

1. Number of pages *56*
2. Date of repair *8-5-37*
3. Initials of Refr *[initials]*
M.R.O. 1-20,000-16-10-36

MADRAS RECORD OFFICE.

Government of Madras.

Public **DEPARTMENT.**

G.O. No.	<i>956</i>	Press Mis.
Dated	<i>3-7-</i>	<i>19187/</i>

Not to be folded or roughly handled

[initials]

INDIA OFFICE;
London, the 12th October 1869.

Revenue.

No. 77.

To His Excellency the Right Hon'ble the Governor General of India in Council.

MY LORD,—I transmit herewith, for the information of your Excellency in Council, copies of a correspondence which has taken place between this office and the Cotton Supply Association of Manchester, regarding the measures which might be taken for improving the quality, and increasing the quantity, of the supply of cotton to this country from India.

2. You will observe that the points to which the Association at present attaches particular importance are the establishment of a Department of Agriculture in each of the several Provinces of India, and the more active employment of the Collectors in matters connected with cotton cultivation. You will communicate to me your opinion on these questions, as well as on the general subject which is discussed in the correspondence.

I have the honor to be,

MY LORD,

Your Lordship's most obedient, humble Servant,

ARGYLL.

Dated Manchester, the 12th March 1869.

To His Grace the DUKE of ARGYLL, K. T., Her Majesty's Principal Secretary of State for India in Council.

Memorial from JOHN CHEETHAM, Esquire, *President*,
EDWARD ARHWORTH, Esquire, *Vice-President*, and
ISAAC WATTS, Esquire, *Secretary*.

SHEWETH,—That your memorialists, notwithstanding the renewed exertions of the United States since the close of the Civil War, have still to deplore the long continued scarcity of cotton, and the consequent losses and sufferings experienced by our manufacturers and the operatives dependent upon them for employment. There appears to be little probability that the production of cotton in America will, for many years to come, be adequate to the requirements of this and other countries. Your memorialists, therefore, believe that India is the great source to which they must look for the large supplies that are so urgently needed, and the best and speediest means of obtaining them is now engaging their anxious consideration. The improvements already effected in the quality of Indian cotton, and the encouraging results of the efforts of a few zealous and intelligent men to extend the cultivation, seem to justify the conclusion that with due exertion very much more may be accomplished in the growth of cotton to the mutual advantage both of India and of this country. On previous occasions, your memorialists have recommended increased means of irrigation and navigation, the construction of roads, bridges, piers, and docks to facilitate the transport and shipment of cotton, and also the appointment of well qualified Commissioners in certain Districts to give advice and assistance, to provide suitable seed and machinery, to promote improved methods of cultivation, and in various other ways to aid the ryots to extend the growth and improve the quality of their cotton, and they gladly bear testimony to the beneficial results of the labors of Mr. Harry Rivett-Carnac, the Commissioner last appointed. Whilst retaining an undiminished conviction of the value of these recommendations, your memorialists now desire especially to urge the

adoption of the following measures as likely to be speedily effectual in securing an increased growth of cotton in India :—

1. That the Collectors in the chief cotton districts should be required and authorized to make it part of their duty to promote an extended and improved cultivation of cotton in their respective collectorates, and that they be instructed not only to ascertain and report upon the best means of accomplishing the object desired, but to take such steps as they may consider best calculated to be beneficial. The successful efforts of Mr. Ashburner, Collector of Khandeish, and his co-adjutors in producing cotton of a better quality and a higher value than had ever been grown before in that district, encourage your memorialists to hope that other Collectors, not less intelligent and zealous, may be equally successful in increasing the quantity and improving the quality of the cotton grown in their several districts, and some recognition of the services rendered by these gentlemen, either by pecuniary remuneration or civil distinction, might judiciously be made by Government.

2. Your memorialists recommend that in the districts of the Punjab, Scind, Guzerat, Hinghungat, Berar, and the South Mahratta country, together with the cotton districts in the Presidency of Madras and Bengal, Government should place under the care of the local officers a plot of land of, say, ten or twenty acres for the purpose of experimental cotton cultivation with exotic and selected indigenous seed, and various kinds of manure found to be successful in the Southern States of America. If this be conceded, your memorialists would appropriate the sum of £100 in each case to be expended upon such experiments in addition to the outlay by Government. In this way, improved methods of cultivation, and the use of implements and machinery for economizing labor may be brought under the notice of the ryots, and be productive of great benefit.

3. Your memorialists having been informed that a model farm, on which similar experiments may be made, has been sanctioned by Government in Khandeish under the direction of Mr. Ashburner, the Collector, they respectfully request permission to place a sum of money at his disposal, to be expended in the way he may think best for promoting the object which your memorialists have in view.

4. Your memorialists have recently had their attention directed to the practicability of providing inexpensive means of irrigation, especially in Berar, together with two short Railways, one of about seven miles and the other five and a half miles, to connect the great cotton marts of Kamgaum and Oomrawuttee with the Great Indian Peninsula main line; and they beg respectfully to recommend that these be authorized as speedily as possible. They are informed that Berar especially needs these two short Railways, good macadamized roads, and a system of inexpensive irrigation works, which it is confidently anticipated would greatly tend to develop the resources of that district, and to increase the production of cotton.

5. Your memorialists are assured that larger supplies of cotton might be drawn from other districts suitable to its production if better means of bringing it to market were available. With this view, your memorialists would especially recommend the completion and extension of the following lines of Railway, with such branches and macadamized roads as may be needed to give full effect to the main lines as means of communication with the cotton-producing districts :—

- (1), the completion of the Indus Valley Railway by supplying "them issing link" from Kotree to Mooltan, to connect the Punjab system of Railway with the Scind Railway and the Port of Kurrachee;
- (2), the completion of Lord Dalhousie's system of trunk line Railways, by continuing the Bombay and Baroda Railway, with branches such as that from
(a) Ahmedabad to Deesa

(b) Ahmedabad to Veerumgaum and Wudwan, with a prospect of ultimate extension to the principal cotton ports of Guzerat and Kattywar;

- (3), the formation of a line from the Port of Karwar on the Malabar Coast to Hooblee and Dharwar, with a view ultimately to afford direct Railway communication between the Port of Karwar and the districts where the excellent cotton of Dharwar and the South Mahratta country is now grown.

6. Your memorialists believe that a most important reduction in the cost of bringing cotton to market might be made by improving the facilities which naturally exist in India for inland water carriage; and they would therefore recommend that each local administration in India should be invited to suggest means for giving effect to the principles which have been so ably laid down by Sir Arthur Cotton and other Engineers of great Indian experience, and which are so entirely in accordance with the practical results in America and elsewhere.

Entertaining a decided conviction that the measures now recommended to the attention of Government are practicable, and that their realization is of the greatest importance to the interests alike of Great Britain and India, your memorialists beg respectfully and earnestly to urge their adoption, and your memorialists will ever pray, &c.

Dated India Office, London, the 30th April 1869.

From—H. MERIVALE, ESQ., C. B., Her Majesty's Under Secy. of State for India.

To—The President, Cotton Supply Association of Manchester.

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of a memorial from the Cotton Supply Association, which was delivered to His Grace personally by a deputation from the Association on the 12th March last, and to communicate the following observations.

2. It is perhaps hardly known to the Association that up to the year 1857 it was computed that a sum of not less than £187,000 had been expended under the direction of the Home Government on experimental measures, having for their object the cultivation and improvement of cotton; and it may be added that the aggregate amount of salaries paid to officers whose sole duty at the present time is to superintend the carrying out of experiments in the cultivation, the introduction of improved varieties, the preparation for the market, the prevention of adulteration, and the suppression of frauds, does not fall short of £20,000 per annum, a considerable portion of which is however paid out of the funds raised under the operation of the Bombay Cotton Frauds Act No. IX. of 1863.

3. His Grace desires me to call your particular attention to the measures which have been taken since the date of the letter which, by direction of Secretary Sir Charles Wood, was addressed to the Association on the 11th April 1865. That letter concluded with an assurance that "no measure which it is within the power and province of Government to adopt for ensuring so important an object as an increased supply of so essential an article of consumption of a description suitable to the English market, should be neglected."

4. The Association are aware that for some years a special Cotton Commissioner has been appointed for the Bombay Presidency, to whom, besides the general supervision of all matters connected with the cultivation of cotton and its preparation for the market, was also entrusted the charge of the Dharwar Gin Factory, an institution to which further reference will be hereafter made. In March 1866, Secretary Earl de Grey suggested to the Government of India the appointment of another Commissioner to perform similar duties in regard to Central India and the Berars, and in a despatch dated the 24th November (No. 69, 1866) Viscount Cranbourne gave his sanction to the nomination of Mr. J. H. Rivett-Carnac to that post. His Grace observes that the Association bears testimony to the beneficial results of this gentleman's labors.

5. While in this country in 1865, Dr. Forbes, the Cotton Commissioner for Bombay, recommended that the services of a well trained practical gardener should be procured for the especial purpose of ascertaining whether the cotton of Dharwar could be improved by the application of the method known as the "Hallet" system of selection of seeds. A gardener was accordingly selected and despatched to India; and in a letter dated the 14th March 1868, the Cotton Commissioner speaks in the highest terms of Mr. Shearer's services, and states that, although no decided results had yet been obtained, he had improved his time by devoting himself assiduously to the study of the cotton plant in all bearings, and especially with respect to improvement from the seed upon which he has conducted some very interesting experiments. Dr. Forbes states that during his recent tour through the Bombay Districts, he has satisfied himself that the general failure which has attended all attempts at experimental cultivation of cotton by Collectors, has resulted from the fact that "the practical part of the duty has been entrusted to, or undertaken by, persons who were not possessed of the qualifications which are absolutely indispensable, and without which no reasonable hope of success could be entertained." He adds—"ordinary cotton growing is a matter that may be undertaken by any one who can attend to the common usage of the country, but cotton cultivation with a view to the improvement of the plant and its produce, as also with reference to the introduction of new varieties, is a widely different affair. It is a science for which special training is absolutely essential, and without which it will be but vain and hopeless to look for success at the hands of any man." In accordance with these views, Dr. Forbes applied for three additional trained gardeners, whose services were in the first instance to be given to the Districts of Guzerat, Khandeish, and Scind. This request was complied with. Three skilled gardeners were selected under the authority of the Secretary of State, and sent out to Bombay, so that the Cotton Commissioner has now at his disposal four persons competent to carry to a satisfactory issue any experiments which may be entrusted to them, employed in widely separated localities under that Presidency. It would perhaps be unwise to attempt more until the result of the measures which have been already taken shall have become known.

6. Reference has been already made to the Cotton Frauds Act of 1863, and I am directed to quote the following passage from the last report of the Inspector-in-Chief on the working of the Act for the year 1867: "It is admitted on all hands, even by its most persistent opponents, that beneficial results have followed the measure. Though fraud and adulteration have not entirely disappeared, they have been reduced to a minimum, in spite of the small list of convictions we have to show. The cotton sent to market now is infinitely cleaner and purer than it was four years ago; while, as regards the improvement in its quality, we have only to turn to Khandeish for an example."

7. On the death of Mr. Harrington Bulkely, shortly after the submission of this Report, it was resolved by the Government of Bombay to unite the duties of Cotton Commissioner and Inspector-in-Chief under the Cotton Frauds Act in the same person. It was believed that this arrangement would lead to greater harmony of action between the two departments, and, in view of the increasing importance of the duties appertaining to the Cotton Commissioner's Office, it was proposed to strengthen his hands by giving him suitable assistance for carrying on the experimental measures that have now been instituted in different parts of the country.

8. The operations of the Cotton Gin Factory at Dharwar may be briefly noticed. It would appear from the last report that about two thousand gins have been supplied to the neighbouring districts, and that four hundred more are required. Measures are in progress for increasing the efficiency of the factory, and for providing means for maintaining in good working order those gins which are located at such distances from the factory as to render it impracticable for them to be brought there for repair.

9. I am directed now to refer to the particular points which are brought forward in the memorial of the Association.

10. In the first place, the Association desire that the Collectors in the chief cotton districts should be required to make it a part of their duty to promote an extended and improved cultivation of cotton in their respective Collectorates. The Duke of Argyll believes that Collectors generally consider it to be a part of their duty to aid in measures having for their object the improvement of the supply of cotton; but I am directed to assure the Association that continued attention will be given to this point.

11. The memorial proceeds to recommend that, in various parts of India, spots of from ten to twenty acres should be appropriated to the experimental cultivation of cotton under the care of the local officers, and the Association offer to supply in each case a contribution of £100 in aid of the experiment. From the foregoing details it will be seen that measures are actually in progress, and in several cases in the precise localities indicated by the Association, and, for the reasons already given, it may be doubted whether it would be desirable to extend the experiments beyond the limits laid down by the Government. In regard to the proposed contribution, the Duke of Argyll does not see any necessity for supplementing in that manner the funds which the Government are prepared to supply. If, however, the Association desire to apply a substantial amount to the prosecution of the experiments which they have in view, the Duke would venture to suggest that, instead of expending it in small sums scattered over a wide extent of country, with small hope of a satisfactory result, their end might be more certainly accomplished by employing it in the establishment of a model farm in some well selected locality, where the Association, without the aid or interference of Government, might by its own agents carry out experiments in the cultivation of cotton, the selection of seeds, the use of suitable manures, and the preparation of the produce for the English market. Such an establishment might, in His Grace's opinion, tend largely to evoke a wholesome spirit of emulation on the part of the officers engaged in carrying on similar operations on behalf of the Government, and could scarcely fail to be attended by the most beneficial results both to India and to this country.

12. The Association further request permission to place in the hands of Mr. Ashburner, Collector of Khandeish, funds to be expended at his discretion in furtherance of the objects which they have in view, on the model farm recently authorized to be established in that District. The Duke of Argyll will not withhold his compliance with this proposal, provided that the Government of Bombay see no objection to it.

13. The memorial concludes by adverting to various schemes connected with irrigation, Railway-transit, and inland navigation, and the whole of this subject, I am directed to inform you, is under the consideration of the Secretary of State in Council.

14. With regard to the intimation given in Mr. Watts' letters of the 6th and 23rd instant, to the effect that the Council of the Association have taken measures for sending out to Bombay a quantity of manure prepared expressly for cotton lands for distribution to the ryots, I am directed to state that, on the receipt of further particulars by this office, the Government of Bombay will be instructed to receive charge of any such manure as may be handed over to them by the agents of the Association, and to distribute it in such manner and in such quarters as may, in their judgment, provide the best means of testing its value for the intended purpose.

Dated Manchester, the 4th August 1869.

From—ISAAC WATTS, Esq., Secretary, Cotton Supply Association of Manchester.
To—Her Majesty's Under Secretary of State for India.

YOUR letter of the 30th April, conveying the reply of the Secretary of State for India in Council to the memorial presented by a deputation from this Association on the 12th of March

last, has been placed before the Executive Committee, and I am directed to request that you will be good enough to convey their best thanks to the Duke of Argyll for the attention which he has kindly paid to the subject, and for the desire expressed to promote the object which they have in view. I am instructed, however, to remark in reply—

1. That the Association was perfectly aware of the experimental measures undertaken by the Indian Government prior to the year 1857, to improve the cultivation of cotton by the employment of certain American planters, whose efforts proved a complete failure and left the growth of cotton in India in much the same state as they found it. Those experiments, it is now generally admitted, were not conducted in a mode to secure success, notwithstanding the expenditure connected therewith, and which your letter estimates at the sum of £187,000. Their failure, it is submitted, ought neither to depreciate the entirely different course of proceeding recommended by the Association, nor should the expenditure incurred by them prevent the Indian Government now undertaking the very moderate outlay which the plans suggested by the Association would involve. The value of the exports of cotton from India is estimated at 25 millions sterling per annum, and the total expenditure incurred by the Government to secure the permanency of this trade, so important to the interests of India and Great Britain, consists in the salaries paid to two Commissioners and four gardeners, these composing the only staff officially engaged for that object, and even this expenditure appears to be in great measure met by a tax upon cotton itself, raised under the operation of the Bombay Cotton Frauds Act, an Act passed for a purpose in no way connected with the objects the Association have undertaken, *viz.*, the improvement and extension of cotton cultivation in India.

2. In paragraphs 3 and 4 and 5, the attention of the Association is drawn to the letter of Sir Charles Wood, of date April 11th, 1865, in which an assurance is given that "no measure which it is within the power and province of Government to adopt for ensuring so important an object as an increased supply of so essential an article of consumption of a description suitable to the English market should be neglected." The only measures with which the Association are conversant since the date of that letter are the appointment of one Cotton Commissioner, Mr. J. H. Rivett-Carnac, and one gardener. Sir Stafford Northcote did indeed promise the appointment of two other Commissioners, but the promise was never fulfilled. The appointment of Dr. Forbes was made previous to the letter referred to, but he never possessed the confidence of the Association, and his course of procedure since he entered upon the office has confirmed the objections originally entertained. When appointed, he was required "to communicate freely on the subject of his duties with the Chamber of Commerce and with all Associations and individuals interested in the subject, and to invite any suggestions which may occur or be offered to him for promoting the great object of improving the cotton of Western India and increasing its supply," but he has seldom thought it necessary to correspond with the Executive Committee, has never sought their advice, or condescended to learn their views, and for some time past has altogether ceased to hold any communication with the Association. His lengthened absence from India within two years of his appointment, and the deterioration of the cotton of Dharwar since he has been in charge of that district, have not tended to raise him in the estimation of the Association. The appointment of a well trained gardener, it was always understood, was suggested to the Government by the Marquis of Tweedale, who had corresponded with the Association upon the subject, and who gave it their support. As to the three additional gardeners which it is said Dr. Forbes recommended for appointment, the Association now hears of them for the first time.

3. In paragraphs 6 and 7, the beneficial effects of the Cotton Frauds Act of 1863 are referred to, and I am directed to say that, however successful that measure may have been, it has, as previously observed, little connection with the objects of the Association, whose decided opinion is that the duties of the Cotton Commissioner are sufficient in themselves to occupy his attention, without adding to them those of the Inspector-in-Chief under the Cotton Frauds Act, and that the connection of the two offices is likely to interfere prejudicially with the success and efficiency of both.

4. As regards paragraphs 9, 10, 11 and 12, which refer to the particular points brought forward in the memorial of the Association, I am directed to observe that, except in a few rare instances, such as those of Mr. Shaw in Dharwar and Mr. Ashburner in Khandeish, no facts have ever come before the Association to show that "the Collectors generally consider it to be a part of their duty to aid measures having for their object the improvement of the supply of cotton." The remarkable success obtained in Dharwar and Khandeish confirms the conviction that, were the Collectors in other cotton districts required to make it specially a part of their duty to promote an extended and improved cultivation of cotton in their respective collectorates, results equally satisfactory might be secured. None of "the measures actually in progress" are accomplishing the object proposed, nor would the establishment of a model farm, which the Duke of Argyll suggests, answer the purpose desired. Such a model farm could only be of local influence in one particular spot, whereas the great object to be attained by appropriating 10 or 20 acres to the experimental cultivation of cotton under the special supervision of the local officers in each district is to demonstrate to the ryots in every Collectorate that, by the adoption of plans which they could see in operation, they might increase the

quantity and improve the quality of their cotton. Should it be urged that in many cases the Collectors are already too much occupied to undertake the duties it is desired to place upon them, well qualified Assistants might be appointed to conduct the necessary experiments respecting which the Collector would have to report.

5. The Association has, upon previous occasions, pressed upon the Government the establishment of a Department of Agriculture in each of the Provinces of India. They would now again urge the establishment of such a Department, to which the reports of Collectors or Cotton Commissioners would be made, which reports would afterwards be communicated by it to the public. By this means information of great value and importance would be obtained, and the interests of the agriculturists and the manufacturer alike be benefited. The duty of the Government to inaugurate and stimulate improvements in cultivating the soil and directing industrial pursuits has been long admitted, and is at this moment in operation in various undertakings in India. It is submitted that there can be no cast, more important and none of equal urgency, in which this principle should be carried out, than in the improvement of the quality and increase of the quantity of cotton grown in India. It is a remarkable fact that in no other country of the world where cotton is cultivated is the quality so inferior, or the produce per acre so limited, and this is the consequence of neglect and ignorance on the part of the ryot. Wherever attempts have been judiciously made to instruct and direct the Natives as in the case of Dharwar and Khandeish, improvements both in quality and quantity per acre have resulted. In the former this was effected by the use of exotic seed, in the latter by the introduction of the best indigenous seed, and in both cases the personal influence of the Collector was the medium by which the objection of the Natives to a change of cultivation was overcome. Now what Mr. Shaw and Mr. Ashburner realized in their respective collectorates may be obtained from the adoption of similar means by other Collectors, and therefore the Association would urge upon His Grace as more important than any other mode of action the immediate appointment of every Collector in a district where cotton is cultivated to the official duty of instructing the ryot in the improvement of the quality and how to obtain an increase per acre of the quantity of cotton he cultivates. These objects may be obtained by the introduction of better seed, of improved agricultural implements, and of "fertilisers," in the procuring of which the Association would offer its earnest efforts.

