

C3

JOINT COMMITTEE
ON INDIAN CONSTITUTIONAL REFORM

[SESSION 1933-34]

RECORD
CONTAINING
MEMORANDA

and record of consultations held by the Joint Committee on
**INDIAN CONSTITUTIONAL
REFORM**
ON THE SUBJECTS OF FORESTRY
AND IRRIGATION

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The course of their discussions after the Indian Delegates had left made it necessary for the Committee to call into consultation certain persons conversant with the problems of Irrigation and Forestry. The persons so consulted submitted the memoranda reproduced in the following pages, which also contain the record of their consultation with the Committee.

I

IRRIGATION

[1ST MAY, 1934.]

I.—Memorandum by Sir Raymond Hadow, C.I.E., A.M.Inst.C.E.

The short notice, which I have received for the preparation of a Memorandum, the absence of books of reference and the lack of precise knowledge as to the points on which information may be required, may tend to make this Memorandum vague in parts and incomplete in others. It should, therefore, be taken as a hurried attempt to set down facts drawn mostly from memory.

The White Paper proposes that the Provincial Legislatures shall have the sole power to make laws in respect of irrigation, water supplies, etc. (Proposals 111, 112 and 114; and item 11 in List II of Appendix VI); further the All-India Service of Engineers shall have no more recruits, and future recruitment will be on the basis of a Provincial Service (Proposals 183 and 190). In short, the proposal is that irrigation shall be under a Minister, completely "transferred" (as distinct from its present "reserved" status), and the staff will be in future in a Provincial service, recruited by the Provincial Government.

Recruitment to the Irrigation Services.

These proposals will affect different Provinces in different ways. There are Provinces whose interest in irrigation is comparatively small: irrigation is not a large matter either because facilities do not exist or because climatic conditions are such that it is usually not necessary. For such Provinces the proposals seem suitable, and they follow naturally from the fact that the sister Branch of the Public Works Department (the Buildings and Roads Branch) has been a "transferred" subject since the Government of India Act, 1919.

There are other Provinces, however, in which irrigation is a matter of the first importance. I shall take the example of the Punjab, the only Province of which I have intimate knowledge. In the Punjab about 12 million acres of crops are matured annually on canal water and the revenue derived therefrom represents about 40 per cent. of the provincial revenues. There are six large "canal colonies"; that is to say, areas which was practically uninhabited barren waste before the construction of canals and now support millions of peasants brought in from other tracts. The Punjab Government has expressed the opinion that irrigation to the

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Punjab represents "security" as much as the services rendered by the Indian Civil Service and the Indian Police. It is not too much to say that the whole prosperity of the Punjab depends on the canals: they have enabled the Province to rise from comparative poverty to a sure financial basis, they have made rich men of poor peasants, they provide a living for numerous others connected with agricultural produce and they tend to promote contentment by the creation of a well-to-do peasantry.

The question arises whether it is wise to try an experiment in a matter of such vital importance both to the finances of the Province and the contentment of the people. Is, in fact, anyone justified in gambling with other people's happiness or prosperity? The position I take up is exactly that described by Sir Austen Chamberlain in the statement he made in Question 11,533, when examining the Secretary of State. I entirely agree that provincial autonomy would be a sham in the Punjab without the transfer of irrigation, but I maintain that some additional condition should be imposed such that, as far as can humanly be said, there is no risk that the peasantry will be adversely affected by the change.

In my opinion there is only one way of ensuring that the canal systems do not fall into decay and that is by maintaining a certain proportion of recruits from this country. I am in no way afraid of the position of irrigation in respect of its control by a Minister or by the Provincial Legislature, for it must be realised that, things being as they are in the Punjab, it is highly probable that the Minister and the majority of the Legislature will be users of canal water. Mistakes may be made on the financial side, but my personal experience has been that both the Legislature and the Member in charge (as he is at present) accept the advice of their technical advisers in technical matters and have a very shrewd understanding of the objects aimed at. That being so, my suggestion is to make sure (without gambling) that the technical advice shall be sound—or at least as sound as it has been in the past. Consequently I advocate the continuance of recruitment of qualified men from this country. My reasons for this are—

(a) The Punjabi peasant desires it. It gives him a sense of security, and, though he may not like the result, he accepts it as just. I do not for a moment insinuate that he never receives justice from an Indian but he is suspicious if it does not suit him—a feeling into which the present state of high communal tension frequently enters. I am supported in this view by the frequent appeals presented to my Member (an Indian) and myself (as head of the department) to transfer an Indian officer and send a European in his place.

(b) The Indian engineer seldom makes a good administrative officer. The Punjabi takes naturally to mathematics, hydraulics and engineering, as may be seen by their success at the Thomason College, Roorkee. Their interests lie, however, much more on the technical side of their work than in canal administration, where they are again hampered by communal feelings. A Hindu officer once said to me bitterly: "A Hindu can do nothing right" in a predominantly Muslim tract. I attribute this absence of administrative ability to the fact that the first places in engineering examinations are usually taken by clever youths of a class which has no tradition or training in administration. Youths with such a tradition at present go into the Army or take such low places in open examinations as not to qualify for Government service. Until the sons of landed proprietors, ex-army officers and the like look upon the engineering profession as a suitable outlet, I fear that the right stamp of recruit will not be forthcoming. The result

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of this is that the Provincial Governments in their anxiety to associate Indians with the administration of the services are often led to promote to administrative rank Indians lacking in the necessary qualities: this again makes it difficult to supersede Europeans of like quality, so that the whole efficiency of the administrative ranks tends to be lowered; this is bad for the canals and cultivators, bad for the taxpayer and bad for the service.

(c) I believe that the Punjabi politician would really welcome such recruitment. He would, it is true, probably complain in public and in the Legislature; but so many have bewailed the paucity of Europeans to me in private or have asked that a European be posted to their particular district that I find it difficult to believe that they would not be relieved to find European recruitment continued, so that whilst their object is obtained they can still retain a grievance: they would in fact be released from an embarrassing situation.

It may be argued that there is nothing in the White Paper to prevent the recruitment of Europeans to the irrigation service. I think it is too much to expect at present such recruitment at the hands of Indian Ministers. Pressure from public opinion and the Legislature would be too much for any opinion a Minister might hold.

As to the agency of the proposed European recruitment there are three possibilities:—

- (a) the Provincial Government or Public Services Commission;
- (b) the High Commissioner for India;
- (c) the Secretary of State.

I unhesitatingly throw out the first two alternatives. Recruitment from a University is largely governed by the advice given by the University authorities, and they are not likely to advise entrance to a service, the recruiting agency of which they know little or nothing. Moreover, recruitment for years past has not been easy for the Secretary of State to accomplish satisfactorily with all his powerful influence; so how could it be done by less well-known agents? I advocate that the recruitment be done by the Secretary of State on the understanding that the recruits are servants of the Government for which they are recruited for all purposes of promotion, censure, etc.; it may possibly be necessary for the Secretary of State to lay down the scale of pay and pension, which he finds necessary to effect recruitment, though this is to be avoided if possible.

I am aware that this suggestion presents an anomaly, a view which was brought out by Mr. Zafrulla Khan in Questions No. 11823-5. But surely anomalies are almost unavoidable in anything except complete self-government, and as long as an anomaly is workable, it is a better solution to a difficulty than a gamble with the prosperity of millions.

A further question which arises is the duration of the European recruitment suggested. I am not impressed with the statutory inquiry provided for after five years in Proposal 189. It is far too short a time to form any correct judgment. Canals do not break down through inefficiency in a day: I have known it take five years to bring it to light when inefficient officers were in charge. Moreover, as is commonly said in irrigation circles, it takes ten years to make an officer efficient in all branches of his duties. I would leave the Provincial Government to make its own case, when the occasion arises, to get the approval of Parliament to a change.

There remains the question of to which Provinces these proposals might be applied. I am diffident about making any suggestions for lack of knowledge of other provincial conditions, but I would judge that the arguments advanced above would apply to Sind. There must be several Provinces

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which fall between the two categories I have mentioned, that is those in which irrigation is of importance but probably not so important as in the Punjab. In such cases it might be advisable to follow the advice of the Provincial Governments.

Questions affecting two Provinces.

Since the Act of 1919, the Government of India has interfered when disputes arose between Provinces or between a Province and a State regarding the right to utilise the waters of a river. The Government did this, presumably, by reason of its power to "superintendence, direction and control" of a reserved subject. With the complete transfer of irrigation and water supplies, this power will cease, and I fail to find anything in the White Paper to take its place. The absence of any umpire or controlling authority in such matters lays open many possibilities of trouble on many tributaries to the Indus and Ganges rivers. I would urge that an Irrigation Board be appointed by Statute to adjudicate in such cases. It may be argued that an appeal to the common law would meet the case, but my experience is that this could only be a costly and unsatisfactory business. In the first place, the law on riparian rights is very vague or non-existent as between States; secondly, the evidence of the contesting parties is usually a mass of contradictory statistics, on which an expert alone can judge what value should be placed and what true implication arises. I suggest that such matters are better dealt with by an independent Board, the majority of whom should be irrigation engineers. It will be remembered that a notorious case in Egypt was dealt with on those lines. Lastly, a court of law could only pronounce a verdict on the case before it, whereas a Board might suggest a *via media*, such as would not block progress. It would be necessary to get all the States to agree to accept the findings of such a Board. My proposal is practically to bring the Central Board of Irrigation on to a statutory basis.

Co-ordinating authority.

One deplorable result of the provincialisation of irrigation in the Act of 1919 has been to provincialise the science of irrigation engineering in India. It was part of the duties, self imposed probably, of the Inspector General for Irrigation in India to co-ordinate the activities of the different Provinces; during his extensive tours he saw what was being done, learnt of advances made and was able to spread knowledge. As a result of the Act, this post was done away with, and each province became practically a water-tight compartment. The engineers, however, began to get in touch again with each other unofficially, and the result of a recommendation by the Agricultural Commission was a Bureau attached to the Central Board of Irrigation, to the cost of which the Provinces contribute. This Bureau, which has assumed in the eyes of engineers far more importance than the Board, has very limited funds at its disposal but tries to co-ordinate research and disseminate information. It meets once a year only, and, as its personnel changes annually, its progress is slow; it is suggested that it would be for the good of the irrigating provinces if the post of Inspector General were revived, his pay and expenses being shared by these provinces. It may be argued that the creation of such a post is not within the scope of the White Paper; on the other hand, it is to meet the results of proposals in the White Paper that the creation of such a post is urged.

(Signed) R. P. HADOW.

RECORD C3 (continued)

II.—Notes for consultation with the Committee by Mr. (now Sir) C. T. Mullings, C.S.I.

Indians as irrigation Engineers are rapidly approaching the British in competence and they could be better still with more experienced instructors in the Engineering Colleges.

In Madras Brahmins are the best Engineers and the Public Works Department will be staffed mainly by Brahmins if efficiency dominates selection of candidates. If political necessity to distribute appointments among various castes is to be a future criterion, the choice of men in other castes connotes frequent selection of less able candidates, and the Service must deteriorate.

With a purely Indian administration nepotism may increase.

An immense revenue is derived from irrigation; and the value of crops so grown is several times as great, but supplying or withholding water is simple, and the opportunities for graft are large. Ryots much appreciate the rectitude of British engineers. Until caste distinctions diminish, the assumed bias of the Indian Engineer will be always a source of distrust and suspicion to other castes.

The Indian view of commissions from contractors and others is not as rigid as the British, though it has much improved by our tutelage.

These are the main reasons why the Irrigation Department would be improved by a leaven of British Engineers, but I anticipate no break down in administration were the British element to be eliminated by its gradual replacement or superannuation.

RECORD C3 (continued)

III.—Consultation between the Committee and Sir Raymond Hadow, C.I.E., A.M. Inst. C.E.

[1st MAY, 1934.]

1. *Chairman*: Sir Raymond Hadow, you are good enough to attend this morning for a consultation with this Committee, and you have kindly provided us with a memorandum. I think you understand the arrangements for the consultation, namely, that the Committee will decide in due course whether to publish your memorandum and whatever may be said either by Members of the Committee or by yourself this morning?—Yes, my Lord.

2. Some of my colleagues, I think, may desire to put questions to you at this stage, unless you have anything that you would like to add to this memorandum?—No, I think not.

3. *Marquess of Zetland*: I think I appreciate your apprehensions, and I admit that they are very intelligible. You regard it as essential that for some time to come there should be a substantial element of European engineers in the Irrigation Service in India. That is your main contention, I think?—I limited myself to the Punjab in my note.

4. Let us take the Punjab, because really that is the most important Province, the Punjab and Sind, from this point of view. On the other hand, you show in your note that you do appreciate the fact that if the Punjab, like other Provinces, is to be given self-government, the Government of the Punjab must exercise control over its irrigation staff. That, you admit, I think?—Yes.

5. As I understand your proposal for securing an adequate representation of European engineers in the service of the Punjab, you would lay it down that a certain number should be recruited by the Secretary of State for India in this country?—Yes.

6. I am not quite clear how it would work. Would it then be within the competence of the Governor-General to instruct the Government of the Punjab that they should recruit a specified percentage or a specified number of European engineers through the Secretary of State?—I would cut the Governor-General out entirely. I would lay it down by statute that the recruitment to the Irrigation Branch had to be in a certain proportion of men from this country.

7. You would lay that down in the Constitution Act?—Following the Lee Commission report.

8. But for all time or for a limited period?—I think I dealt with that in my memorandum.

9. Yes, I think you did; I do not remember the exact paragraph in which you state it?—I said I was not a bit impressed by the five-year proposal which seemed to me to be absolutely useless and I would leave it for the local government to make out its case and for Parliament to accept it if its case was made out in due course.

10. Yes, I remember now. But the percentages laid down in the Constitution Act should remain in force until the Government of the Punjab have made out a case for altering them. That is your suggestion?—Yes; that is what one would do in practical politics—practical work. It would be for the other side to move.

Marquess of Zetland: Thank you; I just wanted to be quite clear in my mind how it was that you proposed to deal with that particular problem.

11. *Marquess of Salisbury*: Sir Raymond Hadow, you fully appreciate the capacity of your Indian staff; it is not that you despise them at all?—Not the slightest. Some of the best technical engineers that we have are Indians.

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12. It is when you come to the position of superintendent or something of that kind, where you require more administrative skill, that the difficulty arises?—Exactly.

13. Would you tell the Committee how it happens that the Indians recruited are not qualified for the higher posts?—It is rather a difficult question to answer, but, as I have said in my memorandum, I think it is very largely due to the fact that the recruits do not come from the right class or classes; we do not get so much the sons of big landowners or ex-Army officers. On the other hand, we get more of the sons of shopkeepers and traders and possibly moneylenders who have no tradition of good administration behind them. That is my solution; I do not say that it is a fact at all; that is my opinion only.

