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COUNCIL OF STATE.

Monday, 8th March, 1926.

The Council met in the Council Chamber at Eleven of the Clock, the Honourable the President in the Chair.

QUESTIONS AND ANSWERS.

REDUCTION OF THE INCOME-TAX AND THE SUPER-TAX.

165. THE HONOURABLE MR. MAHMOOD SUHRAWARDY: Have the Government received representations on the subject of the reduction of income-tax and super-tax and, if so, what action does the Government propose to take in the matter?

THE HONOURABLE MR. A. C. McWATTERS: Yes. I would refer the Honourable Member to the Finance Bill which indicates the Government's proposal regarding income-tax for the year 1926-27.

Non-Official Bills and Resolutions passed by the Legislative Assembly and rejected by the Council of State and VICE VERSA.

- 166. The Honourable Mr. SHAH MUHAMMAD ZUBAIR: Will the Government be pleased to lay a statement on the table showing the following particulars:
 - (a) number and specification of non-official Bills and Resolutions passed by the Assembly and rejected by the Council of State since 1924;
 - (b) number and specification of non-official Bills and Resolutions rejected by the Assembly and passed by the Council of State since 1924;
 - (c) number and specification of official Bills rejected by the Assembly and passed by the Council of State since 1924;
 - (d) number and specification of non-official Bills introduced in the life-time of the Council of State with the names of the introducers; and
 - (e) number and specification of non-official Bills passed by the Council of State since its inauguration and rejected by the Assembly up till now?

THE HONOURABLE MR. S. R. DAS: A statement is laid on the table.

Statement giving information regarding Bills and Resolutions asked for by the Honourable Mr. Shah Muhammad Zubair.

(a) 1 Bills.

- The Code of Criminal Procedure (Amendment) Bill (use of firearms) by Diwan Bahadur T. Rangachariar.
- 2. The Indian Criminal Law Amendment (Repealing) Bill by Sir Hari Singh Gour.
- 3. The Special Laws Repealing Bill by Mr. V. J. Patel.
- 4. The Indian Railways (Amendment) Bill by Mr. K. C. Neogy. -

Resolutions.

None, but in one case relating to the recommendations of the Reforms Inquiry Committee a resolution substituted by a non-official amendment for an original Government resolution was carried by the Assembly and rejected by the Council.

(b)

Nil.

(c)

2 Bills.

- 1. The Indian Finance Bill, 1924.
- 2. The Bengal Criminal Law (Amendment) Bill.

(d)

6 Bills.

- 1. The Registration of Chelas Bill by the Honourable Lala Sukhbir Sinha.
- 2. The Criminal Tribes Bill by the Honourable Mr. G. S. Khaparde. (on behalf of the Statute Law Revision Committee).
- 3. The Indian Succession (Amendment) Bill by the Honourable Sir Arthur Froom.
- The Succession Certificate (Amendment) Bill by the Honourable Mr. Phiroze
 C. Sethna.
- The Bill to amend the Law relating to Interest on Loans by the Honourable Mr. Yamin Khan.
- The Transfer of Property (Amendment) Bill by the Honourable Mr. Phiroze C. Sethna.

(e)

Nil.

THE HONOURABLE THE PRESIDENT: I call upon the Honourable Seth Govind Das to move his Resolution.

THE HONOURABLE SETH GOVIND DAS: I am not moving it.

THE HONOURABLE THE PRESIDENT: Mr. Pantulu.

THE HONOURABLE MR. V. RAMADAS PANTULU: I am not moving my Resolution.

RESOLUTION RE GUARANTEE OF APPOINTMENTS ON STATE RAILWAYS TO QUALIFIED STUDENTS OF THE MACLAGAN ENGINEERING COLLEGE, LAHORE, ETC.

THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS (Punjab: Non-Muhammadan): Sir, I rise to move:

"That this Council recommends to the Governor General in Council to guarantee a certain fixed number of appointments every year in the Mechanical and other departments of State Railways to qualified students of the Maclagan Engineering College, Lahore, and other similar colleges in other provinces of India."

It is an irony of fate that it should be necessary to move such a Resolution to-day. Ever since Railways were started in India, the question of employment of Indians in the higher grades and their technical training suitable to railway service, has come up for consideration from time to time. As early as 1870, an eminent railway expert Mr. (afterwards Sir) Juland Danvers wrote as follows in the Parliamentary Report on the Indian Railways for 1869-70:

"One of the chief expenses connected with the working of the Railways in India is the high cost of the European Agency and the time should have arrived when the result of the instruction given to natives and Eurasians in the mechanical departments of a Railway should be shown. On the Madras Railway the system of apprenticing Indian-born youths as firemen, engine drivers, and mechanical workmen in the Locomotive shops has succeeded admirably and the aim of all should be gradually to allow natives to take the place of highly paid European skill and labour."

He further wrote:

"There is no reason also why the more educated classes of natives and Eurasians should not fill the superior positions of Engineers and assistants."

Upon this advice the then Secretary of State for India took up the matter with the Government of India, and the latter issued a circular in 1870 impressing on the Railway Administration the great advantage of training the natives of the country in all those branches of handicraft that are necessary to the construction and maintenance of railways. The effect that was given to this circular of the Government of India was so poor, that about half a century later, the Indian Industrial Commission were obliged to make the following observations:

"151. Above the skilled workmen is the Mistry, or foreman, and the provision tor training such men is hopelessly insufficient. We were forcibly struck, when visiting the large railway and private workshops throughout India, with the almost complete absence of Indians from the ranks of Chargemen and Foremen, the non-commissioned officers of the great army of engineering artisans. At present these posts are filled almost entirely by men imported from abroad. The railway companies are endeavouring to supply this deficiency by training European and Anglo-Indian youths."

