

GOVERNMENT OF INDIA.

DECENTRALIZATION COMMITTEE

FOR THE

ROYAL COMMISSION

ON

DECENTRALIZATION.

NOTE ON AGRICULTURE

(WITH SUGGESTIONS)

BY

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CONTENTS.

MEMORANDUM.	PAGE.
Early History	1
Secretariat for Agriculture created, 1871	1
Agriculture Secretariat abolished, 1874	1
Ditto resuscitated, 1881	1
Inspector General of Agriculture	2
Dr. Voelcker's Mission, 1890	2
Agricultural Chemist appointed, 1892	2
Inspector General appointed, 1901	3
Imperial College of Agriculture projected, 1902	3
24 lakhs grant for agricultural improvement, 1905	3
Constitution of Imperial Agricultural Department	4
Pusa College and Research Institute	4—6
Constitution of Provincial Departments	6
Recruitment of Agricultural experts	7
Board of Agriculture	8—9
Present position	9
Suggestions for Decentralization	11
Examination of Secretariat work	13—15
APPENDIX.	
Present position of the Agricultural Departments in the various Provinces	I
Powers already exercised by the Inspector General of Agriculture	II
Powers recently delegated to Local Governments outside those already conferred upon them by the Civil Service Regulations, etc.	III

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AGRICULTURE.

PART I.

Early History.

Public Works Department Establishment
Proceedings, September 1867, Nos. 19-20.

The policy of creating a special Department to improve and investigate the conditions of agriculture was brought forward in 1866 by the Commission appointed to deal with the Bengal and Orissa famine, but the Government of the day (under Lord Lawrence) regarded the proposal as premature. In 1869 the subject was reopened by a representation from the Manchester Cotton Supply Association urging measures for the improvement of the quality and supply of Indian cotton, and Lord Mayo, who had succeeded Lord Lawrence, initiated a scheme for a separate Secretariat to deal with Agriculture and Commerce.

Secretariat for Agriculture created, 1871.

Public Pros., April 9th, 1870, Nos. 91-102.
Public Pros., June 10th, 1871, Nos. 131-34.

The scheme was not without strong opponents in Council, but it was eventually carried, and the Government of India, Department of Revenue, Agriculture and Commerce was formed in 1871. But the only corresponding Provincial department established was the Agricultural department under a Director created by the Government of the North-Western Provinces in 1875.

Agriculture Secretariat abolished, 1874.

Public Pros., July 1879, Nos. 398-405.
Public Pros., December 1879, No. 180.

2. Beyond the institution of a few so-called model farms under gardeners procured from England, the new Secretariat, overburdened with miscellaneous duties, had however done nothing to advance agricultural improvement when, for financial and other reasons, it was broken up in 1879 and its work divided between the Home and Finance Departments. On its resuscitation in 1881 as a Secretariat of Revenue and Agriculture (without Commerce), mainly on the advocacy of the Famine Commission of 1880, the Department commenced work in a much stronger position, backed as it was by the lessons of the great famine of 1876-78 and the forcible recommendations of the Famine Commission.* Local Governments were now also willing to make a beginning, some of them had already taken independent action and by 1884 every major Province was provided with an Agricultural Department (under a Director) in some form. But the time had not yet arrived, nor were financial conditions

Resuscitated, 1881.

* The Revenue and Agriculture Department, though having a separate Secretary was for the greater part of the period between 1881 and 1905, under the Home Member of Council. In 1905 a separate member was given charge of the Department of (a) Revenue and Agriculture and (b) Civil Public Works other than Railways.

favourable, for any large outlay on agricultural research and experiment. At first, the attention of the Provincial departments was chiefly devoted to the simplification of land-settlement procedure, and the improvement of the land records system for the collection of agricultural facts. Measures for agricultural improvement were not wholly neglected, but they were of a desultory and miscellaneous character. The subsequent history of the subject merges into the history of the appointment of an Inspector General of Agriculture.

3. Shortly after the resuscitation of the Agriculture Secretariat in 1881, the question was raised of appointing an expert to conduct agricultural investigations and experiments, and act as agricultural adviser to the Government of India. The proposal was first made in 1882, in connection with a scheme for a "National School of Agriculture" at Cawnpore which was disallowed by the Secretary of State as premature. It was further considered on various occasions between 1884 and 1887, but neither the Finance Department nor the Secretary of State was prepared for the expenditure involved. In the meantime the local departments of Agriculture were waiting for a lead, and in 1887 the Government of India determined again to address the Secretary of State for sanction to the engagement of a first class expert. The outcome was the deputation of Dr. Voelcker, Chemist of the Royal Agricultural Society, on a mission "to advise the Government of India upon the best course to be adopted in order to apply the teachings of agricultural chemistry to, and in order to effect improvements in, Indian agriculture." Dr. Voelcker came out in 1890 and submitted a report which confirmed the need for scientific advice to Provincial Departments. The final upshot of this was the appointment, for five years, in 1892, of an Agricultural Chemist, and an Assistant Agricultural Chemist, to the Government of India; but the officer chosen for the higher appointment proved not to be qualified for the functions which the Government of India had in view.

4. Upon the expiry of this officer's engagement in 1897, the Government of India decided not to renew it, and pressed the Secretary of State to secure the services of an expert "capable of guiding and advising ourselves and Local Governments in systematising and developing agricultural education and research; with breadth of view and possessed of the faculty of initiative." After

The Inspector General of Agriculture.

Pros., Nov. 1882, Nos. 15-16.

Dr. Voelcker's Mission, 1890.

Pros., Feb. 1890, Nos. 1-8.

Agricultural Chemist appointed, 1892.

Pros., May 1897, Nos. 1-2.

Inspector General appointed, 1901.

nearly three years had been spent in fruitless enquiries in England, the choice fell on Mr. J. Mollison, Deputy Director of Agriculture, Bombay, and he was appointed Inspector General of Agriculture in October 1901. With the appointment of an Inspector General of Agriculture commenced the prosecution of a more active agricultural policy.

Pro., July 1903, Nos. 6-9.

Imperial College of Agriculture projected, 1902.

5. Various additions had already been made to the expert agricultural staff and various measures were under discussion or in contemplation, including a scheme by the Government of Bengal to establish an Agricultural School and Research Station at Pusa, a Government estate in Tirhut, for the combined use of Bengal and the Upper Provinces when, towards the close of 1902, a donation of £ 30,000 offered by Mr. Phipps, an American philanthropist, in aid of scientific research, afforded the opportunity of making Pusa (the position, soil and climate of which were declared by competent opinion to be well suited to the purpose) an Imperial centre of agricultural education and research. The scheme has grown since its inception and now includes an Agricultural College, Research Institute, Experimental Station and Cattle Farm, equipped with a strong professorial and expert staff and all the necessary buildings and laboratories. According to the latest estimates, the institution will involve a capital expenditure of over 20 lakhs and, when completed, it will be the finest of its kind in the East. The institution and its officers are under the direct control of the Inspector General of Agriculture.