14. Your opinion, of course, is very valuable. Now, at any rate, as I gathered from your memorandum, the result is that the peasants, or lower classes, to whom this question of irrigation is so vitally important have a sense of suspicion of other than British administration?—The Muhammadan suspects the Hindu, and the Hindu suspects the Muhammadan.

15. The communal question enters into it?—Badly, I am afraid.

16. Has it happened to you that you have evidence that these unfortunately contending persuasions rely upon British intervention as administrators?—It has. If you will permit me, I could give a short case.

17. Yes, please do?—There was one case when several deputations came up to protest to my Honourable Member and myself in Simla against the way they were being treated in the distribution of water. They came up to Simla I think twice in the hot weather, which is an example of the interest they were taking in the matter. I took the earliest opportunity of going round to see what their distribution was like after I had removed the Hindu officer on the orders of my superior and replaced him not by a Britisher but by an Indian Christian, because I had not a Britisher to place there. When I made my investigation I was met by crowds of men, and I spent most of the day making the investigation, and in the evening I announced to them that of all the cases I had tried, two, I think (speaking from memory) were short of water, and one was in excess, and in the remainder, 25 or 30 cases, the supply of water was correct. They took what I said with a shrug of the shoulder and said: "If you say it is right, all right, but what about the Hindu superintending engineer?" They also wanted him removed. That, Sir, is an example of how they would accept, as it were, an impartial statement that their water was right, whereas before they had been almost on the point of rioting about it; but the moment one Hindu was removed, they wanted the next Hindu removed as well.

18. Rightly or wrongly they trusted the British official in a way they would not trust an Indian official?—Exactly. What they were complaining about was perfectly all right except for these three small cases which I have mentioned. I had nothing to say against what was done except that it was possibly done tactlessly.

19. In the case you have quoted, although there was in truth no injustice, yet they had not sufficient confidence except in the British official?—Yes.

20. But I suppose there are cases, are there not, when things are not quite so equitable as that in the distribution of water. Injustices sometimes are done?—It is inevitable that in any system of distribution of

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water in the Punjab in the course of years that distribution, as it were, gets out of date, and it has to be continually overhauled, and if it is not overhauled in time or correctly, then the distribution of water is unequal.

21. Apart from the particular case you quote is there ground for a general suspicion amongst the peasantry? Is there such a thing, for instance, as corruption amongst the Indian officials?—Amongst the lower staff undoubtedly it is inevitable. It is in all of the lower staff of every Department.

22. In India?—Yes.

23. You do not mean everywhere; you mean in India?—I was thinking of India.

24. I am not sure that it is a very good word, but it is always used, but is there, what is called, nepotism? I think it practically means the helping of your relations?—There is a certain amount of it, but there is not much opportunity for it for the reason that we know perfectly well, when an officer is posted to any particular district, whether he has land there or relatives there, and consequently he is not often posted to his own district.

25. At any rate, you lay the greatest stress, as you did to my noble friend just now when he was examining you, upon the recruitment of an adequate number of British officials?—Yes.

26. I suppose that there would be some kind of protest if hereafter under the new administration British officials were recruited in the same proportion as they are now. Do you fear that?—No; I think it would be purely political.

27. Purely political, you say?—Yes, purely political, and I do not think it would really be very genuine.

28. You mean to say they would be obliged to have a sort of national appearance outside?—The Punjabi is very patriotic, provincially speaking, and "The Punjab for the Punjabis" is a very common cry, and the introduction of any other element is always objected to as a matter of principle, and they would naturally object openly to the recruitment of Britishers.

29. But you say you do not think it would be very genuine?—I do not think so. Why I say that is because so many politicians have spoken to me privately on the difficulties raised by the paucity of Britishers now in the Service.

30. I did not quite catch that?—So many politicians have privately spoken to me about the difficulties raised by the paucity of Britishers now in the Service.

30A. You say "privately"?—Yes.

30B. You stress that word "privately", do you?—Yes. Speaking as man to man, and not, of course, in the Legislative Chamber.

31. In answer to my noble friend you said you thought this recruiting ought to be carried out by the Secretary of State, not by the Governor-General?—I favour the opinion that the Secretary of State should recruit simply because I think he is the most powerful recruiting agency, the only agency by which we could get the right stamp of recruits.

32. You mean no one else would inspire sufficient confidence amongst the classes from which the recruits come?—Amongst the Universities and Colleges from which the recruits come.

33. In England you mean?—Yes.

34. You speak principally of the Punjab?—Yes.

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35. But do you know something about Irrigation in the other parts of India?—I should be very sorry to give much of an opinion about it.

36. You just mentioned Sind?—Sind is next door to the Punjab. I know the conditions there better than I do those in other Provinces. I know the officials better, and I know the Sukkur scheme would be largely colonised by Punjab peasants.

37. May I take you to a rather different part of the subject? I suppose it is common ground, is it not, that the Provinces under the new Constitution must have some control over Irrigation. You do not think so?—I am afraid I do not quite understand.

38. I said it is common ground that in the new Constitution the Provinces should have some control over Irrigation?—The Provincial Governments?

39. Yes?—Yes, certainly.

40. You agree?—Yes, certainly.

41. Do you think there is any risk attaching to it? Would the Provincial Government be likely to look after Irrigation and give it sufficient attention and sufficient expenditure?—In the Punjab I am pretty confident that it would be all right because the agriculturist has the majority in the Council and always will have, and the Muslims under the Communal Award have also the majority and, personally, I think that they will always look after the goose that lays the golden egg.

42. That would be all right in the Punjab, but, as between Province and Province, there might be friction or difficulty sometimes?—There is almost certain to be.

43. "Almost certain", you say?—Yes, there would be friction between the Punjab and Sind, there would be friction between Kashmir and the Punjab and probably between the United Provinces and the Punjab over the Jumna, and so on; it is inevitable.

44. You would not like to add anything to the Committee out of your great experience under that head, because that is very important from our point of view?—At the present moment the Punjab is forbidden to take any more water from the Indus for ten years from 1929, in order that it may be established that the water there is more than sufficient for the Sukkur Barrage project. The Punjab holds that it is established now, and that we are simply waiting for ten years to prove what can be proved now, that is to say, everybody is losing money, waiting for ten years. We cannot go on with our projects; we cannot colonise; the peasants cannot grow crops, all because there is this difference of opinion. The Secretary of State gave his orders that we must wait for ten years. I presume in the future there will be nobody to give those instructions.

45. You are faced with that difficulty. You suggest a Board, I understand?—Yes.

46. A British-India Board?—Yes. It would have to include the States; the States must come in too.

47. It would be an all-India Board then?—Yes.

48. If I may put it in that way, if you had your way in the matter, would it have a mandatory power or only an advisory power?—I should make it mandatory.

49. You would give it authority?—Yes.

50. You also say you would like to see the office of Inspector General continued?—Yes, or, rather, it is not continued at the present moment; it is abolished.

51. When was it abolished?—After the Inchcape Committee. I am not quite sure when it was; it was about 1924.

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52. That was an economy provision, was it?—Not entirely; it came in with the reforms too. The argument was that Irrigation was a Provincial subject, and therefore there was no need for an Inspector General at the Central Government.

53. In your experience would you say that the loss of the Inspector General during these years has been important?—I think we miss him very much.

54. It would have been of great benefit if he had continued, you think?—I think so.

55. And the Inspector General, of course, would be a Central Official?—Yes, but I would make the Provinces contribute to his pay.

56. In your view, Sir Raymond, would he be under the authority of the responsible Government at the Centre, or under the authority of the Governor General?—I am afraid I have not considered the details.

57. *Major Cadogan*: You could not, of course, make a stipulation that he should be a European, could you?—No, Sir, I had not that in my mind.

58. I was only wanting to make quite sure what you meant?—I had not anything of that kind in my mind at all.

59. *Marquess of Salisbury*: There is one other Central matter about which I would just like to ask you. Have you thought at all about the difficulties of a proper system of research in respect of Irrigation?—I did think of writing something in my Memorandum about it, but I did not quite see how it came into the question raised by the White Paper. I noticed, I think I am right in saying, that one of the Federal Subjects is "Central Research"—I think those are the words. I have not the White Paper with me.

Mr. Butler: I think it is No. 42.

Marquess of Salisbury: That is so, is it not, Under-Secretary?

60. *Mr. Butler*: Yes, it is in the Federal List, No. 42: "Central Agencies and Institutes for research"?—That assumes, apparently, that there is a Central Agency for research, whereas there is not any.

61. *Marquess of Salisbury*: There is not at present?—Not for Irrigation research.

62. Do you think there should be? Please do not confine yourself to the White Paper; we have a larger scope than that.—The difficulty was this: Under the present Constitution research is at the present minute a Central Subject, but the Central Government does nothing for Irrigation research at all. The Provinces, I was going to say in despair, have started their own small research institutes; we have one in the Punjab; the United Provinces has one; Sind has one; I believe Madras was about to start one when I left India, and they are doing good work, but their funds are very, very limited. The reason for that is, in a way, that the Provinces feel that research is a matter for the Government of India under the present Constitution and they are fortified in that opinion when they see the Government of India give ten lakhs a year, I think it is, to Agricultural Research. They also run the Pusa Agricultural College. They also run the Dehra Dun Forestry Research Institute. But the Government of India's sole contribution to Irrigation research is the contribution of 7,500 rupees every year to our little Bureau of Information which we run for ourselves. We have so little funds at our disposal that we very nearly had to give up our representation at the International Conference about Dams. That is in a country which has some of the biggest dams in the world, and they very nearly could not afford to send a Delegate there. We just managed to get the Government of India to give us funds for that.

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63. So what you would like to tell the Committee is that you think this is a very important subject which ought to be run Centrally?—I think so, and I think if there were an Inspector-General he would bring it much more before the Central Government. It is possibly news to you that in the whole of the Central Government there is not one Engineer of any kind. Naturally, they do not hear much about such matters.

Chairman: I did not like to interrupt Lord Salisbury's consultation, but the position is that Mr. Mullings is now available. It is a question whether the Committee would desire that Mr. Mullings should be heard at the same time as Sir Raymond. What does the Committee feel about that? That was the original arrangement.

Lord Hardinge of Penshurst: I see no objection to it.

Chairman: I have none.

MR. (now SIR) C. T. MULLINGS, C.S.I., is called in and examined as follows:

Chairman: Mr. Mullings, you are happily able to join Sir Raymond Hadow in consultation with the Committee at this stage. You have been good enough to prepare a Memorandum for us for which we are greatly obliged. We are in course of putting a few questions to Sir Raymond Hadow, and the Committee feels that both you gentlemen might well be heard together. Perhaps either of you will answer questions, as you think best, or if you disagree with each other on any particular point perhaps you will make that clear.

64. *Lord Rankeillour*: Sir Raymond, if the office of Inspector-General is revived, to whom should he report?—(*Sir Raymond Hadow*): I should follow more or less the same procedure as was adopted before, and that is: He reported to the Government of India, who merely forwarded his report to the Local Government. It was open to the Local Government to accept or to refuse the matter that was in the Report. They were not bound to accept it.

65. In practice, did the Central Government find any means of enforcing the Report, if they agreed with it, on the Provinces?—I do not think they could enforce it. They might bring pressure to bear, but I do not think they could legally enforce it in any way.

66. And, in future, they would not have the same means of bringing pressure to bear, would they?—No; they could merely express an opinion, but I would leave it entirely as it was in the old days, namely, that the Local Governments were presented with the Report of an independent and outside expert, and they could take it or accept it, and, if they refused it, it was their responsibility.

67. You would not regard it as possible to devise any means to enable the Central Government to enforce a report?—No, I do not think I would.

68. Now about the Irrigation Board: You wish to set that up merely for the purposes of adjusting quarrels and differences between Provinces or between Provinces and States?—Yes.

69. It would have no further function; it would not have any administrative function in trying to keep up the standard?—No.

70. Would you give its decisions the force of law—that is to say, would you give them the same validity as the decisions of a law court?—I think so. The questions that arise are nearly always of this kind: There may be a dispute between two Provinces; one Province, say, claims half the share in a river; the other Province says: "No, the share is not half; it is only 25 per cent." The decision that the Board would give would be that the share was 30, 40 or 50 per cent., whatever the decision was that

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they arrived at. That is nearly always the sort of difficulty we get into. I think Mr. Mullings has considerable knowledge between Madras and Hyderabad. (*Mr. Mullings*): And Mysore.

71. *Lord Rankeillour*: And I suppose if there is to be a new Federal Court, you would not allow the decisions of this Board to be subject to appeal to them, would you?—(*Sir Raymond Hadow*): No. My whole object is to keep all disputes of that kind out of the law.

72. But you would give their decisions the same legal sanctions as the decisions of a Federal Court?—It would have the same power.

73. It might not be very easy to exercise in the case of a recalcitrant Province, might it?—If they had accepted the proposal of a Board and had accepted its opinions, it would be rather strange if they went back upon it when the decision was against them.

74. But you have not thought of any kind of monetary sanction by withholding grants in a case like that?—It never crossed my mind that they would refuse.

75. Or that a State would refuse?—I think I said the States would have to accept the finding of a Board as final.

76. And, in fact, they would have, when they acceded to the Federation, to accept the jurisdiction of this Board?—Yes. I do not myself think the States or Provinces would object to such a proposal.

77. Now there is just one other thing, and you must pardon my ignorance, but how does the system of irrigation in practice work? I suppose there is rationing of water?—That is practically what it amounts to. The water is supplied in the Punjab at a rate of so many cubic feet per second per acre.

78. And is it necessary sometimes to curtail and then afterwards to increase the amount?—It does not flow continuously; it flows at intervals, and those intervals depend upon the supply in the river, the climatic conditions, the rainfall, the sowing of crops or ploughing, and it is very easy to see that you can keep certain areas short of water, and it very often happens naturally at a time when it is most important that they should receive it.

79. Can this cutting off or restriction of water in an area sometimes be exercised by subordinate officials?—It can be; it should not be.

80. But it can be?—It can be.

81. And right down, I suppose, a whole hierarchy of officials, even the quite low ones, might have power to let a landed owner or occupier of land have more or less?—Yes.

82. And that is what you fear, that for vindictive or corrupt reasons someone might be kept short of water?—Yes.

83. And that is why it is so necessary to have capable men who watch this process at the top?—I would rather put it: men with whom the Punjab peasant is sure he will have a square deal.

84. Do you think that sort of difficulty, accentuated by the communal trouble would be as acute in other parts of India as in the Punjab?—(*Mr. Mullings*): In Madras it would. (*Sir Raymond Hadow*): I would hesitate to reply, Sir; I would rather stick to what I know.

