

17th March, 1922

THE  
**LEGISLATIVE ASSEMBLY DEBATES**  
(Official Report)

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SECOND SESSION

OF THE  
**LEGISLATIVE ASSEMBLY, 1922**



SINLA  
SUPERINTENDENT, GOVERNMENT CENTRAL PRESS  
1922

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# LEGISLATIVE ASSEMBLY.

*Friday, 17th March, 1922.*

The Assembly met in the Assembly Chamber at Eleven of the Clock.  
Mr. President was in the Chair.

## QUESTION AND ANSWER.

### INTEREST CHARGES ON CAPITAL OUTLAY ON STRATEGIC RAILWAYS.

284. **\*Rai G. C. Nag Bahadur**: With reference to the statement printed at page 702 of the Official Report of the Council of State's Debates, Volume II, No. 14, will Government kindly say why the interest charges during 1916-17 on capital outlay on strategic railways shew a reduction of Rs. 3,13,760 over the previous year in spite of an increase in capital outlay.

**Colonel W. D. Waghorn**: The reduction in interest charges during 1916-17 on capital outlay on strategic railways in spite of an increase in the total outlay up to the end of that year, as compared with the similar figures for 1915-16, is due to the average rate of interest paid on Government borrowings having been lower. The Honourable Member's attention is invited to paragraph 7 in Chapter VII of Volume I of the Railway Board's Administration Report on the Railways in India for 1920-21, copies of which are available in the Library of the Legislative Assembly.

## UNSTARRED QUESTION AND ANSWER.

### GUARANTEE FORM OF FINANCIAL ASSISTANCE TO RAILWAYS.

305. **Rai G. C. Nag Bahadur**: With reference to paragraph 3 (vii) (a) of Appendix 30 to the Administration Report on the Railways in India for 1919-20 :

- (a) is the guarantee form of financial assistance therein referred to restricted only to such lines as, in the opinion of the railway experts of the Government of India, are calculated to yield on the capital outlay a return not less than the guaranteed interest? Or
- (b) is it extended also to lines which shew promise of a return even less than the guaranteed interest?
- (c) if the reply to (a) is in the affirmative, who is the officer entrusted with the responsibility for bringing to the notice of Government cases, if any, where this return does not actually accrue, and is there any arrangement with the owners of such lines by which Government can transfer the working into more economic hands?
- (d) if the reply to (b) is in the affirmative, what are the tests applied in admitting such lines to this form of assistance?

**Colonel W. D. Waghorn**: (a) and (b). A guarantee is, as a rule, sanctioned only for such lines as are expected to give a return not less than

the rate of interest guaranteed. The prospects of all Railway proposals are estimated by Railway experts.

(c) Such cases come to the notice of Government through the completion reports of the lines which contain comparative statements showing the traffic originally anticipated and that actually obtained. Paragraph 3 (viii) (c) of Appendix B in the Administration Report for 1920-21 on Railways in India, Volume I, contains the conditions under which the working of a line constructed under guarantee terms and worked by the Branch Line Company may be transferred.

(d) A guarantee is given in such cases only for very special reasons.

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### BILL PASSED BY THE COUNCIL OF STATE.

**Secretary of the Assembly :** Sir, in accordance with Rule 25 of the Indian Legislative Rules, I lay on the table a Bill to consolidate certain enactments relating to Merchant Shipping which was passed by the Council of State on the 16th March, 1922.

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### THE BUDGET—LIST OF DEMANDS—*contd.*

#### POLICE—*contd.*

**Rao Bahadur T. Rangachariar** (Madras City : Non-Muhammadan Urban) : Sir, is it as regards Demand No. 15 ?

**Mr. President :** The Honourable Member will remember that just before we adjourned yesterday, I put Demand No. 15 :

‘ That a sum not exceeding Rs. 8,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Police ’.

**Rao Bahadur T. Rangachariar :** I move, Sir, that the Demand under this head be reduced by Rs. 400 which is the usual 5 per cent.

**Mr. Denys Bray** (Foreign Secretary) : Sir, Government have no objection whatsoever to this motion, for it will be observed that a sum of no less than Rs. 500 has been added to round the figures. (Laughter.)

**Mr. President :** The question is that the Demand under head ‘ Police ’ be reduced by Rs. 400.

The motion was adopted.

**Mr. President :** The question is :

‘ That a reduced sum not exceeding Rs. 7,600 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Police ’.

The motion was adopted.

## [PORTS AND PILOTAGE.]

**Mr. President:** The question is :

‘ That a sum not exceeding Rs. 12,47,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Ports and Pilotage.’

**Rao Bahadur T. Rangachariar :** Sir, I beg to move :

General reduction.

‘ That the Demand under this head be reduced by Rs. 1,19,050,’

and when I move it I do so with great pleasure. I should like to know how many of the commanders are Indians, how many of these Chief Officers are Indians, how many of these engineers are Indians, and what progress is being made in the direction of Indianising the services.

**Mr. N. M. Joshi** (Nominated : Labour Interests) : Sir, I would like to know why a European door-keeper is necessary for the Port of Bombay. I never heard that Europeans were specialists in door-keeping.

**The Honourable Mr. C. A. Innes** (Commerce and Industries Member) : Sir, I may first explain the small point regarding the European door-keeper. The explanation is that this officer is a legacy from the Bombay Government. We have only just taken over the shipping office from the Bombay Government, and we find this European door-keeper in possession of the post. I imagine that the reason why the officer was appointed is that the shipping office has to deal with rather a turbulent type of seamen, and for that reason it was considered necessary to have somebody of the type of a European sergeant to deal with the seamen. But as I said, the post is a legacy. I presume the House will not want us to turn out the existing incumbent, but I am quite prepared to make inquiries as to whether the European door-keeper is any longer necessary.

I now turn to Mr. Rangachariar’s motion. I should explain, Sir, that the whole question of Ports and Pilotage requires examination. We have just taken over the major ports, and when we got the Local Government’s budgets we found that they had only sent up parts of the estimates connected with Ports and Pilotage which should be included in our Budget. This matter is being examined and straightened out, but we did not have time to alter the budget for this year.

As regards the Bengal Pilot Service, the rules prescribed that recruitment must be effected if possible in India. A competitive examination is held once a year, but naturally for this pilotage service you require seamen’s qualifications and candidates with the necessary qualifications have not as yet appeared in India. Consequently, the service is at present recruited from candidates from the Worcester and Conway Training Ships at Home. The whole of this question will of course be examined by a Committee which is to sit this year in accordance with the Resolution recently moved by Sir Sivaswamy Aiyer.

As regards the reduction it is proposed to make in the Demand, I may point out that Ports and Pilotage is a budget estimate of the expenditure incurred for services rendered, and for those services we take fees from the shipping people. The charges are incurred mainly in such,

[ Mr. C. A. Innes. ]

matters as the recruitment and engagement of seamen, the survey of ships with reference to their passenger certificates and Plimsoll's marks, and the maintenance of Light Houses. In these circumstances, I think that this Demand ought not to be cut. The proper line to take is that we should not lose money on these services, that is to say, the ship owners should pay for the services we render them. A reduction in the grant may mean a reduction in the services we are able to render, and that being so, I do not think that this reduction ought to be made. It seems to me that the principle is the same as in the case of the audit department. In the audit department the 5 per cent. reduction was not moved because audit was regarded as a guarantee for the safety of our Indian revenues. Similarly, these services are guaranteed mostly for the safety of human life.

**Sir Jamsetjee Jejeebhoy** (Bombay City : Non-Muhammadan Urban) : May I draw your attention to a word which occurs under this head 'subsistence to native distressed seamen and others'? I am sure the Government are aware that the word 'native' has a significance which is repugnant to the feelings of Indians, and I hope that Government will take steps to substitute the word 'Indian' for it.

**Mr. P. E. Percival** (Bombay : Nominated Official) : I should like to take the opportunity of this motion to make a few remarks on the proposal of a general five per cent. reduction. What I wish to suggest is that such reductions should not be made in respect of any of the subsequent Departments. It is said that these reductions are proposed on the principle of the Geddes Committee, but in fact our principles here are different. What may be called the Gour guillotine is being applied indiscriminately to all Departments. It is proposed that the estimate of every Department should be reduced, and then after they have been so decapitated that they would be sent on to the Retrenchment Committee for further inquiry. The Assembly have already reduced over half a crore, out of which the Government have accepted of their own accord something over 30 lakhs. I submit, Sir, that this reduction was made chiefly to indicate to Government what was the intention of the Assembly, namely, their desire that there should be a reduction in the Budget. But, having got so far, and having reduced 14 or 15 items in this way, I do suggest that we shall be stultifying ourselves if we go on reducing nearly every item by five per cent., not because the item can be reduced, but simply in order to show that it is desirable to make some reduction in the Budget. I would suggest to the Honourable Members who are making these proposals that we have gone through about 15 of the major Departments, and that there remain about 35 smaller and minor Departments, and these may fairly be left to the Retrenchment Committee, who will deal with them of their own accord.

There is one more point to which I wish to refer. On the face of it, five per cent. looks a comparatively small reduction, but, as has been pointed out by the Honourable the Finance Member, there are a number of these items in which no reduction can possibly be made. For instance, there is the item of exchange, there is payment for opium, payment to Indian States and so on, so that the reduction that has been made, although it may be only 2½ per cent. of the total Budget, practically amounts to five per cent. or nearly five per cent. on the items in which a reduction is possible. I would also refer to the point which I mentioned in the general discussion on the Budget,

namely. that relating to the poorly paid officials. At that time one Member said : 'We do not want to reduce the pay of the low paid officials'. They have suffered from the rise in prices, they will have to pay the additional taxes, which are going to be large ; and we should not reduce their pay any more. I think that this is the opinion of the Assembly : and, if so, they should, I submit, say definitely, for the benefit of this Retrenchment Committee, that the salaries of these poorly paid officials, on salaries of Rs. 500 and under, should not be reduced. (*An Honourable Member* : 'You can reduce the number.') That may be proposed ; but I do suggest that it should be made clear to the Retrenchment Committee that you cannot gain anything by reducing the pay of the low paid officials. I therefore suggest that the reductions which have already been made amounting to over half a crore, are sufficient, for the purpose of showing to the Government that it is the desire of the Assembly that there should be some reduction in the Budget ; and that no further reduction simply by means of a mechanical guillotine of five per cent. should be proposed or accepted by the Assembly.

**Dr. H. S. Gour** (Nagpur Division : Non-Muhammadan) : Apart from the general question of retrenchment I support the motion on the special ground that the income from the pilot service (Honourable Members will see at page 59) in 1920-21 was no more than Rs. 22,35,000. The actuals for 1921-22 was Rs. 22,87,000. Now in the next year's Budget the amount that is expected is Rs. 24,21,000. But if the Honourable Members will see the Budget figures for 1921-22 they will see that the actuals for the two years 1920-21 and 1921-22 never exceeded 22 lakhs. (*Mr. Spence* : 'No, no. Rs. 23,75,000.') I am perfectly right. The actuals for 1921-22 are 22 lakhs. Yes, it is 23 lakhs. For 1921-22 it is 22 lakhs. The actual expenditure budgeted for the ensuing year is Rs. 23,81,000, that is to say, that is in excess of the actuals of last year.

**The Honourable Sir Malcolm Hailey** (Finance Member) : I think you are referring to the revised estimate and not the actuals. Actuals we have only of 1920-21.

**Dr. H. S. Gour** : Yes. That is to say that in the ensuing year it is about a lakh more than the revised estimate for last year. I submit, therefore, that we have no certain data that the budget estimate of the next year, Rs. 24,21,000 will be actually realised, but we have as a certain fact that we are going to spend Rs. 23,81,000. We are leaving no margin whatever for contingencies and the uncertainties of realisation. I therefore submit, that by cutting down the figure by the amount which Mr. Rangachariar has moved we shall be standing on safe ground in keeping within the limits of the actuals which are likely to be received next year. I therefore support this motion on the special ground that we should keep our expenditure within the limits of the probable income which we are likely to receive in the next year and should not rely too much on the budget figures.

**Mr. Darcy Lindsay** (Bengal : European) : Sir, I understand that the question of pilotage is under the consideration of the Honourable Member for Commerce, and this figure of Rs. 24,21,000 can very easily be increased in the course of the year by a revision of the pilotage charges. There have been increases in the pay of the various establishments and there must be a corresponding increase in charges to meet that increase. We find from the summary that the receipts in Bombay show Rs. 1,80,000 as against an expenditure of Rs. 1,30,000. Bengal receipts 16 lakhs against an expenditure of

[ Mr. Darcy Lindsay. ]

Rs. 18,66,000, and Burma receipts Rs. 6,41,000 against an expenditure of Rs. 3,47,000. It would therefore appear that the charges in Bengal require revision. I understand that the lower estimate is due to a falling off in the shipping that has proceeded up the Hooghly to Calcutta. As trade improves, the shipping will increase and with a possible increase in fees I think the fear of my Honourable friend, Dr. Gour, is groundless. The reference which was made by my Honourable friend, Mr. Rangachariar, as regards the Indianisation of the service has been explained by the Honourable Mr. Innes. The Pilot Service which is the principal item in this demand is recruited from two training ships the 'Worcester and the Conway'. The Bengal Pilot Service is known to be the finest in the world. It is of necessity, so. I do not know whether my Honourable friend, Mr. Rangachariar, has ever been up the river Hooghly and has realised the very grave dangers to steamers and ships proceeding up and down the river. There are quicksands, shoals, etc., which require the most careful pilotage. Calcutta is not an open roadstead, where the pilot need not be such an experienced man. I must warn him that there will be grave danger if in the matter of recruitment we go outside the past practice of securing highly trained sailor men for the Hooghly. I am all with him and Sir Sivaswamy Aiyer in extending the recruitment to Indians if they are available, but the ordinary educated Indian is not a sea-going man and therein to my mind is the main reason why there is no field for recruitment. I join in asking my Honourable friend, Mr. Rangachariar, to withdraw his motion.

**Rao Bahadur C. S. Subrahmanayam** (Madras ceded districts and Chittoor : Non-Muhammadan Rural) : With reference to the remarks from my Honourable friend from Bombay (Mr. Percival) the position was made fairly clear by Sir Sivaswamy Aiyer yesterday. In moving these reductions in this manner in regard to each of these items of Demand, the difficulty in which we are placed is quite apparent. We cannot take any particular demand and say that a particular post or a particular office in that Demand ought to be cut down. That would not be fair, in the first place, for the Assembly itself; for many of the Members of the Assembly may not be conversant with the details; nor will it be a businesslike way of dealing with this matter to discuss a particular item or a particular appointment or the necessity for it across the floor of this House.

**Mr. P. E. Percival** : May I say a word of explanation? I do not object to the principle of the guillotine. All I suggest is that it has gone far enough. Half a crore has been obtained already on that principle. That is my suggestion.

**Rao Bahadur C. S. Subrahmanayam** : I will come to this presently. That is our first position. In the next place, last year sufficient indication had been given of the desire of the Assembly that the Government should make a move in certain directions. The first of them was what is compendiously termed Indianisation of the Services. The next item was to effect economy with a genuine, determined and deliberate spirit and to cut down expenditure which is admitted on all hands to be not exactly extravagant but beyond the limits which the financial condition of the country would permit. That is the second of the relevant positions. The third is that there is an undisguised feeling that the military expenditure which we cannot touch has been kept up to a very extravagant limit and as a means of bringing a certain amount of moral

pressure, if I may say so, on the Government, the Assembly ought to cut down certain items in order that the Government may feel that it ought to meet the wishes of the Assembly in directions in which the Assembly has not got the power to attack the Budget. Fourthly, the position which I think underlies all this vague and indefinite discussion is our ignorance. Who is responsible for this ignorance? We do not know the details of the working of the departments. We are not afforded facilities and opportunities to understand the details of the working of any particular department and if we had those particulars our criticism would be more definite, more accurate and probably levelled at definite points and defects. That is another point. Then we, after considerable deliberation and after bringing down extreme views as far as possible to the lowest limits, decided (and there is no difference of opinion in this respect amongst the non-official Members to whichever camp they may belong) that a reduction of nearly 2 crores might easily be made, or if not exactly 2 crores at least one to one and a half crores might be easily made in the expenditure of the Government of India. The general reasons are the transfer of many subjects to the provinces and absence of any necessity to have large establishments now after the period of the war. These and various other reasons have convinced us that a substantial reduction in most departments could be made. Now as regards commercial matters, such as the purchases of stores, we have not made any reductions. This point was incidentally touched upon by my Honourable friend from Bombay. In the case of railways we knew that the purchases of stores and other articles cannot be cut down and therefore we did not base this 5 per cent. calculation in regard to the items where money is spent for purchase of stores. I do not think that I have any right to assume that my Honourable friend was speaking on behalf of Government, but if a fair offer had been made that a determined effort will be made very soon to reduce expenditure to the tune of a crore or a crore and a half in this Budget, probably much time could have been saved and much lungs power could have been saved and we could have got through this Budget much more quickly and enjoyed a few holidays. That offer has been made more than once from both sections of the House and that has not been accepted. We have therefore got into the habit of reducing each item by 5 per cent. and my Honourable friend, Mr. Rangachariar, has been putting the question of Indianisation in the forefront of his attack. We get a sort of reply and we troop out into the lobbies and come back. Well, that is the position that was made very clear by Sir Sivaswamy Aiyer and therefore it is no good asking us not to move these reductions.

It may be that, to be frank in the matter, a certain reduction may not be possible. If we go on at this rate, it may be regretted, well, we have tried to discriminate as far as possible, it may be that in some individual cases it may cause hardship and may not be possible, but it is open even now to Government to go beyond the five per cent. in some cases and to equalize the total reduction by keeping up the old establishment in departments where they find it is not possible to make reduction. That is the whole of the position in which we stand. With regard to this particular subject of pilots and pilotage, it is not in every Department, it is not in this Department that we want to say that trained pilots ought to be replaced by untrained pilots. That is not our position. There are under this head several posts which could be held by men who may not be thoroughly skilled. It is not every Department, it is not every technical Department that



[ Rao Bahadur C. S. Subrahmanayam. ]

employs skilled men from top to bottom. There are in these intermediate posts men who are not altogether skilled. There, an attempt, a *bonâ fide* attempt, if I may say so, may be made to put in Indians as well. It is not good saying that time after time, well, we cannot get Indians, therefore this must continue. You must make a beginning, and the only satisfactory reply would be, 'yes, we have made a beginning this year; we have put in one man or half a man (Laughter), yes, half a man, and we have called for, but we could not get more men. Some such thing would probably give us a fair amount of satisfaction, but to simply tell us in this stone-wall manner 'we cannot do it now, it is very difficult, we will wait for that big Committee that is going to discuss this matter,—that Committee which will consider a Navy service',—that 'we should wait till the deliberations of that Committee are published,—then we shall see'—well, that does not give us any satisfaction. Therefore, Sir, I think I have made the position clear in regard to these demands for reductions.

**Mr. W. M. Hussanally** (Sind : Muhammadan Rural) : Sir, with regard to the speeches we have listened to from my Honourable friends, Mr. Darcy Lindsay and Mr. Percival, I would take the opportunity of pointing out one item on page 56 of the Budget. There a sum of Rs. 1,34,000 provided for the purchase of coal in Bengal. Under this head, Ports and Pilotage, the Budget figure for the year 1921-22 was Rs. 69,000. There is no figure given for the Revised estimate for the same year, and it is said that this figure of Rs. 1,34,000 is budgeted for next year on account of the rise in the price of coal. I do admit, Sir, that the price of coal has risen in Bengal, but I ask whether that item alone will not bear the small reduction of 5 per cent., and whether the price of coal all over has risen so enormously as to make it impossible to effect the 5 per cent. reduction for next year. There is another item, Sir, which Mr. Chaudhuri has pointed out to me. There is an item, 'mess and victualling allowances, Pilot vessels' under which the figure has been raised from Rs. 32,000 to Rs. 50,000. Even there a small reduction of 5 per cent. may be possible, I think. Similarly there is another item, a new item, 'motor car allowance to the Port Officer, Calcutta, Rs. 1,200.' Similarly there is another item, 'extra conveyance allowance to Engineers and Ship surveyors, Rs. 10,400,' which has been raised from Rs. 5,500 to that figure. There are several other similar items, Sir, which can bear, I believe, a little more reduction than 5 per cent. And it does not follow that because the military expenditure has not been touched by Government, the civil side of the Budget should not be touched at all. I personally think that even the civil side itself would bear, on a close scrutiny by the Retrenchment Committee, a much larger retrenchment than 5 per cent., which figure according to me is a very modest figure as proposed by the Democratic Party; if I belonged to that Party, I should have proposed, so far as the civil side is concerned, at least 10 per cent. (Hear, hear.)

**The Honourable Mr. C. A. Innes** : Sir, I should like to refer to one or two points which have been taken in this debate. I would first refer to Dr. Gour's remarks about balancing income and expenditure. The principle is of course absolutely right, I entirely agree. But I think that Dr. Gour and everyone else in this House will admit that we cannot guarantee exactly to balance income and expenditure every year. We have to have our standing establishments, our fees depend on the amount of trade, the amount of work to be done. They vary naturally in accordance with the state of shipping.

Let me take the Bengal Pilot Service. In 1918-19, we made a profit on the pilotage fees of Rs. 1,82,000. In 1920-21, we made a profit of Rs. 1,96,000. This year we expect to make a loss of Rs. 2 lakhs, simply because trade has slumped. The principle should be that over a series of years we should try to make income and expenditure balance.

Mr. Subrahmanayam, again, brought up the question of Indianisation. As I have already said, in the course of last year we laid down the principle that every endeavour must be made to get suitable candidates locally. But sea qualifications are required, and however anxious we may be to get Indians qualified in this way, it cannot possibly be done in a moment. Sea training is a training which takes a long time to acquire, and obviously the right thing is to lay our plans; and it is no good laying our plans in a hurry, and that is why we propose to wait for the result of the inquiries to be made by Sir Sivaswamy Aiyer's Committee. Every appointment, I would point out, every major appointment in this Budget is the appointment of a man who requires an expert technical training, whether he be a Port Officer or a Shipping Master or a Ship Surveyor. The Port Officers are recruited from the Royal Indian Marine, Shipping Masters are recruited from the Indian Mercantile Marine, and Ship Surveyors are always Engineers of the Royal Indian Marine, and they have to go through a most expensive training at Home and to pass a most difficult examination.

Then, again, Sir, Mr. Subrahmanayam said that the House wishes to enforce the principle of economy in Civil Departments in order to force the Government of India to reduce expenditure on the Military departments. Now I should like to point out that the economy which the House proposes to enforce in this Budget is not an economy which hurts the Government of India but which will hurt the shipping services and the mercantile marine. Now, is that right? I think the House will agree that it is not.

With reference to Mr. Wali Mahomed Hussanally's remarks, every new item of expenditure which appears in this Budget has been examined and passed by the Standing Finance Committee. I admit that it looks curious that motor car allowances should be given, but motor car allowances in certain cases are merely a business proposition. Ask Sir Vithaldas Thackersey, does it not save time, the time of officers, and save our getting extra staff? A motor car allowance to Ship Surveyors saves demurrage and enables surveys to be done more quickly.

I claim, Sir, that no extravagance can be shown in this Budget. There has been a slight increase in expenditure since last year; that is due to special causes. The repair of the pilot ship '*Lady Fraser*' is an urgent matter. If you cut that out of the Budget, what will be the result? You will probably find that it will become a derelict ship for want of a stitch in time and then the buying of a new ship will become a necessity. There are certain forms of economy which it is not economical to indulge in.

**Mr. Manmohandas Ramji** (Indian Merchants Chamber and Bureau : Indian Commerce) : May I inquire, Sir, when the Pilotage fees were revised last?

**The Honourable Mr. C. A. Innes** : The whole question of this Pilot Service is to be referred to a Committee this year. We have provided a small sum for an inquiry into the Bengal Pilot Service, the point of that inquiry being, whether, in view of the improvements made in the hydrographic survey,

[ Mr. C. A. Innes. ]

of the river, we could not put the Pilot Service under the Port Commissioners instead of maintaining a separate service. But that is a matter yet to come under inquiry.

As regards the pilotage fees, my Honourable friend, Sir Malcolm Hailey, tells me that they were raised during the war.

**Mr. Manmohandas Ramji :** Well, then, after the war, our expenditure has gone up nearly four lakhs. It is but right that that department ought to be self-supporting.

**The Honourable Mr. C. A. Innes :** May I point out, Sir, as I have already said, that in 1920-21, we made a profit of two lakhs of rupees.

**Mr. W. M. Hussanally :** May I ask a question? Is this Rs. 75,000 provided for the repairs to the pilot vessel '*Lady Fraser*' based on an estimate, or is it only a lump provision?

**The Honourable Mr. C. A. Innes :** The estimate was placed before the Standing Finance Committee. I suggest that if it is thought that our expenditure is extravagant, the proper line to take is to raise the fees. To cut the service down is not the right way to go about it; the right way is to enforce the principle that for services rendered fair charges should be made.

**Mr. J. Chaudhuri** (Chittagong and Rajshahi Divisions: Non-Muhammadan Rural): I submit that in any future reorganisation of this Department our recommendations should be accepted. That will rather strengthen the hands of Government in effecting economy and carrying out retrenchment.

**Mr. N. M. Joshi :** I move, Sir, that the question be now put.

**Mr. President :** The question is :

'That the demand under head 'Ports and Pilotage' be reduced by Rs. 1,19,050.'

The Assembly then divided as follows :

AYES—56.

Abdul Majid, Shaikh.  
Agarwala, Lala G. L.  
Agnihotri, Mr. K. B. L.  
Ahmed, Mr. K.  
Aiyer, Sir P. S. Sivaswamy.  
Asjad-ul-lah, Maulvi Miyan.  
Ayyangar, Mr. M. G. M.  
Ayyar, Mr. T. V. Seshagiri.  
Bagde, Mr. K. G.  
Bajpai, Mr. S. P.  
Barodawala, Mr. S. K.  
Barua, Mr. D. C.  
Bhargava, Pandit J. L.  
Bishambhar Nath, Mr.  
Chaudhuri, Mr. J.  
Dalal, Sardar B. A.  
Das, Babu B. S.  
Ginwala, Mr. P. P.  
Girdhardas, Mr. N.  
Gour, Dr. H. S.  
Gulab Singh, Sardar.  
Hussanally, Mr. W. M.  
Iswar Saran, Munshi.  
Jamnadas Dwarkadas, Mr.  
Jatkar, Mr. B. H. R.  
Jejeebhoy, Sir Jamsetjee.  
Joshi, Mr. N. M.  
Kamat, Mr. B. S.

Lathe, Mr. A. B.  
Mahadeo Prasad, Munshi.  
Manmohandas Ramji, Mr.  
Misra, Mr. P. L.  
Misra, Mr. B. N.  
Mudaliar, Mr. S.  
Mukherjee, Mr. T. P.  
Nabi Hadi, Mr. S. M.  
Nag, Mr. G. C.  
Nand Lal, Dr.  
Nayar, Mr. K. M.  
Neogy, Mr. K. C.  
Pyari Lal, Mr.  
Rangachariar, Mr. T.  
Reddi, Mr. M. K.  
Samarth, Mr. N. M.  
Sarfaraz Hussain Khan, Mr.  
Schamnad, Mr. Mahmood.  
Shahab-ud-Din, Chaudhri.  
Shahani, Mr. S. C.  
Singh, Babu B. P.  
Sinha, Babu Adit Prasad.  
Sinha, Babu Ambika Prasad.  
Sinha, Beohar Raghbir.  
Srinivasa Rao, Mr. P. V.  
Subrahmanayam, Mr. C. S.  
Subzposh, Mr. S. M. Z. A.  
Thackersey, Sir Vithaldas D.

## NOES—34.

Abdul Rahim Khan, Mr.  
 Ayer, Mr. A. V. V.  
 Amjad Ali, Maulvi.  
 Bijlikhan, Sardar G.  
 Bradley-Birt, Mr. F. B.  
 Bray, Mr. Denys.  
 Bryant, Mr. J. F.  
 Chatterjee, Mr. A. C.  
 Clarke, Mr. G. R.  
 Crookshank, Sir Sydney.  
 Dentith, Mr. A. W.  
 Faridoonji, Mr. R.  
 Fell, Sir Godfrey.  
 Ghan Singh, Sardar Bahadur.  
 Habibullah, Mr. Muhammad.  
 Hailey, the Honourable Sir Malcolm.  
 Hullah, Mr. J.

Innes, the Honourable Mr. C. A.  
 Kabraji, Mr. J. K. N.  
 Keith, Mr. W. J.  
 Lindsay, Mr. Darcy.  
 Mitter, Mr. K. N.  
 Mukherjee, Mr. J. N.  
 Percival, Mr. P. E.  
 Rao, Mr. C. Krishnaswami.  
 Renouf, Mr. W. C.  
 Rhodes, Mr. C. W.  
 Sarvadhikary, Sir Deva Prasad.  
 Sharp, Mr. H.  
 Spence, Mr. R. A.  
 Waghorn, Colonel W. D.  
 Way, Mr. T. A. H.  
 Webb, Sir M. dePomeroy.  
 Zahiruddin Ahmed, Mr.

The motion was adopted.

**Mr. President :** The question is :

‘That a reduced sum not exceeding Rs. 11,27,950 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Ports and Pilotage’.

The motion was adopted.

## SURVEY OF INDIA.

**Mr. President:** The question is :

‘That a sum not exceeding Rs. 27,09,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Survey of India’.

**Rao Bahadur T. Rangachariar:** Sir, with your permission, I have asked Dr. Nand Lal to move the motion.\*

**Dr. Nand Lal (West Punjab: Non-Muhammadan):** Sir, the motion which I propose to move runs as follows :

General reduction. ‘That the demand under the head ‘Survey of India’ be reduced by Rs. 1,84,700.’