The Acworth Committee who reported in 1921 were also struck by the lamentable negligence of the railways in India in the matter of training Indians for technical appointments. They remarked that:

"none of the highest posts are occupied by the Indians; very few even of the higher That they have not been advanced to higher posts, that even in the subordinate posts of the official staff there are not more of them has been a standing subject of complaint before us. With so natural a grievance we fully sympathise Until recently, opportunities for the technical training of Indians were lacking. And in the absence of opportunities, naturally few Indians were able to reach the standard required for the superior posts."

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These observations were made in 1921, but the position has not improved to any appreciable extent during these five years.

So far as the officers' grade is concerned it is somewhat gratifying that the railways-including the Company-worked lines-have agreed to recruit 75 per cent, of their future vacancies in India. There is, however, no such definite scheme of Indianization so far as the upper subordinates are concerned. On a reference to the latest classified list of State Railway establishments, corrected up to 30th June, 1925, it appears that very few Indiana have been recruited for the technical side of the upper subordinate services since 1921. I have taken this date, because the reformed constitution, which mentions Indianization of the services as one of its principal objects, came into operation from 1921. The North Western Railway has recruited 37 upper subordinates in the Mechanical and operating branch since 1921, of whom as many as 21 are covenanted hands. But there is not a single Indian name among these 37. In the mechanical branch, this Railway has appointed 16 persons since 1921, of whom 9 are covenanted, and not one out of the 16 is an Indian. The Oudh and Rohilkhand Railway has made 29 new appointments since 1921, in its Locomotive and Carriage and Wagon Department, and we do not find an Indian name among them. The Eastern Bengal Railway has made 33 appointments since 1921, in its Locomotive and Carriage Department, of whom 11 are covenanted, and 4 are Indians. A study of the upper subordinate list of the East Indian Railway is also very instructive. It was under Company management till recently and its importance is emphasised by the fact that two of the present members of the Railway Board were previously connected with this Railway. The East Indian Railway recruited a remarkably large upper subordinate staff since 1921, which is surprising in view of the expiry of the Company's contract in 1924. Thus, in the operating branch, 98 new appointments were made of whom one was an Indian. In the Mechanical Department not one out of 57 new appointments has gone to an Indian. And in the Electrical Department, only three are Indians out of 28 new recruits.

The reply of the Railway Department will perhaps be, in the first place, that Anglo-Indians are to be reckoned as Indians while considering this question; and, in the second place, Indians generally lack some of the qualities that are required in the technical upper subordinate offices of the railways. As for the first argument, I would remind the Railway Board of the often-repeated principle of the Government of India that no department should be overweighted by any particular community. Again, the Anglo-Indians while claiming to be treated as Indians for the purpose of Indianisation, must not in the same breath ask for better terms and emoluments than are open to Indians. Railway officials add insult to injury when they seek to justify this racial discrimination in the matter of emoluments, on the plea that Indians are not capable of doing the class of work that is entrusted to Anglo-Indians. Even Mr. Cole in his interesting report on the training of railway officers and subordinates refers to the lack of what he calls personal qualities among Indians that make efficient Chargemen and Foremen. Indians have not been given adequate opportunities to qualify themselves for these appointments so long. What is more, qualified Indians have not had fair play even in the matter of promotions. Presiding over the All-India Railwaymen's Federation, Rai Sahib Chandrika

Prasad, a retired railway officer of great experience, made the following deliberate statement with reference to upper subordinate appointments:

"A marked partiality is shown to Europeans and Anglo-Indians, and justice is flagrantly denied to pure Indians in the recruitment and subsequent promotions and privileges of various kinds A serious injustice is being practised upon pure Indians who are treated as inferiors to both Europeans and Anglo-Indians, even where Indians exhibit better work and better qualifications."

I would ask Government to ponder over this serious charge brought by a responsible ex-railway officer. The Railways, particularly after the separation of finances, must be treated as a business concern; and the tax-payer must be satisfied that Indians are not being excluded from railway services on racial considerations. I will have to refer to this aspect of the question once again in my speech. Certain new methods of recruitment are no doubt under consideration. But the public have had no opportunity so far of knowing the details of these schemes, and offering their criticisms. The scheme as drawn up by the Railway Board for the recruitment of superior officers, was discussed sometime back by the Central Railway Advisory Council and as it is yet treated as confidential, no reference can be made to its details, beyond what was read out by the Honourable Sir Charles Innes the other day in the Legislative Assembly. It appears that the principal feature of this scheme of future recruitment in India, of the 75 per cent. of vacancies in the superior branches, is that a system of nomination will be followed by a competitive examination among the candidates nominated. At present, a number of appointments on the Engineering side are guaranteed to the engineering colleges at Roorkee and Sibpur. This guarantee is apparently to be withdrawn, but the reasons for taking this step are not yet known. The guarantee system has worked well in the past, and has produced eminent railway engineers like Rai Bahadur Ralla Ram and Mr. Bagley, not to mention other distinguished names. The guarantee system was introduced originally with the object of attracting qualified persons to an engineering course of study leading up to profitable employment in the railways. The number of engineering institutions in this country has grown since then, and the number of higher appointments to be thrown open to Indians is also expected to grow larger. It is therefore necessary that the guarantee system, which has been such a success in the past, should be extended so that all the engineering institutions in India should be able to attract the best talents for training and employment in responsible railway work. This will, moreover, ensure equitable chances of employment to candidates from each province, and prevent the preponderance of the people of any particular province in the railway services. Under such a system, the engineering institutions will naturally adapt their courses of study and examinations to the needs of the Railways; and the Railways themselves can have an effective voice in their management.