85. Is it difficult for the higher official to detect any improper switching off of water, and so on—is it a matter that he can soon find out?—It is not easy for a higher official, but the men immediately over the person who is not sharing the water fairly ought to be able to tell quickly, but for a higher official he would only know from complaints most probably.

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86. And then he would have to hold an inquiry?—He would hold an inquiry.

87. And he would have to be a man who understood something about evidence, and so on?—It is purely an informal inquiry.

88. *Lord Middleton*: What is the system of the administration in a Province under the Chief Engineer? How are his responsibilities delegated? How is the Province divided up?—In the Punjab, the Provinces are divided up, I think it is, into 17 circles of superintendents in charge of a superintending engineer.

89. Then the work of the head of that circle is mostly administrative?—Yes, exactly; that is where the administrative side really begins, with the superintending engineer. Under him are three or four engineers whose work is executive.

90. At what point does a technical engineer become an administrative engineer—that is, when he becomes a superintendent of a circle?—Yes, that is when he becomes important.

91. You rather dwelt on the fact that the Indian engineer was a better technician than administrator?—Generally speaking.

92. Can those circle superintendents' posts satisfactorily be held by Indians as a rule?—Yes. (*Mr. Mullings*): In Madras very often.

93. But satisfactorily?—(*Sir Raymond Hadow*): Some of them are.

94. The point I wanted to get at was what proportion of officials in a Province should be British?—The proportion of Indians and the British in a Service or Province has nothing to do with the number who will be employed in the administrative rank. Promotion to that rank is entirely by selection, so you might have a proportion of 50-50 over the whole service, but by the time it got to administrative rank it might be any other proportion you like, because the proportion is, or should be, entirely by selection.

95. Then supposing there are complaints of corruption in a district or a circle, who initiates the investigation or proceeding?—It depends upon to whom the complaint is made; if it is made to any officer, he would most probably start investigations on his own.

96. Would it be more difficult for an Indian to whom a complaint was made to investigate the complaint than for a British officer? Would he be subject to influences which would make it difficult for him?—Quite rarely he might have pressure brought to bear upon him not to make an investigation; but if it is a big case, it would be beyond his power to stop it at all. I sat on two Commissions of Inquiry myself during 1930, I think, and they both concerned officers of my own Department, both executive engineers. I think this is answering more or less your point. We were appointed as Commissioners, I and a Judge of the High Court under the Public Service Inquiry Act, which is an Act to enable you to inquire into cases of this kind. It was semi-judicial, but it only reported its findings on the charges. We gave no verdict on the officer himself. We had Counsel, and it took us nine months to be able to write a report on two of the charges. There were nine charges against the officers, I think I am right in saying. We did two and then informed the Government and gave them unofficially a look at our report, and they said that was quite enough, so we did not proceed with the rest; otherwise, one might be sitting there still. One needs some form of inquiry, undoubtedly. An ordinary officer, when he takes up a case of that kind, nearly always ends by saying that he will never touch another one; it gives him so much extra work and trouble, and usually a very unsatisfactory result at the end. Of course, the attempt is made to subject

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the charges to legal proof and the officers who inquire into the cases seldom know anything about the law; loopholes are found, and the whole case falls through, although everybody knows it is perfectly true.

97. *Sir Reginald Craddock*: Sir Raymond, what classes or castes do you get your engineers from, principally?—A great many of them come from the Bunya class, but we get them entirely from the Thomason College at Roorkee, and the Punjabis are usually very high up, most of them, mostly Hindus; they take very high places, and are mostly of the Kutri and Bunya classes, the shopkeeper class: I am speaking there from memory.

98. They are very largely Kutris, I suppose?—Yes.

99. What about Sikhs?—We get a certain number of those, but not very many. The competition at Roorkee is exceedingly keen, and most of the higher places are taken by the Hindu element; we occasionally get a Muhammadan, occasionally Sikhs, occasionally even Anglo-Indians.

100. Speaking generally, I suppose, you would say that the Hindu would get the majority of these posts?—Unless, as we do now, we pick any Muhammadan there is who is qualified, no matter where he is on the list, and then fill up the remaining vacancies with Hindus.

101. That does not make for the most competent people being employed?—No.

102. Then you spoke about administration. I have, of course, some experience of these Departments, and I was anxious to know from you whether you had had different experience from mine in the Punjab. One generally found that a man who was quite a brilliant promising assistant engineer and a good executive engineer aged more quickly than the European, and that very often a man who on his record is promoted to be superintending engineer does not fulfil the promise because he is getting fat or lazy or aging quickly?—Yes, I think that is very true.

103. Then as this irrigation would be under a Minister, you said particularly how important it is that in filling administrative posts, such as superintending engineer and above, selection should have full play, but with a Minister in charge, would he not have great pressure put upon him, whether from the Legislative Council or the politicians, to promote men who really would not have been selected under a strict system of selection?—That is very likely, but I am afraid that my opinion is that the selection at the present moment is not strict enough. I do not think that you can say that that would be the result of putting the irrigation under a Minister only.

104. No. The difference there, I suggest to you, is that it is rather more likely to happen with a Minister who is responsible to the Legislative Council and to the pressure put upon him by politicians than it is with an Indian member who is a member of a Council, it being a reserved subject?—Yes.

105. I think, Mr. Mullings, you say that in Madras the best engineers are found among the Madrasi Brahmins?—(*Mr. Mullings*): Yes.

106. How far do you find that the same men who are very good engineers are also good and reliable superintending engineers, namely, in administrative work?—I should think quite half of them have been excellent.

107. The Madrasi Brahmin is rather special in these respects, as far as I have seen?—Yes, I think so.

108. Then, Sir Raymond, you spoke about research; you mean by that the engineering part, do you, because the agricultural people conduct a great deal of research bearing upon irrigation of crops?—(*Sir Raymond Hadow*): Yes, but, if I may say so, their research has got a different object in view. Agricultural research has nearly always aimed at improving crops or improving the seed or the production of special kinds of crops, whereas our

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research is aimed at trying to prevent deterioration of soils by waterlogging. The two angles of vision are entirely different.

109. Of course, one would notice that difference in the Punjab, because so much of your irrigation is applied to land which would not crop at all if there were not irrigation?—Yes.

110. Taking my own experience in the Central Provinces, the difficulty was that where you get fairly decent crops, through reluctance to get water and incur that expenditure when they are hoping still that it may rain, they very often leave it till it is too late?—Yes.

111. Therefore, agricultural research in the Central Provinces as regards irrigation was directed very strongly to bringing out the benefits of irrigation to all sorts of crops in which the people were not accustomed to applying it. You do not get that in the Punjab, but you may get it elsewhere?—Quite so.

112. Then as regards the Irrigation Board that you have spoken about, in the past there has not been a Board with the Government of India to deal with disputes between Provinces, has there?—No, there has been no such Board.

113. But you had an Inspector-General of irrigation?—Who usually managed to reach a decision of sorts. I think they did in Madras.

114. But did they not have arbitrators appointed in Madras, usually?—(Mr. Mullings): Yes. I think we once had a Judge from the United Provinces.

115. An arbitrator?—Yes.

116. Who gave a formal award?—Yes.

117. That award was a recommendation to the Government?—Yes.

118. It did not go beyond that?—It did; it was disputed by the Madras Government, and I think it was considerably altered later on. That was 15 years or 20 years ago.

119. Where do you get your recruits from in Madras?—From the Engineering College at Guindy, close to Madras.

120. You do not get any Roorkee men there?—No.

121. I suppose all your engineers are Madrasis?—Yes.

122. You have not any outsiders?—Practically none; I doubt if there is one.

123. Do you get any Anglo-Indians in Madras among the Public Works Irrigation Board?—There may be a few subordinates, but none in the higher ranks.

124. You have not had any executive engineers?—No, not as a rule; there are one or two. The N.C.O.s have been allowed through the subordinate ranks and they have occasionally risen to be executive engineers about the end of their service.

125. They get some training at Roorkee?—Yes, or at Madras, or at one of the provincial colleges.

126. Sir Raymond has told us that he would like the present proportion of British recruitment of the irrigation engineers to be continued and appointed by the Secretary of State. Do you concur in that?—I think a few would be very desirable; but it would be hard in Madras to restrict them to the Irrigation Service, because we have not got a separate Irrigation Department.

127. You have never separated irrigation entirely from roads and buildings?—No, we have not.

128. You can have an Irrigation Branch, cannot you?—You could have, I suppose, but it would be rather difficult in the ordinary dry districts where

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there are tanks and buildings all muddled up together. It is not necessary to have more than one executive engineer for one of those districts.

129. But you have some engineers in Madras who have rather concentrated on irrigation?—Yes.

130. And who are employed in all the most important irrigation schemes?—Yes.

131. That would be so, would it not?—Yes, they could easily.

132. Still, at the same time you would like to see British recruitment continued to some extent, anyhow?—Yes, especially for irrigation. It does not matter so much about roads and buildings in Madras.

133. *Lord Eustace Percy*: But if it was only irrigation in Madras, would you have sufficient opportunities of promotion in a separate Irrigation Branch to get Englishmen?—I do not know. You would find that out after advertising for recruits.

134. *Mr. Davidson*: Mr. Mullings, in Madras, a great deal of the irrigation is as between the States and the Presidency, is it not? I mean, in Hyderabad and Mysore, and even down to Travancore there are questions which affect both?—Yes, there are.

135. Do you find that the qualifications of the State Irrigation Officers are more or less the same as the others?—No; nearly as good.

136. Do State subjects go to the College at Madras?—They have a little college of their own. One or two are occasionally sent to England.

137. *Major Cadogan*: I would like to ask you, Sir Raymond, supposing European recruitment to this Service ceased altogether, do you anticipate that the Provincial Governments would enlist European experts on short time contracts, and, if so, would that allay your misgivings as to the efficiency of the administrative being effected?—(*Sir Raymond Hadow*): I do not think it would be the slightest good to enlist experts on short time service. You have first got to catch your expert, and I do not know where, outside India, you would get anybody who could give really expert advice on the Indian form of irrigation. Secondly, a man would take many years before he could possibly get to the bottom of the question. The only form of expert you can get is the purely constructional engineering expert, not the irrigation expert, if I may put it that way.

138. *Lord Hardinge of Penshurst*: Mr. Mullings, you say that the best engineers are Brahmins. Do you mean that the non-Brahmin Hindus are less efficient than the Brahmins?—(*Mr. Mullings*): They do not pass such high tests in the examinations, so they do not get a chance of being appointed as a rule.

139. Why do they not pass?—They are not clever enough, yet.

140. I should have thought there was very little difference between them, the non-Brahmin Hindus, and the Madrasi and the Brahmins. Of course, you know better than I do. You say there is?—The Brahmin preponderates in the educated classes tremendously in spite of his smaller numbers.

141. Then do you consider that nepotism and corruption will be very much increased with the gradual disappearance of British officers?—I should think they would gain by their own experience.

142. Are the Brahmins equally corrupt?—Yes; I do not think they are as bad as they have been.

143. Education makes no difference, then?—I think they are improving quite a lot.

144. And you consider there would be no failure in the administration—no great breakdown were the British element to be entirely eliminated?—I do not think there would, no.

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145. Now as regards Mysore and Madras, there they have got an Irrigation Department, which is an entirely Indian Department, I fancy, have they not?—Yes.

146. And they construct all their irrigation works themselves?—Yes.

147. Do you happen to know whether they are very efficiently constructed or not?—The only one I know well, their largest one, has been very well built, Kunumbadi Reservoir it is called, a big irrigation work on the Cauvery.

148. I know it. I suppose if Mysore can get on as well without the British element Madras can?—Yes, the officers would be just the same type.

149. *Lord Hutchison of Montrose*: Provided that the White Paper Proposals were carried out, and Irrigation is a Transferred Department to a Province, how do you suggest that you could carry out through a Board control of water which affects several Provinces. Supposing a Board legislated on a definite question of policy of the handling of the water of a long river how could you enforce that on the Province concerned?—Unless the Central Government could, I do not know who could.

150. Have you studied at all the Egyptian water question from the point of view of policy?—No.

151. There there is always a conflict, or has been until declarations were made between the Sudan and Egypt as to the position of water on the Nile, and barrages were continually having to be made in a Province other than that to be served, in other words, upriver?—Yes.

152. Will that not be so in India?—I do not think it need. I think an Irrigation Board could settle it straight off.

153. Could they carry through negotiations between Province and Province as to the building of a barrage for a lower Province, in an upper Province, we will say?—I do not think that case would occur in Madras. (*Sir Raymond Hadow*): It might easily occur. You might easily have to conserve the waters of the Indus, say, far up in the Himalayas, not in either of the Provinces concerned. In fact we have been negotiating with one of the Hill States about building a dam right outside the Province entirely. The negotiations never came to anything in my time.

154. Would not such negotiations have to be carried out by a Central authority like the Government of India?—At the present minute?

155. Such negotiations with another State would have to be carried out by the Government of India?—At the present time or in the future?

156. In the future?—In the future I would put it all in the hands of a Board.

157. You have the same thing on the Nile where you have negotiations with Abyssinia and the Sudan to provide water for Egypt?—Yes.

158. If it is going to be purely a Provincial Service, what overriding authority will you have in the Government of India to deal with water, or conflicting interests, or the provision of barrages in a Province other than the one to be served?—That is what I would put in the hands of this Board, I suggest.

159. Which points to the necessity for some all-India control over water?—Very much so. That is what I failed to find in the White Paper. (*Mr. Mullings*): I agree.

160. *Earl Winterton*: Mr. Mullings, I gather the general effect of your assessment of the situation in your memorandum is that the competency of Indian engineers has been gradually increasing in recent years and corruption shows a tendency to decrease, or, rather, the standards of the Indian engineers in the Service show a tendency to improve?—Yes.

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161. *Earl Winterton*: And that despite the fact that at the present time they have the worst possible example of corruption in some countries where there are people of European descent?—They have the very worst example.

162. *Major Attlee*: Sir Raymond, I am not quite clear on your idea for a Board. Is the Board to be representative of the Provincial Governments or just of the Engineering Services?—(*Sir Raymond Hadow*): I would make the Board very much on the same lines as the Central Board of Irrigation at the present minute which contains members from all Provinces. If a question arises about one Province naturally that member of the Board does not come into the question at all. You select a panel of about three men from the Board, and you naturally select those who have experience of the kind of question raised but who have no connection with the actual Province itself.

163. It is more an arbitral Board than an administrative Board?—The present Board is merely to advise the Government of India.

