FINANCE UNDER PROVINCIAL AUTONOMY

BY

C. N. VAKIL

UNIVERSITY PROFESSOR OF ECONOMICS, BOMBAY

AND

M. H. PATEL, M.A., LL.B.

RESEARCH ASSISTANT IN ECONOMICS, SCHOOL OF ECONOMICS AND SOCIOLOGY, UNIVERSITY OF BOMBAY

LONGMANS, GREEN AND CO. LTD.

17, CHITTARANJAN AVENUE, CALCUTTA

NICOL ROAD, BOMBAY

36-A, MOUNT ROAD, MADRAS

LONDON, NEW YORK AND TORONTO

1940

STUDIES IN INDIAN ECONOMICS

EDITED BY

C. N. VAKIL

UNIVERSITY PROFESSOR OF ECONOMICS, BOMBAY

STUDIES IN INDIAN ECONOMICS

A series of Volumes dealing with the Economic History and problems of Modern India EDITED BY

C. N. VAKIL

Alb. No.

4262 5177

8505

9545

3025

11614

1437

1. 2.

13 × 75

UNIVERSITY PROFESSOR OF ECONOMICS, BOMBAY

1.	Financial Developments in Modern	India,	1860-1924,
	By C. N. Vakil (Out of Print).		
G.	Currency and Briggs in India Dr	CN	Wakil and

 Currency and Prices in India. By C. N. Vakil and S. K. Muranjan. Rs. 6 (Out of Print).

 Life and Labour in a South Gujarat Village. By G. C. Mukhtyar. Paper Boards Rs. 5. Cloth Rs. 6.
 Population Problem of India with special reference

to food supply. By B. T. Ranadive. Rs. 5.

5. Taxation of Income in India. By V. K. R. V. Rao. Rs. 6.

 Growth of Trade and Industry in Modern India: An Introductory Survey. By C. N. Vakil, S. C. Bose and P. V. Deolalkar. Rs. 7-8.

 Industrial Policy of India with special reference to Customs Tariff. By C. N. Vakil and M. C. Munshi. Rs. 5.

8. Railway Rates in relation to Trade and Industry in India. By R. D. Tiwari. Rs. 6.

V9. Organisation and Finance of Industries in India. By D. R. Samant and M. A. Mulky. Rs. 5.

 Life and Labour in a Gujarat Taluka. By J. B. Shukla. Rs. 5.

 Marketing of Raw Cotton in India. By M. L. Dantwala. Rs. 5.

Commercial Relations between India and Japan, By
 N. Vakil and D. N. Maluste, Rs. 5.

 Finance under Provincial Autonomy. By C. N. Vakil and M. H. Patel. Rs. 4. Printed in India

Printed by A. B. Dubash, at the Jam-e-Jamshed Printing Press, Ballard House. Mangalore Street, Bombay 1, and Published by A. W. Barker, Manager, Longmans, Green & Co., Ltd., Nicol Road, Bombay.

PREFACE

"Financial Developments in Modern India, 1860-1924" was published by the end of 1924. Since then great changes have taken place in the sphere of finance in this country. The literature on the subject has been growing at such a rate that it is extremely difficult to be up-to-date in information and ideas, unless one is in a position to devote his entire time to the continuous study of this absorbing subject. The importance of the study of this subject has further grown with the advent of Provincial Autonomy in 1937, because the power of the purse has been transferred to a great extent to the representatives of the people in the Provinces. These observations are made with a view to explain, if not to justify the fact that I have not been able to meet the demand of Universities and the public for a second edition of "Financial Developments". A few studies on different aspects of the subject have been published by different authors in the interval, but the need for a comprehensive review of financial events in the country still Any attempt at a thorough study of remains unfulfilled. the financial events and problems of the country must result in a series of volumes, each devoted to a special aspect or period of the problem. A definite beginning towards this end has been made in this School with the help of a few advanced research workers, and it is expected that in due course the results of this work will be published. While these studies must take time it has been thought desirable to publish a brief review of recent events in Provincial Finance in view of their current importance. This small study may therefore be taken as an earnest of the fuller studies now under preparation. In view of this new plan, the original intention to issue a revised and up-to-date edition of "Financial Developments" has been

given up, though a reprint of the same to serve as a historical volume on Indian Finance from 1860-1920, may be issued if there is a demand for the same.