Despatch to Secretary of State, No. 15 (Agi.), dated 25th April 1907, File 48 of 1906.

24 Lakhs Grant for Agricultural Improvement, 1905.

Pro., April 1905, No. 1.
Pro., November 1905, Nos. 12 to 44.
Pro., August 1906, Nos. 1-8.
Pro., January 1907, Nos. 38-39.

6. The Government of India, however, recognized that Pusa alone would be quite inadequate to meet the needs of the country's chief industry, and when the estimates of 1905-06 were under consideration, they decided to appropriate a sum of 20 lakhs (subsequently raised to 24 lakhs) a year from Imperial revenues towards initiating measures of agricultural improvement, in addition to the grants aggregating 18 lakhs (Imperial and Provincial) already devoted to that head. A portion of this sum has been reserved for the development of the central department under the Government of India, and the remainder has been distributed among Local Governments in aid of their schemes. The organizations which are now in course of creation are described in detail in a despatch to the Secretary of State No. 356, dated 26th October 1905. The number of experts asked for in this despatch was reduced by

the Secretary of State, but it still indicates the ultimate organization aimed at.

7. Briefly, the Imperial portion of the scheme falls under three heads (1) supervision; (2) higher education; (3) research and experiment. The first is provided for in the appointment of the Inspector General, whose position and functions are thus described in a circular letter No. 17-60-6, dated 24th October 1901, addressed to Local Governments when the office was created.

Constitution of Imperial Agricultural Department.

"Apart from the prosecution such of independent enquiries as may be desirable, it will be the duty of the Inspector General to guide and coordinate the experiments which are being made under the orders of Local Governments, and to publish and criticize their results; to indicate new lines which enquiry may profitably follow, and to respond to the requests of private investigators for assistance or advice. It will be open to Provincial Governments to consult him on subjects in which the opinion of an agricultural expert will be of value, and his opinion should obviously be taken on any new schemes of experiment or enquiry which may be in view. In regard to the Government of India, his position will be that of an adviser on matters connected with agriculture. It is not proposed to invest him with any direct authority over Provincial departments of Agriculture; nor is it anticipated that any such authority will be needed in order to secure the advantages which will result from his guidance. But he will be authorised to correspond direct with the heads of these departments, and he will, indeed, regard the maintenance of close personal relations with them as essential to the proper discharge of his functions. His duties will of course lie more in the field than in the office, and constant tours will be necessary, not only in order to keep him in touch with other investigators, but to gain that close acquaintance with the agricultural conditions of the country which alone can indicate the scope which exists for improvements and the possibilities of effecting them."

Pros., January 1902, Nos. 8-23.

8. Higher education and research are represented by the Pusa College and Institute, and the Imperial establishment of specialists. This establishment consists at present of the Director of the College; seven specialists attached to that institution who, besides forming the superior collegiate staff, conduct laboratory and field investigations throughout India; a second or supernumerary staff of five specialists in training as a reserve for filling vacant appointments, Imperial and Provincial, who when not so utilized are available for investigations under the orders of the Inspector General; a cotton expert, appointed at the instance of the British Cotton Growing Association, who is also under the Inspector General; and an Assistant Inspector General. Under the rules which have been laid down by the Government of India, the Director

Pusa College and Research Institute.

Pros., September 1905, Nos. 5-7.
Pros., March 1906, Nos. 17-25.

Pros., May 1905, Nos. 42-44, File No. 39 of 1905.

is "the administrative head of the whole staff attached to the Pusa Institute and their establishments whether at Pusa or elsewhere." and the Inspector General's control is exercised through him. The purely scientific work of the Institute (including experimental research work in the field) is controlled by a council of specialists or heads of branches of which the Director is present. All matters on which the specialists and the Director or Council cannot agree are referred to the Inspector General for settlement. There is only one office and one budget for the whole Institute, both under the Director, who is the channel of communication between the Inspector General and the specialists and is kept informed by the latter of all important matters connected with their research work. Appointments, dismissals and grant of leave to subordinates of the specialist staff require the Director's approval and his orders are appealable to the Inspector General.

Pros., Jan. 1905, Nos. 31-37.

9. The relations between Imperial and Provincial experts are laid down in the following rules (Circular No. 3—12-16, dated 26th January 1905):—

- (1) Each Imperial expert must bear in mind that he has no authority over the Provincial experts, and that his functions in relation to them are purely advisory.
- (2) When an Imperial expert proposes to visit any Province he should inform the Provincial Director of Agriculture of his intention and of the objects and proposed programme of his tour. He should also report to him his actual arrival in the Province. As soon as a tour in any Province is completed, the Imperial expert should report its general results to the Provincial Director, it being recognised that such reports may, on occasion, be for the information of the Provincial department only. A copy of each such report should be forwarded for information to the Inspector General of Agriculture.
- (3) Proposals which affect the working of the Provincial department, such as the starting of new investigations, the introduction or alteration of farm experiments, and the like should be the subject of official correspondence addressed to the Provincial Director.
- (4) All matters of detail connected with lines of work already sanctioned should be dealt with direct between the experts concerned.
- (5) If specimens for examination are received direct from a Provincial expert, the report of the Imperial expert on the result of the examination should be sent direct to the officer concerned.

These principles have been accepted by all Local Governments with the following modifications:—

(a) The Government of Madras desire that direct correspondence between their Provincial officers and the Imperial experts should be restricted to purely scientific matters, and that all other communications relating to the working of the Agricultural department should be addressed to the Director.

(b) The Government of Bengal, while they agree that in all special questions the experts should hold direct communication with one another, desire that correspondence dealing with administrative matters should go through the Director.

Should any Imperial expert find himself engaged in a correspondence which appears to be contrary to the spirit of the above instructions, he should desire that it be conducted through the Provincial Director.

10. By 1908, the Pusa College will, it is anticipated, be ready for educational work. Its curriculum has not yet been fully elaborated, but the main object will be to afford students who have passed a three years' course at the Provincial colleges a post-graduate course in agriculture and its allied sciences so as to fit them for the higher work of research and experiment. Local Governments are about to be consulted as to the educational programme, and the agricultural diplomas and degrees to be conferred on students. In removing agricultural education from the jurisdiction of the Educational to that of the Agricultural department, and in combining the duties of instruction and research, the intention is to give the former a thoroughly practical turn. A strong staff of Indian assistant professors will help the European specialists to carry out their dual duties.

11. Provincial Agricultural departments are being organized on much the same lines as the Imperial Department, but on a smaller scale, except as regards the subordinate agency. The idea is to establish in each large Province an agricultural college and research station, and in each important and distinctive agricultural tract of the Province an experimental farm, where the agriculture of that tract will receive special study and improved methods and varieties of crops will be thoroughly tested before being offered to the cultivators. With some differences in details, the Provincial schemes closely resemble each other. At the head of the department there is a civilian Director* who formerly was also a Director of Land Records or a Commissioner of Settlements. This association of agricultural

Constitution of Provincial Departments.

* The question whether the post of Director should be reserved for the Indian Civil Service is to be reconsidered five years hence.

