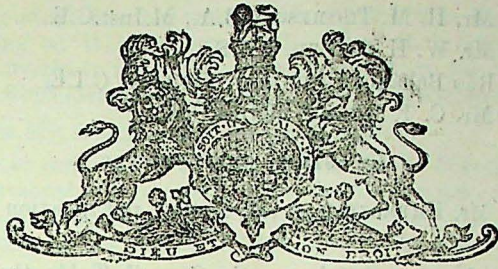


THE



# Bombay Government Gazette.

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*Separate paging is given to this Part, in order that it may be filed as a separate compilation.*

## PART V.

### PROCEEDINGS OF THE LEGISLATIVE DEPARTMENT, BOMBAY.

The following Extract from the Proceedings of the Government of Bombay in the Legislative Department is published for general information:—

*Abstract of the Proceedings of the Council of the Governor of Bombay, assembled for the purpose of making Laws and Regulations, under the provisions of "THE INDIAN COUNCILS ACTS, 1861 and 1892."*

The Council met at Poona on Friday the 19th day of August 1898, at 12 noon.

#### PRESENT.

His Excellency the Right Honourable Lord SANDHURST, G.C.I.E., Governor of Bombay, *Presiding.*

The Honourable Sir E. CHARLES K. OLLIVANT, K.C.I.E., I. C. S.

The Honourable Mr. H. E. M. JAMES, C.S.I., I. C. S.

The Honourable Mr. DAJI ABAJI KHARE, B.A., LL.B.

The Honourable Mr. NARAYAN GANESH CHANDAVARKAR, B.A., LL.B.

The Honourable Mr. A. S. MORIARTY, I. C. S.

The Honourable Mr. BHALCHANDRA KRISHNA BHATAVADEKAR, L.M.

The Honourable Mr. GOKULDAS KAHANDAS PAREKH, B.A., LL.B.

The Honourable Meherban Sardar NARAYANRAO GOVIND *alias* BABA SAHEB, Chief of Ichalkaranji.

The Honourable Mr. DHONDO SHAMRAO GARUD, B.A.

The Honourable Mr. P. M. MEHTA, C.I.E., M.A.

The Honourable Mr. VIJBHUKHANDAS ATMARAM.

The Honourable Mr. R. H. MACAULAY.

The Honourable Mr. E. GILES, M.A.

The Honourable Mr. J. K. SPENCE, C.S.I., I. C. S.  
 The Honourable Mr. H. M. THOMPSON, B.A., M.Inst.C.E.  
 The Honourable Mr. W. H. CROWE, I. C. S.  
 The Honourable Ráo Bahádúr CHUNILAL VENILAL, C.I.E.  
 The Honourable Mr. C. T. BURKE, M.Inst.C.E.

QUESTIONS AND ANSWERS.

The Honourable Mr. PHEROZESHAH M. MEHTA put question No. 1 standing in his name—

*Will Government be pleased to lay on the Council Table the reports and letters of the Superintendent of Mátherán and other correspondence between that officer and the Collector of Kolába on the subject of a license recently issued for the retail sale of country liquor at Mátherán?*

The Honourable Mr. H. E. M. JAMES in reply said—

The facts regarding the opening of this liquor shop are stated in paragraph 5 of letter from the Revenue Department of this Government, No. 4350, dated 4th July last, to the address of the President and Secretaries of the Bombay Temperance Council. This letter was laid upon the Editors' Table and published in some of the local papers. Under these circumstances Government do not propose to call for the correspondence asked for by the honourable member.

The Honourable Mr. MEHTA then put question No. 2—

*Will Government be pleased to state when they are likely to come to a settlement regarding the final adjustment of accounts between themselves and the Municipal Corporation of Bombay in respect of the City Police charges, in reference to points raised in letters from the President of the Corporation, No. 974 of 30th April 1896 and No. 9786 of 14th December 1896?*

The Honourable Sir CHARLES OLLIVANT in reply said—

Except as to the question of rent for buildings occupied by the Police, whether such buildings belong to the Municipality or Government, the final decision of Government in the matters referred to was communicated to the President of the Municipal Corporation in Government letter No. 678, dated 26th January 1898.

The Honourable Mr. MEHTA then put question No. 3—

*Will Government be pleased to state if they will appoint a committee for the discussion and submission of proposals for transfer of Police charges to Government in consideration of the assignment of an equivalent amount of Municipal revenue as suggested in letter No. 9786 of 1896-97 of 14th December 1896 from the President of the Corporation to Government in reply to Government letter No. 7871 of 1896-97, dated 18th November 1896?*

The Honourable Sir CHARLES OLLIVANT in reply said—

Pending a termination of the correspondence regarding details of account adjustment the suggestion as to the appointment of a mixed committee has not been disposed of. Government consider that the appointment of such a committee at the present stage would not serve any useful purpose, for whilst they are ready to entertain any carefully weighed proposals, subject to certain elementary conditions proscribed by the Government of India, for the assignment of certain permanent items of Municipal revenue in redemption of all liability for Police charges, the initiative in making such proposals must, as already intimated, rest exclusively with the Corporation.

The Honourable Mr. MEHTA then put question No. 4—

*As the Bombay Municipal Corporation are now advised, in reference to the land occupied by the Municipal Workshops and Health Department stables, that with regard to the greater portion of the land in question they are entitled to refuse to pay rent to Government at any higher rent than one pie per square yard per annum, will Government be pleased to reconsider their decision about referring the matter in dispute to arbitration?*

His Excellency the PRESIDENT in reply said—

I refer the honourable member to the answer to question No. 6 at the meeting of the Council held at Poona on 17th August 1896. Since that reply was given no further evidence has been brought to the notice of Government by the Municipality and there is nothing officially before Government to induce a reconsideration of their decision.

The Honourable Mr. MEHTA then put question No. 5—

*Are Government aware that in the various High Schools in the Presidency no instruction in the vernacular languages is given to students taking up one of the classical languages as their second language? Will Government be pleased to introduce measures calculated to give such instructions in all classes up to the Matriculation standard?*

His Excellency the PRESIDENT in reply said—

The reply to the first part of the question is in the affirmative, but translation from the vernacular into English is taught to boys who take up a classical language and so far instruction in vernacular is given. As regards the second part of the question, Government, as at present advised, do not contemplate taking any further steps in the matter.

The Honourable Mr. MEHTA then put question No. 6—

*Will Government be pleased to consider the advisability of removing the divergence and conflict between the rules adopted at various places in the Presidency as regards detention, disinfection and observation, &c., and laying down an uniform set of rules for the guidance of the officers in charge of plague measures, as prayed for in the representation of the Council of the Bombay Presidency Association, dated 6th December 1897?*

His Excellency the PRESIDENT in reply said—

Government have under consideration the matter referred to in the honourable member's question.

The Honourable Mr. MEHTA then put question No. 7—

*Will Government be pleased to state whether they are now ready to introduce the long-promised legislation for removing the grievances of Devgad Khots, as contemplated in Government Resolution in the Revenue Department, No. 34 of 4th January 1895?*

The Honourable Mr. JAMES in reply said—

The Bill for the amendment of the Khoti Settlement Act referred to in the honourable member's question is ready for transmission to the Secretary of State and the Government of India in accordance with standing orders.

The Honourable Mr. MEHTA then put question No. 8—

*Will Government be pleased to state what directions they have issued regarding the particular section of the inhabitants in the local area of the City Municipality of Poona to be assessed to the rate for defraying the cost of the additional Police imposed by Government Notification in the Judicial Department, dated 29th June 1897 (No. 4790 A)?*

The Honourable Sir CHARLES OLLIVANT in reply said—

No directions have been issued.

The Honourable Mr. MEHTA then put question No. 9—

*Has the attention of Government been drawn to the speech of the Honourable Mr. Crowe at the Birthday Darbar at Poona on the 24th of May last, in which he said that as the Judge who tried Damodar Chapekar, he found no indication of any conspiracy or design on the part of any section of the Poona community which could have prompted the crime?*

The Honourable Sir CHARLES OLLIVANT in reply said—

Government are pleased to answer this question in the affirmative.

The Honourable Mr. MEHTA then put question No. 10—

*Will Government be pleased to consider the justice and desirability of cancelling the notification in the Judicial Department of 29th June 1897 by which they imposed additional Police in the local area of the Poona City Municipality on the ground that they considered the conduct of the inhabitants of the City of Poona rendered it expedient to do so?*

The Honourable Sir CHARLES OLLIVANT in reply said—

Having regard to the heavy additional burdens thrown on the financial resources of the City of Poona through the measures undertaken to combat the plague epidemic, to the recent sufferings of the inhabitants, and to the patience, fortitude and good order displayed by them under these sufferings, Government have been pleased to hold in abeyance the second paragraph of the notification to which the honourable member refers, and they are considering the propriety of altogether relieving the Municipality of the liability so imposed upon it.

The Honourable Mr. MEHTA then put question No. 11—

*Will Government be pleased to state if there is now anything and, if there is, what, in the conduct of the inhabitants of the City of Poona which renders it expedient to continue the imposition of additional Police for the purposes of either protection or for any other purpose?*

The Honourable Sir CHARLES OLLIVANT in reply said—

In view of the answers already given to two previous questions Government consider it sufficient to say that careful enquiries have been instituted as to the strength of the Police force required both temporarily and permanently for effectively maintaining order in the Poona City and suburbs, and that various proposals on the subject are engaging the attention of Government.

The Honourable Mr. MEHTA then put question No. 12—

*Will Government be pleased to give a list of officers in charge of the different Collectorates in the Presidency since 1st January 1898, giving their length of service?*

The Honourable Mr. JAMES in reply said—

The information desired by the honourable member can be obtained from the *Government Gazettes* and Quarterly Civil Lists.

The Honourable Mr. MEHTA then put question No. 13—

*Will Government be pleased to give a list of District and Sessions Judges and Joint Judges in charge of District and Session Courts since 1st January 1898, giving their length of service?*

The Honourable Sir CHARLES OLLIVANT in reply said—

No list exhibiting the precise information desired by the honourable member is available, but he will have no difficulty in obtaining it from the published Quarterly Civil Lists and the *Government Gazette* notifications.

The Honourable Mr. MEHTA then put question No. 14—

*Will Government be pleased to state what measures they have decided to adopt to remedy the state of things brought about by the serious undermanning of the higher Judicial service of the Presidency? (Vide answer to No. 4 at the meeting of 17th July (August?) 1896.)*

The Honourable Sir CHARLES OLLIVANT in reply said—

The requirements for famine and plague work have unfortunately prevented the transfer of the customary number of Covenanted Civilians to judicial duty, but it must be remembered that the same special causes have operated to diminish very considerably for the time being the volume of civil appellate work. Government are, however, prepared to consider the desirability of deputing senior Subordinate Judges to aid in disposing of arrears of civil appeals when the necessity of so doing is established, and an addition to the normal recruitment for the Indian Civil Service has been recommended.

The Honourable Mr. MEHTA then put question No. 15—

*Will Government be pleased to reconsider the question of the advisability of appointing a representative committee for the revision of the Gujarati, Marathi and Kanarese Reading Series? (Vide question No. 3 at the meeting of 17th July (August?) 1896.)*

His Excellency the PRESIDENT in reply said—

I refer the honourable member to paragraph 11 of the Director of Public Instruction's letter No. 5594, dated 8th December 1896, and Government Resolution No. 1307,

dated 1st September 1897, which were placed on the Editors' table and published as Appendix K to the Director of Public Instruction's Annual Report for 1896-97. Government have already accepted a proposal for the appointment of committees for each Division with a view to expurgate objectionable lessons, if any, from vernacular reading books and to submit general recommendations.

The Honourable Mr. MEHTA then put question No. 16—

*Will Government be pleased to state what conclusion they have arrived at as to the advisability of resorting to legislation for bringing the Mámlatdárs' Courts in Sind under superintending and revisional Jurisdiction?*

The Honourable Sir CHARLES OLLIVANT in reply said—

The question is still under consideration, as, also is the question of amending the Mámlatdárs' Courts Act. Government propose to deal with both subjects together, though not necessarily in one legislative enactment.

The Honourable Mr. DAJI ABAJI KHARE then put question No. 1 standing in his name—

*Will Government be pleased to place on the table the report of the Committee appointed to inquire into the working of the Government Law School?*

His Excellency the PRESIDENT in reply said—

The report will be made public with the orders of Government thereon.

The Honourable Mr. KHARE then put question No. 2—

*Have the Bombay Government received any reply from the Government of India to their communication about the Clerk of the Insolvency Court, and if so, what?*

The Honourable Sir CHARLES OLLIVANT in reply said—

Final orders have not yet been received.

The Honourable Mr. KHARE then put question No. 3—

*Will Government be pleased to take steps to give effect to the recommendation of the Finance Committee to put the Clerk of the Insolvency Court on a salary of Rs. 500 or 600 and credit all the fees to Government?*

The Honourable Sir CHARLES OLLIVANT in reply said—

In answer to a previous question the honourable member has been informed that the matter is under reference to the Government of India.

The Honourable Mr. KHARE then put question No. 4—

*Will Government be pleased to give information in the following tabular form about the number of passengers detained up to the 1st of July 1898 at the detention camp at A'nand Railway Station:—*

First and Second Class.		Third Class.	
Indian.	European and Eurasian.	Indian.	European and Eurasian.

His Excellency the PRESIDENT in reply said—

The information desired by the honourable member is not in the possession of Government, nor, it is believed, can it be obtained in the precise form in which it is asked for.

The Honourable Mr. KHARE then put question No. 5—

*Is it true that at Ahmedabad Station all Indian passengers travelling first, second or third class coming from Bombay are taken through one gate and kept together in an enclosure for inspection, and that all European and Eurasian passengers travelling by whatever class are not taken to the said enclosure, but are allowed to go away freely*

through another gate which, before the plague operations began, was intended for the exit of all first and second class passengers?

His Excellency the PRESIDENT in reply said—

Enquiry is being made.

The Honourable Mr. KHARE then put question No. 6—

Is it true that at Ahmedabad, Surat, Broach and other places where passengers arriving by railway are either detained under observation or allowed to go into the town under a system of medical surveillance, such detention or surveillance is resorted to only in the case of Indian passengers?

His Excellency the PRESIDENT in reply said—

The orders of Government are that the systems of detention or surveillance should be applicable to all suspicious persons without regard to nationality. Enquiries are being instituted whether these orders are being strictly carried out in practice.

The Honourable Mr. KHARE then put question No. 7—

Will Government be pleased to place on the table information in the following tabular form about plague expenditure in Municipal Towns of the Presidency affected by the plague, showing the shares in which that expenditure has been shared between the several Municipalities and Government, the period during which it has been incurred in each town, and the average annual ordinary revenue and expenditure of the Municipalities in those towns:—

Name of the Municipal Town.	Ordinary income.	Ordinary expenditure.	Duration of time of plague expenditure.	Total, plague expenditure.	Share of expenditure borne by Government.	Share of expenditure borne by Municipality.

His Excellency the PRESIDENT in reply said—

The honourable member will perhaps for the present be satisfied with the following information:—

Where the Municipal revenues have been inadequate for the plague expenditure, Government have advanced the necessary funds. The final apportionment of such expenditure between the Municipalities and Government is still under consideration. The information asked for about the average annual revenue and expenditure of Municipalities can be obtained from the published Annual Reports on Municipalities.

The Honourable Mr. KHARE then put question No. 8—

Will Government be pleased to issue explicit directions that no race distinctions be observed in enforcing plague measures?

His Excellency the PRESIDENT in reply said—

The honourable member is referred to the answer to question No. 1 put by the Honourable Mr. D. S. Garud at the Council Meeting of February 14th, 1898, and to the reply then given. The question and reply were forwarded to the officers concerned for information and guidance, with a request that the notifications of regulations in force in their camps should be remodelled on the lines laid down in that reply. It does not appear that more explicit directions are required. I may repeat it is not the policy of Government that there should be race distinctions.

The Honourable Mr. KHARE then put question No. 9—

Will Government be pleased to state what compensation, if any, has been paid to Dr. Gwyther for the loss of furniture, &c., he suffered in the late Sinnar riots?

When was such compensation paid?

His Excellency the PRESIDENT in reply said—

Compensation amounting to Rs. 1,895-6-0 was paid in June last to Surgeon-Captain Gwyther for the loss of his furniture, kit, clothing, currency notes, &c., which were burnt during the riot at Sinnar in January last.

The Honourable Mr. KHARE then put question No. 10.

*Will Government be pleased to state what compensation, if any, has been paid to the families of the late Mr. Raje, Pleader of Sinnar, and the Hospital Assistant who were killed in that riot?*

*If no such compensation has been paid, will Government be pleased to state what steps they contemplate taking in that connection?*

His Excellency the PRESIDENT in reply said—

A pensionary allowance has been recommended for the widow of the late Hospital Assistant and its grant awaits the orders of the Government of India. As regards the late Pleader, Government were unable to recognize that the family have a claim on the public revenues as the deceased was not a Government servant.

The Honourable Mr. KHARE then put question No. 11—

*In how many places have press committees been appointed, and what is their constitution and function?*

*Are the appointments of members of these committees publicly notified?*

*If not, will Government be pleased to do so?*

The Honourable Sir CHARLES OLLIVANT in reply said—

Government have not yet received any information as to the number of places in which District officers may have thought fit to ask gentlemen to serve on committees for the purpose of assisting them to make themselves more promptly and accurately acquainted with the publications of the local Press. Any such committees must be purely of an informal and unofficial character, and if appointed are appointed entirely at the discretion of the Collector. Any notification of appointment is therefore out of the question, and Government at present see no reason to fetter the discretion of the local officers in the matter. It is the wish of Government that facilities should be afforded to the Press for obtaining correct information in regard to such matters connected with the administration as are not of a confidential character, that occasions for the direct intervention of Government should be avoided, and that responsible officers should be encouraged to devise some reliable means of keeping touch with local opinion, and of ascertaining the truth of complaints regarding alleged grievances.

The Honourable Mr. KHARE then put question No. 12—

- (a) *Is it a fact that since the passing of the Khoti Act, the previous practice of taking kabuláyats every year from the managing khots has been discontinued?*
- (b) *Is it a fact that since about 1895 every managing khot in the Ratnágiri District is obliged to pass every year to Government a security bond or an agreement to the effect that he will pay the annual assessment of his village at the proper time?*
- (c) *If so, will Government be pleased to state the rule or authority under which such bond or agreement is taken?*
- (d) *Have Government received from the Khoti Association a petition dated the 6th of June 1896, complaining, inter alia, about this matter?*
- (e) *If so, how has that petition been disposed of?*

The Honourable Mr. JAMES in reply said—

- (a) There is no information on the records of Government to justify the supposition that kabuláyats are anywhere being taken from khots in contravention of the law.
- (b) & (c) Government have no information of the existence of the practice described in this question.

- (d) A printed petition purporting to proceed from the Ratnágiri Khots' Association and bearing the signature in print of an individual styling himself General Secretary of that Association, and dated the 8th and not 6th June 1896, has been received by Government.
- (e) It was returned to the writer because it was not authenticated by his signature in manuscript and was not in conformity with No. X of the Petition Rules; it has not again been submitted to Government.

The Honourable Mr. KHARE then put question No. 13—

*Will Government be pleased to state what arrangements they propose to make with respect to the Kadva River Works and the Lákli Canal, having regard to the opinion of the Government of India that it is unlikely that these irrigation works will ever give a return sufficient to cover the annual interest charges, and they are still less likely ever to extinguish their debt? (Gazette of India for 1898, Part I, page 809.)*

His Excellency the PRESIDENT in reply said—

Future arrangements with respect to the Kadva River Works and the Lákli Canal will depend on the decision arrived at regarding certain projects for the completion and improvement of those works, which are now under the consideration of Government.

The Honourable Mr. KHARE then put question No. 14—

*Is Government aware of the statement made by the Secretary of State for India in the House of Commons on the 18th of February 1898 in connection with the Poona plague operations of 1897, to the following effect:—*

*“There was a great difficulty in getting the nurses but at last the Government secured a sufficient number. One of these nurses made a deposition that she had received a letter purporting to be signed by one of the brothers Nattu, stating that it would be greatly to her detriment if she worked with the search party. Since receiving this letter, she persisted in working in the search operations and she had not had a midwifery case in the city in consequence, although previously she frequently was called in.”*

*Is the name of this nurse Mrs. Goodall (formerly Mrs. Mehta)?*

*If that be not the name of the nurse referred to, will Government be pleased to say what is her name?*

His Excellency the PRESIDENT in reply said—

Government are aware of the statement referred to.

They do not consider any good purpose would be served by giving the name of the individual in question.

The Honourable Dr. BHÁLCHANDRA KRISHNA BHATAVADEKAR then put question No. 1 standing in his name—

*With reference to the contemplated legislative action which the Government of India desire to take for the relief of agricultural indebtedness in the different provinces of India, will the Government be pleased to state the direction of the proposed remedial measures in this Presidency over and above the judicial relief afforded by the working of the Deccan Agriculturists' Relief Act?*

The Honourable Sir CHARLES OLLIVANT in reply said—

The general question is understood to be under the consideration of the Government of India, and Government are not in a position to make any statement on the subject.

The Honourable Dr. BHÁLCHANDRA then put question No. 2—

*Will the Government be pleased to state if they are prepared to take into consideration the scheme for a model agricultural bank on the lines which had secured the approval of the Local Government as well as the Government of India twelve years ago?*

The Honourable Mr. JAMES in reply said—

The scheme in question was ultimately dropped after full discussion and consideration of the objections raised to it by Her Majesty's Secretary of State. Under these



circumstances, Government are not prepared at the present time to take that scheme into consideration.

The Honourable Dr. BHALCHANDRA then put question No. 3—

*Has the attention of Government been drawn to statements made in the Poona newspapers about some changes contemplated in the constitution of the Poona Municipality? And will the Government be pleased to state whether it is under contemplation to alter the relative proportion of elected to nominated members in the Municipality?*

The Honourable Mr. JAMES in reply said—

It is true that the matter is under the consideration of Government.

The Honourable Dr. BHALCHANDRA then put question No. 4.—

*Will the Government be pleased to state how far "the Bill for the Improvement of the City of Bombay and to provide space for its future expansion," which was passed in the local Council in April last, has or has not secured the approval and sanction of His Excellency the Viceroy in Council? Will they be pleased to state the reasons for the delay that has occurred in this connection?*

His Excellency the PRESIDENT in reply said—

His Excellency the Viceroy has assented to the Bill.

Any delay that occurs after a Bill has been transmitted to the Government of India for the purpose of obtaining the assent of His Excellency the Viceroy is a matter not under the control of this Government and consequently one about which no question should be asked in this Council.

The Honourable Dr. BHALCHANDRA then put question No. 5—

*Are Government aware that the Roay Industrial Museum Committee of Poona has paid the full sum of Rs. 17,000 into the Government Treasury as required of it, and that the construction of the building for the Museum has been postponed for the past two years and more, because of the non-payment of the sum of Rs. 17,000 which Government undertook to contribute towards the cost of the building? Will the Government be pleased to state when they will be able to fulfil the undertaking?*

His Excellency the PRESIDENT in reply said—

Government are aware that the Roay Industrial Museum Committee has paid its share of Rs. 17,000 into the Government Treasury. The question of the construction of the Museum building, however, awaits the receipt from the Museum Committee of a scheme regarding the means of maintenance and rules of management of the institution, title to the site on which the building is to be erected and the constitution of the Trust, which was called for from the Committee in March 1896.

The Honourable Dr. BHALCHANDRA then put question No. 6—

*With regard to the notification recently published by the Government relating to the recognition of certain colleges and institutions under section 12 of the Act of Incorporation of the University of Bombay, will Government be pleased to state how this power of recognition has been made to include not only colleges teaching the whole course of studies qualifying for degrees in the various faculties but also those institutions which teach only up to the Intermediate or Previous Examinations?*

His Excellency the PRESIDENT in reply said—

Government are advised that under section 12 of the Act of Incorporation every college or institution whether teaching the whole course or only a portion of the course requires the same kind of authorization.

The Honourable Dr. BHALCHANDRA then put question No. 7—

*Will Government be pleased to state if the question of the improvement of the status and prospects of the Assistant Chemical Analysers to Government will receive their favourable consideration along with the question of the improvement of the status and prospects of the Civil Assistant Surgeons?*

The Honourable Sir CHARLES OLLIVANT in reply said—

The claims of the present Assistant Chemical Analysers to Government to an improved status will not be overlooked when the other subject to which the honourable member refers and which is still under consideration is disposed of.

The Honourable Dr. BHALCHANDRA then put question No. 8—

*Will Government be pleased to lay on the table a copy (revised up to date) of the rules and notifications having the force of law under the Bombay A'bkári Act, and of the Rules issued under the authority of Government Resolution No. 6664 of the 17th August 1885 for the guidance of Revenue and Police Officers in the examination of liquor shops, together with copies of license forms connected with the central distillery and still-head duty system?*

The Honourable Mr. JAMES in reply said—

No. 2963,	dated 20th April 1895.
" 4926	" 1st July 1895.
" 3220	" 17th April 1896.
" 8888	" 10th November 1896.
" 10754	" 30th December 1896.
" 611	" 25th January 1897.
" 2257	" 23rd March 1897.
" 8557	" 24th November 1897.
" 2358	" 4th April 1898.
" 4062	" 20th June 1898.

The rules and notifications issued under the Bombay A'bkári Act and in force on the 1st April 1895, are already published in pamphlet form, as well as in the *Government Gazette*. Subsequent notifications have been published in the *Government Gazette*. Their numbers and dates are given in the margin. The rules of the 17th August 1885 are not rules having the force of law but are executive instructions given by Government to their officers. It is not customary to publish instructions of this character, and Government are not aware of any good reason for departing from custom in this

particular instance. The licenses are granted for the management of Government factories, vary in every instance, and are very bulky. If in respect of them there is any point on which the honourable member desires information, Government will be glad to supply it.

The Honourable Mr. DHONDO SHAMRAO GARUD then put question No. 1 standing in his name—

*Has the attention of Government been drawn to the speech of the Honourable Mr. Crowe to the Sardárs and Chiefs of the Deccan reported in the "Times of India" of the 25th May 1898, in which, referring to the trial of Damodar Chapekar for the Poona murders, he is reported to have said as follows:—*

*"As the Judge who tried the case he watched carefully during the proceedings of the trial for any evidence to show that the perpetrator of those crimes was a tool in the hands of some other disloyal or more influential persons and he was*

*in a position to say he found no indication of any conspiracy\* or design on the part of any section of the*

*Poona community which could have prompted the crime."*

*(a) In the light of the above finding will Government be pleased to say when the additional Police force posted at Poona will be withdrawn?*

*(b) Having regard to the above facts and also to the embarrassed position of the Poona Municipality owing to the cost of famine and plague, will Government be pleased to direct that the cost of this additional Police force should be paid out of the general revenues?*

The Honourable Sir CHARLES OLLIVANT in reply said:—

I may refer the honourable member to the replies already given in answer to the Honourable Mr. Mehta on the same subject.

The Honourable Mr. GARUD then put question No. 2—

*Is it a fact that, as stated in the "Poona Dnyán Prakásh" of 4th August 1898, Mr. Sohoni, Assistant Master in the Sátára High School, has been directed by his official superiors not to take any legal proceedings against Lieutenant Rowcroft for his unprovoked assault, as the matter is under the consideration of Government?*

*Will Government be pleased to state what action they propose to take in the matter?*

His Excellency the PRESIDENT in reply said—

So far as Government are aware no direction to abstain from legal proceedings has been given to Mr. Sohoni. Government do not propose taking any further action in the matter.

The Honourable Mr. GARUD then put question No. 3.—

(a) *Has the attention of Government been drawn to the letter from Mr. Lamb, Collector of Poona, published in the "Dnyān Chakshu" of the 15th of June 1898?*

(b) *Had Mr. Lamb any authority for stating that it was not likely that Mr. Deshmukh will again be appointed a Collector?*

(c) *As the letter has attracted public attention, will Government be pleased to place the papers about Mr. Deshmukh's transfer from Sholapur on the Council Table?*

The Honourable Mr. JAMES in reply said—

(a) Government have perused the letter in question.

(b) The statement made by Mr. Lamb was made upon his own authority.

(c) The papers in question cannot be laid upon the table.

The Honourable Mr. GARUD then put question No. 4—

(a) *Whether it is a fact that by the new rules on the subject of grazing fees a grazing fee of rupee one per head is charged indiscriminately for cattle, buffaloes or sheep?*

(b) *Will Government be pleased to rectify this hardship?*

(c) *Will Government be pleased to place the old and new rules on the subject of grazing fees on the Council Table?*

The Honourable Mr. JAMES in reply said—

(a) The fees taken are 2 annas a head for all animals of agriculturists of forest-villages, 4 annas a head for all animals of agriculturists of non-forest villages, and rupee 1 per head of all cattle of professional graziers.

(b) No answer is required.

(c) Copies of the rules in question will be placed on the table.

The Honourable Mr. GARUD then put question No. 5—

*Will Government be pleased to state the maximum and minimum annual allowance given to a revenue patel, a police patel and a kulkarni in the Central Division in cash and the assessment of alienated land?*

The Honourable Mr. JAMES in reply said—

Full information on the subject of the allowances of patels and kulkarnis is contained in Part IV of the Survey Manual, which is published at the Government Central Press and is obtainable by purchase. When the police and revenue patelship are held by different persons the allowance granted under the rules is divided between them.

The Honourable Mr. NARAYEN GANESH CHANDAVARKAR then put question No. 1 standing in his name—

(a) *Is it true that since June last there has been no Assistant Judge at Bijapur to dispose of civil appeals and other civil work?*

(b) *If so, will Government be pleased to state when the said vacancy will be filled up?*

His Excellency the PRESIDENT in reply said—

(a) Yes. The office has been in the hands of the District Judge, Sholapur-Bijapur.

(b) Government will fill up the vacancy as soon as they are in a position to do so. The attention of the honourable member is invited to the answer given to question No. 14 put by the Honourable Mr. Mehta.

The Honourable Mr. CHANDAVARKAR then put question No. 2—

(a) *Is it true that Government have been trying to realise the land revenue for both the last and the present year together in the Mulsi petha of the Haveli Taluka of the Poona District?*

(b) *If so, will Government be pleased to state the amount of land revenue realised from the scowkars of the ryots, and also the amount of land revenue realised by a compulsory sale of the moveable property of the ryots, for the two years in the said petha?*

The Honourable Mr. JAMES in reply said—

(a) When payment of the land revenue of the previous year has been deferred, it is customary to collect it in the current year together with the revenue of that year, unless the circumstances of the occupants show this course to be undesirable or impossible. Government have no reason to suppose that the customary procedure is being departed from in the case of the Mulsi petha.

(b) In the year 1896-97 the number of cases in which moveable property was subjected to distraint and sale was one, and the amount realized Rs. 188-8-0. As regards 1897-98 the information is not yet before Government.

The meaning of the first part of this question is not clear. The persons responsible to Government for the revenue are the registered occupants of the land, from whom or from their inferior holders the revenue is realised.

The Honourable Mr. CHANDAVARKAR then put question No. 3—

(a) *Has the question of concentrating the administration of criminal justice in the hands of purely judicial officers now come up for the consideration of Government, as stated in the answer to question No. 12 put by Mr. C. H. Setalvad at the meeting of the 12th of October 1896?*

(b) *If so, what decision have Government come to in the matter?*

The Honourable Sir CHARLES OLLIVANT in reply said—

Government have considered the proposed change of system and regard it as impracticable.

The Honourable Mr. CHANDAVARKAR then put question No. 4—

(a) *From what date is the Clerk of the Insolvency Court to be put on a salary and the fees to be credited to Government?*

(b) *Has the post of the Clerk of the Insolvency Court been pensionable?*

(c) *Is it true that the present incumbent of the post is to be given a pension when he retires?*

(d) *If so, will Government be pleased to state the reasons for giving him a pension when he retires?*

The Honourable Sir CHARLES OLLIVANT in reply said—

The subject is still under reference to higher authority, and Government are not in a position to answer the honourable member's questions.

The Honourable Mr. CHANDAVARKAR then put question No. 5—

(a) *Will Government be pleased to state whether any examination for the Provincial Service was held this year?*

(b) *If no examination was held, will Government be pleased to state the reasons for not holding it?*

The Honourable Mr. JAMES in reply said—

(a) The answer is in the negative.

(b) The reason for not holding the examination is that Government determined to fill the three vacancies which were available by providing under rule III (c) of the Rules for admission to the Bombay Provincial Service, *viz.*, by promotion of selected officers who are already in the subordinate service.

The Honourable Mr. CHANDAVARKAR then put question No. 6—

*Is it true that the gentlemen appointed under the Statutory Civil Service Rules, who are now holding the posts of District Judge and District Collector, are not holding their appointments as members of the Provincial Service?*

His Excellency the PRESIDENT in reply said—

It is true. I invite the honourable member's attention to the answer to be given to his next question.

The Honourable Mr. CHANDAVARKAR then put question No. 7—

*Will Government be pleased to state when they propose to fill up the two District Judgeships and the two District Collectorships that are allotted to the Provincial Service?*

His Excellency the PRESIDENT in reply said—

The question appears to be based on a misapprehension of the orders governing the constitution of the Provincial Service. Two District Judgeships and two Collectorships are not available for the Provincial Service so long as two appointments of each kind are held by Statutory Civilians.

The Honourable Mr. CHANDAVARKAR then put question No. 8—

(a) *Is it true that all restrictions on travelling by way of detention, disinfection, surveillance, &c., are still enforced at the various places in the Presidency in the case of Natives alone and not in the case of Europeans, Eurasians and their servants?*

(b) *If so, will Government be pleased to issue directions to secure an equality of treatment to all races in the matter?*

His Excellency the PRESIDENT in reply said—

As regards (a) the attention of the honourable member is invited to the reply to question No. 6 put by the Honourable Mr. Khare, and with reference to (b) the honourable member is referred to the answer given to the Honourable Mr. Khare's question No. 8.

The Honourable Mr. GOKULDAS KAHANDAS PAREKH then put question No. 1 standing in his name—

*Will Government be pleased to supply information on the following points:—*

(a) *Whether the specifications of the pipes required for the Surat Water Works had been fixed by competent experts and whether Government had approved of these specifications?*

(b) *Whether Government had made an agreement with the Surat Municipality to procure from Europe pipes according to specifications so fixed and approved and to lay them down?*

(c) *Whether some of the pipes so procured were of greater thickness and therefore more costly than those provided for by the agreement?*

(d) *What is the difference between the value of the pipes which Government had agreed to procure and of those that were actually obtained?*

(e) *Do Government propose to recover the said difference from the Surat Municipality?*

His Excellency the PRESIDENT in reply said—

(a) Yes.

(b) No agreement of the nature indicated was made. The Surat Water Works were undertaken by the Public Works Department under the rules applicable to "Contribution Works" as laid down in paragraph 82, Chapter IX, Public Works Department Code.

(c), (d) and (e) Some of the pipes procured from Europe were of greater thickness than specified in the indents. The matter is under consideration and no definite reply can at present be given.

The Honourable Mr. PAREKH then put question No. 2—

(a) *Are Government aware that on the 8th of July 1897 the Municipality of Surat passed a resolution requesting their President to memorialise Government to allow the market rate of exchange in respect of the remittances made for the materials of the Surat Water Works ordered through them?*

(b) *Has any memorial in pursuance of such resolution been submitted to Government?*

(c) *If so, what orders have Government passed in reference to it?*

His Excellency the PRESIDENT in reply said—

No memorial on the subject of these questions has been received; but an application made to the Executive Engineer by the Collector on behalf of the Municipality for information regarding amount of remittances and rate of exchange was forwarded for orders. The Executive Engineer was directed to give all information available.

The Honourable Mr. PAREKH then put question No. 3—

(a) *Will Government be pleased to enquire whether the Surat Municipality has consulted any sanitary experts on the question as to whether, under the present conditions of the city, house connections for water-supply are or are not likely to prove injurious to its health, in the absence of a proper drainage system?*

(b) *If the Municipality has not done so, will Government be pleased to require the Municipality to obtain such opinion before the connections are made?*

The Honourable Mr. JAMES in reply said—

This is a matter which is within the province of the Municipality, and Government would not interfere, unless the necessity for so doing were clearly shown.

The Honourable Mr. PAREKH then put question No. 4—

(a) *In the event of any recrudescence\* of the plague, do Government intend to start camps for the detention of passengers travelling by rail as on the occasion of the last outbreak?*

\* S. O.

(b) *And if any such camps are to be started, do they contemplate making modifications in the rules to lessen the hardships of the people?*

His Excellency the PRESIDENT in reply said—

The question of the extent to which Railway detention camps should be started in the event of a recrudescence of plague is at present under the consideration of Government, as is the nature of the rules it may be necessary to impose. At the same time I may assure the honourable member that it is the earnest desire of Government to make plague restrictions bear as lightly on the individual as the safety of the general public will admit of and to contrive that commerce shall be as little inconvenienced as possible.

The Honourable Mr. PAREKH then put question No. 5—

(a) *Are Government aware that property of the value of over Rs. 40,000 was stolen from one Bhutta Lalu while undergoing detention at the A'nand camp?*

(b) *Will they be pleased to make special arrangements for the custody and protection of valuable property belonging to persons kept under detention?*

His Excellency the PRESIDENT in reply said—

Government are aware that the theft, from a man detained under observation in the A'nand camp, of property alleged to be of the value of over Rs. 40,000 was reported to the Police. The man in question had retained the property in his own possession instead of handing it over duly locked and sealed to the main guard of police at the entrance as all persons arriving with valuables were advised to do. Special arrangements for the custody and protection of valuable property belonging to detained persons did exist.

The Honourable Mr. PAREKH then put question No. 6—

(a) *Are Government aware that the plague authorities of Surat require arrivals from Bombay and other places which they regard as infected to have inhabitants of Surat possessing certain qualifications to stand security for their daily appearance for medical examination, and that they decline to accept deposit of money or Government paper from persons who are unable to get such qualified persons to stand security on their behalf?*

(b) *Will Government be pleased to direct a modification of the rules in this matter?*

His Excellency the PRESIDENT in reply said—

The alleged action of the Surat plague authorities is in accordance with the orders of the Plague Commissioner directing the discontinuance, wherever it existed, of the practice of taking deposits in cash. Such a practice might lead to grave abuses: and Government, as at present advised, are unwilling to sanction its revival.

The Honourable Mr. PAREKH then put question No. 7—

*Will Government be pleased to say whether the Jejuri school has been re-opened and, if so, when?*

His Excellency the PRESIDENT in reply said—

The school has not yet been re-opened.

The Honourable Meherbán Sardár NARAYENRAO GOVIND *alias* BABA SAHEB Chief of Ichalkaranji, then put question No. 1 standing in his name—

*Will Government be pleased to state why in some districts the religious and charitable allowances and other allowances due from an inám village are paid by Government direct without the intervention of the inámdár?*

The Honourable Mr. JAMES in reply said—

The orders adverted to in the question apply not only to some districts but to all districts of the Presidency proper. Prior to the issue of the orders in 1897 the practice varied. In some cases the kadim ináms were paid by the holder of the alienated village; in others they were paid by the village officers. Government have now directed that in all alienated villages the kadim ináms of every description should be paid from the Government Treasury to the kadim inámdárs direct with the exception of charitable and religious allowances of less than Rs. 5 in value which are to be disbursed by the village officers to the kadim inámdár. The reasons for these orders are that in several alienated villages in which the ináms were paid by the holder of the village, the kadim inámdárs had been found to have received short payments, and that it was desired to prevent a repetition of this abuse and to introduce uniformity of practice.

The Honourable the CHIEF OF ICHALKARANJI then put question No. 2—

*If the change in some districts has been due to defaults of certain individual inámdárs, will Government be pleased to restrict the change to the defaulting inámdárs only?*

The Honourable Mr. JAMES in reply said—

Government are unable to accept the suggestion contained in this question.

The Honourable the CHIEF OF ICHALKARANJI then put question No. 3—

*Is Government aware of the hardships caused to inámdárs by the revenue of the inám villages falling into arrears, in spite of the provisions in the Land Revenue Code, on account of the village officers not being held responsible for it as in Government villages? If so, will Government be pleased to take steps to make the same provisions for the collection of revenue in inám villages which are in force in the Government villages?*

The Honourable Mr. JAMES in reply said—

Government are not aware of the existence of hardship due to the cause stated in the question, or that the provisions for the collection of revenue in inám villages differ in any essential particular from those provisions which are in force in Government villages.

The Honourable the CHIEF OF ICHALKARANJI then put question No. 4—

*Will Government be pleased to place on the table of the Council a statement showing the arrears due from each village in Wái Táluka in the Sátára District for the years 1895-96 and 1896-97 and 1897-98 according to the following tabular form?*

Name of Village.	Alienated or unalienated.	Amount of arrears.	Reasons, if any, for the non-recovery of arrears.

The Honourable Mr. JAMES in reply said—

The information has been called for and will be furnished as soon as possible.

The Honourable the CHIEF OF ICHALKARANJI then put question No. 5—

*Will Government be pleased to supply the following information with regard to the Haveli Táluka in the Poona District for the years 1895-96, 1896-97 and 1897-98: The number of applications for assistance in recovery of dues, the number of applications granted, and the number of applications in which execution proceedings were completed?*

The Honourable Mr. JAMES in reply said—

The information required by the honourable member is being obtained from the Collector of Poona.

### PAPERS PRESENTED TO THE COUNCIL.

1. Letter from the Secretary to the Government of India, Legislative Department, No. 741, dated the 5th May 1898—Returning, with the assent of His Excellency the Viceroy and Governor General signified thereon, the authentic copy of the Law to supplement the provisions of the City of Bombay Municipal Act, 1888, with respect to the Investment of Sinking Funds and Surplus Moneys and to validate certain Debentures.

2. Letter from the Secretary to the Government of India, Legislative Department, No. 743, dated the 5th May 1898—Returning, with the assent of His Excellency the Viceroy and Governor General signified thereon, the authentic copy of the Law to amend the Sind Village Officers Act, 1881, as amended by Bombay Act II of 1888.

3. Letter from the Secretary to the Government of India, Legislative Department, No. 1000, dated the 15th July 1898—Returning, with the assent of His Excellency the Viceroy and Governor General signified thereon, the authentic copy of the Law to amend the Bombay District Police Act, 1890.

4. Reply\* to question No. 4 put by the Honourable Mr. Gokuldas Kahandas Parokh at the Meeting of the Council of His Excellency the Governor of Bombay for making Laws and Regulations held on the 28th March 1898.

\* See Appendix A.

5. Report of the Select Committee appointed to consider Bill No. IV of 1897 (a Bill further to amend the Bombay Port Trust Act, 1879).

### EXPLANATION OF THE FINANCIAL STATEMENT OF THE GOVERNMENT OF BOMBAY FOR THE YEAR 1898-99.

In presenting the Financial Statement of the Government of Bombay for the year 1898-99, the Honourable Mr. JAMES said:—I propose to read shortly the principal extracts from the following Financial Statement prepared by the Honourable Mr. Nugent, and after listening to the remarks of honourable members I will make such replies as may be necessary. The statement is as follows:—

“As honourable members are no doubt aware, the leading feature of the existing financial system is the division of revenue and expenditure between the Imperial and Provincial accounts in certain fixed proportions. The two sides of the Provincial account are balanced by a further allotment from the Imperial share of the Land Revenue, and the settlement of this allotment is the most important part of the arrangement which is commonly called the Provincial Contract.

“2. The present statement deals with the final accounts of the year 1896-97, with the revised estimates of 1897-98, and with the budget estimates of 1898-99. The figures throughout represent thousands of rupees.