By the time this book was ready in manuscript form, the Report of the Resources and Retrenchment Committee of the Punjab Government was published, and we were happy to find considerable agreement in that report with our views on schemes for fresh sources of revenue in the Provinces. These have been indicated in the footnotes in the relevant places. The Niemeyer Award has been substantially altered recently while the book was still in the press; note has been taken of the change in Appendix III. In view of the current importance of Sales Tax as an additional source of revenue in the Provinces, we have published the articles on the subject which we contributed to the "Commerce" in February, 1939. The criticism which we then offered on the proposals for a Sales Tax on cloth in the Bombay Presidency has been borne out by subsequent events, and we trust that the experience of other countries which we have briefly reviewed in this Appendix will be of interest to those concerned. We are indebted to the Editor of the "Commerce" for permission to make use of these articles in this book. I am also indebted to the University of Bombay for permission to reprint my article on "State and Economic Life in India" contributed to the Journal of the University of Bombay in July, 1939.

I may add that the greater portion of the material required for this book was collected by Mr. M. H. Patel, Research Assistant in Economics in this School, but for whose willing assistance it would have been difficult to publish this book in time.

C. N. VAKIL.

School of Economics and Sociology, University of Bombay. 31st March. 1940.

CONTENTS

EDITOR'S PREFACE	rage. V
CHAPTER I	
PROVINCES AS FEDERAL UNITS Evolution of Provincial Finance. Reforms of 1921. Financial Settlement of 1935. Provincial Sources of Revenue. Taxes to be levied and collected by the Centre for the benefit of the Provinces. Taxes on Income. Defects of the scheme. Special assistance to some Provinces. Comparison with other Federations.	1
CHAPTER II	
Introduction. The State in the Nineteenth Century. The State in Modern Times. Absence of one State in India. The Bureaucratic State. Dyarchy and Bureaucracy. Limited Democracy and Triarchy. Security Services. Agriculture. Famine Policy. Industries. Railways. Currency and Banking. Security and Population. Want of Equilibrium. State Apathy. Unlimited Powers with a Limited Outlook. Slow change in Outlook. Process of Education: (a) Industrial Progress. (b) Railways. (c) Roads. (d) Agriculture. (e) Banking. (f) Rural Debt. (g) Labour. Theoretical change in the Conception of the State. Discontent among the Public. The Civil Disobedience Movement. The Economic Basis of the Movement. The Act of 1935. Financial difficulties under the New Regime. The Congress Ideals of Service. The Central Government. Can the spirit of service be maintained for long? Clash of ideals and methods. Conclusion.	13

CHAPTER III

EXPENDITURE Acceptance of the progressive principle of public expenditure. Limitations to the growth of public expenditure. Natural Limitation. Constitutional Limitation. Growth of Provincial Expenditure, Nature of Indian Expenditure. Expenditure on Security Services. Cost of the New Constitution, Reorganisation, Expenditure on Social Services. Expansion of services. Rural Development. Aims and Objects. (a) Schemes of the Government of India. (b) The Schemes of Bombay. (c) The U.P. Scheme. Departments of Agriculture and Cooperation. Education, Medical Relief and Public Health, Industries, Civil Works, Central Road Development Fund. Road Development. Famine Relief. Pension Charges. Interest Charges.

CHAPTER IV

OLD SOURCES OF REVENUE ...

Growth of Revenue. Land Revenue. Permanent Settlement. Ryotwari Settlement:

(a) Basis of land revenue, (b) Method of valuation, (c) Pitch of assessment, (d) Period of settlement, (e) Graduation of enhancements. Growth of Land Revenue. Nature of Land Revenue. Land Revenue and the principle of (a) Convenience, (b) Economy, (c) Ability to pay. Inequality of Land Revenue. Land Revenue and Legislative Control. Bombay Land Revenue Amendment Act. Necessity of revising the system. Principal features of taxation of land in other countries. Taxa-

77

Page.

39

Page.