The Maclagan Engineering College of Lahore which was started in 1928 fulfils these conditions. The estimated capital expenditure on this College was about Rs. 10.00.000 and the estimated recurring expenditure per year is Rs. 2,47,087 which is borne entirely by the Punjab Government. Fifty per cent. of the members of its governing body are representatives of the North Western Railway. Its courses of study are a happy blending of sound theoretical instruction and practical training in the railway workshops. It teaches up to two different standards—"A" class being the higher

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course in mechanical and electrical engineering, and "B" class being the lower course for the training of improvers and assistants. The first batch of "A" class students finished their college training in June 1925, and they will undergo practical training in the railway workshops for two years more. At the end of the fifth year, the successful students will be entitled to a diploma as fit to occupy positions of responsibility in the engineering industry. Their courses of training were devised with the help and approval of railway officials; and yet a report has gained ground of late that the railway authorities do not consider them fit for employment in the Railways. It seems that though the first batch of students have recently begun their workshop training in the Moghalpura Workshops of the North Western Railway, they were condemned in advance by those very railway officials who are on the governing body of the Maclagan Engineering College and are thus responsible for their training. I sincerely hope that there is no truth in this report. For, if there be any defect or deficiency in the instruction of these boys, the railway representatives on the governing body are as much responsible for it as anybody else; and it was up to them to cure the defect. I should like the Honourable Member in charge to say definitely what the railway authorities think of the training given at this college.

There was undoubtedly no express underfaking that these boys would be taken into railway service; but the association of railway representatives with the governing body and the control exercised by them over the training of these young men, particularly in the railway workshops, would naturally rouse sanguine expectations in their mind. If they are now to be condemned on the plea that their training has not been up to the mark, the railway authorities themselves can justly be accused of gross negligence in their duty.

The position of "B" class students—that is to say, those who are being trained as mechanics—is slightly better, though there is a good deal of difference between Europeans and Anglo-Indians on the other, so far as prospects of employhand and Indians onA large proportion of this class of students ment are concerned. are nominated by the North Western Railway and are in receipt of a stipend from it. Thus, out of 96 students admitted in October 1923, 64 (40 of whom were Europeans and Anglo-Indians and 24 Indians) were nominated by the North Western Railway. Before the Maclagan College was started, the Railway used to train its own apprentices and under the rules then in force, there was a definite declaration that European and Anglo-Indian apprentices at the end of their indentures would be started as journeymen on Rs. 180 per month (or in certain cases on Rs. 150 per month). In the case of Indians, however, the rules contained a warning that they would not be retained unless their work, etc., had been satisfactory; and the wages to be given to them would be Rs. 1/8 per day or Rs. 1/10 per day in special cases. It is believed that the warning clause which makes the employment of successful Indian students more or less uncertain, yet continues to operate. This is the impression left in my mind after hearing the Chief Commissioner's reply in the last Railway Budget debate. Even now, there is a certain number of literate Indian apprentices who were admitted into the Moghalpura shops before the establishment of the Maclagan Engineering College and who have all along been undergoing mechanical training in the Moghalpura shops and who will

be at the end of their indenture sometime this year. It was not found possible to take 4th and 5th year apprentices in the College when it opened in 1923, but 1st and 2nd, and 3rd year apprentices were taken. The boys who were at that time in their 3rd year are now nearing the end of their 5th (and last) year but they are naturally anxious to know what prospects await them. It is nothing but bare justice that Indians should be put on a par with Anglo-Indians as regards salary and prospects; and these Indian apprentices should be started as journeymen on Rs. 130 a month in ordinary cases, but in special cases when they have done extra well in the shops they would be given Rs. 150 per month, which is at present the rule for the Anglo-Indian apprentices. Judging from the fact that there are very few Indian foremen and chargemen in Railways generally, and particularly in the North Western Railway, it seems the training hitherto given by them to Indians in their own workshops must have been very defective. And now that the North Western Railway is having its own nominees trained under the auspices of the Maclagan College, there can be no justification for making any distinction between Europeans and Anglo-Indians and Indians, who are now trained under the same conditions, and have to pass the same examinations.

The Honourable Sir Charles Innes read out in the Legislative Assembly the other day extracts from a circular which the Railway Board had addressed to the Agents of different Railways, and which contains an enunciation of Government policy on this point. The circular states that the Government of India:

"recognise to the full the aptitude of the Anglo-Indians for certain branches of railway work, and they are not in favour of any policy which would oust the Anglo-Indians from those branches. They consider, however, that Indians should also be recruited for those branches (particularly the subordinate traffic service) and should be given equal opportunities of showing their aptitude and capacity for the higher and better paid posts."

It seems to me the Government of India assume a special aptitude on the part of the Anglo-Indians for the mechanical and allied branches of railway work, and acknowledge the existence of a kind of vested interest possessed by that community in respect of these appointments. of the matter is that Indians have been deliberately denied the opportunity of suitable training, and that humiliating conditions of a racial character and galling discriminations in the rates of pay have not attracted Indians of the proper type to certain branches of railway administration. Instances are not unknown where Indians converted to Christianity and bearing European names were treated on an equal footing with Anglo-Indians in the Railway Department. Thus, after having been kept out of the mechanical side of the railway upper subordinate grade, Indians are to-day being accused of not exhibiting the same amount of aptitude as And now that Indians are being trained in our the Anglo-Indians. engineering institutions like the Maclagan College, they cannot look forward to any sure prospect of employment such as their European and Anglo-Indian fellow students can. It appears from a statement furnished by the Railway Board that at the final examination of apprentices trained at the Jamalpore workshops of the East Indian Railway, during recent years Indians have often occupied the higher positions. Thus in 1918, the second and third positions were occupied by Indians; in 1919 the 1st, 2nd, and 3rd; in 1920, the 2nd, 3rd, 4th and 5th; and in 1921, the 1st and 2nd positions were also taken by the Indians. But the salary paid to Indians occupying these higher positions was Rs. 70 rising up to Rs. 90

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per month, while the salary paid to Anglo-Indians holding lower positions in the examination was Rs. 160 to Rs. 220 per month. In this case, the Anglo-Indians and Indians underwent the same training in the same railway institution, and passed the same examination; and when the Indians occupied higher places at the examination, it cannot be said that the Anglo-Indians possessed superior merit justifying better rates of pay.