“3. The year 1896-97 opened with a balance of 40,08 and closed with a balance of 17,97. At the time the budget was framed there was every prospect of a prosperous year, and owing chiefly to the increase of grants for education, public works and village water-supply, expenditure to the extent of 11,16 in excess of the year's revenue was contemplated. The occurrence of famine throughout the Deccan and the outbreak of plague, however, compelled the diversion of large sums to measures of famine relief and public health, and a contraction of revenue to the amount of 12,05 also followed from the calamities of the year. The principal heads under which the realisations fell short of the estimated receipts in the original budget, and the deficiencies under those heads were as follows:—

Land Revenue	...	...	...	...	...	5,66
Stamps	...	...	...	...	...	3,01
Excise	...	...	...	...	...	1,51
Forest	...	...	...	...	...	2,58

On the other hand there were some increases under other heads, but they were comparatively trifling in amount.

“The Government of India undertook to bear such share of the famine charges as would leave this Government a working balance of 10,00 at the start of the new year. The share they paid was 30,02, while this Government paid 2,40 only. Subsequently the final settlement of the accounts resulted in the improvement of the closing balance by 7,97.



"4. The year 1897-98 was the first year of the new Contract term, which is to expire on the 31st March 1902. The opening balance in the revised estimates was 17,97; owing to the cessation of the famine and the improvement in the agricultural situation revenue suspended in the previous year was collected, and the Provincial share of the Land Revenue rose from 86,91 in the accounts of 1896-97 to 96,62 in the revised estimate of 1897-98. Though famine establishments were gradually reduced from October, and by December had practically ceased to exist, the heavy scale of expenditure of 1896-97 due to the conditions of a time of scarcity unavoidably continued in all branches, and was augmented by the cost of the vigorous measures set on foot for the prevention and suppression of the plague. Under the head of Medical 24, the expenditure increased from 16,81 to 35,50, whilst that under the head 'Police' rose from 59,77 to 63,84. Dietary charges in jails and grain compensation to establishments also contributed to swell the outlay. The final result was a deficit of 27,88 in the income of the year which swallowed up the credit balance of 17,97 and was only made good by a special contribution of 9,91 from the Imperial Government.

"5. For the first time since the famine of 1877 the year opens with a balance of *nil*. Negotiations have been in progress with the Imperial Government regarding the final assessment of plague and famine charges; and the present position is that the Imperial Government have undertaken the whole cost of the famine operations, which by the latest revised estimates amounts to 96,40 in 1897-98; and have granted this Government special contributions of 9,91 in 1897-98, and 7,00 in the current year, in recognition of the plague expenditure; they have refused to place at the credit of this Government any sum for the reconstitution of the Provincial balance, and have directed that with the assistance of such recoveries as are due from Local Funds on account of famine charges borne by General Revenues, this Government must build up its balance to the prescribed minimum of twenty lakhs by savings from current income—a laborious and thankless task not easy of accomplishment. As regards the determination of this income, it was explained in paragraph 6 of last year's Financial Statement that certain heads of account were temporarily excluded from settlement. The Government of India have now decided to continue the Contract on the lines of the 1892—1897 Contract, curtailing the fixed assignment however by 94 on account of special reductions in Provincial Services. The allotment will therefore be fixed at 76,20.

The process of exacting recoveries from Local Funds is likely to be slow, and in the current year the sum expected to be derived from such recoveries amounts to 79 only. It has been necessary to enforce economy upon all departments with what cannot fail to be regarded as ruthless severity, and in particular to reduce the grant for Civil Works to a point which forbids the entertainment of new projects that involve any appreciable expenditure, and barely suffices for the prosecution of works in hand. It is obvious that the budget herewith presented to the Legislative Council can only be an object of melancholy contemplation.

The Local Government is financially, to use a nautical phrase, on its beam ends. Its own resources are exhausted and it has to subsist for the present on the charity of the Government of India. The outlook is unpromising and it is to be feared that for years to come attempts to improve the administration, to provide the additional staff and establishments so urgently needed in more Departments than one, and to promote the progress, material, educational and other, of this Presidency will be most seriously crippled, if not rendered impossible, by the lack of the requisite funds.

## SECTION I.

### Accounts of 1896-97.

"6. The actuals of 1896-97 have been compared in detail with those of the preceding year in the Report of the Administration of the Bombay Presidency for 1896-97, pages 179—181. The original and revised estimates and the actuals of the year are given below:—

	Original.	Revised.	Actuals.
Revenue ... ..	4,17,39	4,02,94	4,05,34
Expenditure ... ..	4,28,55	4,33,02	4,27,45

The year opened with a balance of 40,08, which was expected to be reduced by 11,16 when the original estimate was prepared, and by 30,08 when the revised estimate was framed, but the actual results showed an improvement over the latter estimate, and the year closed with a balance of 17,97. The important variations between the original and revised estimates on both sides of the account have been already explained in Section II of last year's Financial Statement.

"7. On the revenue side, the total realisations showed a net decrease of 12,05 compared with the Budget in spite of increases of—

- (a) 18 under III Salt, due chiefly to the transfer of recoveries on account of bagging and sewing charges from Imperial to Provincial Account ;
- (b) 73 under XVII Police, due to larger recoveries on account of additional police entertained in the Mofussil and private watchmen employed in Bombay City owing to the absence of a large number of the inhabitants on account of the plague ;
- (c) 26 under XXV Miscellaneous, in consequence mainly of special receipts on account of lapsed deposits of Revenue and Civil Courts ;
- (d) 44 under XXVI State Railways, being the result of improved traffic on the Hyderabad-Umarkot Railway ; and
- (e) 42 under Contributions from Local to Provincial, attributable principally to the recovery of a debt due by the Government Central Book Depôt to Government.

The important decreases under the various heads are noticed below :—

*I Land Revenue.*—5,66, or an improvement of 3,47 over the Revised, as the effects on the land revenue collections of the famine in the Presidency proper and of an unfavourable inundation in Sind were over-estimated in the Revised. The decrease of 5,66 would have appeared still greater but for a nominal increased adjustment of 2,37 under assessment of alienated lands less quit-rent ;

*IV Stamps.*—3,01, of which 2,55 was anticipated in the Revised, the falling off being due to the prevalence of famine and plague ;

*V Excise.*—1,51, which was anticipated in the Revised ;

*VIII Assessed Taxes.*—19, the estimate in the Revised of a falling off of 50 being not realised owing to improved collections in Bombay City ;

*IX Forest.*—2,58, of which 1,74 was anticipated in the Revised, the decline being due mainly to the depression in trade caused by the famine and plague ;

*XII Interest.*—25, or a small improvement of 5 over the Revised ;

*XVIA Law and Justice, Courts of Law.*—27, the decline being attributable to the stagnation of business in the Law Courts owing to the prevalence of famine and plague ;

*XIX Education.*—17. The decrease was not anticipated in the Revised owing to no allowance having been made for the falling off in school-fee receipts in districts affected by the plague ;

*XXXII Civil Works.*—47, the revenue from road-tolls being low on account of the famine and plague.

"8. On the expenditure side, the actuals turned out to be less than the original and revised estimates by 1,10 and 5,57 respectively. The actuals exceeded the Budget under the following heads:—

1 *Refunds*—33, due mainly to refunds of excess stamp duty levied on probates in two cases, and of excise revenue ;

2 *Assignments and Compensations*—2,04, which is accounted for by the nominal increase of 2,40 under assessments on alienated lands counterbalanced by a saving of 36 in the payment of cash allowances ;

13 *Interest on ordinary debt*—49, or 19 worse than the Revised, in which the re-payment of advances was over-estimated ;

18 *General Administration*—42, or 25 worse than the Revised, due mainly to unusually heavy expenditure on telegrams in connexion with the famine and plague and to the payment of leave allowances to certain officers ;

20 *Police*—1,69, due principally to grain compensation and additional police, of which 1,26 was anticipated in the Revised, which however proved too low chiefly on account of increased charges for clothing the District Police and for additional police ;

24 *Medical* and 29 *Superannuation*—36 each, which was almost anticipated in the Revised ;

30 *Stationery and Printing*—21, but 18 better than the Revised, the expenditure on account of stationery supplied to Government offices, and of European stores for the Press of the Commissioner in Sind having been over-estimated in the Revised ;

33 *Famine Relief*—There was no provision under this head in the original Budget, but 6,11 was entered in the Revised in order that the Provincial Budget should open with a credit balance

of 10,00 on April 1st, 1897. Finally however the whole cost except 2,40 was undertaken by the Imperial Government.

On the other hand, savings on the Budget grants occurred chiefly under the following heads:—

3 *Land Revenue*.—1,29, which practically agrees with the Revised, in which the larger expenditure on account of Circle Inspector establishments and allowances of village officers under 'Land Records and Agriculture' is counterbalanced by savings under other heads;

11 *Forest*.—21 better than the Original though 22 worse than the Revised, in which sufficient allowance was not made on account of timber operations in the Southern Circle and special famine grass operations;

19A *Law and Justice, Courts of Law*.—1,04, in large measure due to the improvement of exchange, or 6 better than the Revised;

22 *Education*.—1,96, as compared with 2,40 anticipated in the Revised, the difference between these two figures being due to larger expenditure under 'Grants-in-aid by results' and 'Building grants';

26 *Scientific and other Minor Departments*.—30 better than the Original though 22 worse than the Revised, which proved an under-estimate chiefly under the heads 'Experimental cultivation' and 'Veterinary and Stallion charges';

45 *Civil Works*.—4,36, as compared with 1,39 entered in the Revised, the saving being the result of short outlay on works and establishments and of transfers between this and other account heads;

*Contributions from Provincial to Local*.—36, or 40 better than the Revised, the saving upon which is attributable to smaller expenditure on grants-in-aid of educational buildings and village sanitation.

## SECTION II.

*Revised Estimates for 1897-98.*

"9. The Budget and Revised Estimates for 1897-98 are shown below:—

REVENUE.				No.	Heads.	No.	EXPENDITURE.				
Budget.	Revised.	Better.	Worse.				Budget.	Revised.	Better.	Worse.	
...	...	...	...	...	Refunds ...	1	1,81	1,88	...	7	
...	...	...	...	...	Assignments and Com- pensations. { Cash } { Aliens. }	2	{ 15,37 85,15 }	{ 15,66 84,84 }	...	29	
95,28	96,62	1,34	} 22	I	Land Revenue— (Provincial Share ... Alienations ... Fixed Allotment, &c. ...)	...	...	...	...	...	
97,91	97,69	...			...	...	...	...	...	...	...
77,75	80,99	12,24			...	...	...	...	...	...	...
...	...	...	...	...	{ Cash ... } { Aliens. }	3	{ 56,14 7,77 }	{ 58,19 7,81 }	...	2,05	
87	54	...	13	III	Salt ...	5	...	...	...	...	
45,90	43,35	...	2,55	IV	Stamps ...	6	2,21	2,00	...	21	
27,50	27,56	6	...	V	Excise ...	7	91	90	...	1	
96	86	...	10	VII	Customs ...	9	...	...	...	...	
17,29	18,83	154	...	VIII	Assessed Taxes ...	10	27	27	...	...	
16,43	14,75	...	1,68	IX	Forest ...	11	11,16	10,60	...	56	
3,25	3,10	...	15	X	Registration ...	12	1,50	1,46	...	4	
3,38	3,66	23	...	XII	Interest ...	13	3,18	3,71	...	63	
...	...	...	...	XIII	Post Office ...	15	1,09	1,10	...	1	
...	...	...	...	...	General Administration ...	18	14,53	14,59	...	6	
4,19	3,95	...	24	XVIIA	Law and Justice—Courts of Law ...	19A	4,631	45,87	...	44	
1,73	1,40	...	33	XVII B	Law and Justice—Jails ...	19B	7,39	8,60	...	1,21	
4,41	4,82	41	...	XVII	Police ... { Cash ... } { Aliens. }	20	{ 55,00 4,99 }	{ 58,80 5,04 }	...	3,80	
64	60	...	4	XVIII	Marine ...	21	41	37	...	4	
3,18	2,61	...	57	XIX	Education ...	22	17,56	17,51	...	5	
1,33	1,33	...	...	XX	Medical ...	24	15,63	35,50	...	19,57	
...	...	...	...	...	Political ...	25	3,74	3,65	...	19	
26	32	6	...	XXI	Scientific and other Minor Depart- ments ...	26	2,17	2,00	...	17	
2,36	2,40	4	...	XXII	Superannuation Allowances, &c. ...	29	19,04	18,81	...	23	
70	66	...	4	XXIII	Stationery and Printing ...	30	8,20	8,20	...	...	
64	80	16	...	XXV	Miscellaneous ...	32	1,96	1,85	...	11	
1,80	1,80	...	...	XXVI	State Railways ... { Construction . } { Working Ex- } penses ...	37	8	8	...	...	
...	...	...	...	...	Miscellaneous Railway Expenditure ...	41	1,28	1,29	...	1	
24	30	6	...	XXX	Irrigation ...	43	11	11	...	...	
8,00	6,94	...	1,06	XXXII	Civil Works ...	45	30,27	26,60	...	3,67	
1,83	2,02	19	...	...	Contributions ...	...	7,45	7,65	...	20	
4,17,63	4,26,90	16,38	7,11	...	Total ...	...	4,22,63	4,44,87	6,03	28,22	
10,00	17,97	7,97	...	Opening	Balance ...	Closing	4,95	...	...	4,95	

The foregoing statement shows that the Revised revenue and expenditure exceed the Budget figures by 9,27 and 22,19 respectively, and that while the year was originally estimated to close with a modest balance of 4,95, this sum disappears entirely in the Revised which results in a heavy deficit. Compared with the results of the preceding year, the revenue of the year 1897-98 is expected to show an improvement under most of the important heads, while the continued effects of the famine and plague account for the increased outlay on additional establishments in various Departments, on grain compensation, and on measures taken under the Epidemic Diseases Act. On the total transactions of the year a deficit of 27,88 is anticipated, part of which is to be met from the credit balance of 17,97, with which the Provincial Account actually opened on 1st April 1897, and part from a special contribution of 9,91 from Imperial Funds in aid of the Provincial balance.

10. The revenue promises to turn out better chiefly under the following heads :—

I—Land Revenue	...	...	13,36
VIII—Assessed Taxes	...	...	1,54
XII—Interest	...	...	28
XVII—Police	...	...	41
XXV—Miscellaneous	...	...	16
Contributions from Local to Provincial	...	...	19

The increase under Land Revenue is made up of increases of (a) 1,34 in the Provincial share of the divisible revenue and (b) 12,24 in the adjustments between Imperial and Provincial, partly counterbalanced by a decrease of (c) 22 in the assessment of alienated lands less quit-rent. The recovery of the revenue due in 1896-97 and a favourable inundation in Sind are chiefly responsible for the increase under (a). Item (b) is the net result of the ordinary and special adjustments between Imperial and Provincial Funds, and includes (1) the contribution of 9,91 referred to above; (2) an allotment of 2,48, made in consequence of the agreement explained in paragraph 6 of last year's Financial Statement whereby the Government of India, guaranteed the estimates framed under the heads of Receipts—I Land Revenue, IV Stamps, V Excise, IX Forest, and of Expenditure 1 Refunds under these heads and 11 Forest; (3) a contribution of 24 as compensation for the introduction of a maundage rate (a wholly Imperial asset) on sales of salt, owing to the discontinuance by this change of system of the assessment of ground-rent on salt-producing lands (which under the head of land revenue was shared between Imperial and Provincial) and of the recovery of establishment charges from proprietors of salt works which were previously wholly credited to Provincial under III Salt. The decrease under (c), which is attributable to the postponement of revised settlements in Sind, is a nominal book adjustment, there being a corresponding decrease on the expenditure side. The improvement under Assessed Taxes is attributable to high profits of joint stock companies and to an over-estimate of the effects of famine and plague. The increase under Interest is due mainly to large recoveries of interest from cultivators and to loans granted to several Municipalities for plague expenditure; that under Police to the employment of a larger number of private watchmen in the Presidency Town, Karachi, and other places; and that under Miscellaneous to larger receipts of unclaimed deposits with the Administrator General, and of sale-proceeds of Darbâr presents, partly counterbalanced by an apparent decrease of 5 on account of receipts from Travellers' Bungalows, the credit for which is now transferred to the head XXXII—Civil Works in charge of Civil Officers. The Revised for Contributions includes 1,09 for Local Boards' contributions towards famine relief expenditure incurred by Government and excludes the Boards' contributions for Local Fund establishments employed in certain Government offices, which contributions are now deducted from the expenditure on account of these establishments debited under 18 General Administration.

The chief decreases of revenue occur under the following heads, which were adversely affected by the severe trial through which the Presidency has passed :—

IV—Stamps	...	...	2,55
IX—Forest	...	...	1,68
XVI A—Law and Justice, Courts of Law	...	...	24
XVI B—Do. Jails	...	...	33
XIX—Education	...	...	57
XXXII—Civil Works in charge of Public Works Officers	...	...	1,11

The falling off under Stamps is mainly under "General Stamps" and under "Duty on impressing Documents" owing to the temporary dislocation of trade and business in the Presidency. Famine and plague also account for the large decline under Forest, which occurred chiefly in the Northern and Southern Circles and would have appeared still greater but for recoveries on account of special famine grass operations. The reduction under Courts of Law is principally under Magisterial fines in spite of a small windfall in the form of Sheriff's fees which are for the first time credited to Government. Jail receipts show a falling off partly because remunerative employment could not be found for the Deccan Gang, the work upon which it had been engaged having been converted into a famine work, and partly because of a falling off in the sales of jail manufactures following the general decline in business. The decrease under Education is due to low receipts of fees in secondary schools owing to the prevalence of plague. The causes which affected the realizations from road-tolls in 1896-97 continued to operate in 1897-98, and still more adverse results are therefore anticipated in the Revised under XXXII—Civil Works.

11. On the expenditure side, the Revised shows increases chiefly under the following heads :—

3 Land Revenue	...	...	...	2,09
13 Interest	...	...	...	53
19B Law and Justice, Jails	...	...	...	1,21
20 Police	...	...	...	3,85
24 Medical	...	...	...	19,87
Contributions from Provincial to Local				20

Heavy expenditure on account of the employment of additional officers and establishments on famine and plague duty and the grant of grain compensation throughout the year instead of for a part, for which only provision had been made in the Budget account for the excess under Land Revenue. Large grants of tagái and other loans involving a heavier payment of interest from the Provincial to the Imperial Exchequer explain the augmented expenditure under Interest. As a result of the increase in crime, which swelled the jail population and owing to high prices of food the jail charges have risen. The increase of 45 under a new sub-head "Charges for Police custody" under Jails is only apparent, as these charges were formerly distributed among several other heads and have now been combined under the new head; there is a further minor adjustment under this head in the transfer from "Jail Manufactures" to "Jails" of the value of materials supplied for manufactures used in jails. The causes which affected the head Land Revenue also materially influence the expenditure on Police, while the provision for additional police was found to be inadequate for the requirements of the year, chiefly in Poona City, which could not at the time be fully foreseen. Subject to adjustment on receipt of the final reply of the Corporation of Bombay regarding the outstanding claim of Government for arrears of City Police charges, the amount (59) has been shown as recovered from the Corporation, the Government share of the plague charges incurred on account of the city by the late Bombay City Plague Committee being reduced *pro tanto*. The abnormal excess under Medical is wholly due to the two severe calamities of the year and includes the expenditure of 59 above referred to and a further contribution of 50 to the above Committee in part payment of the Government liability. A considerable portion of the excess expenditure is recoverable from local bodies in the Mofussil, as Government have advanced large sums of money to these bodies and also incurred expenditure on their account in order to enable them to meet the demands of the crisis for which the funds at their command were inadequate. Measures are in progress for the repayment of this expenditure to Government. The excess under Contributions from Provincial to Local is on account of a grant for local roads in Bijápur, half of which was an overpayment since recovered.

On the other hand, savings are expected to accrue under the following heads :—

6 Stamps	...	...	...	...	21
11 Forest	...	...	...	...	56
19A Law and Justice, Courts of Law	...	...	...	...	44
25 Political	...	...	...	...	19
26 Scientific and other Minor Departments	...	...	...	...	17
29 Superannuation Allowances	...	...	...	...	23
45 Civil Works	...	...	...	...	3,67

The saving under Stamps follows the decline in receipts, the cost of stamp paper supplied from the Central Stores being less than was originally estimated. The curtailment of forest operations accounts for the decrease of expenditure under Forest, but the consequences of this diminished activity are partly counterbalanced by increased expenditure on account of special famine grass operations, while the special provisions for planting operations in Kolába and for the construction of forest boundary marks by famine labour were not fully utilised. The decrease expected under Courts of Law is attributable to the absence of officers on long leave and to savings under exchange compensation allowances due partly to the same cause and partly to an improvement in the rate of exchange. The saving under Political is on account of the recovery of arrears of contribution for 1896-97 from the Pálanpur Darbár which is credited by deduction from the charges, and of the provision for the salaries of Probationers not being utilised. Savings on the grants for agricultural experiments, for the purchase of stallions and for the Provincial Service Examination charges—no examination was held during the year—largely account for the decrease under Scientific and other Minor Departments, although it was to some extent counterbalanced by an increase of charges for the registration of railway traffic which again is met by a *per contra* contribution from Imperial Funds credited under I Land Revenue. The decrease under Superannuation Allowances is attributable to an unusual mortality among pensioners. The reduction by 2,80 of the original grant under Civil Works as stated in paragraph 7 of last year's Financial Statement, and further transfers to other heads, added to curtailed outlay on works and establishments explain the decrease under Civil Works. This decrease would have appeared still greater but for additional expenditure on special works, such as plague hospitals and sheds, charges for which are in some cases recoverable from local bodies, and for a small transfer of charges for Travellers' Bungalows from the head 32—Miscellaneous to the head 45—Civil Works in charge of Civil Officers.

12. The head 41—Miscellaneous Railway Expenditure shows charges for the survey of the Bársi-Pandhárpur and Pandhárpur-Sángola Railway. The fluctuations under the other major heads do not appear to be large, but there have been considerable differences in detail which are noticed below. Under 2 Assignments and Compensations cash payments of arrears of previous years are counterbalanced by the postponement of the payment of allowances to certain *Hakdárs* in Kolába and by a smaller book adjustment on account of assessment of alienated lands. Under 18 General Administration heavy expenditure has been incurred through the appointment of the Plague Commissioner and the strengthening of the Civil Secretariat staff and establishments to cope with plague and famine work and on account of telegram charges, while on the other hand the expenditure on account of Local Fund establishments in the offices of the Commissioners, Collectors and Accountant General shown as 78 in the Budget is converted into a *minus* charge of 16 owing to the change in account procedure referred to in paragraph 10. Under 22 Education the lump deduction of 75 made under Grants-in-aid at the time of framing the Budget has been found to be excessive, but ample savings have accrued under other minor heads, notably in the charges for the College of Science, Poona, and the original grant for the major head has been practically maintained in the Revised.

### SECTION III.

#### *Budget Estimates of 1898-99.*

13. Compared with the Budget and Revised Estimates of 1897-98 the Provincial revenue in 1898-99 under most of the important heads is expected to display some improvement in sympathy with the amelioration of agricultural prospects, while the estimated expenditure is kept within the most moderate dimensions possible. The special features of the budget on the expenditure side are (a) a smaller allotment for plague charges than was estimated in the Revised, (b) the reductions of grants under various heads, notably for Public Works, necessitated by the orders of the Government of India enjoining the restriction of outlay to a sum which can be met from the sum provided to meet the estimated revenue, (c) the absence of provision for grain compensation and for other indirect charges in connection with the famine, and (d) a decrease of exchange compensation in consequence of the adoption of a higher rate of exchange ( $15\frac{1}{2}d.$  against  $14\frac{3}{4}d.$  per rupee as fixed in last year's budget). The current year opens with a *nil* balance

and is estimated to close with a small surplus of 79 which has been taken to be the contribution of Local Boards towards the expenditure on famine relief incurred by Government and is together with all subsequent recoveries from Local Boards on this account to be reserved for the purpose of building up the Provincial balance as explained in paragraph 5 above: The general result is shown below:—

	1897-98.		1898-99.	More than 1897-98.		Less than 1897-98.	
	Budget.	Revised.	Budget.	Budget.	Revised.	Budget.	Revised.
Opening Balance ... ..	10,00	17,97	...	...	...	10,00	17,97
Revenue ... ..	4,17,68	4,26,90	4,29,98	12,35	3,08	...	...
Expenditure ... ..	4,22,68	4,44,87	4,29,19	6,51	...	...	15,68
Surplus ... ..	...	...	79	79	79	...	...
Deficit... ..	5,05	17,97	...	...	...	5,05	17,97
Closing Balance ... ..	4,95	...	79	...	79	4,16	...

#### Refunds—1.

14. This is a head of expenditure only, and is divided between Provincial and Imperial in the same proportions as the receipts under the Revenue heads concerned, as exhibited in Appendix B, the most important being Land Revenue, Stamps and Excise. The figures are given below:—

	Actuals.			1897-98.		1898-99.
	1891-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Refunds ... ..	2,03	1,78	2,16	1,81	1,88	1,87

The Budget provides for the normal requirements based on the Revised Estimate for 1897-98.

#### Assignments and Compensations—2.

15. This also is a head of expenditure only. The figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
<i>Assignments.</i>						
Cash ... ..	10,64	12,42	11,21	11,72	11,84	11,73
Alienations ... ..	83,44	84,33	85,32	85,15	84,84	85,54
<i>Compensations.</i>						
Cash ... ..	3,70	3,65	3,79	3,65	3,82	3,83
Total ... ..	97,78	1,00,40	1,00,32	1,00,52	1,00,50	1,00,90

Under Assignments the Provincial expenditure consists of cash allowances to inámdárs, district and village servants and officers, charitable and religious allowances, and assessment of alienated lands.

As most of the cash payments are fixed payments, there is little variation between the current and last year's budgets, the payment of fluctuating allowances to certain *Hakdars* postponed in 1897-98 being repeated in the new budget. The increase under Alienations occurs in Sind, and is due to the introduction of revised settlements and the increase of revenue consequent on a favourable inundation.

Under Compensations the Provincial expenditure consists of Salt, Opium, and a share of Excise Compensations, and other miscellaneous items which recur annually.

I.—*Land Revenue*.—3.

16. The figures under this head are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1896-96.	1896-97.	Budget.	Revised.	Budget.
<i>Revenue.</i>						
Provincial $\frac{1}{4}$ share ... ..	89,45	99,24	86,91	95,28	96,62	99,00
Alienated ... ..	96,13	97,02	98,14	97,91	97,69	98,42
Fixed assignment and adjustments ... ..	71,34	82,37	76,45	77,75	89,99	83,71
Total ... ..	2,56,92	2,78,63	2,61,50	2,70,94	2,84,30	2,81,13
<i>Expenditure.</i>						
Charges of District Administration ... ..	28,84	28,75	28,49	28,33	29,90	28,35
Survey and Settlement ... ..	5,26	4,77	4,36	4,31	4,30	3,96
Land Records and Agriculture... ..	17,12	16,62	17,33	17,30	18,50	17,39
Allowances to District and Village Officers ... ..	13,47	13,22	13,46	13,47	13,30	13,64
Total ... ..	64,69	63,36	63,64	63,91	66,00	63,34

The revenue is made up of three items : (1) the Provincial  $\frac{1}{4}$  share of the divisible receipts ; (2) Alienations, which are credited under this head, and are debited partly under this head and partly under Assignments and Police ; (3) the fixed assignment under the Provincial Settlement as modified by special adjustments between Imperial and Provincial Revenues. The estimate of ordinary land revenue includes 1,25 on account of arrears of previous years due to famine, while the revenue from canals in Sind is also expected to improve owing to a favourable inundation. The increase under Alienated revenue has been explained in the preceding paragraph. To the fixed assignment of 76,20 under the settlement, after a deduction of 19 on account of the transfer of the Horse-breeding Establishment in Sind from Provincial to Imperial control (9) and the interest due (10) on the value of the rails of the Hyderabad-Umarkot line, the following special contributions have been added :—

30 being a repetition of the provision made last year, but not utilised, for the construction of school buildings for the sons of ex-Amirs in Sind ;

36 on account of the introduction of the maundage rate on sales of salt referred to in paragraph 10 ;

7,00 on account of plague expenditure ;

4 on account of the registration of railway traffic charged to Provincial as stated in paragraph 11.

17. The expenditure under this head includes the cost of the District staff employed on the collection of the Land Revenue.

The Budget provides for a small increase for the assessment of alienated lands and for the temporary employment of additional Deputy Collectors in Sind, where the Reve-



nue establishments urgently need to be strengthened, but does not provide, as it did last year, for indirect charges in connexion with famine. There is also a comparatively smaller provision made for professional survey parties as the operations of the Survey Department are being gradually brought to an end.

### III.—Salt.

18. The Provincial interest in this head is limited to the receipt of fines, forfeitures and miscellaneous items (establishment contributions and storage charges), the rest of the revenue and the whole of the expenditure being Imperial. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Fines and Forfeitures ... ..	1	1	2	1	6	1
Miscellaneous ... ..	56	66	70	66	48	38
Total ... ..	57	67	72	67	54	39

The falling off in the Budget is due to the bulk of the contributions from salt farmers for establishment charges being now merged into the Imperial maundage rate on sales of salt as explained in paragraph 10.

### IV.—Stamps—6.

19. Revenue and expenditure under this head are shared between Provincial and Imperial in the proportion of 3 to 1. The Provincial figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	43,57	45,88	42,89	45,90	43,35	43,45
Expenditure ... ..	1,97	2,20	1,97	2,21	2,00	2,07

The Provincial receipts from the sale of Court-fee stamps are shown below :—

1894-95 ... ..	} Actuals ...	24,38
1895-96 ... ..		25,60
1896-97 ... ..		23,36
1897-98 ... ..		Budget ... 25,72
1897-98 ... ..		... Revised ... 25,50
1898-99 ... ..	... Budget ... 24,60	

The Budget closely follows the Revised, but it is to be hoped that in view of the present favourable prospects the revenue will improve more rapidly than it has been deemed absolutely safe to reckon upon.

### V.—Excise—7.

20. Revenue and expenditure under this head are divided between Provincial and Imperial in the proportion of 1 to 3. The Provincial figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	27,52	29,10	27,49	27,50	27,56	28,00
Expenditure ... ..	86	89	91	91	90	91

The revenue under this head includes fees and duties on foreign and country liquor, toddy and drugs, transit duty, license fees and other receipts on account of opium consumed within the Presidency, and fines, confiscations and other miscellaneous items. Receipts on account of opium exported to China are credited to the Imperial head "II. Opium." The Revenue Budget shows a moderate advance over last year's anticipations.

#### VII.—Customs.

21. This, like Salt, is almost entirely an Imperial head, the Provincial share including only the receipts on account of warehouse and wharf rents and other petty items such as transshipment fees, fines, &c. The Provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Warehouse and wharf rents ... ..	2	3	4	3	5	5
Miscellaneous ... ..	77	93	91	93	81	90
Total ... ..	79	96	95	96	86	95

#### VIII.—Assessed Taxes—10.

22. Excluding receipts from income tax on the surplus profits of Railway Companies which are wholly Imperial, both revenue and expenditure under this head are divided equally between Imperial and Provincial. The Provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
REVENUE.						
Salaries and Pensions ... ..	3,99	4,12	4,04	4,21	4,07.5	4,07.5
Profits of Companies ... ..	1,31	1,56	1,95	1,50	2,05	1,93
Interest on Securities ... ..	1,21	1,06	1,00	1,07	1,21.5	1,16
Other sources of Income ... ..	11,46	11,64	11,43	10,51	11,49	11,51.5
Total ... ..	17,97	18,38	18,42	17,29	18,83	18,68
Expenditure ... ..	27	27	27	27	27	26

The Budget follows last year's Revised Estimate in the main.

#### IX.—Forest—11.

23. Under this head revenue and expenditure are shared equally between Imperial and Provincial. The Provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	18,75	17,68	15,16	16,43	14,75	16,32
Expenditure ... ..	10,34	9,79	9,85	11,16	10,60	10,63

Though the revenue from grazing fees and fodder grass is expected to improve in consequence of the stoppage of free grazing in the forests which was permitted last year on account of the famine, and the timber trade and supply of sleepers to railways may

produce a fair revenue, it is not thought safe to pitch the revenue estimate so high as last year. The expenditure shows a decrease as last year's budget included special provisions in consequence of the famine.

X.—*Registration*—12.

24. Under this head also revenue and expenditure are equally shared. The Provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	3,16	3,28	3,33	3,25	3,10	3,32
Expenditure ... ..	1,44	1,45	1,49	1,50	1,46	1,49

The revenue does not differ much from last year's budget and should not prove too high considering that it is within the figure realized in 1896-97.

XII.—*Interest*—13.

25. The receipts under this head consist of (a) payments made by individuals or public bodies to whom money is advanced under the Land Improvement Loans Act, Tálukdárs Act, Local Authorities Loans Act and other special Acts, and (b) interest on Government securities held by the Local Government. The expenditure consists of interest paid at the rate of  $3\frac{1}{2}$  per cent. to the Government of India on funds provided by it for the purposes of the above-mentioned Acts. The figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	2,93	3,03	2,99	3,38	3,66	4,70
Expenditure ... ..	2,28	2,42	3,14	3,18	3,71	4,05

The total sum available for distribution in 1898-99 under the Provincial Advance and Loan Account is 15,45, which, it is expected, will be met from repayments of advances made in previous years which are estimated at 19,33. The allotments are as follows:—

Loans to cultivators ... ..	10,00
Loans to the Tálukdári Settlement Officer and the Manager, Sind	
Encumbered Estates ... ..	45
Loans to local bodies for plague purposes...	5,00
Total ... ..	15,45

The bulk of the loans to cultivators will be distributed in the Central and Southern Divisions chiefly for the provision of employment to persons in need of relief. The Government of India were not able to allot more for these loans, and an additional 1,50 has been asked for.

*Post Office*—15.

26. This head concerns provincial finance as one of expenditure only, the items included being the cost of postal work in certain places to which the imperial system has not yet been extended, and the subsidy paid for the conveyance of the mails by sea from Bombay to the Southern Konkan ports. The figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	District Post Charges ... ..	1,03	1,01	1,02	1,00	1,10

The Budget shows a decrease owing to the absence of the provision for grain compensation.

*General Administration—18.*

27. This head of expenditure includes as provincial charges the salary and establishment of His Excellency the Governor, the Members of Council, Commissioners, Inspector-General of Jails, Registration and Stamps, the Civil Secretariat offices, and Local Fund Establishments in the offices of the Commissioners, the Collectors, and the Accountant General. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Expenditure ... ..	14,59	14,43	15,10	14,53	14,59

Though the Budget provides for the temporary appointment of the Plague Commissioner and his establishment and for increased charges in the Civil Secretariat in connexion with the plague, it is lower than last year's budget on account of the change of account system under which contributions for Local Fund establishments are now deducted from the expenditure side instead of being credited under Contributions from Local to Provincial.

*XVI A.—Law and Justice, Courts of Law—19 A.*

28. This is a wholly provincial head, including under receipts the realisations from escheated property, court fees paid in cash, miscellaneous fees, and general fees, fines and forfeitures. Under expenditure appears the whole cost of the Judicial system of the Presidency from the High Court downwards, including a half share of the salaries and exchange compensation allowances of officers who exercise both revenue and magisterial powers. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	4,11	4,30	3,92	4,19	3,95
Expenditure ... ..	46,02	46,70	45,64	46,31	45,87	45,92

The Budget shows an increase of revenue mainly on account of the credit to Government of Sheriff's fees and of the proposal to credit similarly the fees earned by the Clerk of the Insolvent Debtors' Court and to make his appointment a salaried one for which provision has also been made on the expenditure side. In other respects the expenditure budget does not call for comment except that the provision for grain compensation is omitted altogether and that for exchange compensation is reduced.

XVI B.—*Law and Justice, Jails*—19B.

29. This again is a wholly provincial head. The figures are ;—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	1,74	1,77	1,76	1,73	1,40
Expenditure ... ..	6,60	6,53	6,88	7,30	8,60	7,39

The Budget shows some improvement over last year's Revised Estimate on account of the sale proceeds of jail manufactures on the revenue side and by reason of the absence of the causes which entailed heavy charges in 1897-98 on the expenditure side, the variations in the two minor heads under which are due to causes stated in paragraph 11.

XVII.—*Police*—20.

30. This head is also wholly provincial. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	4,27	4,61	4,92	4,41	4,82
Expenditure—						
Cash ... ..	51,09	52,26	54,72	55,00	58,80	55,48
Alienations ... ..	4,96	4,97	5,05	4,99	5,04	5,04
Total ... ..	56,05	57,23	59,77	59,99	63,84	60,52

The revenue under this head consists chiefly of sums recovered from local bodies and persons for police supplied to them, and includes the Port Trust contribution towards the cost of the Docks and Harbour Police, but not payments made by the Bombay Municipality, which are deducted from the cost of the Presidency Police shown on the expenditure side. The increase of the revenue is principally on account of the recovery as estimated at the time the Budget was framed of charges for the additional police posted in Poona City from July 1897. The increase of expenditure is chiefly due to a smaller recovery from the Presidency Corporation for city police charges, the arrears of previous years having been adjusted as stated in paragraph 11, to the provision for the additional police in Poona, and to the absence of the lump deduction of 1,50 made in last year's budget. On the other hand, this year's budget does not repeat the provision for grain compensation and includes 50 for plague police in lieu of 80 for extra police for the famine-stricken districts provided for in last year's budget.

XVIII.—*Marine*—21.

31. A wholly provincial head. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	69	64	65	64	60
Expenditure ... ..	60	42	39	41	37	41

## XIX.—Education—22.

32. Also a wholly provincial head. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	3,12	3,18	2,98	3,18	2,61
Expenditure ... ..	16,72	17,60	18,13	17,56	17,51	17,78

The revenue consists chiefly of school and college fees and also to a small extent of contributions paid by Municipalities and others, of sale-proceeds of books, and of other miscellaneous items.

The expenditure includes the whole cost of the teaching and inspecting staff for the various Government colleges and schools (other than Medical) and grants-in-aid to private institutions, but not grants-in-aid to Local Fund Schools, which appear under Contributions, nor charges for the construction and maintenance of school buildings which are debited to Civil Works.

The revenue is estimated on the assumption of a return to normal conditions. The estimated expenditure of 17,78 shown above is in addition to 5,01 and 43 which have been provided under Contributions and Civil Works respectively, and to the sums specified in the margin which are provided under other heads for purposes more or less directly connected with education, so that the total estimated expenditure on educational objects for 1898-99 will amount to 25,40.

2. Assignments and Compensations—Allowances to Dakshina Fellows ...	21
24. Medical—Medical Schools and College.	1,72
25. Scientific and other Minor Departments—	
Veterinary College, Bombay ...	17.5
Veterinary Class, Poona ...	2.5
Donations to Scientific Societies ...	5

## XX.—Medical—24.

33. A wholly provincial head. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	1,35	1,18	1,33	1,33	1,33
Expenditure ... ..	15,48	15,48	16,81	15,63	35,50	22,81

The receipts consist chiefly of Medical College fees, Hospital and Lunatic Asylum receipts, and Contributions.

The permanent charges include those for the Civil Medical Establishment, the maintenance of Government Hospitals and Lunatic Asylums, and grants-in-aid to Municipal dispensaries; for the Sanitary and Vaccination Department, including the Port Health Officers of Bombay and Aden and grants-in-aid to Village Sanitation Committees; for the maintenance of the Grant Medical College and of Medical Schools at Poona, Ahmedabad and Hyderabad; and for the office of the Chemical Examiner to Government. The Budget adds to the normal expenditure a special provision of 6,96 to meet charges incurred in connection with operations against plague after allowing for recoveries from local bodies estimated at 5,00,

*Political—25.*

34. This is a head of expenditure only. The provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Expenditure ... ..	3,48	3,70	3,62	3,74	3,55	3,73

The provincial charges relate to the Káthiáwár, Mahi Kántha, Pálanpur, Cutch, Southern Marátha Country and a few minor Agencies.

*XXI.—Scientific and other Minor Departments—26.*

35. Except charges for the preservation and translation of ancient manuscripts, for the establishment of the Civil Veterinary Department and for Census operations, all receipts and expenditure under this head are provincial. The provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	24	43	29	26	32	32
Expenditure ... ..	1,80	1,73	2,02	2,17	2,00	2,22

The variations between the expenditure estimates are due chiefly to the provision of a grant for the Reay Industrial Museum partly counterbalanced by the reduction of the provision for horse-breeding operations in Sind transferred to Imperial control.

*XXII.—Superannuation—29.*

36. The receipts under this head include subscriptions to the various pension funds the pension contributions of officers lent to foreign service, and miscellaneous items. Of these heads the last two only are provincial. The provincial expenditure includes superannuation and retired allowances, compassionate allowances, gratuities and refunds. The provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	2,31	2,35	2,39	2,36	2,40	2,34
Expenditure ... ..	17,35	17,79	18,60	19,04	18,81	19,42

The progressive character of the expenditure accounts for the increased provision.

*XXIII.—Stationery and Printing—30.*

37. The provincial receipts consist of sale-proceeds of Gazettes and other publications, and payments for certain works done for local bodies, &c. The expenditure represents the cost of the Stationery Office and the Government Presses, and of Stationery purchased locally or issued from Central Stores. The figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
Revenue ... ..	66	70	66	70	66	70
Expenditure ... ..	7,73	7,73	8,01	8,20	8,20	8,41

The provision for the establishment and contingent charges of some of the Government Presses has been increased in view of the growing demands for printing work.

XXV.—*Miscellaneous*—32.

38. This head is partly Provincial and partly Imperial. The provincial figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	1,30	58	82	64	80
Expenditure ... ..	2,10	1,92	1,95	1,96	1,85	1,93

Part of the decrease of revenue is nominal, the receipts for hire of accommodation in Travellers' Bungalows being now transferred as already explained, and part is due to the reduced estimate of recovery of unclaimed deposits from the Administrator General.

*Famine Relief*—33.

39. This is properly speaking a Provincial head of expenditure. When the Budget was framed, it was anticipated that all measures of relief would be stopped by the end of 1897-98; but they continue on a small scale in a few districts, and a grant from the Imperial Exchequer will be obtained for the purpose.

*Construction of Railways*—37.

40. This is an expenditure head opened in 1891-92 in connection with the construction of the Hyderabad-Umarkot Railway. The figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Expenditure ... ..	59	13	51	8	8

No provision is made for capital expenditure in view of the probable conversion of the line to metro gauge.

XXVI.—*State Railways*—38.

41. The receipts and working expenses of the railway above-mentioned are entered under this head. The figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	1,46	1,75	1,84	1,80	1,80
Expenditure ... ..	1,07	1,27	1,25	1,28	1,29	1,37

The increased provision is due to the development of traffic on the Railway.

XXX.—*Irrigation*—43.

42. The receipts and charges on account of the Gokak Canal, 1st section, and Storage Works are the only provincial items under this head. The figures are:—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue ... ..	17	23	22	24	30
Expenditure ... ..	9	22	50	11	11	59



On the expenditure side provision has been made for arrear payments of land compensation charges.

XXXII.—*Civil Works*—45.

43. The provincial accounts under this head include receipts and expenditure by the Public Works Department and by Civil Officers in connection with provincial works of public improvement and communications, and departmental buildings. The figures are :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1897-98.	Budget.	Revised.	Budget.
<i>By the Public Works Department.</i>						
Revenue ... ..	8,85	8,70	7,87	7,97	6,86	7,50
Expenditure ... ..	33,23	33,91	31,67	30,18	26,45	28,87
<i>By the Civil Department.</i>						
Revenue ... ..	3	3	2	3	8	8
Expenditure ... ..	8	9	8	9	15	15

The revenue is chiefly derived from road-tolls, rents and sale-proceeds of buildings, produce of trees, old materials, tools and plant, and collections under the Bombay Highway Act. The decrease of revenue from road-tolls is chiefly responsible for the low Budget revenue estimate.