Pros., Feb. 1907, Nos. 31-32.

Pros., Jan. 1907, Nos. 38-39.

Recruitment of Agricultural experts.
Pros., May 1907, Nos. 20-23.

* The acquisition of additional vernacular languages is encouraged by a separate set of rules.

and revenue work has been abandoned except in the United Provinces, and the Directorship of Agriculture now forms a separate charge subordinate to the Local Government or Board of Revenue. For general agricultural administration a Province is usually divided into two circles, each of which is in charge of a Deputy Director. This officer is a specialist in agriculture and he is really superintendent of farms, supervising the subordinate establishment of inspectors, farm managers, overseers and field men employed in agricultural enquiries, farm work and demonstration. On the educational and research side, each major Province is to have its own agricultural college and research institute, with a minimum staff of three European specialists, assisted by a larger native staff of assistant professors, laboratory assistants, etc. As in the case of the Imperial department, the educational officers will be employed in experiments and original investigations as well as in teaching. The collegiate European expert staff comprises, as a rule, an agriculturist, a chemist and an economic botanist, one of whom is also the college principal. It was desired that each Province should, like the Imperial department, be provided with an entomologist and a mycologist, but the Secretary of State withheld his sanction to this portion of the scheme, his view being that Pusa should in time train men competent to take up these subjects, and meanwhile should help the Provincial staffs to carry out the more pressing investigations.

The present position in each Province is given in Appendix I to this Memorandum and Appendices II and III deal with additional financial powers which the Government of India have conferred or are now about to confer on the Inspector General of Agriculture and Local Governments.

12. The combined staff of Imperial and Provincial experts, now covering 55 sanctioned posts, has been brought under an uniform set of rules as regards pay and conditions of service and constituted an "Indian Agricultural Service." The rules are not yet finally settled, but they provide for a three years' probation, a vernacular language examination,* and a time scale of pay, which ranges from a minimum of Rs. 400 (for specialists who have to undergo a training in India as " supernumeraries ") to Rs. 1,000 a month. In addition, the Imperial experts receive a time-scale local allowance ranging from Rs. 100 to Rs. 200 a month, and a scheme of personal allowances for both Imperial and Provincial officers to be given in recognition of

personal merit or specially important duties, is under consideration.

13. Some years must elapse before all the necessary buildings are erected, the establishments are completed, and the whole scheme, Imperial and Provincial, comes into full working order. The training of native agency in the science of agriculture, which is the most important task before the Department, has scarcely yet begun.

14. Research work has however already taken shape, and investigations into various crops, crop diseases and pests, manures, etc., are in progress. The programme of these investigations is settled at an annual meeting of Directors of Agriculture and Imperial and Provincial experts, presided over by the Inspector General of Agriculture, and known as the Board of Agriculture. The idea of such an annual conference of agriculturists arose out of a proposal that there should be a Board of Control for the Pusa Agricultural College similar to that convened for the Forest College at Dehra Dun. It was eventually decided that meetings with a wider scope would be more useful, and the suggestion for a Board or Conference was put to and cordially accepted by Local Governments. The object and functions of the Board will be gathered from the following extract from the Government of India's circular letter No. 24-143-1, dated 20th September 1904:

Board of Agriculture

It is not intended that the Board should exercise any executive control over the Institute and College or the departments of Agriculture generally. The object of the annual meetings will be, that the agricultural experts, whose work is carried out in different parts of India, should have an opportunity of exchanging ideas with one another; of learning what is being done in the various Provinces; of co-ordinating their work; and of advising on agricultural administration generally. These conferences will serve to bring together the scientific and practical experts and the civilian element in the several Imperial and Provincial departments, and will enable them to arrange a common course of action, having for its object the improvement of the agriculture of the country.

Pro., Sept. 1904, No. 22.

It is suggested that each Provincial Director of Agriculture, whether he is able to attend or not, should submit for consideration to the Board a note describing generally the agricultural experiments, investigations, and improvements which he proposes to carry out during the following season in his own Province. The Inspector General of Agriculture, in consultation with the Director and other experts attached to the Institute, will also put before the Board a note describing in general terms the work which will be done in the following year at Pusa, with special reference to the research requirements which should be provided there and in the various Provinces, for Chemistry, Botany, Entomology, Biology, and Horticulture.

The Board will be asked to consider and advise on questions approved for discussion by the Inspector General of Agriculture, whether connected with the course of instruction at the College, with the conduct of enquiries and experiments at the Pusa Research Institute and elsewhere, or with the development of agriculture generally; and any resolutions they may pass will be submitted by the Inspector General of Agriculture to the Government of India for information and orders.

15. Besides the agricultural staff above referred to, the heads of other connected departments, and private individuals and experts engaged or interested in agricultural questions, are also invited to the meetings of the Board, whose proceedings are printed and circulated by the Government of India to Local Governments for consideration. Experience has, however, shown that with the increase of experts the number of members constituting the Board tends to become unwieldy, and suggestions are being placed before Local Governments with the object of restricting the final deliberations and recommendations to senior officers of the department without, however, interfering with the attendance and free interchange of views of the expert staff generally.

Present position.

16. It will be gathered from the preceding sketch, that the policy launched in 1905-06 practically aims at the creation of a new branch of administration which, though at present experimental in character, may prove of the utmost importance to the country. The broad lines on which the scheme of agricultural improvement is to proceed have been laid down by the Supreme Government; the organization of the superior staff, which must for the present be recruited in Europe, has been settled; but there still remain for disposal the important questions of the course of agricultural instruction, and the constitution of the subordinate establishment upon which the success of the experiment will in a very large measure depend. During this period of development there must necessarily be a larger degree of interference on the part of the Supreme Government than would be expedient or justifiable at a more advanced stage.

APPENDIX I.

Present position of the Agricultural departments in the various Provinces.

Pros., Nov. 1905, Nos. 12-44.
Pros., Oct. 1906, Nos. 8-19.

Letter No. 1870, dated 25th July 1907.

Pros., July 1905, Nos. 48-79.

Pros., Jan 1905, Nos. 11-21.
Pros., March 1905, Nos. 58-63.
Pros., Nov. 1905, Nos. 12-44.
Pros., May 1907, Nos. 12-19.
Pros., July 1907, No. 5.

Madras.—It has been decided to close the Agricultural School or College at Saidapet, a suburb of Madras, which was originally started in 1864 as a farm and in 1875 converted into a college under the Educational Department at which agriculture has since been imperfectly taught to a limited class, amongst other scientific subjects. Its place will be taken by an Agricultural College and Research Station in the Coimbatore district. The detailed scheme of this Institution has not yet been received, but the staff of three European specialists has been appointed. On the general Provincial staff there are two Deputy Directors in charge of the two agricultural circles into which the Presidency has been divided. Ten agricultural stations are already in existence and the number is to be increased. Proposals for a subordinate establishment to look after these stations and assist the Deputy Directors have recently been sanctioned.

Agricultural improvement in estates under the Board of Revenue as Court of Wards is the business of a separate specialist recruited in England and paid for by the estates.

