# INDIA'S NATIONAL FINANCE

## SINCE 1921

Sir Kikabhai Premchand Readership Lectures

Delivered in 1932 at Delhi University

BY

Prof. V. G. KALE, M.A.

Fergusson College, Poona



UNIVERSITY OF DELHI 1952

# FINANCES OF THE GOVERNMENT OF INDIA SINCE 1921

# INDIA'S NATIONAL FINANCE

### **SINCE 1921**

Sir Kikabhai Premchand Readership Lectures
Delivered in 1932 at Delhi University

BY

Prof. V. G. KALE, M.A.

Fergusson College, Poona



UNIVERSITY OF DELHI

1932

PRINTED AT
THE MADRAS LAW JOURNAL PRESS
MYLAPORE, MADRAS
1932

#### PREFACE.

THE following pages contain the substance of the series of the Sir Kikabhai Premchand Readership Lectures which, under the auspices of the Delhi University, I was privileged to deliver in February and March this year. The subject prescribed for the lectures was "the Finances of the Government of India since 1921"; and as coincidence would have it, it had to be discussed at a time when the Government and the Legislature of India were called upon to deal with one of the most critical situations in the history of the national finances of the country. My previous investigations had already taken me over a few important stretches of that history ("Gokhale and Economic Reforms" 1916, "India's War Finance and Post-War Problems" 1919 and "The Dawn of Modern Finance in India", 1922,); and now these Delhi University Lectures have enabled me to bring those studies up-to-date. I am deeply indebted to the authorities of the Delhi University for having given me this opportunity of reviewing the development of the national finances of India during the last eventful decade.

The ten years 1921-31 witnessed remarkable vicissitudes in the fortune of India's finances. The period opened and closed with a "crisis," and only five years between the two ends were comparatively free from disturbing conditions. I have attempted, in the following pages, to give a connected account of the origin of the crises and of the passage of the one into the other, showing how the transition took place, at each stage. The situation, as is developed, has been analysed at every important step, and the changes in and the working of the various factors involved, have been carefully explained. Thus the course of events with respect to the different aspects of national finance, such as revenue and expenditure, taxation and public debt, currency and exchange, railway finance and provincial finance, has been traced in detail and the total effect of these on the condition of the people has been indicated. The relation between the internal state of affairs and world conditions has been constantly kept in view, and Government's Policy underlying the management of the nation's finances has been explained and criticised. Ample statistical material has been supplied throughout so as to facilitate exposition and understanding.

Post-War years have been a period of extreme difficulty for almost every nation in the world owing to the general political and economic instability as well as financial disequilibrium. India had her full share in these troubles. We have had, besides, our special conditions and special problems to face. I have thrown the searchlight of close scrutiny on these developments and subjected Government's measures and policy with respect to them, to free and full criticism, having considered financial administration from the point of view of national interest and popular well-being. The crisis with which the decade under review closed, is still with us; and constitutional changes of a far-reaching character which have their repercussions on the system of national finance and the political effects of which on financial conditions are unmistakable, are impending. It is hoped that, in these circumstances, the scientific and practical treatment of a theme of such paramount importance, adopted in this book, will appeal both to the students of finance and to the wider reading public interested in the subject.

"Durgādhivāsa", Poona 4. 1st October, 1932.

V. G. KALE.

#### CONTENTS.

					Pages
PREFACE					i-ii
	CHAPTER I.				
	THE DECADE	UNDER	REVIEW-THEN	AND Now.	

1. Choice of Period to be Reviewed. 2. The Decade under Review. 3. Popular Control and National Finance. 4. Sir W. Layton's View. 5. Non-responsible Executives and Powerless and Apathetic Legislatures. 6. Abnormal Conditions at Beginning and End of Period. 7. A Short-lived Boom. 8. The Inevitable Depression and the Tale of Woe. 9. The Story Repeated in 1930-31. 10. The Theory of Economic Cycles. 11. The Fourfold Problem 12. Conclusion ...