164. Assuming you have the White Paper Proposals you have Provincial Autonomy?—Yes.

165. You have also got the States?—Yes.

166. Questions will come up with regard to the share of water between these, and possibly the consideration of joint schemes. Is it your idea that that should be done merely by negotiation between the parties concerned, or should there be some all-India authority that would be dealing with the matter on a more or less large scale plan?—I would have the outside authority. The negotiations between the States themselves will always take place. It is only when they fail to reach an agreement that the question would come up of the necessity for any other power.

167. Seeing that under the White Paper you are going to have a Federal Body at the Centre on which the States and the Provinces are going to be represented, do you think that it would be well that there should be some power in the Central Government?—Are you speaking of the Federal Court?

168. No, the Central Legislature?—I do not see the connection between the Central Legislature and this particular question of disputes.

169. The question of Irrigation I was suggesting was not a matter solely for one Province or one State?—The sources of supply for irrigation are certainly a matter of almost what one might call Imperial interest.

170. Exactly, and the point I was putting was whether you did or did not think that there should be in the Central Government some power of co-ordination?—That would be an alternative to the Board, I suggest?

171. Yes?—I am afraid my Board is a very half-boiled idea. I merely put that forward because, shortly before I left India, I discovered what I thought was this gap in the White Paper, and I made that point to my local government, and what has happened since I do not know. I may be quite incorrect, and there is no gap, but as far as I can see (I have studied it again) there is this gap, and a very serious gap. I only put forward this suggestion for a Board as some way out of it, but if there is a better solution I should be very glad to adopt it.

172. With regard to the question of the retention of a certain number of British personnel in the Engineering Services I was going to put it to you as to whether it would not be possible, without saying that you must have direct recruitment through the Secretary of State, to have some kind of power in the Central Government which, as it takes cognisance of all India, would be interested to see that there should be a certain standard of administration throughout the Irrigation Services?—I do not quite see what would follow from that, Sir. The idea is that

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the Central Government would take cognisance of the fact that in any Province there was not sufficient recruiting of Europeans, but I do not see what the next step would be.

173. Could not the Central Government actually recruit?—I do not think they could recruit well. I know for a fact from my own knowledge (I go back as far as 1914 in my knowledge of it) the Secretary of State's recruitment has not been easy except for a year or two after the War. He has not been able to get men very easily, and is it likely that the Government of India or the Provincial Governments could get men easily, or get them at all? I do not believe you would get them at all.

174. Is that from the point of view of the stability of employment?—No.

175. Or from the point of view of selection?—It is the mistrust, I think, that the College and University Authorities have for any new source of recruitment. They know the Secretary of State; they have supplied him with recruits for years, but when a new authority comes forward and asks for recruits I do not think they will take any notice of it until they see exactly what happens to other recruits who have been sent there. It has been so difficult that I think in 1925 two engineering officers were sent round all the engineering colleges in Britain finding out what the difficulties were and doing a mild form of propaganda, but I think it was only a few years ago that we asked (I am speaking from memory) either for three or two recruits and we only got two or one. That shows how difficult it is to get recruits even through the Secretary of State.

176. *Mr. Cocks*: Sir Raymond, at the present time the proportion of recruitment for the present All-India Irrigation Service is on a basis of equality, is it not, with a twenty per cent. reservation for the Provincial Service?—Yes.

177. It is forty per cent. British to sixty per cent. Indian?—It amounts to that.

178. Is that the proportion you suggest should be continued?—I did not fix any particular proportion in my mind.

179. *Mr. Cocks*: You do not suggest any definite percentage?—In the 40's or 50's would do. It comes to the fraction of a man in the end when you are only recruiting about three men.

180. Supposing you took it, for the sake of argument, that it should be 40 per cent. recruitment from Britain, do you mean 40 per cent. of each Provincial Service, or 40 per cent. of the total combined services in India?—I am only speaking of the Punjab in that case. I am not speaking of the other Provinces. Certainly a great many Provinces would not support British recruitment for their Irrigation Service. I am almost certain of that. I do not know what Mr. Mullings thinks. It would be so in the Provinces where Irrigation itself is a very minor matter such as Bengal.

181. *Marquess of Zetland*: No; I would not describe Irrigation as a minor matter in Bengal where we have tremendous hydraulic works for dealing with malaria?—I was speaking of Irrigation and not of Drainage, if I may be allowed to say so.

182. But I point out that drainage works are all part of the Irrigation Engineers' duties?—Quite so, but I have spoken to many Bengal Irrigation Engineers, and they have told me frequently that their entire work is drainage, Mr. Adam Williams, for instance.

183. I agree Mr. Adam Williams may find it is largely drainage?—It is all drainage. As to Irrigation itself, the putting of water on the land, is not the main service in Bengal.

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184. I agree, but you have your Irrigation service all the same?—That is so.

185. *Mr. Cocks*: Do you suggest that we should suggest in our Report a definite, but varying percentage for each different Province?—No, I would not go as far as that. I would say in certain Provinces (and I admit my own knowledge is not extensive enough to say which) where Irrigation is important a definite proportion should be laid down, but in the others it should be left to the local governments entirely.

186. It should be laid down in the future constitution of India you mean?—Yes.

187. As far as certain Provinces only are concerned?—Yes.

188. You know, of course, that the Simon Commission reported that British recruits are very difficult to obtain for the Irrigation Branch even on the All-India basis?—I did not remember that they had reported that, but I know that it is a fact.

189. If that was the case when Irrigation was a Reserved Subject, and on an All-India basis, do not you think that difficulty would be even greater if it is a subject that is to be transferred and made a Provincial one?—It would be, unless some form of guarantee is given by the Secretary of State. I am quite sure that a recruit entering the Irrigation Service would not even know what "transferred" and "reserved" meant. I do not think that would frighten him, but if he was told that the Secretary of State guaranteed his pay and pension he would consider that good enough.

190. *Earl Winterton*: He did guarantee them under the old system?—He did under the old system.

191. What the Lee Commission Report says is really very striking. After referring to recruitment for the Indian Civil Service and saying: "We are informed that men of the right type are coming forward in adequate numbers," they then add: "We understand that Police recruits are also in good state, but we understand that recruits are difficult to obtain for the Irrigation Branch of the Service"?—That is so, and they have been difficult to obtain for a number of years.

192. *Mr. Cocks*: It follows from that, does it not, that they will be even more difficult to obtain in the future under the new system?—What I suggested was very little altered from the present system. The only difference as far as I could see between them would be that they would be servants of the Local Government; they would have to rely on it entirely in matters like prospects, promotion, discipline and so forth, whereas, in the present system, in an All-India Service for those cases, they have an appeal, I think, to the Secretary of State; but the ordinary recruit does not even know that the right of appeal exists before he joins, I am quite sure.

193. Can you give me reasons why the sons of landed proprietors and that type of recruit does not come forward for this Service?—I think there are two reasons. One of them is that they are usually not clever enough; they have not got the acute mathematical brain that the other castes have; and, secondly, I think very largely in the Punjab, it is not looked upon as such a good profession, say, as the Army, or the Civil Service. It seems to me that the position in India is very much the same as it was about a hundred years ago in this country, when the engineer's profession was hardly a gentleman's profession. That is what I think the position is at present.

194. As far as that second reason is concerned, considering the importance of the Irrigation Service, do not you think that when it becomes a Transferred Subject and is Indianized, that objection will decrease, and that men of this type will come forward?—It will no doubt go as it has

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gone in this country. I am speaking from personal knowledge. My relatives have told me that about eighty years ago they only became Engineers under great objections from their parents. It was scarcely a decent thing to do.

195. Who would appoint the Irrigation Board—the Central Government?—I have not gone into that, but it is the sort of thing I would leave in the hands of the Governor-General—not in Council, but the Governor-General—some purely outside authority.

196. You suggested it should be a statutory body, embodied in the Constitution of India?—Yes.

197. You said it would be constituted something like the present Central Board of Irrigation, which I understand consists of the Provincial Chief Engineers and the Consulting Engineer of the Government of India?—He no longer exists.

198. He did at the time of this Report?—No doubt he did, but he has gone now.

199. That Board is a purely advisory one at the moment?—It is purely advisory and it can only give an opinion when it is called upon to do so.

200. Would not you propose that its Constitution should be altered in some way if it is to be made a body with a mandatory power?—Certainly. I was merely pointing out that there is a Board of that kind in existence at present.

201. You would hardly make the Provincial Chief Engineers—Civil Servants—the masters of their own Governments on such an issue as this?—As I was explaining before, supposing there was a dispute between Sind and the Punjab, the Representatives of Sind and the Punjab on the Board would be the people to give evidence, not to sit on the Board.

202. But the Board's decision would be final, you suggested?—Yes.

203. Therefore, you would think that, besides these Provincial Chief Engineers, there ought to be other people added?—Yes, but in my opinion there should be a majority of Engineers. My experience is that it is always difficult to get laymen who understand the technical difficulties.

204. Would the appointments to the Board be of an irremovable character, as the appointments of Judges are, or would they be appointed for a particular purpose?—They would be appointed for a particular purpose. (*Mr. Mullings*): An *ad hoc* Committee.

205. I do not want Sir Raymond to answer this question if he would rather not, but would he care to say whether he agrees with Mr. Mullings when he says in his last paragraph: "but I anticipate no breakdown in administration were the British element to be eliminated by its gradual replacement or superannuation"?—(*Sir Raymond Hadow*): I do not quite know what he means by a "breakdown in administration." I have read that myself, and I do not quite know what it means.

206. Could I ask Mr. Mullings?—(*Mr. Mullings*): I think it would be very nearly as satisfactory as it is now in Madras, certainly.

207. Even if the British element were entirely eliminated?—Yes, and because for fifteen or twenty years there would naturally be some Europeans left.

208. But what would happen at the end of the fifteen years?—They need not be replaced, I suggest, in Madras.

209. *Lord Eustace Percy*: Sir Raymond, may I return for a moment to this recruiting question: How is the administrative personnel in the Punjab now recruited, other than promotions from the Subordinate Service?—(*Sir Raymond Hadow*): Are you speaking of the Irrigation Service?

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210. Yes?—Most of the recruits come from the Thomason College at Roorkee.

211. What is the recruiting authority?—The Local Government.

212. The Central Public Services Commission have nothing to do with it?—Nothing to do with it, and they are formally appointed, after probation, by the Secretary of State. It is purely on the recommendation of the Local Government that they have found these officers suitable. He appoints them because he is the only Appointing Officer to an All-India Service. It is purely for Constitutional reasons.

213. Does the Local Government set the standards for the recruits?—Yes, we take the Roorkee certificates or degrees, as it were.

214. Do you get as high a standard as if the Central Public Services Commission did it?—They would choose the same men. Just as I was leaving India it was left to the Public Services Commission to choose them and they took them from the same college as we took them before, but it is a purely independent outside authority, of course.

215. So far as the Secretary of State's recruitment of Englishmen is concerned, do you contemplate that the Secretary of State should fix the educational standards and the examination in this country?—That is what he has done at present and we find that quite satisfactory. He most probably consults the Civil Service Commission here, I should think.

216. I was just going to ask you what function, except a pure facade, the Secretary of State would perform? The actual operation would be that the Civil Service Commission here would be recruiting a certain number of men for the Punjab Service?—That is really what it amounts to, I suppose. He would be, as you say, really a figurehead.

217. The only function the Secretary of State would perform, I understand, is that you anticipate that he would guarantee in some form the scale of salary and the pension?—I suggest that because it struck me that he would not either care to recruit people to whom he could give no guarantee, and, secondly, he might not be able to recruit them without giving them some form of guarantee.

218. But the Secretary of State could not, under the new system, guarantee a salary or a pension, because he would not have the control over the Government of India which would make him the salary-paying and pensioning authority?—But he is going to do that for the Indian Civil Service and the Police for five years.

219. He does that because he still retains control over the whole Service?—Yes.

220. He specially reserves through the Governor-General, under the White Paper, responsibility for their salaries and pensions?—Yes.

221. But that would not be the case with the Irrigation Engineers, would it?—I see the difficulty. It always has been a difficulty to me. I only bring in the Secretary of State, because, to my mind, he is the only person who could get recruits. If I thought the Provincial Government could do it, or the Public Services Commission, or the Governor-General, I would be only too glad to accept that point of view, but I cannot see any of them being successful, knowing what I do know about the recruiting for many years past.

222. As regards the Indian personnel, you would see no advantage at all, at any rate from the point of view of the Punjab, in concentrating recruitment in a Central Public Services Commission acting on behalf of the Province?—I think they are doing that now for their own recruits—Indian recruits, I should say.

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223. I do not know whether I might ask Mr. Mullings the same question. Do you think that Central recruitment of Indian personnel would be better than provincial recruitment?—(*Mr. Mullings*): I do not think so.

224. You think it would be worse?—I think so, yes. The Public Services Commission in Madras takes exactly the men we should choose. (*Sir Raymond Hadow*): The difficulty with central recruitment is that you may get a Madrasi in a post in the Punjab and *vice versa*, which I think Mr. Mullings will agree with me would be nothing short of a calamity.

225. *Mr. Butler*: Arising out of Lord Eustace Percy's questions, you say, in your own memorandum, that, if possible, the Secretary of State should avoid fixing a scale of pay and pension, because you realise, I think, the difficulties under Provincial autonomy, that we are dealing with a transferred subject?—Exactly.

226. Since you have acknowledged this difficulty, I wonder if you could help us by elaborating any further some method of getting over this difficulty that you mentioned. Would you suggest that there should be some method of consultation with the Provinces as to the scale of pay and terms and conditions of service?—That might easily get over the difficulty. I presume the Secretary of State would do that in any case. He would not necessarily accept the present All-India standard of pay or pension; I am not suggesting that.

228. Do you suggest that there should be some method of consultation with the Province?—Yes.

229. I understand, and I should like to ask Mr. Mullings this, that you would not wish this to apply to every Province?—I certainly would not thrust it down the Province's throat.

230. May I ask, Mr. Mullings, what your view would be upon this question?—(*Mr. Mullings*): I do not think the Secretary of State is required to recruit Europeans for Madras.

231. Sir Raymond, you mentioned the question of Sind. You are aware, I expect, that in the White Paper the Government of Sind is declared to have a special responsibility in respect of the administration of the Sukkur Barrage?—(*Sir Raymond Hadow*): Yes.

232. Do you think that would be a satisfactory safeguard for the administration of the Barrage and all it means to the Province? Do you think that that would be a distinct help to Sind?—Undoubtedly. Of course, I think the Barrage is almost more important to Sind than the canals are to the Punjab; it is everything, I think.