Now, Sir, here is a department about which it can hardly be said even by official benches that it is a department which has got the characteristic of being a perpetual department. (Laughter.) This is a department whose function it is to be called upon to take to its operations where it is necessary, that is, the services of this department may be deemed to be occasional ones and not standing services or recurring services. Therefore, here is a fit department in which a very large retrenchment could have been effected without injuring the administration of that department. (Hear, hear.) But since it has already been asserted by a number of Members of this Honourable House that some of us were not given sufficient opportunity to scrutinise effectively, that we were not given sufficient data and material upon which we may base our fair, correct and accurate criticism, therefore, in the interest of economy (*A Voice*: ‘The Democratic Party’), in the hope that the officers in charge of the department, while carrying out the suggestion of this House in regard to the

\* ‘That the demand under the head ‘Survey of India’ be reduced by Rs. 1,84,700.’

[ Dr. Nand Lal. ]

5 per cent. reduction will exercise their judicious discretion; in view of all these points, I have contented myself with this small retrenchment and I think they will very gladly accept this modest reduction which I have proposed in regard to this department. This department is meant only to revise, occasionally as I have already submitted, and therefore this reduction which has been suggested by my humble self is very modest and will I think be accepted by all the Members of this House unanimously without any discordant voice.

**Mr. J. Hullah** (Revenue Secretary) : Sir, if retrenchment is to be effected in this department, this department will find in retrenchment, I will not say a very old friend, but at any rate, a very old acquaintance. For 40 years before 1905, the history of the department was one of constant retrenchment. It was effected in 1882, 1885 and again in 1895. In 1904-05, a Committee was appointed to consider the organisation of the department and the scope of its work. They found a good deal to criticise, but this is what they said :

‘ It may be that the department has not always taken the best means to utilise its resources, but if we seem anywhere in our report to impute blame, we wish it to be understood that the original cause of defects is to be found in the measures (no doubt inevitable) taken in pursuance of the policy of retrenchment.’

I am glad that Dr. Nand Lal has told us that this department is not a perpetual one. (*A Voice* : ‘ Should not be ’.) That was precisely the view taken by the Committee to which I have just alluded. Up to the date of their investigations, the operations of the Survey, owing to financial considerations and retrenchments, had been on a somewhat unmethodical principle, with the result that the operations were scattered in different parts of the country, and were withdrawn as financial considerations demanded and a great deal of their work could not come to full fruition, because the maps based on it could not be produced, the work not having been completed. The Committee, therefore, recommended that a full programme for the topographical survey of India on the one-inch scale should be worked out, to be completed in 25 years, after which the department might be, not abolished, but obviously very considerably reduced.

It will of course be impossible to abolish it; it will always have occasional demands on it as even Dr. Nand Lal admits. About one-third of 12 Noon. the programme had been completed, when the war came. Then practically all our officers went either to the war on active service or to Mesopotamia for military surveys. The result is that the programme of survey of the whole of India is very much in arrears and will not be got through in the time that was originally anticipated. Now, retrenchment is possible by reducing the number of your survey parties, but it follows that if you effect that reduction, you will only increase the number of years over which this all-India survey will have to be extended. (*A Voice* : ‘ No harm.’) No harm? That is a matter of opinion and a matter of policy; but it was definitely decided that all-India should be surveyed, and I at any rate am surprised to hear that there is no harm if India is not properly surveyed. Until a reversal of policy comes about, it may be true economy to get through the work as fast as you can and not keep officers doing less work than they might otherwise be doing.

I do not propose to enter upon the scientific side of the Department, because that has not been challenged; but it represents a very material contribution on India's part to the scientific knowledge of the world

Sir, I have to oppose the reduction.

**Mr. President :** The question is :

'That the demand under the head 'Survey of India' be reduced by Rs. 1,84,700.'

The motion was adopted.

**Mr. President :** The question is :

'That a reduced sum not exceeding Rs. 25,24,300 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Survey of India.'

The motion was adopted.

#### METEOROLOGY.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 5,83,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Meteorology'.'

**Rao Bahadur T. Rangachariar :** Mr. Shahani will move my motion.

**Mr. S. C. Shahani :** (Sind Jagirdars and Zamindars : Landholders) : Sir, while really more ought to be spent on this Department, I regret on account of an abnormal rise in our military expenditure, I have to propose that the expenditure on this Department be reduced by 5 per cent, *i.e.*, by Rs. 35,700.

**Mr. President :** The question is :

General reduction. 'That the demand under the head 'Meteorology' be reduced by Rs. 35,700.'

**Sir Deva Prasad Sarvadhikary** (Calcutta : Non-Muhammadan Urban :) It is as well that Professor Shahani—I lay emphasis on his being a *Professor*—should have made his motion in the halting manner in which he has done. I feel it my duty to oppose the motion for reduction; I am sorry to have to do this, because it will involve waste of a few minutes which might well have been spent on the discussion of many important matters still on this agenda paper. (*A Voice :* 'Sit down, then.') That interruption comes from one who has been wasting most of our time.

We have had a somewhat ugly word introduced in the debates more than once—the word 'guillotine'—a machine of the special Nagpur brand; rich in its primeval Sal forests that furnish powerful guillotine posts. We are forgetting that by this time to-morrow that terrible machine will begin its operations in the other direction, and some of the most important items will be rushed and hustled in nervous haste now visible in all parts of the House. (*A Voice :* 'Then why waste time?') I apologised for it in advance of this unnecessary interruption from the same quarter from which the first interruption emanated. This is a question of a service in which I have firsthand information, in which the process of Indianisation is proceeding—I will not say apace—but with reasonable expedition. I saw a query in one of the newspapers as to what Indianisation about which we hear so much, is. It is certainly not colonisation in the sense of extirpation of the aborigines, which find favour in some so-called colonies. We want to respect and safeguard existing interests as much as possible. But we also want all suitable Indians to come in in much larger number whenever possible, but not to the unwarrantable prejudice of interests that ought to be regarded and respected. •

[ Sir Deva Prasad Sarvadhikary. ]

The facts in connection with this particular service are that capable Indians are finding their claims recognised, if sufficiently trained, to a much larger extent than before. To the credit of our graduates of whom I am proud I claim that sufficiently trained people in sufficiently large numbers are available and some are being absorbed, not with the expedition that I should like to see absorbed, but rapidly enough. We may well hope for better soon.

If you look at the pages dealing with this item of expenditure (pages 67 and 68), you will be startled to find that this important work is left to half or quarter time men in important places like Calcutta, who get no more than Rs. 300 to 500. A Professor in the Presidency College who has many other occupations is generally the holder of that appointment. To his credit and that of his subordinates it must be said that the work has been remarkably well done, in spite of the handicap. Members will doubtless remember that appalling disaster in East Bengal, not very long ago regarding the likelihood of which sufficient information could not be given in time, resulted in serious loss of life and property. In other cases timely intimation helped in saving life and property.

Mr. Hullah rightly claims that there is another side to the question, namely, India's contribution to the cause of science, and on that ground pleads that this department should not be interfered with. I am rather surprised that more should not have been demanded for urgent improvements of the service, having regard to the immense possibilities of aviation in India, not only from the military point of view, but from the other points of view, the point of view of direct and immediate meteorological information. (*A Voice*: 'We are going to withdraw.') That is good sense. I should not have wasted the time of the Assembly if good sense had come earlier. I shall not waste my time further. Mr. Shahani on deliberate consideration would tell you what immense necessities and possibilities there are for developing this department—from all points of view, not the least of which is more Indians should be absorbed.

**Mr. President**: The question is :

'That the demand under the head 'Meteorology' be reduced by Rs. 35,700.'

The motion was negatived.

**Mr. President**: The question is :

'That a sum not exceeding Rs. 5,83,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Meteorology'.'

The motion was adopted.

#### GEOLOGICAL SURVEY.

**Mr. President**: The question is :

'That a sum not exceeding Rs. 2,20,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Geological Survey'.'

**Rao Bahadur T. Rangachariar**: Sir, with your permission, I beg to modify the motion by moving formally that this demand be reduced by Rs. 300, not by Rs. 32,300. The object of this motion is to elicit information as to what progress is being made in the way of giving facilities for Indians in this Department.

**Mr. President :** The question is :

General reduction. 'That the demand under the head 'Geological Survey' be reduced by Rs. 300'.

**Mr. A. C. Chatterjee** (Industries Secretary) : Sir, I hope that the statement that I shall make will satisfy my Honourable friend, Mr. Rangachariar, and the non-official Members of this House. We all recognise that in a scientific department like the Geological Survey it is desirable, as soon as possible and practicable, to introduce an Indian element.

With this view during the last 12 months an Indian with the requisite qualifications was recommended to the Secretary of State for appointment to the superior service and I am glad to say that he has already joined this service. Also, in order that candidates from India might have a chance of being considered for the appointments, when they are made by the Secretary of State, arrangements have been made for the appointment of a Selection Committee in India of which one of the members is my Honourable friend, Sir Sivaswamy Aiyer. I think that Committee will assemble very soon and make its first selections and recommendations. Also, the grade of Sub-Assistant Superintendents has been enlarged with a view to enable men with comparatively lower educational qualifications to be trained, in order that appointments might be made from that rank to the superior rank. Honourable Members will find that there are six appointments in the Budget for the next year, whereas there were only two appointments during the current year. We hope to get men with fairly good qualifications for these appointments and we hope that at least some of them, after requisite training, will be absorbed into the superior service. The members of the Finance Committee are also aware that efforts are being made to establish a School of Mines and Geology in a suitable centre, at Dhanbad, at a very early date. If, as a result of the cuts which the Assembly has already effected and intend to effect in the Budget demands, the Honourable the Finance Member is able give us more money for the establishment of this School of Mines and Geology at a very early date, nobody will be more pleased than myself and my Department.

**Dr. H. S. Gour :** I think your remark does not apply to the cuts of the Military Department!

**Mr. A. C. Chatterjee :** I hope this statement will satisfy the Honourable Members.

**Rao Bahadur T. Rangachariar :** Sir, I beg to withdraw my motion. The motion was, by leave of the Assembly, withdrawn.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 2,20,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Geological Survey'.'

The motion was adopted.

#### BOTANICAL SURVEY.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 26,86,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Botanical Survey'.'



**Mr. B. S. Kamat** (Bombay Central Division : Non-Muhammadan Rural) : I beg to move :

Curator, Industries Section, Indian Museum. 'That the provision of Rs. 4,200 for one Curator, Industries Section, Indian Museum, be omitted.'

Sir, I beg to move this motion for some further light on this new item of expenditure in this year's Budget. It will be noticed from the foot-notes to this item that the appointment of an Economic Botanist in this Botanical Survey Department has been abolished and instead of that this appointment of a Curator, Industries Section of the Indian Museum, has been created. Further down, under the same item, Members will notice that under 'Supplies and Services' there is an item for the purchase of cinchona bark and quinine sulphate to the extent of something like Rs. 23,45,000. I do not quite clearly see the connection between the purchase of cinchona bark and quinine and the appointment of the Curator, Industries Section. I should like to know from the Honourable Member in charge or from any member of the Finance Committee who deals with this question what the present arrangement is? Who the Economic Botanist was whose place has been abolished? Who the Curator at present is, whether Indian or European, and whether he has any technical or scientific qualifications?

**Mr. J. Hullah** : The post of Economic Botanist, which has been abolished and reappears under a changed name, was held by a European officer, who resigned because he could not live on the pay which was granted to him in the expensive city of Calcutta. In his place an Indian is being recruited on the pay of Rs. 350 to Rs. 1,250. One of the chief functions of the officer who used to be called Economic Botanist was the care of the Industrial Section in the Indian Museum, and it is therefore proposed to call his successor Curator of that Section. The Indian gentleman who has been appointed to this post is a graduate of the Calcutta University. It is true that he has no particular qualifications as yet in respect of the management of museums, but it has been found impossible to obtain in India anybody who has that knowledge. We thought of sending to England or to America this candidate for training in museum work, but for the present, at any rate, we have decided to leave him in Calcutta to be trained by the Director of the Botanical Survey, Colonel Gage, who takes always the keenest interest in the Indian Museum and has one of his offices in that building.

The motion was negatived.

**Mr. President** : The question is :

'That a sum not exceeding Rs. 26,86,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Botanical Survey'.'

The motion was adopted.

#### ZOOLOGICAL SURVEY.

**Mr. President** : The question is :

'That a sum not exceeding Rs. 1,41,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Zoological Survey'.'

The motion was adopted.

## ARCHAEOLOGY.

**Mr. President:** The question is:

'That a sum not exceeding Rs. 14,72,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Archæology'.'

**Mr. J. Ramayya Pantulu** (Godavari *cum* Kistna : Non-Muhammadan Rural) : Sir, I beg to move :

General reduction.

'That the demand under the head 'Archæology' be reduced by Rs. 1,000.'

I wish to make it clear at the outset that my object in proposing this motion is not really to suggest a reduction in the grant but to invite the attention of Government to one or two points in the administration of this department and to elicit information on some points. One of the points on which I wish to elicit information, Sir, or rather to which I wish to draw the attention of the House, is the transfer of the office of the Superintendent of Archæology for the Southern Circle from the City of Madras to an out-of-the-way place called Kotagiri in the Nilgiri district. Early in the Session I put a question on this subject to Government and my Honourable friend, Mr. Sharp, gave this answer :

'The removal was made for reasons of economy and efficiency. Office accommodation can be now more cheaply provided at Kotagiri than at Madras ; and the Superintendent, who has to occupy a large part of the year in touring and is permitted a recess in the hills, is thus enabled to keep more fully in touch with his office.'

I do not think, Sir, this answer will satisfy the House.

I do not think that in considering the location of such an important office as that of the Superintendent of Archæology the main question to be considered is one of economy in office rent. I do not know, in the first place, how much economy has been effected by the removal of the office to Kotagiri, and against whatever money may have been saved in the form of house rent must be set off the extra allowances that are, I suppose, to be paid to the staff for being required to live in a hill station. Well, if economy in house rent is the chief consideration, I would suggest that this Superintendent's office may be located at Humpi where he can have a whole palace for himself without rent. But I think economy in house rent is an altogether insufficient reason for deciding the question of the location of his office.

Another reason that is given is that the Superintendent has to tour for a great part of the year and, therefore, he will be more in touch with his office if it is at Kotagiri. I suppose that all the touring is done in the plains, not in the hills.

So far as I know, there are no antiquities anywhere in the Nilgiri District. Of course, he may have to spend a portion of the year in recess in the Nilgiris, but so do most other officers. That is no reason why the office should all the year round be located in a hill station.

The science of Archæology is still in its infancy in India and one of the functions of this Department ought to be to give facilities to students of that science and to be accessible to them, and Madras is the most proper place in the southern circle where this office can be located, so that persons interested .

[ Mr. J. Ramayya Pantulu. ]

in Archæology might go to this office to seek information and might have access to the records of this office and to the photographs which are preserved there. I think that the transfer of this office to an out-of-the-way place like Kotagiri in the Nilgiri District is altogether improper.

Another matter to which I wish to draw attention is that of the establishment. I wish to refer first to the item, 3 Superintendents on Rs. 600 to Rs. 1,450. Then we have got an item, '10 Superintendents, Assistant Superintendents and Chemists, 2 on Rs. 600 to Rs. 1,450 and 8 on Rs. 350 to Rs. 1,000.' Then we have an item, '3 Epigraphists, 2 on Rs. 350 to Rs. 1,200 and 1 on Rs. 150 *plus* an allowance of Rs. 100'. I wish to know why Superintendents and Epigraphists are not put on the same scale. They belong to two different branches of the same department and I see no reason why they should be treated differently. I do not here wish to bring in the question of the Indianisation of the services because, I think that this poor thing of Indianisation has been sufficiently overworked; but it seems to me that the Superintendents of Archæology and the Epigraphists might be placed on the same scale, and when any Europeans happen to hold those appointments they may be given an over-seas allowance.

Then, Sir, I wish to know, in recruiting men for the Epigraphists' grade, how it is proposed to recruit future Epigraphists, by selection or by a competitive examination. I wish also to know how the claims of the existing assistants in these Epigraphists' offices will be dealt with and what prospects there are for those scholars to whom Archæological scholarships have been awarded. I suppose they are being trained in Archæology and I wish to know what prospects there are for this class of men.

I find here again that there is an item of Rs. 9,100 for the purchase of antiquities as against Rs. 3,000 in the current year. Last year I invited the attention of Government to the inadvisability of removing articles of archæological interest from their proper environments. I had the assurance of the Secretary that that would not be done more than was absolutely necessary. I wish in this connection to suggest that small archæological museums might be opened in important places in Southern India just as has been done in some places in the United Provinces such as Sarnath. I think a small museum of this sort might be opened at Humpi and another at Amaravati in the Guntur district where there are several articles of archæological interest which should not be removed from the place.

These are the points on which I wish to have information and I should be glad if the Honourable Mr. Sharp will vouchsafe it.

**Mr. R. A. Spence** (Bombay : European) : Sir, before the Honourable the Secretary in charge of this Department replies to the questions that have been put to him, I too should like to ask one or two. The Archæological Department deals with questions which are of great interest to many of us in India, but I do not think we have enough information about it. As far as I can see, there is very little money spent on the publications of this Department; I can only see one reference to it, which comes under the item 'Director General's library and publications'. If we could have more information about what the Archæological Department does, or know where to get that information, we should be pleased.

I also see that the temporary establishment last year was only Rs. 2,260 ; this year it is Rs. 11,000. As we are asking for information about establishment, we might be told about this also.

I should like to pay a tribute to this Department. It is one of those Departments that end in 'ology', and you will notice that, specially those Departments which end in 'logical,' these Departments are much more 'logical' than this Assembly was in the matter of cuts though the Assembly has become so with regard to cuts in these 'logical' Departments.

**Mr. J. F. Bryant** (Madras : Nominated Official) : I would like to draw your attention, Sir, to the fact that there are a great many antiquities in the Nilgiri hills. You will find a list of them in Sewell's Antiquities running to several pages.

**Mr. H. Sharp** (Education Secretary) : Sir, I must congratulate Mr. Pantulu on the interest which he always shows in these matters of achæology. I am also very glad to hear the remarks which Mr. Spence has made about the work of this Department—remarks which I can most heartily endorse. It is a very hard-working Department and I do not think that though it ends in an 'ology' it does work which is very important to the country and which everybody appreciates.

Now to turn to the questions that have been asked me. Mr. Pantulu's first question was regarding what he seems to think a crime, that the Superintendent of Archæology has had his headquarters removed to Kotagiri. I am afraid that I have very little to add to the reply which I gave him before. But possibly this will make the matter clearer. The Superintendent of Archæology has to tour about a great deal and he has the right in the hot weather of a recess in the hills. If his office is in Madras, not only will the expenses be greater, as I think is obvious, but he will not be with his office during that part of the year when he is not touring and when he might be doing useful work at the office. I am not aware that the move to Kotagiri will involve Government in any extra allowances for the staff, but I will look into that matter.

**Mr. J. Ramayya Pantulu** : I refer to hill allowances for the staff that will go to the hills.

**Mr. H. Sharp** : I do not think that is so in the case of Kotagiri. I can certainly remember nothing about such allowances in the case.

As regards the remark that Madras and specially would-be students of archæology may suffer by this move, I do not think that is likely to be the case. I am sure the Superintendent will often have to be in Madras ; and as regards would-be students, I think my Honourable friend is aware that we have made arrangement for would-be students, and that we give them very generous scholarships for training, about which I shall have a word to say presently.

I think he suggested that the office may be more appropriately housed in Hampi. Well, I will speak to Sir John Marshall about that. But I don't think Hampi, though archæologically interesting, can be reckoned as a hill station, and the Archæological Officer has the right of having a recess at a hill station. That strikes me immediately as possible objection to it.

The next matter of which he spoke was the apparent difference, as I understand it, between the pay of three classes of persons—the Superintendents

[ Mr. H. Sharp. ]

numbered as 3, then the Superintendents, Assistant Superintendents and the Chemists marked as 10, and thirdly the epigraphists who are counted as 3; and he suggested that they should all be placed on the same scale. Now I admit at once that the way in which this has been put may look a little bit confusing; but the fact of the matter is that we are in a sort of transition stage, and the pay of the three Superintendents has been shown with reference to the old scale on which they entered. Now the Honourable Member suggested that we ought to have a single regular scale on which all these officers would be placed, with overseas pay for European officers. As a matter of fact we have already done it and we put out a Resolution last June giving all the particulars about this. These officers are now on a regular time-scale from Rs. 350 to Rs. 1,200, with overseas pay for those of non-Indian domicile. I think the Honourable Member has possibly been puzzled by the figure 2 being put under the three Epigraphists' posts. I think that is really with respect to allowances and it does not affect their pay.

Then another point was the training of Epigraphists, and what is going to be done with those archæological scholars whom we are now bringing up. Well, if these men acquit themselves well, we will put them into the service and they will have a very good chance of being placed in this time-scale and getting permanent service and rising in it. As a matter of fact, that has already happened in various cases. We have been training Indians for a long time in archæological work, and we have been successful in getting some very good men into the service and I think my Honourable friend may rest perfectly assured in that respect.

The fourth point was the purchase of antiquities. It was observed that the amount provided under this head had risen from Rs. 3,000 to Rs. 9,100; and my Honourable friend reminded me of a little talk we had this time a year ago about this matter. The reason for this increase is that we found the amount, which under the law it is permissible to give to those who dig up coins and other treasure trove was insufficient to encourage people to bring in these valuable things in, so that they might be placed in museums, etc. There was a distinct attempt to hide these things and sell them privately. So we have, without changing the law, instituted a system of rewards which will be given to persons who bring in valuable treasure-trove.

As regards the little point which was discussed last year, I think I then explained that the amount for the purchase of antiquities was not for large monuments or anything of that sort. We do not now remove large monuments, etc., from the place where they exist, as was done in the case of the Barhut rail. But small coins and matters of that sort when dug up of course must be removed. They could not possibly be allowed to lie about in the villages. The Honourable Member would like, I gathered, a series of small museums where these things could be kept, like the museums that we have at Taxila, Nalanda and Sarnath. Well, I quite agree that that might be a very good scheme, and it is as a matter of fact followed out in certain cases. But it is rather an expensive way of doing things, and there are advantages in bringing small coins and such matters as are purchased with this grant of Rs. 9,100 into a central place where they will form part of a large, exhaustive and valuable collection and be of great utility to scholars

of history and antiquity. I merely put the two sides of the case before the House.

Mr. Spence showed a commendable desire for more information . . .

**Mr. N. M. Joshi :** Is a report published of this department?

**Mr. H. Sharp :** An annual report, as I was just about to say, is published and I think it is pretty full. The back reports going back for many years form really a most valuable series and they are to be seen in the Library here or in Simla. At the same time I am very glad to hear that there is this desire for further reports. He suggested that something might be done for this out of the rather large increase under 'temporary establishment, Epigraphists.' Well, that has not been put in without a purpose. This temporary establishment of epigraphists is simply in order to get through the enormous arrears in the work of epigraphy which have been left us owing to the cutting down of expenses during the war, or rather I should say, to be quite frank, for refusing to incur the new expenditure which was so vitally necessary in order that all these valuable inscriptions which are being brought to light in Madras and elsewhere might be properly dealt with. This is merely a temporary charge, though I cannot say that it will not recur again next year. It is simply to have some extra staff in order to catch up with the arrears that have been left us. I hope that my Honourable friend will not press this reduction in the light of the information which I have given him and I can assure him that if he wants any further information I shall be very glad to give it to him in my office.

**M. J. Ramayya Pantulu :** I wish, with the permission of the House, to withdraw the motion.

The motion was, by leave of the Assembly, withdrawn.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 14,72,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Archæology'.

The motion was adopted.

#### MINES.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 98,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Mines.'

**Rao Rahadur T. Rangachariar :** Sir, I beg to move :

'That the demand under head 'Mines' be reduced by Rs. 11,350.'

The matter acquires great importance on account of the great crushing effect which the military expenditure of this country has upon nation-building departments. If Honourable Members will turn to page 93, they will find that the much advertised and much demanded institution for training the lads of this country in mining and giving them instruction in that subject had to be abandoned owing to the present financial crisis. Sir, if such useful institutions which should have been started at least a century ago have to wait on account of the financial situation, I charge the Member for Industries with neglect of duty in not pressing home upon the military department for

[ Rao Bahadur T. Rangachariar. ]

cut down their expenditure so as to leave the necessary funds for starting this school. Last year we were promised that this school would be started and a communiqué was issued announcing the appointment of a governing body for this institution; a Principal came without a school; an Assistant Principal came without a school; both of them are employed elsewhere and the school is nowhere and the lads of this country have no opportunity of going on with this instruction. Sir, Mines are being opened; the other day the Honourable Member for Commerce told us when speaking about railways that we want coal mines opened out and other mines also and industries started here and there, without the lads of this country having an opportunity of learning the very A. B. C. of mining. Sir, I have great pleasure in making this motion.

**The Honourable Mr. C. A. Innes:** Sir, it seems to me that in order to enforce his point the Honourable Mr. Rangachariar has taken rather a curious course of action. He is putting us to very great embarrassment in a very important department, a department which is concerned with the safety of human life down in the mines. So, I suggest, Sir, for Mr. Rangachariar's consideration that, since this demand for retrenchment has not been put forward on the ground of retrenchment, but on other grounds, he should at any rate reduce the amount suggested for retrenchment. As regards the School of Mines, nobody can regret the postponement of this project more than I do. This, however, I can say, that very strong representations were made by myself, and my department; only two items of new construction were placed before the Public Works Department and one was the provision of rupees one lakh to enable us to make a start in the building of this new School of Mines. The fact that in spite of our financial embarrassment we have done that shows that at any rate we do recognise the great importance of this project. It will be begun in the year to come and I hope it will be pushed ahead in following years as rapidly as possible; that will show at any rate that I did put the case for the School of Mines as strongly as I could before the Government of India.

As regards the military expenditure, I have nothing to add to what Sir Malcolm Hailey has already said. The decision was a decision of the Government of India as a whole, and it seems to me that blame for that decision should not be put on one particular item of the Budget, *viz.*, Mines. I put it to Mr. Rangachariar that we cannot reduce this money that we have budgeted for for Mines, and that that Budget is for expenditure, as I have said before, in connection with the safety of human life down in the mines.

**Sardar Bahadur Gajjan Singh** (Punjab: Nominated Non-Official): Sir, this is another important industry which I wish to bring to the notice of this House and which remains undeveloped. Last year when we were discussing the Budget, I know my friend, Mr. Majumdar, said that if he had some supernatural power he would have made the roof of this House pour down gold and silver. Gold and silver do not exist in the roof of our Chamber, but it is absolutely true that our mines contain treasures of very great value and it is certainly necessary that the Government of India should pay more attention towards the wealth which is lying hidden in the mines. It is also my painful duty to point out that as far as I know there is no college, no school in which mining is taught. Very little is done, as I have said, to develop this industry.

I would just quote a few figures which will show by comparison how badly off we are in this matter. In 1917, I understand that we produced 1,35,00,000 pounds from our mines, while Canada produced 4 crores sterling pounds in that very year, while the United States of America produced to the extent of 43 crores pound. Therefore, I beg to point out to the Honourable Members of this House that they should be prepared to sanction even a higher grant under this head for the development of our mines, for opening schools and colleges to train the sons of the country to develop these mines.

**Mr. President:** The question is :

‘That the Demand under the head ‘Mines’ be reduced by Rs. 11,350.’

The Assembly then divided as follows :

#### AYES—44.

Abdul Majid, Shaikh.  
Agarwala, Lala G. L.  
Agnihotri, Mr. K. B. L.  
Ahmed, Mr. K.  
Asjad-ul-lah, Maulvi Miyan.  
Ayyangar, Mr. M. G. M.  
Ayyar, Mr. T. V. Seshagiri.  
Bagde, Mr. K. G.  
Bajpai, Mr. S. P.  
Barua, Mr. D. C.  
Bhargava, Pandit J. L.  
Bishambhar Nath, Mr.  
Chaudhuri, Mr. J.  
Das, Babu B. S.  
Ginwala, Mr. P. P.  
Girdhardas, Mr. N.  
Gour, Dr. H. S.  
Gulab Singh, Sardar.  
Iswar Saran, Munshi.  
Joshi, Mr. N. M.  
Lakshmi Narayan Lal, Mr.  
Latthe, Mr. A. B.

Mahadeo Prasad, Munshi.  
Manmohandas Ramji, Mr.  
Man Singh, Bhai.  
Misra, Mr. P. L.  
Mudaliar, Mr. S.  
Nag, Mr. G. C.  
Nand Lal, Dr.  
Neogy, Mr. K. C.  
Pyari Lal, Mr.  
Rangachariar, Mr. T.  
Reddi, Mr. M. K.  
Sarfaraz Hussain Khan, Mr.  
Sarvadhikary, Sir Deva Prasad.  
Shahani, Mr. S. C.  
Singh, Babu B. P.  
Sinha, Babu Adit Prasad.  
Sinha, Babu Ambika Prasad.  
Sinha, Beohar Raghubir.  
Srinivasa Rao, Mr. P. V.  
Subrahmanayam, Mr. C. S.  
Subzposh, Mr. S. M. Z. A.  
Thackersey, Sir Vithaldas D.

#### NOES—44.

Aiyer, Sir P. S. Sivaswamy.  
Aiyar, Mr. A. V. V.  
Amjad Ali, Maulvi.  
Barodawala, Mr. S. K.  
Bijlikhan, Sardar G.  
Bradley-Birt, Mr. F. B.  
Bray, Mr. Denys.  
Bryant, Mr. J. F.  
Chatterjee, Mr. A. C.  
Cotelingam, Mr. J. P.  
Crookshank, Sir Sydney.  
Dalal, Sardar B. A.  
Dentith, Mr. A. W.  
Faridoonji, Mr. R.  
Fell, Sir Godfrey.  
Gajjan Singh, Sardar Bahadur.  
Habibullah, Mr. Muhammad.  
Hailey, the Honourable Sir Malcolm.  
Hussanally, Mr. W. M.  
Innes, the Honourable Mr. C. A.  
Jamnadas Dwarkadas, Mr.  
Jejeebhoy, Sir Jamsetjee.