6. I am directed to inform His Grace that the present state of the cotton trade in Lancashire and other districts is an urgent argument for the immediate adoption of the measures suggested by the Association. The inadequate supply of cotton has raised the price so high that the manufacturers find it impossible to escape from great loss in their operations, and mills are gradually closing or going upon short time, while the operatives are driven to emigrate or become a burden upon the local rates. An increased supply from the United States will, from the disorganization of labor caused by the Civil War, be a work of time, and in other cotton-cultivating countries an inadequate supply of labor limits production, whilst India has no such disadvantage to contend with; and were the measures now suggested undertaken without delay, the embarrassments and difficulties under which this part of the country is largely suffering would ere long be removed, whilst to India would be secured a permanency in the cultivation of cotton, which competition from other countries would hereafter fail to weaken.

7. In reference to paragraph 13, "adverting to various schemes connected with irrigation, Railway transit, and inland navigation, the whole of which is stated to be under the consideration of the Secretary of State in Council," I am directed to urge especially the early construction of those short Railways into the cotton districts which would give readier access to markets and afford additional facilities of transport, such as two short branches to connect the great cotton marts of Kamgaum and Omrawuttee with the Great Indian Peninsula main line, a branch from Ahmedabad to Veerungaum and Wudwan, as well as one from Ahmedabad towards Deesa, and a line from the port of Karwar to Hooblee and Dharwar.

Dated India Office, London, the 16th September 1869.

From—**COSMO MELVILL, Esq.,** Asst. Under Secretary of State for India.

To—The Secretary, Cotton Supply Association, Manchester.

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter of the 4th ultimo, on the subject of measures for the increase of the quantity and the improvement of the quality of cotton produced in India.

With reference to the concluding paragraph of your letter, I am directed to state that active measures are in progress for the construction of the lines from the Great Indian Peninsula Railway to Kamgaum, from Ahmedabad to Veerungaum and Wudwan, and from Hooblee to Karwar.

Minute by His Excellency the GOVERNOR GENERAL,—dated the 20th November 1869.

THE enclosed draft of a proposed despatch has been drawn up at my request by the Hon'ble J. Strachey, with whom I have had many long discussions upon the subject.

The despatch embodies almost completely my views upon this important subject.

With regard to agricultural development, I believe the present to be a most opportune moment for bringing that subject more directly under the control of a special department of Government.

In addition to the cogent reasons given in the despatch, I may mention that the value of all agricultural produce has within the last few years rapidly increased.

We have no reason to believe that that enhanced value is likely to diminish, and therefore a greater incentive to energy and industry on the part of the agricultural portion of the people than ever existed before is to be looked for.

It has often struck me how very little use is made of the vast mass of statistical information of which the Government of India is possessed, and how by very little attention those statistics might be utilized. An instance may be taken which is now before us as to the extraordinary ignorance and heedlessness which prevails as to the cattle diseases which have always prevailed, and are at this moment raging in some parts of India; and I feel certain that the result of the commission which we have just appointed will show that this matter might have been taken up with advantage many years ago.

The duties of the department with regard to trade, though extremely important, will for the present be comparatively light, but will gradually increase.

I am in hopes that a rigid and more close supervision of the manner in which the administration of our great sources of revenue from opium and salt is conducted may possibly lead to an increase of revenue. One of the most important features of the scheme, therefore, is the creation of a special department for the supervision of these great branches of revenue, of which one is almost pure agricultural and the other manufacturing in its character.

Mixed up then as they are with so many agricultural and manufacturing questions, they are not exactly suited to the control of the Financial Department, particularly as that department is for the future to be constituted on a special basis, and to be made almost a separate service.

From many quarters, both in India and in England, I have received the most urgent demands for the establishment of a department of Government of this kind.

Let us therefore take the initiative and propose it, knowing that, if we do not, it will be forced upon us before very long.

Should the general outline of the scheme, as contained in the despatch, be approved of by the Council, I shall be prepared to lay before my colleagues at a very early date a more detailed scheme for the formation of the office as soon as we received the Secretary of State's approval.

MAYO.

Minute by the HON'BLE SIR R. TEMPLE, K. C. S. I.,—dated the 6th December 1869.

I FULLY appreciate the reasons set forth in these papers for the establishment of a Department of Agriculture in India. I have long believed such a measure to be necessary. I am aware that it is demanded by some sections of public opinion in England; and despite our financial difficulties, I think that a moderate expenditure for this purpose at the present time is fully justifiable.

At the same time, I think that the particular measure sketched in the draft despatch is hardly the one which is *primarily* required for the important object in view; that this measure, though it may be ultimately necessary, is hardly necessary now at the outset, and that other practical measures are, in the first place, required.

The measure, as I understand it from the draft despatch, is the formation of an additional Secretariat to the Government of India. We have already six Secretariats. It is proposed to have seven. Now I submit that at a time like the present (indeed at all times) the actual need for creating a new appointment, that is an additional Secretaryship, would have to be rigidly demonstrated. The work of the Government of India is now divided between six principal Secretaries, and considering that the work is not so much the direct administration of territories, but mainly the control of several Local Governments, the number six seems to be, *prima facie*, a sufficient one. At the present time, can it be said that any one of the Secretaries has more to do than he can do? Probably, the Military Secretary and the Public Works Secretary have the most to do of all; but they are both strongly supplied with Under Secretaries. The Foreign Secretary is, I know, not over-weighted. The Financial Secretary is not over-weighted either. The Home Secretary used to be so; and then a part of his work was divided

between the Foreign and the Financial Offices. And both these departments have since continued to do that extra work. Neither has complained of being over-worked.

No doubt, if a new Secretariat were added, work would be *made*, that is, supervision would be increased. Doubtless, our supervision may be beneficially increased: I hope it will be so. But I doubt whether such increase of supervision will, either immediately, or for some little time to come, cause such an increase of correspondence as will render necessary an additional Secretary. At all events, let us try the *full* amount of supervision desired; let the new measures be started; then it will be soon seen whether the increment of correspondence is so great. If it be, then there will be time enough to create the new Secretaryship.

As regards the Separate Revenue branch now administered by the department which I represent—the Financial—I have only to say that we do it now, and shall be happy to continue to do it. It will apparently increase, if all the wishes of His Excellency the Governor General are to be carried out. We will willingly try to carry them all out to the full, without incurring any additional Secretariat expense at all. If hereafter the work shall prove so heavy that we cannot go on doing it, then, and not till then, will we ask for extra expense being incurred for an additional Secretary. Meanwhile, I must disclaim, for the present, any idea of relieving the Financial Department of any of its present business, if *that* is to be a reason for extra expense.

But apart from all this, I submit that the formation of an Agricultural Department for India will demand measures of a more immediately practical and a more local character. Surely, if the *Natives* of India are to be taught to improve agriculture, the real agency must be that of the Local Governments. If so, each Government must apparently have a special officer, something like an Agricultural Commissioner, with some leisure to devote himself to such matters, partly scientific, partly practical. Some funds will assuredly be required for experiments. Perhaps also some Agricultural Training Schools may be needed. Again, if such operations all over India are to be well directed, it may be necessary to have an Inspector General directly under the Government of India. But such an officer, to be of use, should be *peripatetic*, and would generally be absent from the head quarters of the Government of India. If the Government of India has any officer at all, he would be of the nature of an Inspector General rather than of a Secretary.

I duly note that His Excellency the Governor General writes of elaborating administrative details hereafter. But from a financial point of view, I venture to submit that the best plan would be to work out, at least in a general shape, what proposals His Excellency may deem fit to make for the formation of such a department all over India. When this has been done, the Government of India will be in a position to make a complete proposition to the Secretary of State.

Even if such a department be formed, I should not expect that the actual correspondence it would cause to the Government of India would at first be heavy, considering that the real work must anyhow be done by the Local Governments. But if hereafter such correspondence prove really heavy, then there will be ground for considering the establishment of an additional Secretariat.

I concur in thinking that improvements in the manufacture of salt might well be entrusted to a new department, if it were created. But I would not burden the Agricultural Department with purely fiscal affairs of salt, that is to say, the collection of duties on salts chiefly foreign. In short, such a department would be formed for improving the resources of the country, and not at all for the management or collection of the revenues, which is a separate branch.

For the same reason, I would not add opium to the cares of such a department, as opium is altogether a special affair.

Nor would I ask for assistance in respect to "commercial legislation." By that I understand to be meant mainly matters relating to duties. If that be so, then I hardly see how such work can be very heavy. Our import duties are light, and will not require much alteration; our export duties will not last long probably. Some years ago, when the whole of the duties had to be revised, and when the work was really heavy, it was all done by the Financial Department.

In the draft despatch then from paragraphs* 1 to 21 inclusive I cordially concur. In paragraph 22 I also concur, excepting only the words "with a separate Secretariat," in which I am unable, as at present informed, to concur.

In paragraphs 23 to the end, I regret to be unable to concur, according to my present understanding of the matter.

In the first place, I should deprecate the mixing up the subject of paragraphs 23 to 31, with the subject of paragraphs 1 to 21.

At all events, I would solicit to know exactly what administrative improvements His Excellency the Governor General desires in respect to the several branches of revenue other than

land. I could then say whether the Financial Department could see to them all or not. I need not assure His Excellency that my very best attention would be given to His Excellency's wishes thereon. I must add that, so far as the actual realization of the revenues under every head may be concerned, the supervision of *that* must ever be with the Financial Department as vitally affecting its work.

There are several expressions in the draft which, in my opinion, would require modification; but I need hardly advert to them till the draft has reached a more advanced stage.

R. TEMPLE.

Minute by the Hon'ble Sir H. M. DURAND, C. B., K. C. S. I.,—dated the 13th December 1869.

I HAVE been compelled very unwillingly to detain these papers by the unusual press of emergent business and the constant influx of official boxes bearing red labels, and, therefore, calling for immediate attention. Although there are some eight of these brought in since morning and undisposed of, I hasten in consequence of His Excellency's memorandum of yesterday, to offer a few remarks on the accompanying proposal for the creation of a new department; premising, however, that, after having perused most carefully the draft despatch, the Governor General's note, and Mr. Taylor's on the 2nd or 3rd of the month, I might have the them to Sir R. Temple, in order that, at a time of financial difficulty, I might have the advantage of the opinion of the Financial Member before expressing my own views in writing.

The conclusion at which I arrive is that the present is not a favorable juncture for the creation of the new department, even if the necessity for the ultimate establishment of such a department be admitted.

The Government of India is pledged to very large military and civil reductions of expenditure, and under such circumstances any proposal for the erection of a new and costly department will be certain to stimulate severe criticism both in India and in England. The arguments in favor of entering upon such novel and in many respects experimental charges must be very much stronger and less hypothetical than those in the draft despatch, in order to justify the measure as therein proposed;—even in times of a plethoric treasury, many would question the soundness of the theoretic reasoning employed, but in the present struggle to produce an equilibrium between receipts and expenditure, a much closer analysis of the scheme may be expected, and its sanguine anticipations are sure to be challenged as in a great degree chimerical—for every one who has watched the real effect of scientific research on agriculture is aware how very moderate its practical effect has been in Europe or America, where competent men are comparatively abundant and the application of science, whether in its chemical or its engineering aspects, proportionately easy so far as the personelle and capital are concerned. Here in India, even if Government be assumed to have capital to spare, the personelle is wholly wanting. In point of fact, it—the personelle of chemists and engineers conversant with the application of science to agriculture—is rare even in Europe and America, and it can only be said to be abundant when compared with India from its utter absence in India, except in connection with indigo and cotton. A competent personelle of this kind cannot be extemporised even by a lavish expenditure of Government capital. It is the slow growth of private enterprise stimulated by the demands of trade and manufactures.

There is the germ, so to speak, of a department of agriculture and commerce in the measures taken for the improvement of the Indian cotton supply. From this, which is a practical basis and not a theoretical or scientific one, though excluding neither science nor theory, it may be possible gradually to develop a more comprehensive scheme, and to affiliate other products. The expansion must be gradual; but I should be inclined to look to the experience gained in that special department as some help and guide, and as a stem on which more may be grafted, securing the gradual approval of the manufacturing interests and the support of the home authorities by the alliance of practical utility with such measures of experimental and quasi-scientific improvement as there may be the means and the opportunity of making. I have no faith in the power of a Government like this suddenly to extemporise a great and competent agricultural department. The process will be a slow one, and should mature step by step, carrying with it the confidence of the public in its expansion.

The transfer of so much as is proposed to be transferred to the new department leads to the *quære* of what is to be left to the Home and the Financial Departments. The Financial Member having himself remarked on this subject, I need only add that I have always understood that the Financial Department, except at one period of the year, is not heavily pressed with work; and it must be borne in mind that every additional Secretariat is synonymous with a heavy outlay, besides having an inevitable tendency to *increase* the work and to augment the pressure on Government.

It must be remembered also that there is a positive necessity, if a collapse is to be avoided, for the creation of a separate Secretariat for the Railway Department. The outside world, very well enlightened by the existing Railway Company's officials, is watching the measure which Government has lately undertaken. Comment on the engineers selected is, of course,

life; and as some of these, however able in other respects, are supposed to have small or no experience in Railway construction, there is a feeling, probably very unjust to the men selected, of captious criticism, and an anticipation of failure. Now, although I do not participate in this mistrust of the civil and military engineers selected, and am not at all disposed to attach undue importance to jealous and hostile criticism of the Department of Public Works, I have been all along convinced of the absolute necessity of having a responsible Secretary for the Railway Department. Further, considering the amount of interference exercised by the Government of India, I am under the impression that the execution of all Railways must be directly under the Government of India and not under the Local Governments, whose responsibility is shadowy and evanescent under a system of centralization, which is practically indispensable. Here then we have a most important Secretariat to be constructed.

Of course, it may be said that the charge for such a Secretariat, as also for the Secretariat for the administration of irrigation works, if combined with that for Railways, should be borne, not wholly by revenue, but partly by the loan account for so-called reproductive works. This is a question open to discussion, and here it is not necessary to do more than to advert to the fact that a Secretariat for Railways is impending and much more urgently required to be settled than any other extra Secretariat.

Again, I cannot conceal from myself the fact that we have practically, when separating the Legislative Department from the Home Department, virtually created a Legislative Secretariat, and that it is only a question of time and circumstances when the Deputy Secretary in the Legislative Department is to become a Secretary. Unless I am mistaken, this question will soon force itself on the attention of the Government; and, judging from the past, and the rapid growth of expenditure in the Law and Justice Department, the prospect of a negative being given to the Legislative Department is small.

Under these circumstances, the creation of an embryo Department and Secretariat of Agriculture and Commerce is, as compared with the urgent necessities of the Railway Department and the claims of the Legislative Department, hardly mature.

In fact, I think the Department of Agriculture and Commerce should attain a greater and more positive natural development before it assumes the larger proportion and status of a distinct and separate Department.

I cannot forget that, to a certain extent, our entire district revenue establishments are, in their relations, closely allied with agriculture, and that the Government has already an enormous and most costly machinery, besides a very efficient and well educated one, whose functions are associated with this main sinew of our revenue—Commissioners and Revenue Boards crown this edifice. Surely these can be utilized, and Local Governments are not slow to nurse the agricultural interests of their territories.

I certainly think none but the Local Governments, acting through the District Officers, should be entrusted with the delicate and responsible task of making tuccavee, that is agricultural, advances.

Fiscal considerations as to customs and duties of various kinds are clearly belonging to the Financial Department, and I am not in favor of relaxing its responsibility by calling in the aid of any department not strictly ancillary in its functions.

Land revenue, salt and opium, belong properly to the Home Department in the administrative phase, to the financial in the fiscal phase. No gain accrues by transferring them to a new department in supersession of the other two, and without the knowledge or the experience of the other two.

These remarks are not as full or carefully prepared as I had intended; but they are sufficient to indicate that, in the construction of a Department of Agriculture and Commerce, we should proceed with caution, and not at the present juncture precipitate a measure which is, in my opinion, premature, and certain to be costly if it is to comprise the experimental and educational establishments which the draft contemplates.

H. M. DURAND.

Minute by His Excellency the COMMANDER-IN-CHIEF,—dated the 20th December 1869.

WITH His Excellency the Viceroy, I consider the time has fully arrived for the erection of a separate Department of Agriculture and Commerce.

Having long held this opinion, and being very strongly impressed by the conviction that, owing to the want of such a department, our resources have of late years suffered under almost every head of revenue, I am unable to admit the pleas for delay which I observe in some of the notes.

It appears to me that what has been more than once remarked by Mr. Strachey is absolutely true, viz., that while great attention has been always paid by the Government of India to audit, vigilance with respect to petty items of expenditure, trifling retrenchment,

clipping, and so forth, the far wider and more important duty of watching the sources and the development of the revenue in the several branches, of ascertaining how it may be increased with an expansion of the comfort and wealth of the people at large, has escaped attention in a manner to cause the wonder and astonishment of those who will come after us.

It is not far from the truth to say that in the departments, as at present organized, this duty is no one's business. At least, it is apparently done by no one in particular, on the understanding, I suppose, that it is the business of every one. The old proverb on this point need not be quoted.

Of the telling examples of the manner in which we suffer on this account, we need but to turn to the subjects of opium and salt on one side, and to the grievous complaints on the other, that although Government commits itself to grand schemes of irrigation and railways, many measures of improvement are either overlooked, or purposely ignored, which, so far as the labouring classes are concerned, have as great an importance as the former, although their details may appear to be comparatively insignificant.

I cannot agree with Sir Richard Temple in his opinion that the Financial Department is the proper sphere in which to carry on executive administrative work involving the immediate expenditure of money.

I think that department would have been more successful than it has proved itself of late years, if its duties had been entirely restricted to those of purely financial character, which are certainly enough for it.

It should properly have no more to do with the production of opium and salt than it has with the casting of cannon. The duties of this Department, if rightly considered, are irrespective altogether of such matters as production, while, like the Treasury at Home, it should prevent other executive departments from absorbing more than their due shares of the public revenues, and should take care that estimates which have been sanctioned with regard to them shall not be exceeded.

A remark somewhat akin applies to the Department Public Works in the consideration of this matter.

That was described by Colonel Strachey in a late debate as a department which perform certain tasks at the bidding of other departments of the Government. This is, doubtless, a proper definition of what it should be; but, in practice, I take it to be something more, owing to the want of the very establishment His Excellency the Viceroy proposes now to call into existence.

Consequently, the Department Public Works, which is too shorthanded for its own proper work, is made responsible by the public for other things, for which it has neither time, information, nor means.

Sir Henry Durand has mentioned that in the office of the Cotton Commissioner we have the germ of what is wanted for the new department. I should rather have pointed to the Forest Department as more nearly representing the Viceroy's views; but the two taken together in addition to the work of Dr. Forbes in the Bombay Presidency, certainly show the necessity of such affairs coming directly before Government, and not through the medium of other departments, which have nothing in common with them.

Just as a Finance Department should have nothing to say to the production of commodities, so the Department Public Works has more than enough to do than to criticize the management of forests, or attend to the application of canal water when the canals have been made and opened.

When lately in the Punjab, I heard much to convince me that means do not now exist for gathering the information and laying it before the Government of India, which is required for the decision of matters not by any means difficult in themselves, but of vast importance to the people, and, therefore, to the State.

Thus, there are great differences of opinion between engineers, civil officers and others, with reference to a more widely applied use of well irrigation, and as to whether canal water is in some districts not wasted, which could thus be provided by wells, while it does not reach other districts languishing for want of it.

Excellent officers, some engineers, some civil, are crying out for loans on interest to their ryots for this purpose. It is declared that a very small portion of the money spent in canals might produce great economical results in such an inexpensive manner, and with immense satisfaction to the people.