1-14

#### CHAPTER II.

#### THE THREE DISTINCT PERIODS IN THE DECADE.

1. Montague-Chelmsford Reforms. 2. The Decade 1921-31, not Homogeneous. 3. Three Divisions in the Decade. 4. Difficulties of the First Period. 5. Deficits and Additional Taxation. 6. Miracle of Transformation of Deficits into Surpluses. 7. Trade Revival. 8. Transition Illustrated. 9. High Level of Taxation and Reduced Expenditure. 10. Consolidation and Reform. 11. Optimism in 1928. 12. The Bright Picture Shows Dark Patches. 13. Gloomy Outlook. 14. Official View of the Crisis. 15. The True Significance of the Crisis. 16. Structural Changes in World Economy and Prevailing Crisis. 17. Universal Remedy Sought for Universal Trouble. 18. Lesson for India. 19. Lines of Enquiry Conducted in Following Chapters Indicated

15-29

#### CHAPTER III.

## THE FIRST PERIOD-DEPRESSION, DEFICITS AND DEAD-WEIGHT DEBT.

1. India's War Services and Help to Great Britain. 2. Indian Funds Locked up in London. 3. Short Currency Supply—Silver Scarce and Dear. 4. The Dearer the Silver, the Higher was the Exchange Ratio Put up. 5. The 2s. Rupee-Gold Ratio. 6. Collapse of High Exchange. 7. "Wait and See" Attitude of Government to Exchange Question. 8. Exchange and Currency. 9. Price of Silver and Gold Exports as Controlling Factors in Exchange Ratio. 10. Balance of Trade and Exchange. 11. Gold Movements. 12. Absorption of Currency. 13. Paper Currency

Post-War years have been a period of extreme difficulty for almost every nation in the world owing to the general political and economic instability as well as financial disequilibrium. India had her full share in these troubles. We have had, besides, our special conditions and special problems to face. I have thrown the searchlight of close scrutiny on these developments and subjected Government's measures and policy with respect to them, to free and full criticism, having considered financial administration from the point of view of national interest and popular well-being. The crisis with which the decade under review closed, is still with us; and constitutional changes of a far-reaching character which have their repercussions on the system of national finance and the political effects of which on financial conditions are unmistakable, are impending. It is hoped that, in these circumstances, the scientific and practical treatment of a theme of such paramount importance, adopted in this book, will appeal both to the students of finance and to the wider reading public interested in the subject.

"Durgādhivāsa", Poona 4. 1st October, 1932.