Kabraji, Mr. J. K. N.  
Keith, Mr. W. J.  
Lindsay, Mr. Darcy.  
Misra, Mr. B. N.  
Mitter, Mr. K. N.  
Mukherjee, Mr. J. N.  
Mukherjee, Mr. T. P.  
Nabi Hadi, Mr. S. M.  
Nayar, Mr. K. M.  
Percival, Mr. P. E.  
Ramayya Pantulu, Mr. J.  
Rao, Mr. C. Krishnaswami.  
Renouf, Mr. W. C.  
Samarth, Mr. N. M.  
Schamnad, Mr. Mahmood.  
Sharp, Mr. H.  
Spence, Mr. R. A.  
Vincent, the Honourable Sir William.  
Waghorn, Colonel W. D.  
Way, Mr. T. A. H.  
Webb, Sir M. dePomeroy.  
Zahiruddin Ahmed, Mr.

The motion was negatived by the casting vote of the President.



**Mr. President :** The question is :

'That a sum not exceeding Rs. 98,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Mines'.'

The motion was adopted.

#### OTHER SCIENTIFIC DEPARTMENTS.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 3,57,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Other Scientific Departments'.'

The motion was adopted.

#### EDUCATION.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 3,01,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Education'.'

The motion was adopted.

The Assembly then adjourned for Lunch till Two of the Clock.

The Assembly re-assembled after Lunch at Two of the Clock. Mr. President was in the Chair.

#### MEDICAL SERVICES.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 7,79,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Medical Services'.'

**Mr. J. Chaudhuri :** Sir, I beg to move :

'That the provision for the pay of establishment—Superintendence—be reduced by Rs. 20,000 and that the provision for travelling allowance—Superintendence—be reduced by Rs. 5,000.'

I move these amendments for the purpose of drawing the attention of the Government to the fact that there is scope for a great deal of retrenchment in this Department. It deals with a Department, the functions and duties of which have been largely transferred to the provinces. We find that the staff maintained under this department put down under the head of Superintendence is particularly heavy. We have got one Director General, one Deputy Director General, one Assistant Director General, one Deputy Assistant Director General, and others drawing heavy salaries. As these are non-votable items I have been obliged to put down in my motion for reduction in respect of the staff of Superintendents in the subordinate staff under the votable head. But I find also that instead of a decrease in the establishment charges under this head, they have gone up by nearly Rs. 20,000. I may say that as the functions and duties of this department have been transferred to the provinces there is no necessity for keeping up the establishment of the Central Government on

the former scale The Medical Services, the hospitals, the dispensaries and the Sanitary Department are all under the Provincial Governments. They are under the supervision of the Ministers and their staff. So I maintain that costly establishment in the Central Government for the Medical Services may be considerably reduced. I would not press for the identical reductions embodied in my motion but I would certainly press that the Retrenchment Committee when it comes into existence should look closely into this department and cut down the establishment to an irreducible minimum. This department has also been placed under the Education Member and the Honourable Mian Sir Muhammad Shafi told us yesterday that it gives his Department some occupation. Much unnecessary work is being created by this medical department and one inflated department is being maintained for the purpose of propping up another department which also requires deflation. So I maintain that many of the props of these mutually supporting departments might with advantage be removed. What I suggested yesterday with regard to the Education Department applies with greater force to this department. This is not the only department under the medical head, which abounds in superfluities. When I come to the next Demand, Public Health, I shall point out that the functions of the Medical Health Department and that of the Medical Services may very well be amalgamated and the establishment under them might be considerably curtailed and both may be welded into one department. That will effect a substantial retrenchment in the expenditure incurred by the Central Government with regard to functions which are no longer theirs. In this connection there is a great deal of overlapping of functions not only between these two departments but also with regard to the Military Department which I understand has also a department of Medical Services under it. I may mention in passing, that the Civil Medical Services department, since it has not enough work, it plays the role of busy bodies and creates work for us as also work for the Education Department. We remember in Simla we had to debate a great deal about the recommendations of the Medical Council in England. These are being exploited by the members of the Indian Medical Service not so much in the interest of Medical Education in India as for shutting out Indians from the higher Medical Services. They are now trying to frustrate the legitimate aspirations of our medical graduates and qualified medical men who are pushing ahead and will continue to push ahead in spite of such opposition. For the last 50 years the graduates of our medical colleges have gone to England and they have entered the Indian Medical Service by open competition with British medical students and they have not been found wanting in any respect. Our medical graduates have also rendered singular services during the War and they too have acquitted themselves very creditably. I shall however leave this subject alone. I shall conclude by reading the observations of Colonel Gidney who is a retired member of the Indian Medical Service and is also a member of this House on the question of the overlapping of the functions of the administrative medical departments of the Government of India. From that it will be seen that there is great deal of scope for retrenchment with regard to the departments under consideration.

This is what Colonel Gidney says :

‘I see no reason why there should be two Directors at the head of the Medical Services in India with their large staff, namely, the Director of Medical Services in India and the

[ Mr. J. Chaudhuri. ]

Director General, Indian Medical Service. When their duties overlap so extensively, this is a luxury, not a necessity. I submit that their duties so frequently overlap that one man with an adequate staff could carry out, and efficiently carry out, the medical needs of the country and of the Army. This duplication of labour is imposing an unfair and an absolutely unnecessary burden on the Indian exchequer. The Director General, Indian Medical Service, with an adequate staff is quite enough to discharge the medical needs of the Army in India.

So I say that not only is there a great deal of scope for retrenchment here, but also I would appeal to the Finance Minister to look into the military accounts with regard to their medical service, and although we cannot touch, make any retrenchment in that direction, yet when the Retrenchment Committee comes to sit, let us hope that it will not only be able to effect a large reduction on the civil side of the medical administration but on the military side as well regarding which we were told by Colonel Gidney that there is a great deal of the overlapping. The retrenchments I suggest are merely nominal, and I submit that the retrenchments should not be limited to votable items only but should be extended to the non-votable items of these Departments. I welcomed the announcement made by the Honourable the Home Member yesterday that when we took off a lump grant, his Department would do their best not only to reduce the votable items but also examine closely the question how far officers in the non-voted list might also be reduced. Since this will be done in the Home Department, I hope the Members of the Government and the Finance Member also will follow the same policy, and will apply the same operation to this Department. With these words, I commend my amendment to the House.

**Mr. H. Sharp:** Sir, I think that possibly I have been rather foolish and lacking in foresight. For, judging by our experience this morning, I think that I should have been well-advised had I changed the heading of this Demand—if I had been permitted to do so. It is called 'Medical Services'—and one knows that the word 'Service' is always apt to provoke criticism. Now suppose I called it 'Medico-logical Department', it might possibly have saved me those criticisms which my friend from Bengal has given vent to. However, I feel I err in good company because I might have suggested to the Honourable Sir Malcolm Hailey to substitute for 'Income-Tax' 'Income-ological Department'. (Laughter.) Then that Demand might have had a better fate.

The Honourable Mr. Chaudhuri considers that retrenchment is possible here. He has pointed out that the subjects with which this Department of medicine deals are mainly transferred, and he has suggested a doubling up between the office of the Director, Medical Services, and that of the Director General, Indian Medical Service. He has also spoken about increases having taken place. Well, Sir, as his proposed reduction is nominal, I do not think that this House would appreciate it if I were to go into extreme detail here and defend all the items in the rather complicated estimates under this head. But I will just remind Mr. Chaudhuri of one or two things. As regards the increase of which he complained, it was necessary to increase the pay of the establishment, just as it has been necessary to increase the pay of the establishments in other Departments, for obvious reasons of which everybody is aware. As to the increase in travelling allowance, that is mainly for the Director of Medical Research. The subjects with which this Department deals are not altogether transferred. The service has to be looked after.

Also, the central institutions and agencies for medical research are Central subjects, and for that reason it is necessary that we should have some agency at headquarters. (*A Voice*, 'Some'.) Then, again, the Government of India, in performing their functions in these matters, have to have some advice. Now, Sir Deva Prasad Sarvadhikary yesterday made some remarks of a very kindly nature, and I should like to acknowledge those remarks which he made and which Mr. Chaudhuri made too. One of his remarks was possibly a little bit ambiguous. He spoke about the distractions of a bachelor! As far as I could make out, those distractions were very dull and drab coloured. I entirely endorse that. But among those distractions I have not found time to make myself a Doctor of Medicine or to earn the Diploma of Public Health or to become an expert in Bacteriology or Archæology or to obtain a degree in Biology. It really is necessary that, to carry out our functions properly, we should have people at headquarters to give us expert advice on these matters.

Mr. Chaudhuri spoke about the action which the General Medical Council were taking in trying to curtail the rights of medical graduates in this country. I am afraid that he has not been quite convinced by what Dr. Norman Walker told us the other day; I do not know whether Mr. Chaudhuri was there; if not, then he missed a very interesting lecture. But I wonder whether it occurs to Mr. Chaudhuri that the retention of this Department, and even its strengthening, is one of the very best ways of getting a more or less independent agency in this country which will be able to defend the medical qualifications of this country in the eyes of other countries. Even at the present moment, to-day, General Sir William Edwards is holding a meeting of the Public Health Board, which is a body just created and which I hope will one day grow into a very powerful and a very useful body for these matters.

Mr. Chaudhuri appealed to me to exercise the same discretion which has been exercised, or is going to be exercised, by other Departments in the matter of retrenchment. I can honestly assure him that I am just as keen on reasonable retrenchment as anybody else. I have already made some efforts to forward a scheme which might result in the retrenchment of some of the establishment regarding which he particularly complained. I do not know whether I shall be successful or not. But I can assure him that if any items are found which will bear retrenchment, this Department will delete them. I would suggest that this might be left to the Retrenchment Committee. I believe that with that assurance Mr. Chaudhuri will withdraw his motion.

**Mr. J. Chaudhuri :** Having regard to the statement made, I beg leave to withdraw my motion.

The motion was, by leave of the Assembly, withdrawn.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 7,79,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Medical Services'.'

The motion was adopted.

## PUBLIC HEALTH.

**Mr. President :** The question is :

'That a sum not exceeding Rs. 9,59,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Public Health'.'

**Mr. J. Chaudhuri :** Sir, my amendment only raises a question of policy with regard to the amalgamation of the two Departments of Public Health and of the Medical Services of the Central Government. I recognize that this is a very useful Department, but I find that there is a Public Health Commissioner, and although under Medical Services there is a Director General and a Deputy Director General, an Assistant Director General and an Assistant Deputy Director General, yet there is also an Assistant Director General in this Department as well. I believe that the functions of these two Departments can be amalgamated, and a great deal of retrenchment effected. I do not want to cut out any non-votable portion of the Demand, but I would commend to this House and also to the Honourable the Finance Member the suggestion made by the Home Member yesterday that retrenchments will also be made with regard to the officers on the non-votable list. I welcomed that announcement made by the Honourable the Home Member and greatly appreciate it. Also having regard to Mr Sharp's assurance with regard to my previous motion which, I take it, applies to the present one, I leave the matter in the hands of the Government and the Retrenchment Committee.

**Sir Jamsetjee Jejeebhoy :** Sir, while we are on this question, may I inquire from the Member in charge whether the item which appears in this demand for the purchase of serum bottles, amounting to Rs. 75,000, is to be spent here or in England ?

**Mr. H. Sharp :** Sir, I do not think it is necessary for me to say anything as regards Mr. Chaudhuri's remarks, because, after speaking a little, he has not moved his amendment.

As regards what Sir Jamsetjee Jejeebhoy has just said, I have not got the exact figures regarding these bottles with me, but I think I am right in saying that a large part of this expenditure is incurred in England. (*Mr. Samarth :* 'In England' ?) I think so.

**Sir Jamsetjee Jejeebhoy :** In view of that, Sir, may I draw the attention of the Honourable Member to Demand No. 30, which will be before us in a short while, from which it will appear that Government spend Rs. 59,000 every year on the development of the glass industry in this country.

**Mr. H. Sharp :** I was about to explain that, as a matter of fact, I believe a large amount of this money is intended for the purchase of an apparatus called 'Maynard's Capsules'. These are made only in England. At least, according to what I learn from the Medical authorities, there is no other country which makes this apparatus. But I will give Sir Jamsetjee Jejeebhoy precise information as early as I can. I cannot say exactly how much of these stores is brought from England. I only know that some of these appliances, these serum bottles or capsules, must be brought from England. They cannot be obtained elsewhere.

**Mr. N. M. Samarth** (Bombay : Nominated Non-Official) : Has the Honourable Member made inquiries from the glass factory at Poona, or from the factory near Indore, or from the factory at Ambala ?

**Mr. H. Sharp** : No, I have not made inquiries, but I shall be very happy to do so and possibly Mr. Samarth will give me the exact addresses.

**Mr. N. M. Samarth** : If samples are given to me, I shall see that they are supplied.

**Mr. President** : The question is :

‘That a sum not exceeding Rs. 9,59,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Public Health’.

The motion was adopted.

#### AGRICULTURE.

**Mr. President** : The question is :

‘That a sum not exceeding Rs. 7,73,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Agriculture’.

**Mr. C. S. Subrahmanayam** : Sir, I move :

‘That the demand under head Agriculture be reduced by Rs. 55,950.’

In regard to this Department we desire, roughly, to make a reduction of 5 per cent on the total Demand. The direction in which economy might be effected is in regard to some of these specialist appointments, of which probably two, and one certainly, might be omitted. That is one direction in which there is scope for inquiry. There is no doubt that we look upon any reduction in this demand with a great deal of regret, because it is a Department in which we are all directly interested, as most of us are landowners : and also because it is a Department which has done a great deal of useful work. Our attitude should not therefore be misunderstood. So far as my province is concerned, the recent activities of the Department have done a considerable amount of tangible good, that is to say, the researches and experiments made by officers of this Department have shown the ryot how to produce more. That is, the old proverb that you should be able to make two blades of grass grow where one has been grown has been demonstrated in the case of the cultivation of paddy. In other directions also the Department has been doing very useful work. I do not know what the experience of other provinces is, but I daresay other provinces are equally benefited by the Department. But our object in moving this reduction here is that the Honourable Member for Agriculture may with a certain amount of freedom look into this matter and see whether he cannot effect reforms, changes, and improvements which we have been pressing upon the attention of the Government during the last few days. With that object, without meaning any dissatisfaction with the work of the Department or the feeling that the Department is carried on in any extravagant scale, I move this reduction with the hope that the closest scrutiny might be made in the charges under this Demand.

**Mr. K. B. L. Agnihotri** (Central Provinces Hindi Divisions : Non-Muhammadan) : Sir, I see an item of Rs. 1,000 provided on page 84, for the entertainment of visitors. May I know what class of visitors are entertained at the research institute and why ?

**The Honourable Mr. B. N. Sarma** (Revenue and Agriculture Member: Sir, I alluded at some length yesterday to the scope of the activities of this Department and I would respectfully suggest to the House that they ought not to apply this usual formula in respect of this branch of Governmental activity. The Government have borne in mind fully the wishes of this Council and the country at large and have been steadily trying to furnish facilities for the training of Indians in higher agricultural education, the best that would be possible in any country. Last year it was the good fortune of the Department to have been able to appoint 7 Indians out of the 8 Imperial officers from the various provinces, and we hope to pursue a similar policy of Indianization within the rules as far as efficiency would permit it, by improving and enlarging the educational facilities of this research institution. Honourable Members will find on page 84 a small provision for Rs. 16,000, which alone I could get from the Finance Department for extension of the research institute, not that I am not thankful that the Finance Department has been able to give us something. (Laughter.) That we have been able to secure, because the Government of India recognises fully that whatever be the financial pressure something must be done for improving the higher education of the country in agriculture, and we have been strengthening the research staff, so that the officers may be able to carry on their duties, both as research officers as well as teachers, without impairing the efficiency of the department either in the tutorial line or in the research line. The demand in this direction, Honourable Members will find, is actually less by Rs. 1,77,000 than the actuals of 1920-1921. The slight increase over the Revised Estimate and the Budget Estimate of 1920-21 is due to the causes that I have mentioned, *viz.*, the strengthening of the Department with a view to making it an efficient educational and research centre.

With regard to the question that has been put by my friend from the Central Provinces, I may state that Pusa is rather remote from the main centres of population, and a number of gentlemen interested in agricultural pursuits go to Pusa and have to be accommodated there, especially when the scientific officers meet there for the purpose of concerting measures for the future programme of work which should be adopted by the Agricultural Department as a whole, whether at the centre or in the various provinces. It is for the purpose of meeting the requirements of such visitors that this small provision of Rs. 1,000, I believe, has been made.

I hope, therefore, Sir, that in view of the desirability of making a larger provision, should funds permit it, this Council would let this grant alone.

**Mr. Darcy Lindsay:** Sir, in the interests of the Democratic Party (Hear, hear) and to assist me in arriving at a decision as to whether or not I should support that party on the present Demand, in view of the forbearance that they have shown in allowing the past few demands to be voted on without the usual 5 per cent. cut, I desire to ask the Honourable the Finance Member the immediate effect of this 5 per cent. general reduction. I notice, Sir, in this particular Demand that Rs. 3,46,000 is non-votable; and that is equal to about one-third of the total Demand. As I presume that there may be considerable difficulty in dealing with the non-votable items in spite of what was said by the Honourable the Home Member yesterday, of which so much has been made by my Honourable friend, Mr. Chaudhuri, the reduction may fall on the non-votable sections in much larger proportion than

5 per cent. I presume the Honourable the Finance Member will give immediate effect to this 5 per cent. general reduction, and it may largely fall on the subordinate staff (*Voices*: 'No, no,' and 'Let it') who not being under covenant are the more easy to dismiss. (*Voices*: 'No, no.')

**The Honourable Sir Malcolm Hailey**: Sir, the Honourable Member has asked me a direct question and as far as is possible on the spur of the moment I will give him the information for which he has asked. Let me assume for the purpose of argument that the reductions made under each head by the Assembly will be accepted by Government and carried out in action. As a rule the 5 per cent. reduction which the Assembly has sought to make is calculated on the total votable and non-votable expenditure. As I have said, I am assuming for a moment that we attempt to give immediate effect to that reduction. Where officers on the non-votable list are only loaned or are on deputation from Provinces to the Central Government, it is possible to dispense forthwith with their services, as they will simply return to their local Governments, and there will be an equivalent saving to the Central Government. Where they are not so loaned, and permanently belong to Central Government Departments, such as the Customs, Audit, Archæological, or the like, then it is not of course possible under our existing constitution to reduce the higher paid posts, save with the sanction of the Secretary of State, that matter being reserved to him under section 96 of the Act. Suppose the Secretary of State gives sanction, the officer has to be compensated, for you cannot dismiss an officer without giving him what every commercial firm would give him, namely, adequate compensation for the reduction in his emoluments or for dismissal from the service. Therefore, in such cases there would not be a saving equivalent to what might at first sight appear possible, though the cost would be transferred from the particular head of demand to that relating to non-effective charges. Proceeding further with the process of reduction, we should, in order to make up any shortage in the saving, have to turn to the votable expenditure. Possibly it would be found that there was considerable scope there. We might reduce contingencies; we might refuse to allow officers to travel; direct them to cut down their office expenditure, and so forth. Next we might order the heads of the department to get rid of any temporary establishment they had. The final step would be to reduce the subordinate establishment, though of course where these are on a permanent basis, they in turn must be compensated.

I have described in outline the process to the House. I cannot say off-hand exactly how we should apply that process to the various departments. I think it is inevitable that in any case we should, if we carried out these reductions to the full, have to get rid of a certain number of the subordinate establishment. That might be inevitable. (*A Voice*: 'Quite unnecessary.') The Honourable Member says it is quite unnecessary. He may, of course, have other ideas in regard to the way a reduction might be effected, and may no doubt be able to contribute his advice to the House. But I note that when lately some members spoke of the inadvisability of reducing the pay of the subordinate establishments, the Honourable Member himself speaking from his place asserted that the proper way was to reduce the numbers. I have described the effect of reducing the numbers, and it is inevitable in my opinion that the reduction should apply in some cases to the subordinate establishment.



**Rao Bahadur T. Rangachariar :** Sir, I am glad this question was raised by my Honourable friend, Mr. Darcy Lindsay. It was probably to frighten the House in regard to the havoc this Democratic Party was contemplating. The proposal in this case is to cut down by the modest sum of Rs. 55,950, the total expenditure of over 11.19 lakhs. If Honourable Members will scrutinise the items from pages 84 to 89, they will find that each page is studded with 'Leave Allowance,' 'Travelling Allowances,' 'Contingencies,' 'Temporary Establishment,' 'Revision of Establishment,' 'Entertainment of Visitors,' and other contingent charges. I have not had time to count up these figures; but a rough computation of the Travelling Allowances, Contingencies and Miscellaneous alone amount to more than 1½ lakhs. If a man is a supernumerary, get rid of him, whether a votable or non-votable man. The country will be prepared to pay him compensation. We are not anxious to retain supernumeraries if they have no work to do. If there is too little work and you have too officers to do it, I don't think the country will object to getting rid of them. They will say: 'By all means give him a handsome pension, or transfer him to some other department.' If you can transfer an electrician to make him a purchaser of stores, I suppose there is scope for transferring other people from one Department to another. I say you should really have no difficulty in going into this matter. I daresay Sir Malcolm Hailey himself will be the first to make the suggestion and so help the Retrenchment Committee. There will be no serious harm done, if he is either a subordinate or a votable or non-votable officer. If they are really giving a substantial return for the pay received, the Democratic Party will not ask that they should be removed. We give that guarantee. I remember travelling one day with a European Police Officer and an Army Officer, and they asked me: 'What are you going to do with us? Are you going to send us bag and baggage out of the country?' Such is the fear created in the minds of the British people in this land. Speaking for myself and those of my way of thinking, this country is not going to commit any such folly—I would say, crime. This country is not so senseless; we are not savages; we belong to an ancient civilization; we honour contracts much more than any other nation in the world. Cheers.) Let there be no such fear. Whether European or Indian, so long as the officer has no work to do, we shall have to say goodbye to him but pay him compensation. Let there be no fear that this 5 per cent. is going to do any injury. It is going to do good both to the Government and to the country.

**The Honourable Sir Malcolm Hailey :** May I ask Mr. Rangachariar to tell us on behalf of his Party how his analysis of what would happen in any way differs from mine? I outlined the process of effecting economies in order to meet the reductions it is desired to make. I think he rose in order to put me right, but I cannot find that his analysis in any way differs from my own; nor do I remember that I suggested the absurd charge which he has sought to fix on me, that his party desired to turn out officers bag and baggage and without compensation. I made no such charge against them.

**The Honourable Mr. B. N. Sarma :** Speaking for myself, there is ample ground for not enforcing that general principle on which this House is acting. With reference to some of the items to which allusion has been made. Honourable Members will note at page 84, provision for an officer on special duty, provision for revision of Gazetted staff at Pusa, made in the

Budget Estimate of 1921-22, but not in the Revised Estimate for 1921-22, nor in the Budget Estimate of 1922-23. I took particular care to see that in this financial year of pressure we do not ask the House to sanction any items of that particular character. Honourable Members will also note the Temporary Establishment. The pay of temporary establishment last year was budgetted at Rs. 13,180. This year it is nil. Revision of establishment, Rs. 15,790 last year. Nothing in the Revised Estimate and nothing this year. So you will see that we have cut down wherever there was a possibility. Honourable Members will notice on page 85 the provision of Rs. 9,345 for an Imperial Cotton Specialist under Actuals, 1920-21, reduced to Rs. 3,340 last year and nothing this year. Similarly, we have given notice to the Indigo Research Chemist. He has done wonderfully good work for this country and let me take this opportunity of thanking him for the service he has rendered to the country in the cause of indigo research. We gave him notice the moment we found that his services were no longer required and he himself informed the Government of India that he thought that there was no necessity for any further research in that particular line. Therefore the House will note that officers are not anxious to continue a day longer than they think it is necessary for their particular purposes, especially when they are engaged for special periods. (Hear, hear.) Honourable Members will notice therefore that we have cut down wherever we could these contingent and other charges. But in a department which is to carry on farming, we must necessarily make some provision for contingencies and so on. Honourable Members cannot say that this can be cut down because, without some such provision, we cannot carry on agricultural operations, such as, dairy farm, breeding operations and so forth. The only question is whether we are utilising larger sums than it is expedient or desirable in this direction. I hope therefore that what I have said would induce my Honourable friend to see that in this particular branch public money is not wasted.

**Mr. President :** The question is :

'That the demand under head 'Agriculture' be reduced by Rs. 55,950.'

The Assembly then divided as follows :

AYES—44.

Abdul Majid, Shaikh.  
 Agarwala, Lala G. L.  
 Agnihotri, Mr. K. B. L.  
 Ahmed, Mr. K.  
 Asjad-ul-lah, Maulvi Miyan.  
 Ayyangar, Mr. M. G. M.  
 Ayyar, Mr. T. V. Seshagiri.  
 Bagde, Mr. K. G.  
 Bajpai, Mr. S. P.  
 Barua, Mr. D. C.  
 Bhargava, Pandit J. L.  
 Bishambhar Nath, Mr.  
 Chaudhuri, Mr. J.  
 Das, Babu B. S.  
 Ginwala, Mr. P. P.  
 Girdhardas, Mr. N.  
 Gour, Dr. H. S.  
 Gulab Singh, Sardar.  
 Ibrahim Ali Khan, Lieut.-Nawab M.  
 Iswar Saran, Munshi.  
 Jatkar, Mr. B. H. R.  
 Joshi, Mr. N. M.

Lakshmi Narayan Lal, Mr.  
 Latthe, Mr. A. B.  
 Mahadeo Prasad, Munshi.  
 Manmohandas Ramji, Mr.  
 Man Singh, Bhai.  
 Misra, Mr. P. L.  
 Mudaliar, Mr. S.  
 Nag, Mr. G. C.  
 Nand Lal, Dr.  
 Neogy, Mr. K. C.  
 Pyari Lal, Mr.  
 Rangachariar, Mr. T.  
 Reddi, Mr. M. K.  
 Sarfaraz Hussain Khan, Mr.  
 Shahani, Mr. S. C.  
 Singh, Babu B. P.  
 Sinha, Babu Ambika Prasad.  
 Sinha, Beohar Raghurib.  
 Srinivasa Rao, Mr. P. V.  
 Subrahmanayam, Mr. C. S.  
 Subzposh, Mr. S. M. Z. A.  
 Thackersey, Sir Vithaldas D.

## NOES—46.

Aiyer, Mr. A. V. V.  
 Aiyer, Sir P. S. Sivaswamy.  
 Amjad Ali, Maulvi.  
 Biflikhan, Sardar G.  
 Bradley-Birt, Mr. F. B.  
 Bray, Mr. Denys.  
 Bryant, Mr. J. F.  
 Chatterjee, Mr. A. C.  
 Clarke, Mr. G. R.  
 Cotelingam, Mr. J. P.  
 Crookshank, Sir Sydney.  
 Dalal, Sardar B. A.  
 Dentith, Mr. A. W.  
 Faridoonji, Mr. R.  
 Fell, Sir Godfrey.  
 Gajjan Singh, Sardar Bahadur.  
 Habibullah, Mr. Muhammad.  
 Hailey, the Honourable Sir Malcolm.  
 Hullah, Mr. J.  
 Innes, the Honourable Mr. C. A.  
 Jamnadas Dwarkadas, Mr.  
 Jejeebhoy, Sir Jamsetjee.  
 Kabraji, Mr. J. K. N.

Kamat, Mr. B. S.  
 Keith, Mr. W. J.  
 Lindsay, Mr. Darcy.  
 Misra, Mr. B. N.  
 Mitter, Mr. K. N.  
 Muhammad Hussain, Mr. T.  
 Mukherjee, Mr. J. N.  
 Percival, Mr. P. E.  
 Ramayya Pantulu, Mr. J.  
 Rao, Mr. C. Krishnaswami.  
 Renouf, Mr. W. C.  
 Rhodes, Mr. C. W.  
 Samartha, Mr. N. M.  
 Sarvadhikary, Sir Deva Prasad.  
 Schamnad, Mr. Mahmood.  
 Shahab-ud-Din, Chaudhri.  
 Sharp, Mr. H.  
 Spence, Mr. R. A.  
 Vincent, the Honourable Sir William.  
 Waghorn, Colonel W. D.  
 Way, Mr. T. A. H.  
 Webb, Sir M. dePomeroy.  
 Zahiruddin Ahmed, Mr.

The motion was negatived.

**Mr. President :** The question is :

‘ That a sum not exceeding Rs. 7,73,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Agriculture ’.

The motion was adopted.

## CIVIL VETERINARY SERVICES.

**Mr. President :** The question is :

‘ That a sum not exceeding Rs. 6,38,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Civil Veterinary Services ’.

**Mr. S. C. Shahani :** Sir, I rise to propose :

‘ That the provision for the Civil Veterinary Services amounting to Rs. 6,38,000 be reduced by Rs. 35,850.’

This is a 5 per cent. reduction : I am sorry that a larger reduction has not 3 P.M. been proposed in the case of this Demand No. 29.

I would draw the attention of the House to two items on page 91. The first relates to the purchase of animals. Last year we spent Rs. 62,000 on the purchase of animals and it is proposed in this year of financial stringency that we should spend Rs. 90,000. Here alone the Demand could be reduced to the extent of Rs. 28,000. I would next draw the attention of the House to another item ‘ stable keep and feed ’. Last year we spent Rs. 2,40,000 under that head, and this year it is proposed that our expenditure should amount to Rs. 3,00,000. (*Mr. R. A. Spence :* ‘ Of course, because there is a bigger purchase of animals.’) As I have already implied, it is not necessary to purchase animals in this year of financial stringency,

and we have to remember that fodder is distinctly cheaper and we should on that account be spending less than Rs. 2,40,000.

I would further point out that the Superintendents of this Department serve no useful purpose; to my knowledge these appointments are sinecures. There is a provision of 14 Superintendents in one place and I suppose of several more in other places. (*The Honourable Sir Malcolm Hailey*: 'No, no'.) 14 Superintendents are provided and the number of Superintendents could very reasonably be reduced. (*Mr. R. A. Spence*: 'There is only one Superintendent, is there not?') On page 40 you will find 14 Superintendents. (*A voice*: 'No. 14 is the number of Superintendent, Clerks, Artist, Photographer, etc.')

I beg your pardon, it is an oversight on my part. But these appointments ought to have been separated. Grouping them together is misleading. The number of Superintendents and of clerks, etc., should have been indicated. I do not now object to this item of expenditure. But on the two other grounds I propose the reduction which, I trust, the House will support.