2. **Bombay.**—(1) In the Bombay Presidency the Director of Agriculture is also Director of Co-operative Credit Societies, with a junior officer under him as Registrar of these Societies. There are two Deputy Directors, one of whom deals with Sind and the other with the Presidency proper. The Province is further divided into four circles, each representing as far as possible a homogeneous set of agricultural conditions, and each in charge of a Divisional Inspector working under the supervision of the Deputy Directors. The pay of Inspectors rises from Rs. 290 to Rs. 350 a month. Under the Divisional Inspectors there is a staff of farm managers and demonstration overseers on salaries ranging from Rs. 75 to 200 a month. 17 farms or agricultural stations have already been established.

(2) As regards education, an agricultural class has been attached since 1878 to the Poona "College of Science", an institution which was established in 1854 for the purpose of educating subordinates of the Public Works Department, and converted in 1865 into an Engineering

College. The students attending the agricultural classes have been mostly candidates qualifying for subordinate posts in the Revenue Department. This class is to be abolished and a separate College of Agriculture under the Agricultural department is in course of erection at Poona.

Besides three European professors in agriculture, chemistry, and botany who have already been engaged, and their native assistants, the college staff is to include Indian assistant professor in entomology, mycology and physics and mathematics. The salary of the assistant professors will be the same as that of the Divisional Inspectors.

3. *Bengal*.—(1) An Agricultural College and Research Institute is being built at Sabaur in the Bhagalpur district, which will supersede the practically useless agricultural class of the Sibpur Engineering College near Calcutta.

(2) As originally formulated, the Bengal scheme divided the entire staff, general and educational, into an Indian Agricultural Service of 6 European experts, a Provincial Service of 33 officers on pay ranging from Rs. 100 to 500, and a subordinate service of 44 posts. The Local Government has now sent up modified proposals which are under consideration. In these proposals, which the Local Government anticipates will not be fully worked up to for the next 20 or 30 years, the Provincial Service is eliminated, the present opinion being that best class of Indian candidates will not be attracted by salaries ranging from Rs. 100 to 500.

Letter No. 126-T. R., dated 16th April 1907.

(3) A special feature of the Bengal scheme is the formation of an agricultural association in each revenue division of which the Commissioner is to be the president. The revenue divisions will in fact be the units for agricultural administration and each of them will ultimately be equipped with an experimental farm and subordinate demonstration farms under a farm manager and two inspectors, one of whom will assist the agricultural association.

4. *Eastern Bengal and Assam*.—(1) There will, for the present, be no agricultural college and research institute for this Province, the educational requirements of which will be served by the Bengal institution. A central experimental station is however to be established at Dacca, and there will be three other stations at selected localities but on a smaller scale.

Pros., Sept. 1906, Nos. 17-25.

(2) Court of Wards' estates are to be utilized for the purpose of demonstrating improvements; also the agency of private individuals in each district willing to co-operate with the Department. These latter are to be styled Associates of the Agricultural department and are to meet twice a year, under the presidency of the Collector, to settle the programme of district demonstrations.

(3) The central station expert staff will consist of an agricultural chemist, an economic botanist, and a fibre expert with special reference to the improved cultivation of jute. For general work the Director will have two Indian officers as Assistant Directors, a small staff of agricultural supervisors on Rs. 250—400 a month and farm managers on Rs. 100—200. Detailed proposals for the subordinate establishment are under consideration.

Pres., Dec. 1905, Nos. 13-20.
Pros., Sept. 1906, Nos. 11-16.

5. *United Provinces.*—(1) At the special request of the Local Government (which was of opinion that the arrangement possessed many advantages) the Agricultural Director continues for the present in charge of Land Records, assisted by a special Deputy Director for that branch of his duties. The experimental farm and school which has existed at Cawnpore since 1893 have been merged into an Agricultural College and Research Institute at the same station. The buildings are believed to be nearly ready, but the complete scheme for this institution has not yet come up to the Government of India.

(2) Experimental stations are to be established at ten centres, distributed among four circles, of which two are in charge of Deputy Directors and two of Assistant Directors, the latter being native officers graded as Deputy Collectors. The subordinate agricultural service is to consist of an upper and a lower division, the former comprising such appointments as assistant professors, assistants to agricultural experts and to circle officers, and farm managers, on salaries ranging from Rs. 125 to 250 a month; and the latter, overseers, inspectors, etc., on salaries of Rs. 40 to 100. It has not yet been completed.

Pros., Oct. 1906, Nos. 4-6.
Pros., Jan. 1907, Nos. 3-4.

6. *Punjab.*—(1) Very little has hitherto been attempted in the Punjab in the way of agricultural improvement: consequently the new scheme has involved the creation of an entirely new organization. Lyallpur, the head-quarters of the Chenab Canal Colony, has been selected as the location of the Provincial College and Research Institute, and the head-quarters of the department; and there will be another principal

farm in the Eastern Punjab, with five smaller experimental stations scattered over the Province.

(2) The whole area is divided into two circles, of which one will be in charge of a Deputy Director and the other of the Principal of the Lyallpur College. The constitution of the subsidiary staff of native assistants has not yet been settled, the Secretary of State having returned the proposals submitted by the Local Government for further consideration of the scale of pay proposed for assistant professors, *viz.*, Rs. 200 to 400 a month. This question of the pay and prospects to be offered to the junior or native agricultural staff, is a general one which is now engaging the attention of the Government of India.

7. *North-West Frontier Province.*—This small province has been associated with the Punjab in the agricultural scheme. It is to have two farms under a Deputy Director, who will be supervised by the Punjab Director of Agriculture, and the Punjab experts will be available for any investigations in which their advice or assistance is required.

Pros., Jan. 1907, Nos. 6-8.

8. *Burma.*—In Burma also no advance had been made on its agricultural side by the Provincial department since its creation in 1882, when it was called upon in 1905 to formulate a scheme for the improvement of agriculture. The scheme provides for a college and farm at Mandalay, a second farm at Hmawbi in the deltaic portion of the Province, and a third at a site not yet selected in the "dry zone." The farms in Upper Burma will be in charge of the Principal of the college, and in Lower Burma of the Deputy Director. Proposals for the native assistant staff have been received and are under consideration.

Pros., Aug. 1906, Nos. 41 to 47.

9. *Central Provinces.*—In this Province the Nagpur agricultural school, which was established in 1888, has been raised to the status of a college, the existing experimental farms at Nagpur, Raipur, and Hoshangabad have been enlarged, and a new farm has been started in Berar. The Province has been divided into three circles, representing the wheat, rice and cotton tracts, of which two are in charge of Deputy Directors and the third is in charge of the College Principal. The central farms will be supplemented by one or more demonstration farms in every district, and the subordinate staff for general agricultural work is to consist of an agricultural assistant for each district, and a supervisor for each division. This establishment has been divided into two classes, the first on salaries ranging

Letter No. 1032-8 A.-6, dated 25th January 1907.

Pros., Sept. 1906, Nos. 6-7.
Pros., April 1907, Nos. 8-10.
Pros., June 1907, No. 8.