I do not pretend to say whether these views are right or not, but I am sure that they should be most carefully examined, and I am not aware that any means exist at present for the purpose excepting the occasional visit of a Lieutenant-Governor once in five years to a district.

It is impossible that the *personnelle* of the Financial Department can be so constituted that it can supervise matters of agriculture or manufacture.

These duties are wholly different from those connected with accounts and general finance. I propose that the whole management of the manufacture of opium, and the levy of the duty and the carriage of salt, should be transferred to the Department of Agriculture and Commerce.

The same reasons equally apply to the customs duties.

If the Department is to manage salt revenue at all, it must manage the whole thing, and I cannot agree with Sir Richard Temple that the fiscal operation of the levy of salt duty can with success be managed by one Department and its manufacture by another.

Such a system would never work, and would be most incongruous.

The management of the collection of revenue arising from salt under the new system will be one which will, I hope, be quite inseparable from its manufacture and carriage, and the same remark applies very much to opium.

As Sir Richard Temple says, the work of the Department with regard to customs duties will at first be light; its principal occupation will be to see and report how the levy of the customs and other duties affects the industry of the country, how communication between the interior and our ports can be improved, and how the internal trade can be developed.

The Financial Department, however, would still retain such a general supervision over the collection of the salt, opium, and customs revenue as the treasury does over similar departments at home. But this control would be simply of a fiscal nature, and would not meddle with administrative details.

I agree with Sir Richard Temple that the formation of the Department will probably necessitate and lead very soon to the establishment of cognate Departments within the Local Governments. This is to my mind one of its great advantages.

I hope it will; but we must begin from the top, and I cannot help thinking that, by a little alteration and re-organization of the Departments of the Local Governments, they will be able to follow our example and create a separate organization for this purpose.

I disagree with Sir R. Temple that the elaboration of administrative detail is possible at present.

The thing to do is to start a Department, and then see what its various ramifications through Local Governments ought to be, as it is simply impossible to work out a complete and complicated scheme of this kind at present; and if we wait till that is done, we may wait for ever.

Sir Henry Durand is mistaken in supposing that the proposal herein contained will tend to the erection of a new and costly Department, as I shall show hereafter.

I cannot agree in the opinion that the practical effect of scientific research on agriculture has been very moderate in Europe and America, and I believe that the development of agricultural industry and the increase of produce in England (which has been almost co-equal with advance in other respects) is entirely due to the application of science to husbandry and the spread of education.

Contrast the modern Scotch plough, which is everywhere in use, with the old wooden concern drawn by six horses in single file; see the extraordinary result of the application of artificial manures to the growth of the turnip and the manuring of the ground by fending it off with sheep penned upon the land; witness the results of thorough draining and its marvellous effects from one end of the country to the other; look at the peripetetic steam-countr where high farming is practised—the mowing and reaping machines now in universal use; see the results of box and stall feeding with oil cake; look at the extraordinary improvement in farm buildings. All this has taken place almost within my memory, certainly within the last 40 years, and it is really to the spread of the knowledge of what I call agricultural science that the whole of this is to be attributed.

I do not think that the Cotton Commissioner's Department will, or ever ought to, grow into a Department of Agriculture and Commerce, such as the wants of the country demand.

The existence and success of this Department, however, which will be subordinate to the other, shows how much can be done in a short time; and I believe that, so far from it being desirable that the Cotton Department of the Government of India should grow into a general agricultural branch of the administration, its success only proves how much more widely the system can be extended to other branches of agriculture under one general head.

I should entirely object to the Cotton Department being entrusted with the supervision of any other description of agriculture at present; in fact, it is overworked as it is. There is

nothing in these papers to show that it is the intention of the Government to suddenly create a great Agricultural Department. I agree that the process must be a gradual one, but we should begin it. The proposal that I make is an exceedingly moderate one, and cannot with truth be stigmatized as an attempt to extemporize an expensive Department of Government.

The extension and establishment of a separate branch of the Public Works Department for Railway purposes has, I believe, nothing to do with this matter.

That is a necessity which will gradually come upon us, and which we are endeavouring to meet as circumstances arise; but because the commencement of a Department of Agriculture and Commerce is desirable, it does not in the least degree prevent the necessity of the establishment of another Department in a different branch of the administration altogether.

A great mass of the most valuable information lies idle in our hands.

Sir Henry Durand's statement, in which there is so much truth that we are already in possession of a splendid local machinery in our Revenue establishment closely connected with the operations of agriculture, shows how easy it will be to utilize to a great extent the labors of the servants of the Government in this Department, and it will be seen how these great Revenue establishments will be able to assist the central Department of Agriculture and Commerce in the collection and production of those agricultural statistics and of the dissemination of knowledge, which are so essential to the development of Indian agriculture.

With regard to tucceeve advances, I quite agree that these advances should be made mostly through the District Officers; but, to be effective, they must be made in conformity with certain uniform rules and under some central control.

I attach the very highest importance to the extension of this system, and have already prepared a Bill upon the subject.

With regard to Sir H. Durand's remarks in reference to the customs duties on salt and opium, I have already stated my opinion in the former part of this note.

The Department of Agriculture and Commerce will take a great portion of the duties which are now performed by the Home Department, and the Home Department and the two Departments will conjointly conduct the greater part of the business which is now performed in the Home Department.

There will be no real separation of duties.

I must dissent from the statement that the proposal is in any degree premature.

My astonishment is that it was not made 20 years ago, and I believe that the proposal will neither be difficult to carry out nor costly in its operation.

There will also be a very great advantage with regard to the position of one of the Members of Council.

As at present, the duties of the Home Department are promiscuously divided between two Members of the Governor General's Council. I propose, therefore, as a commencement, that Mr. Barrow Ellis should be designated the Member of Council in charge of the Home Department, and that Mr. John Strachey should be designated the Member of Council in charge of Agriculture and Commerce.

This, I think, would lead to a great improvement in administration, and a more strictly defined definition of the duties of the Members of Council.

The Council will then stand thus—

Governor General in charge of Foreign and Public Works Departments. Sir H. Durand, Military. Mr. Barrow Ellis, Home. Mr. Strachey, Agriculture and Commerce. Sir R. Temple, Finance. Mr. Stephen, Legal.

With regard to the expense, I believe it will be very small.

It is calculated that the Home Department will be able to transfer about a third of its present work to the new Department.

Ten Clerks will be surrendered, drawing about Rs. 1,250 a month. There will also be a small surrender from the Foreign and Public Works Departments, amounting to about Rs. 2,500.

But I propose for the future that the Assistant Secretaries in the Foreign and Home Departments should be younger men, of much junior standing in the service; and, therefore, as vacancies occur, they will be filled up by men of four or five years' service. This will be a great advantage to the service itself, as it will enable a great number of younger men to pass from the Departments of Government as Under Secretaries, whereby they will, before they come to the other duties, attain a fair insight into Secretariat work. By this arrangement the salary of the Director of the Departments of Agriculture and Commerce will be provided for at a small additional cost.

I believe the minor duties of the office would be equally, if not better, performed by younger officers, and that, for the more important duties of each office, a Secretary and Under Secretary would be quite sufficient.

I am, therefore, of opinion that no new Secretariat should be created; but that a proposal should be made in the terms of which the above is an out-line to the Secretary of State.

rife; and as some of these, however able in other respects, are supposed to have small or no experience in Railway construction, there is a feeling, probably very unjust to the men selected, of captious criticism, and an anticipation of failure. Now, although I do not participate in this mistrust of the civil and military engineers selected, and am not at all disposed to attach undue importance to jealous and hostile criticism of the Department of Public Works, I have been all along convinced of the absolute necessity of having a responsible Secretary for the Railway Department. Further, considering the amount of interference exercised by the Government of India, I am under the impression that the execution of all Railways must be directly under the Government of India and not under the Local Governments, whose responsibility is shadowy and evanescent under a system of centralization, which is practically indispensable. Here then we have a most important Secretariat to be constructed.

Of course, it may be said that the charge for such a Secretariat, as also for the Secretariat for the administration of irrigation works, if combined with that for Railways, should be borne, not wholly by revenue, but partly by the loan account for so-called reproductive works. This is a question open to discussion, and here it is not necessary to do more than to advert to the fact that a Secretariat for Railways is impending and much more urgently required to be settled than any other extra Secretariat.

Again, I cannot conceal from myself the fact that we have practically, when separating the Legislative Department from the Home Department, virtually created a Legislative Secretariat, and that it is only a question of time and circumstances when the Deputy Secretary in the Legislative Department is to become a Secretary. Unless I am mistaken, this question will soon force itself on the attention of the Government; and, judging from the past, and the rapid growth of expenditure in the Law and Justice Department, the prospect of a negative being given to the Legislative Department is small.

Under these circumstances, the creation of an embryo Department and Secretariat of Agriculture and Commerce is, as compared with the urgent necessities of the Railway Department and the claims of the Legislative Department, hardly mature.

In fact, I think the Department of Agriculture and Commerce should attain a greater and more positive natural development before it assumes the larger proportion and status of a distinct and separate Department.

I cannot forget that, to a certain extent, our entire district revenue establishments are, in their relations, closely allied with agriculture, and that the Government has already an enormous and most costly machinery, besides a very efficient and well educated one, whose functions are associated with this main sinew of our revenue—Commissioners and Revenue Boards crown this edifice. Surely these can be utilized, and Local Governments are not slow to nurse the agricultural interests of their territories.

I certainly think none but the Local Governments, acting through the District Officers, should be entrusted with the delicate and responsible task of making tuccavee, that is agricultural, advances.

Fiscal considerations as to customs and duties of various kinds are clearly belonging to the Financial Department, and I am not in favor of relaxing its responsibility by calling in the aid of any department not strictly ancillary in its functions.

Land revenue, salt and opium, belong properly to the Home Department in the administrative phase, to the financial in the fiscal phase. No gain accrues by transferring them to a new department in supersession of the other two, and without the knowledge or the experience of the other two.

These remarks are not as full or carefully prepared as I had intended; but they are sufficient to indicate that, in the construction of a Department of Agriculture and Commerce, we should proceed with caution, and not at the present juncture precipitate a measure which is, in my opinion, premature, and certain to be costly if it is to comprise the experimental and educational establishments which the draft contemplates.

H. M. DURAND.

Minute by His Excellency the COMMANDER-IN-CHIEF,—dated the 20th December 1869.

WITH His Excellency the Viceroy, I consider the time has fully arrived for the erection of a separate Department of Agriculture and Commerce.

Having long held this opinion, and being very strongly impressed by the conviction that, owing to the want of such a department, our resources have of late years suffered under almost every head of revenue, I am unable to admit the pleas for delay which I observe in some of the notes.

It appears to me that what has been more than once remarked by Mr. Strachey is absolutely true, viz., that while great attention has been always paid by the Government of India to audit, vigilance with respect to petty items of expenditure, trifling retrenchment,

clipping, and so forth, the far wider and more important duty of watching the sources and the development of the revenue in the several branches, of ascertaining how it may be increased with an expansion of the comfort and wealth of the people at large, has escaped attention in a manner to cause the wonder and astonishment of those who will come after us.

It is not far from the truth to say that in the departments, as at present organized, this duty is no one's business. At least, it is apparently done by no one in particular, on the understanding, I suppose, that it is the business of every one. The old proverb on this point need not be quoted.

Of the telling examples of the manner in which we suffer on this account, we need but to turn to the subjects of opium and salt on one side, and to the grievous complaints on the other, that although Government commits itself to grand schemes of irrigation and railways, many measures of improvement are either overlooked, or purposely ignored, which, so far as the labouring classes are concerned, have as great an importance as the former, although their details may appear to be comparatively insignificant.

I cannot agree with Sir Richard Temple in his opinion that the Financial Department is the proper sphere in which to carry on executive administrative work involving the immediate expenditure of money.

I think that department would have been more successful than it has proved itself of late years, if its duties had been entirely restricted to those of purely financial character, which are certainly enough for it.

It should properly have no more to do with the production of opium and salt than it has with the casting of cannon. The duties of this Department, if rightly considered, are irrespective altogether of such matters as production, while, like the Treasury at Home, it should prevent other executive departments from absorbing more than their due shares of the public revenues, and should take care that estimates which have been sanctioned with regard to them shall not be exceeded.

A remark somewhat akin applies to the Department Public Works in the consideration of this matter.

That was described by Colonel Strachey in a late debate as a department which perform certain tasks at the bidding of other departments of the Government. This is, doubtless, a proper definition of what it should be; but, in practice, I take it to be something more, owing to the want of the very establishment His Excellency the Viceroy proposes now to call into existence.

Consequently, the Department Public Works, which is too short-handed for its own proper work, is made responsible by the public for other things, for which it has neither time, information, nor means.

Sir Henry Durand has mentioned that in the office of the Cotton Commissioner we have the germ of what is wanted for the new department. I should rather have pointed to the Forest Department as more nearly representing the Viceroy's views; but the two taken together in addition to the work of Dr. Forbes in the Bombay Presidency, certainly show the necessity of such affairs coming directly before Government, and not through the medium of other departments, which have nothing in common with them.

Just as a Finance Department should have nothing to say to the production of commodities, so the Department Public Works has more than enough to do than to criticize the management of forests, or attend to the application of canal water when the canals have been made and opened.

When lately in the Punjab, I heard much to convince me that means do not now exist for gathering the information and laying it before the Government of India, which is required for the decision of matters not by any means difficult in themselves, but of vast importance to the people, and, therefore, to the State.

Thus, there are great differences of opinion between engineers, civil officers and others, with reference to a more widely applied use of well irrigation, and as to whether canal water is in some districts not wasted, which could thus be provided by wells, while it does not reach other districts languishing for want of it.

Excellent officers, some engineers, some civil, are crying out for loans on interest to their ryots for this purpose. It is declared that a very small portion of the money spent in canals might produce great economical results in such an inexpensive manner, and with immense satisfaction to the people.

I do not pretend to say whether these views are right or not, but I am sure that they should be most carefully examined, and I am not aware that any means exist at present for the purpose excepting the occasional visit of a Lieutenant-Governor once in five years to a district.

It is impossible that the *personnelle* of the Financial Department can be so constituted that it can supervise matters of agriculture or manufacture.

These duties are wholly different from those connected with accounts and general finance. I propose that the whole management of the manufacture of opium, and the levy of the duty and the carriage of salt, should be transferred to the Department of Agriculture and Commerce.

The same reasons equally apply to the customs duties.

If the Department is to manage salt revenue at all, it must manage the whole thing, and I cannot agree with Sir Richard Temple that the fiscal operation of the levy of salt duty can with success be managed by one Department and its manufacture by another.

Such a system would never work, and would be most incongruous.

The management of the collection of revenue arising from salt under the new system will be one which will, I hope, be quite inseparable from its manufacture and carriage, and the same remark applies very much to opium.

As Sir Richard Temple says, the work of the Department with regard to customs duties will at first be light; its principal occupation will be to see and report how the levy of the customs and other duties affects the industry of the country, how communication between the interior and our ports can be improved, and how the internal trade can be developed.

The Financial Department, however, would still retain such a general supervision over the collection of the salt, opium, and customs revenue as the treasury does over similar departments at home. But this control would be simply of a fiscal nature, and would not meddle with administrative details.

I agree with Sir Richard Temple that the formation of the Department will probably necessitate and lead very soon to the establishment of cognate Departments within the Local Governments. This is to my mind one of its great advantages.

I hope it will; but we must begin from the top, and I cannot help thinking that, by a little alteration and re-organization of the Departments of the Local Governments, they will be able to follow our example and create a separate organization for this purpose.

I disagree with Sir R. Temple that the elaboration of administrative detail is possible at present.

The thing to do is to start a Department, and then see what its various ramifications through Local Governments ought to be, as it is simply impossible to work out a complete and complicated scheme of this kind at present; and if we wait till that is done, we may wait for ever.

Sir Henry Durand is mistaken in supposing that the proposal herein contained will tend to the erection of a new and costly Department, as I shall show hereafter.

I cannot agree in the opinion that the practical effect of scientific research on agriculture has been very moderate in Europe and America, and I believe that the development of agricultural industry and the increase of produce in England (which has been almost co-equal with advance in other respects) is entirely due to the application of science to husbandry and the spread of education.

Contrast the modern Scotch plough, which is everywhere in use, with the old wooden concern drawn by six horses in single file; see the extraordinary result of the application of artificial manures to the growth of the turnip and the manuring of the ground by fending it off with sheep penned upon the land; witness the results of thorough draining and its marvellous effects from one end of the country to the other; look at the peripetetic steam-threshing machine which is used in every farm in Sussex, Lincolnshire, Norfolk and other counties where high farming is practised—the mowing and reaping machines now in universal use; see the results of box and stall feeding with oil cake; look at the extraordinary improvement in farm buildings. All this has taken place almost within my memory, certainly within the last 40 years, and it is really to the spread of the knowledge of what I call agricultural science that the whole of this is to be attributed.

I do not think that the Cotton Commissioner's Department will, or ever ought to, grow into a Department of Agriculture and Commerce, such as the wants of the country demand.

The existence and success of this Department, however, which will be subordinate to the other, shows how much can be done in a short time; and I believe that, so far from it being desirable that the Cotton Department of the Government of India should grow into a general agricultural branch of the administration, its success only proves how much more widely the system can be extended to other branches of agriculture under one general head.

I should entirely object to the Cotton Department being entrusted with the supervision of any other description of agriculture at present; in fact, it is overworked as it is. There is

nothing in these papers to show that it is the intention of the Government to suddenly create a great Agricultural Department. I agree that the process must be a gradual one, but we should begin it. The proposal that I make is an exceedingly moderate one, and cannot with truth be stigmatized as an attempt to extemporize an expensive Department of Government.

The extension and establishment of a separate branch of the Public Works Department for Railway purposes has, I believe, nothing to do with this matter.

That is a necessity which will gradually come upon us, and which we are endeavouring to meet as circumstances arise; but because the commencement of a Department of Agriculture and Commerce is desirable, it does not in the least degree prevent the necessity of the establishment of another Department in a different branch of the administration altogether.

A great mass of the most valuable information lies idle in our hands.

Sir Henry Durand's statement, in which there is so much truth that we are already in possession of a splendid local machinery in our Revenue establishment closely connected with the operations of agriculture, shows how easy it will be to utilize to a great extent the labors of the servants of the Government in this Department, and it will be seen how these great Revenue establishments will be able to assist the central Department of Agriculture and Commerce in the collection and production of those agricultural statistics and of the dissemination of knowledge, which are so essential to the development of Indian agriculture.

With regard to tuccavee advances, I quite agree that these advances should be made mostly through the District Officers; but, to be effective, they must be made in conformity with certain uniform rules and under some central control.

I attach the very highest importance to the extension of this system, and have already prepared a Bill upon the subject.

With regard to Sir H. Durand's remarks in reference to the customs duties on salt and opium, I have already stated my opinion in the former part of this note.

The Department of Agriculture and Commerce will take a great portion of the duties which are now performed by the Home Department, and the Home Department and the two Departments will conjointly conduct the greater part of the business which is now performed in the Home Department.

There will be no real separation of duties.

I must dissent from the statement that the proposal is in any degree premature.

My astonishment is that it was not made 20 years ago, and I believe that the proposal will neither be difficult to carry out nor costly in its operation.

There will also be a very great advantage with regard to the position of one of the Members of Council.

As at present, the duties of the Home Department are promiscuously divided between two Members of the Governor General's Council. I propose, therefore, as a commencement, that Mr. Barrow Ellis should be designated the Member of Council in charge of the Home Department, and that Mr. John Strachey should be designated the Member of Council in charge of Agriculture and Commerce.

This, I think, would lead to a great improvement in administration, and a more strictly defined definition of the duties of the Members of Council.

The Council will then stand thus—

Governor General in charge of Foreign and Public Works Departments. Sir H. Durand, Military. Mr. Barrow Ellis, Home. Mr. Strachey, Agriculture and Commerce. Sir R. Temple, Finance. Mr. Stephen, Legal.

With regard to the expense, I believe it will be very small.

It is calculated that the Home Department will be able to transfer about a third of its present work to the new Department.

Ten Clerks will be surrendered, drawing about Rs. 1,250 a month. There will also be a small surrender from the Foreign and Public Works Departments, amounting to about Rs. 2,500.