**The Honourable Mr. B. N. Sarma**: I am sure that this Resolution has been moved under a misconception. The net charge of this Department, Honourable Members will notice, is only Rs. 1,06,000. Under the head of Receipts, we hope to be able to get during the year Rs. 6,11,000 as against Rs. 4,64,000 during the current year, and that is by the manufacture of serum which is supplied to the various Departments and Governments. The complaint is that we do not manufacture enough, and we have had to seek other places for its manufacture. We are trying to see whether any other places can be discovered where serum can be manufactured economically and in sufficient quantity. If you are to get a larger revenue, you must manufacture more serum. Of course, part of the increase is due to the increased price which we are going to charge for our supplies. But, apart from that, you must, I suppose, expend more money upon animals in order to manufacture more serum, and that would necessarily increase the cost of feeding also, assuming that the rates are the same. I think, Sir, that on reconsideration Honourable Members will complain that the Government is not really spending more upon this Department (Hear, hear) than it has been able to do during the past for few years or that it proposes to do during the next year. This is a Department which deals with the cattle wealth of the country. (Hear, hear.) Numerous cattle, well-nourished and in the prime of life, are being carried away by disease (Hear, hear), and here in Mukteswar, men far away from the centre of civilisation are toiling and working hard to manufacture serum to save these animals from untimely and premature death. I am speaking with warinrh, because I feel that we have not been able to do more. Honourable Members have chosen a particularly inappropriate subject for retrenchment, owing, I am sure, to a misconception of the functions which this Department has been performing, and I am sure that, after my explanation, they will blame me for not suggesting a larger expenditure.

Then, again, with the keen and able Chief Director, whom we have now got, we hope to be able to train our young men in Civil Veterinary Science, because our expert Director tells us that nowhere in the world are facilities so great as at Mukteswar for teaching the higher branches of Civil Veterinary Science, and he hopes to be able to carry out those duties with the able staff that he has been able to secure, four bacteriologists and others without any

[ Mr. B. N. Sarma. ]

great additional cost. At a time, therefore, when the attention of everybody ought to be directed towards strengthening the Department, I hope nothing will be done by this Assembly to injure a Department which they ought really to succour and assist.

I hope, therefore, having regard to the fact that the net cost to the State for this Department is only Rs. 1,06,000 on which a 5 per cent. reduction would only amount to Rs. 5,300, that the Department is doing such useful work and that it has got such immense potentialities for improvement and development, the Honourable Member will see his way to withdraw this Resolution.

**Mr. S. C. Shahani :** In view of what has been said just now by the Honourable Mr. Sarma, I withdraw my motion.

The motion was, by leave of the Assembly, withdrawn.

**Mr. President :** The question is :

‘That a sum not exceeding Rs. 6,38,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Civil Veterinary Services’.’

The motion was adopted.

#### INDUSTRIES.

**Mr. President :** The question is :

‘That a sum not exceeding Rs. 1,40,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Industries’.’

**Mr. B. S. Kamat :** Sir, I move :

‘That all items under the sub-head ‘Acetone Factory, Nasik,’ be omitted.’

Regarding this Acetone Factory at Nasik in the Bombay Presidency, Members will recollect that the subject came up for discussion at Budget time last year in this Assembly. At that time Sir Thomas Holland, who was in charge of the Department, promised that he would look into the question as the future of this factory was under the consideration of the Government. He placed before us detailed proposals regarding what Government were thinking of doing with reference to this Acetone Factory. He told us last year of three alternatives. Government were contemplating the sale or the leasing of this factory or perhaps to turn it to some industrial purposes for the bye-products of acetone. I am very sorry indeed to find that nothing practical has been done during the past 12 months by Government. It is true that in this year’s Budget we find that the post of the Superintendent, Manager and Engineer has been abolished, because I don’t find any provision for that here. But I don’t think Government has yet come to any definite decision regarding the sale of this big factory. Members are aware that this Acetone Factory was started during war-time for military purposes. I think Government have spent on this factory over half a crore of rupees. Since the termination of the war, I don’t think the factory has been worked for really military purposes. If it is worked for acetone, it is for the requirements of peace-time. The time has really come, therefore, for Government seriously to consider

whether they ought not to shut down this factory and save the Treasury a great amount of loss. I am referring to the loss because I find, Sir, from the budgetted figures, as contained in this estimate, that although last year we were told there would be on the receipt side of this factory something like 4 lakhs from the sale of the bye-product, namely, Butyl Alcohol, yet from the budget figures before us I find that the total realisation is Rs. 1,50,000. The result is that on the expenditure side of this factory during last year we have Rs. 2,50,000, and on the receipt side you will find we have only Rs. 1,50,000. Thus, the factory has been worked during the last year at a loss of over a lakh of rupees.

It will be seen from all this that Government have no right, no business, if I might use that term, to conduct this factory at a loss to the public treasury, and it is time for them to come to a decision about the sale, leasing or any other way of disposing of this large factory. My own grievance as regards this is, first, that a factory which is no longer needed for military purposes should not have been transferred to Industries on the civil side. Secondly, if Government have adopted this child, if I might use the expression, from its military parents, it is the duty of Government to conduct it on a business and sound footing, and they should not incur this loss of over a lakh of rupees in running the factory. Thirdly, it is a very large factory over which the public exchequer has spent over 50 lakhs of rupees. I should like to know what earnest efforts have been made by Government to work it on an industrial or commercial basis for the manufacture of paints, varnishes, etc., about which Sir Thomas Holland told us last year. And if Government have found after all their efforts that they cannot run the factory by making both ends meet, they should at once shut down this factory, keep a care-taker only to look after the same and take their own time for negotiations or for coming to a decision as to what they will do with it. They have no excuse for spending this Rs. 77,000, which is the amount budgetted for the coming year. Although they have abolished the post of Superintendent, Manager and Engineer, they propose to keep an officer in charge on a salary of Rs. 1,000 a month. This officer is given a large establishment which at the end of the year will be Rs. 77,000. I do not know whether it will even then be a self-supporting proposition. From the receipts during the present year at any rate it does not appear to have been a self-supporting proposition, and I have no reason to believe that in the next year it is going to be a paying concern. I therefore think an explanation is due from the Honourable Member in charge as to why a provision is made for Rs. 77,000 as also for an officer at the cost of Rs. 1,000 a month, and why Government is lingering on with this project at the expense of the public treasury, and why the whole of this factory is not shut down till they come to a decision regarding its fate.

**Rao Bahadur T. Rangachariar:** Sir, I am not at one with my Honourable friend, Mr. Kamat, in connection with this Acetone Factory. From what we heard from Sir Thomas Holland last year about the usefulness of the institution and of the bye-products which are produced at this factory and which are likely to be produced, we formed a very good estimate of the usefulness of this institution. I am therefore sorry to note a remark, which Honourable Members will find at (a) by way of a footnote, that the sale of the factory is contemplated. Whether this decision is due to Sir Thomas Holland's departure from the country, or whether it is due to a change of policy on the part of Government, or whether it is due to the experiment having proved a

[ Rao Bahadur T. Rangachariar. ]

failure—I should like to know why this determination has been made. I should be sorry if such an institution were closed—an institution where I expected, in fact I urged it last time, Indians would be trained in the arts connected with the factory. I made it a point and Sir Thomas Holland gave us an assurance that he would take every opportunity to take Indians and train them, taking advantage of the presence of this highly technically qualified gentleman who was in charge ; I expected a great deal in the course of the expiring year to come out of this institution, and I should be sorry indeed if such an institution is to be closed. It is the only institution in the country where Indians can get a training in this line. After all it is a process, I understand, which is readily adapted to the country, because the chief article which is used is rice ; but I will not venture into any further details for fear of displaying my ignorance of the subject. Although the main product of this industry may be a product essential for war purposes, if we can manufacture articles suited for war purposes and by the same process manufacture also bye-products which will be useful to the country in peace time, I do not see why it is necessary to close that factory or sell that factory. It is hardly right to sell a factory like this where munitions are manufactured. I do not know whether it will be right policy on the part of Government to go and sell to a private party a munition factory.

**Mr. N. M. Joshi :** It is to be sold to the Bombay Government.

**Rao Bahadur T. Rangachariar :** I do not know whom it is contemplated to sell it to.

**Mr. B. S. Kamat :** It is a Government proposal.

**Rao Bahadur T. Rangachariar :** I do not know to whom they are going to sell the factory, but surely it would be dangerous to sell to a private company a munitions factory. Anyway one would like information on all these points.

**Sir Jamsetjee Jejeebhoy :** Sir, if my memory serves me right, I have heard that in the Bombay Legislative Council there was a proposal to buy this factory for 15 lakhs, and I should very much like to know from the Honourable Member in charge of Commerce if any arrangement has been arrived at with the Bombay Government with regard to it ; and if there has been, I suppose there will be economy on the expenditure under this head.

**The Honourable Mr. C. A. Innes :** I will endeavour to answer the various points which have been raised by Mr. Kamat, Mr. Rangachariar and Sir Jamsetjee Jejeebhoy.

Mr. Kamat complained that no decision had yet been arrived at in regard to the future of this Acetone Factory. That is not correct. The whole question was discussed by the experts of the Army Department in these matters in, I think, August last, and those experts advised the Government of India that the factory should be closed down. The reason for that is this: the factory was built in order to manufacture acetone. Now that the war is over the demand for acetone is very small and all countries are more or less in the same position, namely, that their facilities for the manufacture of acetone are far in excess of peace-time requirements. Had we continued the manufacture of acetone we should have had to run

the factory, in order to run it economically, at its full power; and had we done so, we should have produced every year several years' supply of the peace-time requirements of acetone in India. The acetone can now be obtained quite cheaply from Europe and the Army Department is advised that it would not be a good business proposition to continue the manufacture of acetone at Nasik. As it is, the Cordite Factory has been supplied with several years' supply of this product. The consequence was that the decision was arrived at that we should close down the manufacture of acetone and the factory along with it.

Mr. Rangachariar has complained that had we maintained the factory we could have trained Indians there. We could have trained Indians in a very difficult and obscure fermentation process. Training of that kind can be obtained at the Tata Institute at Bangalore and it would not have been a good business proposition for us to maintain a large losing concern like this merely for the sake of training Indians. Consequently we decided that our best plan was to cut our losses and get rid of the factory; and as Sir Jamsetjee Jejeebhoy has just told the House, we have made over the factory to the Bombay Government. We have sold it to the Bombay Government for use as a distillery, so that the factory will not pass into private persons' hands. All the secrets of the process of manufacturing acetone by this difficult process are on record; and if in a case of emergency we want to restart the manufacture of acetone in this factory, we could do so without the slightest difficulty. That is another reason why we decided to close the factory. The Bombay Government propose to use the factory for the purpose for which it is fitted without any alteration or with very little alteration, namely, that of a distillery; and there will be ample opportunity for the training of Indians in at any rate distilling, if not in the manufacture of acetone.

I should have explained that the Budget estimate was of course prepared before this sale was made; all we shall require is a small provision for the transport and other charges connected with our stocks of butyl alcohol and for a clerk to look after our interests in the disposal of our consumable stores. For that we shall require a sum of Rs. 12,000. Therefore we shall be able to cut down the demand by Rs. 65,000; but I presume that the Democratic Party in pursuance of their 5 per cent. reduction policy will merely make a 5 per cent. reduction. (Cries of 'No, no'.) At any rate we shall only require Rs. 12,000 for our purposes next year.

**Mr. J. N. Mukherjee** (Calcutta Suburbs: Non-Muhammadan Urban) Sir, I seek explanation on a point which seems to me to be of considerable importance to the House. I have been noticing this point throughout and have been seeking an opportunity of bringing it forward to the notice of Honourable Members. So far as Demand No. 30 is concerned, Honourable Members will see that at the bottom of page 93 there is a sum of Rs. 2 lakhs shown as Receipts and the House knows that Receipts under one head ought to count in reducing the Expenditure under that head. One should have liked very much under the circumstances to have the expenditure under this Demand shown minus the receipts. If that had been done throughout the detailed estimates, the deficit that is shown on the Budget would have come to a much smaller figure than what appears. I shall bring to the notice of the House other items: for instance, if we come to the head Survey of India, Honourable Members will see that at page 66 certain recoveries have been deducted; they



[ Mr. J. N. Mukherjee. ]

will find that ' For revenue survey adjustable under Land Revenue, for Maps etc., Contribution payable by the Hyderabad State, etc., etc., ' a sum of Rs. 21,73,160 has been deducted as probable recoveries. That comes to a very large sum. After deducting that sum the balance has been shown on the Expenditure side. I could mention other items where recoveries have been shown but have not been deducted from the expenditure. As a matter of fact, where these receipts appear they must be taken as meant to reduce the expenses, and if that plan had been followed the deficit shewn would have been considerably less. For instance, again, if we come to Demand No. 29, Civil Veterinary Department, the House will find that recoveries or receipts expected to be realised come to Rs. 6,11,000—not a small figure. Then again at page 84 Agriculture—at the end of the items of expenditure, receipts are shown at page 89 amounting to Rs. 80,000 . . . .

**Mr. President :** I think the Honourable Member had better let us dispose of this Factory first.

**Mr. J. N. Mukherjee :** As a point of accounting, Sir, I suppose we are entitled to have an explanation as to why this procedure has been adopted and why the expenses have not been shown after deducting these receipts which would have had the effect of placing the real deficit before the House. When other points come up they may be taken up individually, but if the House will examine the matter it will find that the point to which I have drawn its attention is only an example which illustrates the way in which the accounts have been prepared. A word of explanation therefore on this point will be of great use to the House.

**The Honourable Sir Malcolm Hailey :** May I answer the point raised by my Honourable friend on the point of accounting? I have had some difficulty in following his argument fully, but I gather that he thinks that we have failed to take account elsewhere of the receipts to which he refers. They are of course given here as for instance on page 91 of the Demands for Grants, merely by way of information; they are duly booked on the income side of our general accounts. I think that what he asked us to do was to prepare for each department the net figures. That is a somewhat old question. Originally, as perhaps some Members of the Assembly will remember, in dealing with Railways we put gross figures on the one side and gross figures on the other. Now, in order that the general revenue and expenditure of the country should not be unduly exaggerated, we have treated Railways as a purely commercial department and we show only the net figures; similarly with Posts and Telegraphs and Irrigation. That is the correct way of dealing with a large commercial department. We have not attempted that course in regard to the smaller non-commercial departments, because the receipts are of a variable nature, sometimes merely of an incidental nature; further we incur charges on our general service departments, such as Police, and Law and Justice, or our semi-scientific departments, such as Agriculture and Veterinary, or again on other departments, such as Meteorology, because these services are necessary in the general interests of the public, and without reference to the question whether we may or may not subsequently recover any income on their account. They are not commercial departments which ought of course to pay their own way; their receipts are of a purely incidental nature, and there is no great advantage, therefore, in preparing net figures in each case.

I do not think that the change in the method of accounting to which the Honourable Member refers would make any difference at all to our deficit or the manner of exhibiting it.

**Sir Deva Prasad Sarvadhikary:** Sir, while the Honourable Mr. Innes' explanation has cleared up certain difficulties it has added others. As I understand him, this factory being no longer valuable for military purposes, it is being made over to the Government of Bombay for distillery purposes. Well, so far as the training of Indians is concerned, unless distillation is carried on in an industrial basis, which some of us demand, I do not think it will be of much use in the way of training self-respecting Indians who want the liquor traffic to be put down. But that is quite another matter. If factories that are growing useless for military purposes and are therefore not to have further attention of the Department of Industries,—and I think that is the right position to take—I cannot understand the explanation given lower down in the Estimates under this head regarding the grant to Calcutta Soap Works for a plant for refining glycerine, which if brought to a required degree of fineness, will lead to considerable reduction in the expenditure in Ordnance Factories. Now, whether it is right for the Industries Department to embark upon researches that legitimately belong to the military department is another question. If on the question of these munitions and their varying fortunes will depend the expenditure of this department, we shall have further difficulty added to the situation. Mr. Kamat speaks of the Acetone factory as a child of the military parents and that it is not wanted now. That is why Mr. Innes is now farming it out to the Government of Bombay. I recognise the saturnine mother-in-law Mr. Rangachariar who in back villages before female education and the suffrage movement came had the favorite occupation of getting hold of a darling daughter like Mr. Innes and teaching her and punishing her, so that the daughter-in-law who brings a rich dowry and cannot be touched could be vicariously punished. That is nearly the position now in regard to this matter. I do not think that there is any justification for it. Calcutta gets no grant worth mentioning from the Government of India. The grant to Calcutta Soap Works. . . .

**Mr. N. M. Joshi:** The Calcutta University.

**Sir Deva Prasad Sarvadhikary:** I would much rather not refer to that much maligned and much injured institution, and the grudging doles to it because I think the less said the better. We had no financial backing worth the name and we had not even our much needed University Act before we parted company. Let that alone for the present. But if munitions which were wanted and were given to the Department of Industries to look after are left alone because they are no longer wanted, and glycerine or something else is taken up at the suggestion of the Military Department, I do not think it would be a right position for the Department of Industries to adopt. I raise this question because we are all very much interested in the development of industries, and I think we ought to have the matter cleared up.

**Mr. President:** The question is :

'That the demand under the head 'Industries' be reduced by Rs. 77,100.'

**Rao Bahadur T. Rangachariar:** Rs. 65,100 was the offer.

**Mr. President:** It was not moved.

**Rao Bahadur T. Rangachariar:** I will move it as an amendment.

**Mr. President:** The question is :

'That the demand under the head 'Industries' be reduced by Rs. 77,100.'

The motion was negatived.

**Rao Bahadur T. Rangachariar:** May I move, Sir, that Rs. 65,100 be substituted for Rs. 77, 100?

**Sir Deva Prasad Sarvadhikary:** That you say is the offer.

**The Honourable Sir Malcolm Hailey:** We are quite prepared to accept it.

**The Honourable Mr. C. A. Innes:** Sir, I am quite prepared to accept the amendment of Mr. Rangachariar for the reduction of this figure by Rs. 65,000, which comes from the Democratic Party. But they are cutting the 5 per cent. from all our budget grants, and may say that we are at liberty to distribute the reduction as we think best among our different budget heads. So when I say that I am prepared to accept the reduction of Rs. 65,000, I presume that in pursuance of the Democratic Party policy only a 5 per cent. reduction will be made.

**The Honourable Sir Malcolm Hailey:** Sir, I am sorry to see that there should be a difference of opinion among the Members of the Executive Council on this matter, but I should like to point out that we on our benches proceed on the line of logic and reason. (Loud laughter.)

**Mr. President:** The question is :

'That the Demand under 'Industries' be reduced by Rs. 65,100 in respect of the Acetone Factory, Nasik.'

The motion was adopted.

**Mr. J. Chaudhuri:** I ask for some information in regard to this item. I find 'School of Mines and Geology' on paper only. I find also a Principal, but he must have absconded somewhere, for I do not find his salary put down. There is, however, an establishment for the School of Mines and Geology which does not exist. I find temporary establishment, travelling allowance, miscellaneous contingent charges provided for an institution which does not exist and whose Principal has ran away somewhere. Again, there was in the last year's Budget some charge for a tanning institution, but I found from the supplementary Budget it has been abandoned and the Budget grant was transferred to the Stationery Department and appropriated for the purchase of a larger quantity of stationery. May I ask the Honourable Member, is this the way how savings effected are being appropriated for the purpose of retrenchment and giving effect to the recommendations of the Industrial Commission?

**Mr. A. C. Chatterjee:** I may explain that for reasons of economy we could not start this School. These reasons have been explained before. We are utilising the Principal as an Inspector of Mines. With regard to the temporary establishment and travelling allowance, the travelling allowance is meant for the governing body. (*Mr. Rangachariar:* 'For what?') For preparing

plans and estimates for the School. The governing body is composed of gentlemen from all parts of India, many of them non-officials. (*Mr. Rangachariar* : 'Do not call them.') There may be a saving, but I really cannot make any promise. If the governing body chooses to meet they can do so. They have been appointed and the Government cannot very well prevent them from meeting.

With regard to the item about the Tanning Institute to which *Mr. Chaudhuri* referred, we gave it up on account of the financial stringency and had to utilise the money for other purposes.

**Rao Bahadur T. Rangachariar** : Will the Honourable the Finance Member kindly take note of what has just been stated that this Rs. 10,000 travelling allowance is intended for the governing body of an institution which does not exist?

**Mr. President** : The question is :

'That a reduced sum not exceeding Rs. 74,900 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Industries'.'

The motion was adopted.

#### AVIATION.

**Mr. President** : The question is :

'That a sum not exceeding Rs. 37,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Aviation'.'

**Dr. Nand Lal** : Sir, the motion which I am asked by the Democratic Party to move runs as follows :

'That the demand under head 'Aviation' be reduced by Rs. 2,550.'

Now, this is a Department in which the absence of Indian element is simply deplorable. The Indian factor is not only small, but I may be permitted to state, miserably small. Besides no effective step is taken to educate Indians in this line. It is wanted that they should be given training. I can anticipate very well the answer which will be advanced from the Treasury Benches, namely, that we are introducing Indians to this department, that this department is a highly technical department and that this requires great deal of training. In reply I may submit at once that this answer will be treated at least by my humble self as a stock argument. I should like to ask, though very respectfully, what active step and what effective measures have been taken by the Government to give a proper response to the wishes of the people of this country so far as training Indians for this department is concerned. I may point out to the official Member in charge of this department that Indians have got special aptitude for this science. And the official Members, learned and great scholars as they are, know the ancient history of India and shall bear me out when I say that this science is not altogether new. I think it will be sufficient to remind them by saying that Ramayana is a very authenticated evidence to prove that this science was known to Indians.

[ DR. NAND LAL. ]

though not in the present form. So far as the misplaced fear, entertained by some non-Indians, that the real object is that non-Indians may be ousted from this department is concerned, I should like to point out to them that it is not the object. The object is that the children of this soil may be trained and that they may be of useful assistance to the Government. That is the real idea, so that non-Indians who call themselves great experts may give the benefit of their skill and expert knowledge to some other British possessions. That is the idea.

**The Honourable Mr. B. N. Sarma:** May I say that there is only one officer, the Chief Inspector, for the whole of this Budget?

**Dr. Nand Lal:** I shall come to that point hereafter. Therefore there is no room for the argument of the Honourable Official Member to refute the contention that I have now put forward. The argument may be advanced that Indians cannot be taken owing to the lack of technical knowledge. My answer would be that the officers who are in charge of this department and who have got to deal with this science of aviation are not immortals. They are, like us mortals; apart from it those who are experts now must have been new in the beginning. So, this plea has not got great force. Certainly some sort of training is required, but Indians, as I have already submitted, have the capacity to apprehend and understand as quickly as the people of other countries.

On these grounds, I submit that the reduction, which is modest in its amount, may be allowed; and so far as my learned friend, the Honourable Mr. Sarma's question is concerned, I may very respectfully point out that though there is only one officer, but there must be a number of non-Indians who are being trained for this department; and no effective step having been taken to train Indians for this line, my complaint is not misplaced. With these few remarks, I submit this amendment before the House, and I hope it will be passed unanimously.

**Mr. R. A. Spence:** Sir, if it were not that the last speaker had commenced his remarks by saying that he spoke in the interests of the Democratic Party, and thereby must necessarily be speaking for retrenchment, I should support this amendment of his. I do not think he really went for retrenchment, I think he went for a vote of censure on Government for not doing more for India as regards aviation; and I think that on that question we might in this House record our opinion that Government has not done as much as it might do for aviation, and that the little sum of money, Rs. 66,000, which was saved from the last item, might be spent in increasing the sum spent on aviation, and that we might therefore be able to train up Indians in this art of aviation. I think that if the Honourable Member, Dr. Nand Lal, had moved his amendment as a censure on Government for not doing more for aviation, it would have met, not possibly with the unanimous support that he anticipated, but certainly with more support than he will get by also asking that we should retrench on such a subject as Aviation.

**Colonel Sir Sydney Crookshank (P. W. D. Secretary):** Sir, in the minute item of Rs. 37,000 which is demanded under this head, Aviation, it is extremely difficult to even recognize the hopeful and ambitious programme,

amounting to about Rs. 6½ lakhs for next year's expenditure on civil aviation, which we had received from the Air Board. It was, however, impossible to give effect to a demand of so large a nature, in view of the financial stringency which exists. The position is that we intended to start a beginning next year and to add to the number of aerodromes which already exist in India and in Burma, and by that means to lay the foundation of what would be a service of civil aviation in the future in which, as required by my Honourable friend, Dr. Nand Lal, Indians would play a large part and receive training. As it is, all we have provided for is 4 officials—one European and 3 Indians. The Chief Inspector, being a European, is required to carry out inspection duties, to grant licenses, examine pilots, investigate accidents, examine aerodromes and so on and so forth. His functions must necessarily continue, unless possibly they can be transferred in the future to the Royal Air Force. As it is the demand is an extremely small one; I only wish it were bigger, in order that more development in this important line could take place, which, in the circumstances, we cannot request the House to give us in next year's Budget.

**Rao Bahadur T. Rangachariar :** Sir, the very reasons assigned by the Honourable Member for Government, Sir Sydney Crookshank, are good reasons why this item ought to disappear altogether from the Budget. Either the work must be done well, or it should not be done at all. I rather gather that this head exists simply because you have got a Chief Inspector drawing a salary of Rs. 1,200. Where are the aerodromes which he has to inspect? And then he gets a stenographer on Rs. 175 a month. How many letters has he to write and dictate, and how many long memoranda has this gentleman to dictate? Why does he want a stenographer? Can he not spare the time to write or type his own letters? I find that there is a regular craze for stenographers in every office. I do not know whether Assistant Secretaries also have them, but from a Deputy Secretary upwards every officer has a stenographer. They have become so lazy nowadays that they do not want to write their own letters. (Laughter.) They want to dictate to a shorthand writer and the shorthand writer must type it out and bring it to them. That is how extravagance is going on in this country. Why does this Chief Inspector want a stenographer? His pay ought to be struck off whether he is an Indian or an European. What work is this stenographer expected to do for the greater part of the year? What work is the Chief Inspector expected to do? Why should he not be transferred to some other Department where more officers are needed? Why should he not perform some other duties? Let him inspect boilers or something else. But here we are going on multiplying officers, with stenographers, clerks, head-clerks, Superintendents, Registrars. The English language is overburdened with words coined by the Indian Government. And it is by employing this large army of officers that it is done. Here is a clear case in which expenditure on the entertainment of another officer should not be incurred. I would appreciate a really good air service, in which Indians might get an opportunity of training. But here we have a thing which is of no use at all, except the satisfaction which it might afford of feeding a gentleman and his clerks and stenographer.

**Mr. President :** The question is :

'That the demand under head 'Aviation' be reduced by Rs. 2,550.'

[ Mr. President. ]

The Assembly then divided as follows :

AYES—53.

Abdul Majid, Shaikh.	Kamat, Mr. B. S.
Agarwala, Lala G. L.	Lakshmi Narayan Lal, Mr.
Agnihotri, Mr. K. B. L.	Mahadeo Prasad, Munshi.
Ahmed, Mr. K.	Manmohandas Ramji, Mr.
Aiyer, Sir P. S. Sivaswamy.	Man Singh, Bhai.
Asjad-ul-iah, Maulvi Miyan.	Misra, Mr. B. N.
Ayyangar, Mr. M. G. M.	Misra, Mr. P. L.
Ayyar, Mr. T. V. Seshagiri.	Mudaliar, Mr. S.
Bagde, Mr. K. G.	Mukherjee, Mr. J. N.
Bajpai, Mr. S. P.	Mukherjee, Mr. T. P.
Barodawala, Mr. S. K.	Nag, Mr. G. C.
Barua, Mr. D. C.	Nand Lal, Dr.
Bhargava, Pandit J. L.	Neogy, Mr. K. C.
Bishambhar Nath, Mr.	Pyari Lal, Mr.
Bryant, Mr. J. F.	Ramayya Pantulu, Mr. J.
Chaudhuri, Mr. J.	Rangachariar, Mr. T.
Dalal, Sardar B. A.	Reddi, Mr. M. K.
Das, Babu B. S.	Samarth, Mr. N. M.
Ginwala, Mr. P. P.	Sarvadhikary, Sir Deva Prasad.
Girdhardas, Mr. N.	Schammnad, Mr. Mahmood.
Gulab Singh, Sardar.	Shahab-ud-Din, Chaudhri.
Hussanally, Mr. W. M.	Shahani, Mr. S. C.
Ibrahim Ali Khan, Lieutenant Nawab M.	Singh, Babu B. P.
Iswar Saran, Munshi.	Sinha, Babu Ambika Prasad.
Jamnadas Dwarkadas, Mr.	Srinivasa Rao, Mr. P. V.
Jatkar, Mr. B. H. R.	Subzposh, Mr. S. M. Z. A.
Joshi, Mr. N. M.	

NOES—30.

Abdul Rahim Khan, Mr.	Kabraji, Mr. J. K. N.
Aiyer, Mr. A. V. V.	Keith, Mr. W. J.
Bijlikhan, Sardar G.	Lindsay, Mr. Darcy.
Bradley-Birt, Mr. F. B.	Mitter, Mr. K. N.
Bray, Mr. Denys.	Percival, Mr. P. E.
Chatterjee, Mr. A. C.	Rao, Mr. C. Krishnaswami.
Clarke, Mr. G. R.	Rhodes, Mr. C. W.
Crookshank, Sir Sydney.	Sapru, the Honourable Dr. T. B.
Dentith, Mr. A. W.	Sharp, Mr. H.
Faridoonji, Mr. R.	Spence, Mr. R. A.
Fell, Sir Godfrey.	Vincent, the Honourable Sir William.
Habibullah, Mr. Muhammad.	Waghorn, Colonel W. D.
Hailey, the Honourable Sir Malcolm.	Way, Mr. T. A. H.
Hullah, Mr. J.	Webb, Sir M. dePomeroy.
Innes, the Honourable Mr. C. A.	Zahiruddin Ahmed, Mr.

The motion was adopted.

**Mr. President :** The question is :

‘ That a reduced sum not exceeding Rs. 34,450 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Aviation ’.’