Pros., July 1905, Nos. 9-13.
 Pros., Nov. 1905, Nos. 5-6.
 Pros., Jan. 1906, Nos. 19-20.

from Rs. 150 to 200 and the second on Rs. 50 to 100 a month.

10. *Coorg*.—Agricultural measures have been undertaken, in a small way, under the officer in charge of the Land Record establishment, which aim at the introduction of new products, the improvement of fruit culture, etc. It has been impressed upon the Chief Commissioner that agricultural experiments without scientific guidance will lead to no definite results, and it has been arranged that he should when necessary call in the assistance of the Imperial specialists and also, if possible, of the experts employed by the Mysore Government.

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APPENDIX II.

A. Powers already exercised by the Inspector General of Agriculture.

As head of the department, the Inspector General has full powers of direction and control over the work of all the officers subordinate to him (*i.e.*, of the Imperial staff of specialists), but in the case of the Pusa College and Research Station the Director of the Institution has been constituted the immediate administrative head of the staff attached to it and of their establishments, and the Inspector General's control is exercised through him as explained in paragraph 8 of the Memorandum.

Apart from the authority common to every head of department over expenditure and establishments, the special financial powers possessed at present by the Inspector General are comparatively limited. He has been empowered to make allotments from the annual provision in his budget for "agricultural experiments and grants-in-aid of agricultural experiments to Provincial Governments" without previous reference to the Government of India, and he has been given the authority already possessed by Provincial Directors of Agriculture to purchase direct (*i.e.*, without the intervention of the India Office Stores Department) agricultural implements and machinery up to a limit of Rs. 4,000 a year, and any seed required from Europe or elsewhere. He has also been invested with the powers of a Local Government to purchase locally articles of European manufacture above Rs. 50 in value (the usual limit for heads of departments) and to indent or purchase books, periodicals, typewriters, special articles of stationery, etc. Under the Civil Service Regulations the only special authority conferred on him is the authority to grant (conditionally) exemptions from the rule (Article 1056) limiting to 10 days the period for which travelling allowance can be drawn for a halt on tour.

Pros., July 1905, Nos. 45-46.
Genl. Pros., June 1907, Nos. 15-17.

Genl. Pros., June 1907, Nos. 15-17.

Pros., Oct. 1902, Nos. 13-15.

Pros., June 1903, Nos. 13-16.

B. Powers now proposed, with the assent of the Finance Department, to be delegated to the Inspector General of Agriculture.

Genl. File No. 150 of 1907.

The question of extending the Inspector General's authority has been under consideration of the Department of Revenue and Agriculture and, with the assent of the Finance and Public Works Departments, he is to be invested with the following

powers under the Financial and Public Works Department Codes:—

(a) *Under the following articles of the Civil Service Regulations.*—

Articles 72 and 74 (grant of *honoraria* for work done outside the scope of an officer's ordinary duties) up to a limit of Rs. 500 in each case, instead of Rs. 100 as at present.

Articles 77 to 82—(temporary appointments and deputations) in cases in which the salary or salary *plus* deputation allowance as limited by Article 81 does not exceed Rs. 100 monthly.

(The Inspector General of Agriculture is also to be specially empowered to employ any establishment chargeable to his fixed grant for agricultural experiments without the limit of time imposed by Articles 77 to 82, on condition that the pay of no appointment exceed Rs. 100 a month and no pensionary claims are created.)

Articles 442 (c) and (d)—(the medical certificate to be accepted from an officer applying for invalid pension) in cases in which the powers conferred under Articles 914 and 918 may be exercised.

Articles 914 and 918—(grant of pension reported by the Audit Office to be admissible) in the case of non-gazetted establishment only.

Articles 996 (b), 997, 998, 999 (ii), 1000, 1020, 1042, 1056, 1060, 1061, 1062, 1066, 1100, 1107, 1117 and 1138.

These are all travelling allowance regulations which leave the controlling authority to decide, in certain circumstances, the claim of an officer to travelling expenses, or to grant an exemption from the ordinary restrictions, or to determine certain matters for which the rules do not specifically provide.

(Note.—Under Article 1097, certain classes of officers are, in case of transfer, allowed passage money for their families and a Local Government may grant such passage money when the family precedes or follows the officer, subject to a limit of one month in the former and six months in the latter case. It was proposed that the Inspector General and other heads of departments should have the powers of a Local Government under this article, but the point has been referred to the Committee and will be dealt with separately. Cases falling under the rule would be rare in the Agricultural departments.)

(b) Under the following article of the Civil Account Code—

Article 282, to authorize transfer of grants between detailed heads in the sanctioned estimates of his department.

Article 278 (a), clauses (1) and (2). To revise subordinate establishments (subject to budget provision and an aggregate limit of Rs. 3,000 in any year), provided no new appointment is created on a pay exceeding Rs. 50 a month, and the salary of no existing appointment on less than Rs. 50 a month is raised beyond that amount.

Article 281. To sanction contingent expenditure up to a limit of Rs. 1,000 in each case, and items of recurring contingent expenditure up to a limit of Rs. 15 a month in each case. (As to this see remarks in paragraph 20 (2) of Memorandum.)

Article 279. To write-off irrecoverable value of stores or money lost by fraud or negligence, subject to a limit of Rs. 500 in cases of fraud and 1,000 in cases of loss or destruction of stores.

Articles 52 and 77. To draw advances of salary while on tour, and to sanction permanent advances up to a limit of Rs. 500 with the concurrence of the Accounts Officer.

(c) Under the Public Works Department Code—

Article 771-A., 981 et seq., Volume I, paragraph 1965, Volume II, and Financial Resolution No. 2916, dated 1st June 1906. To undertake in his own Department, or to give administrative approval and sanction in the Public Works Department, (subject to budget provision) to works of construction and repair within a limit of Rs. 2,500 in each case.

APPENDIX III.

Powers recently delegated to Local Governments outside those already conferred upon them by the Civil Service Regulations, etc.—

File No. 65 of 1906.

- (1) To grant travelling allowances to students joining an agricultural college for training.

File No. 120 of 1906.

- (2) To permit Directors of Agriculture to undertake or sanction, in the Public Works Department, works of construction and repair up to a limit of Rs. 2,500 in each case.

File No. 2 of 1906.

- (3) To sanction rent-free quarters to farm overseers.

File No. 100 of 1906.

- (4) Authority to the Board of Revenue, Madras, to make appointments in the agricultural department on a pay not exceeding Rs. 25 a month and for a period not exceeding three months.





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PART II.

Suggestions for decentralization.