That Indians do not suffer from any inherent shortcoming which makes them less fitted for mechanical and technical jobs than Anglo-Indians is apparent from the fact that Indians have proved highly successful in similar positions under more sympathetic departments than Railways. In a communiqué published in 1923, the Director General of Ordnance reviewed the education and training in Government Ordnance factories, and observed as follows:

"The original idea of apprenticeship had aimed, at most, at producing lads who might eventually become Foremen. At Ishapore owing to the unexpected high class of lads or young men which have come forward and to the high standard of instruction that has been given by the staff, it seems to be possible that they may turn out men fit later on to be appointed to the officers' grade of the factory staff after probationary period in the lower rank."

Later on the communiqué says that "the apprentices are nearly all Hindus and the standard for admission is the I. A. or I. Sc. (corresponding to the F. A. or F. Sc.") It may be mentioned that there is no distinction made in the Ordnance factories between Indian and Anglo-Indian apprentices in the matter of stipends, etc.

I have so far dealt with the Maclagan College. There are other similar institutions in India giving training of an equally high standard. There is no reason why they should not have a few railway appointments guaranteed annually to their students as well. These colleges have cost the tax-payer of India very large sums of money, and they are being maintained at a great cost. The Railways should utilise these institutions for their purposes, instead of having institutions of their own. Most of these colleges have classes of the higher as well as the lower standard. And with a little adaptation, their instructional courses could be suited to Railway requirements, both for the superior and subordinate appointments. By thus co-ordinating the efforts of the existing provincial institutions, and the facilities provided by railway workshops, the Railways can get their technical staff trained at a much less cost than otherwise. Moreover, by having a guarantee system like this, the Railways will be greatly encouraging Indians to take more and more to the mechanical line, and helping to solve the problem of unemployment which is assuming serious proportions day by day.

The Director of Industries, Punjab, was, on questioning the railway authorities of the North Western Railway, informed that the total number of literate apprentices under training in each of the railway workshops in October 1920, was 49 Anglo-Indians plus 2 Indians in locomotive shops and 25 Anglo-Indians plus 26 Indians in the carriage shops; total 74 Anglo-Indians plus 28 Indians, or 102 in all. He was further informed that the average will probably increase to 100 Indians plus 100 Anglo-Indians. This indicates the likely demand of mechanics on the North Western Railway. The demand on the East Indian Railway and on the Great Indian Peninsula Railway will probably be the same and about one-half on the Eastern Bengal State Railway. Thus Government can easily recruit say 250 to

300 mechanics qualified from various mechanical colleges in India. If in addition to this 50 Indian literate firemen are recruited every year in Rs. 50 grade another 200 appointments can be found for Indians thus making a yearly total of recruitment of 500 mechanics yearly. However I leave the number to the good sense of the Government. The question of unemployment amongst the educated classes is the burning question of the day and Government by adopting this proposal will be moving in the real direction of Indianisation of the mechanical services and also allaying to some extent the unrest in the country due to unemployment.

With these words I commend the Resolution for acceptance by this House.

THE HONOURABLE MR. D. T. CHADWICK (Commerce Secretary): Sir, I fear my Honourable friend will not give me a black mark when I say that I have listened with the greatest attention to his speech and have failed to see the connection between a great portion of it and the subject of this Resolution. This Resolution deals with students and his speechthis is where the black mark comes in-reminds me of the story of an English school boy who when asked in an examination paper to write what he knew about the thermometer said that he did not know anything about the thermometer, but wrote at great length about the barometer! This Resolution asks that the Railways will guarantee a certain number of appointments to qualified students of the Maclagan Engineering College, and of other colleges whether they be Sikhs or Punjabis or Muhammadans, but the greater portion of his speech has been devoted to the differences in the treatment between Anglo-Indian and Indian subordinates on the Railways and to the disproportion of Anglo-Indians in the railway workshops to Indians. I did not come at all prepared to deal with that subject, and I think the Council will be on my side when I say that there was nothing whatever in the terms of this Resolution to give me any idea that that question would be raised. It simply asks for a guarantee of a certain number of appointments to qualified students and that, and that alone is the issue before this Council. I will say very little about the difference in treatment of Anglo-Indians and Indians in some of the subordinate ranks of the railway service. There have been differences in scales and rates of pay; everbody knows that; nobody has denied it. That question has been debated several times and the Honourable Member is aware, and everybody in this House is probably aware, that the railways have been endeavouring to adjust those differences. You cannot, however, immediately readjust conditions which have grown up through the years, but the Anglo-Indian is treated and is counted as an Indian. Also the Honourable Member, in his speech, which went back into the dim ages, complained that very few people in this country got employment on the Railways and in the same breath complained of the number of Anglo-Indians who were employed. At the same time he went on to show that in fact Indians did get appointments. At the school at Jamalpur a considerable body of Indians had, after three or four years' training, passed their examinations and got appointments. The question, I should once more point out, is not a question of scales of pay, but of appointments, and the Indians got the appointments. Also he dealt with two classes of appointments, one to the upper subordinate grade of chargeman or foreman, and the other, which is I think of greater interest to this House, and which he dealt with very little, the superior

[Mr. D. T. Chadwick.]

services. He pointed out in regard to the Maclagan College that the Railways and the College are working together in the training of chargemen and foremen. They may have differences between each other regarding details of the course; they have only been in progress for three years and railway apprentices are being trained at the College. At Jamalpur and Kanchrapara, where the system has been in progress for many years, a very large number of men of this class are taken for training, and I have no doubt that in regard to the training of those ranks of the service, the local educational authorities in the Punjab and the railway administration, working together, will provide the training that is necessary.