But I propose for the future that the Assistant Secretaries in the Foreign and Home Departments should be younger men, of much junior standing in the service; and, therefore, as vacancies occur, they will be filled up by men of four or five years' service. This will be a great advantage to the service itself, as it will enable a great number of younger men to pass from the Departments of Government as Under Secretaries, whereby they will, before they come to the other duties, attain a fair insight into Secretariat work. By this arrangement the salary of the Director of the Departments of Agriculture and Commerce will be provided for at a small additional cost.

I believe the minor duties of the office would be equally, if not better, performed by younger officers, and that, for the more important duties of each office, a Secretary and Under Secretary would be quite sufficient.

I am, therefore, of opinion that no new Secretariat should be created; but that a proposal should be made in the terms of which the above is an out-line to the Secretary of State.

The draft of the despatch will, therefore, have to be somewhat modified.

I make this proposition with no other object than to supply what I believe to be a very great want in the Public Service—to create a Department which exists more or less in every administration in the civilized world, and the absence of which, from our Indian system of Government, has been, I believe, a very great evil.

I believe that the intelligent portion of the public, both in England and India, already see its great necessity, and I cannot think that the objection that it will throw £3,000 or £4,000 a year—additional charge upon our expenditure—ought to prevent its being carried into operation.

At all events, I shall make the proposal to the Secretary of State, and leave the responsibility of defeating a safe, easy, and cheap administrative reform to those who think it their duty to oppose it.

MAYO.

Minute by the HON'BLE SIR J. STRACHEY,—dated the 30th March 1870.

HAVING, in accordance with the desire of His Excellency the Viceroy, myself prepared the original draft of this despatch, it expresses all that I think upon the subject; and I wish now only to say that I entirely concur with the views stated by His Excellency in his last minute.

JOHN STRACHEY.

Minute by the HON'BLE SIR H. M. DURAND, C. B., K. C. S. I.,—dated the 31st March 1870.

WITH reference to the concluding paragraph of the Governor General's note of the 28th instant, I fully accept the responsibility of every word I wrote in my note of the 18th December 1869, and desire that it be considered a *Minute*, and forwarded to the Secretary of State, accompanied by all the papers to which it refers. It will then be clearly understood how far I opposed the measure as then brought forward, and on what grounds.

I think it would be desirable that the notes which passed on this subject in Sir J. Lawrence's time should also accompany these papers. A suggestion for the creation of an Agricultural Department came up either in the Home Department from the Hon'ble Mr. J. Strachey, or in the Public Works Department from the Hon'ble Colonel Strachey. At that time there was no financial pressure, yet the Governor General did not favor the proposal. If the notes to which I here advert were in the Financial Department, the error of the preceding remark can be easily corrected.

With regard to His Excellency's present remarks on my observations of December last and to His Excellency's present proposals, I have to offer a few suggestions—first, premising, however, that, as compared with the original draft on which I formerly commented, His Excellency's views are much modified.

I cannot agree that at a period of financial difficulty, which the Government of India deemed sufficiently serious to justify very exceptional measures, it was at all irrelevant to remind my hon'ble colleagues that both a Railway Secretariat and a Legislative Secretariat were impending necessities, and would add to the administrative staff and charges of the Government. There is much in the way of Civil expenditure that may be desirable, and I have myself pressed for the Railway Secretariat as indispensable, and not to be delayed; I have also supported the Hon'ble Mr. Stephen's proposal in favor of Mr. Stoke's position and salary; but, under existing circumstances, nothing short of absolute necessity warrants ungenerated

Civil expenditure. I have stated my views on this head in paragraph 11 of my minute of the 13th September 1869 on Civil expenditure, which I quote in the margin for facility of reference. The intervening six months since that was written have not improved our position, but, on the contrary, there is forced upon the Government of India, under the financial policy it has chosen to pursue, a necessity for increased taxation of a kind which, in my opinion, should be reserved for very exceptional emergencies, and should, as a rule, not be imposed except under the strain of war.

PARA. 11.—“I shall not touch upon other items of Civil expenditure, such as Lunatic Asylums, Jails, &c., for, doubtless, the Member of Council in charge of the Home Department will treat of such reductions as are practicable. But my object is to call attention to the fact that, however popular it may be to regard the Army, and the fact that, however popular it may be to regard the Army, and I would have added Navy if any had been left to India, as the field for financial manipulation, there is a very fair chance, unless care be taken to curb outlay in other and more favourite directions, that any saving that may be the result of Military reductions will be more than absorbed by the simultaneously rapid growth of Civil branches of expenditure under the heads of Law and Justice and Education, besides other heads which I need not mention, unless Government can resist the pressure put upon them in favor of special branches. There will be no hope of attaining to a real financial equilibrium unless this can be assured. A paroxysm of Military retrenchment, accompanied by very petty Civil parings, preparatory to increased Civil charges, the moment the financial panic is allayed, will really eventuate in the reverse of a satisfactory state of financial position.”

In contradiction to my remarks on the real effect of scientific research on agriculture, His Excellency advances sundry improvements which have taken place in the last 30 or 40 years in English agriculture. No one contests either the degree or the character of these improvements, whether as to manure, rotation of crops, or the employment of machinery to supersede dear labor. But the question is how far science, in the sense in which I use the word, that is, the

scientific research of the chemist, or the practical experience and intelligence of the agriculturists of England and Scotland can claim the credit of the progress made. I may be right, or I may be wrong, in the degree of credit which I think due to the intelligent practical agriculturist, as compared with the scientists, but I do not find that the British Government, with all its command of scientists and the facilities it enjoys, has thought it advisable to have recourse to Scientific Boards of Agriculture, Scientific Schools of Agriculture, or Scientific Farms. Yet the progress of agriculture and the improvement in produce has been much more positive than it has been abroad, where, under various designations, such institutions may be found with more or less of vitality. The British Government left it to private enterprise to meet the demands of the nation, and to cope with the rivalry of foreign nations.

I have a strong conviction that this is in the main sound policy; and that the less Government interfere directly in matters for which it has no special aptitude, and which after all done or said eventually rest with private enterprise to accomplish, the more probable it is that the latter will prove successful. The education of private enterprise is hardly a function of Government.

Whereas in the case of cotton unforeseen events had a disastrous effect on the manufacturing population of Great Britain, and it became a question of national importance to augment the supply of cotton from India, to secure its purity, and to improve its fibre, and all this as rapidly as possible, there was a combination of circumstances which justified departure from ordinary, and recourse to extraordinary measures. But the same imperative circumstances cannot be held to apply to such products as indigo, opium, sugar, jute, &c., or indeed to any new produce the Government may desire to encourage or introduce. As a rule, the District Officers acting under the instructions and guidance of their own administrations are the only machinery which is likely to operate safely and successfully in the duty of persuading agriculturists to try experiments as to crops. The Government of India has no machinery for such action, unless, as in the exceptional instance of cotton, it create it.

Now I cannot comprehend how a department which involves, as admitted by His Excellency the Governor General, the creation, first of a sort of Secretariat, however designated for the Government of India, then of subordinate branches at the Head Quarters of each Civil Government, then of some sort of executive machinery all over the country, besides schools and farms, can be expected to cost only £3,000 or £4,000 a year. We see what the Cotton and Forest Departments cost, which have clear and specific duties to perform; and we may be quite certain that, with nothing clear or specific, but a sort of general idea of improving all produce, cereals, indigo, jute, opium, China grass, &c., in fact everything that land will or can be made to grow, Government embarks on a vastly larger expenditure than £3,000 or £4,000 a year.

I anticipate that little can be reduced from the Foreign and Home Department Establishments with the view of economically constructing the new department. I do not think the business of the Foreign Office will be equally well conducted by a frequent change of young underpaid men as Under Secretaries as it is under the present system. It was to remedy the evils of such a system that Mr. Wheeler was originally brought into the Foreign Office.

The Home Department may be differently circumstanced, especially when relieved of much of its important work; but even then I doubt the expediency of having very young men as Under Secretaries. The Government of India has to deal with subordinate Governments the relations with which are of importance, and as a Secretary cannot do everything himself; his immediate assistants require to be men not only of ability, but of some experience and discretion.

The distribution of work among the Members of the Council of the Governor General rests entirely with the Governor General for the time being.

Judging from the past, I think it unlikely that the present distribution would be continued, nor unless a Governor General had previously enjoyed especial opportunities, and had previously devoted much time and attention to public works, do I suppose he could be expected to accept the present distribution; for, besides the Foreign Department as his own special Department, control and final decision on all matters of grave importance in other departments rests with the Governor General, whether they be Military or Civil. How weighty most of these questions are, and of the time necessary for their consideration, my Hon'ble Colleagues are good judges. As a rule, therefore, I think the ordinary distribution of work will be—

Foreign Department, special control of other Departments—General	...}	Governor General.
Finance Department	...	Financial Member.
Home Department	...	Civil Member.
Military Department	...	} Military Member.
Public Works, Military	...	
Public Works	...	Civil Member.
Legislation and Law and Justice	...	Legislative Member.

I certainly think that, as a rule, this would be the distribution; for the Public Works, Civil, demand undivided attention of a Member of Council, and a close supervision of the enormous expenditure into which we are plunging for Railways and Irrigation works.

NOTE.—I omit any notice of such a reconstruction of the Council as would be consequent on the Commander-in-Chief ceasing to have a seat in the Council, because that change has not been, and perhaps is not likely to be, adopted by the Home Government.

Supposing this view correct, there would be no Member of Council available for the special charge of the new Department of Agriculture and Commerce, unless an additional Member of Council were created. This would be a serious expense, and not perhaps a necessary expense.

I have always felt that the Government of India required something analogous to a Board of trade; or if the name be preferred, a Board of Commerce; but then its natural position is under the Home Secretary or the Financial Secretary. The practical difficulty has been in India how such a Board could be efficiently constructed. Our Boards of Revenue have always been practically been Boards of Agriculture, which took their name from the fact that the land was the chief source of revenue. Customs were put under them in no wise raised them to the position of a Board of Trade. There is, therefore, a point in which the organization of the Government of India fails, namely, the utter absence of any body corresponding to the Board of Trade. A Director or Controller of the Department of the Government of India for Agriculture and Commerce would need to be a peculiarly selected person to discharge the functions of a Board of Trade. I could hardly name any one in the Services, Civil or Military, that I should consider qualified singly for such a post. The fact is that, whilst to me we seem to have all that we require in our District Officers, Commissioners and Boards of Revenue for operating to the extent a Government can safely do so towards the improvement of agriculture, the collection of statistics, and the spread of useful agricultural information, we have no link at all, as a Government, with the trade and commerce of the country, either internal or external.

I am not sure but that hitherto this has been an advantage as trade and commerce were, except from a purely fiscal point of view, left alone, and the trade relations with China and England were simple and uncomplicated. But we have passed from that stage, and India in commercial connection with a variety of countries and rival interests, and its Government should have at its command full information and skilled advice.

How in India to effect this is the question. My own opinion would be in favour of sending Home some competent man whom the Secretary of State would place in communication with the Board of Trade, and who, having some knowledge of the views and wants of the commercial men and classes of India, could study the Home system, and report to the Government of India how far, in his opinion, any system could be devised for India suitable to its Government and to the growing importance of the commerce of India, not only with England, but with foreign countries.

Until something of this sort is done, action here is, in my opinion, premature. When that was done, and the Government of India saw its way to a Board of Trade or Department of Commerce, the question of allying it to agriculture, and placing cotton and forests and opium, or any other produce to be encouraged and fostered under the Department, might be considered. At present this last is of minor moment, because indigo, opium, tea, coffee, &c., get on fairly well without the dry nursing of Government.

H. M. DURAND.

Minute by the Hon'ble J. Strachey, dated the 5th April 1870.

ALTHOUGH I do not wish to prolong this discussion, and shall therefore write nothing in reply to Sir R. Temple's minute of the 5th April, I must remark, with reference to the observations in the 2nd paragraph, that my Hon'ble Colleague can hardly have read the revised despatch to the Secretary of State, in which the nature of the duties to be performed are, as it seems to me, indicated in a perfectly clear manner.

JOHN STRACHEY.

Minute by the Hon'ble Sir R. Temple, K. C. S. I., dated the 5th April 1870.

THOUGH I fully appreciate the excellence and the importance of the general views set forth in this despatch and in the minute by His Excellency the Viceroy, still I do not concur in the particular manner in which effect is now proposed to be given to those views. I am willing that my note of the 6th December last should be considered as a minute to which I need only add a few remarks now.

I desire to record my concurrence in Sir H. Durand's two minutes of dissent bearing date the 18th December and the 31st March.

2. I regret that I cannot see how my objections to the creation of a separate Secretariat are disposed of by His Excellency the Governor General's minute. It seems clear to me that, after all, the new officer is to be a Secretary in reality, whatever his designation may be. Now, if he is to be a Secretary to Government, he cannot be a Director of an executive department, the duties of which would involve constant moving about the country. If he is, on the other hand, to be a Director, he cannot be a Secretary; for, while he is on tour (as he ought to be for the greater part of his time), who is to be the channel for communicating the orders of Government to him? Manifestly one of the Secretaries? If so, which of the existing Secretaries? The Home Secretary? In that case the new agricultural "bureau" must be a part of the Home Department. But I understand that the new bureau is not to be a part of the Home Department. Altogether I cannot understand exactly what is intended, if it were said that the new officer need not be peripatetic, then I should differ altogether, for the essence of duty would be the moving about.

3. Next I specially deprecate the proposed amalgamation in the new office of work connected with the "Separate Revenue," meaning Salt and Opium. This work is purely fiscal, and quite distinct from the work of a new Department of Agriculture and Commerce. To encumber such a department at the outset with fiscal duties of this sort would be to court failure in the essential and proper portions of its duties. I do not understand how His Excellency the Governor General expects that any department of the Government of India can "manage," or at all undertake the "management" of any branch of Revenue, Custom, Salt, Opium or the like. All such "management" is conducted by the Local Governments, and should continue to be so conducted. The Government of India can never do more than exercise a general supervision over these branches of Revenue; and for this we do not require that a new office should be created. On the contrary, indeed, the measure might be regarded by the Local Governments as a step towards interference with them in their proper work.

4. I think that the scheme, as it now stands, does not sufficiently provide for the local work of the department, which is the most important point of all. At present nothing seems provided for save the formation of a head for the department. Although (as His Excellency the Governor General remarks) we can hardly settle details beforehand, yet the outline ought to be fixed. Further, we ought to have a general estimate of the cost. How can I, as Financial Member, agree to a plan of which I have no means of calculating the costs? If the operations, as roughly sketched, were given, I could then form some idea of the cost, but there is not even this much of information. As Sir H. Durand remarks, the sum of £3,000 or £4,000 a year, mentioned in the papers, forms no measure of what the cost must surely be. At the time of financial difficulty we must be jealous of allowing new expenditure except on the most specific understanding as to how it is to arise, and how it is to be regulated. This reason alone would preclude me from giving my adhesion to the scheme, at least until it shall have been more worked out than at present.

It might be that, after the scheme had been thus worked out, and upon some data thus obtained, the probable cost had been estimated—the Government might hesitate to incur so much expenditure at such a time—having regard to the jealousy with which the public might look upon any expenditure at a time when we are forced to impose additional taxation. Then, perhaps, it might be preferred that we should gradually and tentatively develop our cotton establishments into an agricultural department, or some means would be devised of compassing our object economically in concert with the local authorities. But to begin by creating a new and highly paid office under the Government of India would, I fear, lead to much expense. Such an officer could not attempt to produce any result without urging all sorts of outlay on the Government of India.

I think that there is great force in what Sir H. Durand says about the existing cotton department being developed into an agricultural department. We should then start from a practical basis. At this moment one of the first agricultural needs of India is the improvement of the culture of cotton. The object is that, by such culture, the area under cultivation may be made to yield double the supply of the staple. Great interest is felt in England regarding this. Let us see whether we can accomplish something in this direction. Let us, in the event of any success regarding cotton culture, gradually strengthen and enlarge the department, and make it try its hand on other products.

I think that these and other cognate points should be considered before we undertake to recommend the creation of a new appointment.

Further I believe that the formation of schools whereby instruction in agricultural knowledge can be afforded would be worthy of consideration. It is a question whether we should or should not undertake the establishment of such institutions. Perhaps it may be found that the cost would be too great.

Also the collection of agricultural statistics, and of the statistics of internal traffic, requires consideration—(external of foreign trade statistics we have already.) Perhaps it would be found that this much of work could be done by existing establishments without the creation of a new office.

Altogether though I have long thought that something ought to be done, and some expense incurred, yet I consider that the present scheme is not sufficiently matured in order to enable me to support it. It is hardly my duty, at this moment, to propose an alternative scheme unless I were requested to do so by the Governor General. At present all that I am clear upon is this—that the existing cotton departments ought to be strengthened so as to more efficiently supervise the culture of that staple, and so as to gradually undertake a similar supervision over other products, and to collate the statistics not only of cotton but of agriculture generally.

I regret that I cannot concur in the remarks of the Governor General regarding the status of the Under Secretaries to the Government of India. I think that those very useful and important officers should be left as they are.

I hesitate to offer any remarks regarding the distribution of work, other than my own—finance—among the other Members of the Government. But I must state that I concur with Sir H. Durand in considering that the distribution proposed in His Lordship the Governor General's minute could not be permanent. The Member in charge of "Agriculture and Commerce" would hardly have enough to do. Whether the Governor General can always bear the burden of two Departments (Foreign and Public Works), besides the general supervision, I cannot say.

R. TEMPLE.

"No. 40, dated the 6th April 1870.

From—The Government of India.

To—Her Majesty's Secretary of State for India.

THE experience of the last few years has led us to the belief that much administrative and material advantage would be obtained for our Indian possessions, if more systematic measures were taken for securing constant and intelligent efforts on the part of this Government for the improvement and development of the agriculture, commerce, and industrial arts of India. We are satisfied that closer attention should be given to the great products, which constitute the staples of our agricultural and manufacturing industry, and of our export trade. A very important portion of our fiscal system is that concerned with the management of the revenue derived from those products, or dependent on the commercial transactions of the people, and a few more serious duties devolve upon this Government than that of exercising the closest and most rigid supervision over the administration of this branch of the public income.

2. In the construction of canals and railways and other great works of improvement, the Government of India has done, or is doing, more than has perhaps ever been attempted by any Government in the world. By such works the productive powers of the land will be greatly increased, and additional facilities will be given to internal transport. A vast stimulus will thus be afforded to the material prosperity of the country, but a field of improvement of a character not less really important still lies before us.

3. Of all branches of Indian industry, agriculture, which constitutes the occupation of the great mass of the people, is by far the most important. We believe it to be susceptible of almost indefinite improvement. It is not necessary to dwell upon the obvious and vital necessity of increasing, in every practicable way, the supply of food available for the people of India. How this consideration affects all the prospects of the permanent material advancement of the country has, of late years, been painfully and repeatedly shown by the terrible famines which have taken place, and to the recurrence of which we shall ever be liable until the production of cereals is rendered more certain and the facilities of conveyance immensely developed. For many generations to come the progress of India in wealth and in civilization must be directly dependent on her progress in agriculture. In India agricultural and commercial progress go together. Agricultural products must long continue to constitute the most important part of our exports; and the future development of Indian commerce will mainly depend on the improvement in the quantity and quality of existing agricultural staples, or on the introduction of new products which shall serve as materials for manufacture and for use in the industrial arts.

4. The efforts of the Government of India and of English enterprise in such a direction have, doubtless, been very beneficial in their results. Thus important progress has been made in regard to cotton. Large sums of money were spent, in former years, in attempts to improve its cultivation, but with little useful result, owing to the mistaken system under which they were made. Renewed attention has been more recently given to this subject with much better effect, and the extreme importance of doing all that is possible to improve and develop the cultivation of this great staple is fully recognized by the Government. Jute, which not long ago was hardly used, has become an article of first rate commercial interest. The partial success of our tea, coffee, and cinchona plantations shows what has been and may be done in introducing into India new and valuable products: the world derives from India nearly the whole of its supply of indigo. Other illustrations might be given to the same effect; but,

speaking generally, it cannot be denied that Indian agriculture is in a primitive and backward condition, and we think that it must be admitted that the Government has not done for its improvement all that it might have done.