The motion was adopted.

COMMERCIAL INTELLIGENCE.

**Mr. President :** The question is :

‘ That a sum not exceeding Rs. 3,34,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Commercial Intelligence ’.’

The motion was adopted.

## CENSUS.

**Mr. President :** The question is :

‘ That a sum not exceeding Rs. 3,47,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Census ’.’

The motion was adopted.

## EMIGRATION—INTERNAL.

**Mr. President :** The question is :

‘ That a sum not exceeding Rs. 1,12,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘ Emigration—Internal ’.’

**Mr. K. C. Neogy** (Dacca Division : Non-Muhammadan Rural : I beg to move :

‘ That the demand under head ‘ Emigration—Internal ’ be reduced by Rs. 6,750.’

I beg to draw the attention of the House to the second item under ‘ India ’, reading, ‘ Moiety of pay of the Chairman, Assam Labour Board ’, Rs. 15,730. I want to know from Government something about the constitution of this Board. So far as I am aware, it is only the representatives of Government and the representatives of capitalists that are represented on that Board. Although it is named as a Labour Board, there is no representation of Labour on it. Time was when Government considered themselves competent enough to represent the interests of these classes, but that time has gone. I think I can say that Government sympathies are oftener than not with the Assam Tea capitalists. I will give only one instance. We know that the Indian Tea Association represents tea capital and most of the tea companies in Assam are members of that Association. It may not be known to many of us here that these Tea Associations have entered into a compact among themselves, which they call Labour Rules for the prevention of enticement of labour, but which practically reduce the labourer in the tea gardens almost to the position of a slave. Once a labourer joins a garden, he cannot leave it. If a gardener were to give shelter, even for one night, to a labourer who comes away from the garden in which he was employed, that gardener is liable to pay a heavy fine according to these rules. And this is not the only term of the contract. There are other terms which are quite as bad, if not worse. And do you know, Sir, what the condition precedent to membership of the Indian Tea Association is? It is the signing of these Labour Rules. And what is the attitude of Government towards this? It is one of active sympathy for the capitalists. Of recent years a large number of tea gardens have been started in the native state of Hill Tipperah which adjoins Assam. Now, these gardens are not under any obligation to join the Indian Tea Association. But the Assam planters found that, unless they were made to join the Indian Tea Association, which carried with it the observation by them of these Labour Rules, their interests might suffer. They approached the Government of Bengal for help in this matter, and that Government most obligingly put pressure on the Hill Tipperah Darbar to induce tea gardeners in that State to join the Tea Association, which means that they would of course have to subscribe to these Labour Rules. I drew the attention of Government to this



[ Mr. K. C. Neogy. ]

matter in Simla, and the Honourable Mr. Innes surprised me by saying that he had not seen these Labour Rules, and then I handed over to him a copy of these rules which I had with me. I hope he has profited by the perusal of that document and realises the gravity of the whole thing. With these words, I beg to move this motion.

**Mr. N. M. Joshi :** Sir, I rise to support the motion of my Honourable friend, Mr. Neogy. In the first place, the House should remember that this Internal Emigration is governed by the Central legislation, namely, by the Assam Labour Act, and is supported by the Workmen's Breach of Contract Act and several sections of the Indian Penal Code. As emigration is governed by these Acts, everybody here will agree that it is the duty of the Government of India to look into the working conditions of the emigrants who go to Assam to work on the plantations. I should like to know therefore from the Government whether they are fulfilling their duty in this matter. Sir, the Members of this Assembly know that only last year there were serious troubles on the plantations and these trouble Government put down to the credit of political agitators. I do not stand here to defend the political agitators, but I am quite sure Members of his Assembly know that there were other causes also. Last year the tea industry suffered a great loss. The plantations could not afford sufficient work for all the employees. The employees therefore got smaller wages with the result that the planters wanted them to remain there on smaller wages, while the employees were anxious to return home. It is this circumstance that caused the labour trouble in Assam more than the political agitator. The political agitator naturally takes advantage of any economic discontent ; I personally do not blame him. (Hear, hear.) As I said before, if a political agitator does not take advantage of the real grievances of the people, he does not know the art of his work. (Hear, hear.) Sir, the condition of the labourers on plantations is indeed very bad. What wages do the labourers on the plantations get ? An adult man gets an average wage of between Rs. 5 and Rs. 6, a woman gets about Rs. 4 and a child about Rs. 2. Let us remember that this is an average wage, so that there are many adult people who get less than Rs. 5. Is this a wage that is sufficient at present for a man to maintain a family ? Then, take the other conditions, the housing conditions, as well as their social conditions, and Government will easily see that there is enough for them to inquire into.

My Honourable friend, Mr. Neogy, has just now referred to one matter, namely, the rules of the Planters' Association, which prevent a labourer from making a selection of his master. Then, Sir, my Honourable friend, Mr. Neogy, has also referred to the want of representation for the working classes on the Assam Labour Board. I think the time has come when Government should pay serious attention to this matter. Then, Sir, I may be told by Government that the Government of Assam is making an inquiry into the conditions of the labourers on the plantations. On that Committee also there is no man who will represent the interests of the labourer. (*A Voice : ' Why not ? '*) Somebody asked me ' Why not '. I am not responsible for the appointment of that Committee. Let that question be referred to the Government of Assam. Sir, the time has come when Government should seriously consider the conditions of work on these plantations instead of leaving that kind of inquiry to the Local Government. The Local Government as well as the Government of Bengal is more or less under the influence of the

planters. This fact is clearly proved by the Government of Bengal taking action to induce the Native States round about the plantations to bring pressure to bear upon the planters within their territories to join the Planters' Association and accept their rules. Under these circumstances it is the duty of the Government of India to take up this question into their own hands and inquire seriously into it.

Sir, only a few months back the Labour Conference, which held its session in Geneva, passed several conventions and recommendations which can be usefully applied to labour on the Assam plantations. I hope the Government will also take this question seriously into consideration and see how far these conventions and recommendations may be applied to the Assam plantations.

Sir, there is one more point about which I should like to know something. The Government of India has still got the Assam Labour Act on its Statute Book. The Government India, I know, have suspended by executive order the penal sections of that law, but I should like to know why they have merely suspended the penal sections and why they did not repeal those sections altogether. I would also like to know from the Government of India whether they have received the opinions of the Local Governments regarding the repeal of the Workmen's Breach of Contract Act, and when they propose to introduce the legislation for its repeal.

With these words I support the motion for the reduction of this grant, not only for economy but also in order to show Government that they are not doing their duty towards the labourers in Assam properly.

**Rai D. C. Barua Bahadur** (Assam Valley : Non-Muhammadian) : Sir, it is a sheer libel to say that Government is antagonistic to the labourers in the matter of the tea industry. It would be truer to say that the Government have penalised the tea industry in favour of the labour population. Have they not arranged for the supply of rice to these people at Rs. 3 per maund when it was selling in the bazaar for Rs. 7 or Rs. 8 per maund, notwithstanding that the tea industry was on the verge of ruin and heavy loss had to be sustained owing to the low prices realised by tea? I am afraid, Sir, that both the Honourable Mover and Mr. Joshi have not studied the question on the spot. They should have gone there to see things for themselves.

**Mr. K. C. Neogy** : I have.

**Rai D. C. Barua Bahadur** : Then you have given no indication of having seen the Assam tea gardens.

**Mr. K. C. Neogy** : I did on several occasions.

**Rai D. C. Barua Bahadur** : In the face of this it is sheer bombast on the part of my Honourable friends to condemn the system of employment of labour that has been in vogue in the tea gardens of Assam. He, the Mover, said once a labourer joins a garden he becomes a slave. Is it really a fact? They have a compact not to employ each others labourers, I admit, but what are the circumstances of the case? A tea-garden compact is not enforced by the State. The State has nothing to do with it. It is a contract between employers and employers. These employers sacrifice a good deal at the outset in recruiting the labourers. They send out recruiters to the recruiting districts and there they spend for each labourer from Rs. 100 to 200. They are then taken to the tea growing districts and there they are put under

[ Rai D. C. Barua Bahadur. ]

Act XIII about which we had a very long discussion in the last Simla Session, when my Honourable friend, Mr. Kamat, exposed the whole thing, and why Act XIII should be retained. That is the only labour law now in effect even for the tea industry. The other laws have long ago been abolished, that is, Act VI of 1901 or Act I of 1882 ; those were the penal laws and they have been abolished, as regards the coolies. But some of their provisions, tended to benefit the coolies and not to put coolies in difficulties, have been retained. These questions ought to be studied very carefully before criticism is levelled at the Government. It is also not correct to say that labourers do not return to the gardens because the employers do not pay them as much as they used to pay them before. It is the speeches of unscrupulous agitators that led to the migration of the coolies from tea gardens. It was this that led to the disaster of Chandpur. It is an indisputable fact that they were misguided by the unscrupulous agitators. And what was the fate of these coolies when they returned to their own homes? They were not only tyrannised over by their own people and starved to death, but such of them as survived had to go back to the gardens. That is the state ; that is the truth ; that is the established truth I should say ; and yet in the face of that it is said that the labourers wanted to return home. I should say that is a clear bombast to those that have been making a study of the question. Sir, in the face of these circumstances, I beg to oppose the amendment.

**Mr. C. W. Rhodes** (Bengal : European) : Sir, I shall not be at very great pains to answer the arguments of Mr. Neogy, especially after the defence of the poor Tea Association by the last speaker. Mr. Neogy has attempted to bolster up a weak case with strong words. I very much resent this reference to slaves. Many years ago Assam was hardly populated. India in many parts is overpopulated. These tea gardens were opened out and they attracted from these overpopulated districts people who have gone to Assam and who have settled down there and in many instances become wealthy owners of their own lands. From whence did these slaves come, Sir ? These slaves came from districts where they were the slaves of the village *bania*, bound hand and foot. They have found not slavery but freedom in Assam. It is quite admitted that in the old days there were abuses in recruitment. But I think we owe it to a fellow-countryman of my own, Colonel Kennedy, that those abuses many years ago were removed ; and I should like to pay a tribute to the work Colonel Kennedy did in seeing that every vestige of abuse was removed. Mr. Neogy thinks that when a tea garden has paid a man's debts, given him his freedom and brought him to Assam, a neighbouring garden or a garden in Hill Tipperah should have a right to attract him away. That may be so according to Mr. Neogy's creed. Our creed is, 'Thou shall not covet thy neighbour's servants.'

To Mr. Joshi I must speak more in sorrow than in anger. I am very disappointed to find Mr. Joshi thinks that any good is done to a labour by the political agitator. In the Assam-Bengal Railway strike and in the present unfortunate strike on the East Indian Railway, the labourer is suffering because of the political agitator, using labour entirely for political gain, making him a pawn in the game and sacrificing his life and property for personal ends. I trust we shall always find our labour representative in this House take a firm stand against this sort of thing and co-operating with the employer to get the best possible terms he can for those he represents.

As regards wages we have had Rs. 5 per month quoted as an average wage. It was mentioned before the Fiscal Commission when a gentleman, an Englishman, in fact a Government servant, was asked whether in the garden he referred to free medical assistance was given and he said 'Yes.' When my friends from Bombay were making large sums in their mills, I asked him if cheap cloth was given and he said 'Yes'; was rice sold to them in famine times below cost price? 'Yes': whether they were given free houses, free land to cultivate? 'Yes.' Then, Sir, where is the justice of talking about Rs. 5 per month as the average wage? The Assam tea industry is, I consider, to-day one of the best run industries in India, is doing the most good to the poor of this country and is helping those who, as I say, are in slavery to the *bania* to go there and find that they can live as human beings.

**Mr. S. K. Barodawalla** (Bombay City : Muhammadan Urban) : Sir, I must first declare that I am not an owner of any tea gardens, nor am I interested in any way with the tea garden associations. But I must say that we are making too much of a good thing on behalf of labourers. A labourer himself works, as also his wife and sometimes his children too work. Time is now coming that we are beginning to spoil them. As has been explained by my Honourable friend, Mr. Rhodes, I do not understand why times out of number people should take up the cudgels on their behalf. We have been providing schools and many other facilities for them, and a time may come when some of the Members may get up and say that we must also provide them with clothing and many other things. Here I may say in passing that some of the labourers are getting insolent. As I said, I am not connected in any way with tea gardens, except that I drink lot of tea. I think it is not right for a Member to bring up a proposition of this kind here before consulting the Government of that province or the people of that place.

**Rai G. C. Nag Bahadur** : Sir, I rise to correct the wrong impression that has been created by the remarks of my Honourable friend, Mr. Barua. I served many years in Assam and had a good deal to do with the inspection of tea gardens, and I am familiar with the conditions of tea garden labour in that province. Mr. Barua tells the House that rice is supplied to coolies at the rate of Rs. 3 per maund when rice sells at Rs. 7 in the market, but this was when the coolies, men and women, were recruited under Act VI of 1901 to work at Rs. 4-8 and Rs. 4, respectively. Now that system of recruitment is abolished, and the planters are under no obligation to supply cheap rice now. As a matter of fact, I know that the coolies are left to buy their own rice in the ordinary market at the market rate like all other people.

Then, Sir, as regards the causes of the Chandpur coolie strike, I may tell the House that the Bishop of Assam, who was on the spot to look after the comforts of the stranded coolies and who worked so hard for them, is of the opinion that the strike was due mainly to economic causes rather than to the preaching of the non-co-operators (Hear, hear).

Then, Sir, there is another point I might mention to the House. The Assam-Pengal Railway is run at a loss of Rs. 35 lakhs a year, and yet that Railway gives concession to the planters for the conveyance of labourers to Assam tea gardens. But when the coolies were stranded at Chandpur, that Railway failed to render any help whatever to these coolies. It is to be regretted that on

[ Rai G. C. Nag Bahadur. ]

the Assam Labour Board the coolies have no representative at all, so as to look after their interests. That Board exists to facilitate the recruitment of labour from the recruiting districts of Bengal and other Provinces to Assam. With these few remarks I support this amendment.

**The Honourable Mr. C. A. Innes:** Sir, I desire first to answer Mr. Neogy's specific questions. The constitution of the Assam Labour Board is fixed by Statute. It is fixed by section 116 (a) of the Assam Labour Act and this section prescribes that the Assam Labour Board shall be composed of eight representatives of the Indian Tea Association, Calcutta, four of the Assam Branch of the Indian Tea Association, three of the Surma Valley Indian Tea Association and one member who is, I think, a representative of the Government. The functions of this Board are not concerned in any way with the actual recruitment. That is done by an entirely different body called the Tea Districts Labour Association. The functions of the Board are purely to supervise the actual methods of recruitment to see that no abuses go on, and whether or not the House approves of the constitution of the Board as it is at present, there can be no doubt that the action of the Board has been most beneficent. We hear a great deal in this House and elsewhere about the conditions of labour in the tea gardens, but I venture to say that there is very little complaint anywhere of the actual methods of recruitment. The Government appoint the Chairman of the Board simply because it is our business to see that we have a watch dog on that Board to see that the Committee discharges its functions properly. That is the reason why the Government contributes half the salary of the Chairman. The principle of having the rest of the Board constituted by the representatives of the Tea Association is that it is to their interest to see that no abuses go on in recruitment. The tea planters, the Tea Association do not like abuses more than any one else. Mr. Neogy then stated that this Government had changed its character, that this Government had no sympathy at all with labour and that all its sympathies lay with the capitalists. Well, Sir, I deny that charge. I do not think that it is a charge that can fairly be brought against a Government which only in January last passed through this Legislature a revision of the Indian Factories Act, and which is now in correspondence with Local Governments in regard to a Bill for the registration of trade unions and in regard to a Bill for compensation for workmen. I think the House will realise that that charge made by Mr. Neogy against the Department over which I preside was an unfair charge.

Mr. Neogy then went on to refer to certain enticement rules. Sir, the explanation of these rules is as follows. Labour for the Assam tea gardens has to be imported from very long distances. The system of recruitment which is now in force is a system of recruiting, as far as possible, whole families. They do not like to recruit single men but they like to take whole families with their relatives. Before these people are recruited, their debts are paid off in the village. They are taken over long distances by river, rail and road to Assam, and they also give bonuses. I do not know what the actual cost of a labourer on arrival in the garden is, but it is very heavy. It was common experience for gardens to find that no sooner had they imported their labour at a very great expense than that labour was attracted off to some other estate. That is what is known in common parlance as

crimping. Some years ago it was proposed that the Government of India should legislate to prevent this kind of enticement. They refused to do so. It was a matter for the tea gardens to remedy for themselves. The tea gardens have done so by means of these rules and I myself think it is essentially a matter for the gardens to deal with themselves.

Now, Sir, I come to the question raised by Mr. Joshi as regards the conditions of labour in Assam itself. I must premise my remarks by pointing out that here we are trenching upon a provincial function. Under the Devolution Rules, the welfare of labour is purely a provincial subject and under our constitution it is a matter that has to be dealt with by the Local Government.

**Mr. N. M. Joshi:** What about legislation ?

**The Honourable Mr. C. A. Innes :** We legislate for recruitment but not regarding the actual treatment of the labourers in a province. It is admitted on all sides that the wages of the labourers in Assam have not risen in the past two or three years in correspondence with the rise in the cost of living, and it is for that very reason that the Assam Government have appointed a committee to go into the whole matter. Mr. Joshi complains that the committee was not appointed by the Government of India. The Government of India is naturally required to observe the constitution under which we all work, and the Government of India could not have appointed that committee under the constitution and it therefore had to leave the matter to the Local Government. The Local Government have done their best, I think, to appoint a committee on which all interests are fairly represented. Four Indian gentlemen, I understand, have been appointed on that committee and there are four European gentlemen and a Chairman. This committee at the present time is engaged in making the most searching inquiry into the conditions of life on the tea gardens, and I do not think that it will become this House, when that inquiry is proceeding, to make any pronouncement upon the subject. Mr. Rhodes has anticipated a good deal of what I had intended to say on this subject. I would like to point out that migration to the Assam gardens is family migration. I have here the latest statistics of the average wages on these gardens and they work out of something like Rs. 16 a month for a man, woman and child. Now I ask Mr. Joshi if he is acquainted with the conditions of agricultural labour in different parts of India.

**Mr. N. M. Joshi:** Yes.

**The Honourable Mr. C. A. Innes :** Let me give some of my personal experiences. I spent many years of my life in the Malabar District. I joined that district as an Assistant Settlement Officer and it was my duty, as an Assistant Settlement Officer, to go into the nooks and corners of the remotest villages of the district in order to settle land revenue. I was usually accompanied by a Menon, a man who corresponds to the patwari, and a Nair who corresponds to a chaprasi. I used to go frequently walking along some hill side and suddenly the Menon in front of me, who is a high caste man, would give a sort of indescribable grunt which I can only compare to the bell of a sambur. Suddenly I would look up and see a group of poorly clad creatures scrambling up the hill side or tumbling down through the bushes

[ Mr. C. A. Innes. ]

into the paddy fields. These are the agricultural labourers of the district, keeping their caste distance away from the high caste Menon. Their caste distance is 65 feet.

**Rao Bahadur T. Rangachariar :** All that is disappearing.

**The Honourable Mr. C. A. Innes :** Not at all. I will guarantee that if Mr. Rangachariar now will go down to the town of Palghat, he will come to certain cross roads. As he goes through these cross roads his ears will be assailed by the stentorian voices of certain miserable creatures 125 feet out in the paddy fields. These are Nayadis keeping their caste pollution distance of the high caste Brahmins and high-caste Nayars. In other parts of India it is much the same, though it may not be as bad. Now, miserable families of this kind in other parts of India have a chance of having their debts paid for them and being taken over to Assam. Their conditions of life actually on the tea gardens may not be ideal—I do not for a moment pretend that they are otherwise there would not be this inquiry—but they have a promise and a hope of better things. There are many *ex-tea* garden labourers who are now land owners in Assam. They are now small land holders in their own right, and, Sir, I can bring another testimony to the advantage of this system. There is no compulsion on these people to go to Assam; one can see that from the statistics of migration there, migration varies entirely with the character of the Season; and when, Sir, I was Foodstuffs Commissioner in 1919, doing my best to feed India, it was a great comfort to me to know that two hundred thousand of the people from Bihar and Orissa, the Central Provinces and the United Provinces had been able to go to Assam and get a living there.

Mr. Joshi has asked me what has happened to the proposals for revision of the Workmen's Breach of Contract Act. I am afraid, Sir, I cannot answer. That is a matter for the Home Department, and I see that Sir William Vincent is not here. Mr. Joshi has also asked why the Assam Act is still in force. We have suspended all the penal provisions of the Act, as no coolies are actually recruited under the Act, but we retain the Act because it enables us to supervise the work of recruitment there by the Assam Labour Board.

I hope, Sir, in view of this explanation, that the House will not accept this motion.

**Khan Bahadur Maulvi Amjad Ali** (Assam : Muhammadan) : Sir, with regard to Assam labour, I am specially interested in this matter. Of course, Assam labour needs some improvement no doubt, and that matter has engaged the attention of the Local Government already. The Local Government has appointed a committee consisting of some District officers and some Members of the local Council; they have been going round and collecting all sorts of information, recording evidence, and also asking people who are supposed to be able to give some information in that connection; so that the Local Government is not sleeping over that question. The Local Government is quite alive to the duty that is imposed on them, and I do not think that the Central Government is now required to do anything in that connection. My friend, Mr. Joshi, has said something which needs a reply. He says that the exodus of coolies from the tea gardens of Sylhet was due to economic distress. Well, my friend, Mr. Joshi, is not at all aware what led to the exodus. It was not

the economic distress, but it was the agitation that was going on at full swing in the neighbourhoods of these tea gardens, and the result was that large numbers of coolies left the gardens and came out to see Mahatma Gandhi (Laughter). When this terrible news reached the District officers, they hurried to the different places thus affected to meet these coolies and to see whether they could do something in that connection.

Now, the District Officer, who is a member of the Indian Civil Service, met a woman almost naked—it will appear just now why she came out naked. He offered her a piece of cloth and some rice. She told him to take away the cloth and rice. She said, 'I refused Sahib's work in the garden, and am I to take now charity from your hand? You are a Sahib and I refuse to take anything from your hands. But if something comes from the hands of Mahatma Gandhi I shall take it.' Now, when such an answer could be given by a mere coolie woman, can it be said that the exodus was due to economic distress? No. The leaving of the gardens was a pre-concerted movement. Agitators were preaching close to the different gardens, and the coolies heard that Mahatma Gandhi was doing this and doing that, to better their condition and that if anybody wanted salvation, either in this life or the next, he must become a disciple of Mahatma Gandhi. That preaching excited the people, with the result that there was a tremendous coolie exodus. The agitation was spread all over the country. The coolies left the gardens and they refused to take any help from the Government; they began to starve; and it was only when the pangs of hunger had become very acute that some times they accepted food and drink from Government sources. This went on for some time, and then a very serious false charge was brought against the Government, namely, that a large number of coolies had been put to death by the Government at the Chandpur railway station. This led to the strike on the Assam Bengal Railway, which extended all over the province. It was proved to demonstration there that no coolies were put to death by the Government. The fact was that owing to the outbreak of an infectious disease among them at the railway station, in the interests of the large population around, it was decided to remove them. But under the instigation of agitators they refused to leave the railway platform, and the Government was therefore compelled to use some force. All that was intended was to remove them from the platform to another place a little distance away. But the leaders of agitation raised a hue and cry that a large number of coolies had been put to death by being thrown into the Ganges. And it was due primarily to this false allegation, that the strike on the Assam Bengal Railway occurred, which lasted for three or four months. You may judge now whether these coolies left the tea gardens on account of economic distress or on account of political agitation. Therefore, without knowing the full facts in this connection, without knowing the actual state of things, it is not reasonable to ask this House to pass what will practically be a vote of censure on the Government. I oppose the motion.

**Mr. R. A. Spence:** Sir, I move that the question be now put.

**Mr. President:** The question is:

'That the demand under head 'Emigration—Internal' be reduced by Rs. 6,750.'

The motion was negatived.



**Mr. President :** The question is :

‘ That a sum not exceeding Rs. 1,12,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, for ‘ Emigration—Internal ’.

The motion was adopted.

#### EMIGRATION—EXTERNAL.

**Mr. President :** The question is :

‘ That a sum not exceeding Rs. 22,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, for ‘ Emigration—External ’.

**Dr. Nand Lal :** Sir, I beg to move :

‘ That the demand under head ‘ Emigration—External ’ be reduced by Rs. 1,550.’

Sir, speaking for myself and for those who hold the same view as I do, I am very glad to say that I very sincerely recognise what the Government of India has very kindly done in this direction, and I hope and trust that the Government of India will kindly maintain and extend the protecting hand to Indian emigrants; at the same time I offer a suggestion to the Government of India that they will not feel frightened by the agitation of the agitators abroad. (Hear, hear.) I further trust that the Government of India shall do more than what they have already done. While sincerely congratulating the Government of India on what, as I have already submitted, has been done by them, I feel bound to say that in view of the present condition of the finances of this country and the amount of money demanded under this head, the motion regarding the retrenchment deserves to be accepted. With these few words I submit this amendment before the House.

**The Honourable Mr. B. N. Sarma :** Sir, I am sure that my friend, Dr. Nand Lal, has moved this Resolution again under a misapprehension. Of the total expenditure amounting to Rs. 22,000, Honourable Members will see that the receipts are Rs. 17,000 as against the voted expenditure of Rs. 16,800, so that practically all the voted expenditure is covered by the receipts and the only real expenditure that is being incurred is in respect of the cost of the Protector of Emigrants, medical inspectors, and other officers, whom we have to employ. I think I must take it that this Resolution was intended for the purpose of showing that the Government of India have not made provision during this year for the enormous work it has on hand in piloting the Emigration programme through the Council and giving effect to the various recommendation of the Emigration Act. We have to appoint Protectors elsewhere. We have to appoint agents; we have to appoint committees; and I therefore think that Dr. Nand Lal could have urged this Resolution as a reason for asking for more. We would have done it ourselves, but unfortunately financial exigencies have prevented us from doing so. I hope that this small provision we have made will not be sought to be curtailed any further.

(At this stage Mr. Deputy President took the Chair.)

**Dr. Nand Lal :** Sir, in view of the explanation\* given, I beg to withdraw my motion. An assurance has been given that the Government will do more in that direction, and I consequently withdraw my motion.

The motion was, by leave of the Assembly, withdrawn.

**Mr. Deputy President :** The question is :

‘That a sum not exceeding Rs. 22,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Emigration—External’.

The motion was adopted.

#### JOINT STOCK COMPANIES.

**Mr. Deputy President :** The question is :

‘That a sum not exceeding Rs. 1,11,000 be granted to the Governor Governor in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, for ‘Joint Stock Companies’.

**Rao Bahadur T. Rangachariar :** I beg to move :

‘That the demand under head ‘Joint Stock Companies’ be reduced by Rs. 6,350.’

**The Honourable Mr. C. A. Innes :** Sir, seeing that I just presented the Democratic Party with a good deal more than 5 per cent. on the Industries Department, I think they might have let me off this motion for reduction on Joint Stock Companies. In the first place, the sum at stake is extraordinarily small ; in the second place, I defy anybody in this House to say that there is any extravagance at all in our administration of the Companies Act. Our Registrars are statutory officers and we must have them under the Indian Companies Act, and we get them in the cheapest possible way by coupling up these appointments in most Provinces with other appointments. In the Receipts side of the Budget there is a mistake. The actual receipts which we estimated for this year . . .

**Rao Bahadur T. Rangachariar :** I withdraw the motion.

The motion was, by leave of the Assembly, withdrawn.

**Mr. R. A. Spence :** I would like to ask the Honourable Member for Commerce and Industries about just one point. The Registrar of Joint Stock Companies is, I see, a revenue producing item, and I see that the Province of Bombay has a separate sum of Rs. 38,000 for expenses, and recovered in fees Rs. 75,000. I see that Madras spent Rs. 34,100, and recovered Rs. 27,000 ; but I see that in Bengal Rs. 31,000 was spent and only Rs. 2,000 was received. Sir, may I ask why they were so unsuccessful in Calcutta?

**Rao Bahadur T. Rangachariar :** Because Bombay is so rich.

**The Honourable Mr. C. A. Innes :** I was myself attracted with that rather extraordinary entry in the receipts side and I sent it yesterday to the Finance Department to have it verified. I found, as I suspected, a mistake had been made. The receipts in Bengal are estimated at one lakh of rupees.

**Mr. Deputy President :** The question is :

‘That a sum not exceeding Rs. 1,11,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Joint Stock Companies’.

The motion was adopted.

## MISCELLANEOUS DEPARTMENTS.

**Mr. Deputy President:** The question is :

'That a sum not exceeding Rs. 12,59,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Miscellaneous Departments'.'

**Rao Bahadur T. Rangachariar:** Sir, I beg to move :

'That the provision of Rs. 36,200 'one Chief Controller under sub-head 'Indian Stores Department' be reduced by Rs. 6,200.'

My object in moving this motion, Sir, I may frankly say, is that the salaries for this appointment and the other appointments which are referred to in the later motions of mine are fixed on a scale suited to a European rather than to an Indian. I do think, Sir, that Indians can be had and ought to be had—may I add with the approval of my friends behind me and in front of me—at a cheaper rate. If the country is to secure financial solvency, our countrymen ought to be ready to take up jobs at a lesser cost than the Europeans; otherwise there is no meaning in our cry for the Indianisation of the services. I am therefore sorry, Sir, that members of the Indian Service, especially of the Imperial Service, have been agitating for equal pay, for equal rank and for equal allowances including technical allowances along with Europeans. That has been one obstacle in the way of the argument for the Indianisation of the services. I am strongly against it and I hope the friends of my Party will also join me in that proposition. Therefore, Sir, I want this pay to be fixed on an Indian basis. It has now been fixed to suit a European. I have reduced it very modestly indeed, having regard to the nature of duties to be performed by this important department on which we have to rely for Indianisation of the supplies. And, if we want the Indianisation of the service, we also want the Indianisation of the supplies, of men, munitions and money. In fact, everything should be Indian. From that point of view, therefore, I have not reduced it very much, as Honourable Members will notice. But if really it is necessary that a European officer should be employed because no competent Indian is available, then in that circumstance only I will tolerate this scale of pay. But in a new department which is going to be created, indeed I will tolerate the employment of a European only when there is no suitable Indian available. Having regard to the nature of the duties to be performed I have not reduced the pay as much as I myself should have wished. I want to attract the best Indian. But I do think the best Indian can be had for this job on the terms I have proposed. I therefore, Sir, move that the demand be reduced.