233. Then coming to the difficult question of the Board, I understand that you have given this matter some consideration, but that you would hesitate to claim that these were your final views upon so difficult a matter?—Certainly. As I say, I do not quite know how far my idea that there is a gap in the White Paper on this point is well founded to begin with, and my idea of the Board is really my own. I have not polished it up talking it over with other people, or had the benefit of their criticisms at all.

234. I agree with you that it is necessary to find some provision in the case where one unit is using water to the detriment of the interests of another unit. May I put it to you that it is rather difficult to base this purely on proprietary rights of water or to make the question a legal one purely?—Exactly. It is very difficult indeed.

235. And that would be disregarding the many political, economical and social elements which are involved in the use of water in India?—Exactly.

236. Would it not therefore be wiser, since there are so many objections raised and since you have acknowledged that it is difficult to base this

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question merely upon proprietary rights, that such a Board, which you have very kindly suggested to us, should be of an advisory character and should advise the Governor-General?—I would quite willingly accept that if I knew what the Governor-General would do on the advice. That is to say, could he then say to Provincial Governments who had provincial autonomy that, for instance, the share of water shall be so and so. I understand that he could not.

237. I refer to the difficulty there would be where one unit was using water to the detriment of another unit, and I suggested to you that a Board might be established which should advise the Governor-General?—Yes.

238. In the case of a difficulty between two units, would you agree that in the first place the Governor-General might reject the application if he thought it was not important and the difficulty was not a big one; an application from one or other unit, an aggrieved unit?—I find that very difficult to answer.

239. I do not want to press you, but in the case of one unit having a legitimate grievance, would you agree that this Board which should be appointed by the Governor-General, as you yourself have suggested, an *ad hoc* Board, chosen, perhaps from a panel of experts, should then consider this grievance, and report in an advisory capacity to the Governor-General?—Yes.

240. And you will then, if you turn to the White Paper, see that under 70 G, the securing of the execution of orders lawfully issued by the Governor-General, he would have power to see that his orders were executed in a particular Province?—That comes under his special responsibilities?

241. Yes?—It has got to be the execution of an order lawfully issued by the Governor-General. Could he lawfully issue an order in this particular case?

242. If that were made plain in the Constitution Act, that would satisfy your difficulties?—I think so, yes; I think that would be a perfectly good solution.

243. *Marquess of Zetland*: May I ask one question of a general nature which I would like to put to both witnesses? It is admitted, I think, that in India there are some of the greatest irrigation works in the world, and in India they are of extraordinary interest to the irrigation engineers. Some of them were described by Sir Raymond as problems of drainage, which I should prefer to describe as the scientific regulation of flood water. There are other problems connected with the control of floods, for the prevention of disease, and so on, and I would have thought, therefore, that India would have been the irrigation engineer's paradise; yet I understand that extraordinary difficulty is experienced in securing competent engineers from this country. Now can they tell me what the real reason for that is?—It has always been a mystery to me. When one knows how difficult, for instance, it is to get employment in this country for the qualified engineers of the present minute, why more do not try to get out to the Irrigation Services in India, has always been a mystery to me.

244. From your knowledge of Members of the Irrigation Service, do you think there is anything with regard to the terms of employment which prevents people from applying—rates of pay, and so on?—I do not think so. I can only suppose that the University or College Authorities do not encourage it. They would probably say it is a lonely life and that everybody is fever-ridden. They have got most probably quite disturbed and wrong

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ideas on the subject. I can only suppose that. I read a report of the two officers I mentioned just now, and they did not seem to me to throw much light upon that, either.

245. Can Mr. Mullings throw any light upon that problem?—(*Mr. Mullings*): Do you not think it is probable that an Englishman does not like taking orders from an Indian.

246. But that has not been the case hitherto, has it. The Englishman has generally been in the superior posts?—Yes, but in the future he will not be.

247. No, and you suggest therefore that one of the reasons which may militate against recruitment in this country might be that the Englishman would find himself in a position in which he would be obliged to accept orders from an Indian?—Yes, especially if he felt confident that it was a wrong order.

248. *Major Cadogan*: But was not recruitment equally as difficult before? There was not so good a chance as there is now of a European being under an Indian official?—(*Sir Raymond Hadow*): To my knowledge it has been difficult since 1914; that is my own personal knowledge. There have been years when it has been easier, such as after the War for instance; about two years after the War there were floods of recruits.

249. *Earl Winterton*: It would also apply to other services, the Indian Civil Service and the Police Service, that a European would be under an Indian. Is there any special thing that differentiates the Irrigation Service in that respect from other Services?—(*Mr. Mullings*): I do not think so.

250. *Major Cadogan*: It was certainly not as lonely as the Forest Service, is it?—(*Sir Raymond Hadow*): I should say it was quite as lonely as the Punjab Forests, and probably not quite so pleasant, because the Punjab Forests are very largely in the Himalayas. I confess I do not know the reason why.

251. *Marquess of Salisbury*: Mr. Mullings, you prefer Brahmins for your engineering officers?—(*Mr. Mullings*): Yes.

252. But the other castes would not be so good?—They are never as high in the examinations, so they do not get the chance of getting selected.

253. But would you be afraid that under an Indian administration in Madras under the new Constitution the other castes would be admitted to the engineering?—I do not think they would be.

254. You think that the Justice Party would always have Brahmins for their Irrigation Officers?—No, I do not think they would, if they could help it.

255. The Justice Party are in a majority, are they not, in Madras?—They may be; I have not been out there for four years.

256. Of course we were informed, I think, that the present administration in so far as it is transferred is in the hands of the Justice Party now?—Yes, I suppose so.

257. If that were to happen it would not be so good if you had other castes?—The better men are the Brahmins.

258. So that the others are the worst men, therefore?—Yes.

259. *Lord Eustace Percy*: They are all recruited by examination, are they not?—Yes.

260. *Marquess of Salisbury*: You are a little afraid of nepotism, are you not?—Yes.

261. You say that with a wholly Indian administration nepotism may increase?—Yes.

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262. Do you think it will increase?—I should think it probably will.
263. Then you think that until caste distinction diminishes the assumed bias of the Indian engineer will always be a source of distrust and suspicion to other castes?—Yes.
264. So that there are several elements in this difference of caste and in the possibility of nepotism which would lead you to think that an Indian administration would not be quite so good?—It would not be quite so good.
265. Therefore, when you say at the end of your precis “but I anticipate no breakdown in administration were the British element to be eliminated by its gradual replacement on superannuation” you do not mean quite what you said just now in answer to one of my colleagues, that it would be quite as good as it was before?—No, not quite as good.
266. *Lord Rankeillour*: Might I just ask Sir Raymond one other question? Sir Raymond, you told me earlier on that you would give the Central Board judicial power, and that their findings should have the force of law, but, if you adopted Mr. Butler’s suggestion, that would not be possible would it?—(*Sir Raymond Hadow*): No. His was entirely an alternative.
267. A complete alternative?—A complete alternative.
268. And cases of disputes in law between the Provinces would still have to go to the Federal Court?—I would try to have it so that all disputes as regards water rights had to go to the Board. The alternative is either to make the decision of that Board mandatory or to bring it under the Orders issued by the Governor-General under one of his special responsibilities, under the White Paper.
269. But if some question of law were involved you could hardly prevent one of the parties going to the highest Court over it, could you?—Over the decision of the Board?
270. Over the merits of the dispute. Would you not have to draw a distinction between policy and law in those cases?—The difficulty is to know what the law is. I think it would be very difficult to draw any distinction. I have been concerned with some disputes about water rights, and so far as I can make out there is no law at all upon the subject.
271. But if one of the parties thought they had a case in law you could not oust the Federal Court by giving a power to the Governor-General to decide it—at least it would be a very strong order to do it?—It would be very difficult; I see the difficulty.
272. *Mr. Butler*: It would not be inconsistent with the scheme which I put tentatively to you, that if any point of law arose the tribunal could refer it to the Federal Court for their opinion?—That would be one way out of it.
273. *Lord Rankeillour*: And you said that for instance the tribunal should negotiate with one of the States under the Himalayas. That is hardly compatible with judicial functions is it?—The Board would?
274. Yes.—Did I say that?
275. I thought you did.—No. I quoted a case myself in which I knew we had been negotiating.
276. But I thought you said that kind of negotiation you would transfer to this Board?—No. I think what I meant was that naturally the Provinces or the Province and the State would carry their negotiations through to a point where they reached a dispute; then it would be referred to the Board.
- Lord Rankeillour*: I beg your pardon; I misunderstood you.
277. *Lord Eustace Percy*: I wonder if I might ask one quite different question about Sind. How is the Irrigation Service to be recruited for

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Sind as the barrage work expands? I mean if the administration had remained as at present, would a staff have been drawn from the Punjab or other Provinces?—No; they have drawn all their staff from Bombay.

278. They have up to now?—And I presume they have got very nearly their full staff at work.

279. They have already, have they?—I should think so; I do not know. I am judging from my own experience in other projects in the Punjab where within say three or four years of the completion of the work you have got your full staff on it.

280. But if you have under the new Constitution a separate Province of Sind with a separate Provincial Irrigation Service, is that Irrigation Service likely to be large enough to provide prospective promotion for Englishmen?—It would be very small; the whole project is only as big as some of our single projects.

281. Is it conceivable, or are the language difficulties too great, that you could have a joint Irrigation Service for the Punjab and Sind?—There is the language difficulty, but also I think the Provincial jealousies would prevent it from being a workable proposition. (*Mr. Mullings*): And the Irrigation systems are so different are they not? (*Sir Raymond Hadow*): No, not the Sukkur Barrage. I do not say the actual assessment of revenue is the same. That I am afraid I do not know enough about, but they very largely follow the Punjab practices in Sind.

282. *Earl Winterton*: I wonder if you would permit me to ask a question, my Lord Chairman? It is perhaps rather outside the terms of the witnesses' evidence, but as we have two very distinguished Irrigation Experts here, I would like to ask a question, because it is of great practical importance. The question is: Do either of the witnesses think that there is a danger of a large quantity of the irrigated land in India in the next ten years becoming useless or partly useless owing to alkaline deposits? Perhaps I may say in asking the question that I myself have seen in India and in the near East, cases of land which ten years ago was bearing excellent crops. For instance, I was the guest of a very distinguished military officer at Dera Ismail Khan in 1927, and he showed me land that had been bearing excellent crops and was now full of alkaline deposits; and I have been told, through official channels, that there is danger in some parts of India that the irrigated land might be of very much less value in a few years time unless very great care is taken over this question. Could you give us any information upon that point?—My personal opinion is that practically none of the damage which is done by the canals is incurable; it is a matter of money.

283. And I suppose it is also a matter of research and of interchange of expert opinion between districts and the Provinces?—Very greatly. We have proved that you can reclaim it.

Lord Hutchison of Montrose: You have got the same thing in Egypt which has been counteracted by very vigorous drainage off of land once it is flooded.

284. *Chairman*: Do either of you gentlemen desire to say anything in conclusion?—No.

Chairman: Thank you very much. Then I should propose to the Committee that we ask these gentlemen to withdraw.

RECORD C3 (continued)

II

FORESTRY

[27TH APRIL, 1934.]

I.—Memorandum by Sir Alexander Rodger, O.B.E.

Forest Policy.—Looking at this from an Imperial point of view, it has been very well laid down in Government of India Circular No. 22F, dated 19th October, 1894. “The sole object with which state forests are administered is the public benefit” (para. 2).

Recruitment.—Please refer to the Report of the Indian Statutory Commission, Vol. II, page 288, paragraph 330. “It is a matter of great moment both for the Revenues and for the contentment of India that this asset should be prudently developed and skilfully exploited.” “We very much doubt whether India is yet in a position to find all the personnel which it requires to maintain the administration of these two departments, both of which demand not only the highest technical knowledge but the most resolute administrative zeal.” See also quotation from the Linlithgow Commission in the same paragraph.

I am in favour of recruitment being carried out by the Government of India, on behalf of the provinces, because:—

(1) Provinces, with the small numbers which they will require, cannot hope to have as wide a field of selection as the Government of India recruiting for the whole of India.

(2) If higher training, which has begun at Dehra Dun, is to go on in India, it must all be carried out in one place. Provinces cannot possibly have their own training centres.

(3) If provinces fix their own rules for recruitment and their own scales of payment without regard to other provinces interests will be conflicting and the best men will pick and choose. See what has happened in Burma where a high scale of pay has been fixed which it is unlikely the other provinces will ever be able to pay. The method of recruitment for Burma has I believe been satisfactory, but the case with the smaller forest provinces may be very different.

(4) The Government of India obtains its men for the Central Research Institute at Dehra Dun and for the Andamians forest department from the provinces, on deputation. This is the best method because

(a) It gives a wide field of selection.

(b) Experienced suitable officers can be chosen.

(c) Men who prove unsuitable can be sent back to their provinces.

It is therefore desirable that the Government of India should have some say in the selection of officers for the provinces.

Centralisation.—I advocate a certain amount of control from the centre on the following grounds:—

(1) *The welfare of the people.*—See para. 129, Vol. II, of the Indian Statutory Commission's Report, page 109. And, apart from the backward tracts, there are thousands of small remote villages whose welfare depends on good administration of the forests.

(2) *The development of scientific administration*, and marketing, research, and education, can never be carried out properly by provincial Governments acting alone.

(3) *The Service.*—The weakening of the controlling staff cannot fail to react unfavourably on the welfare of the forests. The great traditions of a very successful All-India service will disappear and the outlook will become narrowed. Transfers of higher officers between provinces, and consequent co-operation will become difficult or impossible.

RECORD C3 (continued)

II.—Consultation between the Committee and Sir Alexander Rodger, O.B.E.

[27TH APRIL, 1934.]

285. *Chairman*: Sir Alexander Rodger, you are good enough to come here to-day in order to give this Committee the benefit of your views and advice in the matter of Forests in India. I think you understand the arrangements for the consultation to-day. They are that the Committee reserves its discretion as to whether your Memorandum and whatever may be said to-day in committee by Members of the Committee, or by yourself, shall or shall not be laid before Parliament in due course. I think some of my colleagues—unless you desire to make a statement or to amplify this Memorandum at this stage—might wish to ask you one or two questions?—No, I do not want to say any more at present.

286. *Archbishop of Canterbury*: I am very ignorant, of course, of the actual procedure. Perhaps Sir Alexander could inform some of those like myself, who are not familiar with Indian Administration, first in the existing practice, in the Forestry Service, at what stage is the appointment in the hands of the Government of India now directly. At what stage are appointments made by other authorities lower down?—There are two Provinces, Burma and Bombay, in which, since about 1923, they have appointed their own Forestry Officers, because what at that time was called the Indian Forest Service was placed under the charge of an Indian Minister, from about 1923, so that those Provinces have had their Departments in their own Provinces under their own control.