I anticipated that the Honourable Member was going to direct his motion to the much more interesting, and I put it to you, the more important aspect of this question of training of Indians, namely, the training and the selection of Indians for the superior appointments of the railway service. That is the point in which I take it this Council is really interested. He complained that little had been done in this respect. At the same time he referred to facts showing that recently much had been done. Mr. Cole, as he said, was placed on special duty to work cut schemes for the training of Indians for the superior railway services. On his report, which was carefully examined, a scheme was prepared, and I think four or five times that was put before the Central Advisory Committee, where it was examined by them in the greatest and closest detail. He and I and also the Council are under a small disability in discussing this question because the result of those discussions has had to be sent to the Secretary of State on a minor point, namely, on a point in varying the training of the recruits that will still be obtained from England. As the orders of the Secretary of State on that report have not yet been received, we cannot publish it; but I can easily give the principles upon which that report is framed. The Railways have undertaken to recruit, as trained Indians become available, 75 per cent. of their annual vacancies from Indians and members of this country in which term I include Anglo-Indians. That is a considerable percentage; much larger than anything that has ever been attempted before. There are two avenues of appointment, one by promotion from the subordinate service, the other by direct appointment. I am perfectly certain that this Council would not be at all content if these posts to be given to Indians were only to be filled by promotion from the subordinate services. That avenue is not to be closed to the outstanding and promising men, but what this Council and what all advocates of Indianisation mean when they speak of the Indianising of the superior services, is that Indians should be brought into the superior services at ages at which Europeans and Britishers are brought in. Also I expect the Council would insist that those Indians who should be thus brought in should be fully up to the necessary standard in intelligence, technical skill and knowledge and that they should receive the best training that it is possible to give them. Railways are certainly not static bodies; they are somewhat dynamic. Any progressive country is always demanding better railway services greater speed, greater efficiency, greater facilities. I do not suppose the people of any country which is really alive, are satisfied with the railway service they obtain. That means constant improvement, greater care in management, and for that one has got to look to the superior services. Therefore it is fair neither to the country nor to those Indians who may

Le brought directly into the superior services that they should be inferior in any way in training or qualification to those who are imported from The point I wish to put to the Council is this. Any scheme devised for the direct recruitment of Indians to the superior services of the Railways should aim at getting the best that India can give and at ensuring that any supplementary training that may be necessary is of the best character possible. Nothing less than that will suffice and with nothing less should the Council be satisfied. Is that to be attained by making appointments to railway services the perquisites of particular colleges? By asking, as my Honourable friend does, for fixed appointments to be guaranteed to definite colleges and in fact to any number of colleges, he is in fact asking this Council to subordinate the future of the railway services to the interests of particular colleges. In any scheme for the recruiting of our superior services we ought to have greater freedom than that. I will briefly indicate the lines upon which the Railway Board propose to recruit officers for the superior services. There are four branches in the Railways requiring technical knowledge: Transportation and Commercial, Civil Engineering, Mechanical Engineering and Stores. We need not trouble about Stores because the number of those appointments are relatively small and they would be filled by men brought from the other departments. Transportation and Commercial covers both traffic and the actual running of the trains, the locomotive The Mechanical Engineering section covers the workshops, both loco. shops and the carriage and wagon shops. Clearly, Sir, for all these some knowledge of mechanical engineering is needed, but the qualifications required for the different branches differ. For the Commercial and Civil Engineering side the proposal is this:

"It is proposed to restrict the selection in the first place to persons holding the degree of an Indian University incorporated by law or the engineering certificate of the Thomason Civil Engineering College at Roorkee. Two-thirds of the direct appointments in India to the superior services will be competed for by competitive examination from those who hold a University degree or a certificate of the Thomason Civil Engineering College, Roorkee. The candidates standing highest in order of merit at the examination will to the extent of the number of vacancies available be offered appointments."

It is absolutely fair to all the universities and engineering colleges of India which educate up to a high standard. Those who have gained a degree at a recognised university in the specified subjects can sit for a competitive examination. Can anything be fairer to all the Universities?

"A third however of the posts will be filled by nomination to correct any communal inequalities; but before a candidate can be so appointed it is essential that he shall have passed a qualifying examination. If this condition is not satisfied in any particular year then the appointments will be made strictly in the direct order of merit in which the candidates pass the examination and the Government of India will postpone to the following year any adjustment of communal inequalities."

In other words, the scheme is based, as I said, on competitive examination among candidates who possess a minimum educational qualification, namely, the degree of a recognised Indian University. Surely the time has come in India when for our superior services we can lay down a preliminary minimum of educational qualifications. Our universities and colleges have sufficiently developed to make that feasible. It is no longer necessary to go back to the methods of 20 or 30 years ago, when Roorkee or Sibpur was started, to guarantee posts to colleges. India has got beyond that stage.

[Mr. D. T. Chadwick.].