The allotment for expenditure has been fixed in view of the available resources and is distributed as follows :—

<i>Original Works.</i>		
Civil Buildings .. ..	...	4,03
Communications ... ..	...	76
Miscellaneous Public Improvements	...	28
Reserve ... ..	...	2,35
	Total ...	7,42
<i>Repairs.</i>		
Civil Buildings ... ..	...	4,08
Communications ... ..	...	7,60
Miscellaneous Public Improvements	...	32
	Total ...	12,00
Establishment ... ..	...	9,01
Tools and Plant ... ..	...	44
	Grand Total ...	28,87

The provision for original works includes 3,93 for works already in progress and 3,49 for new original works. The works in progress include 5 Mámílatdárs' Kacheris, 7 Sub-Judges' Courts, police lines in 8 towns, improvements at the Kotri Distillery, the Dhárwár Training College and the Elphinstone College; the completion of the disinfecting shed at Mody Bay in Bombay; and the Narotamdas Madhavdas Lunatic Asylum and 36 for police lines and the distribution of the remainder is under consideration. The establishment charges (9,01) include 20 for exchange compensation.

The increased provision under the Civil head is due to transfers from other heads already explained in paragraphs 10 and 11.

*Contributions.*

44. The figures are—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Revenue	1,80	1,83	2,21	1,83	2,02
Expenditure	8,27	9,36	9,33	7,45	7,65	7,16

The receipts consist of contributions made by Local Boards, provision being made chiefly for the recovery of the cost of famine relief incurred by Government and of vaccination establishments. As the contributions on account of Local Fund establishments employed in certain Government offices have been transferred to the head 18 General Administration, no provision relating to them is entered under this head.

The expenditure includes the following main items :—

Grants in lieu of one-anna cess on excise	...	...	...	1,55
Grants to mofussil schools	...	...	...	5,01
Grants to dispensaries	...	...	...	40
Grants for Public Works	...	...	...	15

No provision has been made for village water-supply in view of financial exigencies and the recent expenditure on this object in the form of famine relief.

## SECTION IV.

*Incorporated Local Funds.*

45. The following table shows the receipts and expenditure of the three Incorporated Local Funds which are under the control of Government, *viz.*, the Steam Boiler Inspection Fund, the Government Central Book Depôt Fund, and the Sind Village Officers' Cess Fund :—

	Actuals.			1897-98.		1898-99.
	1894-95.	1895-96.	1896-97.	Budget.	Revised.	Budget.
	Steam Boiler Inspection Fund.	Revenue ... 48 Expenditure ... 25	48 38	48 39	50 40	49 38
Government Central Book Depôt Fund.	Revenue ... 1,23 Expenditure ... 1,55	1,25 1,15	1,17 1,21	1,24 1,20	1,05 93	1,16 1,15
Sind Village Officers' Cess Fund.	Revenue ... 3,88 Expenditure ... 2,98	4,43 3,36	3,76 4,37	4,20 4,74	4,20 4,50	4,44 4,71

The estimates call for no remarks except that the Revised for the Book Depôt is low owing to smaller sales of books and smaller expenditure on the purchase and publication of books in consequence of the famine and plague, and that for the Sind village officers has been reduced in consequence of the postponement of the entertainment of the larger establishment sanctioned, which it is expected will be effected in the current year.

46. The only other Incorporated Local Funds are those administered by the District and Taluka Local Boards constituted under Act I of 1884. An Administration Report giving full details of their working, revenue and expenditure is published annually, and as their financial operations are not controlled directly by Government and do not fall within the scope of provincial finance, comment is not necessary. The figures of revenue and expenditure (including the cost of collection of the revenues assigned under Section 44 of Act I of 1884) will be found in Appendix D.

"47. For several years past it has been necessary to postpone for want of funds improvements the importance of which has been amply recognised, but the financial crisis and the annihilation of the Presidency balance which have befallen us in the present year have postponed to what seems an indefinite period the prospect of being able to provide for these desirable and much needed improvements. Since the last Financial Statement a second and more widespread epidemic of plague has prevailed, and scarcity has continued in some of the districts which were last year visited by famine. In the outlook there are some hopeful indications, though they are mingled with the gravest apprehensions. The horrors of famine are, it may be trusted, past and gone, and it is impossible to deny the capacity of resistance that has been developed in the country; in spite of great losses of cattle, land has not gone out of cultivation, and it is permissible to hope that the agricultural classes will display their customary elastic powers of recuperation and ere long with good seasons and favourable harvests be restored to their former condition of at least comparative prosperity. The plague has happily practically become almost extinct in Bombay, Surat and many other towns and districts where recently it raged, but in view of the experience of last autumn the greatest caution must be exercised to guard, if possible, against a fresh recrudescence. The course of exchange is so far favourable, though a fractional fall has lately occurred, and if it maintains its present comparatively high level, if the pestilence should finally disappear, and if the monsoon should prove favourable, the attempt will have to be made to achieve the difficult duty the Imperial Government has laid upon us, to restrict our expenditure within our income so as to restore our depleted balances and at the same time to meet the administrative demands the development of this Presidency imposes. But as already observed the task is of a Herculean nature. To accomplish it at all will be the work of years and it requires a sanguine temperament to believe that it can in any circumstances be satisfactorily effected within a reasonable period of time. We have to maintain our schools, our colleges, our roads, our establishments, our administration, revenue, judicial, public works and other, and to bear all the other burdens which devolve on an Indian Provincial Government; we have had to contend against the plague and battle with famine, and cannot foretell how many campaigns against the pestilence may yet have to be fought with terrible loss of life and of money; in not a few respects our administrative establishments are sadly in need of enlargement and improvement—measures which whilst they involve enhanced outlay also produce increased revenue; but not only are we so stinted in funds that we can barely hope to be able to carry on the administration, but we are further required to put by from our exiguous resources a saving of 20 lakhs to constitute a normal balance."

The Honourable Mr. DAJI ABAJI KHARE said:—Your Excellency—As the honourable framer of this Budget has said, it does truly appear to be a Budget which excites nothing but melancholy contemplation. It is not an adversity budget that we are met here to discuss. It is a bankruptcy budget. We open with zero as our balance and all the efforts and ingenuity of Government can at best leave at the end of the year a balance of about Rs. 79,000 only. With such a budget before us, we can have no heart left to criticise its appropriations, nor to ask money for this or that object. The Government as the statement says are on their beam ends and all desire for criticism must vanish in the contemplation of this awful position.

Our sufferings in the past have been indeed severe. There was the famine and the plague and several other calamities not necessary to mention here. As regards plague I will not say much. The Government have been hard put to it to see measures for its suppression carried out. The expense undergone has been on a vast scale. The people have also been exposed to very great sufferings. I would rather not say anything except what occurs to me in connection with the employment of soldiers in house-to-house visitation. That was done first in Poona. I have no doubt the men employed on that work tried to do their work in the best manner they could; but at the same time the employment of soldiers caused great irritation and a huge cry was raised against it. But it went unheeded, and your Excellency last year in a full and elaborate speech endeavoured to show that that cry was unreal. It was said in various quarters that that cry was got up for the occasion; but unfortunately the same thing was tried in Bombay this year. And as soon as the soldiers began to be employed on house to house visitation in that city, irritation began to grow. The Honourable Mr. Mehta and several other members of this Council represented to your Excellency that there was serious dissatisfaction felt by the populace on account of the soldiers being appointed to visit houses. The warning was

not given too early. A serious riot came on immediately on the wake of that warning. That riot has been admitted by the authorities to be not a premeditated one and it was not indeed due to any concerted plan; but it was solely due to the widespread feeling of dissatisfaction and irritation. The riot was no unreal thing, and it demonstrated most clearly that the previous outcry in Poona too was not an unreal or got up outcry. I shall not pursue the matter further, but only express a hope that henceforward soldiers will not be employed on the duty of house-to-house visitation and that the plague administration will be carried on with as little irritation to the people as possible. Then as regards expense, I will only mention one thing, and that is the importation of doctors for plague work from England. That importation has caused a lot of money which I think could have been saved if the local medical men were availed of for plague work. There was a wide field here to choose from and I cannot understand why local talent was not availed of.

Passing from plague to famine there does appear to be great reason for congratulation. The poor people in this Presidency have indeed great reason to feel thankful to your Excellency for the famine administration. It was your Excellency who very sympathetically scouted the idea that none but those who had any other recourse left should be received on relief works. The report on the administration of the last famine gives us good grounds to hold that that administration was on the whole most successful. It gives several indications and compares them with those to be found in the administration of the famine of 1876-1877 and the comparison appears to be entirely in favour of the administration of the famine of 1896-1897. During the latter famine no lands were relinquished by the rayat, the death-rate was much lower, the mortality of cattle was also not large and the loans to agriculturists were given on a large scale. All these items are very satisfactory indeed; but there are one or two points that are either not easy to understand or seem to point to a conclusion at variance with that drawn by the writer of the report. In 1896-1897 the remissions of revenue were only .09 per cent., while in 1876-77 they were 2.23 per cent. and the suspensions were only 4.52 per cent. as compared with 20.45 per cent. in 1876-77, and this is accounted for by saying that there was no trouble in collecting the revenue. The rayats paid the dues willingly. No coercion was exercised. This is all a good story; but when in the same report at page 3, we find that the crop outturn in 1876-77 was far in excess of that in 1896-97 it is really difficult to believe in this account of easy revenue collections. One would imagine that with a much smaller outturn there arose the necessity of larger remissions and suspensions. The story is too good to be believed without much stronger evidence than what appears in the report. And especially it is so when I find instances in which much coercion had to be exercised before the revenue could be recovered. I will not multiply instances but refer to the case of one village called Avas in Alibág Taluka in the Kolába District. I hold a statement in my hand which is a copy of one submitted to the Collector of that district on the 20th of May 1897 which shows that in that one small village about 25 holders were treated very harshly in the matter of revenue collection. The yield of their holdings was very small indeed, and yet all of them were compelled to pay their dues either by selling their pots and pans or agricultural cattle or by borrowing money on the security of their lands. With instances like these to the contrary, I submit it is difficult to place implicit reliance on the statements made in the report about the revenue having been collected without any trouble. At all events one would like to have much better evidence than that which is embodied in the report.

There is one other element mentioned in that report and that is the sale of ornaments. The report says that in 1896-97 there was no large sale of ornaments such as attracted attention in 1876-77, and accounts for it by stating that probably the rayats now-a-days do not invest their savings in gold or silver ornaments because of their increased appreciation of utilizing their money in more profitable directions. However that may be, there appears only four or five lines afterwards a statement that there is no evidence that the rayats possess fewer ornaments than formerly. Now this is rather inconsistent with the previous statement that the rayats now-a-days appreciate the advantage of utilizing the savings in directions more profitable than investing them in ornaments. This inconsistency brings to my mind one amusing statement in that report. In dealing with the rations allowed on relief works the report says that there is indeed no doubt that the rations are less than the people are accustomed to; but in order to show that this was not a defect, it adds that people ordinarily eat more than they need for the preservation of health. Now this explanation is very strange indeed. It is difficult to accept it seri-

ously. It cannot be believed that ordinarily people eat more food than what is required to preserve health. No doubt they eat ordinarily more than necessary to keep body and soul together but that sort of existence is far from healthy.

Passing now to the heads of Budget proper, as I have said, there is no inducement this year to criticise it in detail. There are a few things, however, which I shall briefly allude to. Under the head of Law and Justice we find Rs. 1,000 per month put down as pay against the Clerk of the Insolvency Court. A reply given this morning showed that this Government was in correspondence with the Government of India about the pay and fees of that officer and that nothing has yet been finally decided. If it be so, then it is difficult to understand how Rs. 1,000 is put down as his pay. The matter has either been decided or not decided. If it be not decided then the entry in the Budget is unintelligible. If it is decided then I submit the decision is not proper, as the Finance Committee's report recommended that that officer's pay should not be more than five or six hundred rupees.

Passing from this point to the Law School, Government have appointed a committee to enquire and report upon its wants and diffusion, and your Excellency assured us that the report will be published shortly with the orders of Government. There is no doubt that that school does require amendment. The profits from fees are larger than the expenditure, and there is some money in hand to enter upon some reforms. That school has been mostly manned by professors who are not natives of the country. Why it should be so it is difficult to understand. There are many gentlemen to be found amongst the natives of this country who are as competent to teach law as those who have been appointed as professors from time to time. I submit that in future your Excellency's Government will in making these appointments avail themselves of the services of the natives of the soil on a larger scale than has hitherto been done.

The Honourable Mr. NARAYEN GANESH CHANDAVARKAR said:—Your Excellency,—We seem to stand on this occasion in a pitiable plight. In describing the nature of a Provincial Budget such as this Government has to prepare, a former Financial Member of the Government rightly remarked five years ago at a meeting of this Council that it was not to be regarded from the point of view which would be appropriate in criticising the finance of an independent administration, but was "more nearly equivalent to a detailed statement of the distribution of an Imperial Budget." It is, properly speaking, the creature of a policy over which this Government has no control, and it is difficult to criticise it to any substantial purpose without criticising that policy, the discussion of which, so far as this Council is concerned, is absolutely forbidden ground. Limited as is the scope, under ordinary circumstances, of the discussion of a Provincial Budget, it is rendered even more limited when the financial member comes before us, steeped, as it were, in insolvency, and makes us a present of what is really a *Bankruptcy Budget*. The Financial Statement speaks of the situation as "an object of melancholy contemplation," and when it proceeds to tell us that "for the first time since the famine of 1877 the Budget year opens with a balance of nil" and that "the Government of India have refused to place at the credit of this Government any sum for the reconstitution of the provincial balance, and have directed that with the assistance of such recoveries as are due from Local Funds on account of famine charges borne by General Revenues this Government must build up its balance to the prescribed minimum of twenty lakhs by savings from current income,—a laborious and thankless task not easy of accomplishment," all criticism is in a way disarmed, and one feels as if one were invited here not to criticise but to condole.

I heard only recently the head of a Government educational institution complain that he could not get its building whitewashed, because Government had no money to spare for that. And the tale went round the High Court the other day that while a few thousand rupees had been sanctioned only in April last for making certain changes in that portion of the High Court building where the criminal sessions are held so as to give it more light the sanction was withdrawn, because Government had no money to spare! It is said his Lordship the Chief Justice went to England in April on privilege leave, well assured that he would on his return find the Criminal Sessions Court better lighted; but when on return he found that darkness still prevailed, he grew indignant; but what can even the Chief Justice do when higher authorities have ordained that the Presidency and your Excellency's Government should do as best you can without adequate funds to meet the just requirements of the administration! It is impossible not to sympathise with the

Government when circumstances beyond its control have so seriously crippled its finances. In spite of all the adverse circumstances, your Excellency's Government have, it must be admitted, speaking generally, tried to make the best of a bad situation, for I notice that an honest attempt is made in the Budget to economise expenditure while estimating the revenue on the lines of moderation and caution by the light of the realisation of the past two years.

Last year, my Lord, the non-official members of this Council had occasion to congratulate your Excellency's Government on the wise and liberal policy pursued in dealing with the famine, and the figures which are given both in the Budget and the Financial Statements show that the congratulation was well deserved. The revised estimates for 1897-98, as given in the Budget, show an expenditure of Rs. 23,40,000; but the Financial Statement tells us that the whole cost of the famine operations, according to the latest revised estimates, amounts to Rs. 96,40,000 in 1897-98. It is also satisfactory to note that though the famine, so far as one can judge from the present, is past and gone, yet your Excellency's Government have not stopped all measures of relief, but that they are continued on a small scale in a few districts and a grant will be obtained for the purpose from the Imperial Exchequer. In this connection there is one point in the Financial Statement to which attention may be called. Under the head of "Interest" on page 16, we find an allotment of 10 lakhs as loans to cultivators, which, the Statement goes on to say, "will be distributed in the Central and Southern Divisions chiefly for the provision of employment to persons in need of relief." I should be the last to quarrel with any provision made by the Government for persons in need of relief, but seeing that the "Takávi" advances, as they are called, are specially intended to help the rayats who are in need of help for agricultural purposes, it is not easy to understand the propriety of appropriating them for the more general purpose of providing employment to persons in need of relief, instead of restricting them to the purpose for which they are meant. I take it that the sum will be employed as a loan to those in need of employment; but if for all practical purposes it is used as famine relief, as is intended to be done, I cannot see how the Government would be justified in demanding its repayment. Last year both in the matter of famine relief and in making *Takávi* advances, the Government did their duty manfully, and one wishes most earnestly that one could expect similar liberality this year on the part of the Government in the matter of the collection of the arrears of the land revenue suspended during the last year, as also the land revenue of this year, and of the amount advanced as loans to cultivators. The perilous straits to which the financial situation of the Government is reduced no doubt makes it necessary to enforce these payments from the rayats, but I think it is my duty to bring to the notice of Government the hardship caused by the policy of collecting the arrears of land revenue and the dues of the present year together in addition to *Takávi* loans. I would not ask your Excellency's Government to believe that this hardship exists on my testimony alone. A distinguished friend of mine, who has retired from Government service after an honourable and faithful service, who has been coming in business contact with rayats, and who does not carp at Government measures for carping's sake, but understands the difficulties of administration, has been assuring me that acute distress is caused by the policy I refer to. To enforce these payments at a time when the rayats have but just emerged from a dire calamity and before they have been able to retrieve their lost situation seems very oppressive indeed. One hears constant complaints of the rigour with which the land revenue and the *Takávi* loans are being collected and the rayat cannot understand why the Government which gave with one hand so liberally is taking away with the other and driving him into the arms of the money-lender. It would be better and inspire confidence among the rayats if the repayment of the arrears were distributed over five years. The dacoities of which we heard recently from the Násik and Thána Districts are, judging from what one hears, said to be directed against money-lenders in particular, and if that is true, the question may pertinently be asked if the time has not come for Government seriously to consider whether the Deccan Relief Act should not be applied to those districts where it has hitherto not been in force.

The question of the land revenue and of agricultural indebtedness necessarily brings us to the question which has often been asked: When are the operations of the Survey Department to end, and when will that department cease to exist? It is now ten years since this Government, in reply to a reference made by the Government of India, observed that the operations of the department would be brought to an end by the year 1892; but during the Budget discussions in this Council in 1893 the then Revenue

Member of this Government said, in very cautious language no doubt, that the department was being gradually reduced, as its work drew to a close and that it was expected that it would cease to exist at the end of 1897. But 1897 has come and gone and the department nevertheless holds on. It is true that in the present Budget what is called "a comparatively smaller provision" is made for "professional survey parties" than was made for previous years. The figures show a reduction of a little more than half a lakh in the amount expended on the department in 1896-97. But one cannot be too sure that the reduced Budget Estimate will not be exceeded by the Revised Estimate, and then by the Accounts. This is what happened in the previous years. The Revised Estimate of the cost of the department for 1896-97 was Rs. 3,42,000, but the Accounts for 1896-97 brought up that figure to Rs. 3,47,833. Similarly, the Budget Estimate of the cost of the department for 1897-98 was Rs. 3,23,276; but the Revised Estimate brought it up to Rs. 3,49,000. Upon these figures it is permissible to observe that though an attempt is made in the Budget to reduce the cost of the department, yet the cost as a matter of fact exceeds that estimate and the department manages to hold its own so far. On the other hand, the department of Land Records and Agriculture is showing a steady tendency towards increased expenditure. The Budget of 1897-98 estimated its cost at Rs. 21,41,000, but the Revised Estimate brought up the figure to Rs. 22,46,000; and the Budget Estimate for 1897-98 is Rs. 21,47,000. I do not in the least desire to underrate the value, such as it is, of the department which is expected not only to compile statistical information regarding the agriculture of this Presidency, but, what is even more important, to lead the way in acquainting the rayat with improved methods of agriculture. It is extremely doubtful if it has to any extent served the latter purpose and brought any benefit to the rayat in proportion to its annual cost. The idea which conceived the creation of such a department was indeed excellent and it can be made a really useful department. But so far it serves no purpose beyond recording statistics and making certain experiments of no practical value to the rayat.

The next point in the Financial Statement to which I shall crave leave to call attention is one that relates to local bodies in the mofussil. Recoveries to the extent of five lakhs are to be made from these bodies on account of plague charges. One cannot help feeling the deepest concern for the future of these bodies, seeing that even before the plague broke out, their balances were being swallowed up. In most of the places where these bodies are situate the plague broke out after 1896-97. Now a glance at the income and expenditure in 1896-97 of those municipalities which had to cope with the plague after 1896-97 shows that at the end of that year, which was not a plague year, properly speaking, their financial position was by no means good. The figures collected from the reports of the district municipalities for 1896-97 are as follows:—

Municipalities.	Income during 1896-97.	Expenditure during 1896-97.
1 Poona ... ..	3,29,201	3,33,046
2 Belgaum ... ..	59,790	54,112
3 Sholapur ... ..	1,29,790	1,62,366
4 Hubli ... ..	1,08,025	7,06,611
5 Surat ... ..	8,36,703	8,48,681
6 Alibág ... ..	8,749	8,910
7 Sátára... ..	54,320	60,966
8 Thána... ..	33,826	36,015

Turning now to the item of Forest Administration it is satisfactory to note that the revenues estimated are not pitched so high as last year. But when the Financial Statement goes on to say that "the revenue from grazing fees and fodder grass is expected to improve in consequence of the stoppage of free grazing in the forests which was permitted last year on account of the famine," one may well express a fear that an attempt may be made by the department to make up for the deficient revenue of last year and exceed the Budget Estimate of this year on the revenue side. There is a feeling abroad that the department subordinates the needs of agriculturists to its commercial transactions, though in a Resolution issued in 1894, the Government of India has distinctly laid down that considerations of forest income are to be subordinated to "the full and easy satisfaction of the needs of communities dwelling on the margin of forest tracts." That feeling may be exaggerated, but there is this to be said for it that it is shared not merely by the agriculturists or those who profess to criticise the acts and measures of Government on the agriculturists' behalf. Ten years ago a talented member of the Bombay Civil Service,

who served both in the revenue and judicial line, but has now retired, published a pamphlet in which he acknowledged the unpopularity of the Forest Department and attributed that unpopularity to the fact that it aimed at increasing the forest revenue without due regard to the interests and needs of the agriculturists. I found another member of the Civil Service express a similar opinion about the department only recently. I know that it is unfair to make general charges against any department, but a case which I came across a few months ago in the course of my practice has led me strongly to suspect that the commercial and litigious idea dominates the politics, if I may say so, of the Forest Department. That was a case in which a man purchased at an auction sale the right to collect and remove *hirdu* nuts from Government forests in the Kolaba District during the season beginning from 1st October 1892 to 31st May 1893 and paid to the proper officer one-fourth of the stipulated price. Though his right was to collect the *hirdu* nuts from the 1st October 1892 and though on the 14th October 1892 he signed a written agreement drawn up by the department, embodying the conditions which he had accepted and on which he was to exercise that right, yet he could not exercise that right from that date in all the forests to which it extended, because there was delay on the part of the Forest Department to supply him with permits. After he had been made to wait for three months on one ground or another, he found to his surprise that he was required to sign a new agreement with altered conditions. Naturally, the man resented this unjust and illegal action of the Forest Department and not only refused to sign the new agreement which had been drawn up without his consent but he put an end to the contract, because the department had allowed three months to pass without fully enabling him to exercise the right he had acquired under his purchase and had placed one difficulty or another in his way. The Forest Department, however, turned round and threatened to declare the money he had deposited forfeited and to recover from him the balance of the contract price. It was the department which had driven him into a repudiation of the contract by its delay and vacillation, and yet it sought to punish him because, it said, he had broken the contract. The poor man was driven into a litigation which lasted for five years, because the Forest Department tried to defend itself by raising technical pleas. He twice failed in the District Court, where he claimed relief, but he succeeded at last in getting it in the High Court. The judgment of the High Court shows how absolute was the disregard shown by the department for the rights which the man had purchased and for the terms of the contract made with him. It is a case which ought never to have been allowed to go to a Court of law; and the conduct of the Forest Department in setting up technical pleas to defeat his claim, and refusing to produce relevant documents in their possession to substantiate their allegations on the ground that they were State papers can hardly be described as fair or creditable; it shows how the department works without regard to justice and equity and promotes litigation. Such vagaries of the department are not calculated to inspire confidence in its working.

I must, my Lord, repeat what I said last year about the Judicial Service. I do not desire to discuss the case of Bijapur, where the Assistant Judge's Court has been without a Judge since last June. But I cannot help saying that it gives some point to the view entertained in several quarters that the Government do not seem to attach much importance to the exigencies of the judicial administration, because it is not one of the earning departments. The transfer of able and competent officers from the judicial service to the revenue line or the Secretariat is another circumstance which lends support to that view. It is not necessary that I should dwell at any length on this subject, but I cannot help calling attention to it again.

It was not my intention, my Lord, to make any observations on the plague, but after what my friend sitting on my right has said on it, I deem it desirable to say that whatever happened in the past—whether the measures adopted last year to combat the plague were wise or not—the time has come when, forgetting and forgiving the past, both the Government and the people should present an united effort to fight a calamity of such an unprecedented character as the plague, which threatens to sit like a nightmare on nearly the whole of India. Mistakes have been committed and some of them serious in carrying out measures to put down the plague. But there is the experience now before us of two years and if by the light of that both officials and non-officials strive to fight the situation, something may be done to minimise its evils and ultimately stamp it out. There are places, as for instance Hubli, where in spite of the best and conciliatory efforts of the officers appointed to prevent the plague assuming an epidemic form, it has raged most



furiously. The future is as gloomy as it can be and it serves no purpose to make it more gloomy by complaining of the past. The past is best remedied by both Government and the people joining hands and utilising the experience of the past to reduce, as far as possible, the misery and distress consequent on the plague.

✓ The Honourable Mr. BHALCHANDRA KRISHNA BHATAVADEKAR said:—Your Excellency,—The Financial Statement for 1898-99 placed before the Council is a tale of woe and “an object of melancholy contemplation.” We are told that owing to the prevalence of famine and plague there is a financial crisis in this presidency. The provincial finances are disorganized. This Government is at its beam ends. Its own resources are exhausted. The Presidency balance is totally annihilated, “and it has to subsist for the present on the charity of the Government of India.” The outlook is considered to be very gloomy and unpromising, and fears are expressed that for years to come the material and educational improvements in every direction in the presidency will be seriously crippled or even stopped. It is sad to contemplate that the Local Government should be left to its fate, and bid to build up the opening balance, the prescribed minimum of which is 20 lakhs, from recoveries due from Local Funds on account of famine charges borne by general revenues. The Government of India, moreover, have now decided to continue the Provincial contract on the lines of the 1892-97 contract, but have curtailed the fixed assignments by Rs. 94,000 on account of special reductions in Provincial Services, fixing the allotment at Rs. 76,20,000. Last year the famine charges were not included in the terms of the first year of the Provincial Contract, but were held over. Since last April they have been included in the terms of such arrangements which will guide the financial relations between the Local and Supreme Governments until the close of 1901 and 1902. No doubt the limited resources of the Local Government made it impossible for them to meet any but a very small portion of the famine charges. They have only been able to pay about 2½ lakhs out of a total expenditure on this head of more than 1½ crores of rupees. But other Provincial Governments have also been in the same predicament, and had to depend upon the charity of the Supreme Government. I think, however, the Bombay Government require more exceptional and specially liberal treatment than the other Provincial Governments, because Bombay has been worse off than other Provinces owing to two severe epidemics of plague. Their Stamp and other revenues on account of the temporary dislocation of trade and industry in large centres fell very short of the estimates, while they had to incur a heavy expenditure on plague measures. The Medical charges amounted to about 19 lakhs last year and they are estimated at 7 lakhs in the current year. Towards this expenditure of 26 lakhs the Government of India have contributed only 16 lakhs, leaving 10 lakhs to be provided for from Provincial Funds. No doubt, the Government of India have contributed 140 lakhs to the expenditure incurred in this presidency in connection with plague and famine. But they were given in accordance with the declared financial policy of the country, which imposes upon the Government of India the obligation to bear such portion of the expenditure of the Local Governments on famine relief and other extraordinary and unavoidable charges which the latter are unable to bear. Moreover, they have not kept the undertaking, according to the terms of the Provincial Contracts, that they would pay such share of the special expenditure as would leave the Local Government a minimum balance of 10 lakhs. The Bombay Government had a balance of 40 lakhs two years ago, but that is all swept away, and they had only 5 lakhs last year as opening balance and that also has been swept away. The revised estimates for the last year show that for the first time during the last 20 years there has been no balance at all in the Provincial Treasury, and the Local Government have been asked to build up the minimum balance of 20 lakhs by recoveries from Local Funds of the amount due from them on account of famine charges and by the rigid enforcement of economy. The Local Funds, however, are in a very unsatisfactory condition owing to plague and famine and will not be able to recover more than Rs. 75,000. The Government of India have also laid down that Provincial expenditure should not exceed the ordinary revenues. In spite of the gloomy future as regards the recrudescence of plague, it grieves me much, my Lord, to contemplate such a state of things, and I sincerely sympathise with your Lordship's Government in this financial crisis and in this budget of adversity. And I beg leave to express a fervent, but I am afraid a forlorn, hope that the Government of India will see their way to treat your Lordship's Government more liberally, being fully aware that the present crisis has been brought about by causes and misfortunes over which your Lordship's Government had no control, and which human forethought and foresight could not in all probability have averted. This presi-

gency has always contributed handsomely to the imperial needs, and it is but fair that in its time of difficulty and need some consideration should be shown to its wants and material progress.

Since this starvation policy has been imposed upon your Lordship's Government, it will be futile to plead for any additional grants for any good purpose. I would therefore address myself to a few of the important heads in the Budget Statement, and lay before your Lordship some points which strike me as requiring the attention of Government. Passing on to Land Revenue, I find it stated in paragraph 4 of the Financial Statement that "owing to the cessation of the famine and the improvement in the agricultural situation revenue suspended in the previous year was collected." In this connection I beg to observe that this collection of suspended revenue has in some districts caused considerable hardship amongst the poor rayats. I have made inquiries of several people, and I am informed that owing to the famine some of the poorest agricultural classes, possessing no reserve of any kind, had not even food for the subsistence of themselves and their family. Under these circumstances they had neither money nor cattle to till their lands, and the Government were pleased to suspend collection for that year. But as soon as the famine abated, and the agricultural prospects slightly improved, stringent orders were issued for the collection of the amounts due for the famine year, as well as for the subsequent year, so that what relief the Government were pleased to grant to these people with one hand was taken away by the other. It is easy to imagine how harshly such orders must have operated on the poor people. The harvests of the last year were not so plentiful as to enable the poor cultivating classes to meet this double demand. Many of them were driven to seek the assistance of sowcars and Marwari money-lenders to meet this exorbitant demand, because they were threatened with forfeiture of their lands in default of payment. They mortgaged their lands and contracted debts at exorbitant rates of interest. I venture to remark, my Lord, that the condition of some of the poorer agricultural classes is very deplorable and pitiable and deserves our sympathy. They are generally in a state of chronic indebtedness. The lands of about 75 per cent. of them are eternally mortgaged to sowcars at usurious rates of interest, and every year their condition is growing helpless. The problem of how to afford relief to these people has no doubt engaged the attention of the Local and Supreme Governments for several years past, and it is reported that the Government of India are contemplating legislation on the subject. It is believed, however, that the tendency of such legislation has been always to attempt to ameliorate their condition by the abolition of the middlemen and bringing their relations closer to the Sirkár. In this connection I may be permitted to say that this tendency has not yet produced any tangible results. On the contrary it has produced more indebtedness, because so long as the Government do not see their way to deal kindly with them by making their annual recoveries at a time more convenient to the rayats, and by adopting an attitude of forbearance and sympathy in the event of failure of crops, the tendency is invariably to drive the rayats into the arms of the sowcars and to sink them deeper and deeper into the mire. I for my part think that, in the absence of any permanent settlement which would be a consummation devoutly to be wished, there should at least be less frequent disturbance of the land settlements and the tendency of Government measures should be to strengthen the position of the rayats by improving their credit, inducing habits of thrift and self-reliance, and affording means of independence and competence. One of such measures is the suggested experiment of agricultural banks which, I submit, should be given a fair trial in some districts at least.

Under the head of Forests, I ventured last year to make a suggestion that the aboriginal tribes in the Thána District be allowed the privilege of collecting dried twigs and pieces of wood in the jungles, because they as a rule subsist on the sale-proceeds of the bundles of such twigs which they collect from the jungles. I was assured on that occasion by the Honourable Mr. Nugent, whom we all miss to-day, that permanent orders were issued by the Government according to this privilege to the tribes. I would now appeal to your Lordship on behalf of the poorest tribes on the ghauts and other districts, that the privilege of collecting such dried twigs in the forests be extended to them. I am informed that, excepting in the Moolshi Petha of the Haveli Taluka where the privilege has been granted, the poor tribes are prosecuted by the Forest Department for collecting such twigs. In this same Petha again the poor people during the famine generally used, in their utter destitution and want of food, the soft portion of the stem of the tad tree dried and powdered for making bread. The forest officers, I am credibly informed, levied a

fee of annas four for each tree during the last famine. The result was that the poor people who could not afford even a single pie could not avail themselves of this last resource of subsistence and had to suffer the pangs of hunger and starvation. Under section 25 (b) of the Forest Act, it is enacted that if the rayats do not extinguish wild fires in their vicinity their right for rāb (manure, twigs of trees) is lost, and if their rāb is within 200 yards of the place where such wild fires occur, they are held responsible for their occurrence and are liable to prosecution. This, I venture to submit, is very hard. It is not considered a compoundable offence. It would, I think, afford some relief to these poor people if some steps are taken to mitigate the harshness of this measure. Again in section 67 of the same Act under compoundable offences, the decision of the Punch is directed to be acted upon. But the Rangers as a rule double the fine inflicted by the Punch, and the forest officers in their turn double that recommended by the Rangers. The subject was brought to the notice of the Government some years ago, who in a Resolution issued in 1890 ordered that the decision of the Punch should be considered final. But in spite of these orders the old practice has, I am informed, been reverted to.

Another point of interest in connection with forests is that Government have graciously allowed free grants of timber to villagers for building huts, &c., on application. These orders, I am informed, are practically a dead letter, because in the majority of cases the forest officers allot such plots in the forest as are far away from the village whence the application is made, in some cases from 40 to 50 miles. The villagers naturally do not avail themselves of this grant, because the conveyance charges in such cases amount to double or treble the actual cost of the timber. I beg to suggest that the Government will be pleased to direct that the distance in any case should not be more than 20 miles, and the limits for sanctioning the application should not be more than three months, because in some cases sometimes even 12 months elapse and the applicants are compelled to withdraw their applications.

I take this opportunity to congratulate your Excellency's Government on the adoption of a liberal policy in connection with forests which was enunciated in their Resolution No. 1668, dated the 8th March 1898, with regard to the transfer of fodder and pasture lands from the Forest to the Revenue Department. The constant irritation and discontent which were caused by impounding cattle, and the frequent prosecutions consequent thereon are, as contemplated by Government, likely to be minimised by the adoption of this policy if fully and faithfully carried out. But I submit, my Lord, that the good which is intended to be done to the agricultural classes is likely to be neutralised by the high scale of fees to be levied from the villagers and the lump sum which is to be made obligatory on each village, whether there be pasture lands or not adjoining the village. I beg to submit that this is likely to be a fruitful source of irritation, and may defeat the very laudable object the Government have in view.

Under the head of Police, reference is made to the Police charges recoverable from the Bombay Municipal Corporation. Rs. 59,000 which are believed to be due from them, are shown as having been recovered from that body in part payment of Plague charges which the Government have to pay to the Corporation. Last year I made an earnest appeal to your Lordship for the final settlement of this vexed question. There are certain points of Police charges about which there is yet a dispute, and which the Corporation have shown in their representation submitted to Government as not being an equitable charge on them. This matter has not been finally settled yet. I beg to renew the appeal this year and hope that your Lordship's Government will be pleased to arrive at an equitable and satisfactory settlement of this question at an early date. I may be permitted to remark that the Corporation will thankfully welcome such a settlement.

In connection with the subject of Police, I venture to touch a sore point, *viz.*, the additional Police quartered at Poona, Yeola and Sinnar. I believe the object of placing such additional Police at these towns has been served. The people of Poona especially have suffered heavily during the last two epidemics of Plague, and the Municipality is almost on the verge of bankruptcy. I beg to appeal to your Lordship that out of compassion for them your Lordship's Government will be pleased to reconsider the decision in regard to this matter.

While on this subject, I beg to draw the attention of the Government to the many dacoities which have been occurring in the Násik and Ahmednagar Districts since the last three months. It is believed that two or three bands of dacoits have been frequenting

some villages of these districts, have committed about 37 dacoities, and have struck terror among their inhabitants. Some 10 villages in the Ahmednagar District and about 7 in the Násik District have been very mercilessly handled by these bands. I am informed that the dacoits actually send intimation to the well-to-do inhabitants of a village, especially Márwáris, and commit dacoities even during day time, carrying away a large amount of money, jewellery and other valuables, and cutting the noses and ears of the principal inhabitants of such a village. The number of such injured people is said to be large. Many of them are reported to be receiving treatment at the Nasik Civil Hospital. The public have heard with a sense of relief and satisfaction that a detachment of Infantry has already been despatched to these districts to capture the dacoits. It is generally believed, however, that if the step had been taken earlier, very probably the whole trouble might have been nipped in the bud, and the people of those districts would have been saved the loss of property and molestation they have been subjected to for the last three months. I hope the military will be able to effectually quell the disturbance, and restore order and tranquility in those parts of the Presidency. I would here beg to make one observation that if the sore be probed to the bottom, it will be found that the real cause of the whole mischief lies in agricultural indebtedness and distress. The dacoits are Kolis and Bhils, and the victims generally are the Márwáris. They have been driven to such a course of lawlessness, in all likelihood through this cause. That is an additional reason why the problem calls for the earnest attention of Government.

Passing on to the head Medical, I beg to take this opportunity to tender my best thanks to your Lordship for the assurance given in December last in reply to a question put by me, that your Excellency has every desire to adhere as far as possible to the principle laid down in Government Resolution No. 1979, dated the 9th November 1898. With this assurance before the public, I do not believe there is any doubt as to the future of medical education in this Presidency. I am prepared to admit that owing to the prevalence of plague and famine in this Presidency the exigencies of the public service and the public interest necessitated a deviation from this principle and I believe to this is attributable the delegation of the Professor of Physiology to plague duty for many months during the last year, as also to a certain extent the change in the chair of Midwifery and Diseases of Women and Children. But I have heard with some surprise and concern that it is intended to permanently transfer the present Professor of Physiology to another chair, or another sphere of activity. It is needless for me to remark that the appointment of the Professor to the chair of Physiology was the corner stone of the policy enunciated in the Government Resolution to which I have alluded. Reform in Medical education in this Presidency was begun with this appointment in the Grant Medical College. One of the best men of the service was selected for the post, and it is gratifying to find that the results have thoroughly justified the selection. He has now been occupying the chair for the last 9 years and has, I am informed, by his praiseworthy zeal, industry, and capacity given satisfaction to all concerned. It will be a great pity to transfer him and to throw away the useful work and experience gained to the utter disadvantage of the students. The change in the chair of Midwifery is believed to be of a temporary nature. But even this, I have reason to believe, is causing a great deal of inconvenience and loss to the students. I would humbly suggest that if a system of appointing capable assistants to act for the Professors in the College be adopted in future, it will, in my humble judgment, very greatly obviate the difficulty which is frequently experienced in efficiently filling up temporary vacancies in cases of emergency. However able the Professors may be, it will be admitted that they cannot be expected to be proficient in every subject, and it stands to reason that a Professor of Materia Medica, for instance, is not likely all at once to fill a chair of Midwifery with equal efficiency and advantage to the students. I referred to this subject last year and need not make any further allusion to it now.

I also referred in the last Budget debate to the grievances, status, pay and allowances of the class of Civil Assistant Surgeons and Hospital Assistants. I must not omit to mention on this occasion that my best thanks are due to the Honourable Sir Charles Ollivant for giving an assurance in reply to a question from me in December last that the question of improving the prospects and position of the Civil Assistant Surgeons is under the consideration of the Government. May I be permitted, however, to mention certain grievances of this very useful, but, I am sorry to remark, much neglected class of public servants. There is great inequality in the status and prospects of the medical graduates as compared with those in the sister Faculties of Arts, Law and Engineering employed in

the Revenue, Judicial, and Public Works Departments, which I placed before the Council last year. A Civil Assistant Surgeon commences with a pay of Rs. 100 on general duty, and with an allowance of Rs. 100 according to the old scale, and Rs. 25 to Rs. 50 under the new scale if placed in independent charge, rising after two septennial examinations to Rs. 250 to the highest grade, and with a magnificent pension of Rs. 100, whereas their compeers in the Revenue, Judicial, and Public Works Departments commence sometimes low, but rise to Rs. 800 or even Rs. 1,200. This statement is generally met by the argument that the comparatively lower scale of pay of the Civil Assistant Surgeons is compensated for by their private practice. There is a great deal of fallacy in this argument, for, in actual practice, it is very often noticed that the income from private practice in mofussil towns scarcely amounts to more than a trifle, and this trifle, again, it is not the good fortune of every member of the class to get. There may be very few exceptions who may be stationed in large cities earning a handsome sum every month by private practice. The scope for private practice in the mofussil is very limited, for people are not accustomed to pay adequately for medical advice and treatment. Then for a few years, in the early part of their service, they scarcely get a chance of staying at a place for 3 or 4 years, being placed on general duty, and if stationed at the Presidency towns are not allowed the trifling allowance which they get when in independent charge. Again the rules in force in the grant-in-aid and other dispensaries in the mofussil regarding hospital stoppages hardly leave room for private practice, for according to these rules well-to-do persons in a town are entitled to receive advice and medicine at a hospital or dispensary on payment of a nominal fee, which is claimed by Government, wholly or partially, according as the institution is maintained entirely at Government expense or by a grant-in-aid from Government. Many of the well-to-do people in a town take full advantage of this system, finding it profitable to consult the doctor in the dispensary instead of paying for his visits. The argument of private practice has equal force in the case of the Military Assistant Surgeons. But in spite of this and their inferior education, their status and prospects are much better than those of their namesakes in the civil line.

These Military Assistant Surgeons, whose old designation was apothecaries, are admitted to the Medical College without any University test, and have only to go through a course of three years, at the end of which they are examined by the college authorities and granted certificates which entitle them to the rank of Assistant Surgeons. After a few years they are promoted to the senior ranks of the service, are allowed honorary ranks in the Indian Medical Service up to Surgeon-Majors, and are appointed to the permanent charge of civil stations, which privilege is denied to the Civil Assistant Surgeons, although they are men of superior training and qualifications. The latter are, no doubt, appointed temporarily to act for Civil Surgeons, but are not allowed the pay of those appointments. They are simply given an allowance of Rs. 100 or Rs. 150 according to their grade, which under the old scale they were entitled to when in independent charge of dispensaries. Thus, when an Assistant Surgeon under the old rule is deputed to act for a Civil Surgeon, he is actually a loser, because he has free quarters in the dispensary, which is generally not the case when he is transferred to act for a Civil Surgeon. It is rather strange that such a state of things should exist only in some Presidencies and not in others. Thus in the Madras Presidency, which is in many respects highly enlightened rather than benighted, as it is inaptly termed, the state of things is more encouraging. Some minor Civil Surgeoncies are reserved for senior Assistant Surgeons of proved merit. No such arrangement exists in this Presidency.