287. *Marquess of Reading*: Are not those the only two Provinces in which the transfer was made at that time?—Yes, but the Government of India (I may mention that I was in charge of the first recruiting examination which we had in India for the Indian Forest Service for the remaining Provinces) up to this date keeps control especially of the higher administration of most of the other Provinces, of which there are six or seven.

288. *Archbishop of Canterbury*: What do you call exactly the higher administration? What are the Officers?—It is in this way: In a large Province, like the United Provinces, there are four who are called Conservators, who are the higher Administrative Officers, and in a small Province, like Bihar and Orissa, there is one Conservator. Those are what we call Administrative Officers, and it is the business of the Government of India to decide which Officer shall be moved from one Province to another in the interests of the Service.

289. Does that apply to the Provinces which are already controlling the Forestry Service?—No. Bombay and Madras, being separate Presidencies, for a very long time past, have had their own lists. There are no transfers now between Burma and the rest of India.

290. What you would wish would be to secure that in every Province, at any rate, all higher Officers of the Forestry Service should be recruited and appointed by the Secretary of State or by the Government of India, as the case may be?—I should like to see that. For the reasons stated in my Memorandum, I should like to see that the Government of India retained a certain amount of control of the recruitment of Officers to the Indian Forest Service.

Marquess of Salisbury: Do you mean the Government of India or the Secretary of State?

Archbishop of Canterbury: It is the Secretary of State in the White Paper.

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291. *Marquess of Salisbury*: I wish to know which Sir Alexander meant. (*To the Witness*): Which is it?—The Secretary of State has been accustomed to recruit the Officers for the higher ranks of the Indian Forest Service for many years past, and it has been a satisfactory arrangement. I think it would be perfectly sound if it were continued; but, on the other hand, the Government of India have, since about 1928, I think it was, recruited their own Indians in the country itself, and it would probably be inadvisable now to do away with that arrangement. That is three Indians out of four recruits.

292. *Sir Austen Chamberlain*: Out of four officials?—Out of four recruits, three have to be Indians and one has to be a European.

293. But a little time ago, when you were asked what you meant by the higher ranks, you referred to Conservators?—That is what we call the administrative ranks after they have had a number of years' service; gazetted ranks I should have said.

294. *Archbishop of Canterbury*: Then would you alter the arrangements now existing in Bombay and Burma and bring these into line with the other Provinces?—I am doubtful if you can do it now.

295. Have you any view as to the effect upon these Provinces, Bombay and Burma, of the existing arrangement as contrasted with that which obtains in the other Provinces?—We must look at that from two entirely different points of view. Burma, as a Forest Province, is in a class by itself. It has got 150,000 square miles of forest out of a total for India of a quarter of a million, roughly, so that one cannot consider it in the same way as any other Province, and, therefore, having had until recent years a very large revenue and a very large surplus, it has employed a large and important Forest Service of its own, so that it has been able to recruit on an adequate scale for itself. But Bombay, I think, is in a different category. I should say that Bombay has made a mistake in not recruiting sufficient gazetted officers since the transfer in 1923.

296. I wonder if you can tell us rather more precisely (of course, it is all so familiar to you) what officers are included in the phrase "gazetted officers," roughly speaking?—There are two classes of Officers; the Indian Forest Service and the Provincial Forest Services. The Provincial Forest Services are men recruited in the country, sometimes promoted from the lower subordinate grades, and sometimes directly recruited and trained in India. The Indian Forest Service was formerly entirely trained at Cooper's Hill, and has been of recent years partially trained in India at the Indian Forest Service College at Dehra Dun. Those two services we understand by gazetted forest officers.

297. Both services?—Yes.

298. But at present, except in the Provinces of Burma and Bombay, the whole of the Indian Forest Service is recruited by the Government of India and appointed?—The Secretary of State, I understand, when asked to do so—it has not been done so recently, but for a while one in four was recruited in this country.

299. *Marquess of Salisbury*: And even the ones that were recruited in this country were recruited on the authority of the Secretary of State?—I think so, yes.

Mr. Butler: That is so, yes.

300. *Archbishop of Canterbury*: Then, when you say that in Bombay you think that they do not recruit enough gazetted officers, what exactly does that mean?—Bombay has an area of about 15,000 square miles of forest under the Forest Department, and a total staff of 3,600 forest officers

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including gazetted officers and subordinates; and as far as I am aware Bombay have since 1923 recruited very few officers indeed, so that I should think in that long period of 11 years it is probable that they have not now sufficient supervising staff, with the consequent absolutely certain deterioration of the forests.

301. Is that for reasons of economy?—It is for reasons of economy largely, yes.

302. Is the proportion very much larger in the Provinces where the Forest Service has not been transferred?—The proportion of gazetted officers is higher I think, and Bombay has one of the largest total staffs. They only have I think about 50—I am subject to correction in this figure—but I think at present they only have about 50 gazetted staff, whereas Madras have about 90 and Burma about 190 and even a smaller province like Bengal has 35.

303. *Sir Austen Chamberlain*: The lack of recruitment in these ten years has been out of all proportion in the gazetted staff?—I should say so, yes.

304. *Lord Eustace Percy*: The Bombay Forests have always been very much less remunerative than the Madras ones, have they not?—They made a profit in 1932 of 16 lakhs, which is not bad for these modern days, and in 1926 they made a profit of 33 lakhs.

305. *Archbishop of Canterbury*: Your view would be that what you say about Bombay indicates that there might be a disposition, in the Provinces, if the appointment and recruitment was not kept largely in the hands of the Secretary of State, to understaff the service?—Yes, or to promote from the subordinate ranks people who were not sufficient expert.

306. *Sir Reginald Craddock*: Might I intervene with a question that might make it a little clearer. Your gazetted officers, really, are those who are selected either by original appointment or by promotion, to fulfil certain duties?—Yes.

307. And those men know there is a system of conservators or deputy conservators?—Yes.

308. Or otherwise more commonly called forest divisional officers, are they not?—A divisional officer is a territorial designation.

309. But that is the charge they hold, they hold charge of the Forest Division?—Yes.

310. And for that hitherto the Indian Forest Service, which was an All-India Service throughout, was recruited from England, and then there were the promoted men who were known as extra Assistant Conservators or extra Deputy Conservators, who were promoted from what you call the Provincial Service?—That was a fairly recent development, Sir Reginald, if you remember. That is being done now, yes.

311. It is the case, I think, that latterly most of the recruitment has been done in India?—Yes.

312. And there have not been so many sent from England as formerly—Very few.

313. I just wanted to bring out that fact, that the higher Indian Forest Service filled all those appointments which are known as Forest Divisional Officers, that is to say an officer who is in charge of a Forest Division?—I may remind you perhaps that Provincial Forest Officers were frequently in charge of the smaller forest divisions.

314. Yes, but those were known originally as extra Deputy Conservators or Extra Assistant Conservators?—Yes.

315. *Sir Austen Chamberlain*: May I ask would they have been trained at the Dehra Dun College?—Yes, they were.

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Sir Austen Chamberlain: What becomes of the Dehra Dun College under the White Paper? I do not know whether I ought to put that question. Perhaps the Under-Secretary could say.

Mr. Butler: The Dehra Dun College will continue in the future to do useful service as it has done in the past. I do not see myself that the terms of the White Paper will alter the future usefulness of the Dehra Dun College.

316. *Viscount Halifax:* I suppose the main function of the Dehra Dun College will be to continue central research, the results of which will be available to all the Provinces?—That is the Institute. We have three quite separate subdivisions. I had two colleges and one Institute there, but the college is not the same as the institute.

Sir Austen Chamberlain: May we get clear exactly what will be the function of the College?

317. *Marquess of Reading:* I really only wanted to get from Sir Alexander a little explanation with regard to Dehra Dun which may be useful to other members and will certainly be useful to me. You have there a college and you also have a central research Institute, have you not?—Yes.

318. They are separate Institutions?—They are under the same officer, and some of the staff do work for both.

319. Then in the College, is the College for the purpose of training persons who will become officers?—There are two colleges. May I explain that? There is a College for the subordinates, which has been going for a long time in Dehra Dun and we have been accustomed to train the rangers, that is the higher subordinate branch at Dehra Dun, since about 1870, not only for many of the Provinces of India, but also for places like Kashmir. In fact of recent years Kashmir and one or two other States have been the mainstay of this subordinate college. Then a few years ago we started a separate college for the training of the gazetted officers or the recruits for the Indian Forest Service. At that time recruitment in India was done by the Government of India and the men were all sent to Dehra Dun. I think if I may say so one cannot see a future for this College established for the training of the gazetted officers if the Provinces can do what they like in the matter of recruitment.

320. And obviously it would be impossible for the Provinces to run their own individual colleges?—Absolutely impossible. There is one in Madras now, for subordinates, but I am not sure that they are very pleased with it.

321. Then would you tell us about the Central Research Institute, just to give us a little idea of what functions that performs. Is it for All-India research?—The Central Research Institute is entirely financed by, and is the property of, the Government of India. The staff is recruited, as I have noted in my Memorandum, by getting the most suitable officers from every Province in India as may be most convenient for the Provinces and for the Government of India. A few years ago the Government of India built and established a very large Research Institute which is now in being, and they undertake forest research, which is by far the greater part done on behalf of the Provinces, because the Government of India, as a forest owner itself, is really not very important because the only forest of any importance that it runs directly is in the Andaman Islands; but the Provinces have no say in the management of the Research Institute because they do not subscribe to it; the money provided for the Institute is entirely Imperial, I believe.

322. *Marquess of Salisbury:* When you say "Imperial" do you mean British?—The Government of India.

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323. *Marquess of Reading*: As I understand, it is largely because of your views as to the importance of having one training centre for the benefit of the whole of India that you make your observations with regard to the desirability of the Government of India having some control over the officers?—That is my view.

324. *Mr. Davidson*: May I interpose a question: Does the Dehra Dun Training Establishment cater at all for the Indian States?—Yes.

325. *Marquess of Reading*: Requests are made to the Government of India to allow an officer to go?—We used to be delighted to take anybody who would come who was qualified.

326. *Archbishop of Canterbury*: You say for these reasons which you put before us you want still to retain some measure of control by what we may call the Centre over Provincial administration of the Forests. Could you indicate a little more clearly what you mean by "some control"? It is a very wide phrase?—The Government of India has always, up to date, had an Inspector-General of Forests, and it has been from time to time, I believe, proposed that this officer should be abolished. I had the honour of occupying that position for about five years, and I am convinced that it is an essential post which should be retained if the Forests of India, which are a very important State property, are to remain in good order. I may give you one or two examples perhaps, with your permission. One of the most technical and important things in working the forests is the preparation of working plans, and in the course of my duties I was touring in several Provinces and had an opportunity of seeing the new working plans which have been made in these Provinces. It was perfectly obvious in, at any rate, two Provinces which I can call to mind that the local officers would find outside help and guidance of the greatest value.

327. *Marquess of Reading*: When you speak of the Government of India having some say in the selection of officers, I am not quite sure whether I am quite right in understanding what you mean. It is not merely the right of advice that you want there. When you say that they should have some say you want more than a right of advice. Is not that what you are suggesting?—Do you mean in recruitment?

328. Yes?—I think the only sensible way would be for them to recruit for the Provinces with perhaps some advice from, and co-operation with the Provinces.

329. To a certain extent it must be so, must it not?—I think so.

330. Because where the Provinces have not had control before of the Forests it has all been in the hands of the Government of India?—Yes; the revenue has been Provincial and the administration of recent years has been to a considerable extent Provincial, but the Government of India have had a certain amount of technical control.

Marquess of Salisbury: Will you go a little further, Lord Reading, and see what that control means?

Marquess of Reading: Yes, it is just that which I do not quite understand.

Marquess of Salisbury: Nor do I.

331. *Marquess of Reading*: You will understand the only reason I am putting this to you is because we all want as far as possible to follow what you are saying. You have had this very great experience, and we want to get the benefit of it. When you say "control", it is one thing to advocate that they should have a voice, and I will assume from what you have said, the voice in the selection of certain officers?—In the recruitment?

332. Yes?—Yes.

333. That is one thing that I gather you would advise?—Yes.

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334. But when that has been done do you recommend that there should be further powers of control in the Government of India? The recruitment is one thing, but the administration is another?—May I give you a case?

335. Yes?—Bihar and Orissa is a small Province, and it has a limited number of Forest Officers, only about 25 gazetted officers, and it has one Conservator. If a man becomes senior enough, he may become the Conservator of Bihar and Orissa and stay there for 20 years with, I think one must recognise, no great amount of experience except in his own small Province, and he would not improve as an administrative officer ought to. Under the present system the Conservator of Bihar and Orissa might be transferred to the United Provinces, or the Punjab, or Assam, or Bengal and would there very greatly enlarge his experience and become a much more valuable officer. That is one point of control. Then the point about working plans I have already mentioned to you. I think that this very technical subject should, as far as can be arranged, be under a certain amount of control by the Government of India.

336. It still leaves me in a certain amount of doubt, but I will not press it further. When you say, as you did in your last words, that there should be a certain amount of control that is still not quite clear. Do you mean by that that they should have supervision, or that they should have the control in the administration?—You cannot have a great deal of control of administration.

337. That is what I thought?—But in purely technical matters like research, marketing, education and working plans, I think it would be of great benefit for the Provinces to have this control, or guidance at any rate.

338. *Marquess of Salisbury*: By "control", you means an overriding power of the Government of India?—They have a certain amount of overriding control. As regards research, they have the entire direction. At the request of the Provinces, they take up any research and see how it should be arranged, and they also arrange for the Provinces to a considerable extent the way in which they can market their products, which can be done much better by the Government of India than by any Province. Those are two directions in which they can help the Provinces very greatly without actually giving them orders.

339. *Marquess of Reading*: Of course, you changed the expression (I am not saying it in criticism, but really so as to understand) just this moment; when you said "control", you then said "or guidance"?—That is a better expression, I think.

340. That is what I was going to suggest?—It is more modern, is it not?

341. What I gather from the last observations you made is that you meant that there is in the Central Authority greater power of concentrating knowledge as to the effect of research, and consequently you want the Central Government to have the advantage of giving that to the Provinces which the Provinces are not in the same position to acquire for themselves?—That is what I mean.

342. Exactly how it is to be done, of course, you do not say, but you do want the Provinces not to be shut off from the Government of India?—Exactly.

343. Which has this advantage of the general knowledge which has been acquired?—Yes.

344. *Sir Austen Chamberlain*: I do not know whether you would think it proper for me to put this question, my Lord Chairman, but Sir Alexander spoke of the kind of valuable assistance which came from the present

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control or guidance. He illustrated that by "marketing". What does the Government of India do for marketing?—At present?