**Mr. C. W. Rhodes:** Sir, I feel a little uneasy in standing beside the Democratic Party in this matter. I shall begin to think that they are really becoming democratic. But I am going a good deal further than Mr. Rangachariar in my suggestion of reduction. The Bengal Chamber of Commerce have been continuously opposed to the formation of this expensive and unwieldy department. In January last at the meeting of the Associated Chambers of Commerce, the Honourable the Commerce Member and myself spent an hour and a half on what I might describe as a friendly acrimonious controversy on the subject but I do not propose to spend as long this afternoon. I called it then an unwieldy octopus because we in Bengal really think that it is.

We have had, during the war, our experience of these large unwieldy purchasing bodies, and it is an experience we do not wish to repeat. This huge buying monopoly cannot work in the interests of industry. It can only deal with big combines. If a Government officer wants a packet of nails in a country village, I presume he is going to indent on Simla for it. And what chances have small merchants and small manufacturers of dealing with the largest buyer in the country if the whole of the buying in the country is to be in the hands of one man? I do not care whether he is English or Indian, my objections are just as strong.

We also discussed this question, Sir, in the Assembly at Simla in connection with a motion moved by my Honourable friend, Sir Vithaldas Thackersey, and we strongly objected there to the large number of orders that were being placed in England with the High Commissioner. (Hear, hear.) Now, these contemplated Stores Rules will perpetuate that and will continue what I regard and what my Chamber regard as a very pernicious practice, namely, that of buying stores which cannot be bought in the country, in London, instead of through the importer. A large Government Department the other day asked us in Calcutta what stocks we held in India of a certain article, their idea being, as they candidly expressed it, to save interest, and in times of emergency they would be able to commandeer, if necessary. Now, Sir, what stocks are going to be held in India if the Government put all their indents for imported goods through the High Commissioner in London. (Hear, hear.)

Then, Sir, I have another objection. I object to this Storekeeper being in Simla. There cannot be the same objections to his being in Delhi because we found out during the war that, where we have these large buying departments, we want plenty of open space for dumps, for things that have been ordered, if when they arrive people have forgotten why they have been ordered. There will be plenty of room round this city for those dumps.

Speaking on behalf of the commercial and industrial community of Bengal, I ask the Government to pause and reconsider, especially in this year of financial stringency, the question of the creation of this large, unwieldy and, as we think, very uneconomical department.

**Mr. R. A. Spence :** Sir, I support Mr. Rhodes in what he has just said.

**The Honourable Mr. C. A. Innes :** Sir, I understood that we were dealing with a motion to reduce the pay of the Chief Controller of Stores. Mr. Rhodes has taken the opportunity of raising the whole question of the Stores policy and of the policy of having an Indian Stores Department. I was glad to see that Mr. Rhodes was careful to say that he was speaking on behalf of the industrial and commercial community of Bengal. It is a fact that at the meeting of the Associated Chambers of Commerce in Calcutta in January last, Mr. Rhodes and I did have a long argument and controversy as regards the formation of this Indian Stores Department.

Sir, as the result of that debate I may say that the Resolution was withdrawn by the Associated Chambers of Commerce. I recognise, of course, Sir, that it was a very serious thing to find myself in opposition, on a question like this, to the President of the Bengal Chamber of Commerce; but, Sir, I think that I can claim even greater authority for central purchase. We have heard a good deal lately about the Geddes Committee, and it interests me to find that we have anticipated in this matter the recommendations of the

[ Mr. C. A. Innes. ]

Geddes Committee. The Geddes Committee recommend, I understand, for the Army and Navy and Air Forces, a system of central purchase. That is precisely what we propose in India. Finally, Sir, I may just make one more point against Mr. Rhodes. As I understand Mr. Rhodes, his argument is : ' Oh ! don't go and start this Indian Stores Department. That is not the way to encourage the development of industries. Leave it to the importers.' We have had these importers in Madras, Bengal and Bombay for many years past, and I do not think we have anything to boast about in the matter of industries fomented by them.

Now, Sir, I turn to Mr. Rangachariar's amendment and I may say, Sir, that I attach the very greatest importance to this amendment, for it would be a very serious thing to me if this proposal is carried. Everybody in this House knows why we are trying to set up this Indian Stores Department. It was first proposed by the Indian Industrial Commission. They pointed out that the very best thing that any Government could do for the encouragement of its industries was to purchase in the country itself as much of the supplies required for the public service as possible. Now what is our difficulty at present ? Our difficulty is this. We have numerous Departments, isolated departments and purchasing officers scattered all about the country. In the first place, they lack knowledge of what India can produce outside their own spheres. That is the first thing we want. We want intelligence—a proper system of co-ordinated intelligence. The next point is that individual Departments and consumers find it fatally easy to procure everything they want through the Indian Stores Department in London. In the Indian Stores Department in London you have a very complex organisation equipped in every possible way, with purchasing officers, inspecting officers, consulting engineers and the like. If they buy through that London Stores Department, they can depend upon the reliability of the articles they buy. They cannot in India, or they could not until recently. Therefore the next important thing to the Indian Stores Department is proper arrangements for inspection. Now Sir Deva Prasad Sarvadhikary in the course of a speech the other day said : ' What was the good of having an Indian Stores Department, we never purchase anything in the country at all.' Our Inspectors at Jamshedpur are now inspecting and passing 100,000 tons of steel rails and fish plates every year.

At our test house at Alipore they are conducting tests at the present time against contracts amounting to Rs. 366 lakhs as against contracts amounting to Rs. 16 lakhs five years ago. So we have already begun on the inspection side and that as I have explained is an extremely important side, because unless consumers and purchasers can rely upon the reliability of their goods they will not buy in this country. I will give you an instance of that. The other day an important corporation wrote to us and told us that they were prepared to place orders for Rs. 10 lakhs worth of cast iron pipes in this country if we could guarantee inspection. Finally there is the question of purchase. It is an elementary principle that bulk purchase is cheaper than individual purchases. At present you have these isolated departments, all over the country buying possibly in competition with one another. We propose slowly and gradually to take that purchase into our own hands. We get the benefit of the bulk purchase ; and we get one other very important benefit, namely, that of standardisation. Where you have a lot of isolated

departments and consumers they are apt to go in for their own specifications, their own patterns. By insisting that all indents on the Stores Department should go through our central office for scrutiny, in the first place we are able to strike out those things which could be bought in this country and in the second place we could and we do advise alterations in the specifications which bring those specifications into accord with trade patterns. That enables us to place bulk orders and get the articles very much cheaper. Now, Sir, our proposals are as follows: We have already under the Chief Controller of Stores taken over the Metallurgical Inspectorate at Jamshedpur; we have taken over the Test House at Alipore and we propose to expand that Test House at once. We have also got organised at the present moment a Textile Purchase Branch; here again, I wish Sir Deva Prasad Sarvadhikary were here because last year we purchased for the Army through the central organisation Rs. 130 lakhs worth of textiles and we have proved that we have effected very great economy in that way. I quite see the danger to which Mr. Rhodes has drawn attention. It is the danger that the department may grow too fast and too large. But we propose to move slowly and cautiously. We have our textile branch in existence; we want to set up other branches, one after the other as we feel our way. We shall probably have a branch for the purchase of cement, we shall probably have a branch for the purchase of leather; similarly we wish to take up oils and paints and so on till we come to engineering stores, each branch self-contained with its own inspectors and its own purchasing officers. Whatever the department may cost, we hope to save that cost many times over by economical purchase and we propose to charge fees to departments and bodies who buy through us. Now, I think the House will realise that I am taking a very serious responsibility when I try to build up an organisation of this kind. I have been warned that possibilities of corruption in a department like this are very great; and I am sure that the House will realise that we have got to proceed slowly and cautiously and select our officers to the best advantage. Moreover purchase of this kind is a very expert matter; and I am perfectly sure that I will have the House behind me when I say that for the head of this new department, the head of a very large and big and important department I must have the best possible man. Now I have been accused of paying too much for the man I have got. I ask Mr. Rhodes whether assuming that we build up an organisation such as I have described a pay of Rs. 3,000 is too large. (*Mr. Rangachariar*: 'Rs. 3,000—3,500.') Mr. Rhodes is certainly aware that if we tried to get a business man for it we shall probably have to pay him Rs. 10,000. What did I do? In the first place, I read the Stores Purchase Committee's Report very carefully. It said that for this business you require in the first place organising ability, in the second place administrative ability and in the third place experience in purchase. They suggest that the sort of experience required was that of an Agent of a Railway or a Chief Engineer. Now, Sir, to get a man of that kind is a matter, as any one would see, of very extreme difficulty.

I went to Sir Sydney Crookshank and asked him if he could give me his Chief Engineer. I went to Colonel Waghorn and asked him if he could indicate to me an Agent. After making inquiries, on the advice of Sir Sydney Crookshank I pitched upon our new Chief Controller of Stores. He was very carefully selected, and I hope the House will bear with me when I read out what experience he has had. He was for ten years running one of the largest firms of electrical engineers in England. While in the contracts department, it was part of his duty to purchase large quantities of all kinds of

[ Mr. C. A. Innes. ]

engineering stores. He then joined the Public Works Department. He was sent to Mesopotamia as Assistant Director of Works. He was responsible for the organization and administration of the electrical and mechanical section which dealt with water supplies, electrical installations and the like. He was then promoted to be Deputy Director of Works with the rank of Colonel. He purchased all the stores and material required amounting to many crores of rupees. He had under his control 83 British officers and 15,000 men. He was awarded the decoration of D.S.O. and C.B.E. From Mesopotamia he went to Afghanistan and organized the personnel required for the electrical and mechanical section. And, Sir, when I made him my offer, he was in negotiation with a very large firm who had made him a more advantageous offer. Therefore, I think the House will realise that in offering him Rs. 3,000 I was not offering him any more pay than was required and I do hope that the House will realise that it would not be right for the Members to ask me to assume the responsibility of building up a big organization like this unless they are prepared to allow me to take on the class of officer I require, and to pay that officer the salary he requires. This is the most important thing that the Industries Department is doing at the present time, namely, the organization of this stores department, and I do feel that the House ought to place trust in the officer who is responsible for it and not try to put that officer in a very difficult position by refusing him with that provision for the staff which he requires, by refusing to allow him to pay his chief organising officer the amount of salary which he thinks necessary. I should explain to the House that I have been through this matter with the Standing Finance Committee, and the Standing Finance Committee have accepted my proposal. I should also like to take this opportunity of explaining to the House that I am reducing the demand under the head 'the Indian Stores department' and cutting it down by half. I am reducing the figure to . . . . .

**Rao Bahadur T. Rangachariar :** That does not affect this question.

**The Honourable Mr. C. A. Innes :** I am reducing it to half on the understanding that no other appointments will be made without the previous sanction of the Standing Finance Committee. I am quite sure that the Democratic Party on this matter will take the advice of Sir Vithaldas Thackersey, and that he will tell them that in offering the pay of Rs. 3,000 for a responsible position of this kind, I am not offering a pay which is any way too much. The only result of opposing this vote will be that the highly expert, skilled officer whom I have secured will throw up at once the job—he has got it on a two years' agreement and the whole of the organization of the department will be impeded, hampered and thrown back. In fact, I shall have to consider very carefully whether I should dare to try to organize a department if I cannot pay the Chief Controller of Stores that amount of salary which I think is necessary.

**Rao Bahadur T. Rangachariar :** Before you sit down, Sir, may I ask what would you consider a fair salary for an Indian *plus* overseas allowance?

**The Honourable Mr. C. A. Innes :** It is only a two years' appointment. He will hold the appointment only for two years to organize the department.

**Rao Bahadur T. Rangachariar:** He won't continue it after two years?

**The Honourable Mr. C. A. Innes:** I shall be prepared to refer the question to the Standing Finance Committee. It will come before the Standing Finance Committee.

**Rao Bahadur T. Rangachariar:** Won't you say that the man has already been appointed and has held charge of the post for two years and so on?

**The Honourable Mr. C. A. Innes:** If the present incumbent justifies his position, I am sure the House will not turn him out of office, but if there is any other appointment to be made at that time, I shall be quite prepared to place the matter before the Standing Finance Committee in order that the permanent pay of the post may be fixed. But this is just a two years' appointment for the organization of the department, and I do think that the House ought to have trust in me and not hamper me in trying to organize this very important department.

**Sir Vithaldas D. Thackersey** (Bombay Millowners' Association: Indian Commerce): I did not quite understand what my Honourable friend, Mr. Rhodes, meant when he said that he did not want a huge or a small Stores Purchasing Department. If stores are to be purchased in India, we must have a department. His idea, as I understand it, is that as much as possible of the stores required for Government purposes should be bought in India through the merchants or agencies of the foreign firms. Apart from the question whether that policy is right or wrong,—I may say I am greatly in sympathy with that policy,—still if you have to buy stores in India, you must have a Stores department. Then the question arises whether you want an efficient Stores department in which you have ample confidence or a small Stores department to purchase stores. I think that the department which we expect to grow and grow very largely according to the recommendations of the Stores Purchase Committee must be efficient and must be managed absolutely on businesslike lines. The inducement in that department is very great, and the salary that I would recommend to be fixed for the head of that department would be much higher, owing to his heavy responsibility, than otherwise. The man should be above inducement and it would be wrong to economise in this Stores Purchase Department, provided, of course, you select the right sort of man, and the right sort of man in these days—those who have got any experience of finding technical men—is expensive and difficult to find. I entirely agree with my Honourable friend, Mr. Rangachariar, when he said that we must try to find suitable Indians to be employed in the Stores Department. The proposal he has made to fix the permanent salary of the office on the basis of the Indian rate *plus* an overseas allowance—a large overseas allowance if you please if an European is appointed—is a policy which I would favour. While in agreement with Mr. Rangachariar on these points, we have to consider the position as it stands to-day. We have thrown the responsibility of creating a suitable department on the Honourable Member in charge. If this House wanted any particular salaries to be fixed, it was the duty of the House to have taken up the matter beforehand and fixed the schedule. (*Mr. Rangachariar:* 'We had no opportunity'.) (*Mr. Joshi:* 'This is the first time'.) I quite agree, this is the first time the matter comes before us. I do not



[ Sir Vithaldas D. Thackersey. ]

know whether there is any rule by which when any appointment is made by Government the schedule should be passed by this House. It is not the fault of the Department if under the powers the Honourable Member has and which powers have not been withdrawn, he takes upon himself the appointment of officers at his own discretion. It may be easy to say, you may give Rs. 5,000 or 3,000. It may be easy for any criticiser to say, reduce the salary by Rs. 500, or 1,000 or 1,500. But there must be a responsibility, and if the House is willing to take that responsibility on itself, it should adopt the policy followed in the case of municipalities where a schedule is prepared beforehand and the commissioner is asked to appoint officers within that schedule. In that case there will be no objection. But at this stage to say reduce this man's salary by Rs. 500 or that man's salary by Rs. 500, is, I maintain, not fair to the Honourable Member in charge. I am putting this on practical grounds.

I think I would recommend our friend not to press this motion. Whatever rules you want to frame, the House may consider. The Member in charge has told us that he has obtained the sanction of the Standing Finance Committee.

**The Honourable Mr. C. A. Innes :** For new appointments.

**Sir Vithaldas D. Thackersey :** This new appointment has been approved by the Standing Finance Committee. So far the Member in charge is relieved of the responsibility. After the agreement of the present incumbent expires, any Member of this House can bring forward a motion. I hope, therefore, the motion will not be pressed.

**Mr. Deputy President :** The question is :

'That the provision of Rs. 36,200 for one Chief Controller under sub-head 'Indian Stores Department' be reduced by Rs. 6,200.'

**Mr. J. N. Mukherjee :** Sir, I wish to bring forward formally before this House a point as regards the receipts under this head. I tried to understand . . . .

**Mr. Deputy President :** Order, order. If the Honourable Member has given notice of a motion it will come in its proper place.

**Mr. N. M. Joshi :** Sir, as a member of the Standing Finance Committee it is my duty to explain how the matter stands as regards that Committee. When the matter was brought before that Committee, the gentleman who has been appointed as the Director of Purchases was already appointed. The gentleman had already taken charge. I protested against that appointment as I felt that a suitable Indian could be found for the post at least for that pay. I also asked whether the appointment was advertised, so that Indians and other candidates could get a chance of competing with this gentleman for this post. I was told it was not advertised. But when the matter was discussed and when the Finance Committee found that the gentleman was already appointed, we waived our right of disturbing this arrangement at that stage on the promise that as far as possible the Department would try to advertise the appointments whenever new appointments were to be made and thus give a chance for others to compete along with those whom they know. This is the position as regards the Standing Finance Committee in this matter.

**Mr. Manmohandas Ramji:** I do not agree with the remarks that have fallen from the Honourable Mr. Rhodes. He took advantage rather of the motion and brought in a new subject condemning the department that has to be created on the ground that it will be a very big department and that there will be great difficulty in purchasing small stores in different places and therefore the easiest way was to allow it to be purchased by local agencies. If we accept that principle, where do we stand? We authorise the purchase of these stores in small places and there will be no central purchasing department. I think that is a proposition that cannot be made very conscientiously. I think that in every big purchasing department the principle ought to be that the purchases should be made in a bulk, and when you are buying in bulk, then there is every chance of getting things cheap, and that is what we want. Then there is another point. How is the small stores purchaser to know whether the article is locally manufactured or not? Therefore a greater difficulty arises. It is in a Central body, a man who has actually studied the subject can know what things are produced in the country and where should he buy it from. . . .

**Mr. Deputy President:** Order, order. May I draw the attention of the Honourable Member to the fact that we are now discussing the provision of Rs. 36,200 for the post of Chief Controller, and not the question of purchases of stores.

**Mr. Manmohandas Ramji:** I am just meeting the argument advanced by my Honourable friend, Mr. Rhodes. If he was allowed to speak, I am entitled to speak and say what I should like to say. Therefore, I say that the argument advanced by Mr. Rhodes is not sufficient to condemn this Department.

**Rao Bahadur C. S. Subrahmanayam:** Sir, the only point which Mr. Rangachariar wanted to raise was this. It is a new office just created. A new office is created, and his demand, and everyone's desire is, that as a new office is created, we should know something about the new office and, except where it is absolutely necessary, the salary of such new officers should be on the principle of what may be termed the 'Indian standard,' the standard which would suit a really competent man who is an Indian. We are all agreed that, for equal competency, an Englishman must be paid more than an Indian. It is no use saying that for doing the same work, — the old shibboleth — that for doing the same work of the same character, an Indian should be paid the same as a European, because that formula will cut at the root of our desire for Indianising the services. It is not that we want the Government to pay more to the Indian, but that the administration should be run on a much lower scale of expenditure. Therefore, on that view when a new appointment was created, it should fairly have been placed before the Standing Finance Committee, to whom we had entrusted many of our functions. That is the point which Mr. Rangachariar wanted to elaborate. The reply of the Honourable Mr. Innes seems to me to be fairly satisfactory. He says: 'I have made the appointment; I have been given the responsibility of selecting and making the appointment and organising this Department. I have made the appointment for two years. Well, I have done it, and at the end of two years, you will be able to alter it.' From what Mr. Joshi says, no doubt the matter came up for *post facto* sanction. Well, it might have been sanctioned, or the discussion might have taken place before the appointment was made. Well, I should not like to be hard, and neither does Mr. Rangachariar

[ Rao Bahadur C. S. Subrahmanayam. ]  
want to be hard, in the matter. But I think we will take the assurance of Mr. Innes that this being an appointment for two years, before the end of the two years, we shall have an opportunity to discuss this matter.

**Rao Bahadur T. Rangachariar:** If that is the assurance, Sir, I will not press my motion.

The motion was, by leave of the Assembly, withdrawn.

**Rao Bahadur T. Rangachariar:** With reference to my motion No. 252\* on the list, I hope the Honourable Member will remember the Indian always. I will not move it.

**Mr. J. N. Mukherjee:** Sir, the motion that I put . . . . .

**Mr. W. M. Hussanally:** Sir, I rise to a point of order. These new motions received from Members, for instance, the motion of my friend, Mr. Mukherjee, have not been printed and circulated to us, and we do not know what they are.

**Mr. Deputy President:** Under the discretion vested in the Chair by the Standing Orders, I will allow Mr. Mukherjee to move his motion.

**Mr. J. N. Mukherjee:** Sir, the motion that I wish to put before the House is :

‘That the provision of Rs. 7,67,600 in Demand No. 36, under sub-head ‘Other Contingencies’, be reduced by a sum of Rs. 2,60,000.’

This sum represents the receipts on account of the Stores Department separately shown on page 107 of the Blue Book. There are other receipts under that head, but inasmuch as I want light to be thrown on this subject, I have picked out only one item. Now my point is that it is very difficult for an outsider to follow the intricacies of the figures presented to us in the Budget, and we should try and get as much additional light thrown on them as possible. Now with regard to the deficit in this year's Budget, that is really a very important matter, because the demand for additional taxation is based upon that deficit. In order to meet the real deficit we have, generally speaking, either to go in for a loan or impose new taxation. This year fresh taxation has been proposed. It is therefore important to know the exact deficiency or deficit in the Budget. I find in the Budget at page 103 that certain deductions are recorded on account of the ‘Cost of Alipur Test House and Metallurgical Inspector and Staff’; and an addition is made of the ‘Share of cost of Surplus Stores Organisation officers.’ We are not shown the actuals as the current financial year is not out as yet, but the revised figures, that is to say, we cannot explain the omission of the Receipts at the bottom of page 107, by saying that these are not the actual receipts, but only expected receipts still to be realised during the ensuing year. My submission to the House is that both the receipts at page 106 deducted from the expenditure, as well as the receipts at the bottom of page 107 not deducted are in the same category, and it cannot be said that they are on different planes of existence. I have picked out a particular item for the purpose of illustrating my point. At page 66, the House will see, that the same process has been adopted.

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\*That the provision of Rs. 27,000 for one Chief Inspector of Stores under sub-head ‘Indian Stores Department’ be reduced by Rs. 9,000.

Then, again, certain recoveries are noted and deducted from the expenditure, but the explanation of the Honourable Member in charge was that these recoveries relate to items which have not been actually recovered so far. There are several items there of this nature, and we find that Rs. 2 lakhs has been put down as recovery under head 'maps, and instruments, supplied to other departments,' and the amount has been deducted from the total expenditure. There are other figures, to which I drew the attention of the House, where a similar method has been adopted. Now, looking at the financial statement of the Honourable the Finance Member, we find that he simply mentions the total deficit of a certain sum without placing any figures before us which may enable us to arrive at the approximate figure of expenditure which we can expect to incur in course of the next financial year, after all deductions on account of recoveries and so forth have been made.

Unless a clear and uniform system is adopted, it is very difficult for an outsider especially a man who is not an accountant, to follow the Budget statement; and the Budget, I may say, is meant for that class of uninitiated men. It is difficult to say whether the figures which have been separately put down as receipts under the different demands have been taken into account in the abstract statement of accounts, presented to the House. There the totals only under the different heads of receipts and expenditure have been put down; and it is very difficult to find out from those abstract figures whether the deficit shown in the Budget has been calculated by reference to these receipts and after deducting them from the appropriate heads of expenditure. All this may come to crores. There are many other similar items which have been left out, and thereby the total figure of expenditure has been exaggerated in the Budget, if I may use that expression. As the Honourable the Finance Member said, the matter is simply a matter of accounting. But nevertheless it is of very great importance to an outsider. We expect that the figures should afford some help to an outsider in finding out the true state of affairs, and unless the object of the Budget is to place . . . . .

**Mr. Deputy President:** Order, order. I am afraid I must call the attention of the Honourable Member to the assurance given by the Honourable the Finance Member yesterday that if there is any point which Members would like to be brought to his notice, he would be able to give his attention to it.

**Mr. J. N. Mukherjee:** With that assurance, I do not wish to press my motion.

The motion was, by leave of the Assembly, withdrawn.

**Mr. N. M. Joshi:** Sir, there was an offer made by the Honourable Member in charge of Commerce that he would cut down the demand for Rs. 7,67,000 by half, and it comes to Rs. 3,83,800. If you have no objection, I will modify my motion to that effect.

**The Honourable Mr. C. A. Innes:** Yes.

**Mr. N. M. Joshi:** My motion is :

'That the demand under sub-head 'Indian Stores Department' be reduced by Rs. 3,83,800.'

As the offer has come from the Government Department itself, I need not say anything in its support.

**The Honourable Mr. C. A. Innes:** I accept that, Sir.

The motion was adopted.

**Rao Bahadur T. Rangachariar:** Sir, I do not know if in the generous mood in which the Honourable Member now is whether he considers that a further sum of Rs. 71,600 too much in a big item like this. That is one-fifth of the total expenditure. (Laughter.)

**Mr. Deputy President:** The question is :

‘That a reduced sum not exceeding Rs. 8,75,200 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Miscellaneous Departments’.’

The motion was adopted.

**Mr. Deputy President:** The Assembly will now adjourn till Eleven of the Clock to-morrow.

*Members of the Democratic Party:* Continue, continue.

**The Honourable Dr. T. B. Sapru** (Law Member): I desire to inform you that His Excellency has summoned a meeting of the Executive Council at 6-30, and the Members of the Council have got to be there.

**Dr. H. S. Gour:** Will the Honourable the Finance Member give us another day? Will the Governor General give us another day?

**The Honourable Sir Malcolm Hailey:** I cannot undertake that His Excellency the Governor General will do so, for as the House knows, the date of the Finance Bill has been fixed for Monday next. We are already considerably later to-day than on other days, when we have risen, at the request of the Democratic Party, at 5-30 p.m., but I am prepared to sit for any time that the Members desire.

**Dr. H. S. Gour:** Can an assurance be given us that we can sit at 10-30 to-morrow? We are particularly anxious to have a discussion on the North-West Frontier Province.

**Mr. J. Chaudhuri:** May I suggest that the Honourable the Finance Member should get the permission of His Excellency the Governor General to have the sittings for discussing the Demand for Grants extended to Monday? I think if the matter is mentioned to His Excellency, there will be no objection. We are willing to sit till late this evening.

**The Honourable Sir Malcolm Hailey:** I am prepared to ask His Excellency to postpone the meeting of this evening until the sitting of the House is finished.

#### CURRENCY.

**Mr. Deputy President:** The question is :

‘That a sum not exceeding Rs. 30,36,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Currency’.’

**Sir Vithaldas D. Thackersey:** I beg to move :

‘That the demand under the head ‘Currency’ be reduced by Rs. 1,50,000.’

I may at once make the point clear that it is not with the intention of passing a vote of censure that I make this motion. It is one of the items of retrenchment. At the same time, I may say that the way in which the Currency Department has managed its affairs during the last four or five years reflects great credit on that Department. The way in which the Department has managed with the decreased resources on occasions is exceedingly creditable.

**The Honourable Sir Malcolm Hailey:** Sir, the members of the Currency Department will, I am sure, deeply appreciate the compliment which has been paid to them by one who is so well versed in the many questions of Indian finance, and has so intimate experience of the difficulties under which that Department has laboured during the last four or five years. (Hear, hear.) I find it, however, a little inconsistent that, even in the cause of retrenchment, Sir Vithaldas Thackersey should seek to reduce the expenditure on that Department.

Now, what are the functions of the Department? Of course, I am not going to discuss here any general question, such as, Exchange or the general problems of Currency. It is necessary to limit myself to the functions of the Department as our agents for managing our note-issue and dealing with our large operations as bankers to the nation. Most Members of this House are acquainted no doubt with the very important functions discharged by the Department in this respect. It has to deal with a note-issue which has grown from about 70 crores a few years ago to 170 crores. If the House would look at the figures which we have given under the head Demands for Grants and compare the growth of expenditure, they will see that there has been no proportionate increase in the size of the Department. We have to keep up a very considerable staff of clerks who are engaged purely in what I may call the mechanical work of the Department. That is to say, they have to deal with the issue and cancellation of notes, the registration of notes, claims for damaged and lost notes. Now, it is exceedingly difficult to reduce the numbers of a staff which is engaged in dealing with this enormous note-issue and whose strength is calculated on a strict formula of work for each man. It is entirely against the interests of the public, entirely against the interests of the very large number of persons who, I am glad to say, use our notes, that there should be any delay in our currency offices in dealing with the question of the issue and cancellation of notes, and so forth. An inadequate staff would mean direct loss to the State because the proper safeguard could not be supplied. A short time ago our Controller of Currency came to us, just as our Auditor General came to us, and asked for considerable extensions in his office. These extensions, he pleaded, were necessary for dealing with the very large increase of work that has fallen on them owing to the increase in our note-issue. Well, it is universally agreed that our Currency Department clerks and subordinates are paid on a scale which would certainly admit of no reduction whatever. They are paid less, as a rule, than the clerks in our Account Offices and they are paid—I know that this statement may be quoted against me—less than many of the establishments of the Local Governments. The Controller of Currency asked us for Rs. 2,13,000, placing that as his minimum. After consulting the Standing Finance Committee, we gave him Rs. 35,000 only. He is still 2 lakhs short of his requirements. So much have we been impressed of the necessity of economy in regard to this Department that we have had also to refuse him entirely any expenditure on new buildings. He has, for instance, in

[ Sir Malcolm Hailey. ]

Madras a Currency Office which certainly needs replacement. We have cut that entirely out of our Budget. He has claimed for 5 lakhs of rupees for necessary buildings—buildings, I may say, Sir, which are not necessary for the Department but are necessary entirely in the interests of the public concerned. Even that we have been unable to give him.

Now, let me turn to the higher branches of the Department. The details are given in the Demands for Grants. We have the Controller of Currency. We have Deputy Controllers at the Presidency towns and one Deputy Controller for Northern India. Now, I am certain that every Member of this Assembly, who is interested in commerce or finance, will recognise the value of the work done by our Currency Department in relation to the general banking and financial conditions of the country, and I think that few here would like to see the number of these officers reduced. They are not large in themselves, but it is absolutely necessary in the present state of things that we should keep in the closest touch with financial conditions in the Presidency towns and Northern India.