V. G. KALE.

#### INDEX.

- Blackett, Sir Basil, on financial situation in 1924; on Railway finances, 57; and financial reforms, 21-22; 61-62; on exchange ratio, 65; 68; achievements of, 71-72; on capital borrowing, 81, 85; and his optimism, 80.
- Budget, for 1931-32 and 1932-33, 97-98.
- Capital, Expenditure, 46-47; outlay and borrowing, 80-81; Sir Basil Blackett on, 81; Interest charges on, 46; Sir George Schuster on, 85.
- Cotton Mill Industry of India, 97-98.
- Crisis, Official view of, 24; and World Economy. 27; Theory of, 10; true significance of, 26-28; World, 28, 76; Causes of, 77-78.
- Gurrency, Short Supply and Silver, 31-32; Notes, 41; relation of, to Exchange, 36; absorption of, 40, 93. Reserve, 41-42; and Government, 90; Reserve Statistics, 92; Prospects of, 110; Commission, 31, 66.
- Customs, Revenue, 51; decreased yield of, 79; Statistics; 20.
- Cycles, theory of economic, 10; Government of India's view of, 12, 14, 23; true significance of, 25, 37.
- Debt national, 48-49; unproductive, 48; Statistics of growth of, 60; conversion of 62-63; Statistics, 48, 86, 90; position of, in 1932, 103; interest charges on, 47.
- Decade, period for investigation, 1-2; abnormal conditions in last, 6, 10; brief review of, 107-109.
- Deceptive prosperity, 73.
- Deficits, 43-44; and additional taxation, 18; 50.
- Depression, and boom, 7; inevitable, 8-9; 94-98; and recovery, hoped for, 24.
- Exchange, high rate of, 34; Government's Policy regarding, 35; and Currency, 36-37; and trade balance, 38; Government's attitude towards, 64-65; Sir Basil Blackett on, 65; Royal Commission on, 66-67; Ratio controversy, 67-69; and Currency, 104; Prospects of, 110.
- Gold, and rupee ratio, 31; exports and exchange, 37; movements, 39; Currency and Bullion standards, 69; Hoarding, misconception about, 87-89.
- Government, optimism, 22, 73-74; hesitancy, 74-75; exaggerated optimism, 84-85; financial policy of, 102-103; effects of policy, 103; financial administration of, 25, 105; achievements, 106.
- Hailey, Sir Malcom, on financial situation, 13; 18-19; 20.
- Interest charges, 46-47; reduced, 62-63; rise again, 85-87.
- Military expenditure, Statistics, 20, 44; Retrenchment in, 53; 56; almost unchanged, 79.
- Montague-Chelmsford Reforms and Indian finance, 15-16; and Provincial contributions, 66-68, 70.
- Nitti, Francesco, quoted, on Parliamentary control of finance, 4.
- Periods in the Decade under review, 2-3; 15-17; features of, 17, 19; Deceptive prosperity of second, 75; Reviewed, 107-109.
- Popular control of national finance and financial administration, 3-4; Sir W. Layton's views on, 4-5; conditions in India regarding, 5-6.

114 INDEX

- Prices, Index numbers of, 53, 91; Price level and exchange, 65; fall in level of, and trade, 94-95; and taxation 99; and currency, 104; and exchange, 66-69; of Government securities, 85; of sugar, 99.
- Provincial contributions, Government of India's obligations regarding, 69-70; Government's obsession regarding, 11; reduction and extinction of, and Central Government's financial position, 74; effect of extinction of, on Provinces and the general tax-payer, 71.
- Railways, retrenchment in expenditure on, 53; finance, 54; contribution to general revenues, 56-57, 83; contribution, how calculated, 58-59; capital expenditure on, 54-55; capital expenditure on, reduced, 82; convention, 83-84; Commerce Member and Finance Member on, 86; Sir George Rainy's view of, 83.
- Retrenchment, Government and, 11; Committee 1922, 55; and Inchcape Committee, 55; effect of, on expenditure, 56; Government's attitude towards, in 1922 and in 1929-30, 53-54.
- Rupee, gold ratio, 33; currency, 31-36; and bullion value, 37; rupee-gold exchange, 110.
- Silver and currency, 31-33; and exchange, 32-33; price of, as factor in determining exchange ratio, 37.
- Sinking fund, arrangements relating to, 61-62; provision for reduction or avoidance of debt, 61.
- Schuster, Sir George, on Government's position, 13; on financial situation, 81, 85; on Provincial contributions, 74; on exchange and currency, 90; on Railway finance, 86; justifies high level of taxation, 102.
- Sterling loans, unnecessary in Sir Basil Blackett's administration, 81, 85; Why it became necessary to resort to external borrowing, 89-90.
- Taxation, additional, 8-9; deficits and, 18-19; High level of, 21; rise in, 50; of luxuries and necessaries, 99; pressure of, increased, 100; revenue, 101; justification of high level of, 102; statistics of, 79; 101.
- Trade, Revival, 20; cycle, 25; balance of, and exchange, 38-39; change from unfayourable to favourable balance of, 52; and prices, 94, 95; depression and finance, 96; statistics of, 92.
- Treasury bills, British, and India, 31; 42; Indian, 49; 87.
- War, Services of India, 30-31; and Indian finance, 31-34; and the Peace, their effects, 77.
- Ways and Means, position, 44; operations, how effected, 45.
- World, economy, and crisis, 27; economic conference, 28; crisis, 76; and India, 78.