5. To state exactly what measures the Government ought to have taken in the past, or what course it should follow in the future, is undoubtedly not easy. It is hardly too much to say that scientific knowledge of agriculture in India has at present no existence. The common belief has been that the natives of this country can, in respect to the processes of agriculture, derive little or no benefit from any instruction which European science can give them. Such a belief rests, perhaps, upon observation of the obvious progress which has been made in many of the elementary requirements of agriculture, in regard to tillage, rotation of crops, and so forth. But it has often been lost sight of that this sort of knowledge is only rudimentary and empirical, and that recent experience in all parts of the civilized world shows conclusively that there is no branch of industry in which the effects produced by the intelligent application of science are more certain or more remarkable. We cannot doubt that, when the light of science has been properly brought to bear upon Indian agricultural experience, the results will be as great as they have been in Europe.

6. If the Government believes this to be true, it ought to act on that belief. There is perhaps no country in the world in which the State has so immediate and direct an interest in such questions. The Government of India is not only a Government, but the chief landlord. The land revenue, which yields twenty millions of our annual income, is derived from that portion of the rent which belongs to the State, and not to individual proprietors. There can be no doubt that, throughout the greater part of India, every measure which can be taken for the improvement of the land, and for increasing its productive powers, immediately enhances the value of the property of the State, and adds ultimately to the public resources without the imposition of any fresh burden on any class of the community.

The duties which in England are performed by a good landlord fall in India, in a great measure, upon the Government. In England a constant stimulus is given to the improvement of the land by the action of intelligent landlords and farmers who know the value of the application of practical and scientific knowledge. In India such stimulus can hardly be given, under present circumstances, except by the Government; and, speaking generally, it may be said that the only Indian landlord who can command the requisite knowledge and capital is the State.

7. The Government has always, if not by extensive practice, at least by its legislation, recognized the duty which devolves upon it of giving assistance to the proprietors of land for the construction of permanent works of agricultural improvement. The system of giving advances of public money, usually called *tuccavee*, for these purposes, has prevailed more or less since the passing of Regulations II. and XIV. of 1793 up to the present time. The security is complete, since the land is responsible for the repayment of the advances made. This system is identical in principle with that which has been carried out in England and Ireland, with admirable results, by means of the Land Improvement Acts. We are satisfied that this principle may receive a much wider development in India than has hitherto been given to it. No sounder or more useful principle could be acted upon by a Government which desires to make the resources of the State available for the promotion of the wealth and improvement of the people.

8. The class of works for the construction of which the assistance of the Government might properly be given to the owners and occupiers of land would not be difficult to define. Advances of money should be usually given for that description of work only which can be designed and carried out efficiently under the direction of the local proprietors themselves. These advances should not be made for great works requiring, in their design or construction, engineering skill of a high order, or the employment of large bodies of laborers. Such works must necessarily be undertaken by the Government through the Department of Public Works. The works for which advances might properly be made would commonly fall into some one of the following classes:—

- (1).—Wells and other works for the storage, supply, or distribution of water for agricultural purposes, and the preparation of land for irrigation.
- (2).—Drainage.
- (3).—The reclaiming of land from rivers.
- (4).—The protection of land from floods.
- (5).—The reclaiming, clearing, and enclosing of waste lands for agricultural purposes.
- (6).—The clearing of land from stones or other obstacles to cultivation.

9. It will not be difficult to devise and bring into operation a system under which advances of money might be made by the Government for works of this description, mainly through the agency of the District Officers of the Government, and with complete security against loss; and the benefits derived from such an application of capital to the permanent improvement of the land might be of almost incalculable importance. We think that there are

no objects to which a portion of the loans which we propose to raise every year for reproductive works could be more advantageously and properly devoted. The extension of Irrigation Canals, and the development of our Railway system, will necessarily stimulate agricultural industry, and the importance of facilitating to the utmost the prosecution of minor works of land improvement will, under such circumstances, be especially great. This subject has been for some time past under our consideration, and we hope to be shortly in a position to deal with it in a comprehensive manner.

10. Another matter in which much may undoubtedly be done by the Government is the improvement of the breeds of horses and cattle, and of other domestic animals. The Government studs have hitherto done little in this respect for the benefit of the country at large. They have been maintained primarily for Military purposes, and have been managed on a very costly system under which little advantage has been obtained for agricultural or other interests.

Measures are also urgently required for preventing and alleviating the destructive murrains which so frequently occur in this country, and which are lamentable and ruinous causes of injury to Indian agriculture.

Our attention, as Your Grace is aware, has recently been directed to the fisheries of India. This is a subject which has hitherto been little cared for, but which appears likely to prove of considerable economic importance.

11. It is unnecessary to enlarge on the measures that may be taken by the Government itself for the improvement of the stock and quality of the great staples of Indian agriculture, and for the introduction of new products. The Government must ordinarily, in respect of such matters, act chiefly by indirect means. Excepting, under special circumstances, it cannot with advantage attempt to carry on any of the operations of agriculture. In regard to this as to other branches of industry, the State may do much to foster and encourage the efforts of private individuals, but it can do comparatively little through the direct agency of its own servants. Nevertheless, the exceptions to this rule will, in this country, be important, and we believe that it may often be the duty of the Government to act as the pioneer to private enterprise. It has done this to some extent already. Thus, for example, the introduction of tea and cinchona cultivation into India has been mainly due to the Government.

The improvement of Indian cotton, by the introduction of exotic seed, has been attempted by the Government, but, hitherto, without much practical result. It has become manifest that the results that are so much desired cannot be secured by a small and prolonged experiment in cultivation, and that the little doubt that this work can be more effectively conducted under Government supervision than by any other means. Similar measures will be applicable to the improvement of other Indian fibres, for which a very large market might be established in the markets of Europe. We have, as Your Grace is aware, within the last few months taken special measures with the object of improving and facilitating the preparation of cotton, which has such remarkable capabilities for use in textile fabrics.

The cereals of this country demand similar attention. Rice, wheat, and other grains, are frequently of an inferior description, and by the careful introduction and continued use of selected seed of a superior character, great improvements might unquestionably be made. The same may be said of the oil seeds, the pulses, and other products.

12. In their well-known despatch of the 19th July 1854, on the subject of education in India, the Court of Directors referred with approval to proposals that had been made for teaching practical agriculture. Quoting the words of Dr. Mouat, they said that there was "no single advantage that could be afforded to the vast rural population of India that would equal the introduction of an improved system of agriculture." Unfortunately the means of obtaining agricultural instruction are no better now than they were when this despatch was written fifteen years ago. We do not disguise from ourselves the difficulty of affording to Indian landlords and cultivators the means of obtaining scientific and practical knowledge for the improvement of agriculture. But the difficulty of work ought not to discourage the Government from doing everything in its power to develop this important branch of education.

13. In Europe, progress in the direction to which we have referred has been mainly based on private effort, and on the application of the intelligence of the agricultural classes themselves to the ends in view. In almost all civilized countries, however, in which, unlike England, the form of Government is centralized, the efforts of the people are powerfully aided by the co-operation of a State Department of Agriculture, which works in part directly through its own agency, and in part through agricultural and other societies. Even in India such societies have been extremely useful, and they might properly receive more encouragement from the Government than has hitherto been given to them. But we cannot expect to obtain in this way any great results. The work that is performed by the great Agricultural Societies of Europe must be performed in India by the Government, or not at all.

We are thus brought to the conclusion that the formation of a separate Department of the Government for the care of these great interests ought no longer to be delayed.

14. Such a Department would take cognizance of all matters affecting the practical improvement and development of the agricultural resources of the country.

The general scope of this part of its operations has been already sufficiently indicated. Its functions however, would not be confined to the active direction of such measures.

The periodical collection and publication of agricultural statistics is another duty which properly devolves upon the Government, but to which little attention has hitherto been paid. The knowledge derived from such statistics, which give the results of the experience of the past, must form one of the main foundations of measures of improvement. Such records will, at the same time, be of the greatest practical value to the agricultural and trading communities, by giving to them trustworthy information regarding the actual results of each year's harvests, and by affording them solid grounds for anticipating the resources and the wants of the future. We are satisfied that it is possible to obtain, with little difficulty, a mass of information which would possess great interest and value. The machinery for collecting such data year by year, in a regular and systematic form, already exists in many parts of India, and could be put into operation for these purposes with little or no additional expense. The accuracy and value of the returns would continue to increase with each year's experience.

15. The administration of the land revenue, and the matters naturally associated with it, the settlements, the surveys, and generally the laws and customs which directly affect agricultural industry, would fall within the cognizance of the Department which we purpose to constitute.

16. The administration of the forests would also properly belong to a Department of Agriculture. The forests have hitherto been placed under our Public Works Department, because, in the absence of any special branch of the administration to supervise the improvement and development of the vegetable productions of the country, that Department seemed best fitted to deal with the requirements of the forests. The formation of a special Agricultural Department would provide the most suitable means of controlling the forest administration.

17. Similar reasons to those which have led us to propose the formation of a separate Department of Agriculture satisfy us that a special organization is also necessary for protecting the interests of commerce and the industrial arts. As we have already observed, commerce and agriculture are in India so closely connected that it is impossible to consider one without considering the other also. We are convinced that, if there had been a Department, the special business of which was to make itself thoroughly acquainted with all facts of importance regarding the commercial transactions of India, to observe intelligently the operations of external and internal trade, and to watch the effect produced upon the commerce of the country by our fiscal system, our legislation would have been very different from what it has actually been. If such a Department had existed, we doubt whether the export duties which we now levy on some of the main staples of agricultural produce, and even on articles of Indian manufacture, could have been imposed or maintained. If such a Department had existed, it could never have tolerated the continuance of duties such as those which are still levied on sugar exported from the North-Western Provinces across the inland Customs line. These duties are transit duties of the worst description levied on one of the most important articles of the agricultural produce of Northern India.

18. Such a Department would not only deal with such questions of commercial taxation, but with all branches of the statistics of trade, both external and internal; the development of growing branches of manufacturing industry; the law of patents; the mineral resources of the country; questions relating to the census and to emigration; and all other kindred subjects connected with the development of the material resources of India.

19. The great and constantly growing necessity for given increased attention to the mineral resources of British India has become more and more apparent with the rapid extension of our railway system, of other great public works, and of steam navigation. The importance of providing cheap fuel in all parts of the country daily becomes more obvious. The search for coal, and stimulating its abundant and economical production, are matters which have assumed an altogether different character within the last few years, and they will continue to demand the earnest attention of our Government.

The development of the manufacture of iron and steel, according to European methods, has for some years been an object of interest, and, as Your Grace is aware, it is now again coming more prominently forward, in connexion with the probability that the products of such a manufacture might be applied to the construction of rails and other materials for railway purposes and machinery.

The production of petroleum, which is already carried on in several parts of India on a limited scale, suggests a possible addition to our mineral wealth, which may lead to most important results, especially in those Districts where coal is not found and wood fuel is scarce and costly.

20. Nor is it only to the working of such products that our attention is likely to be required. The time may not be distant when the development of industrial arts and manufactures will proceed with a vigor that has hitherto been impossible. Evidence of this has already been given in the cotton and jute spinning and weaving mills that have sprung up

and attained a healthy existence in several of our larger towns. The spread of a practical knowledge of mechanical engineering is beginning to render the use of machinery possible where only a few years ago it would have been out of the question. Encouragement given by the Government to the growth of industries which are suitable to the people and to the natural resources of the country may be productive of most valuable results, not only to India, but to other countries in which a demand for its products exists or may arise.

The establishment of a suitable system of industrial education would form a proper duty for a Department of Commerce to undertake. The preparation of popular treatises in the languages of the country, on industrial subjects, and their dissemination among the artisan classes, might probably have a most useful effect.

21. It is hardly necessary, however, to dwell at length on the duties which would devolve on a Department of Commerce. They are sufficiently obvious, although they have hitherto not received in India the attention which their importance fairly demands. The experience of the English Board of Trade could probably at once supply much information necessary for placing the operations of an Indian Commercial Department on a satisfactory footing.

22. It is clear to us that the Departments of Agriculture and Commerce, so far as their control by the Government of India is concerned, should be placed under a common head; and the time may come in which it will be found desirable to constitute for this purpose an entirely separate Department with a separate Secretariat. For the present, however, this is not essential, and we think that a more economical arrangement may be adopted which would enable us to meet the immediate requirements of the case. This arrangement would involve the necessity of making certain modifications in the existing organization of the Home and Financial Departments.

23. In considering what these modifications should be, it becomes clear that no satisfactory system now exists for the administration of several important branches of our revenue, closely connected with the development of the agriculture and external and internal trade of the country. Thus, for example, the management of the opium revenue has not been conducted on uniform principles, and it is to be feared that one of the most important sources of the public income may thus have been jeopardized. At the present time totally different systems are followed in Bengal, in Bombay, in the Punjab, the Central Provinces, and elsewhere, for the collection of the opium revenue, all of which systems can hardly be right.

The management of the Salt Department has not been more satisfactory. Thus, we have established in Northern India a system under which the people obtain, with a minimum of vexation and expense, an insufficient supply of salt, and pay to the State a minimum of revenue.

We have already referred to some unsatisfactory points in the character of our Customs tariff and of our commercial legislation.

We are of opinion that the administration of the Opium, Salt and Inland Customs Departments, and perhaps, hereafter, of some of the other sources of income which are technically called "Separate Revenue," would fall naturally and properly within the province of the new Office which we propose to constitute.

24. Until the year 1863, the management of the Customs, Salt, Opium, Stamps, and Excise, was entrusted to the Home Department; but under a Resolution of the Government of India, dated the 30th October of that year, the management was transferred to the Financial Department. This was done in accordance with the recommendation of Sir Charles Trevelyan, and with the approval of the Secretary of State. Although the Secretary of State was apparently of opinion that the administration of the land revenue should also be included in the transfer, it was thought that so many judicial and technical considerations were connected with that branch of the revenue, that it was desirable that it should still be conducted under the primary responsibility of the Home Department, which is also charged with the judicial administration.

By a Resolution in the Foreign Department, dated 16th September 1864, No. 1229, the separate and miscellaneous revenue business connected with the Non-Regulation Provinces was transferred to the Financial Department.

The business connected with the income tax and other assessed taxes has been administered in the Financial Department since 1860.

By a Resolution of the 24th April 1867, the Post Office was transferred from the Home to the Financial Department.

Thus it has come about that the entire administration of the branches of the revenue that have been named above has been entrusted to the Financial Department.

25. It is in the branches of the Separate Revenue that an intelligent and active administration by the Imperial Government might probably lead to great improvements in the income

of the State. It is only the Central Government that can readily obtain a knowledge of the various systems under which the revenue is raised in the different Provinces of the Empire, and can apply the experience of one Province to the improvement of the systems obtaining in others.

In the Salt, Opium and Excise Departments, the system differs under almost every Local Government and Administration; and without a complete knowledge of the various systems, and careful supervision of their working, the central administration cannot be efficient.

The means of obtaining and applying such knowledge and such supervision do not at present exist in the Financial Department. There is no branch of that Department specially and expressly charged with the duty of superintending the administration of these sources of revenue, and mere Departments of account, such as those which actually exist, have no sufficient means of managing or of supervising the proceedings of Executive Departments of the Government.

On the whole, it may be said that the administration of these branches of revenue by the Imperial Government has been rather of a passive than an active nature, and that interference has been usually confined to matters expressly referred by the Local Governments for orders.

26. The Salt Department in Northern India affords a good illustration of the difficulties under which the administration of these branches of revenue is now conducted. The local manufacture of salt in Oudh and in the North-Western Provinces, under a system of excise, has, as Your Grace is aware, been lately sanctioned. The Government of India has also concluded a treaty with the Jeypore and Joudhpore States, under which the whole management of the manufacture and export of salt from the Sambhur Lake, the chief salt source of Rajpootana, will be placed under the control of the British Government. The operations which we are undertaking are of a totally different kind to any which have hitherto been attempted, and we trust that they may ultimately lead, if successful, to a large increase in the supply of salt, and to a great reduction in its price. Success or failure will depend entirely on the intelligence with which they are carried out. The duties to be performed are almost solely of an executive character, and it is hardly to be expected that they should receive in the Financial Department that sort of supervision which they require.

27. We propose to constitute a Department of Agriculture and Commerce as a separate branch of the Home Department, and to place it under the supervision of a specially qualified Officer, to be called Director General of the Department of Agriculture and Commerce. We would give to this Officer a salary of Rs. 3,500 per mensem. He would hold a position in the Home Department analogous to that held in the Public Works Department by the Inspector General of Irrigation. To this branch of the Home Department would be transferred all that portion of the business of the Home, Financial and other Departments, which is connected with the subjects which have now been indicated. The functions of the Director General of the new Department would embrace all matters connected with the administration of the Land Revenue, Salt, and Opium, with the development of all branches of the material resources of the country, and with statistics of every description.

28. The formation of a new branch of the Home Department in the manner that has been proposed would enable us to carry out other administrative reforms. The work of the Home Department has for many years gone on constantly and steadily increasing. In 1867 it was more than double what it had been 10 years before, and its amount was then found to be so excessive that it became necessary to transfer a considerable portion of the business to the Financial, Foreign, and Military Departments. The relief thus given to the Home Office was, however, only temporary. Although during the past year it has been relieved of the business connected with the Legislative Department, the work has again risen to the level of 1867, and there can be little or no doubt that, in the current year, it will be greater than ever. The work is already so excessively heavy that it is with difficulty the existing establishments of the Secretariat can perform it. Efforts have been made to reduce, as far as possible, all routine and unnecessary work, but the real cause of the yearly increase of business is the growing wealth and civilization of the country and the constant improvement of the Administration.

The creation of a new branch of the Department under a separate officer in the manner that has been proposed would give to the Home Office the relief which has already become very necessary, and which cannot possibly be much longer postponed. The Director General of the Department of Agriculture and Commerce would virtually be a Deputy Secretary to the Government of India, and he would relieve the Secretary in the Home Department of a large amount of work.

We should also be thus enabled to carry out another measure, the necessity for which has long been felt. A considerable part of the business connected with the internal administration of the Punjab and Oudh, and of the Central and other Non-Regulation Provinces, is still conducted in the Foreign Department. This arrangement was originally one of evident propriety and necessity; but the circumstances of the more important of the so-called Non-Regulation Provinces are now entirely different from what they were some years ago. Both the substantive law and the laws of procedure which are there in force are now for the most

part identical with those of the older provinces, and it is inconvenient and anomalous that the Foreign Department should have to deal with matters of a precisely similar character to those which come before the Home Department from other parts of India. This portion of the business of the Foreign Department, which has no connection with any foreign or political affairs, would have been long ago transferred to the Home Department, had not the work of the latter Department been so extremely onerous that it seemed undesirable to throw a fresh burden on its already too heavily taxed establishments. The relief given to the Home Office by the formation of the proposed new Office would enable us to make this transfer, and to confine the Foreign Office to its own proper duties.

The supervision of the Home Department and of the new duties connected with Agriculture and Commerce would be divided between the two Civil Members of the Government.

29. If these measures were carried out, a portion of the establishments now attached to the Foreign Department would be transferred to the new branch of the Home Department.

We cannot now assert that the proposed changes will not lead eventually to some further expenditure; but the only additional charge of importance which it would be necessary immediately to incur would be that on account of the salary attached to the new appointment of Director General of the Department of Agriculture and Commerce. This we have proposed to fix at the rate of Rupees 3,500 per mensem. We are satisfied, after very careful consideration, that it is not possible, under present circumstances, to obtain the services of a thoroughly competent officer for the post at a smaller salary than this, but it might be understood that the amount would be open to revision hereafter.

30. The foregoing observations refer exclusively to the organization of a Department of Agriculture and Commerce under the Government of India. As to the subsidiary arrangements which would be necessary for the extension of its operations to the various Provinces of India under the Local Governments, it would be premature to attempt to enter into any detailed discussion. We feel little doubt that, by undertaking a careful revision of all the local establishments which would come under the control of the new Department, we should be able to meet the necessary charges on this account, without addition to the expenditure incurred at the present time.

We need hardly assure Your Grace that, in every part of the new arrangements, we should exercise a strict and vigilant economy; and whatever might be the cost of the new establishments which were entertained, we are satisfied that the measures which we desire to take would be highly beneficial to the country, and that we might reasonably anticipate that they would ultimately lead to an important increase of the public income. It is hardly necessary to say that, if we were not firmly convinced that this was so, we should not have thought it right, in the present state of the finances, to bring forward these propositions.