On the mechanical side the system is very similar. There however mechanical skill arising from long practice in the workshops is of comparatively much greater importance, and the attempt the Railway Board has made in this scheme is to approximate the training as nearly as possible to that which is obtained for mechanical engineers in England who specialise in workshop and workshop practice. This is the scheme:

"Applications will be invited each year by advertisement and suitable candidates will be nominated by the Railway Board to the Mechanical Department and to form a higher branch of the Transportation Department. Applicants must have passed the Intermediate examination in Science or Arts or the Senior Cambridge examination. Selected candidates will be appointed in the first instance to a special class for candidates and will be required to undergo 3 years practical as well as theoretical training in the State Railway workshops. At the end of this period they will be examined and if found suitable those nominated for the Mechanical Department will be required to undergo a further 2 years' training in the higher mechanical course at the Bengal Engineering College at Sibpur and will continue practical work in the workshops during vacation. Candidates for the higher branch of the Transportation Department will be transferred to the Running Department of the State Railways for 2 years during which period they will be required from time to time to attend courses of instruction at the Railway School of Transportation at Chandausi. They will receive stipends . . . while undergoing training in the workshops. On the satisfactory completion of these years they will be sent to England to undergo a further training for two years, and whilst in England they will also receive stipends."

There you have exactly the same principle. We throw the net as widely as we can to render eligible all those who have a certain educational minimum qualification which quite rightly we insist upon. All those can come forward and all those who are selected can compete among themselves. That, Sir, I venture to put to this Council is a much sounder scheme, is a much better scheme, is a much more reasonable scheme, fairer to every portion of India, than one which is devised to guarantee a certain fixed number of appointments to particular engineering colleges.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN (Punjab: Nominated Non-Official): Sir, I think the object underlying my Honourable friend's Resolution is sound, and if it could be so altered as to make it acceptable to Government as well as to the Mover, I think it would be all right. I think, Sir, he has surveyed the whole position so ably that to try to add to what he has said will be only to waste the time of the Council which has had the good luck to be saved to-day from some rotten Resolutions which in any case would have been either defeated or withdrawn in the end. I think now and then there should be a novelty shown in adopting certain Resolutions, and, if the present Resolution can be modified, I hope it will be adopted in that form.

The Honourable Rai Bahadur Lala RAM SARAN DAS: Sir, I am sorry to find that the Honourable Mr. Chadwick has not yet put anything before us to convince me as to the undesirability or the impracticability of the Resolution that I have put forward. The Honourable the Commerce Secretary I think has purposely avoided answering my question, whether qualified students from the Maclagan Engineering College will meet the requirements of the Railways or not. That was a question which I pressed him to answer, and I really do not know why the reply has been evaded. It is very important, Sir, that I ought to get a reply from the Honourable the Commerce Secretary, as that College was, as far as I can gather, founded

after the joint deliberations of the Punjab Government and the North Western Railway authorities, and the Punjab Government put in a million rupees on its buildings and equipment and gave it a yearly recurring grant of Rs. 2,47,000. In case the product of that College is considered useless. by the Railways, the Commerce Secretary here should clearly tell this. House so, so that the defects, if any, in the syllabus or the practical training of its students may be put right. I do not expect, Sir, that a reply would be refused to such an important and pertinent question. Honourable Mr. Chadwick, Sir, has referred to my taking up the question of Indians and Anglo-Indians. On my side I thought that by discussing this question I would throw light upon the preponderance, the overwhelming preponderance, of the Anglo-Indian community. Of course my main Resolution is not based on communal considerations. It simply asks for the guarantee of certain appointments to qualified students of the Maclagan. Engineering College and similar colleges. They may be Anglo-Indians, they may be Europeans or they may be Indians. I am not asking in my Resolution for any communal consideration. When the civil engineering colleges were founded at Roorkee, Sibpur and elsewhere, the system of guaranteeing appointments was introduced. At that time no railway expert pressed the question that the Railways being new in India civil engineering colleges in India would not answer the purpose of finding suitable engineer recruits for the Railways. What is our experience of the past? It is a very happy We know that many of the students from these colleges experience. distinguished themselves in their profession and even rose to the ranks of Chief Engineers and that they also possessed the genius or original gift of designing bridges, girders, tunnels and tackling various other complicated engineering problems. When that system has proved a success, I find no reason why the recruitment of the mechanical services should be made more and more difficult by instituting a competitive examination scheme to which the Honourable the Commerce Secretary has referred. Of course, when the people of India will be coming out from these mechanical engineering colleges in greater numbers and when there will be a bigger flow of them like that of the civil engineers, then it will be time to institute competitive examinations for the mechanical side also. I fully agree that, so far as other superior services are concerned, there should be a competitive examination because there will be plenty of people in the field who will be ready to offer themselves for competition. But in the mechanical line, where we find that there are very few Indians who are coming into it, it will mean a great set-back to those Indians who wish to come forward for the mechanical line if you establish a competitive examination at the very start. I mean the number of people offering will be very short of the requirements. I am not proposing any definite number of appointments. In case the Railway Department are under a misapprehension as to the standard of mechanical students who will come out of the various colleges. let it try that principle on a small scale to start with and see for themselves whether the Indians who come out from these mechanical colleges satisfy their requirements or not. I do not say, Sir, that you should debar the subordinates from the superior services. Let there be promotions from the subordinate ranks to the superior branch whenever there are deserving men aspiring to it. I am not at all advocating that the subordinates should be precluded from the superior services. I am simply asking for the principle of recruitment in the upper subordinate services. In case the Government really want to give an impetus to mechanical training, they must guarantee appointments. The question of guaranteed appointments

[Rai Bahadur Lala Ram Saran Das.]