It is a matter for surprise that up to this time after nearly half a century of the spread of medical education in this Presidency, not a single Civil Assistant Surgeon has yet been found worthy of being appointed to a permanent charge of a Civil Surgeoncy. I am sure, my Lord, at least one or two may be found deserving of this confidence, and of filling these posts with credit and distinction. I venture to name one who has very recently gained distinction in England—I mean Assistant Surgeon Byramji Hormusji Nanavati, who is teacher of Surgery in the Ahmedabad Medical School. He is a gentleman of marked abilities, and is the first native of India and the first Assistant Surgeon, at least in this Presidency, who has taken the high degree of F.R.C.S. of Edinburgh. If such men are encouraged and promoted to the rank of Civil Surgeons, it will be an incentive to other Civil Assistant Surgeons to emulate their example and to acquire high medical distinctions and attainments. Then, again, the difference in the treatment accorded to Civil and Military Assistant Surgeons while on duty on plague and famine is

still more striking; whereas the Military Assistant Surgeons drawing Rs. 150 are allowed an allowance of Rs. 3 per diem when on plague and famine duty, the Civil Assistant Surgeons drawing Rs. 200 or more are allowed only Rs. 2 for similar duty. Then, again, a Civil Assistant Surgeon, while doing plague work alone, gets his salary and plague allowance, while one attached to a dispensary and doing plague work in addition is not granted any allowance.

The Military Assistant Surgeons and Military Hospital Assistants are exempted from the operation of the Arms Act, but the Civil Assistant Surgeons are denied that privilege. Before leaving the subject I would take this opportunity to allude to the grievances of a deserving and very useful class of public servants—I mean the class of Assistant Chemical Analysers to Government. I was disappointed to find no mention made of this class in the Resolution of the Government of India regarding the improvement of the status of Chemical Analysers to Government. I hope Government will be pleased to consider their grievances along with those of the Civil Assistant Surgeons. They are doing very good work and deserve encouragement and improvement of their prospects.

Under the head of Plague a special provision is made in the Budget to meet charges in connection with operations against Plague, after allowing for recoveries from local bodies estimated at 5 lakhs. No doubt according to law whatever subventions on account of plague have been made by Government to the local bodies, that is, the Municipalities and the Local Boards have to be recovered, and these bodies will be bound to repay them. But the question arises as to when and how they are to pay. They have suffered from the effects of the plague. Their financial condition at present is probably worse than that of the Government. Under such circumstances they will be unable to repay these subventions immediately on demand. The Poona Municipality, for instance, is almost verging on bankruptcy. Still a very large demand, I am informed, of not less than 2 lakhs of rupees was made on it in June last. It will be almost impossible to meet such a demand immediately. Probably some of the other Municipalities are in a similar plight wherever plague prevailed epidemically during the last two years. I would venture to suggest that the Government will be pleased to grant some concessions to these bodies as regards the repayment in moderate instalments which will enable them to devote their resources to urgent local wants and to sanitation generally, otherwise their sanitation will suffer. The Bombay Municipal Corporation have suffered most of all, and their financial condition at present cannot be considered to be so satisfactory as it was two years ago, when there was a surplus cash balance of Rs. 20,00,000 in the Municipal Exchequer. The two severe epidemics of plague together have cost that body Rs. 31,59,000, and it is estimated that till the end of September next the expenditure on plague will amount to about 33 lakhs. Thus it will be seen that not only is the surplus balance of 20 lakhs swept away, but it has been found necessary to raise loans to meet this enormous expenditure. So long as the Corporation had the management and the control of the plague measures in their hands, the Corporation had given permission to the Commissioner to spend as much as would be absolutely necessary to fight the enemy. But the Municipal Commissioner was very careful and the total expenditure on plague from September 1896 to February 1897 was Rs. 4,37,000.

	Municipality.	Plague Committee.
	Rs.	Rs.
From March 1897 to July 1897	3,11,000	3,58,000
August 1897 to the dissolution of the Plague Committee...	7,15,000	13,38,000
Total	Rs. 10,26,000	16,96,000

From the Municipal expenditure the following items should be deducted as they either represent outlay on permanent works, or are recoverable from private parties.

	Rs.
1. Carrying out researches at the Sewri Lazaretto	51,000
2. Purchases of Steam Engines for gully flushing and construction of manholes on Port Trust Estate	36,100
3. Recoverable from private parties	87,100
	35,700
	1,22,800

A further sum of Rs. 25,000 should also be deducted from the Municipal expenditure on account of expenses incurred in connection with observation camps, which are payable by Government. The net expenditure incurred by the Municipality on plague operations during the period of 20 months from October 1896 to May 1898 amounts to Rs. 13,15,200. The average expenditure incurred by the Municipality during the 20 months amounts to Rs. 65,760 per month. The total expenditure incurred by the Plague Committee from March 1897 to May 1898 is Rs. 16,93,000, or an average monthly expenditure of Rs. 1,13,000. No outlay on permanent works was incurred by the Plague Committee, but a portion of the expenditure amounting to about Rs. 3,75,000 incurred by them on rail, road, and sea inspection, and observation camps is held to be recoverable from Government. The net expenditure incurred by the Plague Committee in combating the disease in the city proper amounts to Rs. 13,26,000 which gives an average of Rs. 90,000 per mensem. During the last 7 months the Plague Committee expended very large sums on establishment and these charges continued steadily to increase very considerably from February last, and no attempt appears to have been made to reduce the establishment even when the plague began to subside. Although in May 1898 the total mortality decreased considerably the cost of the establishment was nearly four times that employed in December 1897, and nearly three times that employed in January 1898, and higher even than that employed in March 1898, when the epidemic was more severe. This will be borne out by the figures I place before the Council:— November 1897 Rs. 18,606, December 1897 Rs. 21,684, January 1898 Rs. 31,149, February 1898 Rs. 48,200, March 1898 Rs. 76,132, April 1898 Rs. 88,016, May 1898 Rs. 85,901. The construction of segregation camps in places where their semi-permanence was an impossibility and in spite of the declining condition of the epidemic added in no small measure to the cost of operations as carried out by the Plague Committee. It was the dual organization that led to this heavy expenditure.

The Plague Committee's operations from its appointment to its abolition were entirely uncontrolled, and owing to the complete absence of any sense of responsibility as regards funds or any economic conscience led to reckless expenditure in spite of the repeated and emphatic protests of Mr. Snow, the Municipal Commissioner. As soon as the new organization commenced its work the unwieldy establishment was cut down, and now the expenditure is not more than the average that was incurred by the Municipality during the time the Plague Committee was working, and practically the whole of the Plague Committee's expenses are being saved. This extraordinary expenditure on plague has completely dislocated and disorganized the finances of the Municipality, and it will be years before they are restored to a state of equilibrium. To meet this heavy expenditure it was found necessary to raise a loan of 20 lakhs for plague purposes, and the interest and sinking fund charges on account of this loan will be so heavy that an annual deficit of more than two lakhs will have to be faced by the Municipality. This grave aspect of the financial position of the Municipality is rendered more serious, because its borrowing powers for some years to come will be seriously crippled or even become non-existent. This may necessitate further taxation, a measure which will press heavily upon the already burdened ratepayer of Bombay, especially as the majority of them have suffered during the last two years on account of the dislocation and temporary paralysis of trade. Many houseowners have suffered on account of a great many people having temporarily left Bombay. In accordance with the principles laid down by the Government of India on which the plague expenditure is to be proportionately defrayed, the Corporation will have to bear all the charges excepting those of a minor character to be borne by the Government. While I am prepared to admit the applicability of these principles in most cases of epidemic diseases, I would submit that there are cogent reasons why an exception should be made as regards the plague. Epidemics like cholera and small-pox are localised and shortlived and their effects are only locally felt, whereas the effects of plague are far-reaching and its suppression was declared by your Lordship's Government to be an Imperial necessity.

Bombay is the gate and emporium of trade of this Presidency and I may say of India. It was absolutely necessary in the Imperial interests that its trade should be encouraged to flourish without any hindrance. No doubt its trade and industry were temporarily dislocated and paralysed, but the disastrous effects of this temporary cessation of trade were mitigated to a considerable extent on account of the ungrudging and ready manner in which the Corporation supplied funds for the purpose of conserving such trade.

As a matter of fact, the money was collected from local ratepayers, and for local benefits, but was diverted and used partially for the benefit of Government at large for the up-keep of trade, both internal and external, and for the benefit of the general taxpayer as distinct from the local ratepayer. Up to this time the Government and the general taxpayer have contributed only 12 per cent. of the total expenditure, whereas the local taxpayer has contributed 88 per cent., and certainly, I submit, this is not an equitable share of the Government and the general taxpayer. The Corporation have already submitted a respectful representation on the subject, and I hope the Government will be pleased to take all the circumstances into consideration when arriving at a decision in connection with the same. The Port Trust is a body whose interests are very closely bound up in the prosperity of the trade of Bombay. Its wharfage fees, its dock dues, its wharfage shed and godown rents, which form the bulk of its income, all depend upon the trade of Bombay. The large sums of money expended by the Corporation for conserving the trade of Bombay have conferred direct benefits on its citizens, and all these have directly benefited the Port Trust. It is but fair and reasonable on these grounds to claim a contribution from that body. The share which that body contributes to the Municipal Exchequer is in return for the services done to its estates. But when in addition to these ordinary services extraordinary efforts are put forth for its benefit, then, I venture to submit, a commensurate contribution should be demanded from that body, which is the recipient of such extraordinary benefits. In the representation submitted by the Corporation the relative income of the Port Trust and Municipality were taken as the basis of the ratio of contribution from each. The total income of the Port Trust may be roughly estimated at 45 lakhs, and that of the Municipality 75 lakhs, *i.e.*, 3 to 5. But as the Port Trust already contributes to the revenues of the Municipality, the ratio is reduced to 2 to 5. I have heard that the majority of the Port Trustees have minuted against the payment of this contribution. I trust, however, Government will be pleased to see the justice of the demand, and ask that body to pay the contribution. As regards the Government contribution the same basis of calculation will not be reasonable. But it is admitted on all hands that the prosperity of the commercial, manufacturing and agricultural classes, which has been maintained by the unremitting efforts of the Municipality at an enormous expenditure, has considerably tended to sustain the revenues of Government. I trust the Government will be pleased to contribute liberally. The Corporation in their representation have pointed out that the share of Government should be 30 per cent., that of the Port Trust 20 per cent. and of the Municipality 50 per cent. of the total expenditure on plague. It is hoped this will enable the Corporation to tide over the present difficulty, and enable them to carry out the more important sanitary works in connection with the more effectual drainage and sewerage of the city and also contribute to the Improvement Scheme. It may perhaps obviate the necessity of fresh taxation for the present.

In this connection I must not omit to mention that the best thanks of the Corporation are due to your Excellency's Government for representing to the Government of India on their behalf the necessity of extending the term of ten years to twenty years for the repayment of the plague loan of 20 lakhs. This will cause a saving of one lakh on the annual interest and sinking fund charges, and will enable the Corporation to secure a better rate in floating the loan. I may here mention that the Municipal Commissioner requested the Government to pay to the Corporation at least two lakhs out of a total of Rs. 2,61,000 which is due from them on account of plague measures, but I am sorry to remark that the Government have resolved to pay Rs. 40,000 only, retaining the remaining Rs. 2,21,000, on the ground that the plague accounts were not in a satisfactory condition and were not audited. It is needless for me to state that the Municipality will have to sustain some loss in respect of interest charges for no fault on its part. I beg therefore that the Government will be pleased to reconsider their decision and sanction the payment of the amount.

As regards the plague measures I have only to say one word. I am aware that owing to several causes probably beyond the control of Government, there was absence of uniformity in the measures in the different districts, and people were put to very great inconvenience and annoyance. There was also apparent want of sympathy in the enforcement of these measures in the majority of the cases. The result was a great deal of suffering, bickering, and discontent amongst all classes. I must admit, however, there were noble exceptions such for instance as General Gatacre and Colonel Creigh who



performed their task with great sympathy and discretion and gave satisfaction to all, thus gaining the respect, confidence and gratitude of the people. I hope the Government will be pleased to direct in future that there will be uniformity in the plague measures, and that they will be carried out with sympathy and discretion. I may be permitted here to give an expression to the thanks of the public of Bombay to your Lordship for the inauguration of a liberal and sympathetic policy in regard to plague measures in Bombay. The declaration of that policy gave immense satisfaction to the various communities and removed from their mind a burden which was hanging heavily on them. Many lives which might otherwise have succumbed were saved. For I honestly believe that before the adoption of the new policy some people did die of actual fright. Many scientists have found that the plague bacillus works injuriously on the walls of the heart, and renders the organ liable to easy collapse. Hence fright in such cases acted very injuriously. Some people doubted the wisdom of the new policy and even cavilled at it. I remember having been one of a Hindu deputation which waited on the Plague Committee a day after that now memorable speech of your Lordship. Some members of the Committee actually went so far as to declare their belief that as a result of the relaxation of the old measures the daily total mortality would rise to 400 or even 500. My friend the Honourable Mr. Vrijbhukhandas Atmaram, who was present on the occasion, will bear me out in this. Thank God their worst forebodings have not been realised. The mortality began to decline almost from the next day, due probably to a favourable combination of several circumstances. People now know their own responsibility and will, I hope, justify the confidence placed in them by the Government.

It was generally expected that the same liberal policy would be adopted towards the Municipal Corporation as regards the control of plague measures. From the commencement of the epidemic the Corporation were fully alive to the gravity of the situation and their duty in connection therewith. They therefore empowered the Municipal Commissioner to spend any amount which he may deem necessary to adopt measures to check the spread of the epidemic, which took its usual course and was on the decline towards the middle of February 1897. But as is usual on such occasions, the interested clamour from certain parties whom I need not specify, for a change in the machinery became very strong, and the hands of Government were forced to create a new organization—the Plague Committee. This change of policy for the time quieted the excited public mind both here and in England. The Plague Committee superseded the Municipality when the plague was steadily declining as a result of the measures adopted by the Municipality, and naturally gained credit which properly belonged to the latter body. But the course of events has proved beyond the shadow of a doubt that the Plague Committee failed entirely to grasp the situation, and the current of public opinion completely turned in favour of the Corporation. It was at this juncture the Corporation, taking advantage of such a favourable opportunity, sought to regain its former position, and therefore submitted a representation to Government, praying them for the transfer of the control of plague measures, believing that their request would be favourably considered. But it is a matter of much regret that although the Government have thought it fit to create a new organization making the Municipal Commissioner the principal responsible authority for all plague measures, they have kept the control in their own hands through the Plague Commissioner, completely ignoring the Corporation, and thus casting an unmerited slur on that body as a reward for being keenly alive to their duty and for the ungrudging manner in which they have supplied funds for the last twenty months. I may be permitted to remark, my Lord, that the Corporation have every reason to complain and to be disappointed with the decision of the Government.

After a brief adjournment, the Honourable Mr. GOKULDAS KAHANDAS PAREKH said—Your Excellency's Government deserves the greatest sympathy in the financial difficulties in which it finds itself placed. After having passed one year of great embarrassment, it is very unpleasant to have to face another, in which the financial strain would be greater than that of its predecessor. It is most distressing to find that the financial effects of our past misfortunes will not end with the present year, but that they are likely to extend over a considerable period, and that they will disable Government from attempting to make much needed reforms in the administration and to promote the educational and material progress in this Presidency.

Our pecuniary difficulties are principally caused by the outbreak of plague, the hardness of the Provincial Contract and the manner in which it is interpreted. It will

not be denied that it is the duty of Government to use every reasonable effort to fight out the plague, quite irrespective of any consideration of the expenses. Any economy in that direction would be most undesirable. In fixing the different allotments to the Provincial Governments, I do not think any margin was left for the liability of the Local Governments to meet extraordinary charges of this kind. The object of the Provincial Contracts was that the Local Governments might practise all reasonable economy in their expenses. So far as facts go we have felt that your Excellency's Government has practised even greater economy than what it ought to have done and that it has not been able to spend enough to keep pace with the educational, sanitary and material wants of the people. This Government having practised economy in every reasonable direction, it is not fair to it that the Government of India should not come to its help when it becomes embarrassed by reason of heavy expenses incurred in meeting an enemy whose existence even could not have been contemplated when the terms of the last Provincial Contract were settled.

The Provincial Contract has been so arranged that in normal times the assignments of revenue to the Provincial Government do not leave any surplus, after providing for the expenditure which it has to bear. The Government of India assign certain revenues and expenditure as Provincial items, and the cash grant is limited to the amount by which the expenditure exceeds the assigned revenues. On the other hand the balance of the entire revenue goes to the Supreme Government and it only spends a part of this balance in connection with this Presidency. In the current year the total revenue produced in this Presidency amounts to Rs. 14,36,39,000, of which Rs. 10,08,13,000 are handed to the Imperial Government and Rs. 4,28,26,000 are retained by the Provincial. The whole of the latter amount is to be applied to the budgetted expenses; and in order to leave a balance for the next year the Provincial Government has to obtain a contribution of Rs. 79,000 from the Local Funds. On the other hand the Imperial Government spends only Rs. 4,99,57,000 out of Rs. 10,08,13,000 and retains Rs. 5,08,56,000 for expenses outside the Presidency. I do not deny the right of the Imperial Government to a proper share from the revenue realized in this Presidency to meet its military, naval and home charges and other items of Imperial expenditure; but I submit that when very heavy expenditure has to be incurred in connection with an unforeseen calamity the Imperial Government ought not to leave them, or the larger portion of them, to be borne by the Provincial Government. Such charges in the first instance ought to come out of the surplus in the hands of the Government of India.

On previous occasions non-official members have put before this Council reasons to show that the terms of the Provincial Contract are too hard on this Presidency. I do not propose to take up your Excellency's time by repeating arguments which have been urged before in this hall. But I submit that our claim to more liberal treatment than what we have been receiving at the hands of the Government of India stands on very good grounds. Since the contract of 1892 several important changes have taken place both in reference to revenue and expenditure, and as a result of these changes I expected that the new contract would be on terms more advantageous to this Presidency. The excise duty on cotton manufacture was introduced in 1895-96. It is expected to yield a revenue of Rs. 9,50,000 during the current year. In 1894 the new Tariff Act was passed, and under its operations the Customs revenue of this Presidency which yielded Rs. 35 lakhs in 1892-93, rose to 140 lakhs in 1894-95 and 166 lakhs in 1895-96. For the current year the Sea Import Customs revenue has been estimated at Rs. 1,67,89,000. Both these items of revenue are exclusively Imperial and no share out of them is given to the Provincial Government. In this manner there has been an increase of about 140 lakhs of rupees in the amount of Imperial revenue received from this Presidency, but the Provincial Government gets no share in the increase. Then again, since the last contract the Government of India has ordered that its European officers should be given exchange compensation. This meant a heavy new burden on the finances of the Presidency. This expenditure during the currency of the last contract reduced our balances by over 25 lakhs. When this matter was last mentioned here, the then Financial Member gave us to understand that though the Provincial revenues would not be compensated for anything paid during the term of the contract existing at the time when the new charge was introduced, requisite provision had been made for meeting this loss in the new contract. This led me to think that in the new contract the cash grant would be larger than the grant under the previous one by about 4½ lakhs, the

amount of the exchange compensation paid during the last year; but on opening the Budget I found that the cash grant had received no increase, but has on the contrary been decreased. It was Rs. 77,14,000 under the old contract, but it is only Rs. 76,20,000 under the new contract. Allowances should be made for certain transfers between the two Governments but even after that, the amount of the cash grant under the new contract falls short of that under the old. This surprised me and I asked the honourable member in charge of the finances, whether in settling the amount of the cash grant, any additional sum had been given to the Provincial revenues for meeting their liability for exchange compensation charges. From the information the honourable member has been kind enough to furnish me, I gather that the amount of the grant was arrived at by deducting the amount of the ordinary Provincial revenues from the amount of the Provincial expenditure for the year 1897-98. The effect of this arrangement is only this, that for the purpose of meeting a new charge as well as those on account of famine and plague, this Presidency has to make curtailments in its ordinary expenditure and then the Imperial Government makes a corresponding curtailment in its cash grant. Under the circumstances it could not be said that the Imperial Government has made to the Provincial Government any additional grant to meet the new charge imposed by it; but the resources of the Provincial Government have only been curtailed on that account. I respectfully submit that the arrangement under which economy on the part of the Provincial Government is to be followed by a curtailment of the cash grant is likely to offer an additional impediment to the improvement of our financial condition.

The hardship of the Provincial Contract and the unwillingness of the Imperial Government to contribute more than seven lakhs towards the plague expenses have, I think, compelled this Government to assume towards the local bodies an attitude which I believe they never would have taken if their financial condition had not been so embarrassed. As the Imperial Government can dictate its own terms to the Provincial Government, and the Provincial Government has no choice but to accept them, so as between the Provincial Government and the Local Boards and the Municipalities, Government can dictate its own terms, and the local bodies have no choice but to accept them. In reference to loans to the Municipalities and other local bodies and the transfer of the plague charges to them, I feel that Government has not acted with proper fairness towards them. The revenues of the Municipalities generally, and particularly those of the cities which became infected with the plague have suffered heavily. I do not say that these losses should be made up by Government; but some of these have got so embarrassed that they are unable to carry on their ordinary work, to conduct their schools and to look after their sanitary conservancy. In such cases, Government are bound to come to their help, to advance them monies necessary for these purposes, or to take up into its own hands the schools, sanitary conservancy and other establishments working for the benefit of the community at large. They ought not to stand by and quietly allow the schools to be closed and the conservancy to be neglected. When a public body embarrassed in its finances is obliged to go to Government for a loan to enable it to carry on its public duties, Government ought not to make a money-lender's calculations and decline to advance monies because the body does not appear to it solvent from a money-lender's point of view. Government do not get absolved from their liability to provide for the educational and the sanitary wants of a town by establishing a Municipality; it is at best merely suspended and reverts back to Government on the Municipality being found unable to discharge its public duties. In most places again, Government on the outbreak of the plague took the operations into its own hands instead of leaving them to the local bodies, incurred very heavy expenses and have either got the local bodies to pay them, or having once paid them out of its own pocket, now requires them to repay them. I am glad to learn that Government are considering the extent to which they should call upon the Municipalities to contribute, and I hope they will decide not to throw these charges on them. Government displace the local bodies and take the operations into their own hands, not so much for the protection of the particular town or village, as for the purpose of preventing the plague from spreading elsewhere. In incurring the expenses the local bodies are not consulted, and no effort is made to keep down the charges to the capacity of the local bodies. I submit that under the circumstances, it would not be fair to require the local bodies to meet the whole or the larger proportion of the charges. It seems to me as unfair as to require the owner of a house which is on fire, or of the few houses that surround it to pay for all the expenses of the fire service. There is a campaign against

not be denied that it is the duty of Government to use every reasonable effort to fight out the plague, quite irrespective of any consideration of the expenses. Any economy in that direction would be most undesirable. In fixing the different allotments to the Provincial Governments, I do not think any margin was left for the liability of the Local Governments to meet extraordinary charges of this kind. The object of the Provincial Contracts was that the Local Governments might practise all reasonable economy in their expenses. So far as facts go we have felt that your Excellency's Government has practised even greater economy than what it ought to have done and that it has not been able to spend enough to keep pace with the educational, sanitary and material wants of the people. This Government having practised economy in every reasonable direction, it is not fair to it that the Government of India should not come to its help when it becomes embarrassed by reason of heavy expenses incurred in meeting an enemy whose existence even could not have been contemplated when the terms of the last Provincial Contract were settled.

The Provincial Contract has been so arranged that in normal times the assignments of revenue to the Provincial Government do not leave any surplus, after providing for the expenditure which it has to bear. The Government of India assign certain revenues and expenditure as Provincial items, and the cash grant is limited to the amount by which the expenditure exceeds the assigned revenues. On the other hand the balance of the entire revenue goes to the Supreme Government and it only spends a part of this balance in connection with this Presidency. In the current year the total revenue produced in this Presidency amounts to Rs. 14,36,39,000, of which Rs. 10,08,13,000 are handed to the Imperial Government and Rs. 4,28,26,000 are retained by the Provincial. The whole of the latter amount is to be applied to the budgetted expenses; and in order to leave a balance for the next year the Provincial Government has to obtain a contribution of Rs. 79,000 from the Local Funds. On the other hand the Imperial Government spends only Rs. 4,99,57,000 out of Rs. 10,08,13,000 and retains Rs. 5,08,56,000 for expenses outside the Presidency. I do not deny the right of the Imperial Government to a proper share from the revenue realized in this Presidency to meet its military, naval and home charges and other items of Imperial expenditure; but I submit that when very heavy expenditure has to be incurred in connection with an unforeseen calamity the Imperial Government ought not to leave them, or the larger portion of them, to be borne by the Provincial Government. Such charges in the first instance ought to come out of the surplus in the hands of the Government of India.

On previous occasions non-official members have put before this Council reasons to show that the terms of the Provincial Contract are too hard on this Presidency. I do not propose to take up your Excellency's time by repeating arguments which have been urged before in this hall. But I submit that our claim to more liberal treatment than what we have been receiving at the hands of the Government of India stands on very good grounds. Since the contract of 1892 several important changes have taken place both in reference to revenue and expenditure, and as a result of these changes I expected that the new contract would be on terms more advantageous to this Presidency. The excise duty on cotton manufacture was introduced in 1895-96. It is expected to yield a revenue of Rs. 9,50,000 during the current year. In 1894 the new Tariff Act was passed, and under its operations the Customs revenue of this Presidency which yielded Rs. 35 lakhs in 1892-93, rose to 140 lakhs in 1894-95 and 166 lakhs in 1895-96. For the current year the Sea Import Customs revenue has been estimated at Rs. 1,67,89,000. Both these items of revenue are exclusively Imperial and no share out of them is given to the Provincial Government. In this manner there has been an increase of about 140 lakhs of rupees in the amount of Imperial revenue received from this Presidency, but the Provincial Government gets no share in the increase. Then again, since the last contract the Government of India has ordered that its European officers should be given exchange compensation. This meant a heavy new burden on the finances of the Presidency. This expenditure during the currency of the last contract reduced our balances by over 25 lakhs. When this matter was last mentioned here, the then Financial Member gave us to understand that though the Provincial revenues would not be compensated for anything paid during the term of the contract existing at the time when the new charge was introduced, requisite provision had been made for meeting this loss in the new contract. This led me to think that in the new contract the cash grant would be larger than the grant under the previous one by about  $4\frac{1}{2}$  lakhs, the

amount of the exchange compensation paid during the last year; but on opening the Budget I found that the cash grant had received no increase, but has on the contrary been decreased. It was Rs. 77,14,000 under the old contract, but it is only Rs. 76,20,000 under the new contract. Allowances should be made for certain transfers between the two Governments but even after that, the amount of the cash grant under the new contract falls short of that under the old. This surprised me and I asked the honourable member in charge of the finances, whether in settling the amount of the cash grant, any additional sum had been given to the Provincial revenues for meeting their liability for exchange compensation charges. From the information the honourable member has been kind enough to furnish me, I gather that the amount of the grant was arrived at by deducting the amount of the ordinary Provincial revenues from the amount of the Provincial expenditure for the year 1897-98. The effect of this arrangement is only this, that for the purpose of meeting a new charge as well as those on account of famine and plague, this Presidency has to make curtailments in its ordinary expenditure and then the Imperial Government makes a corresponding curtailment in its cash grant. Under the circumstances it could not be said that the Imperial Government has made to the Provincial Government any additional grant to meet the new charge imposed by it; but the resources of the Provincial Government have only been curtailed on that account: I respectfully submit that the arrangement under which economy on the part of the Provincial Government is to be followed by a curtailment of the cash grant is likely to offer an additional impediment to the improvement of our financial condition.

The hardship of the Provincial Contract and the unwillingness of the Imperial Government to contribute more than seven lakhs towards the plague expenses have, I think, compelled this Government to assume towards the local bodies an attitude which I believe they never would have taken if their financial condition had not been so embarrassed. As the Imperial Government can dictate its own terms to the Provincial Government, and the Provincial Government has no choice but to accept them, so as between the Provincial Government and the Local Boards and the Municipalities, Government can dictate its own terms, and the local bodies have no choice but to accept them. In reference to loans to the Municipalities and other local bodies and the transfer of the plague charges to them, I feel that Government has not acted with proper fairness towards them. The revenues of the Municipalities generally, and particularly those of the cities which became infected with the plague have suffered heavily. I do not say that these losses should be made up by Government; but some of these have got so embarrassed that they are unable to carry on their ordinary work, to conduct their schools and to look after their sanitary conservancy. In such cases, Government are bound to come to their help, to advance them monies necessary for these purposes, or to take up into its own hands the schools, sanitary conservancy and other establishments working for the benefit of the community at large. They ought not to stand by and quietly allow the schools to be closed and the conservancy to be neglected. When a public body embarrassed in its finances is obliged to go to Government for a loan to enable it to carry on its public duties, Government ought not to make a money-lender's calculations and decline to advance monies because the body does not appear to it solvent from a money-lender's point of view. Government do not get absolved from their liability to provide for the educational and the sanitary wants of a town by establishing a Municipality; it is at best merely suspended and reverts back to Government on the Municipality being found unable to discharge its public duties. In most places again, Government on the outbreak of the plague took the operations into its own hands instead of leaving them to the local bodies, incurred very heavy expenses and have either got the local bodies to pay them, or having once paid them out of its own pocket, now requires them to repay them. I am glad to learn that Government are considering the extent to which they should call upon the Municipalities to contribute, and I hope they will decide not to throw these charges on them. Government displace the local bodies and take the operations into their own hands, not so much for the protection of the particular town or village, as for the purpose of preventing the plague from spreading elsewhere. In incurring the expenses the local bodies are not consulted, and no effort is made to keep down the charges to the capacity of the local bodies. I submit that under the circumstances, it would not be fair to require the local bodies to meet the whole or the larger proportion of the charges. It seems to me as unfair as to require the owner of a house which is on fire, or of the few houses that surround it to pay for all the expenses of the fire service. There is a campaign against

a common enemy, and it is the whole country that ought to pay the costs; if any harbour defences are to be set up on a coast village or town, it would not be proper to make the people of that locality liable for them, on the ground that their town or village would be the first to suffer, if the enemy made an inroad, against which the defences were made to offer protection. If I have a peon who has been taken seriously ill and I prevent him from taking his treatment from his Vaidya and force him to accept the services of the Civil Surgeon whom I call, and to swallow costly medicines that I purchase, would I be right in requiring him to pay for the doctor's attendance and the medicines? In the case of most of the Municipalities, their revenues are much crippled. They are young growths. They require much time to get properly developed. Most of them have some pressing sanitary work or works to take up. They are not in a condition to bear any financial strain. Unless Government comes to the help of the Municipalities and takes over on its own shoulders the whole, or the greater portion of the plague charges, they will become hopelessly insolvent, and they will for many years not only be unable to make any reforms and meet the growing educational and sanitary wants, but will be unable even to maintain their existing schools and dispensaries and to carry on the ordinary works of sanitation. If Government throw public duties on the Municipalities, they are bound to see that they have left with them means sufficient for the thorough discharge of such duties. I submit it is neither fair nor politic to throw on the Municipalities burdens which must necessarily cause them very serious financial embarrassment and from which there may be no reasonable prospect to be relieved for a considerable period.

If Government however are not inclined to help the Municipalities in this manner, I should request them to make the plague expenses payable by several annual instalments and meanwhile not to charge interest on them. If they are not able to see their way even to go so far, I pray that they will advance them money on the ordinary conditions of loans to public bodies. At a time when the money market has become so tight, it would not be proper to drive them to the open market where more than average interest is likely to be demanded from them.

While on the question of plague expenses, I shall not allow this opportunity to pass without saying a few words in connection with the plague administration. My object in referring to this matter is not to find fault with the actions of Government, but to point out certain defects in order that they may not appear in future administration. Your Excellency's kindly sympathies for the sufferings of the masses, your untiring industry, and your self-sacrifice will long be gratefully remembered by the people. As regards the officers actually guiding the plague operations in the districts, no one complains that they are wanting in energy, industry or earnestness. But these qualities cannot earn good results unless they are accompanied by tact, a sympathetic mind and an efficient control over the actions of the lower subordinates. It is generally the lower grades of officers who actually come in contact with the people, and it is necessary to keep a strict supervision over them to prevent them from levying blackmail and exercising acts of oppression. All officers are not equally gifted with tact, sympathetic turn of mind and the power of supervising the acts of subordinates, and I think that if Government, in the event of plague appearing in a serious form in any district or city, were able to depute some officer more gifted than others with these qualities to take charge of the operations, they are likely to prove more successful and less annoying to the people. Some officers try to lay down hard and fast rules and to carry them out most strictly. But in practical working over-strictness in any matter would defeat the object of the most salutary rules. Thus it is no doubt very desirable that the authorities should have correct information of the number of plague attacks and plague deaths; but a hard and fast rule to drag to a criminal court every person who has failed to give information about the death of his son, parent, wife, brother or sister and to sentence him to a term of imprisonment will not produce the desired result. The man whose near relative is just dead or attacked with plague would become an object of sympathy, and relations and neighbours would be averse to give information which might expose him to harsh treatment. Thus strictness in the matter comes in the way of the authorities receiving information in the ordinary course and there is further a fear of the gaols becoming infected by many persons from infected houses being sent to imprisonment. Disinfection of houses within particular limits may be a very good measure, but if books of accounts and valuable clothes are burnt, and if costly furniture is disfigured, you set a premium to people not giving correctly the

places of death or to the payment of bribes for the purpose of avoiding disinfection; and thus places which really require disinfection may not be disinfected at all. If an attempt is made to segregate whole families, the very persons who are in attendance on a plague patient may escape, and may in other places, become the centre of infection. If restrictions are placed against inhabitants of plague places going to other localities, they would go clandestinely and they would escape the necessary medical inspection at the place of arrival. Thus there is a great danger in working most of the measures with over-strictness. Now as we have the practical experience of the working of the plague operations for about two years, I think it would be desirable that there should be a conference of some of the best officers, who might have worked with success, to frame a set of rules for the guidance of plague operations. We have got the Famine Code, and we have seen how useful it has proved in regulating the famine operations. A similar code of rules in connection with the plague measures is likely to be most useful, would render their working uniform, and would save people from suffering from the freaks, caprices and hobbies of individual officers.

I now proceed to some of the items of revenue and expenditure under the head of Land Revenue. In reference to the question of the rates of fines and additional assessments on agricultural lands appropriated for building purposes, I respectfully submit that there should be some change in the policy of Government. I take the case of the city of Ahmedabad. It possesses a very nice climate and has very healthy surroundings, and yet the normal death-rate is very high. I attribute this high rate to the circumstance that the city site is very over-crowded. It has a population of over a lakh of people in the city proper crowded within an area of about  $\frac{1}{4}$ ths of a mile. The circumstance that no appreciable quantity of agricultural lands in the neighbourhood is taken up for building purposes indicates that the people find the present rates prohibitive. I think something ought to be done to relieve the city of the high death-rate, and it seems to me that the best way of doing it is to extend the residential area. Let the conditions be made sufficiently liberal to encourage people to build on agricultural lands and the city will get fast relieved of its congestion. It is quite true that if Government are pleased to modify the conditions it would be the better class of the people that would avail themselves of the benefit of the modification. One cannot expect poor people to build. But whoever builds, the benefit to the health of the city will be all the same, and the city will become less over-crowded and more healthy. I submit that the circumstance that the comparatively wealthier people may take up the lands for building is not a proper reason for not making a modification in the present conditions.

In reference to another item of expenditure under this head, I beg to point out that the Kámungo district establishment is a new one, and that it costs Rs. 2,25,000 to Government. The work that is now done by it used to be performed by the ordinary Revenue Department. In making developments in this department, I trust that corresponding decrease is made in the Revenue Department.

I next beg to refer to the allotment in respect of cost of maintaining professional survey parties; it is estimated at Rs. 2,90,000. The Council has several times been informed by the members of Government that the Survey Department would shortly be abolished. The finance member in his speech in 1895, stated that it would cease to exist from the 1st January 1897, and that from that day the Survey Commissioner and Director of Land Records and Agriculture, the Superintendent, Deputy and Assistant Superintendents, Settlement Officers and Divisional Inspectors and their establishments which constituted the Survey Department would be replaced by the Director and four Divisional Inspectors of Land Records and Agriculture. Now the Director of Land Records is not designated the Survey Commissioner in the Budget, but so long as no saving is made in the expenditure, it does not matter to the tax-payer whether the officer is styled Commissioner or not. As regards the subordinate establishment, though we have now 14 District Inspectors and as many Assistant Inspectors in addition, the Survey Department has not yet ceased to exist. One fails to understand how the calculations of careful officers, who have full materials before them to enable them to arrive at correct conclusions, are not realized, and how the Survey Department manages to keep its work unfinished so long beyond the time when it was expected to be closed.

There is another point to which I beg to draw your Excellency's attention. In those cases where Government were pleased to allow suspensions in the payment of revenue last year, Government officials now press for the payment of revenue, both of the last year and

the current year; and in those instances in which the rayats have taken the Takávi advances, they are pressed also to pay the proper instalments. The rayats are just emerging out of the distress caused by the famine, and the plague has affected them badly. Government officers are no doubt bound to do their best to recover the dues of Government. But the result of the pressure would be to drive many of them into the hands of the money-lenders, and the benefit that Government intended to confer on them would be completely neutralised. I trust that Government will be pleased to show due leniency in this matter.

In connection with the question of General Administration, I have to offer a suggestion as to appeals that come to Government from native territories, and I trust that your Excellency will not consider me out of order in doing so.

His Excellency the PRESIDENT—The honourable member is not entitled under the rules of debate to allude to that question.

The Honourable Mr. PAREKH—I looked upon the question as a financial one, but if your Excellency thinks it will be out of order, I will not press the point. I beg to address the Council on another point in connection with the head of General Administration. On reference to page 78 of the Budget, it will be noted that the Collector's Local Fund Establishment costs Rs. 67,176 and Government require the Local Funds to contribute Rs. 70,000 for it; in the Commissioner's offices the cost of Local Fund Establishment is Rs. 2,636 and the contribution is Rs. 3,325; and in the Sind Commissioner's office the cost is Rs. 1,475 and the contribution is Rs. 1,675; it thus appears that Government make a profit of about Rs. 4,000 from the administration of the Local Funds. This is no doubt a very small sum. But I submit as a question of principle, that as the Local Funds are poor and they exist to supply local wants which they are able to meet only imperfectly, Government should levy from the funds only as much as is necessary to meet the charges incurred on their behalf; Government ought not to make any profits from their management of these funds.

Proceeding then to the head of Police, I find (page 107) the large sum of Rs. 4,09,286 budgetted for the cost of Police in the territories under the Káthiáwár, Mahi Kántha, Pálanpur and Rewa Kántha Agencies. Against this a contribution of Rs. 28,600 is received from the Káthiáwár and of Rs. 100 each from three other Political Agencies, namely, Mahi Kántha, Pálanpur and Rewa Kántha (page 20). An additional sum of Rs. 30,900 is also received from Káthiáwár, but that need not be taken into account as the figure of Rs. 4,09,289 is derived after deducting it. Thus the Provincial Revenues have to pay about Rs. 3,80,000 net for police services performed within Native States.

The Honourable Sir CHARLES OLLIVANT—I am sorry to interrupt the honourable member, but I rise now, while the point is being mentioned, to correct a misapprehension into which the honourable member has fallen. As a matter of fact no portion of the cost of the Police of Native States falls upon the Bombay tax-payer. Such of the cost as is not met from requisitions of the States concerned is paid out of an amount allowed by the Government of India to this Government in lieu of the subventions it formerly received.

The Honourable Mr. PAREKH—Yes, but my argument is that, if any contribution to the extent of the services performed by the Police was received from the Native States, either by your Excellency's Government or by the Government of India, the Provincial Government would have been benefited by that amount. Therefore I submit it would be proper for the Native States to pay the full amount of the cost of the police services rendered to them. It does not appear right to me that the tax-payers in British territories should pay for the expenses of the police service outside them.

The Honourable Sir CHARLES OLLIVANT—May I explain to the honourable member that some years ago the Gáekwár of Baroda was granted the assistance of British Police. The Government of India obtains for the assistance thus rendered a fixed sum in cash and this is made over to the Bombay Government and out of it the British Police serving in Baroda are paid. Not a single farthing of the cost falls on the tax-payer of this Presidency, and if the Police were not kept up, the benefit, or rather the financial saving, would accrue, not to the Provincial Government but to the Gáekwár.

The Honourable Mr. PAREKH—After that explanation, my Lord, I will not take up the time of the Council by any further allusion to this subject. But there are one or two



other matters connected with the estimates in respect to the police service that I desire to speak on.

The next item to which I shall refer under this head is that of the Punitive Police. The assignment under this head is of Rs. 1,10,000; considering the Budget grant of the last year was Rs. 26,000, it appears that this large increase is in consequence of the stationing of the Punitive Police at Poona. I am glad to find from the answer given to one of the questions to-day that the town of Poona has not to repay the cost of this measure. Since the stationing of the Punitive Police, facts have transpired which show that the diabolical murders at Poona were the outcome of the wickedness of two individuals and that other people were not connected with them. However execrable the deeds might be, there was nothing in them to justify the punishment of the whole city; Poona again has suffered very severely from the plague and it has some urgent sanitary wants which must remain unattended to for want of funds. I trust that your Excellency will see your way to free the city from the unnecessary burden and to order the removal of the Punitive Police as early as possible. Your Excellency will next notice that the revenue derived from the placing of Punitive Police is Rs. 2,14,000 (page 19), while the cost of such Police is Rs. 1,10,000 (page 102). The great difference between the receipts and expenditure is perhaps owing to the intention of Government to recover during the current year the contribution on account of the Punitive Police both for the current year and the last. Considering some of the urgent needs of the city and the inability of the people to meet any additional taxation, I submit it would be a fitting act of grace on the part of Government to forego these charges altogether.

The next item in respect of which I should like to say a word is of Rs. 57,000 on account of Pagis or village trackers. It is charged to the Local Funds. The Pagi service is a branch of the Police and I do not think this service has any connection with the object for which the Local Funds were created. The Pagis is an old service, considerably older than the Local Funds, and ought to be paid out of the Provincial Revenues. It is not fair to the Local Funds that they should be made to bear the charge of this Pagi service.

I now proceed to the head of Education. I respectfully submit that Government do not spend as much as they ought to do in the interest of education. I am prepared for the answer from the financial member, "I should be very glad to give more funds, but I have none to give." So far as the people are concerned they have a grievance in the matter. It does not concern them whether the blame in the matter rests on the shoulders of the Government of India or the Local Government; if we go to the Supreme Government they will probably tell us, "We have nothing to do with in the matter, we have left it to be provided for by the Local Government and you should therefore go to them and not come to us." When we come to your Excellency's Government, your Excellency will say, "What can we do? After providing for the necessary expenses of the other departments we have nothing left to us to add to what you receive." A perusal of the last report of the Director of Public Instruction shows that the rate of progress is considerably checked by enough not being spent, and that insufficiency of funds prevents the natural growth of education. Káthiáwár was at one time regarded as one of the backward provinces in the matter of education. But in the five years' period from 1892-93 to 1896-97 Káthiáwár has made greater progress than any division of the Presidency Proper. I do not here wish to institute any comparison with the Central and the Southern Divisions, because it may be said that the attendance in these divisions was injuriously affected by special causes; but there would be nothing wrong to compare the progress of Káthiáwár with that of the Northern Division. In 1892-93 the children under instruction in Káthiáwár and the Northern Division were 17·08 and 16·18 per cent., respectively. In 1896-97 they were 20·44 and 18·34 per cent., respectively. Thus, while the Northern Division made an advance of only 13 per cent., Káthiáwár made an advance of 20 per cent. The percentage of the pupils receiving secondary instruction in 1892-93 was 1·75 and 1·32 in Káthiáwár and the Northern Division, respectively; in 1896-97 it was 2·79 and 1·67, respectively. In this way, in secondary instruction, while the Northern Division made an advance of 25 per cent., Káthiáwár made an advance of 60 per cent. The percentages of boys under primary instruction in 1892-93 were 24·12 and 22·75 in Káthiáwár and the Northern Division, respectively. In 1896-97 they were 27·78 and 25·55, respectively. Thus, while the Northern Division made an advance of 12 per cent., Káthiáwár made an advance of 15 per cent. The percentage of girls under instruction in 1892-93 in Káthiáwár and the Northern

Division were 2.95 and 3.66 respectively. In 1896-97 they were 3.83 and 4.57 respectively. In the number of girls under instruction the Northern Division made an advance of 25 per cent., while Káthiáwár made an advance of 30 per cent. In this way Káthiáwár is not only ahead of the Northern Division in the percentage of boys under primary and secondary instruction, but it also makes a rapid progress. Among girls under instruction, though the existing percentage of pupils is greater in the Northern Division than in Káthiáwár, the progress in Káthiáwár is superior. If sufficient money were allowed there should be no reason why the Northern Division should not advance as fast if not faster than the Káthiáwár States. It is the British Government that has introduced State education in the country. The British Territories had first the benefit of it. We were considerably in advance of the Native States; and it is a matter for regret to the subjects of the British Government, that our Government is unable to spend on education enough to keep pace with the Native States in spite of the help of the local bodies. In the Budget of the present year there is a decrease of more than 300 in the number of teachers in primary schools.