6 P.M.  
It is necessary, when we are raising large sums of money on floating debt, that we should have close communication and daily information in order to allow us to issue our Treasury Bills to the best advantage both of the public and of the State, and it is necessary, when we are raising large Indian loans, that we should have officers at the principal centres who can deal direct with the financial community which gives us our money. I am certain that Sir Vithaldas Thackersey or any member of the commercial community here will bear me out in my claim that the existence of these officers is entirely necessary to us, and that we should be running a great risk if we left ourselves without that means of close contact with the commercial and financial community. No reduction, therefore, in that small number of officers is, I think, justifiable in the interests of the public or of the State. There is in this Budget none of that large provision for contingencies and the like which is susceptible of heavy reduction. It is, of course, reasonable that each Member of Council should defend the Departments which is entrusted to his charge; my case does not rest only on my interest in this Department. The House has already had an independent testimony to its value to the country. I am only going to put to the House this, that they should allow those Members of the House who are seriously concerned with the commercial and financial development of the country to decide for themselves whether this expenditure really is or is not necessary in the interests of the public, remembering that there are some cases in which retrenchment, if immediately attractive, can in reality be harmful to the country.

**Rao Bahadur T. Rangachariar:** Sir, I have seen it stated that the Honourable the Home Member is a magician who waves his wand over this Assembly, but I feel that we have a greater magician in the Honourable Sir Malcolm Hailey. (Hear, hear.) But the ruthless hand of retrenchment cannot be persuaded by such magic. I quite appreciate, Sir, the great work which is being done by the Currency Department and the attempts that are being made to improve its working. Sir, there is a new direction which is taking place now in the working of that department which might wait till our financial position is better. I approve of the system of creating Circles and Deputy Controllers, but, Sir, that is a luxury which might wait for some

time. If you compare the way in which things are managed in Madras, the way in which things are managed in Bombay and Calcutta, and the way things are proposed to be managed in Northern India, you will find that Madras is economically managed. Although Madras is a large province, with a large population, although she cannot boast of many millionaires, still, having regard to the nature of the duties performed, the Accountant-General assists this Department in the performance of its transactions.

I take it, Sir, that a new Department of Deputy Controller is going to be created for Northern India for the first time. May it not wait till our financial position is better, if it is necessary to effect that improvement when we are in that condition? I thought the Honourable the Finance Member rather overstated the case, having perhaps regard to the fact that he is also the Member in charge of Currency; otherwise, he would probably have agreed to this improvement being made. Therefore in that view I press the motion.

**Sir Deva Prasad Sarvadhikary:** Sir, there is some information which I desire to have which, if forthcoming, may probably help in better defending Sir Malcolm's position. I believe it is a fact that in 1919-20, what may be called profits and what are certainly profits though called interest from these transactions amounted to something like four crores. But under the special currency enactment last year that is no longer available for revenue purposes but is transferred to other purposes mentioned in the Act. Well we cannot here quarrel with that, although I believe there is a strong representation that the practice should be in abeyance, for the time being at all events.

Coming to page 278, however, I find a sum of about 6½ lakhs spent here and elsewhere, in England, for the purpose of our currency notes. How is it that we cannot get that at all events deducted from the profits, and the net profits carried over to the account that I referred to under special enactment. If that is available, I think the Currency Department regarding which there is no difference of opinion as to its efficiency and being in need of improvement, would be in a better position for having the support of this House. That is probably one of the reasons that may have been at the back of Sir Vithaldas Thackersey's mind in suggesting this reduction. If the information I solicit, is forthcoming, at least from the minds of some of us, doubts and difficulties will be removed.

**The Honourable Sir Malcolm Hailey:** May I give an answer on that particular point, Sir? I think the Honourable Member's point was that the cost of notes should be met from the interest on paper currency securities. Now, that could not be done unless the existing Act were changed; our existing Act, section 13, makes it compulsory on us to apply *all* interest derived from securities—I am putting it in a very compendious form—to the reduction of the securities created for our own purposes, and the Auditor General has to certify every year that this has been done. In the existing state of the Act, therefore, we could not debit the cost of the notes to the interest, as the Honourable Member suggests. If the Act was at any time altered so as to provide that we only applied the profits and not the total interest, no doubt that could be done. At present it is not possible. The Act says definitely '*all* interest'.

**Mr. Deputy President:** The question is :

'That the Demand under the Head 'Currency' be reduced by Rs. 1,50,000.'



[ Mr. Deputy President. ]

The Assembly then divided as follows :

#### AYES—43.

Abdul Majid, Shaikh.  
 Agarwala, Lala G. L.  
 Agnihotri, Mr. K. B. L.  
 Aiyer, Sir P. S. Sivaswamy.  
 Asjad-ul-lah, Maulvi Miyan.  
 Ayyangar, Mr. M. G. M.  
 Ayyar, Mr. T. V. Seshagiri.  
 Bagde, Mr. K. G.  
 Bajpai, Mr. S. P.  
 Bhargava, Pandit J. L.  
 Bishambhar Nath, Mr.  
 Chaudhuri, Mr. J.  
 Ginwala, Mr. P. P.  
 Girdhardas, Mr. N.  
 Gour, Dr. H. S.  
 Gulab Singh, Sardar.  
 Iswar Saran, Munshi.  
 Jamnadas Dwarkadas, Mr.  
 Jatkar, Mr. B. H. R.  
 Joshi, Mr. N. M.  
 Kamat, Mr. B. S.  
 Lakshmi Narayan Lal, Mr.

Latthe, Mr. A. B.  
 Mahadeo Prasad, Munshi.  
 Mannohandas Ramji, Mr.  
 Man Singh, Bhai.  
 Misra, Mr. B. N.  
 Misra, Mr. P. L.  
 Mudaliar, Mr. S.  
 Mukherjee, Mr. J. N.  
 Nag, Mr. G. C.  
 Nand Lal, Dr.  
 Neogy, Mr. K. C.  
 Rangachariar, Mr. T.  
 Samarth, Mr. N. M.  
 Sarvadhikary, Sir Deva Prasad.  
 Singh, Babu B. P.  
 Sinha, Babu Ambika Prasad.  
 Sinha, Beohar Raghubir.  
 Srinivasa Rao, Mr. P. V.  
 Subrahmanayam, Mr. C. S.  
 Subzposh, Mr. S. M. Z. A.  
 Thackersey, Sir Vithaldas D.

#### NOES—29.

Abdul Rahim Khan, Mr.  
 Aiyar, Mr. A. V. V.  
 Bradley-Birt, Mr. F. B.  
 Bray, Mr. Denys.  
 Bryant, Mr. J. F.  
 Chatterjee, Mr. A. C.  
 Crookshank, Sir Sydney.  
 Dentith, Mr. A. W.  
 Faridoonji, Mr. R.  
 Fell, Sir Godfrey.  
 Gajjan Singh, Sardar Bahadur.  
 Habibullah, Mr. Muhammad.  
 Hailey, the Honourable Sir Malcolm.  
 Hullah, Mr. J.  
 Innes, the Honourable Mr. C. A.

Keith, Mr. W. J.  
 Lindsay, Mr. Darcy.  
 Mitter, Mr. K. N.  
 Muhammad Hussain, Mr. T.  
 Percival, Mr. P. E.  
 Rao, Mr. C. Krishnaswami.  
 Renouf, Mr. W. C.  
 Sapru, the Honourable Dr. T. B.  
 Sharp, Mr. H.  
 Spence, Mr. R. A.  
 Vincent, the Honourable Sir William.  
 Waghorn, Colonel W. D.  
 Way, Mr. T. A. H.  
 Webb, Sir M. dePomeroy.

The motion was adopted.

**Mr. Deputy President :** The question is :

‘That a reduced sum not exceeding Rs. 28,86,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Currency’.’

The motion was adopted.

#### MINT.

**Mr. Deputy President :** The question is :

‘That a sum not exceeding Rs. 19,64,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of ‘Mint’.’

**Rao Bahadur T. Rangachariar :** Sir, I beg to move :

‘That under this item the demand under the head ‘Mint’ be reduced by Rs. 1,05,400.’

It is the usual  $\frac{1}{20}$ th. I would draw the attention of the Honourable Member to the figures printed at the bottom of the page 115 to the item of Receipts. In 1920-21, the actuals were Rs. 73,46,634, the Budget estimate for the year 1921-22 is Rs. 47,59,000, the revised estimate for 1921-22 is only Rs. 14,21,000, and the income estimated for next year is Rs. 19,16,000. I do not know what proportion the Actuals bear to the estimated receipts. If on the other hand Honourable Members turn to the expenditure side just above, the whole expenditure is still kept on even a larger scale. I do not know why the Mints which do not produce enough income should be kept up at the same rate and why a reduction should not be effected under this head.

I further wish to know as to what action has been taken with regard to the coinage of gold in the Bombay Mint. This question was debated last year, I think, on the motion of my friend, Mr. Price. I should like to know whether any steps have been taken in this direction as I believe a certain statement was made last year by the Honourable the Finance Member. Sir, I move this motion.

**The Honourable Sir Malcolm Hailey:** The receipts on account of Mint of course vary in proportion with the public demand for silver and other coins. For about two years, we have, of course, coined no new silver at all, we are only replacing worn out coins. As a matter of fact, such is the confidence of the country in the note issue of this bankrupt, incapable and incompetent Government that it prefers to use our notes and give us its silver. Every week we get a heavy return of silver rupees from the country; we now have, about 76 crores of silver in our chests and we are at a real difficulty to find sufficient storage for it. When I am told that the country has no confidence in Government, that its financial administration is incapable and inept, I often look at that figure with a good deal of satisfaction. No country which had any serious doubt regarding the stability of its Government or the general correctness of its financial arrangements would take that Government's notes and give up its metal. (*Mr. Rangachariar* : 'We are helping you to keep it up.') I am looking to the House now to maintain our financial stability closing our deficit! This in any case is the simple explanation why the receipts in the current year and in the coming year will be less than the year 1920-21, when there was considerable coinage. If the House will look at the figures of the previous years, they will find that the same remark of course applies to the expenditure. In 1917-18, we spent about 22 lakhs, in 1918-19, about 40 lakhs, in 1919-20, 42 lakhs and in 1920-21, about 19 lakhs. Our expenditure is simply incurred in turning out the coin which the country demands. That expenditure is purely of a manufacturing nature, and we have placed in the Budget simply the sum which we think we shall require if we are to meet the reduced operations which we look forward to in the coming year. As the House will see, there is nothing in the Budget but the ordinary provision, which has, I think, existed for about 50 years, perhaps longer, for the Mint Master and the Assay Master, and the rest of the expenditure is merely manufacturing outlay. I need not say that you cannot dispense with the Mint Master and his few assistants any more than you can dispense with the Assay Masters. As for the establishment, as I have said, it is paid on the same market basis as other industrial establishments, and we naturally cannot reduce it.

[ Sir Malcolm Hailey.]

Mr. Rangachariar asked for information on another point, namely, the coinage of gold at our mints. We have made all arrangements, as I informed the House on a previous occasion, to produce gold coin as soon as it is demanded. In the existing state of the premium on gold, nobody would bring their gold to the mints; until the demand arises we naturally cannot mint coins. As soon as the demand arises we shall be prepared to meet it. That would apply whether the gold coin that it is decided to produce is the sovereign or an Indian coin. We are, of course, in that connection exactly in the same position as England or any other country which cannot mint its gold coin at present.

To conclude, therefore, I have only to repeat to the House that the main charges under this head are purely manufacturing charges and if they are reduced we shall not be able to produce the coin that the country demands. I have no doubt that there is something to be said from an abstract point of view for the principle of bringing pressure on Government to reduce a class of expenditure, which constitutionally it is not within the control of the House to vote, by making forced reductions of other classes of expenditure which are within the control of the House. But, as a matter of practical politics, we have to treat each of these demands separately and on its merits. In addressing the House previously I have consistently opposed any motion which will have the effect of dealing with the demands as a whole for the simple reason that the law requires that the House should vote each Demand separately after listening to such justification as Government can put forward in regard to that Demand. It seems to me that it is only reasonable and business like that where a particular demand is justified, it should stand; where good reasons can be shown by the critics of Government, for cutting down the demand on its merits, that demand should be reduced. In the particular case in point I have shown that the superior establishment is exactly what it has been for very many years. The charges other than those for establishments are simply manufacturing charges. We do not produce coin for our own satisfaction. We produce it to meet the demands of the country and we have put this amount in the Budget purely to meet those demands. I put it to the House again that it is not a reasonable proposition to seek to reduce this demand.

**Mr. Deputy President:** The question is :

'That the demand under head 'Mint' be reduced by Rs. 1,05,400.'

The Assembly then divided as follows :

AYES—31.

Abdul Majid, Shaikh.  
Agarwala, Lala G. L.  
Agnihotri, Mr. K. B. L.  
Asjad-ul-lah, Maulvi Miyan.  
Ayyangar, Mr. M. G. M.  
Bagde, Mr. K. G.  
Bajpai, Mr. S. P.  
Bhargava, Pandit J. L.  
Bishambhar Nath, Mr.  
Ginwala, Mr. P. P.  
Girdhardas, Mr. N.  
Gour, Dr. H. S.  
Iswar Saran, Munshi.  
Jatkar, Mr. B. H. R.  
Joshi, Mr. N. M.  
Lakshmi Narayan Lal, Mr.

Latthe, Mr. A. B.  
Mahadeo Prasad, Munshi.  
Man Singh, Bhai.  
Misra, Mr. P. L.  
Mudaliar, Mr. S.  
Nag, Mr. G. C.  
Nand Lal, Dr.  
Neogy, Mr. K. C.  
Rangachariar, Mr. T.  
Singh, Babu B. P.  
Sinha, Babu Ambika Prasad.  
Srinivasa Rao, Mr. P. V.  
Subrahmanayam, Mr. C. S.  
Subzposh, Mr. S. M. Z. A.  
Thackersey, Sir Vithaldas D.

## NOES—35.

Abdul Rahim Khan, Mr.	Lindsay, Mr. Darcy.
Aiyar, Mr. A. V. V.	Misra, Mr. B. N.
Aiyer, Sir P. S. Sivaswamy.	Mitter, Mr. K. N.
Bradley-Birt, Mr. F. B.	Muhammad Hussain, Mr. T.
Bray, Mr. Denys.	Mukherjee, Mr. J. N.
Bryant, Mr. J. F.	Percival, Mr. P. E.
Chatterjee, Mr. A. C.	Ramayya Pantulu, Mr. J.
Cotelingham, Mr. J. P.	Rao, Mr. C. Krishnaswami.
Crookshank, Sir Sydney.	Renouf, Mr. W. C.
Dentith, Mr. A. W.	Samarth, Mr. N. M.
Faridoonji, Mr. R.	Sapru, the Honourable Dr. T. B.
Fell, Sir Godfrey.	Sarvadhikary, Sir Deva Prasad.
Habibullah, Mr. Muhammad.	Sharp, Mr. H.
Hailey, the Honourable Sir Malcolm.	Vincent, the Honourable Sir William.
Hullah, Mr. J.	Waghorn, Colonel W. D.
Innes, the Honourable Mr. C. A.	Way, Mr. T. A. H.
Jamnadas Dwarkadas, Mr.	Webb, Sir M. dePomeroy.
Keith, Mr. W. J.	

The motion was negatived.

**The Honourable Sir Malcolm Hailey :** Would you like to adjourn?

(*A Voice :* 'May we now stop at this stage'?)

**Rao Bahadur T. Rangachariar :** We have no opposition to that.

**Mr. Deputy President :** I think it might be just as well to take one or two items and finish them.

The question is :

'That a sum not exceeding Rs. 19,64,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Mint'.'

The motion was adopted.

**Mr. Deputy President :** Do Honourable Members wish to adjourn the House?

(*Voices :* 'Yes,' 'No.' 'No.')

**Mr. Deputy President :** Order, order. Dr. Gour.

**Dr. H. S. Gour :** Sir, Demand No. 39 might be passed without any motion because there is no notice of any motion on the printed list.

**Mr. J. N. Mukherjee :** I have put in a notice of motion. I put it in yesterday.

**The Honourable Sir William Vincent :** Is Dr. Gour to tell us which demands we are to pass and which not?

**Mr. Deputy President :** In connection with the inquiry made by Dr. Gour, there is an amendment, but which is not on the printed list.

## EXCHANGE.

**Mr. Deputy President :** The question is :

'That a sum not exceeding Rs. 9,95,50,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Exchange'.'

**Mr. J. N. Mukherjee :** My motion before the House is :

'That the sum of Rs. 9,95,50,000, in Demand No. 39, at page 116 on account of 'Exchange', be reduced by Rs. 5,00,00,000.'

My point is that the Exchange head covers not only civil but military expenditure as well. This was admitted by the Honourable the Finance Member in the other House a few days ago, in course of debate, and in reply to the Honourable Mr. Sethna's question. From the Budget speech of the Honourable the Finance Member I also find that this demand includes military expenditure.

It is impossible for us to find out how much of this expenditure of Rs. 9,95,50,000 is to be debited to the military side. I could not find out the exact total of the military expenditure on which this liability on account of Exchange has been incurred. It must be an enormous sum. It might probably amount to five crores. (*A Voice* : 'One and a half crores.') Whatever it may be. If it is one and a half crores I will accept that suggestion and move the reduction of the demand by an amendment limited to that amount, namely, one and a half crores of rupees. What has been done in the Budget statement, is this. The debit on account of Exchange under the heads of Posts and Telegraphs and Railways have been separately shown. But the expenditure under various other heads, so far as Exchange is concerned, has been lumped together, with the result, that the real figures as to military expenditure do not appear on the surface. If the expenditure on account of Exchange on each count had been separately shown, we would have known exactly how much of the debit due to Exchange, the military side was responsible for. For all practical purposes, upon the Budget figures as presented to the House, the amount actually shown as the military expenditure ought really to be a great deal more. That is my point. I therefore hope that the House will carry my motion and deduct whatever amount should really be debited against military head, as expenditure, on this account.

**Dr. H. S. Gour :** Sir, I entirely support the motion that has been moved by my Honourable friend. The whole of this military expenditure in the Budget has been camouflaged. Some of it has gone under aeroplanes, and wireless, some under the Frontier, some under the Frontier Military Police, and some under the head of Exchange. My friend (Sir Montagu de P. Webb) tells me that if an accurate account of military expenditure is made, the total will be 69 crores. One friend on the left says it is 80 crores. Any way, Sir, it is in the neighbourhood of 69 or 70 crores. Assume that it is 69 or 70 crores. The country is entitled to know the true state of military expenditure, and I therefore suggest that the Military Department in framing their Budget must consolidate all the expenditure under the various heads, so that this House may be in a position to know what is the expenditure of the military liability which this country has to meet from year to year . . . . .

**Sir Deva Prasad Sarvadhikary :** And make that also non-votable.

**Dr. H. S. Gour :** And to be on the safe side my friend, Dr. Sarvadhikary, suggests let that sum also be made non-votable. (*A Voice* : 'No'.) That is the way of dealing with the country.

**Rao Bahadur T. Rangachariar :** Sir, I wish to add a few observations by way of tactics in order to meet the tactics of the other side. We have learnt the art of talking, and I especially can talk it out. (Laughter.) I can talk out the whole night.

**Mr. Deputy President:** I think the House will agree with you.

**Rao Bahadur T. Rangachariar:** I am accustomed to fasting, Sir, as a Brahmin. We have our *Ekadasi* day twice a month and we are ordained to fast the whole of that day. I do not say I do it. (Laughter.) But I propose to observe *Ekadasi* to-night. (*A Voice*: 'Over the Budget'.)

Coming to the serious aspect of the question as regards this question of Exchange, I think my friend, Mr. Mukherjee, has really raised a very good point. We should exactly know where we stand as regards the military expenditure. We know, Sir, that certain expenditure is incurred of an unproductive kind in Telegraphs, the department of my Honourable friend, the Honourable Mr. Sarma. Will he be able to tell us—I do not know if he knows—how much of it is due to military lines, how much of this extraordinary expenditure is due to military lines. Should it not go to the Military Budget? So also my friend, Colonel Waghorn, President of the Railway Board, is here. Unfortunately he has to bear a large burden and bear the brunt of the criticism. Not only that; I think if we examine the interpellations in this Assembly and in the Council of State, I think I have seen Colonel Waghorn on his legs very often than any other unfortunate Member of this House on the side of the Treasury Benches. Why should he bear all that burden when he is running a Commercial department successfully? It is because he has really to run strategic lines, of the mileage, the gauge and other things of which we know nothing.

**Sir Godfrey Fell** (Army Secretary): On a point of order, may I ask whether this is relevant to the discussion on Exchange? (*Voices*: 'It is relevant'.)

**Mr. Deputy President:** I cannot say that it is really relevant, but I hope the Honourable Member will come to the point.

**Rao Bahadur T. Rangachariar:** I am coming, Sir.

**Dr. H. S. Gour:** May I point out that strategic railways are essentially built for Military purposes, and therefore it is relevant to the question of military expenditure. (*Voices*: 'Exchange'.) A crore and a half rupees out of this Exchange demand goes to military expenditure. That is the contention of my friend, Mr. Mukherjee.

**Rao Bahadur T. Rangachariar:** Not only that. For the strategic lines, they have to buy stores in England and they pay in gold. How much of the loss is due to it? Expenditure in the railway lines or telegraph lines will also have to go to the military Budget. In that way the Military Budget is swelled and the country will know the real weight of this unfortunate military Budget. I sympathise with His Excellency the Commander-in-Chief, whom I am glad to see to-day here. Yesterday when we carried the reduction of the military expenditure by Rs. 100, I am sorry we carried it behind his back. It is quite unsoldierly like I agree.

If he had been here yesterday when we carried that Resolution to reduce the military expenditure by Rs. 100, instead of Sir Godfrey Fell, his broad backs would have taken the burden. (Hear, hear.) If we had done it in his presence, it would have given us great pleasure. Sir, I heartily support this motion.

**The Honourable Sir Malcolm Hailey:** Sir, Mr. Mukherjee said, to my astonishment, that I, in another place, had admitted that part of our

[Sir Malcolm Hailey.]

'exchange losses' was due to military expenditure. 'Admitted', Sir? Why, the facts were patent. They were stated openly in my speech of 1st March. What was there to admit? It was open for any Member who took an interest in those matters to make a very simple arithmetical calculation, and find out what portion of the head 'Exchange' on the expenditure side was attributable to Home remittances. See the amount of these remittances given in full in the Military Budget. (*A Voice*: 'Was this on a 2s. basis?') Our accounts are kept on the 2s. basis, and it is perfectly easy to calculate the exchange difference. I stated not only on the 1st March this year, but last year, the principle on which we calculated the head 'Exchange' on the expenditure side. It represents the difference between the amount calculated on the basis at which our accounts are kept (2 shillings) and the actual cost of remittance. In regard to commercial departments this difference is put down under the particular head, while in regard to other departments the sums involved are lumped together; but since under every head we also give full details of what the Home expenditure is, it is perfectly easy to calculate what the exchange difference amounts to in every such case. In lumping all these together for non-commercial departments we have had no idea of concealing facts from anybody; such an idea never occurred to any of us. We simply followed the old practice under which exchange differences (*i.e.*, differences between the amount as calculated on the basis on which our accounts are kept, and the actual market rate) were shown under one head. In the days when exchange gains and exchange losses (if I may use this inaccurate term) were small, this head was not of course a prominent feature of our Budget. It is only now that it has assumed prominence.

This is the very simple explanation of this astonishing 'admission' of mine, to which the Honourable Member pointed with such pride as a new discovery. But he was admirably restrained in what he said on the subject; he did not indulge in that style of thud and blunder, I mean blood and thunder, oratory which some of my Honourable friends here are sometimes given to. He did not go so far as to say that military expenditure was 'camouflaged' under every head. He did not make the astounding assertion, which nobody who knew the facts would for a moment support, that we camouflage military expenditure under the head of aeroplanes. (*A Voice*: 'What about wireless and railways?') I will take them all in time. Aeroplanes. What we have done in our Budget is to put aviation under the Civil head and 'aviation' simply provides for the upkeep of an inspector and a few landing grounds. There is no provision there for any military expenditure of any nature whatever. Then again, take the head Telegraphs. My Honourable friend, Mr. Rangachariar, asked Mr. Sarma what were the losses due to the fact that certain telegraphs were for military use. Mr. Rangachariar knows as well as I do that the total result of telegraph working is a profit, and not a loss. (*A Voice*: 'But there is a loss there'.)

Then we will take the question of the Frontier. Now I am told that military expenditure is camouflaged in the figures which we have given regarding the Frontier. Those figures are plain and open for anybody to read. One of our critics referred to such items as Border Police. Is that item military? There have been Border Police on our administrative borders for 60 or 70 years. When military occupation beyond our administrative line was

unthought of, that Border Police existed and must exist for the protection of our frontier villages. Where is the camouflage there? Take again military roads. Military roads are debited to military. It is one of the complaints of my friends on the military side that we insist on charging the military with roads across our administrative border. They claim that that is an ordinary case of civil expenditure. We insist, however, on charging the roads to the military. There is no camouflage there.

Then I come to strategic railways. There is some substratum of fact here, but in the manner in which the charge is used against us, I might almost describe the charge as a mare's nest. We have in our Railway Administration Reports a heading called 'Military section of State Railways'. It bears a comparatively small proportion of our total Capital expenditure, not I think more than about 22 crores in all out of 500 crores. But the fact is that a large number of these railways, which are classified as military, are a source of profit to the Administration. That is not the case with all; but it certainly is with some. I know some of these railways intimately. The Sind-Doab Railway, which is purely strategic, is now becoming a valuable asset. The Lala Musa-Kundian extension is in the same case. The Nowshera-Dargai Railway had to be converted recently into a broad gauge on account of its heavy traffic. The Kalabagh-Bannu Railway, which is often pointed to as a strategic railway, was never constructed at all as such. Though it lies across the Indus and may look like a strategic railway, it was constructed by the Railway administration as a productive enterprise. The Khyber Railway, I will admit, is a strategic railway, pure and simple. But it is very easy indeed for any Member to find out by a simple question what is the cost of the Khyber Railway and what is the interest we pay on the capital outlay. There can be no talk of camouflage in matters such as these. Then the last head—perhaps the most important under which the word camouflage has been used—I mean Exchange. I think I have already justified to the House our previous practice in that matter. Military expenditure is, of course, in a year when exchange shows so great a divergence from the rate at which our accounts are kept, swollen on account of our remittance transactions. And everyone who is in any way conversant with our finance knows perfectly well that you should add to military expenditure the differences on exchange due to our Home remittances on military account. Now, what the Honourable Member asks for is, I understand, though I am not perfectly clear on that point, either a change in our method of keeping our accounts or an actual reduction under this head. If he desires that we should state for the information of the Members the full military budget and what addition is necessary on account of making remittances to the Home account, we should be delighted to print that in future. We have as a Government nothing to gain and everything to lose from a suspicion that we are concealing the true facts in regard to our finances—military or otherwise. I have not, Sir, spoken in indignation or attempted to resent this charge, because I regard it myself as one which Members would not make except for purely dialectic purposes. I put it to the Honourable Members here that our course in regard to our accounts, whatever may be our character or, shall we say, our stubbornness or obstinacy in regard to other certain points, is really one of absolute frankness. We do not attempt to conceal anything from the country; as I have said, I do not think that that charge is ever really seriously brought against us, and I am certain that it cannot be seriously maintained.



**Rao Bahadur T. Rangachariar:** Personally, although I may be out of order, Sir, I wish to congratulate the House that our good humour should have given an opportunity to our esteemed friend, Sir Malcolm Hailey, to give us a most instructive explanation of the situation. It was not the intention of any of us on this side of the House to make any suggestion that the Honourable the Finance Member is guilty of any such act that he thinks that we are attributing to him.

But there are certain items which we think should rightly be debited to the military budget; that is all we meant. Therefore, I may say personally, that I have listened with great pleasure to the very instructive and eloquent speech of my Honourable friend, and I am glad that my remarks provoked him to make it.

**The Honourable Sir Malcolm Hailey:** I fully accept the disclaimer of my Honourable friend in the spirit in which he gives it.

I was very careful not to say that I resented the suggestion that we concealed anything in our accounts and I was very careful indeed to make it clear to the House that I did not think any one really intended seriously to bring such a charge against us. I did, I think, refer to the word 'camouflage' because it is a word of a somewhat sinister connotation, and, on behalf of my Department, on behalf of my predecessors, and on behalf of the Government of India, I do not like to see that word used, because people, who are not so good-natured as this House, and people, who have not the same sense of public spirit and fairness as this House, might perhaps take hold of that word outside and misinterpret the intention of the Members who have used it. Again I say, Sir, that I welcome what the Honourable Mr. Rangachariar has said in this connection. I feel indeed that our conscience in all matters of accounting is really perfectly clear, and I imagine, Sir, that having obtained this explanation from me, the House does not now wish to pursue the matter further.

**Dr. H. S. Gour:** May I, Sir, just by way of personal explanation point out that I was the author of that word in this connection, and I did not use it in any sinister sense. I intended merely to point out that there are certain entries in the Budget which would justifiably come under the head of military expenditure, though they have been screened from the view of ignorant people like ourselves by being put under different heads. Consequently, we have to add them together to come to a conclusion as to what is the total military expenditure of the country.

**Mr. N. M. Joshi:** I move that the question be now put.

**Mr. J. N. Mukherjee:** I should have stood up to say, after what had fallen from the Honourable the Finance Member, that I do not wish to press the point.

The motion was, by leave of the Assembly, withdrawn.

**Mr. Deputy President:** The question is:

'That a sum not exceeding Rs. 9,95,50,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Exchange'.'

The motion was adopted.

## CIVIL WORKS—INCLUDING EXPENDITURE IN ENGLAND.

**Mr. Deputy President :** The question is :

'That a sum not exceeding Rs. 1,60,10,000 be granted to the Governor General in Council to defray the charge which will come in course of payment during the year ending the 31st day of March, 1923, in respect of 'Civil Works including expenditure in England'.'