104

127

tion of capital value. Recommendations of the Taxation Enquiry Committee. Punjab Land Revenue Committee. Proposed Remedies. Provincial Excise. Excise Policy. Fiscal Interest of the State. Excise Revenue and the Individual. Excise and the Community. Conclusion. Introduction of Prohibition. Decline in Excise Revenue. Some economic consequences of Prohibition. Revenue from Stamps. Probate Duties. Commercial Stamp Duties. Decline in Stamp Revenue. Provincial situation re: Stamp revenue—Madras, Bombay, Bengal, The U.P. Principal factors in rate fixing. Stamp duties in the financial system. Forest Revenue. Registration Fees.

CHAPTER V

NEW	SOURCES OF REVENUE
	Share of Customs. Income Tax. Agricultural
	Income Tax. Provincial Taxation of Motor
	Vehicles. Taxation of amusements: (a) Enter-
	tainment Tax. (b) Taxation of betting. Sales
	Tax I. General Sales Tax II. Selective Sales
	Tax: (a) Sales Tax on Motor Spirit, (b) Tax-
	ation of Tobacco, (c) Taxation of Electricity,
	(d) Taxation of Cloth, (e) Sales Tax on
	Articles of Luxury. Conclusions and Sugges-
	tions. Employment Tax. Property Tax. Mis-
	cellaneous Tayes

CHAPTER VI

T TOO A TTACTS	TO DEF	, ,	• •	· •	• •	
Pro	vincial	Debt	before	1921.	Provi	ncial
Debt,	1921-19	936. F	rovincia	al Debt	under	the
New	Constitu	tion.	Debt Se	ettlement	under	the
Nieme	eyer Ay	vard.	Capital	Outlay:	(a)	Irri-

DROVINCIAL DERT

	Page.
gation, (b) Hydro-Electric Schemes, (c) Bom-	
bay Development Scheme, (d) Civil Works.	
Interest charges. Prospective Capital Works.	
Review of Provincial Debt Position.	
CHAPTER VII	
FUTURE OUTLOOK	143
The Change in Policy. Change in the Tax	
Structure. Expansion of Social Services. Pros-	
pect of Provincial Finance. Retrenchment.	
Addtional Taxation. Relief from the Centre.	
APPENDIX I	
SALES TAX	151
Introduction. Nature of Sales Tax. Different	
Types of Sales Tax. Popularity of the Sales	
Tax. Basis of the Sales Tax. Exemptions. Rate	
of the Tax. Administrative Requirements.	
Selective Sales Taxation. Incidence of the	
Sales Tax. Adequacy of the Tax. Innocuity of	
the Tax. Administrative convenience. Ability	
to pay. Nature of Sales Tax. Sales Tax an	
Emergency measure. Constitutional Position.	
Sales Taxes in different Provinces. Possibili-	
ties under Indian conditions: (a) Selective	
Sales Tax, (b) Wholesalers' Sales Tax, (c) Gen-	
eral Sales Tax or Turnover Tax, (d) Retail	
Sales Tax. Administrative machinery. Need	
for enquiry.	
APPENDIX II	
STATISTICAL TABLES	171
Table	111
I Increase in spending power of the Pro-	
vinces under the financial settlement, 1937.	
II Growth of Provincial Expenditure.	
III Expenditure on Social Services.	

CONTENTS

		Page.
Table		
IV	Growth of Expenditure on Civil Works.	
v	Growth of Provincial Revenue.	
VI	Growth of Land Revenue.	
VII	Decline in Excise Revenue.	
VIII	Decline in Stamp Revenue.	
IX	Net Forest Receipts.	
x	Net Registration Receipts.	
XI	Receipts from New Sources of Revenue.	
XII	Interest charges on Provincial Debt.	
	APPENDIX III	
REVIEW (OF FINANCIAL ARRANGEMENTS FOR	
1940-41	l	179
St	atus quo Budgets. Change in the Nieme-	
yer	Award. Provincial Budgets for 1940-41:	
(1)	Madras; (2) Bombay; (3) Bengal;	
(4)	The U.P., (5) The Punjab; (6) Bihar;	
(7)	The C.P., (8) Assam; (9) N.W.F.P.,	
(16)	1,00 0.1., (0) 12002110, (0) 11. 11.1.1.,	
(10)	Orissa; (11) Sind. Conclusion. Table	