in Roorkee and Sibpur colleges was arrived at after mature consideration, and it has proved a great success. The Honourable Mr. Chadwick said that there has been a sufficient recruitment of the subordinate services from Kanchrapara, Jamalpur and other workshops. Why import covenanted mechanics then? My Resolution deals with both the services—the superior services as well as the upper subordinate services. I wish the Government to guarantee posts in both the services so far as the qualified students from various mechanical colleges are concerned. I must say, Sir, that all the mechanics who have been so far taken in any of the railway workshops in India have been from amongst those apprentices whom they have themselves trained. Sir, I put another question to the Honourable the Commerce Secretary and that is with regard to the fate of those upper subordinates, I mean those literate apprentices, in the Railways who were recruited by them long before the railway people began sending their students to various mechanical colleges. Of these the fourth and fifth year literate apprentices are now under training directly under the supervision and guidance of the railway authorities. These apprentices, I mean the students of the 5th year, will finish their indenture this year. What will be their fate? The Honourable Mr. Chadwick says that Indians and Anglo-Indians will be treated alike. I have cited in my speech a rule of the North Western Railway which says that all those apprentices who are Europeans and Anglo-Indians when they finish their indenture, whether they give satisfaction or not, will be confirmed in the appointments and will be started on Rs. 130 as journeymen.

THE HONOURABLE MR. D. T. CHADWICK: Is that rule in force to-day?

THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: Yes, Sir. It is in force to-day because when I raised this point in the debate on the Railway Budget the Honourable the Chief Commissioner for Railways told me—at any rate, this was the essence of his reply—that it may be possible to provide appointments for these apprentices. In case that circular and that particular clause of the railway circular to which I am drawing the attention of the House had been cancelled or withdrawn, the Honourable the Chief Commissioner for Railways would not have said so. However, if the Honourable Mr. Chadwick can throw more light on the subject and can say definitely that that circular has been withdrawn and that Indians and Anglo-Indians will now be treated alike, I shall be very gald. reply which the Honourable the Chief Commissioner gave was very disappointing and it showed that that circular is in force still. I should like, however, Sir, that the Honourable Mr. Chadwick to tell this House very kindly whether those apprentices will be thrown overboard or whether they will be given pucca appointments. It is a very pertinent request and I hope the Government Member will give a satisfactory reply to it.

As to the new scheme for officers, Sir, I did not make a reference to it in my speech although I knew it, as proceedings of the Railway Advisory Council, of which I have the privilege of being a member, were to be treated as confidential. But as the Honourable Mr. Chadwick has quoted certain passages from the proceedings of the Advisory Council I take this opportunity of expressing my views on part of the scheme cited.

THE HONOURABLE THE PRESIDENT: I must inform the Honourable Member that there is very little time left for him to express his views on the scheme.

THE HONOURABLE RAI BAHADUR LALA RAM SARAN DAS: As the time at my disposal is short, I must say, Sir, that the reply given by the Honourable the Commerce Secretary has not been at all convincing particularly regarding the principle of recruitments of upper subordinates, to which future recruitment to the extent of 75 per cent. does not apply, and so I hope that the modest request embodied in my Resolution will be accepted by this House.

THE HONOURABLE MR. D. T. CHADWICK: This debate, Sir, is very much of duologue with one brief interval. The Honourable Member has once more pressed the point that appointments should be guaranteed to certain colleges. He apparently advocates that course because of the great success that followed that system in Sibpur and Roorkee. But he forgets the fact that there is a tremendous difference between the conditions prevailing 20 or 30 years ago and to-day. 20 or 30 years ago there was no guarantee for the employment of anybody trained in this country in the railway services. When Sibpur and Roorkee were started, the Railways guaranteed one or two appointments—or whatever the number was—to these colleges and there it ended. But to-day the Railways offer to those trained in this country 75 per cent. of the new appointments to the superior services. That is where the guarantee is; the guarantee lies in opening the services to these Indian trained recruits and opening it on that scale. I submit to this House that we want to get the best we can, and the way to get the best is to throw the recruitment open equally to all colleges and not to subdivide that 75 per cent. into one here for this college, two there for that particular college and so on. If you did that perhaps the day might come when you might get more colleges than there are appointments, and I suppose each college would get one appointment every other year. That, I submit, is not the way to recruit or to lav the foundations for an efficient and thoroughly competent service. That is where I am at issue with my Honourable friend, on a matter of principle, and for that reason I cannot accept this Resolution.

As regards the boys from the Maclagan College, if the training is equal to that which results in the degree of Bachelor of Engineering or its equivalent in the large Universities in Bombay, Madras, Calcutta and Benares, they will be eligible for sitting in competition in the civil engineering side equally with those graduates. I do not think we ought to go any further. I know nothing about these old circulars guaranteeing appointments to Anglo-Indian apprentices whether they give satisfaction or not, but I am surprised and will inquire. As I said before, I had no warning that that class of question would be raised. I can only repeat what I said before and that is that Railways are paying attention to communal differences in the lower subordinate services. That, however, is not the point at issue in this Resolution. It is merely whether the Council are going to subordinate the future of their railway services to the interests of the colleges or whether the Council are going to let students from all colleges compete which teach to a high standard, having guaranteed a certain number of vacancies.

THE HONOURABLE THE PRESIDENT: The question is that the following Resolution be adopted:

"This Council recommends to the Governor General in Council to guarantee a certain fixed number of appointments every year in the Mechanical and other departments of State Railways to qualified students of the Maclagan Engineering College, Lahore, and other similar colleges in other provinces of India."

[The President.]
The Council divided:

AYES-10.

Abdul Karim, The Honourable Maulvi. Haroon Jaffar, The Honourable Mr. Ebrahim.

Khaparde, The Honourable Mr. G. S. Mehr Shah, The Honourable Nawab Sahibzada Sayad Mohammad.