31. The proposal to create a special Department of Agriculture and Commerce has, as Your Grace well knows, been, of late years, not unfrequently discussed, in Parliament and elsewhere, by persons interested in the welfare of this country. The latest representations on the subject which have reached us were contained in the memorial of the Manchester Cotton Supply Association, which was forwarded to us with Your Grace's Revenue despatch No. 77 of the 12th October 1869, and which reached us after the present despatch had been drafted. The conclusions that have now been stated will explain to Your Grace that, after prolonged and careful consideration, we thoroughly assent to the necessity of thus strengthening the Administration. We trust that the specific proposals which have been made will receive Your Grace's approval.

32. Sir Henry Durand and Sir Richard Temple do not concur in the recommendations contained in this despatch. The minutes recorded by them, by His Excellency the Governor General, and by the other Members of the Government, are forwarded for Your Grace's information.

No. 61, dated India Office, London, the 22nd September 1870.

From—HER MAJESTY'S SECRETARY OF STATE for India.

To—The Government of India.

I HAVE had under my consideration in Council the despatch from Your Excellency in Council in the Public Department, dated the 6th April last (No. 40), in which you propose for my acceptance a plan for the establishment of a distinct branch of the Secretariat, to which shall be confided the supervision of all measures having for their object the improvement and development of the agriculture, commerce, and industrial arts of India.

2. Before expressing any opinion as to the necessity of appointing an additional department of the Secretariat for these purposes, I would remark on the plan under which the several Revenue Boards of Bengal, Madras, and the North-West Provinces, and the Revenue Commissioners in Bombay, have been specially charged with these very duties; and,

although commercial interests have possibly not met with the support which those connected with commerce demand, the Government of India and the subordinate Governments have been always forward in the promotion of schemes for the improvement of agriculture and the development of the resources of the Empire.

3. The plan which you propose to me involves little more than a return to the system formerly prevailing under the Government of India, when the supervision of all matters connected with revenue, agriculture and commerce, from whatever province they might emanate, was concentrated in the Office of the Secretary for the Revenue Department.

4. The relation in which the Government stands to the owners and occupiers of land in India is altogether peculiar; and however that relation may be described, it is certain that, with the exception of the permanently-settled Provinces of Bengal, the Government has a direct and immediate interest in the improvement of agriculture which is possessed by no Government in Europe.

5. The Government of India has never held the doctrine that agricultural improvement is a matter to be left entirely to private enterprise and private interests. It has concerned itself, at great expense and with marked success, in the improvement of existing methods of cultivation, and particularly in the introduction of new products. Among the branches of industry to which the attention of the Government has been directed those mentioned in the margin may be particularly enumerated.

Cotton.
Tea.
Coffee.
Sugar.
Rice.
Indigo.
Cinchona.
Saltpetre.
Soda.

Oil-seeds.
Jute, rehea and other fibres.
Iron.
Coal.
Teak and other forest products.
Agricultural exhibitions.
Silk.

6. The reasons for including the land revenue in the same Department with agriculture appear to be conclusive. The application of measures for the improvement of agriculture must, in the last resort, be mainly left to the Collectors of Districts, and there is no other agency spread over all India which is capable of attending to the matter. The development of the agricultural resources of the Districts committed to their charge has already been regarded as one of their primary duties, and numerous instances might be quoted to show that it has not been neglected.

7. The Forest Department, now under the Public Works Secretary, would, of course, form part of the proposed branch of the administration, as also all measures for the development of the mineral resources of India, and of the fisheries, to which considerable attention has recently been paid.

8. I am, indeed, generally of opinion that the subjects mentioned in the early portion of Your Excellency's despatch will fall naturally within the purview of the Department proposed to be formed. Some few, however, such as the "law of patents" and "questions relating to the census and to emigration," referred to in your 18th paragraph, seem to me to have no direct or immediate connection with the matters forming the general business of the Department, and had better probably remain with those Departments to which they are now attached.

9. With regard to the Miscellaneous or Separate Revenues,* I shall have some remarks to make in a later portion of this despatch, but I may here state my general views on each particular item.

* Opium.
Salt.
Customs.

Abkary.
Stamps.
Income Tax.

10. Of opium, it may be said that it is not only a product of the soil, and, as such, capable of improvement in its mode of cultivation, but it is also, to a large extent, manufactured as an article of commerce, under the direct agency of the officers of Government. Opium, therefore, would seem to fall naturally under the cognizance of a Department of Agriculture and Commerce.

11. Much the same may be said of salt. The manufacture of that article on Government account has ceased in the Bengal Provinces, but active measures are now in progress for carrying on the manufacture in the North-West, particularly on the Sambhur Lake, the saline resources of which have been recently ceded to us, under treaty, by the Rajahs of Jeypore and Jodhpore. Much attention is paid to the production of salt in the North-Western Provinces and Oudh, under excise regulations by private agency. The salt mines in the Punjab are worked on Government account. The supply of salt in the Madras Presidency is still under the control of Government. In view of these facts, I am of opinion that the supervision of the salt revenue of India should properly be committed to the same Department.

12. I am more disposed to hesitate in regard to the transfer to that Department of the customs revenue of India, which would, however, seem properly to attach itself to its commercial branch. It may seem that the regulation of the trade of India, so far as the Government is concerned, has little to do with the agricultural branch of the Department. But it must be remembered that the trade of India is dependent on its exports, and that the exports must, in the present and probably long-future state of things in that country, be provided from its agricultural products. It is, therefore, quite possible that one Department of the Government might be stimulating the production of a particular article, and incurring considerable expense

thereon, while another Department, in the supposed interest of the revenue, might be supporting a fiscal policy, the direct tendency of which would be to repress the trade encouraged by Government in another Department. It may also be observed that the opium revenue, whether from the produce of Malwa or the Bengal Agencies, is merely an export duty, levied in an irregular form, on the opium shipped to China and the Straits from Calcutta and Bombay; and that the salt revenue of Bengal is almost entirely due to the duty levied on the import of the article into Calcutta, while, in the North-West, the revenue is mainly dependent on the Customs duty levied on the import of the salt across the land frontier. In consideration of all these circumstances, I am disposed to think that the Customs should be placed under the control of the Department.

13. In regard to the minor branches of the Miscellaneous Revenue (Salt, Opium, and Income Tax,) they involve few administrative considerations, and the collection of the due collection of amounts fixed by the law. Their supervision might be left either with the Finance Department, where it now lies, or be transferred to the proposed Department, as considerations of convenience might suggest.

14. The projected consolidation into one Department of the various branches referred to in the preceding paragraphs has necessarily led your Excellency to a consideration of the manner in which the several subjects are now distributed among the different branches of your Secretariat. It has thus been prominently brought to your notice that, while matters relating to the administration of the Land Revenue in Bengal and the North-Western Provinces, as well as references on the same subject from the Governments of Madras and Bombay, have been dealt with in the Home Secretariat, all questions involving similar principles which may arise in the Central Provinces, the Punjab, Oudh, or the Berar District, are referred to you through the Foreign Secretary. The Miscellaneous Revenues are administered by the Financial Department, while the superintendence of the Forests and Fisheries is committed to the Public Works Department. Thus the work which is done, as well as that which is left undone, and which, under a logical or scientific arrangement, would form the business of one homogeneous department, is scattered over four branches of the Secretariat, each of which has its own proper work to perform, and probably regards these matters as extraneous and intrusive, and deals with them accordingly in a manner more or less perfunctory.

15. I am accordingly prepared to express my concurrence with the views expressed by your Lordship in Council, so far as regards the formation of a special Department, to be charged with the duties mentioned in your despatch; but I am unable to go more than a provisional sanction to the arrangement in the shape in which it is presented to me.

16. It is obvious from the papers before me that your Lordship's original intention was to propose the establishment of "an additional Secretariat to the Government of India," and that this scheme has, with the view of conciliating the opposition of the dissentient Members of your Council, been reduced to the more moderate dimensions of recommending the appointment of a Director General of Agriculture and Commerce under the Home Secretary, whose functions are to "superintend all matters connected with the administration of the Land Revenue and Opium, with the development of all branches of the material resources of the country and with statistics of every description."

17. It appears to me to be hardly possible to place an Officer charged with these important duties in even nominal dependence on a Secretary whose general work would be of an altogether different character. It will, I consider, be necessary in the first instance to make a much more complete inquiry into the present distribution of work among the several branches of the Secretariat than has yet been attempted, with the view of ascertaining precisely the amount of relief that will be afforded by the withdrawal of the work which will be transferred to the proposed Department, the extent of the work still remaining to each Office, and how far they will be able to contribute, out of their existing establishments, towards the formation of the working staff of the new office.

18. You will, of course, endeavour to keep the cost of the remodelled Secretariat within moderate limits; and it appears to me that some reduction of work will probably be found practicable, without detriment to the Public Service, in the discontinuance of returns, reports and references, which are now in many instances needlessly required from the subordinate Governments and Administrations. It should be remembered that the chief revenue work of the Empire is conducted by the Local Governments, by whom all measures of improvement must chiefly be carried out. These Governments, from their constitution and experience of the districts which they administer are fully competent for the duties required of them, and can only be embarrassed by a too minute interference with their proceedings. It seems to me essential that the proposed office should be founded on the understanding that, at least so far as the Governments of Madras and Bombay and the Lieutenant-Governors are concerned, its duties will be most efficiently performed by confining them to a general supervision of the principles of revenue administration, and by scrupulously avoiding all interference with details and with the ordinary powers of the local authorities. Special care must be taken that the concentration of the work under one head does not lead to the creation of business.

19. The head of the proposed Department will, I presume, require one, if not two, skilled Assistants, selected for special competency; but I should hope that the general staff

of the office might be altogether provided from the clerks who might be transferred from other branches of the Secretariat, which will then find themselves relieved from an appreciable portion of their present work. You will furnish me with a full statement of the proposed establishment of the new office, showing its cost, together with the savings which may be effected in other Departments, and also carefully prepared information as to the duties which will remain to be performed by those Departments; but I desire that no action may be taken on the matter until my formal sanction shall have been received.

The proposed Department, if established, should be designated the "Department of Revenue, Agriculture, and Commerce."

20. It appears to me that, in devising and commencing measures of agricultural improvement, much advantage might be gained by gradually extending the scope of the duties of the operations of the Cotton Commissioner in the Central Provinces and that officer show that he has not limited his care to the particular which he was appointed, and which he has discharged with acknowledged success, and he has also bestowed much attention on Indian agriculture generally.

22. In inaugurating the Department, to which will be committed the charge of the general supervision of all the great branches of revenue, it appears to me that great care must be taken in clearly defining its relations, with the Finance Department, which depends on those sources for its means of action.

23. With regard to the Land Revenue, on which the Finance Minister cannot operate for Budget purposes, its administration may be left without other control than that of the Supreme Government. In respect, however, to the miscellaneous branches, particularly Salt, Opium, and Customs, it would appear necessary that some means should be devised to obviate any antagonism which might possibly arise between the views of the Financial Minister, proposing to legislate in the interest of the revenue, and the views of a Department specially posing to legislate in the interest of commerce and agriculture. From the remark in paragraph 17 of your despatch that, "if such a Department had existed, it could never have tolerated the continuance of duties such as those which are still levied on sugar exported from the North-West Provinces across the inland customs line," it is clearly your Excellency's intention that such a Department should possess a potential voice in matters of commercial legislation. Such a course might cause embarrassment to the Minister charged with the control of the finances, and it seems to me important that means should be taken to guard against it.

24. The distribution of business among the Members of Council rests of course with the Governor General for the time being. It would seem to be scarcely possible to place in the hands of the Financial Member, possessing, it may be, no Indian experience, the supervision also of the Department of Revenue, Agriculture and Commerce; but it is open to remark that such an arrangement, if found practicable, would effectually remove all danger of antagonism.

25. Under existing rules, all propositions for expenditure, in whatever Department they may arise, are subjected to the scrutiny of the Financial Department before they are submitted for sanction. In the same manner, it appears to me, while the ordinary administration of the miscellaneous branches of revenue might be left to the supervision of the proposed Department, it might be laid down, as a rule, that all suggestions for changes directly affecting their financial results, such as alterations in the rates of Customs duties, in the duties on Salt, in the rates of Malwa Opium Pass Duty, in the prices to be paid for Bengal Opium, should, in the first instance, be submitted to the Financial Department, and be brought before the Council by the Member having charge of that Department. Such a course of proceeding would, as it seems to me, reduce to the lowest point, even if it did not altogether remove, all risk of inconvenient antagonism.

26. Having said thus much, I shall only add that I attach much interest to the consolidation into one Department of all matters affecting Revenue, Agriculture, and Commerce, on the basis, though not in the precise form, which is suggested by your Excellency in Council, and that I shall anxiously await your reply.

No. 23, dated Fort William, the 22nd February 1871.

From—The Government of India.

To—Her Majesty's Secretary of State for India.

We have the honor to acknowledge the receipt of your Grace's despatch No. 61 of 1870, dated the 22nd of September, on the subject of the formation of a separate Department for the supervision and control of measures connected with the improvement and development of the Agriculture, Commerce and

Industrial Arts of India. We hope to be able to give full effect, at the earliest possible moment, to the views expressed on this important subject by Her Majesty's Government.

2. In conformity with your Grace's opinion that the new Department should have a separate and independent position, instead of, as originally proposed, being placed under a Director General in subordination to the Secretary in the Home Department, we have come to the conclusion that it should be placed under a Secretary in the Department of Revenue, Agriculture and Commerce, whose position should be precisely analogous to that of our other Civil Secretaries. If financial considerations had permitted it, we should have been glad to place the new Secretary in the matter of emoluments on the same footing as the other Civil Secretaries. As it is, we find ~~unable to recommend a higher salary for the proposed office than~~ originally mentioned, viz., Rs. 3,500 per mensem. In order, however, to obviate, to a certain extent, the apparent anomaly of remunerating officers holding positions of a similar character at unequal rates, we propose to rule that this lower salary shall hereafter be assigned to the most recently appointed of the two Officers holding respectively the posts of Secretary in the Home Department and in the new Department of Revenue, Agriculture and Commerce. The senior would receive the higher pay of Rs. 4,166 per mensem, like the other Civil Secretaries.

3. To meet the salary of the new Secretary, it is estimated that savings, amounting to Rs. 2,192, may be made available, as detailed in Annexure A, so that an increase of expenditure, amounting only to Rs. 1,308 per mensem, will be entailed by its creation. It is difficult, however, until the various transfers of business from one Office to another are actually made, to say confidently that the whole of the estimated saving of Rs. 417 on Office Establishments can be carried out, and it would be better to leave ~~unassigned~~ for the present the exact saving under this head. We propose that we be authorized to incur an additional charge, which shall, under no circumstances, exceed Rs. 20,000 per annum. Every effort will be made to reduce the charge to the lowest possible amount. We have under our consideration further reductions in the establishments attached to the Government of India, which may possibly enable us to provide the whole of the salary proposed to be assigned to the new Secretary without any increase of expenditure; but we are not now in a position to take credit for them. It is true that such savings would in no degree arise from the creation of the new Department, and the same remark may be made as to some of the other savings which we have actually proposed; but in making an administrative change such as the present, it is not improper to consider that economies obtained by other changes, simultaneously made, are fairly available for meeting increased charge required for the proposed improvement.

4. A Department, such as we contemplate, will require some little time for consolidation before it can be raised to that position of usefulness which we hope in time to see it occupy. Subordinate Departments of the Administration now scattered amongst the other Secretariats must be gathered together, guided into harmonious action, and moulded into a homogeneous whole. We do not at first propose to appoint, as suggested by your Grace, any new specially-skilled Assistants to the new Department; but the Commissioners of Cotton and of Inland Customs, the Director General of Forests, and other heads of subordinate branches, who will all be placed under the Department of Revenue, Agriculture and Commerce, will, with their establishments, be utilized to the utmost, not merely within the limits of their present special charges, but (so far as due regard for the interests of those charges may permit) in all kindred matters, the management of which will devolve on the new Department. These officers will, in fact, perform, in a great measure, the duties of those skilled Assistants to whom your Grace has referred. Your Grace has observed that the scope of the duties and the sphere of the operations of the Cotton Commissioner may with much advantage be gradually

extended. We fully concur in this opinion, and we hope that it may be found possible to extend, in a similar manner, the scope of the duties of some of the other officers who will be placed under the new Department.

5. The whole of the required subordinate establishment will be obtained by transfers from the several Secretariats in proportion to the relief afforded to them, according to the details exhibited in Annexure C. This will entail no additional charge, but, on the contrary, a saving is shown of Rs. 417 per mensem. The expectation expressed in paragraph 19 of your Grace's despatch will thus be completely fulfilled. It is proposed to assign to the new Department a comparatively limited scale of clerks to start with. The business now actually to be transferred from the other Departments doubtless represents imperfectly the work that the new Department will ultimately be expected to perform; but the growth and development of business will be gradual, and, therefore, we have not deemed it advisable to allot to it now any larger establishment than we consider requisite to dispose of that business which it will have to deal with immediately on its constitution.

6. We entirely share your Grace's desire that the proposed arrangements shall not lead to the creation of work leading to no adequate results. We are prepared, as time goes on, to find the work of the Department increase, as the natural result of special attention being devoted to many branches of administration now unavoidably more or less neglected, or but imperfectly dealt with. But we have no intention of permitting that useless multiplication of work, which may result from attempting to interfere unnecessarily with details.

7. Your Grace justly remarks that it is not by interference with the proper powers of the Local Governments that any real success in the administration of the new Department is to be hoped for. As a rule, it is the Local Authorities who must originate reforms and improvements, and they also must generally decide how those reforms and improvements may best be attained; and, though we should unquestionably expect from them the fullest information on all matters of interest and importance falling within the province of the new Department, it would be with no view to any increased interference with, or even criticism of, their action, but only to enable us to make the valuable experience locally gained, and now too generally unutilized beyond those local limits, subservient to the interests and welfare of the whole empire.

8. Referring to paragraph 17 of your Grace's despatch, we have caused to be prepared a series of Statements which will be found in Annexure B, exhibiting the nature of the work, and the cost of each Secretariat, both as they stand at present, and as they will remain after the creation of the new Department, as well as the nature of the work and the cost of the new Department itself. Owing, however, to the great diversity in the nature of the work performed in the different Offices, no figured statements can convey even an approximate idea of the comparative amount of work which is now, disposed of, or which will, on the establishment of the new Office, have to be performed by each; and, although the numbers of letters received and issued, and of Proceedings A and B recorded for each have been ascertained, these numbers, it must be distinctly understood, afford no criterion of the extent of the work of the several Offices.

9. The suggestion contained in the early part of paragraph 18 of your Grace's despatch has not been lost sight of, and this opportunity has been taken by each Department of reviewing the returns and reports now required from the subordinate Governments and Administrations.

10. With reference to paragraphs 22 to 25 of your Grace's despatch, it seems sufficient to say that we concur generally with your Grace's views. The distribution of business among the Members of the Council of the Governor General rests, as your Grace has observed, with the Governor General for the

time being, and in regard to this subject we confidently anticipate that His Excellency will have no difficulty in making, from time to time, arrangements which will be found to work satisfactorily.

11. With the above remarks, we submit the proposed scheme for your Grace's consideration, and trust that it will receive approval and sanction. We look upon the inauguration of the new Department at the earliest possible date as a matter of much importance. If, therefore, there should be any points in which our present scheme may appear to your Grace to be incomplete or insufficiently explained, we hope that we may at least be authorized to constitute at once the new Secretariat, on the understanding that the total charge shall not exceed the sum that we have mentioned, leaving further details to be settled afterwards.

ANNEXURE A.

(1.) THE savings available to meet the salary of the new Secretary are—

1st.—Rupees 800 per mensem, savings in salaries of Under Secretaries.

At present there are four Under Secretaries drawing Rupees 1,500 per mensem; two in the Home Department and one in the Foreign and Financial Departments. It is not considered that, on their first appointment, these Officers, who are mostly selected from grades in which the salary varies from Rupees 700 to Rupees 1,000, need draw the full allowances now enjoyed. It is proposed that they should commence on Rupees 1,100, rising by annual increments of Rupees 100 to the maximum of Rupees 1,500. The average salary will, therefore, be Rupees 1,300, giving on the four Under Secretaries a saving of Rupees 800.

2nd.—Rupees 625 per mensem, savings in the salary of the second Under Secretary in the Foreign Department.