17. At the same time, the correspondence which has been examined reveals a tendency to interference in details (size and number of farms, duties of officers, and so forth), which might well be left, it would seem, to the discretion of Local Governments, uniformity in such matters being of less importance than freedom of action based upon local knowledge. This remark applies also to the organization of the subordinate agency to be employed in the work of tuition, research and demonstration which must be adapted to the varying circumstances of each Province. Here the necessity for interference in detail might be obviated if Local Governments were supplied with a standard scale to be modified at their discretion to suit local needs. Another criticism to which the general conception of the scheme appears to be exposed is that of over-centralization of research work under the Government of India. There is a far larger staff of specialists under the Inspector General of Agriculture than appears to have been originally contemplated or has been provided for any Local Government; and it appears to be in contemplation to increase it still further. The operations of an Imperial staff thus constituted and extending over every Province cannot but interfere with the duties and responsibilities properly belonging to the local officers, and tend to transfer to the Imperial Secretariat functions of executive control which can be more successfully exercised by the Local Governments.

18. A further danger against which it seems necessary to guard lies in the natural inclination of the specialist staff to lean more to the work of original research than of education, though the latter must for some years to come be far the most important. For however valuable may be the results of research, their practical application must await the creation of the trained native agency which does not at present exist, and the diffusion of sound agricultural knowledge. Finally, with one or two exceptions, there is a noticeable absence of any indication of the manner and extent to which the ordinary district establishments are to be associated in the scheme of agricultural improvement. The desirability of such association is patent, and the plan of "associates" proposed in Eastern Bengal (paragraph 4 (2) of Appendix I) would seem to offer a good suggestion for securing the interest of district officials and leading land-owners in promoting agricultural reform.



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PART III.

Examination of Secretariat work.

19. Apart from the references necessitated by the responsibility for general control and by financial regulations, there appears to be a good deal of petty business dealt with by the Government of India under "Agriculture" of which its Secretariat might be relieved. Neglecting extraneous matters such as Botany, Gardens, Agricultural Statistics and Cinchona Plantations, which are also included under the head of "Agriculture", the correspondence may be classed as references emanating from or connected with (a) the Inspector General of Agriculture, (b) Local Governments, (c) initiated in the Secretariat or by the Secretary of State, and (d) miscellaneous references to the Secretariat. An analysis of the files or cases dealt with in 1906 gives the following results.

20. (I) *Under (a).*

(1) 11 files dealing with the appointment, postings, leave, etc., of Imperial officers.

Some of this work might be transferred to the Inspector General of Agriculture by giving him the power of granting and gazetting privilege leave to officers under him, where such leave does not involve the temporary entertainment of an additional officer, and of making such officiating arrangements as may be necessary. Further, the procedure in cases in which a Local Government has to apply to the Government of India for an expert to fill a leave vacancy on the Provincial staff would be simplified if such applications were transmitted through the Inspector General who has to be consulted in such cases.

(2) 22 cases requiring sanction or reference under financial or other rules.

The Government of India have delegated some powers to the Inspector General and are about to delegate others (*vide* Appendix II to this Memorandum), which should cause a reduction in this class of references. The power which it is proposed to confer on him under article 278, Civil Account Code (revision of subordinate establishments) should include the power to transfer subordinate appointments from the staff of one expert to that of another. In regard to contingent expenditure, the powers which are to be delegated to the Inspector General are limited to Rs. 1,000 for any single item, and Rs. 15 a month in each case for fixed recurring charges. In regard to the latter it would, it is thought, simplify matters if he were allowed the

powers (up to Rs. 200) under clause (3) of article 278 (a), Civil Account Code, under clauses (1) and (2) of which he is to get full powers.

(3) 7 cases of returns and reports.

The return of officers permitted by the Inspector General to work for a short time in the hills might be dispensed with, such cases being noticed in his annual report, and the return of expenditure on European stores purchased in India might be forwarded direct to the Department of Commerce and Industry.

(4) 19 cases relating to general control or to minor and miscellaneous matters, such as notes of inspections, distribution of publications, etc.

Many of these cases hardly call for permanent record in the Secretariat and might be sent up unofficially for information and return. A considerable simplification of procedure and reduction of work would result if this system were adopted generally in dealing with all matters submitted for information or instructions by the Inspector General which are not of sufficient importance to call for official orders or to be brought on the formal proceedings of the Department.

Questions connected with the printing and distribution of departmental publications might, moreover, appropriately be left entirely to the head of the department.

21. (II) *Under (b).*

(1) 33 reports and returns relating to the administration of Provincial departments, farms, crops and seasons.

These are required for administrative purposes by Local Governments as well as by the Government of India, and the question of their curtailment or reduction was fully examined not long ago. They are perused and noted on, but not officially reviewed in the Secretariat.

(2) 22 cases connected with general control, or organization schemes, and recruitment of officers involving reference to the Secretary of State.

(3) 17 minor cases under financial and other rules. (Deputations, allowances, appointments, honoraria and the like.)*

With the enlargement of the financial powers of Local Governments which is under separate consideration, a reduction in these references may be expected. Powers in regard to some minor departmental matters have already been delegated (see Appendix II) and the same policy should be pursued, whenever it may be found expedient, in regard to other cases as they arise.

* These include the case of the farm horse referred to by the Viceroy in his Budget speech (Pro., December 1906, Nos. 8-9).

22. (III) *Under (c).*

7 cases originating in references from the Secretary of State regarding sericulture, jute, cotton, etc.

4 cases initiated in the Secretariat. (Terms of recruitment of experts, vernacular examination rules, etc.).

These call for no remark.

23. (IV) *Under (d).*

17 cases consisting of suggestions, enquiries, applications for seeds, information, etc., mostly from foreign Governments and private persons.

These are for the most part of an unimportant character and might be transferred unofficially to the Inspector General for disposal. Means should be adopted to let it be generally known that the Provincial Director, or the Inspector General, and not the Secretariat, is the authority to which suggestions and applications for information or assistance in agricultural matters should be addressed, as the officials of foreign Governments do not appear to be properly instructed on this head at present.

A. R. TUCKER.





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I send herewith a note by Mr. Tucker on the Agricultural department which has been concurred in by my Committee.

2. Paragraphs 1-16 of the note will serve as our memorandum on the subject for the Royal Commission. Paragraphs 17 and 18 are referred for the opinion of the Revenue and Agriculture Department with reference to possible discussion on these points in the Commission. The suggestions in paragraphs 20-23 and 27 might, we think, be dealt with by the Revenue and Agriculture Department at once; as they are hardly of sufficient importance to go before the Commission.

W. S. MEYER,—28-9-07.

* * * *

I agree with office that the only part of Mr. Tucker's note which we need consider at present is paragraphs 17 and 18. In these paragraphs Mr. Tucker makes certain criticisms on the working of the Department and certain suggestions for its improvement. His remarks are referred for the opinion of this Department with reference to possible discussion on the points raised by the Royal Commission.

2. The criticisms put forward by Mr. Tucker are three in number:—

(1) There is a tendency in this Department to interfere in petty details which might well be left to the Local Governments.

(2) We also interfere in the organization of the subordinate agency to be employed in the work of tuition, research and demonstration; and

(3) "The general conception of the scheme (for the development of agriculture in India) appears to be exposed to the danger of over-centralization of research work."

3. It is also suggested that

(4) it is necessary to guard against the natural inclination of the specialist to lean more to the work of original research than of education though the latter must be for some years to come far more important; and that

(5) there is a noticeable absence of any indication of the manner and extent to which the ordinary district establishments are to be associated in the scheme of agricultural improvement.