**Dr. H. S. Gour :** Sir, I move that this question be taken up at half past 10 to-morrow morning. (Cries of 'No, no, at 11 o'clock'.)

**Mr. Deputy President :** I am afraid I must rule that motion out of order.

**Rao Bahadur T. Rangachariar :** I suppose the Chair has obtained the assent of the Government in this matter.

**The Honourable Sir Malcolm Hailey :** Yesterday evening, when the House desired to rise at half past 5, though it would really have been more convenient to us to continue the discussion (because we ourselves like a full discussion and a thorough ventilation of all the important matters that are put before the House), I said at the time that I would leave the matter entirely to the House. On this occasion, Sir, I give exactly the same answer. The House knows as well as I do what the rule is in regard to voting on Demands for grants. At five o'clock to-morrow evening they will be put *en bloc* to the House, and it is therefore at the option of the House to ask the permission of the Honourable the President—and his permission is of course required—to sit late or to rise at once.

7 P.M. Government will fall in with any views expressed by the House.

**Mr. J. N. Mukherjee :** Sir, the motion that I place before the House is :

'That the sum of Rs. 63,30,000 under the head 'Civil Works' be omitted.'

My point is, that the Honourable the Finance Member in his speech has said that this year he is practically not going in for any original works—practically, I say, because it is to be, with very small exceptions—under this head. The House will see that at page 121 there is a sum of Rs. 16,91,000 against original work Forest Research Institute at Dehra Dun.

**The Honourable Mr. B. N. Sarma :** That is for works under progress.

**Mr. J. N. Mukherjee :** But shall we be able to spend so much as Rs. 16,91,000 in the course of one year, at a place like Dehra Dun ?

**The Honourable Mr. B. N. Sarma :** Yes.

**Mr. J. N. Mukherjee :** Instead of burdening the taxpayer with expenditure of this sort in a year of financial stringency like this—which is clearly not the wish of the Honourable the Finance Member, my proposition before the House is that this item be deleted and all expenditure on original works should go to capital and not to revenue account. That is my submission.

**Colonel Sir Sydney Crookshank :** Sir, perhaps I may explain that although the items comprising the amount are shown against the Head of Original Works, they are not original new works. The only new works which

[ Sir Sydney Crookshank. ]

we have provided for as against the whole Demand come to the small amount of Rs. 2,78,000. The remainder, that is to say, 40.59 lakhs worth are for original works which are in progress and have been carried on from last year and which cannot be stopped without incurring very heavy losses.

**Sir Deva Prasad Sarvadhikary :** Sir, I do not know how the accounting may stand with regard to revenue and capital expenditure ; but I do not think that the House ought to be party to anything that will stop the progress of the Forest Research Institute at Dehra Dun which urgently requires immediate development.

**Mr. A. C. Chatterjee :** I may explain that one of the original works for which provision has been made is the School of Mines and Geology and after the expression of the sense of the House earlier during the day I hope that item will not be cut out.

**Mr. P. P. Ginwala :** I ask for information, Sir, as to these military works services—Rs. 4,34,000 . . . .

**Mr. Deputy President :** Order, order. I may draw the attention of the Honourable Member that we are not on that item. We are now dealing with the particular sub-head ' Original Works ' in Demand No. 40.

**Rao Bahadur T. Rangachariar :** May I point out, Sir, with your permission that there is the original motion before the House on which my Honourable friend is entitled to ask for information, the original motion about the whole grant which you have put ?

**The Honourable Sir Malcolm Hailey :** May I perhaps assist your task in dealing with these rather intricate questions of procedure by simply supplying the information which the Honourable gentleman asks ?

**Rao Bahadur T. Rangachariar :** I rise to a point of order. When the Honourable Chair has ruled it out of order, is it open to the Honourable the Finance Member to give an explanation ?

**Dr. H. S. Gour :** On a point of order, Sir. If the Honourable Mover was not out of order he is entitled to continue and finish his speech.

**Mr. P. P. Ginwala :** I want to know how this sum of Rs. 4,34,000, has suddenly become votable ; because if it is really votable and it affects the Military Department, we shall simply make the attack and get our majority . . . .

**Mr. Deputy President :** I must draw the attention of the Honourable Member to rule 48(3) which says ' when several motions relating to the same demand are offered, they shall be discussed in the order in which the heads to which they relate appear in the Budget. '

**Mr. P. P. Ginwala :** Therefore, I think, Sir, that I should like to know before we start this debate whether the Government of India has been re-advised by the Law Officers of the Crown and whether they have been told that this is votable ; I should like to be informed on that point first before we start this very interesting debate.

**The Honourable Sir Malcolm Hailey :** The explanation is really a very simple one, and I do not think it necessary to trouble my Honourable

friend, Dr. Sapru, or to refer to the Law Officers of the Crown on so simple a point. The items are classified as 'payments to Military Works Services' for the simple reason that in the Frontier province and in some other areas our only agency for carrying out civil works is the Military Works Services; we have no civil works agency, and we make payments to the Military Works for doing certain work for us. These are civil works in every way, but they happen to be carried out for us by military agency and we pay the Military Works for doing so.

**Mr. P. P. Ginwala:** If it is a question of classification, may I know whether in case we cut down this sum, it will affect the Military Budget or not?

**The Honourable Sir Malcolm Hailey:** No; it will have no effect whatever on it. If you cut the provision out, the work may have to go out; but I can assure my Honourable friend that it will have no effect whatever on the Military Budget. Let me take a case, a very simple one—work on the Chilas-Bandipur Road; that is a civil work; only the agency for carrying it out happens to be a military agency and we make the payment in that way. The work, as I said, being a civil one is put down to the Ordinary Civil Budget and it happens to be classified as Military Works Services simply for the reason that it is carried out through that agency.

**Mr. N. M. Samarth:** If the House will refer to page 120, it will find there under 'Original Works' Major Works—two rest-houses with out-houses on the Chilas-Bandipur Road, making road from Gilgit to Gupis fit for passage by baggage-camels; and then Amount payable to the Military Works Services and Amount payable to the Kashmir Durbar for works at Gilgit. I really do not see any substance, therefore, in the objection raised by the other side—I mean by the Democratic Party.

**Mr. Deputy President:** The question is:

'That a sum not exceeding Rs. 63,30,000 under Demand No. 40, Civil Works, under sub-head 'Original Works,' be omitted.'

The motion was negatived.

**Mr. N. M. Joshi:** Sir, I beg to move:

'That the provision for Coorg be reduced by Rs. 50,000.'

Sir, Coorg is a very small tract of territory. Ordinarily if it had been in a regular Province we would have called it a tehsil or taluka, and for such a small tract of territory we are providing in the Budget a very large establishment, namely, an Executive Engineer costing Rs. 14,400 per annum, an Assistant Engineer costing Rs. 9,000 a year, and a Sub-Engineer costing Rs. 3,600 a year. Ordinarily for such a small tract we would have appointed an officer of the last grade mentioned here, namely, a Sub-Engineer, and paid him Rs. 3,600 per annum. Simply because Coorg is an isolated tract we have got two very highly paid officers. I therefore want these two officers to be sent somewhere else and economy effected.

While on this motion I might say that there are other smaller administrations like Ajmer-Merwara, where you have not only one Executive Engineer, but also a Superintending Engineer and two Executive Engineers. All these smaller administrations have been causing a great amount of expenditure to the Central Government. I therefore feel that the Government of India should

[ Mr. N. M. Joshi. ]

very seriously consider the question of these smaller administrations, and they should either amalgamate these smaller administrations with the neighbouring territories or do something else with them. But the country cannot afford to pay for these large establishments.

**Colonel Sir Sydney Crookshank :** Sir, I am afraid the Honourable Mr. Joshi has only more or less foreseen exactly what we are doing, that is to say, we have already addressed the Chief Commissioner, Coorg, as to the high establishment charges on the works in that small administration, and I may inform the House that he has undertaken to look into the matter and see what reduction can be made. Also, I understand from the Honourable the Home Member, that a Retrenchment Committee is actually going into the question of the whole expenditure of the administration in Coorg.

As regards the further suggestion of my Honourable friend, that point has already been taken up in my Department, and we have asked the Government of Madras whether they would undertake the whole of the supervision and execution of the Public Works in Coorg. My Honourable friend at the same time refers to Rajputana, but he need not perhaps have confined his remarks to Rajputana, because I must admit that right throughout these Civil Works budget, the establishment charges are, on this occasion necessarily higher than we would have liked them to be. The reason is partly, as I have already explained, that on account of the stringent financial position we have had to cut down the demands under this head by no less than Rs. 1,79 lakhs and we cannot arbitrarily by a stroke of the blue pencil reduce the establishments for such period—may be for one year or may be for two—as it is impossible to provide funds for these works.

**Mr. N. M. Joshi :** This is a permanent establishment. Why do you want such a big establishment—a Superintending Engineer, two Executive Engineers, one Assistant Engineer and 4 Assistant Engineers—for a small tract like Rajputana ?

**Mr. Deputy President :** I must draw the attention of Mr. Joshi to the fact that he has now moved an amendment with regard to Coorg.

**Mr. N. M. Joshi :** At the same time I referred to the other . . .

**Mr. Deputy President :** Then I will allow it, because he has given notice of a motion about Rajputana also later on.

**Dr. H. S. Gour :** May I also put a question, so that Sir Sydney Crookshank may make one speech instead of two in his reply? If he refers to page 128, North-West Frontier Province, he will find about 31 lakhs are debitable to Major Works (see page 129), and if he turns to North-West Frontier Province he will find that the Civil Works are there at the very end (page 173)—Civil Works 2 lakhs. May I ask the Honourable Member whether the 31 lakhs of rupees debited to the North-West Frontier Province at page 129 are not in addition to the two lakhs mentioned at page 173 ?

**Mr. Deputy President :** That question can be taken up when the main demand is under consideration.

**Dr. H. S. Gour :** That is only a question and if the Honourable Member finds it convenient he may be able to give a reply on this point also.

**Colonel Sir Sydney Crookshank :** Reference to page 173, I think it shows that items are Receipts. I am talking about the Civil Works Demand which is Public Works Expenditure.

**Dr. H. S. Gour :** On page 170, Civil Works Rs. 112,000,—is this an addition to those 31 lakhs?

**Colonel Sir Sydney Crookshank :** These are Civil Works under the Public Works Department.

**The Honourable Mr. B. N. Sarma :** They were carried on by the revenue officers or other agencies.

**Colonel Sir Sydney Crookshank :** I was going to remind the House that inasmuch as the Original new Works have been reduced of late years on account of war and other reasons, and that the repairs and also the Minor Works have also had to be cut down very largely, the position as regards the Works throughout the countryside at large is a very unsatisfactory one indeed, and it is high time that the very heavy depreciation of the buildings, and deterioration of the roads and bridges which is going on were arrested and if possible more money provided. We cannot very well stand still as we have of late years, and I hope that considering these facts this Honourable Assembly will pass this Demand without any reduction, because the position is, as I have pointed out, a most serious one and it is very necessary indeed that full provision should be made for maintaining all these works.

**The Honourable Mr. B. N. Sarma :** During my non-official days it was a favourite pastime of mine to attack the Civil Public Works Department expenditure, and I think it was a favourite pastime of almost every non-official to point to the Public Works Department expenditure as a convenient item out of which savings could be effected for the purpose of increasing the allotments under other heads. I wish it had been my good fortune to be in such a position to-day (Hear, hear) (*Mr. Rangachariar :* 'Nothing to prevent you') and say that I have been able to find some source of retrenchment in order to give satisfaction to my Honourable friends on the other side. I regret to say that such a pleasant position has been denied to me by the exigencies of the moment, namely, the financial pressure which induced my Honourable friend, Sir Malcolm Hailey, to mercilessly slaughter the proposals of the Public Works Department. (*A Voice :* 'Poor Department.') It is a very poor department really this year for the simple reason that from almost every quarter we are getting proposals for new works, some of which are absolutely necessary but for which we have not been able to make any provision whatsoever. We are merely carrying on the works in progress, and various Governments have pointed out to us that if we allow the buildings and the roads to go into further disrepair it will come to this that we will have to remake the roads. It will not be a question merely of repairing the roads but it will be a question of re-making the roads, which would be a very expensive process.

**Mr. Darcy Lindsay :** On a point of order, Sir. Are we discussing this Demand as a whole or only the amendment in connection with Coorg and Rajputana?

**Mr. Deputy President :** I understand the Honourable Member is referring to Coorg.

**The Honourable Mr. B. N. Sarma :** With reference to Coorg in particular, so long as it is a separate administrative unit, you have to maintain a certain establishment and proposals, as I have already said, are on hand to see whether the Madras Government can be induced to take over Coorg for public works purposes so as to be able to reduce the cost. It takes two parties to consent to that arrangement. The Madras Government must be agreeable to that before we can force it upon them, and until such an agreement is come to and some arrangement is made whereby a retrenchment would be possible, we must, I think, maintain the public buildings and roads in Coorg, and I therefore request that this small provision should be allowed to remain intact, and certainly we will place before the House information as to what we are able to do and what the Retrenchment Committee will be able to do in the way of amalgamating, for certain purposes at least, Coorg with Madras. The same observations apply to Ajmer-Merwara in respect of which, I think, there have been suggestions as to whether the United Provinces Government cannot undertake some of the public works there. But to think of those possibilities and reduce the expenditure during the current year would be to render impossible the works of the Public Works Department in effecting repairs and carrying out other works in these places and I therefore submit that this provision should be allowed to stand.

**Munshi Iswar Saran** (Cities of the United Provinces : Non-Muhammadan Urban) : One can quite understand the explanation offered by the Honourable Mr. Sarma that in his non-official days it was his pastime to attack this particular Department and now in his official capacity it is his pastime to defend it, but as far as my friend Mr. Joshi is concerned, I am afraid he is far too earnest and serious than many of his friends would like him to be.

**Mr. N. M. Joshi :** I am very serious.

**Munshi Iswar Saran :** There is only one thing which strikes me as sound and that is what the Honourable Mr. Sarma has told us, and very rightly that if the Madras Government or any other Government is not prepared to take over this establishment you cannot force that establishment upon any particular Government without its consent. But he will not object to my reminding him of his days of the legal profession. Like a clever advocate he has slurred over the portion. I do not mean any offence at all of the charge of my Honourable friend, Mr. Joshi, about the maintenance of this staff. There is one word which I wish to say, that sometimes it is surprising that men of the experience and ability of Mr. Joshi should raise objections as to staff. I shall again be accused of being bitter, as I was accused once in making this remark. In order to carry on work efficiently, whether the work is large or small, you must have a complete and a perfect organization, from the Superintending Engineer down to the Assistant Engineer and Supervisor. (*A Voice* : 'Chief Engineer'.) Well, I thought the Superintending Engineer was the biggest (*A Voice* : 'The Chief Engineer is the biggest'.) The Honourable Mr. Sarma has told us, 'if you have to keep this work going on in Coorg independently, then it is necessary to keep this establishment'. He has asked us to wait for the decision of the Retrenchment Committee. I might say to Mr. Sarma that he would do well not to wait for the report of the Retrenchment Committee; it would be much better if he took up the work himself and tried to do something in order to make this Department in Coorg a little less efficient.

and a little less expensive. These establishments are costing a great deal, and if he will forgive my saying so, they are causing a great deal of discontent. The layman, the man in the street, is really unable to understand these technical and scientific explanations of these enormous sums spent on staff. He says, the work is small, the work is not very much after all, and there is a huge establishment. I shall submit to him, with all respect, that he should consider this question and come to a decision himself and not give us only the promise of the report of a Retrenchment Committee. If he will not expedite the matter, I am very much afraid that next year when we bring this matter again to his notice, Mr. Sarma will get up and say, "Yes, the Committee has sat, but it is recording evidence and it is considering the report. I think that he will agree with me that it is much better for Government as well as for the non-official Members of this House that this matter should be expedited, and that wherever you have a larger staff than is actually required, that staff should be cut down."

**The Honourable Sir William Vincent** (Home Member): Sir, I should like to deal with one aspect of this question, and that was taken up by Munshi Iswar Saran. It was suggested by him, I think, that Government had taken no action in this matter of retrenchment in Coorg. Now in point of fact . . .

**Munshi Iswar Saran**: I did not suggest that. I am afraid I have been misunderstood; I am sorry if I have conveyed that impression. I understood Mr. Sarma to say that there was going to be a Retrenchment Committee in Coorg and this is what I said.

**The Honourable Mr. B. N. Sarma**: No, no.

**Munshi Iswar Saran**: Then I am very sorry.

**The Honourable Mr. B. N. Sarma**: This Committee, here.

**Munshi Iswar Saran**: And that makes the position still worse.

**The Honourable Mr. B. N. Sarma**: It is going to be taken up by the general Committee of Retrenchment. We ourselves are taking up the question and then the Committee also will be sitting in addition.

**The Honourable Sir William Vincent**: If the Honourable Member will allow me to go on, I shall be in a position to explain what has been done. The Chief Commissioner has taken up this question of retrenchment in Coorg generally. I understand that he has already been able to effect a considerable saving, something over Rs. 60,000. He has a further saving in contemplation. In addition to that, an officer of the Madras establishment—an accounts officer—I think he is an accounts officer? (*A Voice*: 'No')—no, a civilian officer of the Madras Government—has been deputed already and is examining the question to see, not what retrenchment can be effected but what further retrenchment can be effected. Now, I sent in a note to my office to find out, if I could, whether this retrenchment included any of the posts mentioned by Mr. Joshi; but unfortunately I have been detained here very late and my office establishment has gone home (Hear, hear), and the office is closed; so I cannot give him any more assurance than to say that the matter of retrenchment in Coorg has been vigorously taken up and considerable savings have been effected already,—and I hope more will be effected; I believe that will meet him as well as anything I can say.



**Mr. N. M. Joshi :** Sir, in view of the assurance given that the establishment of Coorg will be considered and retrenchment effected, and also in view of the assurance that the question of the amalgamation of Coorg with the neighbouring Province, at least in some Departments, is being considered, I withdraw my motion.

The motion was, by leave of the Assembly, withdrawn.

**Dr. H. S. Gour :** May I deal with the North-West Frontier Province ?

**Mr. Deputy President :** No. When we take up the main question.

**Rao Bahadur T. Rangachariar :** Sir, the motion standing in my name is :

'That the demand under head 'Civil Works—including Expenditure in England' be reduced by Rs. 8,01,750.'

Honourable Members will notice that the items in this Demand No. 40 extend from page 117 to page 132, and are made up of details which require very close examination at the hands of the Assembly before we can vote this grant. Honourable Members will notice that the opening page gives the analysis of the total expenditure. Unfortunately, some of the points on which we would like to have information are totalled up together; so that we are not able to compare the figures of 1922-23 with the figures of 1921-22 in a satisfactory manner. I will draw Honourable Members' attention, for instance, to 'Allowances and honoraria', item No. 5 on page 117. What the expenditure under that head was in 1921-22 is not shown, although for the next year it is put down as Rs. 1,16,000. I should like to know whether these allowances and honoraria are for officers only or for their establishments as well, and also what the nature of these allowances is and how many people received allowances and honoraria. Honourable Members will also notice that all these items put together, in the Budget Estimate for 1921-22 amounted to Rs. 1,46,94,000, whereas in the coming year 1922-23 the estimate for the same items amounts to Rs. 1,61,70,000. Again, Honourable Members will notice that the cost of English stores, which was only Rs. 99,000 in 1921-22, has gone up to Rs. 3,32,000. What is the need for the increased provision in this item? I should like to know why the expenditure on English stores has risen all of a sudden from Rs. 99,000 to Rs. 3,32,000. The matter requires investigation. Again, if Honourable Members will turn to the grand total of the Expenditure, they will find that in 1921-22 the total budgeted for was Rs. 1,46,94,000, the revised estimate being Rs. 1,47,76,000. For this year, however, the Budget Estimate is Rs. 1,62,15,000, of which I am glad to see the non-voted portion is only Rs. 2,05,000. The responsibility of this Assembly therefore is all the greater, considering that the bulk of the expenditure under this head, namely, Rs. 1,60,10,000, has to receive the sanction of this Assembly. It is therefore necessary that we should ask for an explanation on various items which will be found scattered all over the Demand. I appeal to Honourable Members to look at the different pages and examine these items carefully before they commit themselves to this very large grant. Turning to page 118, I should like to know what this Imperial Division at Dehra Dun is. I ask merely in ignorance and I should like to know what that item relates to. Although there are other things in those pages, I will not tire the House and I will turn on to some interesting items on page 120.

Now, there is an item under the head Viceregal Estates, Furniture for Viceregal Estates, Simla, Delhi and Calcutta. A large sum of Rs. 63,000 is asked for. Along with that there is another item, Minor Works, Rs. 60,000. I thought it was a rule in the Public Works Department to class works, I believe, only under Rs. 1,000 as Minor Works. I stand to be corrected if I am wrong. I want to know whether this includes a large number of Minor Works put together or whether one Minor Works costing Rs. 60,000 is shown there. What is the necessity for this furniture in the Viceregal Estates at Simla, Delhi and Calcutta. I should like to have some explanation about that.

At page 121, Honourable Members will notice there is an entry with which Honourable Members are already familiar, *viz.*, motor bus service for the conveyance of the Government of India establishment from New Delhi to the Imperial Secretariat and back. I should like to know when this contract with the Bus Company is expiring and whether it will not be more profitable to the Government and to the employees concerned that they should be given some travelling allowance between Raisina and Delhi instead of Government incurring such a large expenditure as Rs. 1,09,000.

Again, I should like to ask for information as to what the entry Stock and Debit on account of the City Extension Scheme means. I am unable to understand it. I may be forgiven for my ignorance.

Sir, turning to page 122, I should like to ask what is the necessity for constructing this Tahsil building at Quetta. Could it not wait? Is it a new Tahsil created or is it an old Tahsil? If it is an old Tahsil, was it housed in a proper house or not, and if we cannot wait another year longer before we can have the luxury of this new house before embarking on fresh expenditure at this financial crisis.

A similar question I would ask about constructing Police Barracks at Sibi, the next item, Rs. 85,000. (*A Voice*: 'They are all works in progress.') They may wait.

Again, in reference to page 123, I should like to ask what is meant by local allowance to the Executive Engineer and in what cases local allowance is given to these Executive Engineers, why people with such high salaries as Executive Engineers should get any local allowance and on what basis this local allowance is given.

And again, on account of direction charges, I see amounts entered for various Local Governments, the Madras Government, the Bengal Government and the Bombay Government. Is this quite a new financial arrangement? Is it part of the financial arrangement or is it an adjustment of account? Why is this entry here at all? In what direction do they render any assistance to the Central Government? Some light may be thrown on this point. That remark applies to various entries which Honourable Members will find scattered over these pages, such as amount payable to the Government of Bombay, amount payable to the Bengal Government, amount payable to the Madras Government, and so on.

Again, Sir, on page 125 Honourable Members will find an entry—Allowance to Superintending Engineer, who draws the handsome salary of Rs. 25,800.

- [Rao Bahadur T. Rangachariar.] -

Now, Sir, an allowance for working as Secretary in a minor Local Government. Either his duties involve full time or they do not. If he has got spare time to devote, then he must be free for that time. It is because he has not enough to do that this additional duty is thrown upon him. I found in the Finance Committee several cases coming up where officers do extra duty, although they do not give us extra hours. They are paid for the hours they claim extra payment for. Here is a highly paid gentleman getting a handsome salary, who is given an extra allowance of Rs. 1,800 simply because he devotes hours which are ours, or doing a duty which is ours. Such a system ought not to continue.

If you turn to page 127, I should like to draw the attention of the House to that item 'Completion of the two unfinished barracks of the Indian Clerks' quarters.' When I was in Simla I went down to that depth and to my cost. When I got up and mounted that steep path which is provided for these poor clerks, I had no sleep for a fortnight after. It affected my heart, both literally and metaphorically. I pitied the condition of those poor Indian clerks, as they are called, stationed nearly a thousand feet below the Secretariat offices. Every day after breakfast to mount up that steep height and to go back every evening, and for them to get things from the bazar! Sir, I have gone and stayed with one or two of the people living there. Their families are wrongfully confined in those houses. They dare not come out. It is only when they go to the station from those quarters that they get out of their houses. They are afraid to go out. They have no enjoyments and are confined to their houses, unable to move out. It was a pitiable condition indeed. Now, what has Government done for the Indians? Members of the Government are well acquainted with the conditions of life of our countrymen. Sir, it is a most pitiable state. I know a new road is being constructed, and that road I believe gave way before it was completed. That I saw when I was there. Not only in Dhar, but in other places in Simla. If this superfluity of the Simla exodus is to continue, I ask for fair treatment. I have communicated with the Finance Member both by word and by letter; also with the Honourable Member in charge. I want to know what steps have been taken to relieve the condition of these unfortunate clerks who really do valuable work. Not only at Dhar, but in other places they suffer the same inconveniences. I feel very strongly for them in my heart, and I hope that the heart of the Honourable Member in charge is not so stony that he will not improve the quarters of these clerks.

To my surprise, at page 131 this item creeps in: 'House Rent Allowance to Medical Establishment.' What medical establishment? This is a matter that requires investigation and explanation.

I am afraid I have tired the House. I hope I have not been irrelevant. But I respect the other benches and my colleagues to my left, and my right and back and, therefore, Sir, I shall close my remarks by drawing the attention of the House to page 132. There you will notice Ordinary Reserve 5 lakhs, Special Reserve 2 lakhs and Sundry items 10,000. But they are not content with that, Sir. Apart from the leave allowances and other allowances which you find scattered over at every place, there are leave allowances which cannot at present be allocated to any particular province, voted 2,000 and non-voted 16,000. Sir, the item which cannot be allocated to any province is classified as voted and non-voted and the majority is of non-voted. That

is rather a remarkable feat on which I congratulate the Honourable the Finance Member and his able Assistants.

**Mr. Darcy Lindsay :** Sir, I do not, like my Honourable friend, Mr. Rangachariar, propose to weary the House by going page by page through the various items in this Demand. What I desire to draw the attention of the House to is what appears to me as a somewhat wasteful system of not allowing the Public Works Department to carry forward into the next year the remaining balance of their grant. I also refer to the injury done to the Department by the delay in notifying to them the amount of the grant which has been made. Dealing with this latter subject, I quote here from a letter issued by the Honourable Mr. Cook, dated the 3rd of December, 1921, in which he states that even under the present arrangements, under which the Budget as a whole is passed by the Legislature before the commencement of the new year, it is in many cases not possible to communicate grants to disbursing officers till some months after the new year have elapsed. Now, Sir, it will be the 1st of April probably before we pass this Budget. Some months elapse and we are well into the monsoon. It is an acknowledged fact that much of the work of this Department is carried on during the dry season and during the rainy season they have to stop many of their works. What follows, Sir, is that there are very few months of the year out of the 12 left to them to expend the grant, and I believe I am not incorrect in stating that, as the year proceeds and we arrive in the months of February and March, it takes the unhappy Chief Engineer all his ingenuity to arrange for the expenditure of that balance. It is a common talk, Sir, in the Department and out of the department that there is very considerable waste, that the department places large orders for stores that are really not required and for that reason I referred to the Chief Engineer as an unhappy officer. If he had only had the right to carry forward the unexpended balance into the following year, he would be able to make most excellent use of it during the few months before the monsoon started. Now, Sir, the same complaint applies to the railway system. And I would ask the Finance Member to make such arrangements whereby both the Public Works Department and the railway system received permission—immediate permission—on the passing of the Budget to a certain expenditure. My Honourable friend, Mr. Cook, in his very valuable letter, which had reference to changing the date of the financial year to the 1st of January, suggests that it might be possible to allow the disbursing officers to incur expenditure on standing charges in the first few months, to the extent to which they are authorised by the previous Budget. Now, Sir, I maintain that, if the officer in charge of the Department had permission to carry forward his balances, this would not be necessary. Again I commend to the Honourable the Finance Member that he should so arrange that all unexpended balances be carried forward and the officer should not be held to blame for having budgeted for more than he was able to expend in that official year.

**Colonel Sir Sydney Crookshank :** Sir, I do not suppose that the House will expect me to reply at length at this late stage . . . .

**Rao Bahadur T. Rangachariar :** We do expect you to reply.

**Colonel Sir Sydney Crookshank :** Very well, Sir, I will do so, as far as I can. Before getting on to the numerous points brought forward by my

[ Sir Sydney Crookshank. ]

Honourable friend, Mr. Rangachariar, I would remark incidentally with reference to what my Honourable friend, Mr. Darcy Lindsay, said . . . .

**Rao Bahadur T. Rangachariar:** If my Honourable friend wants to have time, we will not object, but I want a reply to all my points.

**Colonel Sir Sydney Crookshank:** I was about to deal with the point brought forward by Mr. Lindsay . . . .

**Dr. H. S. Gour:** May I ask Sir Sydney Crookshank how long he will take, because if he is going to be long, it will be necessary for me to move for an adjournment.

**Colonel Sir Sydney Crookshank:** I really cannot say. As I was saying . . . .

**The Honourable Mr. B. N. Sarma:** We will all have to speak.

**Dr. H. S. Gour:** How long will you take?

**The Honourable Mr. B. N. Sarma:** I do not know. It has been rather a vehement attack that has been made on us.

**The Honourable Sir Malcolm Hailey:** I shall speak also for about 20 minutes.

**Rao Bahadur T. Rangachariar:** If it will suit the Government Benches to adjourn, it will suit Honourable Members on this side, and it will suit the general convenience of the House.

**The Honourable Sir Malcolm Hailey:** If an answer is required from the Government, I can but give exactly the same answer as before, that we are entirely at the disposal of the House. We all know that a Budget is a matter which 'goeth not forth but by much prayer and fasting!' We are quite prepared for any amount of prayer and fasting.

**Dr. H. S. Gour:** I move, Sir:

'That the consideration of this Demand be adjourned till half past ten to-morrow morning.'

(Cries of 'No no; not half past ten'.) Very well then, till 11 o'clock to-morrow morning.

**Mr. Deputy President:** The question is:

'That the consideration of this Demand be adjourned till 11 o'clock to-morrow morning.'

The motion was adopted.

The Assembly then adjourned till Eleven of the Clock on Saturday, the 18th March, 1922.