There is at present a second or Junior Under Secretary in the Foreign Department, drawing a salary of Rupees 1,250 per mensem. The Government proposes that instead of this Under Secretary young Officers of the Civil Service or Staff Corps shall be temporarily attached to the Foreign Office instead of being posted elsewhere. The knowledge thus acquired by these Officers would often make them specially fit for appointments of a political nature. Were it proposed thus to train Civil Officers alone, the whole of the present Junior Secretary's pay might be accepted as a saving; but as there may usually be one Civil and one Military Officer under training, only one-half or Rupees 625 have been taken into account.

3rd.—Rupees 350 per mensem, savings in salary of the Deputy Commissioner of Customs.

Under existing arrangements the Deputy Commissioner of Inland Customs draws a salary of Rupees 1,200 per mensem as a minimum, rising to Rupees 1,700 as a maximum. The exceptional merits of the late lamented Deputy Commissioner, Mr. F. W. Vere, partly influenced the rate at which the salary of the office was fixed, but the principal reason for considering that it will be unnecessary to attach in future so high a salary to this appointment is that, under the proposed arrangements, a good deal of work that has of late years devolved on the Commissioner of Inland Customs will properly now fall within the province of the new Secretary, and the former Officer's work being considerably lightened, a less highly paid Deputy will be requisite. A salary of from Rupees 1,000 to Rupees 1,200, average Rupees 1,100, is proposed, giving, as compared with the present average of Rupees 1,450, a saving of Rupees 350.

4th.—Rupees 417 per mensem, saving in establishment, for detail of which vide Annexure C.

(2.) The total amount of these savings is Rupees 2,192 per mensem, but, for the reasons given in paragraph 4 of the despatch, the full amount of the estimated saving in establishment may not be obtained. The other proposed savings will, of course, only become available as vacancies occur.

ANNEXURE B.

LIST OF PAPERS.

NUMBER.	SUBJECT.	DEPARTMENT.
1	Statements (Nos. 1 & 2) showing the work and cost for the year ending 30th September 1870.	Foreign Dept.
2	Ditto ditto ditto	Home Dept.
3	Ditto ditto ditto	Military Dept.
4	Ditto ditto ditto	Financial Dept.
5	Ditto ditto ditto	P. W. Dept.
6	Abstract Statement (A) showing the work transferred to the new Department, and transferred to the Home Department.	

No. I.

Abstract Statement of work in the Foreign Department for the year ending 30th September 1870.

	Names of Sub-headings.	Receipts.	Issues.	Total.	Proceed- ings. A.	Proceed- ings. B.	Total.
1	2	3	4	5	6	7	8
From 1st October 1869 to 30th September 1870.	Judicial ...	123	156	279	152	90	242
	Revenue ...	278	286	564	417	174	591
Foreign Department	Revenue, Irrigation...	18	23	41	31	12	43
A.	Finance...	332	354	686	111	512	623
	Military ...	165	201	366	65	239	304
	Political ...	2,018	2,444	4,462	3,994	488	4,482
	General ...	1,560	1,884	3,444	889	2,091	2,980
	Secret ...	436	308	744	...	...	...
	Deposit ...	1,015	1,024	2,039	...	...	...
	Total ...	5,945	6,680	12,625	5,659	3,606	9,265
To be transferred to Agricul- tural Department ...	Judicial...	37	3	6	2	2	4
B.	Revenue ...	144	148	292	212	89	301
	Revenue, Irrigation...	8	8	16	8	4	12
	Finance...	20	18	38	2	27	29
	Military ...	...	...	...	...	...	...
	Political ...	...	...	...	...	...	...
	General ...	74	75	152	80	46	108
	Secret ...	...	...	...	...	...	...
	Deposit ...	68	76	144	...	...	...
	Total ...	320	308	628	284	168	452
To be transferred to Home Department.	Judicial...	12	10	22	3	10	13
	Revenue ...	16	12	28	13	10	23
	Revenue, Irrigation...	...	...	...	...	...	...
C.	Finance...	45	42	87	14	59	73
	Military ...	1	3	4	...	3	3
	Political ...	...	...	...	...	...	...
	General ...	352	461	813	146	503	649
	Secret ...	...	...	...	...	...	...
	Deposit ...	112	116	228	...	...	...
	Total ...	538	647	1,185	175	585	760
To be retained in the Foreign Department.	Judicial...	108	140	248	148	77	225
	Revenue ...	118	126	244	192	85	277
	Revenue, Irrigation...	10	15	25	23	8	31
	Finance...	267	294	561	95	426	521
	Military ...	164	198	362	65	241	306
	Political ...	2,018	2,444	4,462	3,994	488	4,482
	General ...	1,131	1,348	2,479	682	1,668	2,350
	Secret ...	436	308	744	...	...	...
	Deposit ...	835	832	1,667	...	...	...
	Total ...	5,087	5,705	10,792	5,199	2,993	8,192
D.							

N. B.—Column No. 2, space A, includes every sub-heading of work in the Department concerned, and not only those sub-headings from which transfers of work will be made. Column 2, space B, includes such sub-headings only as will be transferred, partially or wholly, to the Agricultural Department. Column 2, space C, gives similar details of transfers to Home Department. Column 2, space D, shows the whole of the work that will be retained in the Foreign Department.

N. B.—As the comparison of work and establishment is not made in all Departments on an uniform principle, these statements do not warrant conclusions being drawn with certainty as to the relative cost and work of different Departments.

No. II.

Statement showing the entire monthly and annual cost of the Secretariat Establishment in the Foreign Department of the Government of India.

	Number	Pay per mensem.	Pay per annum.
		Rs. As. P.	Rs. As. P.
GAZETTED APPOINTMENTS.			
Secretary ...	1	4,166 10 8	50,000 0 0
Deputy Secretaries ...	...	...	...
Under Secretaries ...	1	1,500 0 0	18,000 0 0
Junior Under Secretaries ...	1	1,250 0 0	15,000 0 0
Total ...	3	6,916 10 8	83,000 0 0
NON-GAZETTED APPOINTMENTS.			
Registrar ...	1	850 0 0	10,200 0 0
1st Class Clerk on Rs. 450 to 550 per mensem ...	1	500 0 0	6,000 0 0
2nd „ Clerks on „ 360 to 450 „ ...	2	810 0 0	9,720 0 0
3rd „ „ on „ 280 to 360 „ ...	2	640 0 0	7,680 0 0
4th „ „ on „ 210 to 280 „ ...	3	735 0 0	8,820 0 0
5th „ „ on „ 150 to 210 „ ...	7	512 0 0	6,144 0 0
6th „ „ on „ 100 to 150 „ ...	4	500 0 0	6,000 0 0
7th „ „ on „ 60 to 100 „ ...	3	240 0 0	2,880 0 0
Probationer on Rs. 50 to 80 per mensem ...	1	65 0 0	780 0 0
Copyists at 1,440 words per rupee ...	9	1,121 4 4	13,455 4 0
Total ...	33	6,721 4 4	80,655 4 0
MENIAL ESTABLISHMENT.			
Sircars ...	1	10 0 0	120 0 0
Duffries ...	10	100 0 0	1,200 0 0
Ferashes ...	2	14 0 0	168 0 0
Jemadars ...	3	40 0 0	480 0 0
Chupprassees ...	18	117 0 0	1,404 0 0
Durwans ...	3	18 0 0	216 0 0
Bhistees ...	1	5 3 7	62 11 0
Sweepers ...	4	21 0 0	252 0 0
Record-room Coolies ...	2	10 5 9	124 5 0
Total ...	44	335 9 4	4,027 0 0
Grand Total ...	80	13,972 13 8	1,67,682 4 0

No. I.

Abstract Statement of work in the Home Department for the year ending 30th September 1870.

1	Names of sub-headings.	Receipts.	Issues.	TOTAL.	No. of Cases.		TOTAL.
					Proceed-ings. A.	Proceed-ings. B.	
2	3	4	5	6	7	8	
From 1st October 1869 to 30th September 1870 Department.	Public ...	5,638	6,492	12,130	1,007	3,408	4,415
	Sanitary ...	367	502	869	108	156	264
	Judicial ...	1,897	2,315	4,212	451	978	1,429
	Police ...	867	911	1,778	168	476	644
	Revenue ...	1,014	780	1,794	114	603	717
	Geographical ...	483	543	1,026	84	265	349
	Salt ...	164	95	259	61	14	75
	Education ...	702	768	1,470	229	271	500
	Ecclesiastical ...	542	602	1,144	99	303	402
	TOTAL ...	11,674	13,008	24,682	2,321	6,474	8,795
A.	Public ...	1,039	1,250	2,289	201	601	802
	Revenue ...	1,014	780	1,794	114	603	717
	Geographical ...	483	543	1,026	84	265	349
	Salt ...	164	95	259	61	14	75
	TOTAL ...	2,700	2,668	5,368	460	1,483	1,943
B.	Public ...	1,039	1,250	2,289	201	601	802
	Revenue ...	1,014	780	1,794	114	603	717
	Geographical ...	483	543	1,026	84	265	349
	Salt ...	164	95	259	61	14	75
	TOTAL ...	2,700	2,668	5,368	460	1,483	1,943
C.	Judicial ...	...	...	...	...	...	...
	Revenue ...	...	...	...	...	...	...
	Revenue, Irrigation ...	...	...	...	...	...	...
	Finance ...	...	...	...	...	...	...
	Military ...	...	...	...	...	...	...
	Political ...	...	...	...	...	...	...
	General ...	...	...	...	...	...	...
	Secret ...	...	...	...	...	...	...
D.	Deposit ...	...	...	...	...	...	...
	Post Office ...	...	...	...	...	...	...
From Financial Department ...	Public ...	4,599	5,242	9,841	806	2,807	3,613
	Sanitary ...	367	502	869	108	156	264
	Judicial ...	1,897	2,315	4,212	451	978	1,429
	Police ...	867	911	1,778	168	476	644
	Education ...	702	768	1,470	229	271	500
	Ecclesiastical ...	542	602	1,144	99	303	402
To be retained in the Home Department.	TOTAL ...	8,974	10,340	19,314	1,861	4,991	6,852

N. B.—Column No. 2, space A, includes every sub-heading of work in the Department concerned, and not only those sub-headings from which transfers of work will be made. Column 2, space B, includes such sub-headings only as will be transferred, partially or wholly, to the Agricultural Department. Column 2, space C, gives similar details about transfers to Home Department. Column 2, space D, shows the whole of the work that will be retained in the Department.

No. II.

Statement showing the entire monthly and annual cost of the Secretariat Establishment in the Home Department of the Government of India.

				Number.	Pay per mensem.	Pay per annum.
					Rs. As. P.	Rs. As. P.
GAZETTED APPOINTMENTS.						
Secretaries	...	...	...	1	4,166 10 8	50,000 0 0
Deputy Secretaries.				2	3,000 0 0	36,000 0 0
Under Secretaries	...	...	...			
Assistant Secretaries.						

* One Duffry for Council Chamber.
+ Temporary for Library of the Government of India.

No. I.

Abstract Statement of work in the Military Department for the year ending 30th September 1870.

	Names of Sub-headings.	Receipts.	Issues.	Total.	Pro-ceedings A.	Pro-ceedings B.	Total.
1	2	3	4	5	6	7	8
From 1st October 1869.							
To 30th September 1870.							
Department.							
A.	Military ...	16,128	20,318	36,746	8,578*	15,406*	23,984
	Marine ...	1,146	1,593	2,739	757	969	1,726
	Estate ...	1,722	1,285	3,007	...	...	...
	Total ...	19,296	23,196	42,492	9,335	16,375	25,710
To be transferred to Agricultural Department.							
B.	Military (stud and remount business)	116	97	213	36	87	123
	Total ...	116	97	213	36	87	123
To be transferred to Home Department.							
C.				None.			
	Total.						
To be retained in the Military Department.							
D.	Military ...	16,312	20,221	36,533	8,542	15,319	23,861
	Marine ...	1,146	1,593	2,739	757	969	1,726
	Estate ...	1,722	1,285	3,007	...	...	...
	Total ...	19,180	23,099	42,279	9,299	16,288	25,587

N. B.—Column No. 2, space A, includes every sub-heading of work in the Department concerned, and not only those sub-headings from which transfers of work will be made. Column 2, space B, includes such sub-headings only as will be transferred, partially or wholly, to the Agricultural Department. Column 2, space C, gives similar details about transfers to Home Department. Column 2, space D, shows the whole of the work that will be retained in the Department.

* With reference to the columns (Proceedings A and B, 6 and 7), there are several papers among the receipts and issues which are neither in Proceedings A nor B.

No. II.

Statement showing the entire monthly and annual cost of the Secretariat Establishment in the Military Department of the Government of India.

	Number.	Pay per mensem.	Pay per annum.
GAZETTED APPOINTMENTS.			
		Rs. A. P.	Rs. A. P.
Secretaries ...	1	3,500 0 0	42,000 0 0
Deputy Secretaries ...	1	1,952 14 0	23,434 8 0*
Under Secretaries ...			
Assistant Secretaries ...	3	3,630 13 6	43,570 2 0*
Total ...	5	9,083 11 6	1,09,004 10 0
NON-GAZETTED APPOINTMENTS.			
Registrar or Assistant Secretary ...	1	700 0 0	8,400 0 0
1st Class Clerk on Rs. 400 to 500 ...	1	425 0 0	5,100 0 0
1st Class Clerks on Rs. 300 to 400 ...	6	2,175 0 0	26,100 0 0
2nd Class Clerks on Rs. 200 to 280 ...	10	2,540 0 0	30,480 0 0
3rd Class Clerks on Rs. 120 to 180 ...	13	2,115 0 0	25,380 0 0
4th Class Clerks on Rs. 70 to 110 ...	29	2,910 0 0	34,920 0 0
Probationers for the 4th Class of the old Establishment...	3	200 0 0	2,400 0 0
Copyists...	13	462 15 0	5,555 4 0
Temporary or Extra Establishment.			
&c., &c., &c.			
Native Assistants in the Record Department ...	2	55 0 0	660 0 0
Draftsman ...	1	30 0 0	360 0 0
Moonshee ...	1	20 0 0	240 0 0
Total ...	80	11,632 15 0	1,39,595 4 0
MENIAL ESTABLISHMENT.			
Sircar ...	1	12 0 0	144 0 0
Dutries ...	14	110 0 0	1,320 0 0
Book-Binder ...	4	36 0 0	432 0 0
Ferashes ...	2	11 0 0	132 0 0
Jemadars ...	2	22 0 0	264 0 0
Chuprassees ...	22	141 0 0	1,692 0 0
Durwans ...	2	12 0 0	144 0 0
Bhistees ...	2	12 0 0	144 0 0
Sweepers ...	4	21 0 0	252 0 0
&c., &c., &c.			
Record-room Coolies ...	9	76 0 0	912 0 0
Total ...	62	453 0 0	5,436 0 0
Grand Total ...	...	21,169 10 6	2,54,035 14 0

* Includes staff corps pay of rank, staff pay, and Presidency house-rent.

No. I.

Abstract Statement of work in the Financial Department for the year ending 30th September 1870.

	Names of Sub-headings.	Re- ceipts.	Issues.	Total.	Pro- ceed- ings. A.	Pro- ceed- ings. B.	Total.
1	2	3	4	5	6	7	8
A.	From 1st October 1869 to 30th September 1870.						
	Department.						
	1. Separate Revenue.						
	Abkaree ...				4	6	10
	Assessed Taxes ...				61	109	170
	Customs ...				23	67	90
	Opium ...				16	49	65
	Post Office ...				27	91	118
	Salt ...				8	33	41
	Stamps ...	Separate statistics not available.			36	67	106
B.	Miscellaneous ...				1	9	10
	2. Accounts ...				315	1,598	1,913
	3. Expenditure ...				390	1,753	2,143
	4. Leave and Allowance ...				220	492	721
	5. Mint and Currency ...				19	97	116
	6. Pension ...				172	602	774
	Total ...	10,433	15,962	26,395	1,304	4,973	6,277
	To be transferred to Agricultural Department.						
	Abkaree ...				4	6	10
	Customs ...				23	67	90
C.	Opium ...				16	49	65
	Salt ...				8	33	41
	Stamps ...				39	67	106
	Miscellaneous ...				1	9	10
	Total ...				91	231	322
	To be transferred to Home Department.						
	Post Office ...				27	91	118
	Total ...				27	91	118
	To be retained in the Financial Department.						
	Assessed Taxes ...				61	109	170
D.	Accounts ...				315	1,598	1,913
	Expenditure ...				390	1,753	2,143
	Leave and Allowance ...				220	492	721
	Mint and Currency ...				19	97	116
	Pension ...				172	602	774
	Total ...				1,186	4,651	5,837

B.—Column No. 2, space A, includes every sub-heading of work in the Department concerned, and not only the sub-headings from which transfers of work will be made. Column 2, space B, includes such sub-headings only as are transferred, partially or wholly, to the Agricultural Department. Column 2, space C, gives similar details as to transfers to Home Department. Column 2, space D, shows the whole of the work that will be retained in the Department.

No. II.

Statement showing the entire monthly and annual cost of the Secretariat Establishment in the Financial Department of the Government of India.

	Number.	Pay per mensem.	Pay per annum.
GAZETTED APPOINTMENTS.			
Minimum. Maximum.		Rs. As. P.	Rs. As. P.
4,166 4,166 Secretaries ...	1	4,166 10 8	50,000 0 0
Deputy Secretaries ...	NIL.	NIL.	NIL.
1,500 1,500 Under Secretaries ...	1	1,500 0 0	18,000 0 0
1,500 2,000 Assistant Secretaries ...	1	1,600 0 0	19,200 0 0
600 800 Assistant to the Secretary ...	1	700 0 0	8,400 0 0
Total ...	4	7,966 10 8	95,600 0 0
NON-GAZETTED APPOINTMENTS.			
700 700 Registrar or ...	1	700 0 0	8,400 0 0
1,200 1,800 1st Class Clerks on 400 to 600	3	1,350 0 0	16,200 0 0
600 800 2nd Class Clerks on 300 to 400	2	725 0 0	8,700 0 0
1,200 1,800 3rd Class Clerks on 200 to 300	6	1,600 0 0	19,200 0 0
900 1,200 4th Class Clerks on 150 to 200	6	1,070 0 0	12,840 0 0
300 450 5th Class Clerks on 100 to 150	3	330 0 0	3,960 0 0
675 900 6th Class Clerks on 75 to 100	9	785 0 0	9,420 0 0
350 525 7th Class Clerks on 50 to 75	7	465 0 0	4,860 0 0
2 at 150 each 300 300			
1st Class, 2 at 75 to 100 150 200	9*	752 0 0	9,024 0 0
2nd Class, 2 at 50 to 100 100 200			
3rd Class, 3 at 35 to 50 105 150			
9*			
Temporary or Extra Estab- lishment. &c., &c., &c.			
16 20 Keeper ...	1	20 0 0	240 0 0
15 15 General Assistant ...	1	15 0 0	180 0 0
Total ...	43	8,082 0 0	96,984 0 0
MENIAL ESTABLISHMENT.			
Duffries ...	13	107 0 0	1,284 0 0
Ferashes ...	8	44 0 0	528 0 0
Jemadars ...	1	12 0 0	144 0 0
Chuprassees ...	15	99 0 0	1,188 0 0
Durwans ...	1	10 0 0	120 0 0
Bhistees ...	1	4 0 0	48 0 0
Sweepers ...	1	5 0 0	60 0 0
&c., &c., &c.			
Total ...	40	281 0 0	3,372 0 0
Grand Total ...	92	16,329 10 8	1,95,956 0 0

NOTE.—The Trade and Navigation Branch of this Office has been excluded from the above, vide separate Statement.

One extra Duffry on Rupees 10 per mensem in the Pension Branch and an extra peon on Rupees 7 per mensem waiting on the Under Secretary have also been excluded. The services of the former will be dispensed with in about two months, and of the latter in April next, or when the Office will be ordered up to Simla.

One temporary copyist has also been entertained for Pension Code on a salary of Rupees 50 per mensem, and his services will be retained only for two weeks for the present.