I will take each of these criticisms and suggestions in order.

4. The first criticism that we tend to interfere unduly in petty details (such as

the size of agricultural farms and the duties of officers) is presumably based upon the correspondence and notes in A. Proceedings, November 1905, Nos. 12-44. The history of this correspondence is explained in Despatch No. 356 of the 26th October 1905. In the Financial Statement for 1905-06 it was announced, with the previous approval of the Secretary of State, that 20 lakhs were to be set aside annually for the development of agriculture in India. The grant was intended to supplement the resources of Local Governments, and they were accordingly asked to explain with reference to local conditions how it could be expended to the best advantage so that we might decide the share to be given to each province. The first 5 paragraphs of the despatch may be read. It will be seen that all we have done is to settle in consultation with Local Governments the main lines which agricultural development should proceed, and that it has been recognized that the variety of local conditions precludes the possibility of any scheme of rigid uniformity. It is true that in replying to Local Governments we made certain criticisms of their schemes. Madras for instance contemplated an experimental farm in each district. We suggested that a farm in each homogeneous agricultural tract would probably be sufficient. Apart from this we have not interfered at all, and Madras has now started without any reference to us 10 agricultural stations. Similarly Bombay has 17 farms in being. This is a deviation from the original idea of one station to each distinctive tract. But the Government of India were not consulted and have not interfered. Again we suggested to Bengal and Burma that possibly it would be advisable to start with rather smaller farms than they proposed and we pointed out the difficulty of getting trained men to run them. But the Local Governments were left to carry out the suggestions or not as they thought fit, and since then we have not interfered. All agricultural work goes through me, but since I joined my appointment 8 months ago I cannot remember a single instance in which we have interfered in any way with any detail regarding a farm. As a matter of fact we do not even know how many farms have been started in a province in any particular year till we get the administration report of the Agricultural Departments for that year.

5. Similarly I am quite unable to admit that we display any tendency whatever to interfere in matters regarding the duties of

officers. As far as I remember the only case in which any question of the duties of agricultural officers serving under Provincial Governments has recently come before the Government of India, is that of Mr. Hayman in the United Provinces. Mr. Hayman raised certain questions relating to his position and a *modus vivendi* was arrived at between him and the Local Director of Agriculture. The matter was referred to us in connection with Mr. Hayman's pay, and we replied that we had no objection to the definition of Mr. Hayman's functions approved of by the Local Government but we suggested "for the Local Government's consideration that it might be well to explain to Mr. Hayman that the arrangements regarding his relations to the work of the Department will be liable to alterations at any time by the Local Government."

6. To turn to the second criticism of Mr. Tucker, I would point out in the first instance that under the Civil Service Regulations schemes for the organization of provincial staffs have to be referred to us and generally to the Secretary of State by the rules of the Civil Service Regulations (articles 75 and 76 (iii)). If these rules are relaxed, this Department certainly will not object. But in the meantime so long as they subsist, we must continue to examine schemes as they are submitted to us. I venture to point out however that our correspondence does not bear out the contention that we interfere unnecessarily in the details of the schemes. The Bombay scheme comprised 4 Divisional Inspectors and 6 Assistant Professors in various subjects all on a pay of Rs. 200—30—350. We supported this scheme in its entirety to the Secretary of State and got his consent to it. The Burma proposals were entirely different and we thought them too modest; but we have accepted them and are referring them to the Secretary of State. The Madras scheme was different again but we raised no objection to it, and we might go through the other Provinces in the same way and make the same remarks. The only exception that I am aware of is that of Bengal. Bengal, which has 5 farms in existence, has come up recently *more suo* with an ambitious scheme for a huge service of some 100 appointments on pay rising to Rs. 1,000 per mensem. It would be perfectly useless to submit the proposals to the Secretary of State (since he refused to sanction the Punjab scheme because the pay of one of the posts proposed rose to Rs. 400 per mensem) and the suggestion at present is—the file is still *sub judice*—to ask

Bengal to submit revised and more modest proposals. It is however sufficient to reply to Mr. Tucker's criticism that every single province up to date has organised its provincial subordinate staff on different lines. As for his suggestion that Local Governments should be supplied with a standard scale of establishment, we may inform the Decentralization Committee that a proposal of this kind has been made by the Inspector General of Agriculture and that it is still under consideration. The suggestion, of course, will be impracticable and useless unless articles 75 and 76 (iii) of the Civil Service Regulations are modified.

Page 11 *etc.*

7. Nor again do I think that the charge of "over-centralization of research work under the Government of India" can be substantiated, for all that appears to be meant by the phrase is that the Imperial Staff is larger than that at the disposal of the various Local Governments. I admit this, for Pusa has 5 Specialist appointments which have not been sanctioned in the provinces. These are (1) the Mycologist, (2) and (3) the two Entomologists, (4) the Bacteriologist, and (5) the Cotton Expert. But it is not our fault that each important province has not its own Mycologist and its own Entomologist. We made proposals in this behalf to the Secretary of State, and he negatived them in the most peremptory terms. The charge therefore holds good merely in respect of the Cotton Expert and the Bacteriologist. It is perfectly certain that it would be waste of money and power to post a Bacteriologist to each province, and since we have only got one he must be attached to Pusa where his services are at the disposal of any Local Government that wishes to consult him. As for the Cotton Expert, he can hardly be said to be "centralized" under the Government of India since it is proposed to make his head-quarters in the Bombay Presidency and for the first few years he will do more work for that Government than for us. I quite admit that the ideal course would be to have Cotton Experts in Bombay, Central Provinces, Punjab and Madras. But it is certain that the Secretary of State will not sanction any proposals of the kind, and we must therefore act on the principle that half a loaf is better than no bread. It is hardly correct to say that "it appears to be in contemplation to increase (the Imperial Staff) still further". It is true that there is constant pressure upon us from the Inspector General of Agriculture to move the Secretary of State to sanction the creation of

Blue List, pages 2-4.

A January 1907, Nos. 38-39, paragraph 7.

certain crop specialists (especially wheat and tobacco experts). But the Secretary of State has already declined to listen to the proposals and Honourable Member has intimated to the Inspector General of Agriculture that he is not prepared to entertain for the present any further suggestions for the increase of our expert staff. As for the remark that the operations of an Imperial Staff extending over every Province "cannot but interfere with the duties and responsibilities properly belonging to local officers", we may point out that the functions of the Imperial Staff are purely advisory and that we have tried to regulate their relations with the Provincial Departments by clearly defined rules. The Decentralization Committee have offered no criticisms on the rules, and presumably therefore they approve of them. I do not know what more we can do. At Pusa we have "the finest institution of its kind in the East", and we must staff it, and the staff, if it is to do any practical good, must tour about the different provinces in order to familiarize themselves with Indian conditions. Speaking generally, the Imperial Experts are picked men, and it is only right that their scientific knowledge should be, as far as possible, at the disposal of Local Governments in dealing with scientific problems of extreme difficulty. It may be noted that they do not interfere in administrative details, and that (apart from a recent growl from Mr. Hayman a most cantankerous gentleman who apparently cannot work with any one) there is no evidence that Local Governments resent their advice. On the contrary, Mr. Lefroy's campaign against the boll-worm in the Punjab and Sind seems to have been attended with valuable results, and the Madras Government are gratefully availing themselves of Dr. Butler's advice in combating the mysterious fungoid disease which threatens the existence of palm trees in the Godavari District.