345. Yes?—The Government of India have a Timber Advisory Officer in the office of the High Commissioner for India, and this officer will take up any point for any of the Provinces that he is asked to do.

346. It is not what in terms of modern English politics we call a marketing scheme—a general control of marketing?—No; it is not a marketing scheme.

347. *Marquess of Lothian*: Sir Alexander, I am still not quite clear about the first stage of this, the recruiting. Is it your suggestion that all officers who will go to the senior positions should be recruited and trained by the Government of India, that the Provinces should have to select their officers alone from that pool, and should have no power of selecting officers except from people who are certified as having passed the necessary examinations, and having the necessary qualifications?—I think that is desirable.

348. In other words, the Government of India would be the training organisation, but the Provinces would select from that pool such officers as they thought fit?—As had been done until the Indian Forest Service College was closed down quite recently.

349. And I understand while the administration of the Provinces through such officers would be Provincial, some organisation whereby on technical matters the Provinces should be kept in touch with Dehra Dun should be established?—Perhaps with the Government of India; I will not say with Dehra Dun.

350. That would almost invariably be voluntary rather than control?—Yes, but it might be under the control of some sort of Board. We had until recently a body which was called the Board of Forestry, which consisted of a Forest Representative from every Province, and was summoned from time to time as necessary, and their discussions were almost entirely technical.

351. That body should have put in front of it (I do not know how you could make it compulsory) the plans for forest development throughout the whole of India, to comment upon them?—That might be done as far as the Provinces would agree. That was done to a certain extent before recent developments.

352. That is just the point, can you do that?—Yes.

353. *Marquess of Zetland*: Sir Alexander, with regard to the College at Dehra Dun which trains the gazetted officers?—May I say I am afraid it is closed now. It was open until a year or two ago, but, owing to the present position in which the Provinces are, awaiting instructions or knowledge of their position, there have been no candidates, so the Indian Forest Service College has had to be closed, I believe. I know that in the last year of its existence there were only two students.

Mr. Butler: May I just say that the reason for the temporary closing of the College is retrenchment and the slump in timber prices which has naturally affected the whole of the Forestry of India. Recruitment for the Indian Forest Service has been temporarily suspended since 1931, owing to the slump in prices and the depression, which has naturally affected the position of the Dehra Dun College.

354. *Marquess of Zetland*: There is only one other question I would like to ask Sir Alexander, and that is with regard to the cadre of Forest Officers in Bombay, which is a Province in which Forestry has been transferred. Have they a regular self-contained cadre of Forest Officers in Bombay?—Yes.

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355. They do not recruit by contract for particular posts?—The only post which I can think of at the moment which was recruited in that way was a forestry engineering post, but that is not done now for anything so far as I am aware. There were one or two posts of Forestry Engineers.

356. That being so and there being a self-contained cadre in Bombay, does that mean that the Conservator in Bombay must be appointed from the Bombay cadre?—Yes.

357. It does?—Yes.

358. Even though there may not be a man who is really fit to fill the post?—They have had men so far. There is a Chief Conservator and three or four Territorial Conservators in Bombay, so there is a large administrative staff there. They have a Chief Conservator, and under him he has either three or four Conservators.

359. Do you happen to know whether those posts are filled by Indians or by Europeans?—At present, I think they are filled by Europeans. I do not think there are any Indians senior enough. I have not seen the Civil List for some time, but I do not think there are any Indian Conservators in Bombay at present. There are in Madras.

360. Can you tell us whether, since Bombay started on its own, they have been recruiting Europeans, or whether they have been recruiting Indians?—I think there has been hardly any recruitment at all, and, to the best of my knowledge, I think about two Indians have been recruited and no Europeans; but I will not be perfectly certain about that.

361. That is since 1923?—Yes.

362. Will not the cadre become very much depleted if they never recruit?—That is what I believe.

Marquess of Zetland: What is to be the remedy?

363. *Chairman:* Do you feel able to speak with confidence about these matters of detail which have taken place since you left?—No; I left nearly four years ago.

Marquess of Zetland: I will not press it, but I think it is not a matter of detail. If every Province is to have a self-contained cadre and they cease to recruit, I do not see what is going to happen to the Forestry Service of India; but I will not press that.

364. *Marquess of Salisbury:* When did you leave India, Sir Alexander?—Three-and-a-half years ago.

365. Up to that time, within your knowledge (I am not speaking of anything which you do not know) was the recruiting going fairly well?—Yes.

366. Was recruiting to the Forest Service popular in India?—Yes.

367. Among both Europeans and Indians?—There were no Europeans recruited in India. The Europeans were recruited at home.

368. Of course they would be, but you would know that, of course, being a very important person, if I may say so, in the Forestry Department: Was the Forestry recruiting in England popular?—Yes.

369. And it all worked quite well?—Yes.

370. And this arrest of all recruiting has taken place since you left India?—Yes.

371. You were surprised when the Under-Secretary of State said that it was merely due to economic reasons?—I recognised that that was part of the reason.

372. You thought it was part of the reason?—That is what I thought.

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373. Was there any other reason besides that?—I had an idea that the Provinces were waiting to see what would be the outcome of the present deliberations, but I may be wrong about that.

374. At any rate, that was a view which many gentlemen who have great experience of India would have held at that time?—I think so.

375. *Marquess of Salisbury*: I suppose the administration of the Forest Department presents a certain amount of difficulty on the side of public feeling. Are not there difficulties of people who complain that the grazing facilities in India are limited by the Forestry Department?—Yes.

376. And does that occasionally create a certain amount of friction in the administration of the Forestry Department?—It depends a good deal upon the political feeling in the Provinces. For instance, a few years ago, in the Central Provinces, there was a good deal of trouble in that way, and at the time of the trouble in India, I think it was in 1920, there were a great many incendiary fires in certain of the forests in India.

377. To what did you attribute those fires?—Political unrest, I think.

378. And connected with the grazing, was it?—Partly.

379. The grazing being, of course, part of the difficulty in India and the cattle?—Yes.

380. The religious element comes into it?—I do not know that the religious element comes into it. The Indian villager keeps a large number of cattle and he wants enough grazing for his animals.

381. At any rate his feeling is sometimes in conflict with the wishes of the proper administration of the Province?—Yes. On the whole, of recent years, there has been very little trouble.

382. But at the same time he would have a certain temptation in that direction, would he not?—Do you mean to graze where he is not allowed to, and so on?

383. Yes?—Yes, there is a certain amount of temptation.

384. What would be of importance to know would be whether these elements of friction, to which we have called attention, exist more or less in Bombay, where the forests have been transferred, than they do in the rest of India?—Are they more operative in Bombay, or less operative?—I do not think so, not to my knowledge.

385. Of course, you have naturally and very properly a very high opinion of the enormous importance of the value of forests in India?—Yes.

386. Do you think that there is any risk, by slack administration, of their deterioration?—I do.

387. And do you anticipate that there may be slack administration in the future?—I think in certain provinces it is quite a possibility.

388. You have not formed any definite opinion upon it? Do not answer if you do not wish to; I do not want to press you, of course?—I think there will be a danger in the smaller Provinces of the Forestry administration becoming less efficient than it is at present.

389. *Sir Austen Chamberlain*: A small Province cannot in the nature of things be efficient, it could not have a large enough staff?—If the recruiting is entirely on their own, they cannot hope to recruit as efficiently as if they were combined with some others.

Sir Austen Chamberlain: That is what I understood.

390. *Marquess of Salisbury*: You have answered to some extent this question, I think, but what power in the future should actually be retained by the Central Government? First of all there is what you have told us, recruiting, that is to say, all senior officers should be recruited centrally?—Yes.

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391. When you say "centrally" do you mean under the control of the Government of India, as it will be then, or under the control of the Governor-General, or of the Secretary of State? Which of the three? There are the three things we always have to have before us in this Inquiry. There is the Central Government as represented by the new Constitution, the Ministers, then there is the authority of the Governor-General himself and then there is the authority of the Secretary of State, the two last being very nearly allied. When you say you want the recruiting in the hands of the Central Government, which of those three do you mean?—The Governor-General in his discretion.

392. Then the same authority would control, would he? From time to time there are questions of deforestation in India?—Yes.

393. As to whether that should take place or not would be a matter for the Governor-General?—I should like to see that power retained.

394. And I think you have already said that you think the central inspection ought to be retained?—Yes.

395. All these things should be matters for the Governor-General?—Yes.

396. *Lord Rankeillour*: Sir Alexander, how many of the Provinces, or perhaps all, show a surplus on their working of the forests?—You are aware of course that we have had a slump in the Forest Department in India recently, just as in every other trade, but in 1932 there was only one which showed a deficit out of my list of about ten or eleven.

397. *Lord Eustace Percy*: Is that 1931 to 1932?—1931 to 1932, I think. They all showed a small profit.

398. *Lord Rankeillour*: Then the revenue from forests is a very important part of the revenue of those Provinces?—Very, yes. There was in 1926-27 or 1925-26, a surplus of 263 lakhs.

399. And you are afraid that under bad administration that revenue might fall off?—Yes.

400. Do the Forestry Department do all the operations themselves or are there any cases of concessions or leases to individuals?—There are many leases.

401. Does that work as well as direct operation?—Yes. Besides, we have not the staff to work it all ourselves.

402. If there were deterioration of the staff, these leases and concessions to private individuals would very likely increase. It is the easiest way of doing it, I suppose?—There is no objection to leases increasing if they are properly supervised; none whatever I should say.

403. Do you think that there is any danger of those leases in the future being rather casually granted on private solicitation?—Yes.

404. Now, when you were Inspector-General and you found anything wrong or slack, what measures did you take to put it right?—It was largely a personal matter.

405. You had to make private representations?—I used to go round on tour, see the forests with the men and write a note for the Government of India which they sent on with their remarks to the Province concerned.

406. But if the Province did not take notice of it, had the Government of India any means of compelling them to?—No.

407. And they will not have in the future?—I do not know, that we can say that.

408. Rather less. How do you think the Central Control can be exercised in the future? Even as things were in your time it could only be by remonstrance?—There is more than that. For instance, the Government

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of India can exercise a very important measure of control in research, marketing and education. That is very important indeed.

409. But, if a Province in the future showed great slackness in its administration, the Central Government would have no power, except by remonstrance, of pulling them up, would they?—I think that could be managed by the personal touch between the Inspector of Forests, if retained by the Government of India, and the local Forest Officers. It always has been so to a great extent in the past and I think it is most desirable it should be in the future.

410. But do local forest officers have to report to their Provincial Department at present?—Certainly they have, but the technical efficiency and the technical management could be modified and improved to a great extent perfectly well under the auspices of the local government on the advice of the Inspector-General.

411. But if the local government itself got slack or wished to economise on forests, no amount of advice from the Inspector-General or the Central Government would help?—It always has helped a great deal in the past.

412. Have they economised lately?—Every Province has had to economise.

413. On forests?—I am afraid so, yes, on the expenditure side.

414. Do you know of any difficulty with what is so acute a question in Cyprus, the browsing of goats?—The browsing of goats and an excessive number of cattle in certain parts are a great trial in Upper India.

415. And that resolves itself into a political question, I think you said, sometimes?—Yes.

416. *Sir Reginald Craddock*: Sir Alexander, before you were Inspector-General of Forests, you were Chief Conservator, were you?—No.

417. You were never Chief Conservator?—No.

418. But you had special work in Burma?—I was Research Officer in Burma, and then a Conservator in Burma.

419. But you had special work with reference to the commercial aspect?—Yes.

420. During the war?—Yes.

421. And you were in charge of all the timber required?—I was under the Indian Munitions Board for three or four years.

422. Therefore you have had considerable experience on the commercial side of the working of forests?—Yes, I have.

423. Do you think that it would be correct to say that the various Provinces differ with reference to the relative commercial importance, that is commercial forestry, and with reference to the agricultural demand for forest products, that is to say, for example, in the Central Provinces the supply to the whole of the agricultural population is one of the chief aspects. The commercial forests are comparatively limited. While in Burma there is so much forest and waste available for the people, that the commercial side of the forests is by far the most important?—That is right.

Sir Austen Chamberlain: Would Sir Reginald make clear what exactly is the distinction he is drawing between commercial forestry and the supply of the needs of a Province?

424. *Sir Reginald Craddock*: There is sometimes a conflict between the commercial and scientific aspects, and the need for providing local people with sufficient grazing, fuel and small timber. A very keen forest officer might not want to sacrifice some of his scientific aims to mere concessions to the people. For example, in the Central Provinces the revenue officer was very closely connected with working plans; all working plans went through district officers and commissioners in order that they might comment upon

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them and see how far they fulfilled the needs of the agricultural people, to see that the forest officer had not, in his enthusiasm for the most scientific forestry, overlooked or not paid sufficient regard to the interests of the people. In Burma, however, the working plans were strictly commercial and technical and there was so much waste available for the people that there was no such necessity?—Not everywhere, Sir Reginald, but in the greater part.

425. Yes, in the greater part. As regards those two aspects, the complete transfer of forests might have a different bearing as regards Provinces in which the commercial forests were the most important, and Provinces in which the agricultural forests, those specially required for agriculture, were most important?—Certainly.

426. Then the working plans to which you have referred always went up to, or were seen by, the Inspector General of Forests?—Yes, in the old days, always.

427. Up till when was that?—I do not know the date; I cannot give you the date, but in the early days their working plans were controlled; but then everything was very much smaller in those days and there were many fewer working plans.

428. Of course; but as regards Bombay and Madras, they were always independent as you have said?—Yes.

429. If you sent the Inspector General of Forests there they did not like him?—No, I cannot agree.

430. But if you left it to them, they invited him to help, they were very ready to seek his advice?—That is my experience.

431. Provided he came at their own instance?—That was a personal matter again, Sir Reginald, very largely.

432. *Chairman*: I did not quite gather at what point it was you disagreed. Did you disagree with some point that Sir Reginald put to you?—He said that the Madras and Bombay Governments objected to the Inspector General.

433. *Sir Reginald Craddock*: I was saying that was the usual difficulty?—There was a certain amount of friction in the old days.

434. When you have been in Bombay and Madras, has that been at your own volition, or simply at the invitation of the Governments?—The invitation was arranged for me.

435. Anyhow you did not find any more difficulty in Bombay and Madras in getting your views listened to by the Governments concerned—no more difficulty there than in the United Provinces?—Not the slightest.

436. So that although they had their own staff there it was still useful to have the Inspector General of Forests to come and advise the local governments?—They were very pleased.

437. I wanted to bring that out because I wanted to get your concurrence in the importance to the local governments, especially local governments such as Bihar and Orissa, of having some outside advice available to them?—That is what I am very strong about.