At the present moment this charge of Rupees 330 for temporary establishment consists of Rs. 30 for one copyist and Rs. 300 for seven clerks for special Statistical Returns. The series of financial statistics was begun in 1868-69, and in each succeeding annual issue, tables of additional subjects have been added to the series. The first year's compilation of the tables is made from the accounts of past years, often a large number of years, and special establishments are required for these. The succeeding compilations viz., of each current year's statistics are prepared by the ordinary establishment. As the series of statistics is not yet complete, the charge for temporary establishments in the cold season will recur for one or two years more. At Simla there is a charge for section-writing consequent on the division of the small complement of copyists between the Simla and Calcutta Offices.

Trade and Navigation Branch.

			Number	Present pay per annum.	Pay per annum.
Minimum	Maximum	Appointments			
300	400	2nd Class Clerk	1	150	1,200
150	200	3rd Class Clerk	1	100	800
100	150	4th Class Clerk	1	50	400
50	100	5th Class Clerk, on 15 to 300	4	250	2,000
50	75	7th Class Clerk	1	50	400
Total			8		12,400

No. I.

Abstract Statement of work in the Public Works Department for the year ending 30th September 1870.

1870.							
	Names of Sub-headings.	Receipts.	Issues.	Total.	Proceed-ings. A.	Proceed-ings. B.	Total.
1	2	3	4	5	6	7	8
From 1st October 1869 to 30th September 1870.							
A.	Department.						
	Buildings and Roads ...	3,057	2,434	5,491	2,365	1,331	3,696
	Irrigation ...	844	652	1,496	760	311	1,071
	Railway ...	2,963	2,220	5,183	3,088	1,941	5,029
	Establishments ...	4,140	3,155	7,295	744	3,752	4,496
	Accounts ...	2,493	1,863	4,356	896	1,250	2,146
	Forests ...	1,021	774	1,795	839	614	1,453
	Total ...	14,518	11,098	25,616	8,692	9,199	17,891
To be transferred to Agricultural Department.							
	Total ...	1,021	774	1,795	839	614	1,453
To be transferred to Home Department.							
C.	Total ...			None.			
To be retained in the Public Works Department.							
D.	Buildings and Roads ...	3,057	2,434	5,491	2,365	1,321	3,696
	Irrigation ...	844	652	1,496	760	311	1,071
	Railway ...	2,963	2,220	5,183	3,088	1,941	5,029
	Establishments ...	4,140	3,155	7,295	744	3,752	4,496
	Accounts ...	2,493	1,863	4,356	896	1,250	2,146
	Total ...	13,497	10,324	23,821	7,853	8,583	16,436

N. B.—Column No. 2, space A, includes every sub-heading of work in the Department concerned, and not only those sub-headings from which transfers of work will be made. Column 2, space B, includes such sub-headings only as will be transferred, partially or wholly, to the Agricultural Department. Column 2, space C, gives similar details about transfers to Home Department. Column 2, space D, shows the whole of the work that will be retained in the Department.

No. II.

Statement showing the entire monthly and annual cost of the Secretariat Establishment in the Public Works Department of the Government of India.

	NUMBER.	PAY PER MENSEM.	PAY PER ANNUM.
		Rs. As. P.	Rs. As. P.
<i>Gazetted Appointments.</i>			
Secretaries ...	1	*3,460 15 0	41,531 4 0
Deputy Secretaries ...	3	*7,000 0 0	84,000 0 0
Under Secretaries ...	2	2,550 0 0	30,600 0 0
Assistant Secretaries ...	4	*3,350 0 0	40,200 0 0
Total ...	10	16,360 15 0	1,96,331 4 0
<i>Non-Gazetted Appointments.</i>			
Registrar or Chief Clerk on Rs. 525 mean pay ...	1	525 0 0	6,300 0 0
1st Class Clerks on Rs. 362-8 ...	5	1,812 8 0	21,750 0 0
2nd Class Clerks on „ 255 ...	7	1,785 0 0	21,420 0 0
3rd Class Clerks on „ 160 ...	15	2,400 0 0	28,800 0 0
4th Class Clerks on „ 80 ...	5	400 0 0	4,800 0 0
Class Clerks on ...			
Class Clerks on ...			
Copyists ...	2	100 0 0	1,200 0 0
Temporary ...			
&c., &c., &c.			
Total ...	50	8,012 8 0	96,150 0 0
<i>Menial Establishment.</i>			
Sircar ...	1	25 0 0	300 0 0
Duffries ...	10	118 0 0	1,416 0 0
Ferashes ...	4	20 0 0	240 0 0
Jemadars ...	2	25 0 0	300 0 0
Chuprassees ... { at Rs. 7 ...	10	70 0 0	840 0 0
„ 6 ...	12	72 0 0	864 0 0
Durwans ...	1	7 0 0	84 0 0
Bhistees ...	1	5 0 0	60 0 0
Sweepers ...	2	9 0 0	108 0 0
&c., &c., &c.			
Total ...	43	351 0 0	4,212 0 0
Grand Total ...	103	24,724 7 0	2,96,693 4 0

* Exclusive of net military pay.

No. II.

Statement showing the entire monthly and annual cost of the Secretariat Establishment including Forest Branch of Public Works Department of the Government of India.

	NUMBER.	PAY PER MENSEM.	PAY PER ANNUM.
		Rs. As. P.	Rs. As. P.
<i>Gazetted Appointments.</i>			
Secretaries ...	1	*3,460 15 0	41,531 4 0
Deputy Secretaries ...	3	*7,000 0 0	84,000 0 0
Under Secretaries ...	2	2,550 0 0	30,600 0 0
Inspector General of Forests ...	1	*1,500 0 0	18,000 0 0
Assistant Secretaries ...	4	3,350 0 0	40,200 0 0
Total ...	11	17,860 15 0	2,14,331 4 0
<i>Non-Gazetted Appointments.</i>			
Registrar or Assistant Secretary ...	1	525 0 0	6,300 0 0
1st Class Clerks on Rs. 362-8, mean pay ...	6	2,175 0 0	26,100 0 0
2nd Class Clerks on „ 255 ...	8	2,040 0 0	24,480 0 0
3rd Class Clerks on „ 160 ...	16	2,560 0 0	30,720 0 0
4th Class Clerks on „ 80 ...	6	480 0 0	5,760 0 0
Class Clerks on ...			
Class Clerks on ...	2	180 0 0	2,160 0 0
Copyists ...	16	960 0 0	11,520 0 0
Temporary or Extra Establishment.			
&c., &c., &c.			
Total ...	55	8,980 0 0	1,07,160 0 0
<i>Menial Establishment.</i>			
Sircar ...	1	25 0 0	300 0 0
Duffries ...	11	126 0 0	1,512 0 0
Ferashes ...	4	20 0 0	240 0 0
Jemadars ...	2	25 0 0	300 0 0
Chuprassees ... { at Rs. 7, mean pay ...	11	77 0 0	924 0 0
„ 6 do. ...	13	78 0 0	936 0 0
Durwans ...	1	7 0 0	84 0 0
Bhistees ...	1	5 0 0	60 0 0
Sweepers ...	2	9 0 0	108 0 0
&c., &c., &c.			
Temporary Establishment.			
Ferash ...	1	5 0 0	60 0 0
Total ...	47	377 0 0	4,524 0 0
Grand Total ...	118	27,167 15 0	3,26,015 4 0

* Exclusive of net military pay.

No. II.

Statement showing the entire monthly and annual cost of the Forest Branch of the Secretariat Establishment in the Public Works Department of the Government of India.

	NUMBER.	PAY PER MENSEM.	PAY PER ANNUM.
		Rs. As. P.	Rs. As. P.
GAZETTED APPOINTMENTS.			
Inspector General of Forests ...	1	1,500 0 0	18,000 0 0
Deputy Secretaries.			
Under Secretaries.			
Assistant secretaries.			
Total ...	1	1,500 0 0	18,000 0 0
NONGAZETTED APPOINTMENTS.			
Registrar or Assistant Secretary.			
1st Class Clerk on Rs. 362-8, mean pay ...	1	362 8 0	4,350 0 0
2nd Class Clerk on Rs. 255 do. ...	1	255 0 0	3,060 0 0
3rd Class Clerk on Rs. 160 do. ...	1	160 0 0	1,920 0 0
4th Class Clerk on Rs. 80 do. ...	1	80 0 0	960 0 0
Class Clerks on ...			
Class Clerks on ...			
Copyist on Rs. 60 do. ...	1	60 0 0	720 0 0
Temporary or Extra Establishment.			
&c., &c., &c.			
Total ...	5	97 8 0	11,010 0 0
MANIAL ESTABLISHMENT.			
Duftry ...	1	8 0 0	90 0 0
Ferash (Temporary Establishment)	1	5 0 0	60 0 0
Jemadars.			
Chuprasses { at Rs. 7 { at Rs. 6	2	13 0 0	156 0 0
Durwans ...			
Bhistees.			
Sweepers.			
&c. &c. &c.			
Total ...	4	26 0 0	312 0 0
Grand Total ...	10	2,443 8 0	29,322 0 0

STATEMENT No. A.

Statement of work to be transferred to the Department of Revenue, Agriculture, and Commerce.

From what Departments.	PROCEEDINGS.		TOTAL.
	A.	B.	
Home Department ...	460	1,483	1,943
Foreign Department ...	284	168	452
Public Works Department ...	839	614	1,453
Military Department ...	36	87	123
Financial Department ...	91	231	322

Statement of work that will be transferred to the Home Department.

	PROCEEDINGS.		TOTAL.
	A.	B.	
From Foreign Department ...	175	585	760
Financial Department ...	27	91	118

N. B.—The above figures do not give a complete view of the relative amount of work in the several Departments, because the system of recording papers is not uniform. The addition of the several numbers will, therefore, not give totals in which confidence can be placed as standards of comparison.

ANNEXURE C.

Statement showing the Establishment required for the new Department.

Number.	Details of the Establishment.	Rate of salary per month.	Total salary per month.	Average salary per month.	Class.	How the cost to be met.
	OFFICE.	Rs.	Rs.	Rs.		
1	Registrar or Assistant Secretary.	...	600			
	Clerk ...	...	450	300 to 600	1st Class	
1	Clerk ...	...	400	300 to 500	2nd Class	
2	Clerks ...	at 250	500	200 to 300	3rd Class	By transfer from Home Office ... 1,700
4	Clerks ...	at 175	700		4th Class	By transfer from Foreign Department ... 425
4	Clerks ...	at 125	500		5th Class	By transfer from Financial Department— Rs. 500 ... } 1,250
2	Copyists ...	...	125			
2	Section Writers ...	...	200			
						Total ... 4,292
						CHARGES.
						Cost of Office Establishment, &c. Rs. 3,875
						Saving Rs. 417
21	Total ...	...	3,775			
	Monial Establishment ...	...	100			
21	Total ...	...	3,875			

No. 16R., dated India Office, London, the 27th April 1871.

From—Her Majesty's Secretary of State for India.
To—The Government of India.

I HAVE considered in Council the despatch from your Excellency in Council, numbered 24 (Public) and dated the 22nd of February, with which, in reply to my despatch numbered 61, and dated the 22nd of September last, you submit the arrangements which you propose in order to give full effect to the views expressed by Her Majesty's Government on the important subject of the formation of a department under which will be placed the measures connected with Revenue, Agriculture, Forests, Commerce and Industrial Arts of India, and request that, even if there are any points in which the scheme appears incomplete or insufficiently explained, your Excellency in Council may at least be authorized to constitute the new Secretariat, so long as the total charge shall not exceed £2,000 a year additional.

2. It is with much satisfaction that I convey to your Government the approval of Her Majesty's Government of the scheme which you have described in your despatch under reply. The arrangements seem to have been well considered, both with regard to economy and to efficiency, and are in conformity with the outline laid down in my despatch to which you reply.

3. Although the increased charge at which you expect to be able to effect this change may be considered moderate, you hope to be able to lessen the burden of cost still farther, by providing funds through reductions which are contemplated in other establishments.

4. Thus, only a portion of the new Secretary's salary (fixed at Rs. 3,500, instead Rs. 4,166 a month), will form an additional charge; and, under the plan which you propose, of giving the lesser sum to the junior of the two Secretaries of the Home and Revenue Departments, instead of attaching it permanently to one of the offices, no inconvenience is expected from the difference of amount at which you have fixed the salary of the newly-created Secretaryship.

5. The arrangement also by which the four Under Secretaries, instead of being appointed at once on salaries of Rs. 1,500 a month, will be appointed at Rs. 1,100 a month, and rise to Rs. 1,500 by annual increments at the rate of Rs. 100 a month, appears to me to be likely to conduce to efficiency.

6. You have also made a very proper selection of the subjects to be placed under the new department.

7. You have not thought it necessary to avail yourself of my permission to appoint new skilled assistants to any of the branches, the transfer of the former chiefs of the departments with other officers rendering that step unnecessary at present.

8. Her Majesty's Government share with you the expectation that, when sufficient time shall have been given for the consolidation under the new Revenue Secretariat of the various subjects hitherto scattered in various departments, and unavoidably more or less neglected or imperfectly dealt with, it will be found that a very important and advantageous administrative change has been made.

9. I desire also to express my satisfaction that your Excellency in Council fully adopts my views of the importance of the independent action of the Local Governments being left unimpaired.

10. Her Majesty's Government, therefore, now authorizes you to proceed at once to establish the new Secretariat on the principles stated in your despatch.

11. It may be as well to add that, as a matter of departmental convenience, the despatches emanating from the several branches of the new Secretariat should receive separate consecutive numbers; and it seems to me that it would be desirable that Forests, as one important branch, should be inserted with the other branches named in the title of the department.

No. 2748—A.

*Extract from the Proceedings of the Government of India, in the Home Department
(Public),—under date Simla, the 6th June 1871.*

READ again the despatch of Her Majesty's Secretary of State, Revenue, No. 77, dated the 12th October 1869, enclosing a correspondence with the Cotton Supply Association of Manchester, regarding the measures which might be taken for the establishment of a Department of Agriculture in each of the several Provinces of India, and the more active employment of Collectors of Districts in matters connected with cotton cultivation.

Read again the following papers on the subject of the proposed establishment of a Department of Agriculture and Commerce in India:—

- 1.—Public despatch from the Government of India, to Her Majesty's Secretary of State, No. 40, dated 6th April 1870, with enclosures.
- 2.—Revenue despatch from Her Majesty's Secretary of State, to the Government of India, No. 61, dated 22nd September 1870.
- 3.—Public despatch from the Government of India, to Her Majesty's Secretary of State, No. 24, dated 22nd February 1871.

Read also the Secretary of State's reply to the despatch last-mentioned, Revenue, No. 16, dated 27th April 1871.

RESOLUTION

THE reasons which induced the Government of India to propose the establishment of a new Secretariat, which shall be charged with the superintendence of all measures connected with Revenue, Agriculture, Forests, Commerce, and Industrial Arts of India, are fully stated in the despatch addressed to Her Majesty's Secretary of State, No. 40, dated the 6th April 1870, which is cited at the commencement of this Resolution.

2. The sanction of Her Majesty's Secretary of State to the formation of the new Department has now been communicated to the Government of India in the despatch of the 27th April last, No. 16, after some intermediate correspondence, which is also cited above; and it remains for the Governor General in Council to give effect to the sanction thus conveyed.

3. The Governor General in Council is accordingly pleased to direct that the new Department shall be constituted from the present date, and that it shall be designated the Department of Revenue, Agriculture and Commerce. It shall be placed under charge of an officer who shall be styled Secretary to the Government of India in that Department.

4. All matters relating to the following subjects, so far as they affect the Provinces of British India, will, with certain exceptions hereafter to be specified, come under the cognizance of the new Department, namely,—

- (1.)—Land Revenue and Settlements.
- (2.)—Taccavee Advances for works of Agricultural improvement.
- (3.)—Agriculture and Horticulture.
- (4.)—Fibres and Silk.
- (5.)—Studs and Cattle-breeding. Cattle Disease.

*Put
in
the
file
of
the
Cotton
Supply
Association
of
Manchester
1869
1870
1871*

- (6.)—Forests.
- (7.)—Meteorology.
- (8.)—Commerce and Trade.
- (9.)—Customs, Sea and Inland.
- (10.)—Opium.
- (11.)—Salt.
- (12.)—Excise.
- (13.)—Stamps.
- (14.)—Minerals and Geological Survey.
- (15.)—Fisheries.
- (16.)—Industrial Arts, Museums, Exhibitions.
- (17.)—Statistics.
- (18.)—Gazetteers.
- (19.)—Weights and Measures.
- (20.)—Census.
- (21.)—Surveys; Revenue, Topographical and Trigonometrical.

Besides the above, which fall properly within the scope of the new Department, His Excellency the Governor General in Council has, for reasons of administrative convenience, decided to transfer to it temporarily the following subjects :—

Municipalities.	
Sanitary. Lock Hospitals ...	...
Emigration ...	...
Settlements of Port Blair and Nicobars,	...
(excepting so far as relates to the	...
management of convicts)	...
	From Home Department.

The actual transfer of the business connected with Sea Customs, Opium, Excise and Stamps will, however, not be made from the Financial Department until further notice.

5. These arrangements will admit of the transfer to the Home Department of certain portions of work at present performed by other Departments, but which properly belong to it. A considerable part of the business connected with the internal administration of the Punjab and Oudh, and of the Central and other Non-Regulation Provinces, is still conducted in the Foreign Department. This arrangement was originally one of evident propriety and necessity; but the circumstances of the more important of the so-called Non-Regulation Provinces are now entirely different from what they were some years ago. Both the substantive law and the laws of procedure which are there in force are now for the most part identical with those of the older Provinces, and it is inconvenient and anomalous that the Foreign Department should have to deal with matters of a precisely similar character to those which come before the Home Department from other parts of India. The relief given to the Home Office by the formation of the new Department now enables the transfer to be made. Accordingly, the Governor General in Council is pleased to direct that the matters specified in paragraph 4, relating to the Punjab, Oudh, the Central Provinces, British Burmah, and Coorg, which at present are disposed of in the Foreign Department, shall be transferred to the new Department of Revenue, Agriculture and Commerce, and that all the remaining business relating to the internal administration of these Provinces, shall in like manner be transferred from the Foreign to the Home Department. From the above orders however are excepted the Districts of the Punjab recently brought under Statute 33 Vic., Cap. 3, by Notification No. 2101P, dated

Gazette of India, Part I, of 3rd December 1870, page 799. 2nd December 1870; the Districts of Ajmere and Mhairwarra; and the District of Maunpore. In respect to these Districts, the existing system will, for the present, remain unaltered. These are the exceptions referred to in paragraph 4.

ORDER.—Ordered, that a copy of the foregoing Resolution, and of the papers cited at the commencement thereof, be communicated to the Departments of the Government of India, the Local Governments and Administrations, and the Officers named on the margin for information and guidance, with a request that they will take care to address the Department of Revenue, Agriculture, and Commerce on the subjects above-noted with exception, to Sea Customs, Opium, Excise Stamps, and the Stud business, the transfers of which from the Financial and Military Departments will not take effect until further notice.

Ordered also, that the Foreign, Financial, and Public Works Departments be requested to give immediate effect to the transfers of business to the new Department and to the Home Department indicated in paragraphs 4 and 5.

Ordered also, that the Financial Department be requested to issue the necessary orders as indicated in paragraph 2 of the despatch to Her Majesty's Secretary of State, No. 21, dated 22nd February 1871, and Annexure A, there to attached, regarding the salary to be drawn by the Secretary in the new Department, and the proposed alterations in the allowances of the Under Secretaries to the Government of India and of the Deputy Commissioner of Inland Customs.

(True Extract.)

Secretary to the Govt. of India.

to the 1871 Department-

from

very kind of course

some definitions:

No 2748-A.

of 6: } done 1/4.

Ref.

No 1252.

2 vols

During effort of the
sanction accorded to the
State of the formation of
a new constitution, says
- with the Department of
Revenue, Agriculture &
Commerce.

Ref.

N

J.D.

3^d July 1871 No 956.
Communicated to the
General Department of
the Land - J.D.

W.D.

to the Revenue Department

- 4 - Public Works Department

- 4 - Land Revenue Department

- 4 - Land Revenue Department

1684-1613.

With an index

Court. of 1871 Madras.

Public

The Revenue Dept.

for

Date July 3 }
Recd.

Encl.

G. O. 3 July 1871, No 958

Nos. 16 & 17.

Res. of the Supreme
Gov. giving effect to the
Sanction accorded by the
Gov. of State to the forma-
tion of a new Secretariat
designated the Dept of
Revenue, Agriculture and
Commerce.