Government have been requested on many occasions to reform the construction of the Law School. The report of the Committee appointed by Government has been long before Government, and I hope steps will soon be taken to put the school on a satisfactory basis. The school yields a revenue of Rs. 23,000 and the present expenses amount only to Rs. 13,500. Government will not think of making revenue from an educational institution of this kind.

Government has before it an application for the sanction of another Law School in Bombay. The names of the persons under whose auspices it is being started is a sufficient guarantee for its efficiency and tone. I agree with my honourable friend, Mr. Khare, in asking that the sanction should be given. It cannot be said that another school is not wanted: the number in the present school is too large for its teaching staff. Monopoly can do no good. A healthy rivalry is likely to act favourably on the tone and efficiency of both the institutions. I trust Government will give an early sanction to the recognition of the new school.

Under the branch of Scientific and other Minor Departments, I am very glad to find that Government has at last been able to pay the promised grant of Rs. 17,000 to the Reay Industrial Museum. There was a sort of contract arrangement for this payment. It is very satisfactory that Government has now been able to redeem its promise in the matter.

I shall say a few words in reference to the assignments of the Provincial Government to the Local Funds. The first of these is about the contribution in lieu of one anna cess of the excise revenue. The excise revenue of this Presidency amounts to Rs. 1,12,00,000, and one anna of this ought to be Rs. 7,00,000. I had read the previous discussions in the matter, and I enquired of the honourable member in charge of the Finances when the question about the inadequacy of this contribution was last considered. I have been informed that the question was fully considered by the Supreme Government in 1884, who definitely refused to allow any increase to be made in the grant on the ground that excise was not *Sayar* revenue and was not liable under Act VI of 1869 to the one anna contribution. Now with every respect to the Government of India, I submit that a contribution had never been claimed out of the excise revenue on the ground that it was *Sayar* revenue. There can be no doubt that at the time the Local Funds Act was passed the term *Sayar* included that branch of revenue which is now known as A'bkári, and therefore under a proper construction of the Local Funds Act, the Local Funds are entitled to a one-sixteenth share out of the excise collections; we have respectfully to bow to the decision of the Government of India, but we cannot help feeling a doubt about its correctness.

Under the head of Grants to Schools, the actuals of 1897-98 came to Rs. 5,32,000 and the Budget and the Revised estimates of 1896-97 were Rs. 5,34,000, but the grant for the current year has been brought down to Rs. 4,95,000. I respectfully submit that, even though Government may not be able to make increases, it would not be proper to reduce existing grants. Local bodies are on the whole even without the reduction in great financial distress and the grants made to them for carrying out their educational and sanitary works ought not to be the subject of reduction. The grant for village and water-supply, which was Rs. 2,18,000 in the Budget of 1896-97, was reduced to Rs. 30,000 in the last year and in this year's budget this grant disappears altogether. The improvement of the water-supply for drinking purposes is much needed in the country. The rural population in

many cases does not always get good potable water, and works for supplying water deserve great encouragement; no curtailment ought to be made in the grant under this head.

The Honourable Mr. PHEROZESHAH MERWANJI MEHTA said:—Your Excellency, I confess that I am inclined very much to envy the courage of my honourable colleagues, who have spoken before me, in grappling so undauntedly with the numerous subjects which they have unhesitatingly placed before the Council for its consideration at such length. They do not seem to be at all dismayed, if not with the usual academic character of our Financial debates, even with the hopelessly futile character of the discussion in this particular year when we are landed in a situation of a most unprecedented character. It cannot but be depressing to make useful suggestions with the consciousness that they are doomed to immediate extinction. However, my Lord, one has to justify one's existence at times, and I hope the Council will bear with me while I offer a few remarks on the Budget placed before us. I quite join with my colleagues in feeling that the meeting at which we are gathered together here to-day is a meeting of condolence and in offering to your Lordship and the members of your Government our deep and most lugubrious sympathies. The Honourable Mr. Nugent, who prepared the Budget, has truly told us, in the humorous way in which he has always brightened up the debates in this Council, that the result of his efforts this year is only "an object of melancholy contemplation." The sum total of the Budget is that the Presidency and your Excellency's Government are bankrupt, and have to subsist upon the charity of the Imperial Government. My Lord, this Presidency has never before been reduced to such straits ever since the introduction of the system of what are called Provincial Contracts. As the Council are aware, the system of Provincial Contracts was instituted by the Government of Lord Mayo in 1870. The arrangement then made was a tentative one and limited in its scope; but it met with such a hopeful measure of success, that in 1877 the present system of quinquennial contracts was adopted, and the scope of the arrangement was expanded and enlarged. It so happened, however, that the commencement of the second Provincial Contract (1877-1882) was contemporaneous with the great famine of 1877, which exhausted the resources of the Provincial Government at the very outset so completely as to compel the Government of India not only to bear the greater part of the burden of relief, but even to find money for the Provincial Government to go on with,—a situation not unlike what we have had recently to pass through. I would ask the attention of the Council to the way in which it was thought right, under such circumstances, to deal with the Presidency when the time came in 1882 to make a fresh contract. Though by that time the Provincial Exchequer had recovered itself to a considerable extent, the Imperial Government thought that it was a proper and fitting occasion, not to let the Presidency stew in its insolvency, but to grant it more than usually favourable terms, so that when the third Provincial Contract closed in 1887, it closed with a balance of 52 lakhs, including the uptill now considered irreducible minimum of 20 lakhs. The Fourth Provincial Contract (1887—1892) showed equally favourable results; after comparatively heavy expenditure on public works, and after helping the Imperial Exchequer with a contribution of 17½ lakhs of rupees, it was able to announce a surplus of nearly 41 lakhs. The Fifth Provincial Contract, which closed in 1897, promised well, though useful expenditure was with dubious propriety largely curtailed; but the prevalence of famine disturbed the finances, directly and indirectly. With a contribution of 30 lakhs from the Government of India on account of famine charges, the fifth contract showed a closing balance of 17 lakhs in its revised estimates,— a balance in its nature factitious. Last year was nominally the first year of the new contract, but it can hardly be called a contract year at all, for several important heads were excluded from settlement till the following year. This year is really the first of the new contract and for the first time since the famine of 1877 the year opens with a balance of *nil*; and it is without a balance at all that this Presidency for which the irreducible minimum of surplus was fixed at 20 lakhs, is asked to carry on its financial administration for the next four years. It seems to me, my Lord, that this Presidency has good reason to complain, and complain bitterly, of the treatment it is receiving at the hands of the Government of India. It is true that the Government of India has borne, as it was bound to do, the greater portion of the famine charges. But it has undertaken to bear only a very small share of the expenditure on account of plague, its contributions being about 10 lakhs last, and 7 lakhs this year. I venture to submit that this Presidency has a right to far more liberal treatment than this. The principles upon which these Provincial Contracts are regulated were carefully considered and laid down by the Government of India in its Resolution of 1881 on the subject. That Resolution

is well known to us as the Local Self-Government Resolution of Lord Ripon. As enunciated in that Resolution, Provincial Governments were not only entitled, in times of extraordinary calamities, to draw on the Government of India for unforeseen, unprovided and exceptional expenditure, but they were further entitled to expect that such an adjustment would be made as would enable them to start with a working balance of what has always been considered to be the irreducible minimum of 20 lakhs for a Presidency like that of Bombay.

The gloom, I deliberately use that word, and the surprise with which the whole country learned of the refusal of the Government of India to accept any assistance from the British Exchequer toward meeting the cost of the frontier wars was great, but it was felt that the refusal could only have been made in consequence of the knowledge that the country was regaining its prosperity, and that with that regained prosperity the Provincial Governments had received liberal treatment. But, to our sore disappointment, we find that the Government of India have been able to show a surplus by starving, whether other Presidencies I do not know, but certainly this Presidency. We know that the Civil Works Budget used to be prepared on the understanding that the expenditure ought never to go below 38 lakhs, but it has been brought down this year to 28 lakhs. How is that done? Why, my Lord, as my honourable friend Mr. Chandavarkar has pointed out, by refusing even to incur the cost of whitewashing the Elphinstone College,—whitewashing that was absolutely necessary after the plague period through which we had passed. If a private individual had refused to whitewash his house under such circumstances, I do not know what criminal consequences he might not have incurred; but here we have the Government of India placing this Presidency in such a predicament that your Excellency's Government are obliged to tell the Principal of the College that plague or no plague "You cannot have whitewash." This may be a somewhat extreme illustration, but it shows the manner in which this Presidency is being starved during the tenure of the present contract. It seems to me that the Government of India can only justify its present action upon one principle. Providence has dealt severely with this Presidency during the last two years; famine, plague and other calamities have come upon us in rapid succession. Possibly the Government of India thinks it would be thwarting and hindering the intentions of Providence if it did not leave us to be chastened and disciplined by the visitations which Providence has been pleased to inflict upon us. That would seem to be the only justification for the treatment that the Government of India has accorded to this Presidency.

I will not say any more upon the general question of the Budget except to remark that while we all welcome Mr. James, we regret very much the absence of Mr. Nugent, who irradiated the most melancholy position with his humour. When he tells us that the Presidency is on its beam ends and the outlook for the future is black, the position must be very gloomy and very melancholy indeed.

I shall confine myself to a very few subjects in my detailed observations on the Budget and I shall first refer to matters affecting the Bombay Municipality. The first point to which I wish to ask the attention of your Excellency is regarding the apportionment of the City Police charges. My honourable friend, Dr. Bhalchandra, spoke as if some items in connection with the police expenditure have not been settled; but we have thankfully acknowledged the great service done by your Excellency in bringing to a termination the long-standing dispute in regard to the annual expenses of the City Police. Only two points remain now to be settled. After the decision of the Government of India and the Local Government was arrived at about the apportionment of charges, the Bombay Government presented their account for the three years 1892-93, 1893-94 and 1894-95. The Committee of the Corporation, which was appointed for the purpose of taking cognisance of this question, pointed out that Government had proceeded on an entirely wrong principle in arriving at the amount of arrears due, which, on the basis of the decision arrived at by Government, was Rs. 50,000 and not over a lakh of rupees as set forth in the account. Certain items were included, the decision in regard to which was not made until 1895, but for which we were charged in the accounts for the three previous years. I think honourable members of the Council will agree with me that these new items should have been charged from the date that it was decided they should be levied from the Corporation, and that if anything was to have retrospective effect it should be the payment of the one-fourth share by Government

which was decided as far back as 1891. The Committee of the Corporation showed that Government had overcharged us to the extent of over Rs. 50,000. The Corporation have repeatedly addressed Government on this subject, but up to the present moment we have absolutely received no reply whatever. But while Government have not replied, they have taken the money from us all the same by including it in the expenditure on plague account, which was due from Government to the Corporation. This is one of the two points upon which we ask Government to come to a final determination.

The second point which remains to be settled regarding the City Police charges is one which has long been under the consideration of Government and the Corporation. It has long been thought that the best way of putting an end to the disputes which have arisen in connexion with the police charges, would be for Government to take them over on receiving from the Corporation equivalent sources of revenue. Government have asked the Corporation to communicate to them their proposals in this behalf in writing; but the Corporation have learnt by experience, into which I will not now go, that this is a one-sided and impracticable mode of procedure. It is impossible to come to a settlement by the Corporation going on suggesting one source of revenue after another and Government carping at and rejecting them for one reason or another. The only fair and practical course is to appoint a small Committee of the nominees of Government and the Corporation to discuss and settle the matter. If Government are really inclined to bring about an equivalent transfer of the Police charges, I trust Government will accede to the proposal of a Committee which the Corporation has made to them and thus remove finally this long-standing source of irritation which has now and then marred the harmony of the relations between them.

I will next venture to draw the attention of your Excellency and the Council to the dispute which is pending between Government and the Corporation regarding the tenure of the land on which the Municipal Workshops and the Health Department Stables are situated. After this land had been enjoyed free by the Municipality ever since they received it in exchange for the old Municipal Market in Mr. Arthur Crawford's time, Government have suddenly started a claim under which they seek to oust the Municipality or to demand Rs. 24,000 a year as rent. I ventured to ask your Excellency's Government on a former occasion to refer the matter to arbitration, but it was declined on the ground that the Municipality did not appear to have any legal title. Since then, however, a diligent search has brought to light many important documents; and a case having been submitted to the eminent barrister who is standing Counsel for the Corporation, we have been advised that the Corporation have a good title to the greater portion of the land. The Corporation are most reluctant to place themselves in any position of seeming hostility or defiance to Government; but I am sure the Council will feel that with Counsel's opinion before them, they would be betraying the trust reposed in them if they did not by all legitimate means protect the rights and interests of the City placed by the Legislature in their charge. The only way by which the Corporation can escape going to a court of law in the inevitable discharge of their duty, is by a reference to arbitration. The Corporation have respectfully begged Government not to drive them to the disagreeable necessity of fighting with them in a Court of law, and I trust that your Excellency's Government will receive their proposal for reference to arbitration in the amicable spirit in which it is made, and thus avoid the lamentable spectacle of Government and the Corporation warring in a Court of law.

I will next draw the attention of the Council to the question of the financial responsibility for plague operations. I venture to think that the only practicable and reasonable solution of this question is that the cost of plague operations in the City of Bombay, as well as in the rest of the Presidency, should be defrayed by the Imperial exchequer. Not only Bombay, but a large number of the mofussil towns have been infected with plague. It is impossible to expect them to pay for plague measures forced upon them in the interests of the whole country out of their extremely limited resources. As a matter of fact they are totally unable to do so. It would be to ruin all prospects of necessary future improvement to recover the expenditure from them in course of time as the Government of India gravely asks us to do. Surely plague time is one of those occasions on which the burden of the tentative and extraordinary measures carried on by Government should be borne by the Imperial Government. I have no doubt that your Excellency and the members of your Government will strive their utmost to induce the Government of India to take this, the only just and reasonable, view of the matter; but if it is not

to be so, the Bombay Corporation has a grievous complaint to make. If the City has to bear the greater portion of its plague expenditure, it has a right to expect that measures should not be taken by which its money should be needlessly squandered. That its money has been squandered, I was almost going to say criminally squandered, as indicated by my honourable friend, Dr. Bhalechandra, is now too patent to require me to go into details. I am quite prepared to admit that on occasions of emergency it is not possible to avoid a great deal of what may afterwards seem to be waste; but after such investigation as we have been able to make in the accounts of the Plague Committee, what we have to complain of, and bitterly complain of, is something over and beyond this justifiable amount of blundering waste. And how has this unjustifiable and extravagant waste taken place? I venture to say that the reason is not far to seek. Nothing else could have been expected when the money was to be found by one body and was to be spent without control by another. I make bold to say that if the Plague Committee had known that the money to spend was Government money, then I feel certain that we would never have heard of the necessity of being wasteful on the plea of emergency; and a good many of the items which now disfigure the plague accounts, would never have been there. With the lessons taught by this experience, the Corporation had a right to expect that they should not be displaced in favour of a system which had so completely broken down. When plague first invaded the City, I have always admitted that the suddenness, mysteriousness and swift and appalling severity of the visitation demanded a sort of dictatorial *regime*, and the Corporation loyally co-operated, without caring for constitutional questions about their rights and privileges, in enabling Government to assume authority centralized in their own hands. The Corporation readily made way for the Committee appointed by Government. But when the suddenness of the invasion passed away, when there was time and opportunity to concert measures in the light of past experience, the need for a dictatorship passed away, and the Corporation, with its executive functions vested in a Government officer selected by Government themselves and assisted by experts of experience and ability, might well have been entrusted with the task of coping with the pestilence in the City, helped and guided by advice from Government. Government, however, reappointed the Plague Committee. With what result? The Committee had the interval of the rains to make preparations for the next campaign; and still I venture to say that this Committee proved—I was going to say in every thing, but I will confine myself to saying—a disastrous financial failure. The Corporation has pointed out, in its representation to Government on the subject, how wastefully and unprofitably their money was squandered by the Committee; and if I may venture to say so, it cannot be gainsaid that the ultimate, if indirect, responsibility of this failure must rest with Government, because, after all, the Committee were under the direct orders and supervision of Government, and derived all its authority from them. Surely it is neither fair, reasonable, nor judicious to persist in setting aside the Corporation in favour of a system which has been tried and so signally found wanting. But this is what has again been done by their recent orders, against which the Corporation have felt it their duty gravely to protest. I feel sure that nothing is further from your Excellency's intention than to cast any reflection upon the capacity of the Corporation to carry out its duties, and I still trust that your Excellency's Government will reconsider a policy which is neither informed by experience, nor consistent with fair play and justice.

Several of the speakers have referred to the serious dacoities, accounts of which have recently appeared in the public papers. It is not, however, this recrudescence of big dacoities which now and then attract public attention, serious as they are, which is the most serious part of the affair. What I should like to draw the attention, and the careful attention of Government to, is the ordinary prevalence of small dacoities throughout the greater portion of several of the districts in this Presidency. With the district police, as it is at present organized, there is not a village which is not open to attacks of dacoits; and it is enough for half a dozen or a dozen men banded together to raid any village they like with more or less impunity. There is absolutely nothing like adequate or efficient protection for any village against such attacks; and those who are familiar with the criminal records of the Presidency know that every well-to-do villager is exposed to the danger of being pounced upon and plundered and maltreated by small bands of dacoits. The recent re-organization of the district police is utterly insufficient to cope with this serious evil. It is the village police which urgently requires to be considerably strengthened and more efficiently organized than at present. Under the practical working of the Arms Act the villagers have no means to protect themselves, as only one individual

here and there can obtain, and that with considerable trouble and difficulty, a license to carry a weapon. The illicit acquisition of arms is not nearly so difficult; and swords and guns are not unfrequently employed by dacoits. I venture to submit to Government that the strengthening and re-organization of the village police is urgently needed.

In referring to the head of Police, I had intended to say a few words about the Punitive Police. But, if I may venture to use such a word, I am so elated with joy at the answer which your Excellency's Government have given to my question regarding the imposition of the Poona Punitive Police, that I have forgotten all that I had got to say, and I only wish to tender my hearty thanks to your Excellency and your colleagues for the sympathetic manner in which they have dealt with the matter. One observation, however, I am tempted to make. There are honourable members of this Council and your Lordship's colleagues who have strenuously objected to the use of the term "Punitive Police," and they have earnestly assured us that by virtue of the protective policy on which it is grounded, the proper and only term should be "Protective Police." But the irony of fate spares neither high nor low. It is not a little surprising to find that so formal and public a document as the Budget of your Excellency's Government uses the word "Punitive Police." The non-official members of this Council who were upbraided for their perverseness in contending that "Punitive" was the right designation, thus find themselves justified even of their opponents. I may add that the experience which we have gained of the working of the imposition of Punitive Police in this Presidency has entirely borne out the opposition which I have consistently offered to the policy on which it is based. That experience proves that the imposition can result only in taxing the innocent for the sins of the guilty. The authors of crime and disorder and disturbance of the public peace, if not discovered and punished criminally, are never discovered for pecuniary liability and taxation. Probably they have nothing that is taxable; and the burden ultimately devolves upon the innocent and honest portion of the population of the area or locality.

I wish to say one or two words only upon the subject of Education. My colleagues have referred to the question of the reform of legal education. Government have from time to time recognised that the Law School required reforming, and they were prepared to carry the reform out—at one time it was only the sanction of the Government of India which prevented the Local Government from transforming it into a permanent Law College. We were fed upon hopes, but that hope has now passed away until some remote future, when Government might be able to devote a few thousand rupees for the purpose of turning the school into an efficient institution. I cannot understand the policy of Government in delaying for a single moment the establishment of another institution to take the place of a much-needed Law College. It would be futile to hope in the existing state of the finances of the Presidency that the money will be forthcoming to carry out the reforms needed in the Government Law School. I believe that a Commission, presided over by my honourable friend, Mr. Giles, has reported to your Excellency that reforms are needed—reforms that will cost money; but we know that no money can be allotted for the purpose at present. If an institution under proper supervision and guidance offers to do what Government are absolutely unable to carry out in the near future, it seems to me that Government should give the question most sympathetic and careful consideration. The institution for which sanction is required has all the guarantees of proper supervision; it will have for its President Mr. Justice Budrudin Tyabjee, and my honourable friend Mr. Chandavakar and other equally well-known and distinguished gentlemen are associated with the movement. I trust your Lordship will consider the application they have made and give to it a sympathetic reply. Your Excellency will remember that the University of Bombay used to receive from Government a grant of Rs. 5,000 a year, which was withdrawn at a time when it did not matter the least bit to the Provincial finances whether it was paid or not. In those days it was said that the calls upon the Government were so great that unless the Rs. 5,000, which remained out of the original grant of Rs. 15,000, were withdrawn, the administration of education in the province could not be carried on. The stoppage of the grant has been followed by a most remarkable circumstance. When Government contributed to the funds of the University, they interfered as little as possible with the constitution of the University; but now the grant is withdrawn—I hope it is not in pursuance of any retrograde policy—Government seem disposed to interfere more with the University and its academic administration than it ever was wont to do. Formal decisions arrived at by

the Senate are not treated with the consideration they used to receive in days gone by; and knowing that your Excellency's sympathy with education is great, I hope the constitution of the University will remain unimpaired by your Excellency's Government as it was throughout the administrations of your Excellency's predecessors.

In conclusion, I desire to call attention to one little point in connection with Excise, a department which seems to follow the example of the preacher who said that though he was bound to preach good principles he was by no means bound to practise them. The Excise Department always says that it does not exist for the purpose of raising revenue, but for other beneficial purposes; in practice, however, this principle is not maintained. A case in point has come under my personal observation at Mátherán, which has existed for forty-five years without the need of a liquor shop having been discovered. Suddenly the rains before last, when nobody was on the hill, it was decided that a liquor shop should be started. I know that the department is always supposed to give notice. We are told that notices were given in this case, but then they must have been affixed to the trunks of trees, but without people to read them as the population all go down to the plains in the rains. When the time came for the people to go up to the hill they found this abomination flourishing vigorously, and they also found that there was an increase of crime and disorder, and a representation was made to the Superintendent. The reason I have asked for the correspondence is that I believe it contains a report from the Superintendent that in consequence of the opening of the liquor-shop there has been an increase of crime and disorder upon the hill. If that is part of the report I can bear it out from my own observation. The opposition to this liquor-shop came from no fictitious parties, but from the most respectable visitors on the hill and those who occupy their houses permanently, and no greater mistake could have been allowed than to permit this establishment to be started. I know we must bow to the decrees of Providence, that is to say we must bow to the resolutions of Government, which are something like the laws of the Medes and Persians; but I must say that the establishment of a liquor-shop in a place like Mátherán does not speak well for the *bond fides* of the spirit in which A'bkári administration is carried on in this Presidency. In itself, a very small case, but it illustrates the arbitrary and selfish way in which revenue is attempted to be made out of the drunkenness of the people.

The Honourable Rao Bahadur CHUNILAL VENILAL said—My Lord,—I do not wish to be so cruel as to criticise the Budget, which opens with a *nil* balance, and closes with a balance of Rs. 79,000 only, instead of twenty lakhs of rupees. The gloomy aspect of the Budget is not due to any fault of Government or their officers, but to adverse circumstances over which human beings had no control. The coat must be cut according to the cloth, and I am glad to find that has been done; but I earnestly trust that your Excellency's Government will be able to move the Government of India to afford more substantial help than has yet been promised, so as to improve the finances of this Presidency and enable needed works to be carried out.

The Honourable Mr. VIJBHUKHANDAS ATMARAM said—Your Excellency,—In commenting upon this year's Financial Statement, one can scarcely help giving expression at the outset to the feeling of disappointment and dissatisfaction at the treatment which the Supreme Government have thought fit to mete out to this Government so far as the arrangements under the new contract were concerned. Overtaxed as our resources have been during the past two years by famine and plague, the latter of which is still with us, one expected the Supreme Government to come to our rescue and treat us more liberally than they have chosen to do. No doubt they contributed Rs. 30,01,528 towards famine relief in 1896-97 and have undertaken to defray the whole cost of the famine operations in 1897-98, which has been estimated at Rs. 96,40,000, and have granted special contributions of Rs. 9,91,000 for the past year and Rs. 7,00,000 for the current year in recognition of plague expenditure. But the Provincial balance has disappeared, and a mandate has been issued to the local Government to begin *de novo* and build up its minimum balance of 20 lakhs by saving from current income and recovering such moneys as are due from the Local Funds on account of famine charges,—a mandate, I was going to say, which amounts practically to a direction to build up a huge superstructure without bricks and to make bricks without straw. Our Provincial Contracts have of late been so framed that this Government has to thank its stars when there is a windfall which enables it somehow to make the two ends meet. Nearly the whole of the surplus revenue which



remains after providing for Imperial and Provincial items on the expenditure side is diverted to the Imperial Treasury. I have prepared a tabular statement—I will presently place before the Council printed slips of it—which completely bears out this view. I take the actuals for 1896-97, the revised estimates for 1897-98, and the Budget figures for 1898-99. I choose these three years of set purpose. They cover a period during which the Provincial Government has received extra contributions from the Imperial treasury on account of famine relief and plague expenditure amounting in the aggregate to Rs. 1,43,32,528, and are, therefore, if anything, best fitted to show the Imperial Government to advantage so far as its net demands upon our revenue, in times of exceptional difficulty for our Presidency, are concerned.

The honourable member then handed round the table the subjoined tabular statement *viz.* :—

*Receipts.*

Year.	Imperial.	Provincial.	Total.
Actuals, 1896-97...	9,83,52,067	4,05,33,701	13,88,85,768
Revised, 1897-98...	9,86,43,000	4,26,90,000	14,13,33,000
Budget, 1898-99 ...	10,08,13,000	4,23,98,000	14,38,11,000
Total...	29,78,08,067	12,62,21,701	42,40,29,768

*Expenditure.*

Year.	Imperial.	Provincial.	Total.
Actuals, 1896-97...	5,47,88,873	4,27,44,886	9,75,33,759
Revised, 1897-98...	6,28,65,000	4,44,87,000	10,73,52,000
Budget, 1898-99 ...	4,99,57,000	4,29,19,000	9,28,76,000
Total...	16,76,10,873	13,01,50,886	29,77,61,759
Surplus .....	13,01,97,194		12,62,68,000
Deficit .....		39,29,185	

- (a) Imp. Share of Rev. : Gross Receipts : : 29 : 42  
*i.e.*, Imp. Share of Rev. = 69.047 p. c. of Gross Receipts.
- (b) Imp. Share of Exp. : Total Expenditure : : 16 : 29  
*i.e.*, Imp Share of Exp. = 55.17 p. c. of Total Expenditure.
- (c) Net Imp. Rev. : Gross Receipts : : 13 : 42  
*i.e.*, Net Imp. Rev. or Surplus = 30.95 p. c. of Gross Receipts.
- (d) Net Imp. Rev. or Surplus appropriated by the Imp. Exchequer  
 = Net Total Revenue + 39 lakhs and odd thousand.

The honourable member continued :—It will be seen from the figures I have just placed in the hands of honourable members, that a little less than one-third of the gross receipts, and not only the whole of the net revenue but some 39 lakhs over and above it, constitutes the surplus, which will be swept off into the Imperial treasury during the three years under notice, whereas the Provincial Government is left in possession of a little over 12½ crores of revenue and has to meet expenditure amounting to more than 13 crores. The result is a deficit of 39 lakhs and 29 thousand rupees, which, when deducted from the balance of 40 lakhs and 8 thousand with which the year 1896-97 opened, leaves this Government the small surplus of 79,000 rupees;—and this, after taking into account the subvention to it from the Imperial Government to the tune of a crore and 43 lakhs on account of plague and famine expenses. Such, then, is the apportionment of net revenue between this Government and the Imperial Exchequer. I am not unmindful, my Lord, of the exigencies of the Supreme Government. The demands upon their purse are many-sided and heavy and are steadily increasing year by year. And I recognise the fact that, consistently with the maintenance of its administrative efficiency, the Provincial Government is bound to loyally co-operate with the Imperial authorities in enabling them to tide over their financial difficulties. So far as the discharge of that duty

is concerned, it could not be denied that Bombay has all along contributed its share and more than its share towards Imperial requirements. On this occasion it has been deprived only of its promised working balance of ten lakhs, but on a former occasion it had to part with its hard-earned savings to the extent of no less than 17½ lakhs of rupees; and so far as the framing of the contract or the apportionment of revenue and expenditure between the two governments is concerned, I have already shown to what parlous plight we have been reduced. Why, my Lord, it comes practically to this that the minimum estimate of expenditure is fixed for this Presidency and all surplus revenue over and above that amount is appropriated by the Government of India, so that the local Government is reduced virtually to a mere collecting and executive body. I ask, could anything be further from the intentions of those who initiated the Provincial Contract system? Is this what is called financial federation and financial decentralisation of the Provinces, or may it not be more appropriately described as financial centralisation in perhaps its most objectionable form? But I need not pursue the subject longer. I think I have said enough to show that the local Government deserves all the help and support and sympathy which could be extended to it in the present state of financial embarrassment, in which the Supreme Government have chosen to land it.

While on this subject, I can scarcely refrain from remarking that it would be to the advantage of the local Government, if the additional members of this Council, instead of being asked to amuse themselves with a *post mortem* examination of a dead Budget, were called upon to diagnose and interest themselves in a Budget which is still in existence in its real sense,—at least once in five years, to begin with, when the terms of a new Contract are to be settled. Such a privilege secured to the non-official element in this Council, far from being a source of weakness and discomfort to the local Government, would materially help it and strengthen it in its efforts to secure a fairer bargain from the Supreme Government. And whatever the result, the situation could not at any rate be more cheerless than the present state of things, when the local Government has to work *in camera*, and fight single-banded and announce the upshot of the whole thing to the outside public, which finds itself in the unenviable position of having to make a futile outcry after the steed has been removed from the stable.

From these general considerations, my Lord, I pass on now to some of the details of this year's Budget. The remark in the Financial Statement that the Budget presented on this occasion could only be "an object of melancholy contemplation" is amply borne out, on a mere cursory survey of it. The Provincial Government finds itself resourceless and left to the tender mercies of the Government of India. The outlook is dismal for the local Government, but, I fear, it is more so for the agricultural classes in this Presidency. They are just emerging from the devastating effects of a visitation which has been pronounced on all hands to be the severest that the country has had to suffer from during the past hundred years. Myriads of cattle have died and thousands of agricultural families have been ruined, possibly for life. And yet we see the revenue suspended on account of famine collected with all possible speed, so as scarcely to leave any breathing time to the gasping rural population. To take only the one-fourth provincial share of land revenue, one sees it mounting up from Rs. 86,91,000 in the accounts of 1896-97 to Rs. 96,62,000 in the revised estimate of 1897-98 and rising still further and reaching the figure of 99 lakhs in the Budget estimate for the current year. No doubt large grants of tagái advances have been made to cultivators during the past two years and this year an allotment of ten lakhs has been made for the same purpose and an addition of a lakh and fifty thousand asked for from the Government of India. But no provision has been made during the current year for village water-supply; free grazing in the forests which was allowed last year on account of famine is stopped, and a larger revenue has been estimated in the current year's Budget from grazing fees and fodder grass; and the grant for Civil Works is reduced to a point which forbids the entertainment of projects of immediate usefulness to the agricultural population. I am aware, my Lord, of the difficulties of the local Government, but, while fully sympathising with it, I would earnestly urge that in its anxiety to carry out the mandate of the Supreme Government, it ought not to ignore its primary duty of helping those who depend on agriculture for their livelihood by allowing them to breathe a little more freely before exacting from them the assessment,—especially the enhanced revised assessment—to its full extent. From such personal observation as I have been able to make of the agricultural classes in this Presidency in the course of my commercial pursuits extending,

I may be permitted to say, over a pretty long period now, I must observe, with all respect for the able writer of the Financial Statement, that as to their "capacity of resistance" and their "customary elastic powers of recuperation," the less said the better. The agricultural classes, my Lord, deserve from Government the utmost practical sympathy that could be shown to them and the utmost relief and help that could be extended to them for at least a couple of years after the devastations of a famine.

In paragraph 11 of the Financial Statement, I see a reference to increase in crime and the consequent swelling of the jail population and of jail expenditure during the past year. It is not disputed that this period of abnormal increase in crime synchronises always with the period of scarcity and famine. Am I wrong, my Lord, when I observe that the disease suggests its own remedy! Namely, provision of more land for extension of cultivation, less fettered use of the forests and of the forest-produce, and loans free of interest to the lower agricultural tribes. During Lord Reay's *regime*, no less than 37,000 rupees were advanced to the Bhils in Khandesh free of interest. Ten years ago 133 acres of reserved forest were disforested and about 20,000 acres, which had been included in the demarcation scheme for the Junnar taluka, were abandoned as a remedy against the criminal activity of the Kolis in that taluka. I should like to be enlightened and I dare say some of the other honourable members would also be interested in the inquiry, as to whether this wise policy of your Excellency's far-sighted predecessor in office has been continued, and if so, to what extent.

In the expenditure under Land Revenue, I see Rs. 3,96,000 budgetted as the cost of Survey and Settlement operations for the current year. I hope, my Lord, every effort will be made to bring these operations to a close at an early date. It had been announced, if I mistake not, that the Department would be abolished on the 1st of April 1897. But it seems that it is to continue for another year yet, if not longer. The sooner this saving is effected the better, especially in our present state when we are hard up for funds. Before leaving this subject, I cannot but thank your Excellency's Government for its Resolution on the Revision Survey Settlement of the Olpad Taluka in the Surat Collectorate, by which there will be a reduction of the total assessments some 2 or 3 per cent., the decrease in some villages ranging from 40 to 50 per cent. It affords, my Lord, a much needed relief to the landholders in that taluka, who have been all these years admittedly over-assessed. In this connection, I may be permitted to remark that the papers relating to the revision settlement of that taluka afford ample testimony in favour of the contention that the so-called tests of material prosperity on which optimists base their conclusions of rural progress in this country, not only afford no safe guidance but are, in some cases, positively deceptive, and have, therefore, to be taken for what they are worth and no more, as has been done by Government in the present case and will, I hope, be done in such revision operations as have not yet been completed.

Turning to the provincial receipts under Salt, I find, my Lord, that the amount of fines and forfeitures, which was only 1,000 rupees in 1894-95 as also in 1895-96 and rupees 2,000 in 1896-97 leaps up suddenly to 6,000 rupees in the revised estimates for the past year. The rise, I fear, is too high and too sudden to be a matter for congratulation. It means an abnormal increase in the number of cases under the Salt Act, prosecutions under which, though they may be necessary and just in some cases, are too often calculated to create a wide-spread feeling of dissatisfaction and unrest among the mass of the population.

The Provincial figures under Exoise revenue for the current year show only a moderate advance over last year's calculations. But judging from the high prices realised at the recent auction sale of liquor and toddy licenses in the City of Bombay, the revised figures are likely to be much higher than those anticipated. I do not propose, my Lord, to go into the merits of the Abkari policy of this Government, which has been much canvassed on either side and which, if the report be true, is now engaging the attention of the Government of India. I will only remark that there is a general feeling that the methods and working of the Abkari Department betray a keener desire to push up the revenue than to guard the interests of the consumer. In connection with the recent sales of Abkari licenses in Bombay, for instance, it is feared that the inevitable result of the abnormally high figure attained at the auction would be to intensify the evil of short measure and adulteration. Unlimited competition in a matter of this kind seems to be an evil. I submit, Government ought, in this connection, to be careful

to see that the sums realised by the Department are reasonably below what might fairly be assumed as the net profits which an honest liquor licensee is likely to make on possible maximum consumption in normal times.

I proceed next, my Lord, to a subject which deserves a more generous and sympathetic consideration at the hands of Government than it has, I fear, been hitherto thought fit to give to it. I refer to the desirability of appointing capable Indians, at the earliest opportunity that presents itself in each case, to all those higher posts which have been thrown open to them under the Provincial Service scheme. In pressing this matter upon your Lordship's attention, I look at it not only from the point of view of political justice or of administrative economy, but also from the broader and higher stand-point of political expediency. It is often urged, my Lord, that Indian criticism of the motives and actions of Government shows very often utter disregard of the manifold difficulties which the administration has to contend with in striving honestly to do its duty by the millions committed to its care. It seems to me that a larger and freer introduction of the native element into the higher administrative sphere would have a salutary influence on the tone and temper of public criticism in this country. The anxieties and responsibilities of good government would percolate downwards from cultured Indians in high office; a better and truer appreciation of the motives and difficulties of Government would permeate native society; and gradually through the force which enlightened self-interest generates, the various duties of good citizenship would be more widely acknowledged and more readily discharged.

Before resuming my seat, I should like to say a few words about the distribution of plague expenditure between the local bodies and the State. I see under the head "Medical" on the expenditure side that from the total estimated expenditure in connection with Bubonic Plague during the current year, a sum of five lakhs of rupees has been deducted as being the amount which will be recovered from Municipalities and Local Boards. I think, my Lord, that the suppression and prevention of plague is a public or national duty as opposed to a local or parochial one, and that the entire cost in connection therewith ought to be borne by the tax-paying body as a whole, that is to say, by the central Government. The principles upon which famine relief is held to be an item of imperial expenditure apply with greater force in the case of plague relief measures. Operations, which, besides being too extensive or expensive for the resources of a district, are designed to meet abnormal calamities and confer benefit upon the whole community, must in justice be paid for by the central administration. The principle that a person is bound to insure the safety of his neighbour at any cost, or that he must at his peril confine the dirt to his own property and see that his neighbour's premises are not invaded by it, cannot be said to have any application in the case of what are called "acts of God." To apply these or analogous principles in the present case and on the strength of them to saddle the municipal taxpayer with what in common fairness ought to be borne by the general taxpayer is, I venture to think, to take a narrow and one-sided view of the situation. The burden imposed would be too heavy for the already crippled resources of some of the district Municipalities and Local Boards; and so far as the people of Poona are concerned, it would have been a hardship of no small magnitude if they had to bear the heavy cost of the punitive police imposed in that city,—a measure in regard to which those in authority, who are directly or indirectly responsible for it, need not be surprised if some very unpleasant things are said of them by critics who are at all times anxious to judge of them and their doings in a spirit of fairness.

His Excellency the PRESIDENT then adjourned the Council until 12 o'clock noon the following day.

*By order of His Excellency the Right Honourable the Governor in Council,*

C. G. H. FAWCETT,

Secretary to the Council of the Governor of  
Bombay for making Laws and Regulations.

Poona, 19th August 1898.

## PROCEEDINGS OF THE LEGISLATIVE DEPARTMENT, BOMBAY.

The following Extract from the Proceedings of the Government of Bombay in the Legislative Department is published for general information:—

*Abstract of the Proceedings of an adjourned meeting of the Council of the Governor of Bombay, assembled for the purpose of making Laws and Regulations, under the provisions of "THE INDIAN COUNCILS ACTS, 1861 and 1892."*

The Council met at Poona on Saturday the 20th August 1898, at noon.

### P R E S E N T :

His Excellency the Right Honourable Lord SANDHURST, G.C.I.E., Governor of Bombay, *Presiding*.

The Honourable Sir E. CHARLES K. OLLIVANT, K.C.I.E., I. C. S.

The Honourable Mr. H. E. M. JAMES, C.S.I., I. C. S.

The Honourable the ADVOCATE GENERAL.

The Honourable Mr. DAJI ABAJI KHARE, B.A., LL.B.

The Honourable Mr. NARAYAN GANESH CHANDAVARKAR, B.A., LL.B.

The Honourable Mr. A. S. MORIARTY, I. C. S.

The Honourable Mr. BHALCHANDRA KRISHNA BHATAVADEKAR, L.M.

The Honourable Mr. GOKULDAS KAHANDAS PAREKH, B.A., LL.B.

The Honourable Meherban Sardar NARAYANRAO GOVIND *alias* BABA SAHEB, Chief of Ichalkaranji.

The Honourable Mr. DHONDO SHAMRAO GARUD, B.A.

The Honourable Mr. P. M. MEHTA, C.I.E., M.A.

The Honourable Mr. VIJBHUKHANDAS ATMARAM.

The Honourable Mr. R. H. MACAULAY.

The Honourable Mr. E. GILES, M.A.

The Honourable Mr. J. K. SPENCE, C.S.I., I. C. S.

The Honourable Mr. H. M. THOMPSON, B.A., M.Inst.C.E.

The Honourable Mr. W. H. CROWE, I. C. S.

The Honourable RAO BAHADUR CHUNILAL VENILAL, C.I.E.

The Honourable Mr. C. T. BURKE, M.Inst.C.E.

In resuming the debate upon the Financial Statement the Honourable Mr. DHONDO SHAMRAO GARUD said—Your Excellency,—The Budget year 1898-99, though it has commenced under comparatively favourable auspices, is unfortunately very heavily handicapped by the legacy of deficit which it has inherited from the past year. The rainfall has been generally seasonable for the crops; and the agricultural prospects show signs of improvement. The spectre of famine has disappeared from the land. The rate of exchange is higher and the estimates of the exchange compensation allowance for this year are better than the revised estimates for 1897-98 by Rs. 47,506. But we have no opening balance; and have had imposed upon us by the Imperial Government the impossible task of building up this balance to the prescribed minimum of Rs. 20,00,000 by savings from the current income; and by such recoveries as are due, from Local Boards, of famine charges borne from the general revenues. It is therefore with a melancholy interest that one reads the remark of the honourable the Finance Minister that "for several years past it has been necessary to postpone for want of funds improvements, the importance of which has been amply recognised, but the financial crisis and the annihilation of the Presidency balance which has befallen us in the present year have postponed, to what seems an indefinite

period, the prospect of being able to provide for these desirable and much-needed improvements." It is a question for the consideration of the Imperial Government how long this stagnation in the Provincial administration is to be allowed to continue. Unless the Imperial Government comes to our help the chances of our regaining our financial equilibrium appear very remote. Plague and famine are alike exceptional visitations from heaven. The object of Government in battling against both is the same, *viz.*, the saving of human life, which is an object of Imperial concern. It is therefore to be hoped that the same considerations which induce the Imperial Government to bear all the famine charges will also lead them to bear all the plague charges as well.

The demand made upon the Local Boards of famine expenses incurred by Government will have the effect of postponing all new works within their sphere. The Local Boards have already spent very largely out of their balances on works of famine relief, and the payment of this additional contribution to the Provincial Government would be to them a task of extreme difficulty.