438. Now, as regards education, most provinces have their own educational institutions and schools?—Only for the lowest grades.

439. That is for rangers?—No, not for rangers, lower than rangers.

440. Foresters?—Foresters.

441. But have you no rangers who go through some course there? You have got a good many rangers who will be promoted men and do none of the forest schools nowadays give some teaching to rangers?—They were going to begin in Bengal; they were talking about it, but up to date, I

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believe, the only two schools for rangers are one at Dehra Dun and one at Coimbatore in Madras, as far as I remember.

442. You have one in Burma?—Yes, another in Burma, of course, a very good one there.

443. With this complete lull in recruitment for the Indian Forest Service, is there not considerable risk that rangers who are not quite up to the work will have inevitably to be promoted and to assume charge of forest divisions?—If they are promoted to the Provincial Forest Service; I believe that has actually happened in one or two cases already.

444. Of course it is more likely to happen when you get a hiatus in the recruitment of higher forest officers?—Yes.

445. Do you find, or did you find, that the Indians with the highest qualifications and general education and so forth were as keen upon entering the Forest Service as other Services in India?—No, I would not say that, because few of the educated Indians, whom I have met, had a real liking for the life.

446. I mean there is a distinct tendency among those graduates of universities, and so on, for a more sedentary life than is afforded to them in the forests?—Yes.

447. But at the same time among your students at Dehra Dun had you got some really first-class men too?—Yes, a few.

448. Have you been able to watch the careers of any of these Dehra Dun men?—That College was started under me and they were just leaving when I left India. Very few of them had gone into the regular Service when I left, so I could not really say anything about that. I have not been able to follow their future careers.

449. I wondered if in the course of touring the Provinces you had been able to see how these men had come up?—Some of them were beginning quite well.

450. Sir Peter Clutterbuck was one of your predecessors?—Yes.

451. He was fairly enthusiastic about his men when he gave evidence before the Lee Commission, and I wanted to know from you whether in your experience the class of candidate has improved?—They have improved, I think.

452. Were you out in India during the Civil Disobedience Movement?—I was in Burma. It did not bother us.

453. Not in 1931-2?—No.

454. Where were you in 1931-2?—I had retired.

455. You retired just before then?—Yes, I retired in 1930.

456. In the original Civil Disobedience Campaign in 1921, you were in Burma?—Yes.

457. As regards British recruitment you say before the Dehra Dun College was closed that had diminished considerably?—It was 25 per cent.

458. But was that 25 per cent. ever reached?—I think it was until 1930. They had rather intricate calculations adjusting one year against another.

459. In the matter of Conservators, when the Conservators were sent from other Provinces by the Government of India, directly they came under the local administration they were just part of the ordinary machine. The Government of India had no further intimate control over their work?—That is correct.

460. That was entirely Provincial?—Yes.

461. When you spoke of guidance or control it was very largely guidance all along?—Yes.

462. The control consisted merely in the selection of Conservators, research, and a certain amount of guidance over working plans?—Yes, and education.

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463. Would you say that was a correct description of what it used to be?—Yes; in the old days the Inspector-General had to sanction the working plans for the whole of India.

464. But now he merely gives some advice on them?—Yes.

465. And it rests with the Local Government whether that advice is accepted or not?—Yes.

466. *Mr. Davidson*: Sir Alexander, there are large forests in the Indian States, are there not?—Yes, two or three of them. Some of them have very good forests.

467. Is it the case that in some cases the boundary between a particular State or States and the British Indian Province runs through a mutual forest?—Yes, I believe it is.

468. Were you ever invited to go to any State?—I did a long tour in Kashmir at the request of the State Government.

469. I think in answer to a previous question you said the Indian States had taken advantage of the Dehra Dun Training Colleges?—Very largely.

470. Do they also ask the Research Institute to undertake any research on their behalf?—Yes.

471. Did they ever submit working plans or ask for advice?—They asked for advice about any technical thing. The Government of India's Institute and College are only too pleased to help them in any technical matter which may come up.

472. *Lord Hardinge of Penshurst*: Sir Alexander, there is only one question I wish to ask you: Since Bombay and Madras have been separate from the supervision of the Forest Department, did you find that there had been any serious deterioration in the forests?—No, Sir.

473. None?—No.

474. Was that due, do you think, in any way, to the fact that there was a considerable European element in the cadre?—Yes.

475. *Lord Hutchison of Montrose*: As regards Dehra Dun, when the recruits come in from the Provinces do they go back to those Provinces?—They do not really come from the Provinces. They were recruited by a Central Examination from the whole of India.

476. That is the present procedure?—Yes, and when the Government of India allots the students at the end of their course, as far as possible they give men who are suitable their own Provinces, but it is not always possible. We have had a Madrasi go to Upper India or a man from the Central Provinces go to Madras, which they do not like.

477. Do you foresee under the new arrangements for autonomous governments in the Provinces any change in that system?—No; I think something of the sort will have to go on.

478. *Lord Hutchison of Montrose*: To what extent, in your view can Indianisation of the Service generally throughout India be carried out with safety?—The present arrangement is 25 per cent. European and 75 per cent. Indian, and I think that will have to be maintained in the future.

479. *Lord Hutchison of Montrose*: Can you foresee any direct control from the Government of India over the Provincial forests, especially when you have the commercial interests of the forests so closely bound up with the Provinces?—No.

480. Then it can only be an advisory control?—Yes.

481. In answer to Lord Salisbury you made a point that you thought that the Governor-General ought to deal with the recruitment. He might act in consultation with his Ministers?—I agree with that. I think that is perfectly sound.

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482. *Major Attlee*: Sir Alexander, have you had any experience of the working of the Forest Panchayet system in Madras?—Not personal experience.

483. It has worked well, has it not?—Some of it has been successful, yes.

484. In regard to reconciling the interests of cultivators and farmers?—Yes, village management.

485. Would you tell me this: In the consideration of working plans in your time was there liaison with the Irrigation Authorities? The cutting of Forests in one Province might affect the water supply in another Province?—Yes.

486. How was that liaison effected in your time?—The touch between them was very close. In Hill ranges which were of importance from an irrigation point of view we always carefully conserved, as far as it was possible to do so.

487. Do you think there is a danger, if you do not have any central connection and allow the Provinces to manage their own forests, that there might be commercial exploitation for profit of forests in one Province which might seriously injure the water supply of another area in an adjoining Province?—That is possible.

488. How do you suggest that can be got over: by Central control of working plans?—Perhaps not Central control, but by guidance from a Board of Forestry, or something of that sort, under the Government of India. It would be quite capable of doing that.

489. Would that be a Board imposed on the Provinces?—No; it would be a representative Board; we have had one already.

490. And that worked all right?—Yes.

491. Was it a Board composed purely of Technical Officers?—Yes.

492. There was no one representing the financial interests of one Province as against another?—No; I do not think we ever had to tackle anything of that kind—at least, not in my recollection.

493. Do you think the same thing would be possible where you had the forest policy under the direction of a Minister: that these matters would be able to be settled by Technical Officers on technical considerations, without having any discussion between Ministers on the political considerations?—I think it would be always advisable for the Technical Head of the Forestry Service in the Province to be in touch with his Minister in such matters, and I think he would certainly be so.

494. *Lord Eustace Percy*: Returning to the question of recruitment for one moment: In the first place, I do not know that I ought to put this question to you, Sir Alexander, but has the shutting down of recruitment been confined to the Service in Bombay, or has it extended to recruitment over all the Provinces which are still under Central control?—Bombay, since 1923, has recruited very few indeed, I believe, and the other Provinces, owing to the reasons which Mr. Butler has stated, have, in the last few years, done very little recruitment. I think I am correct in that.

Mr. Butler: Yes. It is recruitment of the Indian Forest Service, as a whole, which has been suspended.

Lord Eustace Percy: Therefore, when Mr. Butler said economic reasons were the reasons for the suspension, he was not talking merely speculatively as to what he believed to be the reason of the Bombay Government, he was talking as to what was actually the reason of the Government of India.

Mr. Butler: Yes, for the suspension of recruitment to the Indian Forest Service.

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495. *Lord Eustace Percy*: At the present moment recruitment to the Forest Service in India is carried out by the Governor-General. How is that done? On the advice of the Central Public Services Commission?—The Central Public Services Commission holds the examination; as a matter of fact, I held the first examination, and they took it over afterwards.

496. And you would propose, naturally, that if Central recruitment continues, it should still be through the Public Services Commission?—Yes.

497. In England would you propose that the recruitment of English personnel should be carried out by the Secretary of State?—Yes.

498. By the Secretary of State?—Yes.

499. That is the case at the present moment?—There is a very parallel case in the Colonies, where the Secretary of State for the Colonies carries out the recruitment. It happens that I have been Chairman for their recruitment for a couple of years.

500. *Marquess of Reading*: I suppose that is at the request of the Dominion concerned?—Of the Colonies.

501. *Chairman*: Is not that for the Crown Colonies only and not for the Dominions?—Yes; I think it is for the Crown Colonies only.

Marquess of Reading: That makes a difference.

502. *Lord Eustace Percy*: One other point on the question of control: Do you know what the actual position is with regard to the forests in Bombay to-day? The Forest Service in Bombay has become a Provincial Service?—Yes.

503. But are the forests, as property, vested in the Provincial Government?—Yes.

504. They are?—Yes.

505. The Government of India retains no ownership in them?—No.

506. *Viscount Halifax*: There are only one or two things I wanted to ask Sir Alexander. What you say in your paper and what you said this morning with great force may really be summed up, may it not, in saying that what you are concerned about for the future really falls under the three heads of management, recruitment, and research? Would that be a fairly true summary of your general feeling?—Yes, I think so.

507. And that, as regards research, the Committee need anticipate no particular difficulty, because, on the assumption that the research part of Dehra Dun will continue, that will cover the research field, and the results of that work will be available for all Provinces?—Yes.

508. With regard to management, and by management I mean working plans, administration, and the technical side of forest working, I suppose it would be true to say, would it not that the key to that is really getting the right man as Conservator at the head of the Provincial Forest Service?—Yes.

509. Therefore, the problem before the Committee very much revolves round the question on which you have laid a great deal of emphasis, namely, the question of recruitment?—Yes.

510. Now, having regard to the present position in the Provinces, where the transfer has taken place, would you anticipate that there would be difficulty in attempting so far to reverse that system as to place recruitment entirely under the Government of India or the Governor-General, without reference to the Provinces, with a scheme of general Provincial Autonomy in being?—In answering that, Sir, may I refer as I did before to Burma and Bombay separately? Burma has at the present moment about 200 out of 630 of the gazetted staff of the whole of India, so that it is in a very different position from any other Province; and I think that

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Burma is fit and is quite capable and should be allowed to recruit its own officers; but I think it would pay Bombay and I think it would pay every other Province in India to come into some unified system of recruitment.

511. What I really had in my mind was whether you could develop a little bit the idea that you suggested in answer to one or two questions of the possible use that might be made of this Board of Forestry? Do you think, pursuing what you said just now, I think in answer to Lord Hutchison, that it was very difficult in view of present circumstances to conceive a system of direct control over Provinces it would be possible to conceive a plan by which the advantages of wider recruitment could be made clear to the Provinces and with their general assent this Board of Forestry could be utilised as a body in which the Provinces would feel that they had their part to advise the Central Recruiting Agency under the Government of India? Would you think that might be a plan of meeting the natural *amour propre* of the Provinces and at the same time do what you deem to be of importance, namely, secure some central machinery for recruitment?—Yes. I may say the Board of Forestry has been accustomed to meet every three or five years to discuss purely technical matters between Provinces, and has not as far as I remember dealt at all with recruitment; but the suggestion you make appears to me to be a very good one in this way, that the Provinces could co-operate very well and put their views together as regards the methods of recruitment and the control of the education of the higher grades after recruiting, and the allotment of the various recruits, when trained, to their Provinces. I think that might be very well and efficiently done by some Board of the nature that you mention. We have had, and I have always sat, since recruitment was started in India, on the Selection Board, and this Selection Board might possibly and suitably be appointed by the Board of Forestry, and they could advise the Public Service Commission, who carry out the examinations, in regard to forestry recruitment.

512. I was a little bit encouraged in that view by something you said to Sir Reginald Craddock as to the way in which Bombay, for instance, had always welcomed the technical assistance of the Inspector-General, and that if you could get over the jealousy that the Provinces might perhaps feel if they thought that something was being withheld from them, you might not find it impossible to get their quite willing co-operation in something that would be so obviously for their benefit?—I think so, yes.

513. Only one other question. Under the state of affairs that we may contemplate in the future, would you anticipate any difficulty in the Dehra Dun Institute keeping touch in future, as it has been able to do up to now, with forestry developments in foreign countries?—No, Sir, none at all; I do not think it would alter the scientific co-operation in any way.

514. *Sir Reginald Craddock*: There is one question I want to put to Sir Alexander. You have laid stress on recruiting and research, but the selection of Conservators strikes me as a difficult matter. The Provinces would, no doubt, want to select their own Conservators, and the Central Forestry Board, or the Government of India as it will be constituted will therefore have no voice in the selection of Conservators. Would you think that a difficulty?—I think it might be a difficulty, Sir Reginald, but I do not really see how it is to be got over at present. I think the Provinces would want, as you say, to select their own Conservators from the list.

515. *Lord Rankeillour*: There is one point I should like to ask. I think, Sir Alexander said in answer to Lord Salisbury, that this control over recruitment should be exercised by the Governor-General in his own right

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and discretion, but when Lord Hutchison asked you something, I am not sure that what you said seemed quite clear about that point?—I think the Central Government, the Viceroy acting with the advice of his Ministers, should exercise control.

516. *Marquess of Reading*: What you said was in consultation with his Ministers?—Yes.

517. *Lord Rankeillour*: Should he have the right in the end to determine himself after consultation? You see, in the ordinary constitutional language here, when you say the King on the advice of his Ministers, it means in working practice the Minister himself. That is rather the crux in India, whether it would be really the Viceroy in his knowledge and discretion with or without consultation with the Minister, or whether it would be the Minister?—I think in general he would take the advice of his Ministers.

518. But he need not be obliged to?—Well I cannot answer that, Sir; it is rather beyond my province.

Chairman: By leave of the Committee I should propose, with our best thanks for his kindness in coming here, to ask Sir Alexander to withdraw.

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**RECORD CONTAINING MEMORANDA
AND RECORD OF CONSULTATIONS
HELD BY THE JOINT
COMMITTEE ON INDIAN CONSTITUTIONAL
REFORM ON THE
SUBJECTS OF FORESTRY AND
IRRIGATION**

[SESSION 1933-34]

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