY

Bakhar ..	..	Blade harrows.
Batai ..	..	Payment of rent in kind, by division of produce between landlord and tenant.
Cheetal ..	..	The spotted deer ( <i>Cervus axis</i> ).
Dal ..	..	Generic term for various pulses.
Deshi ..	..	Native to the country, indigenous.
Durries ..	..	Carpets.
Gowalas ..	..	Milkmen.
Hakim (Vaid)	..	A practitioner of one of the Indian systems of medicine.
Jagirdars ..	..	Large holders of land granted on special terms for services rendered.
Jemadars (Kamdars, Maistris).	..	Petty officers.
Jhuming ..	..	Temporary cultivation in jungle clearings.
Juar ..	..	The large millet ( <i>Sorghum vulgare</i> ).
Kaerez' ..	..	A system of irrigation used where sharp slopes make it possible to bring subsoil water to the surface by horizontal shafts.
Kamdars (Jemadars, Maistris).	..	Petty officers.
Kapas ..	..	Cotton with cotton seed still adhering.
Kharif ..	..	Summer sown (crops).
Kheddah ..	..	Properly a stockaded trap used for capturing wild elephants. Term is also used of a trap for catching wild animals generally.
Kumri ..	..	Temporary cultivation in jungle clearings.
Lungees ..	..	Turbans.
Maistris (Kamdars, Jemadars).	..	Petty Officers.
Malguzars ..	..	Lit : Revenue payer. A term applied in the Central Provinces to a co-sharer in a village held in ordinary proprietary tenure.
Nagar ..	..	Plough.
Nala (nullah) ..	..	A water course.
Neem ..	..	Margosa tree ( <i>Media azadiracta</i> ).
Nilgai ..	..	Blue buck ( <i>Boselaphus tragocamelus</i> ).
Panchayet ..	..	Literally a Committee of five. Used to describe an association of any number of persons instituted for objects of an administrative or judicial nature.
Patel ..	..	Headman of a village.
Patwari ..	..	Village accountant or registrar.
Rabi ..	..	Winter-sown (crops).
Sambar ..	..	A large kind of deer ( <i>Cervus unicolor</i> ).
Sanad ..	..	A charter. A certificate of honour.
Sir ..	..	The "home farm" of a cultivator.
Taccavi ..	..	Advances made by Government to cultivators for agricultural purposes.
Tahsil ..	..	The Revenue sub-division of a district.
Tahsildar ..	..	The subordinate officer who is in charge of such a district.
Taungya ..	..	Temporary cultivation in jungle clearings.
Thana ..	..	A police station. Also the circle attached to it.
Vaid (Hakim)	..	A practitioner of one of the Indian systems of Medicine.

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