As regards the plague charges demanded from Municipalities, the expenditure was incurred by Government without allowing the Municipalities any voice in the matter; and the bills now presented to the Municipalities are altogether beyond their means. It is highly essential that the Imperial Government should bear a portion of this cost. A line may be drawn, for example, at the sum which it would be in the power of the Municipality to pay within one or two years; and all excess of expenditure over it might be paid by the Imperial Government. The Government of Bombay have undoubtedly used their best endeavours to obtain as high a contribution from the Imperial Government as they could; but the circumstances will justify a further effort in the same direction.

Referring to the Budget estimates, I beg to draw the attention of Government to the very low allowances given to patels and kulkarnis. Their powers and responsibilities are wide and various. During the last plague epidemic they were plague officers from whom certificates were required for passengers going to and from a village, yet the remuneration of these officers is in some cases not more than annas 12 per annum. It is of the utmost importance for the public interests, and also for the purity of the administration that the allowances of these officers should be so revised as to minimise the chances of an abuse of power.

In the Department of Law and Justice—Civil and Sessions Courts (p. 85)—it is remarkable that there is a great paucity of officers. The post of the Assistant Judge at Bijapur is vacant. In the Khândesh District, though the criminal work has been so great as to occupy the full time of the District Judge and the Joint Subordinate Judge (attached to the first Class Subordinate Judge's Court), there is no Assistant Judge as yet appointed. If no civilians are available to take up these posts of Assistant Judges, it would, at least, be equitable to give some allowance to the Subordinate Judges for the performance of these extra duties. It is much to be regretted that the Judicial Service does not now-a-days offer the same attractions to the members of the Civil Service that it did in the past. It is also possible that the liberality of the furlough rules has much to answer for the undermanning of the Judicial Service. Turning over the Civil List we find out of 147 Civil Servants, 35 are absent on leave or furlough; that is to say, about 25 per cent. are drawing their allowances without doing any work for the administration. With a little more strictness in granting furloughs, it is possible that the paucity of applicants for the Judicial Service will at least be partially removed.

It is to be regretted that no examination for the Provincial Service was held last year. The posts thrown open to the Statutory Civil Service have been cut down by the Provincial Service rules to two; and if no examination is held, the little opening that is left for the best of our educated young men is closed. It is to be hoped that Government will be pleased to hold the examination every year and carry out the promises which Government have graciously given under the Provincial Service rules.

At page 102 of the Budget, under the heading 20 B—Police, there is a sum of Rs. 800 put down for Hill Journey allowance to the Inspector-General of Police, in addition to the fixed travelling allowance of Rs. 2,400 and tentage Rs. 360. It does not appear why this allowance is given to the Inspector-General when none such is given to the Commissioners.

Under the heading 20C (page 103) the District Executive Police force is shown to consist of 21 Superintendents, 14 Assistants, 4 Probationers, 56 Inspectors and two Sub-Inspectors, which makes a total of 97 officers for the work of supervision, and 269 Chief Constables who have to perform the original work of protection and detection. The Inspectors have to work under the Assistant Superintendents, there is no division of work between them, and there is nothing to show how much of the work of the Assistant Superintendent is done by the Inspector. When an Assistant Superintendent proceeds to investigate a crime the Inspector has to accompany him, so that at the place of inquiry there are three officers—the Assistant Superintendent, the Inspector and Chief Constable—which often has the result of the proverbial case of too many cooks. Again, though the Inspector and Assistant Superintendent may interfere with an inquiry, the responsibility of failure is all on the Chief Constable, and the Inspector has only to say ditto to what the Assistant Superintendent says. It would be well if it is ruled that where an Assistant Superintendent or Inspector interferes with the work of the Chief Constable he should carry the inquiry through, and take the whole responsibility of failure or success on himself. It would also be for the benefit of the public service, if instead of employing the Inspector, as the fifth wheel of the coach, the district is divided between the Assistants and Inspectors, and each is placed in independent charge as is done in the case of Assistant and Deputy Collectors in a district. It would be an incentive to thoroughness of work; and by reducing the extent of their respective charges lead to closer and more efficient supervision of the work of Chief Constables in the prevention and detection of crime.

Dacoities and robberies accompanied with violence have of late shown marked increase in the Násik, Thána, Khándesh and Ahmednagar Districts. The sum total of all the other crimes dwindles into insignificance before them. It is of importance to investigate their cause, and to ascertain whether the Police force is adequate for the duties devolving upon it. The imposition of punitive police is now a days very frequently resorted to. But it would appear to be justified only in cases of mob-riots or organised conspiracies. Where crime is due to other causes, the remedy must be sought elsewhere than in the imposition of the punitive police.

It is worthy of consideration in this connection whether, in the case of the Bhils and other aboriginal tribes, the policy of repression has not been carried too far; whether it has not defeated its own object, and instead of turning them to peaceful ways, hardened them to commit crimes. Every Bhil, by virtue of his birth, is treated as a criminal. He has to attend every evening at the village chávdi to answer the Patel's roll-call. He cannot go from one village to another without a pass from the Police Patol. He has to perform various duties at the bidding of the Police without murmur, and often without remuneration as he is entirely at their mercy. The Vagrancy Act is very freely applied to him. If a Bhil cannot be proved to be a thief, it is easy to prove that he is a vagrant and punish him. The chief source of a Bhil's subsistence is the produce of the jungle; but the stringency of the Forest rules has very greatly circumscribed the liberties he enjoyed in this respect. Drink is as necessary for a Bhil as his daily food, but the ábkári laws have taken away all facilities he had of satisfying that want. He is thus hedged in by restrictions of all kinds. Is it then to be wondered at that through sheer despair he should take to crime regardless of the consequences? The jail population has nearly doubled during the last year; and the Bhils make up the greater part of it.

It is worth while in the case of these tribes to return to the old policy of conciliation and try to improve them by generous treatment. Government would do well to spend more largely on their education and put them in the way of earning an honest living. They might be more largely employed in the Police, for whose duties they are eminently fitted; and the restrictions about roll-call and pass might, under certain limitations, be slackened.

The Mevás Police in Khándesh have been recently reduced and replaced by men from the District Police force. They had no objection to enlist themselves in the Police force, but were unwilling to be transferred from the place to which they belonged. Their knowledge of the country was of great use in the detection of crime which cannot as efficiently be done by strangers new to the place where they are called upon to serve.

It is now an undisputed fact that the mofussil Police is deficient in detective ability. It would be well if a separate detective branch is formed out of the general Police force,

and in the admission to it preference is given to local men who are acquainted with the ways and habits of the people with whom they are called upon to deal.

In the Department of Education, the necessity of residential quarters in connection with some of our high schools, is not only keenly felt by parents and guardians, but is also recognised by the Educational Department. In one case known to the Honourable Mr. Giles it was possible to obtain a sum of Rs. 10,000 by popular contributions if it could be supplemented by a Building grant of an equal amount from Government, but financial considerations have unfortunately stood in the way of this much-needed reform. It appears from the Financial Statement that the distribution of the major part of the Budget grant for Original Civil Works is still under consideration. If in making the allotment preference is likely to be given to works which it would be possible to complete within the Budget grant, then there is still room to hope that Educational buildings, for which the Government grant will be doubled by popular contribution, have still a chance of being accomplished.

The Honourable MEHERBAN SARDAR NARAYANRAO GOVIND *alias* BABA SAHEB, CHIEF OF ICHALKARANJI, said:—My Lord,—I have not much to say in connection with the Budget submitted to the Council. It is an adversity Budget, and in my opinion does not call for any lengthy remarks. Famine and plague, the calamities through which this Presidency has passed, have taxed the energies and the resources of Government to the utmost, and I sincerely congratulate the Government on the manner in which the difficulties of the situation have been met and sought to be overcome.

I have already said that the present Budget calls for no lengthy remarks, but I may venture, with your Excellency's permission, to address a few observations to the honourable Council.

The question of the apportionment of the plague charges between the Government and the local bodies has engaged the attention of Government and the public for some time past. I beg to support the remarks made by other honourable members regarding the apportionment of plague expenses. The limited resources of these bodies and the claims of their proper functions will, of course, be taken into consideration in determining the share to be charged to their account. The calamity is a national one and the whole country is interested in the battle waged with it. The operations, moreover, were directed by Government officers under the direct orders of Government, and the local bodies practically had no voice in determining the nature and the amount of the expenditure. This course may have been found necessary in the interest of strict execution of plague measures, but it is a circumstance which must be taken into account in dealing with the question of apportionment. The usual resources of these bodies have also suffered during these dark days to a serious extent. There is no knowing how long it would take to eradicate this fell disease, and to do this the general sanitary condition of the country must be improved, which is a measure of very great expense. All these circumstances constitute, in my opinion, a strong claim on the generosity of Government towards the local bodies.

The next point to which I would refer is the question of the grants-in-aid to aided schools this year. These schools in plague-stricken areas have had their resources crippled during the year. While teachers in Government schools were drawing their full pay as in ordinary times, the managers of aided schools have experienced great difficulty in meeting even their necessary expenditure owing to the long months during which their schools were closed. Even with the full amount of Government grants these schools will, I am afraid, be unable to make the two ends meet. I therefore hope that no reduction in the amounts of these grants will be made under technical rules, and that the provision made in the Budget for these grants will be utilised to the full amount.

The next point to which I would draw your Excellency's serious and sympathetic attention is about the great desirability of assisting some old aristocratic families in the Deccan, whose estates are encumbered, in freeing their estates from the liabilities which weigh them down so heavily. The principle of the suggestion has been already acted upon in the case of Sind Zamindárs, for whose benefit a special measure of legislation has been already passed, and if my information is correct, similar assistance has been rendered by Government in the past to a few families in the Deccan. The Government have often admitted the desirability of securing these old families in the continual enjoy-



ment of their ancestral estates, and if an annual provision is made by Government to advance loans on easy terms to the holders of encumbered estates, it will thereby assist these families in overcoming the difficulties of their present position, and they will be enabled to preserve their hereditary dignity. If such a provision is made, a great boon will be conferred on a class which has deserved well of the Government and the people, and whose well-being is intimately bound up with the welfare of the general community.

I would draw your Lordship's serious attention to the hardship caused to many Sardárs and Inámdárs by their not being able to realise the revenue of their ináms. Many cases of such hardship have been brought to my notice, and I can say from personal experience that the village and táluka officers are totally indifferent in the matter of the realisation of the Inámdár's dues. If this is the case of persons who are in touch with district officers, one can very well imagine what is likely to happen with the lesser Sardárs and Inámdárs. It must be a very great hardship to men who have to entirely depend on the revenue of their ináms, to have the realisation of it so very uncertain and to have to depend upon the good graces of the village officers, who are in fact their servants but over whom they have not the least control. While dealing with this question, I may allude to the information which my predecessor asked for, and which the Honourable Mr. Nugent promised to give, but which I am sorry has not yet been supplied. I mean the statement showing the number of holders of alienated villages invested with powers under section 88 of the Land Revenue Code. If I had the information before me, I would have been able to show that there are very few Inámdárs to whom Government has been pleased to give these powers. Even if Government does not think fit to make any alterations in the existing rules, I hope they will be pleased to be more liberal in the matter of giving the powers under section 88 of the Land Revenue Code to the holders of alienated villages. The only course open to the Inámdárs, if their revenue is not realised by the village officers, is to seek redress by applying for assistance for recovery of dues, a rather circuitous and tardy procedure. But if my information is correct, this work has recently increased very much and the táluka officers are not very particular in the speedy despatch of this sort of work. Even after getting a decree they have again to go for their execution to the very village officers who were, in a large number of cases, primarily responsible for the delay. Whether what I have heard in this matter is correct will be clearly seen when the information asked by me is available. I would suggest that the village officers should be held responsible in the same manner and to the same extent as is done in the case of the recovery of the Government revenue in Khalsa villages. Again, application for assistance for recovery of dues must be speedily disposed of and a stricter supervision over the execution of the decrees in these cases must be enforced. I know the rules framed by Government try to help the Inámdárs to some extent, but in the execution of these rules Government are not directly interested and hence the delinquencies of the village officers are not brought to the notice of Government and properly dealt with. If the higher officers were to show more concern and strictness of supervision in this matter, much of the hardship, which I assure your Lordship is not imaginary, will be mitigated.

One more suggestion I would ask your Lordship's permission to make. It is about establishing a high class educational institution for the proper education of the sons of the aristocracy and the gentry of the Deccan, somewhat after the model of the great public schools in England. In these days, when so many levelling influences are at work on all sides, the careers open to young men, to whatever class of society they may belong, depend in a great measure on the character of the education which they have received. In my opinion the instruction imparted in the public high schools and colleges is not exactly the kind of education which should properly be given to the sons of the nobility. The aristocracy of the Deccan were at one time the recognised leaders of the people, and if they are to retain their prominence with the necessary modifications required to suit altered circumstances, they can hope to do so only by availing themselves of the most efficient type of instruction within the reach of their means. I think if a school, after the model of a similar institution at Lahore, were opened in some quiet and healthy place in the Deccan with a tolerably high rate of fees, and with compulsory residence, the upper classes of our society, who are both able and willing to pay for a much higher type of education than that imparted in our ordinary schools and colleges will, I hope, gratefully avail themselves of the offered facilities, and the result is bound to be in many respects beneficial, not only to the upper classes but indirectly to all classes of the Deccan, and I even make bold to say that if Government would take up such a project their appeal to the

liberality and patriotism of the Princes, Chiefs and Sardárs of the Deccan for substantial assistance in the matter would not be made in vain. It may be said that the Rajkumár College of Rájkot is an institution somewhat on the lines I have indicated. But in the first place it is so far away from the Deccan and secondly the scale of expenditure required there is too high for many members of the Deccan aristocracy. There is also a Sardár class attached to the Rájáram College, Kollhápur, but somehow or other it is not being largely availed of. No more forcible illustration of this circumstance is needed than the fact that there is only one student in that class. I know the project is attended by many difficulties, but if the Government would seriously take it up, these difficulties will not be insurmountable to them. I trust that your Excellency, whose interest in the welfare of the old aristocracy of this land is so well known, will be able to do something to bestow facilities for proper education on this class before you lay down the reins of your high office. I thank your Excellency for your kind indulgence to me on this occasion.

The Honourable Sir CHARLES OLLIVANT said :—Your Excellency, The Honourable Dr. Bhalchandra with true professional acumen has so accurately diagnosed our present unfortunate condition that he will not expect me to give him any explanation as to grievances of the medical establishment, in which he is interested, or to hold out any hopes of improvements. Nor will other honourable members be more sanguine in regard to the Judicial or other Departments. Indeed, I should be tempted to say that I may be excused from offering any observations at all, but for respect to the several speakers who have preceded me, and whose remarks I have followed with close attention. My difficulty is that the course of the discussion exposes me to the danger of involuntarily trespassing on topics which more appropriately appertain to and will be more adequately dealt with by your Excellency and the Honourable Mr. James. But no subject that affects the maintenance of public order or the relations between Government, the Municipalities and the Táluka Boards can be entirely alien to the member of Government who represents the Bombay Government Home Office and Local Government Board (save in so far as I have very recently been relieved of the latter by the Honourable Mr. James). First, then, I may allude to the Honourable Mr. Chandavarkar's description of the attitude of the Forest Department as affecting public contentment, and the two illustrations which he and another gave of inconsiderate or oppressive treatment. It seemed to me that one of these cases, if true, involved very serious hardship, and I have no doubt that it will receive my honourable colleague's attention; as to the other, I was looking forward with interest to hear the sequel to ascertain whether the honourable member's advocacy had resulted in the re-establishment of British justice and in his client being properly compensated for the injury which he had suffered from the breach of contract which the honourable member described. With regard to these two illustrations I venture to offer the observation that a concrete case offers an admirable opportunity for a question which will enable Government to institute inquiries and inform the Council of the result of them. Secondly, I hope honourable members will not think that the maxim *Ex uno disce omnes* applies, or that if they do they will give me the benefit of it when I come to allude to the police presently. My honourable colleague will defend the Forest Department if he thinks that they need defence. As for Government, their liberal policy in regard to Forest administration—a liberality that will not compare unfavourably with that of any previous Government—has been sufficiently exemplified by a recent Resolution with which I presume honourable members are acquainted. Next I come to the reference to the Bombay riots. I was glad to hear the Honourable Mr. Khare say that it was entirely unpremeditated, but nevertheless, unpremeditated as it was, he proceeded to ascribe it to the employment of soldiers, and from that argued that some of the stories circulated about the misdeeds of soldiers last year in Poona must be true. Now I am not concerned to assert that there were no misdeeds. There must be black sheep in every community. And further, I have no doubt that offence was occasionally given quite unintentionally through sheer ignorance of usages to which great sanctity is attached. But I maintain that this certainly cannot be proved from the "unpremeditated" riot in a quarter of Bombay, in which, as far as I am aware, no military assistance had ever been employed. So far as the conduct of the soldiers as a body is concerned, chivalry and justice alike require me to declare that it was excellent. I have been assured of this by Indian gentlemen whose independence and veracity is beyond question. And I do not know what country could have produced troops of whom in similar circumstances the same could be said, or in what other way such a valuable organization could be obtained. Nevertheless, I am entirely opposed to the employment of

troops on plague duty—that is, in inspecting and cleansing houses—except where this is unavoidable, for, however good their conduct may be, there can be no doubt that the employment of them in Bombay did cause alarm. To this I can testify myself, and it matters little whether the alarm was unreasonable. Again, the duty to be performed is an odious duty, and I do not like to see my countrymen being put in a position where, without any fault of their own, they are so likely to incur the odium of the people of this country.

From the Bombay riots I pass to the subject of the police and the dacoities which have continued for some time past. I shall be glad to consider whether any practical effect can be given to the Honourable Mr. Mehta's suggestion about so improving the constitution of the village police in the affected areas that they may be able to resist the inroads of bands of marauders; but it will probably be found that in most of these villages the village police and the villagers themselves, excepting the money-lenders and the shopkeepers, are more or less kith and kin with the dacoits. Then as regards the more extensive grant of arms licenses, it must be remembered that the people who for the most part obtain such licenses are not of the class who would make the best use of their weapons in repelling an armed attack. Not only this, but the very possession of arms may mark them out as a prey to the dacoits who desire to provide themselves with arms which they, better than the lawful possessors of them, know how to turn to practical use. I am grateful to the honourable member for having given me the opportunity of alluding to these dacoities, for I see it constantly asserted in the native press, which appears to be singularly misinformed on such matters, both in Sind and elsewhere, that Government or the local authorities are listless in preserving the peace of the country, or indifferent to the interests of those affected by the disturbances. This view is absolutely untrue. Measures may be concerted, but success cannot be achieved in a day. For months past additions have been made to the police force of the locality affected, not at the cost of the inhabitants but from other districts, and the officers concerned have been most indefatigable in their exertions to suppress the several gangs. I am happy to say that those exertions have been successful, for though Government have considered it advisable, in order to remove any feeling of insecurity, to call in military assistance, before that assistance has arrived on the spot, the Násik Police have succeeded in encountering and destroying one of the three gangs which have given so much trouble. Quoting from a report from Mr. Davies, the Superintendent of Police, Násik, which I will now lay on the table, I may say that under the leadership of Inspector Yeshvant Mahadeo, who was struck by three bullets in the encounter, eleven police attacked a body of fifteen dacoits who had taken up their position in a hut and had sentries on the look-out for this party, and—though with a loss, I am sorry to say, of two sepoy's killed—they killed, wounded, or captured 12, and the rest of the party, including Chimnya, the leader, have since been accounted for. That the dacoits were well armed is sufficiently established from the fact that 11 guns and 14 swords were seized. I am glad to have an opportunity of publicly expressing the appreciation of Government of such good work, and I think honourable members will allow that very great credit is due to the police concerned. Other incidents of similar good conduct have already been noticed in the public press, and if the maxim to which I have earlier alluded is to be adopted, I hope that honourable members will be prepared henceforth to look upon the police of this Presidency as an immaculate body deserving of all praise.

Turning now to the subject of Plague, I think I may say that the two main interests or factors that have prompted and governed our plague policy have been humanity and commerce. And the same factors may equitably determine the dividing line between expenditure which should be met locally, and expenditure which should be met by the State, though, as I shall presently show, any dividing line of the kind is, in my opinion, a matter of purely academic interest. No civilized Government can dissociate itself from the responsibility of alleviating suffering and reducing mortality. With no previous experience of the best means of combating the epidemic, the only course was to rely on the experience of others gained elsewhere, and to trust to the advice of experts. And where local circumstances permitted measures of evacuation and segregation to be carried out with the necessary degree of completeness, and where there has been an agency available and adequate for carrying out these measures, it cannot be doubted that these measures have (in the opinion of those best able to judge) been distinctly successful. Experience, however, has shown that in other places, especially in large cities in India where the

epidemic has once gained a hold, local conditions require that the scheme of operations must be very considerably modified, and that there may be evils more than counterbalancing the advantages to be derived from drastic measures. I for one agree with what fell from a previous speaker, namely, that in Bombay alarm tended to increase the mortality and also tended to increase the concealment of cases, and the reluctance which always exists more or less in this country to call in medical advice. A very probable consequence of such concealment and reluctance is an increase in the virulence of the disease. What precise modifications should be introduced for the next campaign if, unfortunately, there should be another campaign, is a matter now engaging your Excellency's earnest attention.

Then as regards commerce, the ideas which first prevailed have undergone no little modification, for undoubtedly the great, I may say the sole, apprehension was that foreign continental ports might, unless certain measures were strictly enforced, be closed to Bombay trade, and Bombay trade, which is the trade not of Bombay only but of India, is an Imperial question. But events have taught us that there will be little benefit to the trade of Bombay in keeping open the door of foreign ports, if, on the other hand, our anti-plague measures are driving away from Bombay the capitalists, agent, and middlemen, without whom business cannot be carried on, and who to carry on that business must not be fettered in going to and fro between Bombay and their up-country constituents. No relaxation, however, can be permitted in regard to the measures for safeguarding ocean-going ships from infection—measures which have been most strict and successful, thanks to the admirable way in which they have been carried out by Doctors Macartie, Crimmin, and others. I have said that in my opinion the question of the distribution of the incidence of expenditure between the local body and the State is little better than an academic one, and I must explain my meaning. The experts who have advised certain measures of what I may call an ephemeral character for combating plague have insisted even more strenuously on the necessity of permanent sanitary improvement if plague is not continually to recur. There is so much expenditure to be incurred, that honourable members who have pressed us to urge Imperial responsibility will be the first to see that whatever burdens the State may undertake, local resources must be strained to the utmost, and will, I doubt not, be the first to use their influence in fully developing these resources. Given, then, the hypothesis that these resources will be strained to their utmost capacity, and that permanent sanitary improvements are of no less importance than mere ephemeral measures of protection, and that the total expenditure on both combined cannot be met without Imperial assistance, the true measure of that assistance must be determined not by this or that head of charge, but by the difference between local needs and local resources when both have been carefully scrutinized. No Government would desire to impose entire responsibility for expenditure on measures of a temporary character, if in so doing it precluded all possibility of undertaking sanitary improvements of a permanent character which it recognized as absolutely necessary.

I now have to say a word or two on the allusions to the management of plague measures in the City of Bombay in particular. Exception was taken to the phrase of "dual control," and "dual agency" more correctly represents what I have no doubt was the honourable member's meaning. Dual agency, however unavoidable to begin with, certainly occasioned friction, and I cannot but regard its abolition as an improvement. The executive control now rests with the Municipal Commissioner, who is practically in the same position as he would be in the exercise of special powers under Section 434 of the Municipal Act, the purpose of which is to constitute a kind of dictatorship when the city is threatened with a serious epidemic. Setting financial considerations aside—I quite admit that it is an important "aside," but I have already touched on financial responsibility—I cannot see what restriction has been placed on the exercise by the Corporation of its constitutional powers and privileges; certainly it was not the intention of Government to make any reflection or to cast any slur on that body, which has met every demand made upon it. As to the work of the Plague Committee, I think I heard an honourable member use the words "reckless if not criminal." That is strong language, but I think I may say that if in carrying out the measures which Government considered necessary any of their agents incurred unjustifiable expenditure which it is reasonable to suppose that Municipal agents would not have incurred if they had been charged with the execution of the same measures, I say that if this can be established,

and I have advisedly used precise terms, Government will not expect such unwarranted expenditure to be ultimately defrayed by the local body. But it must be remembered that sudden demands on a large scale make high prices, as probably honourable members' friends in Bombay, who have benefited by commissariat contracts entered into during the emergency of the preparations for a campaign, may be able to tell them. If when we talk of financial responsibilities it is just to put the campaign against plague on the same footing as a military campaign, then the simile must be applied throughout, and the standard of costs for commodities supplied or service rendered must be that not of peace time, but of war time. The members of the Committee or their servants cannot, it is needless to say, be held responsible for measures which they may have carried out by direction of Government. I know that an honourable member has warned your Excellency that on the subject of plague administration in Bombay City you will be condemned by the verdict of the future. It does not lie with mortals to say what the future may bring forth, but if prediction be permissible, I venture to predict that the verdict of the future will be that in the face of unprecedented calamities—and those most intimately associated with you can best appreciate the difficulties with which you were confronted—your Excellency acted with a courage, energy and self-abnegation unsurpassed by any of your predecessors.

The Honourable Mr. JAMES said :—Before I join in this debate I should like, with the permission of your Excellency, to take this opportunity of supplementing the answer I gave yesterday to the Honourable Dr. Bhalchandra about the constitution of the Poona Municipality. Government have determined to increase the number of nominated members by 8. They have been in consultation with the President and the local officers as to the state of the finances, and other facts connected with the Municipality, and they feel that the Municipality, with heavy charges hanging over its head for plague, and with further heavy charges likely to be incurred for drainage and water-supply schemes in the near future, should receive all the expert assistance that it is in the power of Government to give, not only to aid them in maintaining the sanitation of Poona at the comparatively good state to which the Plague Committee has brought it, but to further improve it in the future. Government are as anxious as the Municipality is for reforms in this respect, and they are aware of the difficulties in the way of improving the sanitation of an old oriental town. They hope the assistance they are now giving, though it adds to the labours of overworked officers, will give material assistance to the Municipality in bringing the affairs (financial, sanitary and other) of this great city, in the prosperity of which the Government take especial interest, into order. I believe the Municipal elections were finished yesterday, and it will rest with the Corporation to elect their own President as before. If I am not out of order, I should like to say that it will be very gratifying to Government should they re-elect the gentleman who has for some years past been so honourably connected with the presidency of the Municipality.

The Honourable Mr. JAMES then said :—My Lord, I trust I shall have the indulgence of the Council in this, my first essay, to further explain our annual accounts, and reply to honourable members' criticisms and queries. Fate has, of late years, assigned to the Honourable Mr. Mehta and myself seats in another august assembly, where members do not rise to speak, but mostly read essays one and a half hour long each, like a series of Scotch sermons. Thus *extempore* speaking in that other place is comparatively rare. I trust, therefore, that the Council will excuse my having armed myself with copious notes, as it is difficult to keep all the figures in one's head. When the Government of a large province, whose finances but two or three years ago were in so flourishing a condition that it had an annual balance of 40 lakhs, have suddenly fallen so low that last year they depended on a dole from the Government of India to prevent their putting up the shutters and going into the Insolvency Court, and when their power of usefulness or of forwarding the moral and material progress of the Presidency are (even if temporarily) absolutely crippled for want of funds, a short retrospect is desirable with a view to see the causes that have led to this state of affairs, and whether there be any remedy. I have, therefore, carefully examined the accounts since 1888-89, and the Council will, I dare say, be interested to hear results.

It must first be remembered that Bombay is considered one of those advanced and wealthy provinces on which the Government of India depend for contributions to increasing Imperial necessities at every return of the Provincial Settlement. The year 1888-89 was the second year of the Fourth Provincial Settlement, and in the previous year the Government of India had cut from the Bombay Government's

assignment a sum of 22 lakhs a year, *viz.*, one-third of the entire grant resumed from India altogether, so we contributed 110 lakhs during the contract. This was followed up in 1890-91 by the levy of a special benevolence on Bombay of  $17\frac{1}{2}$  lakhs; but for that, had the money remained in the till, Bombay would have had a balance of  $63\frac{1}{2}$  lakhs in that year. Again in 1892 the contract was revised again, and Bombay yielded on this occasion 13 lakhs a year out of 47 lakhs resumed from all provinces, or nearly one-third of all India's contributions for the second time. This meant 65 lakhs during the contract. The last contract has been continued during the present term, without any deduction being made up to the present, though I think I am not revealing official secrets in saying that the Government of India would have liked to take in the same way, as on previous occasions, a further annual contribution of 10 lakhs. From 1888-89 to 1896-97 this Government's forecasts of revenue and expenditure were excellent. The surpluses for which they budgeted were all a great deal more than realised, being generally better than was expected by from 15 to 20 lakhs. The minimum fixed balance is 20 lakhs, and thus the Government had in hand for unforeseen emergencies a sum of 20 lakhs besides. The revenue was carefully supervised and collected, and rose from 388 lakhs in 1888-89 to (roughly) 424 lakhs in 1895-96, an increase of 36 lakhs, while the growth of our expenditure was restricted to  $33\frac{1}{2}$  lakhs during the same period. The improvement in revenue enabled the Government to construct a Provincial railway at a cost of 18 lakhs, and a canal at a cost of 6 lakhs. The Government have also met (without assistance) increases in various items of expenditure which are entirely beyond their control, and for which no specific grant has been allowed. For instance, pensions, which depend absolutely on the Civil Service Regulations, rose from  $14\frac{1}{2}$  lakhs to  $17\frac{3}{4}$  lakhs, and Courts of Law (mainly owing to exchange compensation) from  $43\frac{1}{2}$  to  $46\frac{1}{2}$  lakhs. Other items on which our increased revenues were spent, were Forest Department reorganisation,  $1\frac{1}{4}$  lakhs; Interest, 1 lakh; General Administration (improvement of Secretariats and the like), 1 lakh. (The main cause of this last increase is the transfer of certain establishments from the Local to the Provincial Head of Account for which a corresponding allowance is made on the receipt side.) Improved and extended Jail establishments, 1 lakh; Police, 6 lakhs; Medical (new hospitals and dispensaries),  $2\frac{1}{2}$  lakhs; Stationery and Printing, 2 lakhs (which gives a clue to the growth of official work); Railway maintenance,  $1\frac{1}{4}$  lakh; Contributions (education, village water-supply, &c.) 3 lakhs. We have also had to pay something like 21 or 22 lakhs altogether for exchange compensation.

I have heard unfavourable comments made on the constant difference between our budgeted and our realised surplus. It would take far too long to dissect the figures of each year, and show how adjustments here, and delayed expenditure there, and unexpected windfalls in another place, have affected the revenue favourably. But I would remind the Council that under the Budget system revenues accruing during the year cannot be spent. Though the Bombay Government have ever been anxious not to retain needlessly large balances which might tempt the Government of India to reserve large sums at the periodical revisions of the Provincial Settlements or other emergencies, the drain on the balances estimated in the Budgets has, it must be admitted, not been fully availed of owing to one cause or another, except during years of agricultural distress and plague. Land revenue estimates fluctuated owing to the vicissitudes of the season in the Presidency proper, and to the inundations of the River Indus in Sind, and to early or late crops making the cultivator pay the revenue instalments at dates not anticipated in the Budget or Revised Estimates. Enhanced revenue under Revision Settlements, on the other hand, has not always been realised as estimated, owing to unavoidable delay in introducing the Settlements. Contract sales in the Abkari and Forest Departments have yielded an unexpectedly large revenue in the course of the year, while activity in trade and business, following a favourable rate of exchange, have increased the stamp or income-tax revenue, and windfalls of probate duty on the estates of deceased millionaires also suddenly add to the stamp revenue. The introduction of reorganisation schemes provided for in the Budget has been delayed pending mature deliberation and sanction by higher authorities. Orders enjoining strict economy in emergencies have checked the expenditure suddenly in the course of a year.

And if the Bombay Government have realised larger surpluses than they expected (a consummation which I believe every financier devoutly desires), I find that other Local Governments have found the same difficulty as ourselves in working up to the Budget.

A year or two ago an adjoining Presidency expected a balance of 22, and obtained one of 43 lakhs; a Presidency on the other side of India looked for 32 and obtained 58; and, indeed, it is not only the Provincial Governments that sin,—if it be a sin to be careful and prudent,—in under-estimating their surpluses. Some of us here are old enough to remember the Government of India finding it necessary to double the income-tax in the middle of the year, while expenditure was rigidly contracted, but, owing to favourable opium sales which could not be foreseen, it was found that those emergent measures were premature. What opium is to India, Sind is to this Presidency in a small way. In 1895, when my honourable colleague, Sir Charles Ollivant, was in Sind, the low river made a drop of 20 lakhs of revenue in one revenue year (which forms part of two financial years), the worst year for nearly a decade, and the revenue in the revenue year now current will be 30 lakhs higher. These fluctuations cannot be foreseen, as they depend on the weather. I have been long enough in the service to remember at least three financial crises, when the Government of India stopped public works and pensioned off a large number of their engineers, and then had to send for a number more from home in the course of a year or two. The fact that our revenue improved so satisfactorily, and with it, of course, the revenue of the Government of India, is (I think I can fairly claim) due in a great measure to the excellent administration of the land, and also to the exertions of men like Sir Charles Pritchard, whose admirable Salt and Excise arrangements have added so greatly to the resources of this province. The Government of India take all the profits we make for them out of Salt, and give us only a quarter of the Excise profits. Where the growth of the revenue is small or very precarious, say, Forests, for instance, the Government of India are (perhaps it is only human nature) much more liberal in the share they give.

Well, as new revenue grew we spent it, and how did we spend it? As I have already shown you, on the moral and material progress of the Presidency, and for the direction which moral and material progress should take, we are not dependent on our own volition so much as on the instructions of the Secretary of State, the Viceroy, and the various departments of the Government of India. Each Secretary of State, each Viceroy, and each head of a department, has his own views from time to time as to the direction in which expenditure is most necessary. For instance, the late Viceroy desired to see the status and pay, and consequently the efficiency, of the native police improved. The Bombay Government fully concurred in this and has raised its expenditure by between 6 and 7 lakhs a year on improved pay and reorganisation, and even that is not enough in my opinion. Then the Public Works Department of the Government of India expressed its amazement at so energetic a Government as ours not spending money on Provincial railways, and we took away our reproach by constructing the Hyderabad-Shadipalli line, costing 18 lakhs of rupees. Then excellent ladies like Miss Florence Nightingale, and the Army Sanitary Commission, and the India Office, are extremely anxious about sanitation. Miss Nightingale—and I mention her name with the greatest respect—once proposed that local funds should be spent on the conservancy of villages rather than on roads and bridges and wells. So we passed a Village Sanitation Act, and that it might not be an absolute dead letter, we gave a little dole of Rs. 30,000 a year in tiny grants-in-aid (which were supplemented in years of full harvests by grants-in-aid of a lakh for village water-supply), spread over the whole Presidency, the grants-in-aid being limited to one-third of the cost of a well, or one-sixth of the cost of sanitary measures, the object being to stop cholera and fever. Then the Government of Bombay themselves, in the interests of the rayats who pay the land revenue, started grants for veterinary dispensaries to help the rayat to save his cattle, often the greater part of his wealth, from rinderpest and other diseases, and we spend the enormous sum of Rs. 10,000 a year upon them in the shape of grants-in-aid. We are training up veterinary hospital assistants also, and one of these days we may see a subordinate veterinary service throughout India as the result. The Bombay Government also paid attention to public works, constructed roads in out-of-the-way places, often to bring forest produce to the market and also to feed the railways, and substituted substantial buildings for the old mud katcherries which had lasted since the Peishwa's time and were declared beyond repair. And of course, they paid attention to education. You well remember the great stimulus given to that kind of expenditure by Lord Ripon's Education Commission about fifteen years ago, the conclusions of which were thoroughly overhauled by the Government of India and

the Secretary of State, and orders passed upon them. Sir James Fergusson's Government first laid down that the Government, which had been accustomed to make grants-in-aid previous to his time, should work up to paying one-third of the cost of municipal and local schools, and this was no doubt a most desirable end. Then came Lord Reay, an expert educationalist, and chosen, I believe, partly on that account, who at a very slight expense to the State induced the founding of a number of colleges and madrasas and technical schools, mainly by stimulating the liberality and public spirit of local bodies and private individuals. Lord Harris' and your Excellency's Government again have been warm friends of primary schools. Then Sir William Lee-Warner, who was one of the most able members of the Education Commission, was himself Secretary in the Educational Department here for some years, and he took care that the educational policy of the Local Government followed the sanctioned lines.

We had one small warning in 1892-93 that the Government of India in the Financial Department would not help with money for primary schools. In 1887-88 our contract allowance for contributions was Rs. 3,07,000 (not including a fixed contribution of  $1\frac{1}{2}$  lakhs for excise revenue which we cannot alter), but at the end of the contract we were spending more. Nevertheless, the Financial Department said that these contributions were optional and refused to increase our allowance, which was then 6 lakhs, under this entire head, all included, though we were then spending 8 lakhs. Although, therefore, the Government have been very careful in watching the expenditure, the sanctioned educational policy has led them in the last ten years to enhance the charge on account of their annual contributions by (allowing for a transfer made to another head) some two lakhs of rupees for which they had no adequate assignment. For the Educational Department proper our assignment in 1887-88 was Rs.  $15\frac{1}{4}$  lakhs, more than half a lakh over our expenditure. In 1892-93 it was raised to  $16\frac{1}{2}$  lakhs, the amount which we were then spending. But the expenditure has risen to a normal figure of 17 lakhs, irrespective of some special building grants in two of the later years, and for this again the Government of India allow us nothing. *Per contra*, we can show savings effected under Education, which I need not enter into, though it is a proof of our determination to be careful and at the same time fearless and just, that we docked even that august body, the University of Bombay, of its annual grant, when we thought they could get on without it. I have heard it said that our educational expenditure has been too high, but can an increased recurring expenditure of about two and a-half lakhs on Education in nine or ten years be called extravagant? When we had funds we also aided local bodies in the construction of educational buildings. We spent four and a-half lakhs on this account in the five years ending 1896-97, and a quarter of a lakh a year in maintaining others, but the Government expenditure on the construction of educational buildings has dwindled down now to half a lakh in 1897-98, and a quarter of a lakh in 1898-99. Government also owes three lakhs or more of money promised as contributions to buildings, in some cases half, in others a quarter, or even less. My honourable friend, Mr. Giles, will correct me, but I think I know a case where Government contributed only one-eighth of the cost of an important building. Indeed, I know of one case, in the city of Poona, about which a question was asked yesterday. Fortunately we were able to explain that various things for which we are not responsible, protect us from a charge of actual malversation, but as a matter of fact we provided for the expenditure of a contribution that has been paid to us in the Budget this year, and have since reappropriated it. I am not sure that my honourable friend, Mr. Moriarty, would not hold that we have really laid ourselves open to the criminal misappropriation clauses of the Indian Penal Code. It is a fact that a subscription of Rs. 17,000, which Government promised to double, has been credited in our revenues and swallowed up, and if we were asked to produce it, much less the corresponding grant promised, we could not do so, at any rate, at the present moment. And the way in which important educational institutions are hampered for want of the promised building grants-in-aid is very serious, as I know to my own cost, being President of the Sind Arts College Board.

I will now (at some risk of repeating some of what I said yesterday) tell you shortly in less technical language than the Budget (which, I confess, what with adjustments, book entries, &c., is simply Greek to any one who is not shown his way through it, and even the Budget statement requires to be perused with careful attention)—I will tell you the immediate causes that have led the Government of Bombay in the last two years into their present desperate straits, to all the departments being cut down, I may say to the



bone, and to the Public Works allotment, almost the only head from which reductions can be made being diminished from an average of 36 lakhs from 1888-89 to 1895-96 to less than 27 lakhs (actuals) in 1896-97 and to 29 in the Budget (which last figure is shortly, I fear, to be still further reduced), and consequently to our engineers and their permanent subordinates eating their heads off, so to speak, and to the civil establishments of the Government itself being now in some places so short-handed and so overworked (owing to our inability to give them the assistance which they need) that they cannot even collect the Government of India's own revenue properly. It is, indeed, sad to confess that the administration in parts of the Presidency is distinctly deteriorating, with the result that crime tends to increase and the revenue to suffer. It is popularly supposed that our financial straits are due to the famine, but this is not so, except indirectly. For the famine affected the labouring classes mostly, hitting only a very few of our sturdy rayats whose power of resistance to famine has, I maintain, in spite of the opinion held by some honourable members, grown enormously since the last of 1876-77, as I can vouch from my personal observations in both famines. In other words, in spite of famine, we collected most of our land revenue, thanks to our excellent settlement system, while a large proportion of our poorer farmers were set on their legs by liberal grants of takávi, and by grants of seed and cattle from the Indian Famine Charitable Relief Fund. On the other hand, the Government of India were so good as to pay the whole of the direct famine charges, amounting to one crore and 26 lakhs. We have only had to spend Rs. 6,000 on a small local famine in 1891-93 (of course there was expenditure under other heads on that account, *i.e.*, under Public Works Department) and 2½ lakhs directly on the great famine of 1897, through the extra police engaged, heavy grain compensation (amounting to 6½ lakhs in 1896-97 and 1897-98), medical aid and other famine items were debited to us. These charges, however, we might easily have recovered from. They merely pulled down our surplus to its minimum. Our present straits are really due to the plague. In 1897-98 we opened the year with a balance in round figures of 18 lakhs, and as we were then in the midst of the famine, which entailed, as I have said, a considerable indirect outlay, we expected a closing balance of 5 lakhs, *i.e.*, 15 lakhs less than our minimum reserve. The Budget Statement only gives the revised figures, that is to say, those made up after eleven months of the year have passed, I shall quote to you the approximate actuals which have recently been obtained. Under some heads of revenue we made in 1897-98 3 lakhs more than we anticipated, but Forests, Stamps, Public Works, Tolls, and other heads gave us a loss of 11 lakhs, ending in a net revenue of 8 lakhs less than anticipated. This was just counterbalanced by our expenditure under some heads being less than that budgetted for by 8 lakhs, as we stopped 3½ lakhs alone under the head of Civil Public Works, and made other economies. Our balance, however, was entirely swallowed up by increased expenditure under other heads, amounting to 25 lakhs in all, Medical alone contributing to this 18 lakhs on account of plague. Police cost 3½ lakhs more; Jails 1¼ lakh. There were other minor increases in expenditure besides. We thus were 25 lakhs short on the whole account. All our balance of 18 lakhs vanished, and if the Government of India had not given us some six or seven lakhs (the exact figure has yet to be determined), we should have been bankrupt on 31st March last.

Thus plague has been the real, or at any rate the final, cause of our ruin so far. The Government of India kindly promised Rs. 9,91,000 to save us from a deficit, and it will be a small satisfaction to them to think that this grant will probably be reduced to less than six lakhs. In addition the Government of India gave us (see page 176 of Budget) a "provisional special adjustment" for 1897-98 of Rs. 2,48,000, because our share of certain heads of revenue was not likely to come up to the contract amount reckoned upon. In the final accounts, this adjustment may be increased, and the money towards the deficit still further diminished. The adjustment referred to is in addition, I should say, to the 77½ lakhs which the Government of India give us (debited in the accounts to their share of land revenue) to supplement our shares of divisible revenues.