8. I have now replied to all Mr. Tucker's criticisms and I hope it will not be thought that I have done so in any resentful spirit. It is true that we have got many references from Local Governments and the Inspector General of Agriculture on matters which they ought to be able to deal with themselves but practically all of these references are necessitated by the provisions of the Financial codes, and I am sure that this Department will welcome any relaxations of these codes which will render these references unnecessary. But I cannot admit that we show any tendency to interfere in duties, such as the size and number

of farms and the duties of officers, and if we do make criticisms we almost invariably put them in the form of suggestions for the consideration of the Local Government.

9. There remain the two suggestions referred to in paragraph 18 of Mr. Tucker's note and paragraph 2 above. As to the tendency to lean to research rather than to education, it will perhaps be sufficient to let the Decentralization Committee see a copy of our Circular to Local Governments on the subject of the L. Ag. degree, to inform them that students are now being trained not only at Pusa but at Cambridge and Cornell, and to let them know that for the first few years of its existence Pusa is to be utilized as a general Agricultural College, rather than as an advanced institution for post-graduate studies. This will show the Decentralization Committee, I think, that the Government of India are alive to the danger and are taking precautions to obviate it. The suggestion that district officials and leading land-owners should be associated in the work of agricultural improvement is one that should be made to Local Governments. We have settled the main line on which agricultural development is to proceed in the various provinces, and it is not our practice to interfere further. It may be noted, however, that agricultural associations which the Department helps and advises are springing up in every province, and that most of the Provincial Colleges will educate the sons of land-owners if they apply for admission. The District Officer, moreover, who is worth his salt will assist the Department and the Associations with every means in his power without being directed to do so by his Local Government.

C. A. INNES,—21-10-07.

I agree generally in Under Secretary's note. There were two special reasons why the Government of India should take a prominent part in the establishment of the Provincial Agricultural Departments. In the first place, the money for the development of those Departments was, to a very large extent, supplied from Imperial funds, and it was only reasonable that the party supplying the funds should have a considerable say in their disposal. In the second place, in most Provinces the establishment of an Agricultural Department was practically a new departure, and it was specially desirable that in the initial stages the experience of other Provinces and of the Inspector General of Agriculture should be placed, through the Imperial

Government, at the disposal of the Provincial Governments. Notwithstanding these special reasons for impressing our views on Provincial Governments. I think we have been successful in avoiding undue interference. We have freely placed at the disposal of the Local Governments, in form of advice and suggestion, the experience of our Inspector General and our own opinions formed after consideration of the experience of Provincial Governments generally throughout India; but we have hardly in any case insisted on our views being accepted by a Local Government against its own wishes; and, so far as we can judge from the correspondence received, all Local Governments have readily welcomed not only our money but our advice, and have acted upon it, not under compulsion, but because they agreed to the suggestions we made.

2. As regards the organisation of the Subordinate Agency to be employed in the Provincial Departments, so long as the present financial rules require Local Governments to obtain the approval of the Government of India and the sanction of the Secretary of State to such increases in their Subordinate Staff, it must be the duty of this Department to scrutinise the proposals sent up, and not only to advise Local Governments in the matter, but to make itself responsible for the proposals submitted for sanction to the Secretary of State. This Department will welcome any changes which may be made in the general financial rules, which will relieve it of this responsibility.

3. As regards over-centralisation of research work, it may be said that, in the first place, we have consistently endeavoured to increase the staff of experts at the disposal of Local Governments for the prosecution of experiment and research. We have obtained the sanction of the Secretary of State to give each of the larger provinces an expert Agriculturist, an Agricultural Chemist, and an Economic Botanist, and we have done our best to obtain for most of them an Entomologist and a Mycologist; and by a liberal allotment of Imperial funds we have put them in a position to start well-equipped laboratories and a much larger number of experimental farms; so that we have done all that the Secretary of State will allow us to do to encourage local research. But in all research work it is essential that the higher forms of research should be specialised and centralised, and we should not have provided properly for agricultural

research in India unless we had established a thoroughly well-equipped Central Research Institute with a specially selected staff. We have been careful to impress upon these Imperial Research Officers that they must be prepared to devote a large portion of their energies to educating an indigenous body of agricultural experts in their different branches, that they must keep in touch with practical work all over India, and that they must be prepared to assist Local Governments and their agricultural staff in every way possible by advice and personal assistance, but without exercising any executive authority over them. So far Local Governments have warmly welcomed the assistance of these Imperial Research Officers, and there is no indication that they in any way resent the working of the present system, or wish it to be modified.

4. I venture to think therefore that in the matter of the development of the Agricultural Departments, Imperial and Provincial, we have proceeded on the right lines. That is to say, we have centralized information, research, experience and advice; but have been careful not to centralize authority. We have placed our advice and suggestions freely before Local Governments, but have not insisted upon their being accepted by them, unless when, in a very few cases, we were compelled to do so by the existing financial rules, which we would gladly see relaxed.

5. As to the question of encouraging the ordinary district establishments and leading land-owners to take a part in promoting agricultural reform, this is essentially a matter for Local Governments to deal with, and it seems unnecessary that the Government of India should interfere, even with suggestions.

J. WILSON, — 22-10-07.

I see no necessity for entering into a lengthy discussion on paragraphs 17 and 18 of Mr. Tucker's note. I sympathise with what he says, but it might be argued that his suggested remedy in paragraph 17 would differ little from the course we have actually taken, which has brought much accumulation of work on us. As pointed out in Secretary's note we were forced by circumstances into taking the initiative in suggesting schemes to Local Governments.

2. I also agree with Mr. Tucker that there has been a tendency growing up to go in too much for research, and too little for education. Mr. Mollison is very sound on

this subject as we know, and we shall eventually get our experts on the right track.

3. The particular reference made to us now merely confirms me in my general opinion in this question of devolution that centralization depends more on the spirit in which matters are worked at headquarters than on any definite rulings. I think there is an undoubted tendency on the part of all headquarters offices to go into too much detail, and to grasp at too much power. The more in earnest and the more efficient they are the stronger is the tendency. I seem to see one result of it in the reliance placed on us by the heads of the Departments under us, illustrated by the recent attempt of the Director General of Observatories to get us to approve a Press notice about his Department. That is perhaps an extreme case, but it seems to me that Heads of Departments are much more hesitating about running their own shows than they used to be, and much more anxious to shelter themselves under the wing of the Government of India.

This particular case must have involved at least four references I should think to the Department.
J. O. M.

J. O. M[ILLER],—23-10-07.





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