We now come to the present year's Budget. It has been framed for the barest necessities, and having hunted diligently through it the other day to try and find out some cuttings in order to make a certain reappropriation that is needed, I must say I was absolutely aghast at the way in which the shears had been applied. (The Government of India themselves, it must be remembered, pass the final estimates and they instructed us to cut down our budgetted expenditure in 1897-98 by 5 lakhs and also in 1898-99 by 2¼ lakhs, so that we have had to screw

everything down literally to starvation point.) On the other hand we have been a little liberal, if anything, in the estimates of our revenue. For instance, we have raised the Collectors' estimates of land revenue by 4 lakhs, and as the gross land revenue was  $9\frac{1}{2}$  lakhs short in 1897-98 (actuals as compared with revised), we may get our share of the arrears, say,  $2\frac{1}{2}$  lakhs, this year as well. In our other estimates we take Stamps and Assessed Taxes at the same figures as realised in 1897-98. We hope (though later developments of plague make the hope somewhat more illusory than it was six months ago) to regain our lost 3 lakhs under Forest. In Interest we hope for one lakh, and under Registration a quarter of a lakh more. Under Courts of Law receipts we estimate one-half a lakh, as we hope for more fines from criminals, but Rs. 30,000 for Insolvency fees depends on an arrangement not yet sanctioned, and as already more than four months of the year have gone they cannot all be realised. We shall get more employment, we hope, for our convicts than in a famine year, so our Jail receipts are put higher. The receipts under Police, however, include Rs. 2,16,000 expected from Poona, which, you have just heard, is to be held in abeyance for the present, and we shall have to still further cut down the expenditure side to meet the deficit so caused, bringing up our total cuttings, after we prepared the original Budget, to  $4\frac{1}{2}$  lakhs. We hope for  $\frac{3}{4}$  lakh more toll receipts (under Civil Works), and that by boys going back to school we shall have half a lakh more fees. The Council will see that we are thankful for the smallest mercies, even to the little boys for their school-pence. In addition, we have, this year again, a special contribution from the Government of India of seven lakhs to help us through with the plague. On recoveries from Local Boards we depend for Rs. 79,000 only, on account of famine expenditure, which item forms our closing balance. We also hope to recover five lakhs from local bodies for plague. Whether the amounts actually recovered will be more or less than this, it is difficult now to make any forecast. The Municipalities and Local Boards, who are by law required to make adequate provision for the public health, owe a great deal for money advanced by the Government, and though in some cases the attempt to recover all the amount legally due would be equivalent to extracting blood out of a stone, still a good deal is already being done by the local bodies towards taking up loans to repay these advances. As the accounts are made up of what is due by each, the necessary steps to raise loans are being enforced.

And here I may say I have not been able in the least to ascertain as yet what the actual expenditure on plague has been. For, owing to our system of accounts (very excellent, but very unintelligible to the man in the street), this expenditure is debited not only under 24, Medical, but a separate account is kept of advances (to which most of the recoveries from local bodies will be credited). Additional Police for cordons, etc., come under the head Police. Assistant Collectors and Mamlatdars on special plague duty are put down to the Land Revenue head, while the cost of constructing plague camps by the Public Works Department are put down to that department. The Plague Commissioner and Under Secretary are put down to General Administration, and so are the very largely increased charges for telegrams to the Secretary of State, Government of India, and to and between local officers. It would take a very great deal of time and expenditure to pick out of these various heads the different items due to plague. The advances were given and spent in different ways, sometimes to a Municipality which met the Plague Committee bills, at others they were spent by a Collector or Government officer on behalf of the local body. Nothing like plague had ever been known before, or at any rate, nothing like the vigorous measures taken to stop it. The checking of the spread of the disease was all important, and I fear the sorting out of the different items, the debiting them to the right heads, and the debiting of the cost correctly to the local bodies, will tax the Accountant-General's utmost ability and energy. This much at any rate we know. In 1896-97 and 1897-98,  $18\frac{1}{2}$  lakhs were spent from Provincial, as direct plague charges. Besides, more than  $7\frac{1}{2}$  lakhs were advanced to Plague Committees and other local bodies, out of which about 3 lakhs have been recovered up to date. During the first quarter of this year nearly  $4\frac{1}{2}$  lakhs were spent as direct plague charges, in addition to advances made to local bodies to the amount of about 2 lakhs, and further expenditure is being incurred and advances made at the rate of, say, 2 lakhs a month. I got a telegram on returning home last night, from Karáchi, for an additional advance of half a lakh and I fear we shall have to go to the Government of India immediately for a further grant for the Presidency at large.

But to return to this year's Budget. Our total estimated receipts are put down at Rs. 4,29,98,000 as against Rs. 4,22,10,000, our actual revenue (approximate) for 1897-98, *i.e.*, at practically the same figures as in that year, plus a special grant of 7 lakhs this year for plague. Our estimated expenditure is melancholy. Under some heads we provide for an increase of 6¼ lakhs representing mere ordinary fluctuations. We ventured to put down 2 lakhs more for Public Works, but I fear that the increase has been more than re-appropriated already. We have shown 3 lakhs less under Police. There will be half a lakh saved, I hope, under Poona Additional Police, and nearly 1½ lakh less under Jails. We also provided 10¾ lakhs less under Medical, as compared with last year. The last is a low figure, which, as already explained, it is hopeless to work down to, as it only takes into account an expenditure equivalent to our special grant of 7 lakhs. Shortly put, deducting special plague expenditure for both years, our total expenditure this year is estimated to be just the same figure as last year. The exact figure is Rs. 4,29,19,000. The actuals for 1897-98 were Rs. 4,40,07,000. Deducting 18 lakhs from one and 7 from the other (extra special expenditure under 24, Medical), the totals come to the same. Our balance at the end of this year will be *nil*, except what we can recover from local bodies, and even the bulk of this has not been definitely promised to us. We ought to have a minimum balance of 20 lakhs, but the Government of India decline sturdily to give one, saying we must collect our arrears first from local bodies, and save as well. Apparently it will depend on the state of the plague advance accounts a good deal, and on the course of the plague itself, what will come to us eventually as the foundation of a renewed Provincial balance.

I do not know whether the Council have been able to follow me through this *resumé* of our ten years' financial history. Dealing with such a mass of figures and adjustments makes it difficult to see the wood for the trees. But, to put it very shortly, the general result seems to me this. For eight years out of the ten, that is, till the year before last, we were very flourishing. Owing to the care we have bestowed in collecting our revenue, and the economy we displayed in spending it, we were able to spare for the Government of India successive tributes amounting to 35 lakhs a year, being about one-third of the total Provincial contribution throughout India; also to pay up a special contribution of 17½ lakhs, to meet heavy unforeseen charges like exchange compensation and the rise in pensions, as well as the cost of educational and other measures which were more or less forced upon us, and which were extremely useful, and even to build a railway, without grumbling and without going, like *Oliver Twist*, to the Government of India for more, and always keeping a substantial sum in reserve. At the seventh year we commenced unloading ourselves of part of our balance to redeem various promises. It is not prudent to appear before the Government of India with our pockets too full, as we all know what the result of that is, *viz.*, a demand for a further contribution to Imperial funds, not of course that I would admit that that influenced the Government in any way. Then came a concatenation of misfortunes, famine and plague. These have pulled down our ordinary revenue for two years by eight lakhs of rupees a year, while the famine (though the main cost of it fell on the Government of India) raised our expenditure heavily in indirect ways, in grain compensation, and the like, so the expenditure had to be cut down to correspond under other heads; and finally the plague measures swept away the last remnant of our surplus.

These misfortunes are of course temporary—the heavy special indirect charges caused by famine will not last, and when the country recovers from famine and plague, our revenues will revive, and we should be able to go on spending as before. But we have had a great disappointment, a grievous cause for sadness. We hoped that at the end of the last contract the Government of India would, in consideration of the progress we had made, help us to continue it, by, for once, giving us a little larger share of the joint revenues we had hoarded up so carefully, and for this reason. We have in our prosperous seasons made engagements, which it would be, I will not say dishonest, but the worst policy not to fulfil; not only in the direction of building grants, of which over three lakhs are owing, but in the maintenance of rural schools, so that our whole educational policy runs a risk of being dislocated, and general and widespread disappointment will prevail. We also find unfortunately at this particular time, that considerable extra expenditure is needed to bring up our district establishments to a standard that will enable them to cope with their present work. Prosperity brings more litigation, the extension of the Deccan Agriculturists' Relief Act means larger judicial establishments to go into the

rayats' accounts properly, and if we do not have more judges, we shall, indeed we are open to the charge at the present moment, of violating Magna Charta, by delaying and denying to the people justice. The executive departments, which collect the revenue, the Government of India's revenues as well as our own, mind you, and also repress crime, the growth of which in some parts gives food for the most serious contemplation, are undermanned, our officers do their best but succumb from over-work and from all sides there are minor demands for assistance, like those for a Government Law School for instance, to which several honourable members have alluded and it is now urgently necessary to bring our administration up to a level of bare efficiency. We therefore asked—I do not think I am revealing any state secret,—the Government of India to increase our allotment out of the increased revenues which we have made for them of 13 lakhs a year. The Government of India have refused to give one penny. They wanted, on the contrary, as I have told you, a new annual contribution of 10 lakhs from us themselves which of course they are now good enough to recognise that we cannot now provide.

The Financial Department of the Government of India are, I am bound to say, with all due respect to the authority that rules us, somewhat hard. Of course we cannot help feeling some sympathy for that department ourselves. For, to compare small things with great, just as we have had plague sprung upon us, so they have had wars and famine, and their financial temperament has been soured for a long series of years, soon I hope to be happily at an end, by the everlasting fall in the rupee. Then they have had the disagreeable duty of reimposing customs duties and putting an excise on locally manufactured yarns and cloths. And, just as the ordinary Collector and Municipality thinks the Provincial Government's pockets are bottomless, so our Provincial Governments are apt to think the Government of India possess infinite resources, although, as the Financial Minister ruefully said in Council not so long ago, he is not a machine to grind out rupees automatically as required. As I have said, he always did expect to make a profit of 10 lakhs a year out of us at the recent Provincial Contract, and in this hope, as you know, he was sadly disappointed. When you expect to get from a gentleman a five-pound note which you consider he owes you and instead he asks for another five, it is rather vexing, and this, I imagine, the Financial Department feels. Moreover it does not know yet what the plague is going to cost. So I dare say it does not like committing itself to promises till it knows how much that will be, and how much we can recover from local bodies, and that of course takes time.

Still, when I travel through India and see the works which other Provinces are, by the bounty of the Government of India, able to carry out—in one, the wealthiest province, a special grant over and above the Provincial allotment has been made of 10 lakhs from Imperial revenues with which to build a local hospital, a palatial building is under construction in another province, though exhausted by two years of famine, while your Excellency is hard put to it to build a stable—when I look at our attenuated grant for Public Works, and when I know from practical experience how the country and the revenue are alike suffering from want of sufficient Revenue officers and Judges, when I think of our promises unfulfilled and progress stopped, and when I reflect what a trifle 20 or 30 lakhs is after all to the Financial Department, I cannot help thinking of the saying, “It's a far cry to Loch Awe” and hazarding the surmise in my inmost heart that if Bombay were situated nearer to the seat of the Imperial Government, we should experience more liberality. We might at least be given money to pay our debts and get the needful establishments we want, and not be told to wait till plague goes and our revenue revives. The Financial Department does not seem, I fear, to realise how studiously economical this Government really have always been. Instead of recognising our very proper reluctance to increase the recurring cost of our own administrative establishments, till we were absolutely driven to do so it thinks (and it is always so easy to be wise after the event) that we ought to have done this sooner—and like the virtuous ant in *Æsop's Fables*, regardless of the consequences to the local administration and to the needs and content of the people of this Presidency, practically it says to this poor grasshopper of a province, “You sung while it was summer, you shall starve now that it is winter.” “You have got the plague, it is true. Money for that you must have, on the principle of *nostra res agitur paries quum proximus ardet*, but for the rest of your wants you must get money out of the local bodies, and make up your balances as best you can till your revenues revive. Go on for the rest of the five years with your old contract”. We have made another appeal for an additional assignment, and there the matter stands for the present.

Even now the Government of India will, I hope, recognise the manner in which we have helped them in days gone by, and see their way to helping us out of our present dilemma, more generously than the Budget figures and statements seem to warrant. Some honourable members have urged the plague expenditure to be rendered "Imperial." Practically, as I have explained already, it is so at present, as we depend on the Government of India for funds to meet it, and as I have said before, further demands on their pockets will shortly have to be made. Plague expenditure is, properly speaking, provincial, but I am not sure that the Government of India mean to make us pay for all of it, in addition to our 18 lakhs of last year. The Government of India have shown no signs of severity such as that word means, and are, I think, merely holding their hand to see how matters turn out, and how much money we can collect.

It is not, I daresay, for a temporary Member of Council to draw a moral from the review of our finances which I have attempted to make, but if I may expand a hint which the Hon'ble Mr. Nugent gave me when he was going away, I may just say one word more. The Government and the heads of Departments should in future set their faces absolutely against any increase in what I may call fancy expenditure, no matter from what quarter the suggestion comes, and how useful the expenditure may be. Every day most desirable things are pressed upon us, but we must recognise even more than we have ever recognised before, that India cannot pay for everything that is desirable. It is quite possible that we may be asked to provide all convicts with wire mattresses, just as we have been pressed to give each prisoner a separate bed-room. Some eminent educationist will beg us to institute and pay for a set of University extension lectures, or some lover of material development may ask us to construct a railway, say from Kárwár to Londa. I repeat that no matter how high the quarter from which the suggestion may come, the Government should look at the Provincial assignment under the head to which the proposed expenditure would be charged, and not go an inch beyond, but after intimating acquiescence on the merits of the scheme, ask if the Financial Department of the Government of India will give an extra grant. We should now steadily set our face against any extension of education, or dispensaries, or anything of that kind, most valuable though they be, till we have got our civil establishments in order. I understand that orders to this effect have already been given as regards education, and as honourable members can see for themselves, we have this year had to cut out all assistance for village water-supply. Regrettable as this policy may be from some points of view, it seems the only one practicable, either at present, or, indeed at any future time.

If ever our finances recover and we have a surplus after putting the Government's own house in order, the Government can then proceed cautiously to a further distribution of money to meet secondary wants, or even luxuries. Eventually, but on no account till plague is over and we can breathe freely and look round once more, we might sell the Hyderabad-Shadipalli Railway. If the Government of India bought it we should have 18 lakhs at once. If they declined, perhaps the Honourable Board would send some one home on special duty to promote a company to buy it, duly furnishing him with the sums that seem required now-a-days to procure good names for the front page of the prospectus. Another way would be to borrow or institute local taxation. But the Government of India, very rightly I think, do not allow local Governments to borrow. The pledging of the revenues of India must always be a prerogative of the Imperial Government, which is responsible for Provincial as well as for Imperial solvency, and one local Government might fatally cripple its successor if it could borrow for whatever took its fancy at the time. Sir Seymour Fitzgerald started Provincial services in 1871 with two Acts for local taxation, one to compel Municipalities to pay for police, and a second imposing a small duty on the heads of non-agricultural families, and these Acts gave him a nice reserve to begin with. Many here will remember that at that time the Government proposed taxing marriages and feasts. Just as the Government of India had to go back to Customs duties, so we may conceivably have to go back to something of the kind, though personally I would be most strongly opposed to local taxation, merely because we have had two bad years, and I doubt if the Government of India would approve of it.

No doubt the whole of the Provincial Service system requires recasting. As was pointed out in a debate 18 months ago on the Imperial Budget, it indirectly tends to make Local Governments anxious to get rid of balances, and so to waste the money, lest the Government of India should appropriate them. Still the friction that ensues every five years is to be deplored. The Honourable Sir James Westland recently announced

that a project for revising the system had been sent to the Secretary of State, and if that only leads to putting our Provincial finances now and hereafter on a better footing, the Government and all classes in this Presidency will indeed be very thankful. My only apprehension is that as the Government of India is in duty bound to provide against all accidents to the Imperial revenues, the terms we may get under a new system may not be so good as under the old. However, we shall see all in good time, and it is useless speculating now.

I now turn to the criticisms of the honourable members on the Budget statement and on various details of the Budget. The Government must acknowledge the tone with which all the speakers have approached the situation and recognised that our distress is not the fault of the Bombay Government. At the same time several speakers have been unable to refrain from making suggestions calculated either to reduce revenue or to increase expenditure, which under present circumstances seem to me a little misplaced. The Honourable the Chief of Ichalkaranji has, for instance, proposed to advance money to the respectable but encumbered Deccan families. This is a matter which I thoroughly sympathise with, but Government have no money to advance. In Sind all the money for working the Encumbered Estates Act is borrowed in the open market. The same remark applies to the proposal for a school for the sons of Sardárs and gentlemen in the Deccan. I would suggest that, as in the Punjab, the Deccan Chiefs and Sardárs should raise the funds themselves.

Some honourable gentlemen have referred to the delay in winding up the Revenue Survey, while one of those who made a point of economy in this direction, at the same time acknowledged cordially the work the Survey itself had recently done in slightly reducing the assessments of the Olpád Taluka. I do not quite see myself how errors in classification or assessment like those in Olpád are to be corrected without survey establishments. It is, however, the expectation of Government that the survey establishments will be abolished altogether in about three years from now. In a large Presidency like this, however, out-of-the-way corners are found where the work done by the original survey was not quite satisfactory, or perhaps not done at all. Therefore, both in the interests of the occupants themselves and of the Government it has been found necessary to retain a small staff for the correction of these errors. As a revenue officer, I myself look forward with considerable apprehension to the time when our present survey officers disappear, and with them the knowledge and experience of the values of land, accumulated during more than half a century. *Per contra*, fault has been found with the growth of the Land Record Establishments. These, as a matter of fact, comprehend a good many of the employés of the Revenue Survey, as well as some of the old Bhág or general duty karkuns, entertained for the purpose of examining the crops and recording agricultural statistics and proprietary and other rights, both of them duties of extreme importance in a Presidency where the Government is, so to speak, a landlord on an enormous scale. On the Land Record Establishments, for instance, we depend for the earliest intimation of coming famine. I would refer those honourable members who have alluded to this department, to the Honourable Mr. Nugent's speech on the Budget in August 1896, in which the honourable member showed that the combined cost of the new department and the existing survey, cost less a good deal than the old survey by itself.

The Honourable Mr. Chandavarkar found fault with the Department of Land Records and Agriculture for not teaching rayats better modes of cultivation. We are trying model farming and agricultural experiments of many kinds, but I am afraid that many years will pass before a Government department is able to teach the rayats more about their trade than they know themselves. Government entertained for some 25 years in Sind a Scotch specialist, whose sole duties were to endeavour to teach the zamindárs in Sind to grow better cotton, but after trying everything, exotic seed as well as indigenous, he was at last obliged to report that all his attempts at improvement were a failure. I would refer the honourable gentleman to Sir Alfred Lyall's well-known poem, "The Old Pindari":—

"Here comes the Settlement Sahib, to teach us to sow and weed.  
 I sowed the cotton he gave me, but first I boiled the seed.  
 He likes us humble farmers, and talks so gently and wise,  
 As he asks our manners and customs, I tell him a parcel of lies."

Under Excise again, comments have been made. One honourable gentleman complains of the selection of the excise farmers in the mofussil, while another objects to the

sale of farms or shops by auction in the island of Bombay. I must leave my two honourable colleagues to settle between themselves which is the preferable system. Government have not adopted the system of tender in the mofussil, because they can see that this might lead to their obtaining undesirable contractors who would stimulate the sales of liquor and manage its retail distribution in undesirable ways. The sale of individual shops in Bombay stands on quite a different footing.

There has been some reference to the Government Law School, expenditure upon which may be very desirable, but at the present time there are no funds that I know of for the purpose.

The Honourable Mr. MEHTA—We don't ask for funds, we want only permission to start one.

The Honourable Mr. JAMES—Well, that is not a financial question and I need not go into it.

The Honourable Mr. Khare asked why a salary of Rs. 1,000 had been entered for the Clerk of the Insolvency Court when the post itself had not been sanctioned. I must point out it is necessary, especially when funds are short, to budget for every expenditure that Government considers likely to be incurred during the year; but I have no doubt my honourable friend, Sir Charles Ollivant, whose province it is to deal with appointments of this kind, would have been glad to consider the honourable member's suggestion that the pay should be only Rs. 500 a month, and not Rs. 1,000. The Financial Department would certainly welcome such a reduction. I fear, however, the proposal comes a little too late.

Several honourable members have referred to the collection of land revenue with speed, and they think apparently that the Government may have been harsh. As a matter of fact, the Government have every reason to believe that these revenues have been collected not only with speed, but without any severity whatever. It is perfectly true that a lamentably large proportion of the rayats are in debt to Mārwaris and other sāvkaras, and I was glad to hear a suggestion from one quarter that the Deccan Agriculturists Relief Act should be extended. This, however, opens up a large question which the discussion of the financial statement is hardly a suitable occasion for speaking upon. It is sufficient to say that Government have no reason to doubt that wherever the Collector considered that leniency was profitable to the rayats postponement was given.

The administration of the Forests, again, is scarcely a matter to be discussed on this occasion, though I perceive the Budget is made a stalking-horse for the exhibition of some honourable members' views on every problem of the Administration. I can only assure honourable members that the policy of the Government, enunciated in the most distinct terms since the year 1890, and even previous to that by the Government of His Excellency Lord Harris, and recently by that of His Excellency Lord Sandhurst, has been directed to preventing hardships to the aboriginal tribes who inhabit the forests, or to the rayats whose lands adjoin the forests, so far as may be consistent with the interests of the forests themselves. In these words, "so far as may be," lies the crux; but this I can say, that the Government would distinctly object to any unnecessary bullying of the people in forest villages, and if their orders are evaded in the way at which one honourable member hinted, though, I imagine, he cannot be fully aware of the circumstances, Government would, on the facts being brought before them, take severe notice. As long ago as the 20th January 1891, the Government laid down their forest policy in the following distinct terms, and the Government do not swerve from them one inch. . . . "In its management of forests the ease and the contentment of the people is an object of greater solicitude to Government than the realisation of revenue, and while no relaxation of precautions necessary for the conservation and reproduction of the timber and firewood supplies can be permitted, and the Forest officers must be vigorously supported in resisting unauthorised encroachments, Government have no desire to increase their forest revenue by the curtailment of conceded privileges, or of local supply, or by the levy of excessive charges for grass and other minor forest produce. The benefit of any revenue so obtained would be altogether insufficient to countervail the hardship and irritation that would be caused were the rayats unduly pressed in the matter of obtaining rāb and firewood, grazing for their cattle, or grass for thatching and other household purposes. In this connection the attention of all officers is called to the orders passed in Government Resolutions No. 7467 of 15th September 1885, and No. 7022 of 4th October 1886." Government intend, I repeat, to adhere to and enforce this still. I may

state also in reference to what fell from the Honourable Mr. Garud about our old friends, the Bhils of Khândesh, that the Government are determined not to allow their forest privileges to be curtailed. I am sorry to hear that the honourable member thinks that the Bhils are harshly treated. In reference to the "Hirda" nuts case, alluded to by the Honourable Mr. Chandavarkar, in which he was personally engaged, Government cannot, of course, offer any opinion in the absence of the papers, but they will be called for. Meantime, I will only say that I presume that the Forest officers, in their conduct of the case, were guided by the advice of the Government pleader. The statement that when the people were starving and reduced to eating the pith of a tree a heavy price was placed upon each tree is more serious, and if the honourable member will give me particulars, Government will have it enquired into.

Mr. Chandavarkar raised a comparison between the Revenue and Judicial Departments of Government into which I will not follow him, except to say that in these days of law I personally consider it is even of greater importance to have a strong, capable Judicial Department than any other in the State.

A great many honourable members have spoken of the difficulty of recovering charges from local bodies on account of the plague. All questions of plague I must leave to His Excellency the Governor to deal with, for, as the Council knows, His Excellency has taken the initiative, and directed untiringly all the measures for its suppression. But as Financial Member I may express my sympathy with those who hope that local bodies will not be absolutely ruined by the Government's demands. I do not believe, moreover, any more than my honourable colleague, Sir Charles Ollivant, that the Government of India themselves intend anything of the kind. The Bombay Government owe it, as a matter of business, to the general tax-payer to recover from these local bodies, both for famine and plague, such sums as represent the cost of the adequate measures which under the law they were bound to make. Beyond that I do not suppose either this Government or the Government of India would wish recoveries to be made, but within the limits of reason Government have determined to make the local-bodies pay up and pay quickly. But I will say again that I cannot suppose the Government of India will be illiberal to us on this account when the local bodies have all paid and the accounts are made up.

The Honourable Dr. Bhalchandra has said a great deal about the Bombay plague charges into which it would be premature for me to attempt to follow him. If the Municipality can obtain contributions from other bodies so as to reduce the Government's and the Municipality's share of expenditure, I for one shall be extremely pleased; but I am afraid the "if" is a large one. I quite perceive, in considering the extent of the local bodies' obligations, two factors should be borne in mind. First, sometimes the money was not spent by the local bodies at all, but by Government officers or by plague committees on their behalf, and, therefore, the expenditure may have been on a more liberal scale than if the Government or plague committees concerned had been dealing with their own money; and, secondly, the fact that in some cases the measures were taken not only for the suppression of the epidemic in the local bodies' own area, but for the protection of important places or tracts beyond. But, of course, as the Government of India have pointed out, it is the duty of every place to protect itself internally and prevent the epidemic escaping externally as well. I followed my friend the Honourable Mr. Parekh with much interest. As he points out, the Provincial Service assignment was not calculated to meet such extraordinary charges as those for the suppression of plague have been. The Honourable Mr. Mehta has also pointed out that Provincial Governments are assumed to receive assistance towards meeting extraordinary expenditure, and are also to be left with a working margin. But, as I have already said, the Government of India know this. It is quite true that we have paid large sums for exchange compensation, and allowances for grain compensation, out of revenue; but when our revenues were flourishing we did so without much difficulty, and I hardly think it would have been good policy to ask the Government of India for these items when their own resources were being strained by the enormous cost of the famine, and a war following close on its heels.

I may notice here an error, a very natural one, which the Honourable Mr. Parekh made when he pointed out the apparent reduction in "Contribution to Education" in the Budget. As a matter of fact, the reduced grant is due merely to a transfer of Rs. 40,000, formerly debited as "Contribution," to another head of the Budget, and it appears on page 125. There has been no real reduction.



The Honourable Mr. Parekh is anxious that the rules under which agricultural land may be used for building should be modified. I did not gather precisely in what respect they are defective; but I know Ahmedabad very well, and even ten or eleven years ago mills were being constructed on agricultural land, and only the other day the Government assented to some well-considered proposals by the Collector calculated to facilitate the extension of the town of Ahmedabad into the fields. I hope the arrangements which the Collector proposed will meet with the honourable member's approval. He seemed to think that the Government levied from the Local Funds for the account and other establishments entertained in Government offices a contribution in excess of the actual amount required. I think I can assure him that he is under an entire misapprehension, and in proving to him the scrupulous honesty of the Government, he will perceive on page 178 of the Budget an item of Rs. 3, being a refund of a contribution towards the Collector's Local Fund establishment, an entry all to itself. The contribution, I may remark, includes a percentage for the leave allowances and pensions of the Local Fund establishments which are borne by Government.

The Honourable Mr. Mehta pounced on an item on page 107 of the Budget, *viz.*, cost of Village Pabis in Sind.

The Honourable Mr. Mehta (interrupting)—No, that was Mr. Parekh.

The Honourable Mr. JAMES continuing—I beg the honourable member's pardon. I would point out to Mr. Parekh that these useful persons are paid not from Local Funds as he understands them, but from a separate fund raised in Sind, called the Village Cess Fund, such as exists in many other Provinces in India for the employment and appointment of village accountants and village police. The item is properly debitable to that Village Cess Fund.

The Honourable Mr. Mehta's very clear summary of the history of our Provincial grants shows the care with which he has followed the fortunes of our Provincial finances and his jealousy for their welfare, which will be useful to me. But as we are dealing with the present, I think it is hardly necessary to go back beyond the period of 10 years which I have already dealt with. Nor will I follow him into certain questions connected with the Municipality of Bombay on this occasion, in the first place because I am ignorant of their merits and my honourable friend Sir Charles Ollivant has said everything that is needed.

The Honourable Mr. Mehta and another honourable member both referred to the inability of the Public Works Department to whitewash a college for want of means, and drew attention to the inconvenience caused to the Judges of the High Court for want of funds to make some new windows. I feel quite sure, however, that their lordships would be willing to put up a little longer with the inconvenience which their predecessors have for years been able to endure, when they know how straitened our finances are; and as for the whitewash, I feel inclined to think that there must be some mistake, and at any rate my honourable friend Mr. Thompson will, I have no doubt, be able to provide the same.

The Honourable Mr. Mehta is also a little exercised about a grog shop at Mátherán. I venture to think it is a little selfish on the part of the well-to-do visitors to the sanitarium to deprive the poor forest people and other natives who are unable to send to their wine merchants for spirits the chance of getting liquor in a climate so feverish as the forests around Mátherán are at some seasons of the year. I venture to submit to the honourable members that a local matter of this kind is hardly worth discussion in this Council, and that the local officers, who know thoroughly what the policy of the Government is in regard to liquor, must be trusted to exercise a wise discretion in the matter. The visitors to Mátherán are not the only people who have to be considered. I feel certain at the same time that any inconvenience that may be caused to visitors by the appearance of tipsy men on the lonely roads, or any increase of crime, will be dealt with most firmly by the Superintendent and the District Magistrate, and that those officers would gladly listen to any complaints or suggestions.

I notice with great pleasure the favourable criticisms passed on the famine policy of His Excellency and my predecessor. I need not say anything further here except that I fully agree with them from the observation I made myself in another capacity. Suggestions have been made about rations and other famine matters. I would point out to the Honourable Mr. Khare that a Famine Commission has recently been sitting to enquire

whether any improvements in the Famine Code are desirable, and I have no doubt that the point about rations, which has been the subject of great debates in the past, will have very full attention. I would point out also to the Honourable Mr. Chandavarkar that liberal advances of takávi are of the greatest use in famine, as they mean that individuals with money are able to carry out many useful agricultural works such as bunds or wells, which afford employment to the starving people of their villages, many of whom (as I have noticed myself in parts of India) prefer to remain at home in a semi-starved condition rather than go to a relief work at a distance. Thus, while the work is profitable to the person who undertakes it, the starved people obtain employment, and after the famine the tax-payer gets his money back.

The only other point I need notice in the honourable members' speeches, I think, is a suggestion from the Honourable Mr. Parekh that the Government of India should again be addressed with a view to allowing an anna on the rupee to be levied on excise revenue for the benefit of local bodies. There is, however, not the slightest hope of the Government of India agreeing to such a suggestion, and I hardly think it worth while raising the matter. Even if we got half the Imperial Revenues raised in the Presidency, as suggested by the same gentleman, it would do us very little good, because the Government of India look at the total grant which they give for Provincial Services, no matter from what source it is derived, and a share of a new source of revenue would only mean reduction in the share of an old one. That is all I have to say. I fear I have wearied your Lordship and the Council with these lengthy remarks. But if I have succeeded in making our financial position clearer, I trust that may be accepted as an excuse.

His Excellency the PRESIDENT said: Gentlemen—There is a rule which says that the President of this assembly shall conclude the Budget discussion, if he has any remarks to make. I can frankly say that I should best consult your convenience and my own, and leave nothing unsaid were I to sit perfectly silent upon the present occasion. It is not too much to say that the ground, and all the various points have, so far as in them lies, been perfectly covered and answered by my two honourable colleagues. We have a change in the Financial Member of this Government, and whilst we regret the absence of Mr. Nugent—who, I hope, will return in increased vigour and strength—we welcome Mr. James. Mr. James was once described by a high official of the Indian Government as one who came from “the deserts of Sind.” Whether Sind is a perpetual desert or not others know better than I, but at any rate in the terrible troubles that have encompassed parts of Sind during the past two years, that country has shown itself singularly fertile in the fortitude and patience of its population. My honourable colleague has at length, but with not one excessive sentence, dealt with the Budget. A gloomy task, we are told, it has been, but gloomy as that task has been, he has been able to invest his statement in reply with a great deal of interest, and I cannot but think that as a record that statement will be of great use in future. I noticed one remark in the speech of the Honourable Mr. Mehta, who said that in regard to this Budget it was little use to weary the Council with lengthy and futile speeches. Well, I have listened to speeches now upon four such occasions, and I cannot say that I have ever been wearied with them, or that upon the present occasion I have found them futile in their character. It is true that I, like other people, in listening to speeches, prefer a speech of twenty minutes to one of an hour. In my own case I prefer to speak for ten minutes or less; but I can truly say that I have never gone away from this Council Chamber after our annual meeting without having picked up something from the members that may be of use in the future.

One or two members referred to the educational question. I think it was the Honourable Mr. Parekh who drew a comparison between the education in the Northern Division and in the States of Káthiáwár. I have made such inquiries as I was able since we separated yesterday, and I will read you a memorandum in reply. I understood the Honourable Mr. Gokuldas Parekh to say that whereas in 1892-93 and previous years the progress of education in British districts of the Northern Division was equal to or more rapid than the progress of education in Káthiáwár, the reverse was the fact in 1896-97. I have made enquiries and find that in 1896-97, in the British districts of the Northern Division, 24·18 per cent. of the population of school-going age were at school, while for Káthiáwár the figures were 20·44 per cent. The British districts are therefore still much ahead of Káthiáwár in this respect. The percentage of progress in 1896-97 was 5·4 for British districts and 5·8 for Káthiáwár. A fractional superiority lies with Káthiáwár. The honourable

member's criticism is so far correct, and the explanation of the more rapid progress of Káthiáwár in late years may be—(1). That in Káthiáwár development has been later, and is still proceeding, while in British districts we have reached, practically, the limits imposed by our finances. (2). That the allotments of Native States to education increase with the development of public spirit in the States, and that the funds available are not finite, as the cess receipts of a district are. (3). That as pointed out in paragraph 48 (page 28) of the Quinquennial Review for 1896-97, the increase of salaries given to assistant teachers in British districts of late years, with an irreducible minimum of Rs. 7 per mensem, has resulted in the closing of many small schools. The cry of "starvation salaries" was raised in 1893-94 by Mr. Chimanlal Setalvad, and Government in Government Resolution No. 130 of June 5th, 1894, ruled that Rs. 7 should be regarded as an approved minimum salary for an assistant teacher in a primary school. The question how best to utilise our exiguous resources in the districts will form one of the subjects of consideration at the conference of Inspectors to be held in September. The Department has been forced to close schools in many places to provide for the increased expenditure necessitated by this ruling. In Káthiáwár the example of generosity set by Government in the British districts has not been followed, and assistant masters are to be found there on very small salaries. To prevent unnecessary alarm, I may add that such teachers are usually young lads who have passed through the primary course, and who, while waiting for employment, and living in their own homes, are content to add something to the family income. Such lads also frequently earn a rupee or two more by helping the sons of well-to-do persons in their studies.

The honourable member also complained of the reduction of the Provincial allotment to grants-in-aid in the Budget. This is due to the curtailment of the Building and Apparatus grants, usually Rs. 1,50,000. The annual grants for education have been fully maintained to schools already on the lists. The Chief of Ichalkaranji referred to another question. Inspectors have been instructed to treat all aided schools affected by plague with the utmost liberality, and to pass full grants where it is obvious that the managers of schools have done their best under adverse circumstances, and have maintained their expenditure on the schools.

In regard to education the Honourable Mr. Mehta expressed a hope that there would be nothing of a reactionary character in the policy of the Government towards the University of Bombay. I have but to say that the Government would be the last to interfere unconstitutionally with the privileges or the prestige of the University, or to underrate or minimise its dignity or its usefulness. But under statute Government have certain duties of determining in any particular case, whether approval should or should not be accorded, and Government cannot divest themselves of this responsibility, nor can they be content to merely register decrees as to which considerable differences of opinion may exist.

Last year I had to deal at some considerable length with the question of plague, but happily such a state of circumstances does not exist this year. Grave charges had then been brought forward. My lips for a long time had been obliged to remain closed; and it was the first opportunity I had of replying to the charges made as to the soldiers and their doings. I do not propose to say anything more about this occurrence, although some passing allusion has been made to it. I have nothing to add to, or retract from, the statement I made upon that occasion. My honourable friend, Mr. Chandavarkar, has adopted a phrase in regard to those unhappy proceedings and the mistakes that have been made, the sense of which was let the dead bury their dead, and let us look forward every one with courage to the future. At this time last year our ubiquitous enemy had already invested Kirkee and it soon made its way back to Poona. Upon that occasion the disease was combated with great determination, but it was a long and weary battle, during which, as Government have already explained in reply to a question on the Poona Police, the patience and behaviour of the people of Poona was—it is not too strong a word to use—exemplary. We must not forget however the two officers who had principal charge of the operations, Colonel O. Moore Creagh, V.C., and Surgeon-Major Reade. There can be no question that the thoroughness and efficiency of the arrangements made by them, and the unflinching energy and patience with which they were carried out, combined with the fortitude and patience of the population, conduced to the very happy result that when Colonel Creagh went away it was with the gratitude and amidst the plaudits of all.

In regard to this plague question, at the commencement of his speech, the Honourable Mr. Parekh made a very sapient remark which came to this, that whilst he congratulated us upon the results of our famine policy, he said that it was very true we had Famine Codes, and experiences of famine spread, unhappily, over a series of years, which had enabled us to improve our system until at any rate we knew what to do. But such is not the case in regard to plague. We have had to get our experience as we went along, and I know that some experts have on certain points changed their views. More than that we have had to buy our experience at immense cost, and I hope other parts of India will profit by it, if unhappily they come to be attacked.

With regard to Bombay, I would say that there can be no doubt—I have said it over and over again in reply to addresses when I have been visiting towns and affected localities—that the thing we must continue to do in regard to plague is to endeavour to enlist the people on our side. I have recently come across some lines which I think will be familiar to almost all the Council, and which describe the feeling I have always tried to inculcate upon all officers concerned with plague operations. These words are put into the mouth of the Saviour by Milton:—

Yet hold it more humane, more heavenly, first  
By winning words to conquer willing hearts,  
And make persuasion do the work of fear;  
At least to try, and teach the erring soul,  
Not wilfully misdoing, but unaware  
Mised; the stubborn only to subdue.

No doubt I shall be told that in regard to plague hearts are not willing and that winning words are not effective measures for getting rid of the disease; but my experience has led me to this conclusion, as I have no doubt it has many others, that men are to be found with such power over others from the force of persuasion and from the manifestation of sympathy with them, that they can persuade people to move out of their houses and to conform to regulations, where others without persuasion and by the resort to more stringent measures only may fail.

But it unhappily is a fact that one is not always provided with men possessing these invaluable and rare qualifications. The strain on every department has been so great, and I was rather surprised to hear the Honourable Mr. Garud comment grudgingly upon the fact that a certain number of officers are upon furlough and upon leave. I do not think it is an exaggeration to say that for the past two years, but for a month or two, all leave has been closed except to those with a medical certificate, and the consequence of it has been that many officers have suffered severely in health. I cannot help regretting that the Government of India have taken the view that Secretariat officers should not be entitled to the special leave concession. Only those, I think, who have had to sit side by side with Secretariat officers during the prevalence of famine and plague can judge of the amount of work that has been done, of the anxious moments and lengthy hours spent in the execution of their duties. And, mind, I do not limit my remarks to what I may term the higher officers. On subordinate officers the strain has also been very great, *e.g.*, in the Public Works Department during the famine I know that working hours extended up to 9 and 10 o'clock at night upon occasions; indeed the zeal and spirit of all departments could not have been exceeded. The order to which I alluded is not mine, and I am not sanguine that any suggestion I can make would obtain the reversal of it.

I should like to refer to the case of one Municipality because it stands out as the result of measures of a particular character—I refer to Hubli. Honourable members are aware that at this moment plague is turning its attention to the Southern Division, Hubli and Belgaum; the Belgaum District has never been entirely free. Plague at Hubli appeared first of all in what honourable members who know the place will recognise as the railway chawls. An energetic Collector, Mr. Cappel, and a no less energetic medical officer, Surgeon-Major Meyer, and Assistant Surgeon Cardoz were on the spot, and they took immediate precautions for isolating the whole of the population of the chawls. A cordon was drawn round the infected locality and the greatest watchfulness exercised, and by this means plague was kept out of Hubli for four or five months. In this instance the cordon was successful for four or five months. I do not suppose that any one was sanguine enough to suppose that plague would be perpetually kept out of Hubli town, but these five months afforded time to prepare the minds of the people for what would happen, for inculcating lessons of extreme importance as regards the necessity of isolation, and for the preparation of hospitals and camps—which the

Municipality did with the greatest promptitude—and other measures which, in the hopes of checking the spread of the disease, were ultimately carried out. Unfortunately a time came, as was the case elsewhere—and although one does not like to look into the future, it is extremely likely will be the case in the future—when in spite of all the ability and energy with which the measures were characterised, the town was infested with the disease.

Then turning to Bombay, my honourable colleague, Sir Charles Ollivant, has, if I may say so, so well put the case as regards the expenditure, that I need add very little to what he has said. Comments have been made upon what was termed the extravagance of the Committee, and it is said that their accounts have not been kept as they ought to have been kept. I might allude to the remarks of the honourable member who represents the Corporation, but I do not think that comment will give any better solution of the difficulty, so I will make no rejoinder to what I consider somewhat sharp and unmerited criticism. We are all entitled to our opinion, and I need scarcely say that I do not agree with the honourable member. When the Committee was appointed we were advised by our experts that the essence of the value of all measures was the promptitude with which you could carry them out. No doubt very great expense was occasioned by the construction of segregation camps, some of which did not find any occupants. But you will remember that at that time it was suggested that the safety of the rest of the Presidency, and indeed the rest of India, demanded that we should take extreme precautions that people travelling from the infected city of Bombay should not be free to go wherever they listed. To prevent that we had camps here, there, and elsewhere, and restrictions as everybody knows prevailed. But what Government foresaw was this, that probably the time would come when people would say “it is true you will not let us go out, you impose restrictions, and we are put to great trouble, and, therefore, you ought to furnish us with some place to go to.” My only regret about those camps is that they were not able to build them as early as the month of November.

Well, now a word as to Sir James Campbell. Sir James, as everyone knows, has gone away on long furlough, and it is more than probable that he may not return to this country. Many honourable gentlemen at this table have had a life-long acquaintance with Sir James Campbell, and you do not need to be told that he is perhaps one of the most modest of public officials that it has ever been my lot to meet. If Sir James Campbell has a fault—and who has not—it is, that he never would let his left hand know what his right hand was doing. But since his retirement I have ferreted out by degrees information as to the long hours that he worked, and as to the charity and kindness that he showed in carrying out his duties as Chairman of the Plague Committee. For example, late at night, on receiving information that some students had been put by mistake into some segregation camp, he was promptly there to liberate them. He assisted a large number of people with gifts of small sums of money to return to their homes and for other charitable purposes. It was a perfect marvel to me who watched him day by day that his strength carried him through the herculean task imposed upon him. I think it is not too much to say that nothing but his indomitable courage and energy enabled him to get through what seemed the impossible amount of work he performed.

Well, returning to the remarks of the Honourable Mr. Mehta, he made the sweeping assertion that the Plague Committee had been a failure. The sad acknowledgment has to be made that the measures for stamping out the plague have been failures. But there is one thing upon which I do not think sufficient stress has been laid, and that is while the Bombay Plague Committee did not succeed in stamping out the plague—and I do not suppose that any reasonable man ever thought they would do so after once it had gained a hold—it is my humble opinion that the Committee did manage to control the plague, when we remember the circumstances of the population. Our figures are not very exact, but it is estimated that the population, after the exodus from Bombay had taken place early last year, was  $4\frac{1}{2}$  lakhs. I am told that adopting the same basis of calculation the population of Bombay after the first epidemic had gone down, and while the Plague Committee was in charge, was  $7\frac{1}{2}$  lakhs. And yet, owing to the exertions of the Committee, the total mortality during the last epidemic hardly exceeded that of the previous year, when there were three lakhs fewer people in the city.

As I have said we were advised that promptness was a very necessary precaution in carrying on this war in the face of the enemy, and if there was a body of men in office who fought the enemy with promptness, it was the Plague Committee. No doubt the

interests of economical administration and rules which ought to be and must be observed in every day life, have to be set aside, and camps and anything else that was recommended, had to be very promptly supplied. Everyone will remember that both then and at the first outbreak of plague there were a large number of advisers with remedies of their own. I remember that one gentleman was loud in his protestations that one determined man with a couple of thousand European soldiers would soon drive the plague from Bombay. That gentleman did not possess perspicacity, for I know perfectly well what would have been the result of such a measure as that. I have mentioned one or two officers by name in connection with certain localities, but again this year I must not fail to recognize the zeal and self-denial of all officers concerned in this second year of the visitation. No sacrifice by them has been too great. Their only idea has been public duty.

I do not take the same gloomy view of what the future has in store as has been taken by some honourable members here. It is perfectly true that the tale which my honourable colleague had to unfold is not one that we can congratulate him on. But I have great faith in the justice, nay, I will say, the generosity of the Government of India, and I do look forward to a recognition that a large part of the expenditure that has been incurred must be of an Imperial character. I have been reminded that when the Plague Committee was appointed last year I spoke of the question of suppression of the disease as one of Imperial concern. The reminder was given by the honourable member who desires that the plague arrangements should be left uncontrolled in the hands of the Municipality. Well, I contend that if this question was an Imperial matter in February 1897, it is more so to-day. So Imperial a matter is it considered by the Secretary of State that he desired that our organisation and arrangements should be submitted to him before we promulgated any orders. There is a political side to the question, and there is a commercial side to the question, and in these respects as well as in others it is a matter of Imperial importance. At the same time the administration of plague measures touches every individual officer in the service of Government. Our duty is clear. We must be careful in our dealings with the people of all sorts and conditions. If we have to cause inconvenience, it must be, as I have said on several occasions during the last two years, with the utmost sympathy and the utmost consideration, and it is the duty of every plague officer of every grade as much as is possible to "let persuasion do the work of fear."

## BILLS AND ORDERS OF THE DAY.

### BILL NO. IV OF 1897: A BILL FURTHER TO AMEND THE BOMBAY PORT TRUST ACT, 1879.

In moving the second reading of Bill No. IV of 1897, a Bill further to amend the Bombay Port Trust Act, 1879, the Honourable Mr. BURKE moves the second reading of the Bill further to amend the Bombay Port Trust Act, 1879. said:—Your Excellency, I beg leave to propose the second reading of Bill No. IV of 1897, a Bill designed further to amend the Bombay Port Trust Act of 1879.

This Bill was introduced at the Council Meeting held on the 29th March last; was then read for the first time, and referred to a Select Committee, which Committee fully considered the Bill, with some additional amendments, and submitted their report on the 22nd April. The report and the Bill as amended were published in the *Bombay Government Gazette* of the 16th May 1898, and copies were duly distributed to all the members of Council.

The changes made in the Bill were unanimously approved by the members of the Select Committee; they are very few and simple, and like all the amendments included in the Bill are of an absolutely non-contentious character. Three additional amendments which had not been included in the Bill as originally referred, were submitted for the consideration of the Select Committee. The three amendments referred to are:—

- I. The amendment of section 3, clause 12, of the Act, defining "Public Securities."
- II. The addition of two new sections to follow section 42 of the Act, namely, 42 A, designed to protect the "Right of Joint Payees of Securities," and 42 B to afford power to one of two or more joint holders to grant receipts.
- III. The addition of a new section to follow section 51 of the Act which is designed to afford the Board power to invest in their own securities.

As regards the first of these amendments the Committee were of opinion that clause 12 of section 3 of the Act should be a little more comprehensive, and with the object of making it so, have, taking section 20 of the Indian Trusts Act of 1882 as a general guide, substituted a new section by which "public securities" are defined to include—

(a) Promissory notes, debentures, stock or other securities of the Government of India ;

(b) debentures or other securities for money issued by or on behalf of—

(i) any municipal body or any Port Trust under the authority of any Act of a legislature established in British India ;

(ii) the City of Bombay Improvement Trust under the authority of the Act of 1898.

The second amendment is intended to meet a difficulty experienced in dealing with securities payable to two or more persons jointly. As matters now stand in a case when one of two or more holders dies great trouble is caused in investigating the claims of his representatives, including the examination of wills, trust deeds, &c., and sometimes the execution by the claimants of indemnity bonds is required when the title is not absolutely clear. In the case of Government Securities the security is payable to the survivor or survivors under section 5 of the Indian Securities Act of 1886, and sub-sections (1), (2) and (3) of the new section 42A follow the wording of sub-sections (1), (2) and (3) of section 5 of that Act. The new section 42B, which enables one of two or more joint holders to give an effectual receipt for any interest payable in respect of such debentures, follows sub-section (4) of section 4 of 52 Victoria, Chapter 6, National Debt Act of 1889.

The proposed section 51A comprises provisions similar to those of the Act recently passed by the Council amending the Municipal Act with respect to the investment of sinking funds and surplus moneys. Besides these new amendments several alterations have been made in the various sections of the Bill, some of a trivial and merely verbal character, while others are of more importance : thus, section 5 of the amended Bill is entirely a re-draft ; the proviso which was contained in section 17 has been omitted ; and in section 20 the wording of the latter part of the original section of the Act has been modified to meet the present altered conditions, the appointment of Master Attendant having ceased to exist.

With these remarks, your Excellency, I beg to move that Bill No. IV of 1897, as amended by the Select Committee, be read a second time.

Bill read a second time.

The motion was agreed to *nem con.* and the Bill was read a second time. The Bill was then considered in detail.

Bill considered in detail.

Sections 1 to 14 were agreed to.

The Honourable the ADVOCATE GENERAL moved that in the marginal note to section 15 after "in" the word "their" should be substituted for "its", so that the marginal note should read "Board may invest in their own debentures and securities."

The motion was agreed to, and the remaining sections of the Bill together with the schedule and preamble were agreed to.

#### BILL No. III OF 1898: A BILL TO MAKE BETTER PROVISION IN THE CITY OF BOMBAY AND ELSEWHERE FOR PREVENTING THE ADULTERATION OF GHEE AND OTHER ARTICLES OF HUMAN FOOD.

In moving the first reading of Bill No. III of 1898: A Bill to make better provision

The Honourable Mr. Moriarty moves first reading of the Bill to make better provision in the City of Bombay and elsewhere for preventing the adulteration of ghee and other articles of human food.

in the City of Bombay and elsewhere for preventing the adulteration of ghee and other articles of human food, the

Honourable Mr. MORIARTY said:—Your Excellency, I beg leave to move the first reading of a Bill which is short, but of some importance, *viz.*, a Bill to make better provision in the City of Bombay and elsewhere for preventing the adulteration of ghee and other articles of human food. The proposal for an Act on this subject is by no means a new one, and it will, I think, be of some advantage if I briefly describe the various steps which have been taken in past years to

bring the proposal to its present shape. A brief history of this measure will show with what care and deliberation Government have considered the various proposals made on this subject.

So far back as the year 1886 the Government of India sought the opinion of this Government on the desirability of legislating with a view to more effectively checking the sale of adulterated articles of food in the Bombay Presidency, with reference to the proposals then made for the City of Calcutta. As a result of enquiries made on the subject a Bill was drawn up in 1889, as a separate enactment and on lines suggested by the Corporation of Bombay. The measure, however, had subsequently to be abandoned owing to legal objections raised by the Government of India. In 1892 the subject was raised again by the Corporation of Bombay and in 1894 a Bill was prepared in which it was proposed to amend the Bombay City Municipal Act, 1883, so as to secure the required object. After further correspondence and consideration it was in the year 1897 finally deemed advisable once more to change the form of the measure, and instead of amending the Bombay City and District Municipal Acts, to have a separate enactment framed on the lines of the Bombay Municipal Servants Act V of 1890. Since the necessity for this legislation is more particularly felt at present in the City of Bombay, the Bill provides that it shall come into force at once in the City of Bombay. At the same time it has been provided that, when deemed necessary, the special provisions of the measure can be extended without difficulty by the Governor in Council to any municipal district in the Bombay Presidency.

This, therefore, your Excellency, is the form in which the measure is now placed before this Council. For an explanation of the details of the Bill I beg to draw attention to the statement of objects and reasons placed on this Council Table. As for the principles of the measure it seems only necessary at present to point out that the main idea is to provide that the wilful mixing of any foreign substance with ghee or any other article of food, should render the seller of the adulterated article liable to punishment, whether the ingredients used for adulteration are of a dangerous character or not. The sale of articles which have been rendered *noxious* for food or drink is already provided against by the Indian Penal Code. Certain legal difficulties have been met with in the matter of providing penalties under this measure, and it is hoped that it will be found that these difficulties have been successfully solved. In this connection I would at present only draw attention to sub-section (4) of section 3 of the Bill which provides that it should be no defence in a prosecution under the section for the vendor to allege innocence as to the nature, quality or substance of the article sold by him. At the same time a proviso has been added declaring under what circumstances a retail trader may protect himself when, in good faith, he sells an article in exactly the same state in which he purchased it.

In conclusion it should be pointed out that the special object of the Bill is to prevent the adulteration of ghee, and that in fact, so far as the City of Bombay is concerned, the prevention of such adulteration has been the main reason for which the Corporation of that important city has for so many years pressed the subject on the attention of Government. It has been found that the adulteration of ghee by the admixture of animal fat has been largely on the increase and that the trade in adulterated ghee has, in the absence of effective legislative provision, continued to flourish and expand. It is scarcely necessary to point out that a check to the adulteration of ghee is of special interest to Hindus, and is of importance, much more from a religious than from a commercial point of view. This measure appeals with special force to the sympathies of the great Hindu population of this Presidency, and therefore of honourable members of this Council who are Hindus. Moreover it is to be hoped that this measure will have the effect, when passed, not only of checking adulteration of human food generally, but that it will in particular encourage and protect what I may perhaps be allowed to style the "unctuous rectitude" of the ghee-sellers of Bombay. With these remarks, your Excellency, I ask leave to move the first reading of this Bill.

The Honourable Mr. VIJBUKHANDAS ATMARAM said:—Your Excellency—It is perhaps not necessary at this stage of the Bill to go very minutely into its provisions. I propose, however, to dwell at some length on them, as I am afraid the Bill requires modification in some important particulars before it is finally passed. I may state at the outset, though, that I am generally in favour of the principle which underlies the proposed enactment and am thoroughly in sympathy with the motive which has prompted it. The main objections against legislation of this nature may be said to resolve them-



selves into this that it constitutes an unnecessary departure from the *laissez-faire* theory of Government as also from the principle of *caveat emptor*. On behalf of that section of the trading class which comes within the purview of the present Bill, it might be urged that they only supply what there is a demand for; that pure and unadulterated food or drink is not what the general public—more especially the poorer portion of it—cares to have or can afford to buy; and that, therefore, legislation which interferes, or may have the tendency to interfere, with the freedom of purchase of the poorer population will only result in adding to their difficulties for they will have either to buy some of the necessaries of life at dearer prices or do without them as being beyond their means. To this the reply is that freedom of purchase can hardly be said to exist in the case of the poorer or labouring classes, who are forced, through want of leisure and resources, to buy their daily supply of food of the cheapest sort in their own neighbourhood, and who, even if they were in a position to know that they had not got their money's worth or had not been given what they had asked for, have perforce to put up with the stuff the shopkeeper gives them. In such a state of inequality, where the trader or shopkeeper has it all his own way and enriches himself on the ignorance or helplessness of the consumer, the State is bound to interfere on behalf of the latter. This obligation becomes the more imperative, when an article of food daily required by the mass of the population here like ghee is largely sold in such a state of adulteration as to make the sale thereof little short of a downright fraud upon the general body of consumers. The Penal Code is powerless to protect the people against the prevailing practice of adulterating ghee by an admixture of animal fat, as it can hardly be said that the adulterated article is thereby rendered noxious as food or altogether unfit for human consumption. I hold, therefore, my Lord, that the principle underlying the proposed legislation is on the whole sound; but I wish to make a few observations on the Bill as at present drafted, and I trust they will receive the attention of the Select Committee which will, in due course, be asked to report upon its provisions. Unless I am mistaken, the Bill is not free from inconsistent provisions. For instance, if we take section 3, sub-sections (1) and (2), the result is that if on a demand for ghee, a person sold an article which contained any substance not exclusively derived from milk, it would be an offence on his part, unless he told the purchaser before selling the article to him that it contained such substance. That means, then, in plain terms, that a man is free to sell adulterated ghee; only he must tell the purchaser that it is adulterated. Now, take the additions to the City of Bombay Municipal Act, which are proposed to be made to it by section 4, sub-section (1) and section 5, sub-section (1) of the present Bill. The result of those additions would evidently be to authorize the Municipal Commissioner to haul up before a Presidency Magistrate any person who exposes or offers for sale as ghee an article which contains any substance not exclusively derived from milk. That is to say, if a person exposes for sale adulterated ghee, even though he has labelled it so, or honestly intends informing the purchaser of its real nature and quality, he shall be punishable; but according to the provisions of section 3 I have already referred to, he could not be said to have committed an offence if he actually succeeded in selling it, after apprising the purchaser of its real nature. In plain terms, again, the law would say to the vendor—"If you expose or deposit or offer for sale adulterated ghee, you shall be punished; but there will be nothing the matter with you if you actually sell the same stuff, telling the purchaser before he buys what kind of stuff it is. The sale is permissible, but the offer thereof is punishable." I have no doubt the Select Committee will look into this closely and remove this discrepancy in the provisions. Another point to which I would draw the attention of the Council is that the punishment of imprisonment, which section 3 lays down for a second or any subsequent offence under it, seems too stringent a provision. I am inclined to think that, whatever may be the conditions in England, it will be going beyond the necessities of the case here to punish the offender under section 3, even though it be his second or third offence, with imprisonment of any description. A reference to the provisions of Bengal Act III of 1884 and Bengal Act II of 1888 shows that the legislature there has eschewed that kind of punishment and provided only heavy fines for the offence, which, together with seizure and destruction of the entire stock of the adulterated article, would seem to be sufficient for all practical purposes. Of course, the provision is inserted in order that it may act as a deterrent; but I am afraid in the present case it would be availed of largely as a means to levy black-mail. Already the proposed enactment is open to the objection that it would furnish a fresh field—and a very wide and convenient one too—for unscrupulous exactions. I leave it to my honourable friends who are learned in the

law to decide if it is not advisable to insert a special provision guaranteeing substantial compensation for a groundless or frivolous prosecution under the Act. However, my main point is that, all things considered, it would be better if offences of the nature contemplated by the present Bill were made punishable with heavy fines only. Another point, my Lord, which strikes me is that unless the Act comes into force simultaneously in the City of Bombay and those municipal districts in the Presidency which supply ghee to Bombay in large quantities, it would have a somewhat halting operation. Let us suppose, for instance, that a wholesale ghee merchant of Bombay orders a consignment of pure ghee from the mofussil, with a written warranty to that effect from his vendor, but finds on arrival of the goods that the consignment, or a part of it, is of adulterated ghee. Now, so long as the Act is not extended to the municipal district from which the consignment is sent, the remedy of the wholesale Bombay merchant will, I understand, be only a civil suit for damages—a remedy which, it will be seen, will not be effective enough to prevent the in-flow of adulterated ghee into Bombay; and so long as there is that in-flow, there will be inducement to resort to various devices to palm it off on the public. With these remarks, my Lord, I support the first reading of the Bill.

The Honourable Mr. MEHTA said—Your Excellency, after the lucid explanation given by the honourable mover of the Bill of the objects in view in introducing it, and of the attitude taken up by the Corporation, I do not think it is necessary to put forward any observations on the Bill, except to say that the Corporation will welcome its introduction with very great satisfaction. It is upon lines which have been recommended by the Corporation after very long and careful consideration.

The Honourable Mr. GOKULDAS KAHANDAS PAREKH said—Your Excellency, I accept the principle of the Bill so far as it provides a check to the adulteration of ghee. As ghee is an essential article of food of a considerable portion of the community, it is desirable that some measure should be taken to prevent its adulteration; but I believe that the Bill has gone further than is necessary. It might have been confined to ghee; but the Bill as it now stands applies to all articles of food, and its scope is so wide that if a person demands Sholapur jowari and is given Hubli jowari, the seller would be punished as an offender. Such a measure is calculated to lead to harassment and to interfere with the freedom of trade. I think it is not desirable that legislation should go so far. As regards the various details of the Bill I do not think it necessary to offer any remarks at this stage.

The Honourable Mr. BHALCHANDRA KRISHNA BHATAVADEKAR said—Your Excellency, I rise to give my hearty support to the Bill now before the Council. Probably very few members here are aware of its chequered history. The names of four well known citizens of Bombay—Messrs. Javorilal Umayashanker Yajnik, Raghunath Narayen Khote, Damodar Thakersi Mulji and Abdulla Meherally Dharamsi—are inseparably connected with it; two of these were members of the Council, Messrs. Javerilal and Dharamsi, but not one of the four has lived to see the fruit of their labours: such is the protracted course of legislation. It was Mr. Javerilal who first drew the attention of the Municipal Commissioner in October 1886, to the practice then prevailing of adulterating ghee with animal fat. It so happened that the Calcutta Corporation also moved in the matter, as the practice of adulteration of ghee was causing quite a sensation among the people there. The Calcutta Bill was passed into an Act very soon. The Bill which was prepared by the Legal Remembrancer with the Government of Bombay, and approved by the Corporation, was forwarded to the Government of India, but did not find acceptance in the first instance on the grounds already referred to by the honourable mover.

The Government of Bombay thereupon decided not to proceed with the measure, being of opinion that the modifications proposed by the Government of India would emasculate the Bill. After this, for about two years the subject was dropped. In 1892 again Mr. Javerilal, as President of the Corporation, addressed a letter to the Government of Bombay, applying for legislative provision adequate to prevent in an effective manner the adulteration of ghee, giving very cogent reasons in support of his request. This was strongly supported by a memorial which was adopted at a public meeting held at the house of the late Mr. Damodar Thakersi Mulji, who took a very keen interest in the subject, and which was influentially signed and submitted to the Government of Lord Harris. In that petition it was pointed out that the practices of the ghee sellers

were repugnant not only to the Hindus but to all classes—Parsees, Mahomedans, Hindus, also Europeans in whose homes ghee is used for cooking purposes. This has been the position of advocates of penal legislation on the subject all through, and therefore I cannot agree with the honourable mover that the Bill is principally needed because the practices it penalises are obnoxious to Hindus on religious grounds. I say that the need for it on sanitary grounds affecting all classes is still greater. Well, when the memorial had been presented, Government took two years to consider the matter, and in August 1894 forwarded to the Corporation two draft Bills on the subject of adulteration of ghee. One of these was framed on the lines of the English Margarine Act, and purported rather to legalize the adulteration of ghee provided certain conditions were complied with than to make adulteration penal. The other was to amend the Bombay Municipal Act, III of 1888, and followed the Calcutta and Bengal Municipal Acts, and gave (to use the words of the Government letter) as complete effect to the wishes of the Corporation as expressed in the President's letter as is consistent with the views expressed by the Government of India. The Government desired to know which one of the two proposed measures the Corporation were disposed to prefer. The Corporation rejected the first Bill, and approved the second with certain modifications, pressing for early legislation, and advanced some further arguments in favour of the expediency of such a measure. The Bill was forwarded to the Government of India, who on this occasion appear to have received the measure with favor, but pointed out certain defects and made some suggestions. With their remarks the Bill was sent by the Bombay Government to the Corporation, and the Bill now before the Council is the one which has been finally approved by the Government of India.

If there was any necessity for a measure of the nature now before the Council in 1886, there is a greater necessity now, as the fraudulent trade of selling and exporting adulterated ghee has become more extensive than ever. Numerous samples have been submitted to the Chemical Analyser and it has been found in some cases that the ghee is simply animal fat and a preparation of curds and flour mixed up in certain proportions which is extensively sold instead of ghee. Not only this, but fat from carcasses and diseased animals is taken out and mixed in this manner. The fat of the cow, the ox and the pig is used for such a purpose. This is very repugnant to the feelings of all communities. Thus, both on religious and sanitary grounds, it is of the utmost importance to have a law to prevent such fraudulent practices, and therefore I heartily accord my support to the measure.

The Honourable Mr. NARAYEN GANESH CHANDAVARKAR said—Your Excellency, as a rule, I am opposed on principle to legislation of this kind. It is conceded that under the existing law articles that are injurious to health are seizable, but the present Bill is said to be a concession to religious prejudice. For my part I do not know if it is desirable to pass a law in the interests of religious prejudice, when it is acknowledged that the existing law sufficiently meets the cases of articles injurious to health. The honourable mover says this law is to make ghee-sellers more moral, but I believe most people are inclined in this age to take the late Lord Beaconsfield's view that you cannot make people moral by penal statutes. I am afraid that in spite of a law of the kind now proposed, adulteration will go on as before. Instead of effectually preventing ghee adulteration, the proposed law may only add to corruption and forgery. The former is already far too prevalent among petty officials, and this Bill, if it passes into law, will only add to that evil; and the latter will be stimulated by the provision that if a "written warranty" of the purity of the article is obtained by the vendor from the wholesale dealer, he will be exempt from punishment. I fear that such warranties, whether genuine or not, will always be forthcoming in the event of seizures and then the Court will have to go into the question whether the warranty was really written by the person whose signature it bears.

However, the Hindoo, Parsee and Mahomedan communities have asked for a law so far as the adulteration of ghee is concerned and may have it; but why go further and extend this law to all articles of human food, when, so far as I am aware, no class of people has asked for such a sweeping measure as the one now proposed, applying not only to ghee but all articles of human food indiscriminately. The words selling "to the prejudice of a purchaser" are ambiguous and it is difficult to say what exactly they mean. The Bill from these points of view seems to me to be objectionable and will require very careful consideration if it is not to be a source of greater harm than good.

The Honourable Mr. JAMES said:—Your Excellency, I did not intend to intervene in this debate, but I should like to make some remarks on what has fallen from the last speaker. I think that in taking upon himself the part of *Advocatus Diaboli* he has done himself injustice. I cannot believe he means us to take his remarks seriously, when he tells us that such loathsome and disgusting practices as the Honourable Dr. Bhalchandra has referred to should not be stopped by law. As the honourable member is aware, the question whether the Bill provides the best way of preventing will be carefully considered in the Select Committee. He used what is a stock argument with the critics of penal legislation in India, that the passing of this Bill will throw a great deal of power into the hands of underlings and other officials. However that may be, I venture to remind the honourable member that the Chemical Analyser to Government is not a corrupt official. When an Inspector of the Municipality of Bombay buys a specimen of ghee, as he is empowered to do by this Bill, he has to submit it to the Chemical Analyser, and I have no doubt that the Chief Presidency Magistrate will accept the verdict of the Chemical Analyser.

One view taken by the honourable member, if I understand him rightly, is that it is a mistake in these advanced days to pay too much respect to religious prejudices. Well, I admit that it is possible to go too far in that direction; but I have been a somewhat close student of Indian history. I have studied Kaye's History of the Sepoy War, and I have read Lord Robert's recent book, and there I find that one of the main causes that led to the terrible events of 1857 was the belief that the Government was tolerating the mixture with certain substances of cow's fat and pig's fat with which to grease cartridges, a mixture which was a defilement to every Hindu or Mahomedan who had any respect for his religion. There are many in these days, at the end of the nineteenth century, who will conform to the outer requirements of their religion but do not carry out its inner principles and neglect many of its ancient precepts; but India is an extremely conservative country, and I believe that both amongst Hindus and Mahomedans the number of intelligent gentlemen who from conscience salve have abandoned the tenets of their own religion is infinitesimal. I do not think it should go forth from this Council that the Government of Bombay in Legislative Council assembled pays no heed to the religious prejudices of the masses. Partly on sanitary grounds, partly to protect the people from ghee made in a disgusting way, and also because I think it would be a very impolitic thing for the masses to feel that Government pay no heed to their religious feelings, I hope the Council will proceed with this Bill.

Bill read a first time.

The Bill was then read a first time.

On the motion of the Honourable Mr. MORIARTY the Bill was referred to a Select Committee consisting of the Honourable Mr. Vijbhukhandas Atmaram, the Honourable Mr. Chunilal Venilal, the Honourable Mr. Burke, the Honourable Mr. Bhalchandra, and the mover with instructions to report within one month.

Bill referred to a Select Committee.

#### NOTICES OF MOTION.

In accordance with notice given, the Honourable Mr. DAJI ABAJI KHARK moved for leave to introduce a Bill to amend the Khoti Settlement Act, 1880. Leave was granted accordingly.

His Excellency the PRESIDENT then adjourned the Council *sine die*.

*By order of His Excellency the Right Honourable the Governor in Council,*

C. G. H. FAWCETT,

Secretary to the Council of the Governor of Bombay  
for making Laws and Regulations.

Poona, 20th August 1898.

## APPENDICES

TO THE

PROCEEDINGS OF THE COUNCIL OF THE GOVERNOR OF BOMBAY ASSEMBLED FOR THE PURPOSE OF MAKING LAWS AND REGULATIONS ON THE 19TH AUGUST 1898.

## APPENDIX A.

(LAID ON THE COUNCIL TABLE)

(19th August 1898.)

QUESTION No. 4 PUT BY THE HONOURABLE MR. GOKULDAS KAHANDAS PAREKH AT THE MEETING OF THE LEGISLATIVE COUNCIL HELD ON THE 28TH MARCH 1898.\*

REPLY TO QUESTION No. 4 PUT BY THE HONOURABLE MR. GOKULDAS KAHANDAS PAREKH.

Will Government be so pleased as to place on the Council Table the reports about the expenditure incurred on wells and tanks used for irrigational purposes and the contributions from the people to this expenditure, that they might have received in reference to parts 2 and 3 of question No. 2 asked by me at the last meeting of the Council?

The reports received from the Commissioners of Divisions and the Commissioner in Sind are laid on the table.

No. 1336 of 1898.

From

F. S. P. LELY, Esq., I. C. S.,  
Commissioner, N. D.;

To

THE SECRETARY TO GOVERNMENT,  
General Department.

Camp Tithal, 20th April 1898.

SIR,

With reference to your memorandum No. 863 of 11th February last, I have the honour to furnish below the information asked for in question No. 2 put by the Honourable Mr. Gokuldas Kahandas Parekh:—

(1) The figures given in Appendix III G (2) of the Administration Report for 1896-97 represent all the expenditure incurred in the several districts of this Division on new tanks and wells and the repair of tanks and wells already in existence.

(2) With the exception of a sum of Rs. 1,254 in the Ahmedabad District, no portion of this expenditure was incurred on tanks and wells used or intended to be used for irrigational purposes nor is it usual to incur such expenditure from Local Funds, but it sometimes happens that a source of water-supply which is mainly used for drinking and other domestic purposes is also used for irrigation.

(3) Out of the amounts expended, the following sums were received in each district as contributions from the people:—

	Rs.	a.	p.
Ahmedabad ... ..	4,021	0	0
Kaira ... ..	4,541	14	5
Panch Maháls ... ..	1,345	15	9
Broach ... ..	1,625	0	0
Surat ... ..	5,039	15	3
Thána ... ..	344	0	0

I have the honour to be,

Sir,

Your most obedient Servant,

F. S. P. LELY,

Commissioner, N. D.

\* The following *ad interim* answer was given by the Honourable Sir Charles Ollivant at the Council Meeting of the 28th March 1898:—

"The reports have not yet been received."

No. B.—2346 of 1898:

GENERAL DEPARTMENT.

Poona, 14th June 1898.

From

J. K. SPENCE, Esq., C.S.I.,  
Commissioner, C. D.;

To

THE SECRETARY TO GOVERNMENT,  
Bombay.

SIR,

In reply to your memorandum No. 863, dated the 11th February last, I have the honour to state that so far as this Division is concerned no portion of the expenditure shown in Appendix III G (2) of the General Administration Report for the year 1896-97 was incurred on tanks or wells used or intended to be used for irrigation.

2. Of the total expenditure referred to, a sum of Rs. 4,558-6-11 was recovered from the people in the shape of local contributions. The amount subscribed in each district was as follows:—

	Rs.	s.	p.
Ahmednagar ... ..	481	0	0
Khandesh ... ..	1,295	0	0
Nasik ... ..	585	0	0
Poona ... ..	662	7	11
Sátára ... ..	481	15	0
Sholápur ... ..	1,050	0	0
	<u>4,558</u>	<u>6</u>	<u>11</u>

I have the honour to be,  
Sir,

Your most obedient Servant,

J. K. SPENCE,  
Commissioner, C. D.

No. 1745 of 1898.

Belgaum, 10th May 1898.

From

C. B. WINCHESTER, Esq., I. C. S.,  
Acting Commissioner, S. D.;

To

THE SECRETARY TO GOVERNMENT,  
General Department.

SIR,

With reference to Government memorandum No. 863, dated the 11th February last, I have the honour to report that no portion of the expenditure shown in Appendix III G (2) to the Administration Report of the Bombay Presidency for 1896-97 relates to tanks and wells used or intended to be used for irrigational purposes, and that Rs. 18,827-8-11 out of the total expenditure were contributed by the people, as shown in the annexed memorandum.

I have the honour to be,  
Sir,

Your most obedient Servant,

C. B. WINCHESTER,  
Acting Commissioner, S. D.

Memorandum showing the amounts received from the people during 1896-97, for expenditure on new tanks, wells and the repairs of tanks and wells already in existence used for purposes other than irrigational :—

District.	Amount.		
	Rs.	a.	p.
Belgaum ... ..	6,806	0	0
Bijápúr ... ..	990	9	2
Dhárwár ... ..	4,977	7	0
Kánara ... ..	307	0	0
Kolába ... ..	1,257	12	0
Ratnágiri ... ..	4,488	12	9
Total...	18,827	8	11

C. B. WINCHESTER,  
Acting Commissioner, S. D.

No. 1881 of 1898.

GENERAL DEPARTMENT.

COMMISSIONER'S OFFICE,  
Karáchi, 3rd May 1898.

MEMORANDUM.

The Commissioner in Sind presents compliments and with reference to Government memorandum No. 83, dated the 11th February 1898, has the honour to submit the information asked for in parts 2 and 3 of question 2 put by the Honourable Mr. Gokuldas Kahandas Parekh.

Part 2 of question 2. 2. In the Karáchi District a sum of Rs. 97 only was spent on the repairs of two wells (one at Sakro and the other at Mateji) which are used for watering Local Fund gardens.

In Hyderabad Rs. 533-10-2 were spent on the well on Gilu Bandar. The well is used for garden purposes.

In the Shikárpúr District Rs. 284-11-0 were spent on new wells and Rs. 53-2-0 on repairs to an existing well used for irrigational purposes, and Rs. 501-11-2 on a new well used partly for irrigational and partly for drinking purposes.

No portion of the expenditure incurred in the Thar and Párkar and Upper Sind Frontier Districts relates to tanks or wells used or intended to be used for irrigational purposes.

Part 3 of question 2. 3. Of the expenditure on wells and tanks in 1896-97 the following sums were contributed by the people :—

	Rs.	a.	p.
Karáchi District ... ..	1,800	0	0
Hyderabad District ... ..	2,752	0	0
Shikárpúr District ... ..	276	3	4
Thar and Párkar District ... ..	147	0	0
Upper Sind Frontier District ... ..	Nil.		

H. E. M. JAMES,  
Commissioner in Sind.

To

The Secretary to Government, General Department, Bombay.

\* Does not include Rs. 198-3-6 on account of works commenced in 1895-96 but completed in 1896-97, which sum is included in the accounts for 1895-96.

APPENDIX B.

REVENUE.			EXPENDITURE.		
1	2	3	4	5	6
Major Head.	Minor Heads.	Provincial Share.	Major Head.	Minor Heads.	Provincial Share.
I.—Land Revenue.	"Assessment of alienated lands less quit-rent," All other minor heads ...	The whole. One-fourth.*	1.—Refunds ...	The heads of which the corresponding receipts are wholly or partially Provincial.	The same share as in the case of the corresponding heads of receipt.
III.—Salt	"Rents of Warehouses" ... "Fines and forfeitures" ... "Miscellaneous" ...	The whole.	2.—Assignments and Compensations.	"Excise Compensations" ... All other heads except— "Goa Subsidy," "Salt Pans in Portuguese India," and "Customs Tariff Compensation."	One-fourth. The whole.
IV.—Stamps	All ...	Three-fourths.	3.—Land Revenue	All ...	The whole.
V.—Excise	All ...	One-fourth.	6.—Stamps	All ...	Three-fourths.
VII.—Customs	"Warehouse and Wharf rents," "Miscellaneous" ...	The whole. Items classified as provincial in 1891-92.	7.—Excise	All ...	One-fourth.
VIII.—Assessed Taxes.	All, except "Tax on surplus profits of Railway Companies."	One-half.	10.—Assessed Taxes	All ...	One-half.
IX.—Forest	All ...	One-half.	11.—Forest	All ...	One-half.
X.—Registration.	All ...	One-half.	12.—Registration	All ...	One-half.
XII.—Interest	"Interest on loans to Municipalities and other public bodies (excluding Presidency Corporations)," "Interest on loans to land-holders and other notabilities," "Interest on advances to cultivators." "Interest on advances under Special Laws." "Interest on Government Securities."	The whole.	13.—Interest	"Interest on Provincial Advance and Loan Accounts," "District Post Collections" "Subsidies" "Refunds" "Civil Offices of Account and Audit."	The whole.
XIII.—Post Office	"District Post Collections."	The whole.	15.—Post Office	All ...	The whole.
XVIA.—Law and Justice—Courts of Law.	All ...	The whole.	18.—General Administration.	All other minor heads except— "Currency Department," "Reserve Treasury," and "Allowance to Presidency Banks."	The whole.
XVIB.—Law and Justice—Jails.	All ...	The whole.	19A.—Law and Justice—Courts of Law.	All ...	The whole.
XVII.—Police	All ...	The whole.	19B.—Law and Justice—Jails.	All ...	The whole.
XVIII.—Marine	All ...	The whole.	20.—Police	All ...	The whole.
XIX.—Education	All ...	The whole.	21.—Marine	All ...	The whole.
XX.—Medical	All ...	The whole.	22.—Education	All ...	The whole.
XXI.—Scientific and other Minor Departments.	All ...	The whole.	24.—Medical	All ...	The whole.
XXII.—Receipts in aid of superannuation, retired and compassionate allowances.	"Contributions for pensions and gratuities," "Miscellaneous" ...	The whole.	25.—Political	All, except— "Refugees and State Prisoners" and the heads under which are recorded the expenditure at— Aden, Baroda, the Persian Gulf, and Berbera, Bulhar and Zaila.	The whole.
XXIII.—Stationery and Printing.	All ...	The whole, except receipts for the value of supplies from Central Stores to Railways and to the Berar Administration, Local Funds, Municipalities, and other independent bodies.	26.—Scientific and other Minor Departments.	All other minor heads, except— "Census" and "Preservation and translation of ancient manuscripts."	The whole.
XXV.—Miscellaneous.	"Extraordinary items" ... "Fees for Government Audits," All other minor heads except— "Gain by Exchange," "Premia on Bills," "Unclaimed Bills of Exchange," "Recovery of Insurance and other charges on English Stores," "Revenue of Berbera and Bulhar," and "Revenue of Zaila."	Items not in excess of Rs. 10,000, Items classified as Provincial in 1891-92. The whole.	29.—Superannuation Allowances and Pensions.	"Superannuation and Retired Allowances," "Covenanted Civil Service Pensions," "Compassionate Allowances," "Gratuities," "Refunds."	The whole.
XXVI.—State Railways.	Hyderabad-Umarkot Railway.	The whole.	30.—Stationery and Printing.	All, except "Stationery purchased for Central Stores," Extraordinary items ...	Items not in excess of Rs. 10,000. The whole.
XXX.—Minor Works and Navigation.	Gokak Canal, 1st Section, including Storage Works.	The whole.	32.—Miscellaneous	All other minor heads except— "Charges for Remittance of Treasure," "Discount on Bills," and "Loss by Exchange."	The whole.
XXXII.—Civil Works Contributions	All ... Contributions from Local.	The whole. The whole.	33.—Famine Relief	"Famine Relief Charges" ...	The whole.
			33.—State Railways Working Expenses.	Hyderabad-Umarkot Railway	The whole.
			37.—Construction of Railways.	All ...	The whole, except in cases in which the outlay is specially incurred from Imperial funds. But Provincial expenditure under these heads is permitted only under special orders of the Government of India in regard to each Railway.
			40.—Subsidized Companies.	"Land" ...	The whole.
			41.—Miscellaneous Railway Expenditure.	"Surveys" ...	The whole.
			43.—Minor Works and Navigation.	Gokak Canal, 1st Section, including storage Works.	The whole.
			45.—Civil Works	All except Opium, Salt, Mint, Currency, Post Office, Telegraph, and Baroda Residency buildings and Works on Somali Coast.	The whole.
			Contributions	Contributions to Local...	The whole.

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



APPENDIX C.

Provincial Revenue and Expenditure by Major Heads for the years 1896-97, 1897-98 and 1898-99.

[In thousands of rupees.]

Number of Account Head.	Major Heads of Revenue.	Accounts, 1896-97.	Budget, 1897-98.	Revised, 1897-98.	Budget, 1898-99.	Number of Account Head.	Major Heads of Expenditure.	Accounts, 1896-97.	Budget, 1897-98.	Revised, 1897-98.	Budget, 1898-99.
I	Land Revenue	86,91	95,28	96,63	99,00	1	Refunds ...	2 16	1 81	1 88	1 87
	Provincial share.	98,14	97,91	97,69	98,42	2	Assignments and Cash	15,00	15,37	15,66	15,36
	Alienated	76,45	77,75	89,99	88,71	3	Compensations. } Alienations	85,32	85,15	84,84	85,54
	Fixed allotment and adjustments.						Land Revenue ... } Cash	55,87	56,14	58,19	55,50
						6	Stamps ...	1,97	2,21	2,00	2,07
						7	Excise ...	91	91	90	91
						10	Assessed Taxes ...	27	27	27	26
III	Salt ...	72	67	54	39	11	Forest ...	9,85	11,16	10,60	10,63
IV	Stamps ...	42,89	45,90	43,35	43,45	12	Registration ...	1,49	1,50	1,46	1,49
V	Excise ...	27,49	27,50	27,66	28,00	13	Interest on ordinary debt ...	3,14	3,18	3,71	4,05
VII	Customs ...	95	96	88	95	15	Post Office ...	1,02	1,09	1,10	1,03
VIII	Assessed Taxes ...	18,42	17,79	18,83	18,68	18	General Administration ...	15,10	14,53	14,59	13,26
IX	Forest ...	15,16	16,43	14,75	16,32	19A	Law and Justice—Courts of Law	45,64	46,31	45,87	45,92
X	Registration ...	3,33	3,25	3,10	3,32	19B	Do. Jails ...	6,88	7,39	8,60	7,30
XII	Interest ...	2,99	3,38	3,66	4,70	20	Police ... } Alienations	51,72	55,00	58,80	55,48
XVI-A	Law and Justice—Courts of Law	3,92	4,19	3,95	4,55	21	Marine ...	5,05	4,99	5,04	5,04
XVI-B	Do. Jails ...	1,76	1,73	1,40	1,61	22	Education ...	39	41	37	41
XVII	Police ...	4,62	4,41	4,82	6,32	24	Medical ...	18,13	17,56	17,51	17,78
XVIII	Marine ...	65	64	60	65	25	Political ...	16,81	15,63	35,50	22,81
XIX	Education ...	2,98	3,18	2,61	3,12	26	Scientific and other Minor Departments	3,62	3,74	3,55	3,73
XX	Medical ...	1,33	1,33	1,33	1,36	27	Superannuation Allowances and Pensions	2,02	2,17	2,00	2,22
XXI	Scientific and other Minor Departments	29	26	2,40	2,34	29	Stationery and Printing	18,60	19,04	18,81	19,42
XXII	Receipts in aid of superannuation, &c.	2,39	2,36			30	Miscellaneous ...	8,01	8,20	8,20	8,41
XXIII	Stationery and Printing	66	70	66	70	31	Famine Relief	1,95	1,96	1,85	1,93
XXV	Miscellaneous	82	64	80	50	32	Construction of Railways	2,40			
XXVI	State Railways	1,84	1,80	1,80	2,00	33	State Railways (Working Expenses)	51	8	8	
XXX	Irrigation	22	24	30	27	37	Miscellaneous Railway expenditure	1,25	1,28	1,29	1,37
XXXII	Civil Works	7,90	8,00	6,94	7,58	38	Civil Works	2		3	
	Contributions from Local to Provincial	2,21	1,83	2,02	1,72	41	Contributions from Provincial to Local	50	11	11	59
						43		31,75	30,27	26,60	2,902
						45		9,33	7,45	7,65	7,16
	Total	4,05,34	4,37,63	4,26,90	4,29,58		Total	4,27,45	4,22,68	4,44,87	4,29,19
	Opening Balance	40,08	10,00	17,97			Closing Balance	17,97	4,95		79
	Grand Total	4,45,42	4,27,63	4,44,87	4,29,93		Grand Total	4,45,42	4,27,63	4,44,87	4,29,98

APPENDIX D.

Statement showing the Local Revenue and Expenditure under Bombay Act I of 1884 (including the cost of collection of the Revenues assigned under Section 44 of the Act) for the years 1896-97, 1897-98 and 1898-99.

[In thousands of rupees.]

Major heads of Revenue.	Actuals, 1896-97.	Budget Estimate, 1897-98.	Revised Estimate, 1897-98.	Budget Estimate, 1898-99.	Major heads of Expenditure.	Actuals, 1896-97.	Budget Estimate, 1897-98.	Revised Estimate, 1897-98.	Budget Estimate, 1898-99.
I.—Land Revenue ... ..	1,61	1,54	1,68	1,70	1 Refunds and Drawbacks ... ..	6	9	8	9
VI.—Provincial Rates ... ..	26,18	28,44	27,40	27,80	3 Land Revenue ... ..	2	1	...	...
XII.—Interest ... ..	7	7	7	7	8 Provincial Rates ... ..	62	61	58	61
XVII.—Police ... ..	3,12	3,34	2,77	3,28	14 Interest ... ..	7	8	8	7
XIX.—Education ... ..	1,60	1,62	1,51	1,62	18 General Administration ... ..	48	51	1,42	1,41
XX.—Medical ... ..	1,17	17	19	19	20 Police ... ..	1,37	1,53	1,28	1,51
XXI.—Scientific and other Minor Departments.	25	17	13	17	22 Education ... ..	15,75	16,12	15,41	15,72
XXV.—Miscellaneous ... ..	16	17	12	12	24 Medical ... ..	2,05	2,00	3,00	2,47
XXXII.—Civil Works ... ..	6,19	6,53	5,02	6,45	26 Scientific and other Minor Departments ...	76	80	77	79
Contributions ... ..	12,20	10,46	10,32	10,19	29 Superannuation ... ..	2	3	3	3
					30 Stationery and Printing ... ..	9	7	7	8
					32 Miscellaneous ... ..	91	57	47	46
					33 Famine Relief ... ..	15	10,00	15	...
					45 Civil Works in charge of Civil Officers ...	14,38	16,13	13,35	14,51
					Do. do. do. Public Works Officers .	14,69	10,00	11,59	10,20
					Contributions ... ..	4,80	4,84	4,69	4,75
Total ...	52,55	52,51	49,21	51,59	Total ...	56,22	63,39	52,97	52,70
Debt, Deposit and Advances ... ..	1,08	...	...	...	Debt, Deposit and Advances ... ..	1,65	...	...	...
Opening Balance ...	25,44	19,78	21,20	17,44	Closing Balance ...	21,20	8,90	17,44	16,33
Grand Total ...	79,07	72,29	70,41	69,03	Grand Total ...	79,07	72,29	70,41	69,03