Morarji, The Honourable Mr. R. D. Padshah Sahib Bahadur, The Honourable Saiyid Mohamed.

Ram Saran Das, The Honourable Rai Bahadur Lala. Sankaran Nair, The Honourable Sir. C. Suhrawardy, The Honourable Mr. Mahmood. Umar Hayat Khan, The Honourable Colonel Nawab Sir.

NOES-24.

Abbott, The Honourable Mr. E. R. Chadwick, The Honourable Mr. D. T. Charanjit Singh, The Honourable Sardar.
Crerar, The Honourable Mr. S. R. Emerson, The Honourable Mr. S. R. Emerson, The Honourable Mr. T. Froom, The Honourable Mr. J. E. B. Hubback, The Honourable Mr. J. E. B. Hubback, The Honourable Mr. J. A. Ley, The Honourable Mr. A. H. MacWatt, The Honourable Mr. A. C. Manmohandas Ramji Vora, The Honourable Mr. M. C. Manmohandas Ramji Vora, The Honourable Mr. Misra, The Honourable Pandit Shyam Bihari.

Muhammad Habibullah, The Honourable Khan Bahadur Sir, Sahib Bahadur. Nawab Ali Khan, The Honourable Ramakrishna Ranga Rao, The Honourable Raja Sri Rawu Swetachalapati Bahadur of Bobbili. Rameshwara Singh, The Honourable Maharajadhiraja Sir. Darbhanga. Rampal Singh, The Honourable Raja Roy, The Honourable Mr. K. C. Tek Chand, The Honourable Diwan. Thompson, The Honourable Mr. J. P. Todhunter, The Honourable Sir Charles. Wacha, The Honourable Sir Dinshaw.

The motion was negatived.

RESOLUTION & PRIVILEGES AND STATUS OF MEMBERS OF THE COUNCIL OF STATE.

THE HONOURABLE MR. K. C. ROY (Bengal: Nominated Non-Official): I beg to move:

"That this Council do appoint a Committee under the Chairmanship of the Honourable the President and consisting of the Honourable Sir Muhammad Habibullah, the Honourable Mr. S. R. Das, the Honourable Mr. Crerar, the Honourable Sir Arthur Froom, the Honourable Mr. Khaparde, the Honourable Raja Sir Rampal Singh, the Honourable Colonel Nawab Sir Umar Hayat Khan, the Honourable Mr. Ramadas Pantulu, the Honourable Dr. U. Rama Rau and myself, to inquire into the privileges and status of Members of this Council and to make recommendations."

Before I proceed to the subject-matter of my Resolution, you will permit me to make a brief reference to the position of this House. The bi-cameral system of the Central Legislature was brought into existence by the Montagu-Chelmsford Report. Before that, Sir, as you are aware, we had the Imperial Legislative Council, and we were brought up consequently on the tradition of a single chamber government, or rather a single chamber legislature. It is not surprising to me, therefore, Sir, that, owing to ignorance and owing to our past training, there have been malevolent attacks upon the privileges of this House and upon the privileges of its Members. As to what is likely to be the position of this House in the near future, my own reading is this. The bi-cameral system has come to stay. Even when

the Statutory Commission comes out—I am sorry I am not going to prophesy the date—even when it comes out, it will not go into the question of the existence of this House. The existence of this House has got to be accepted by them as a cardinal principle of the Indian constitution. Their business will be to find out whether a second chamber is not needed in the provinces. In my humble opinion, Sir, if there had been a second chamber in the provinces, there would not have been what is known as the deadlock. This is the position of the House to-day; but it is not to consider the position of our House to-day that I have placed my motion before you—It concerns not even the privileges of the House; it concerns the privileges of the Members. Sir, I was gratified to find that the Muddiman Committee, with which you were connected, had gone into the matter in some detail. I will read only a small extract from the proceedings of that great body. It runs as follows:

"It has not been suggested to us from any source that the legislatures in India should be provided with a complete code of powers, privileges and immunities as is the case with most of the legislatures in other parts of the Empire."

And further on the Committee says:

"Eventually no doubt similar provision will be made in the constitution of British India. But we are of opinion that at present such action would be premature."

I am in full agreement with this view. But, Sir, the Committee thought it fit to make three very definite recommendations, and these run as follows:—

- "Members of all the legislative bodies constituted under the Act should be exempted from :
 - (i) serving as jurors or assessors; and
 - (ii) arrest and imprisonment for civil causes during meetings of the legislatures in question and for periods of a week before and after such meetings."

They go on to say:

"This recommendation should, however, not be dealt with as a question of privilege but by amendment of, or action under, the ordinary law."

And the third recommendation, Sir, which this Committee made, runs as follows:

"The corrupt influencing of votes within any of the legislative bodies by bribery, intimidation and the like should be made a penal offence, and this should not be dealt with at present as a question of privilege."

Sir, these are the recommendations of the Muddiman Committee and these three, Sir, form a very valuable set of privileges which are cherished by the members of the British Parliament. Those who are conversant with writings on this subject or even with the book written by Sir Erskine may know how these privileges are prized by Parliamentarians in England. I should like to see these recommendations given effect to by the Government at an early date. But, Sir, to-day I wish to place before this House the principal references which the Committee I am proposing will go into. The first was raised the other day in a discussion on Dr. Rama Rau's Resolution, namely, the question of the well-known prefix "Honourable." To

[Mr K C. Roy.]

that question the learned Law Member of the Government of India gave a conclusive reply. But I claim, Sir, that my Committee, when it is constituted, will have the right further to explore the matter; but I hope, Sir, the result will not be altogether different. In fact, Sir, when I read the official report of the debate in the other House on the paper pulp industry, in one page, the speaker being Mr. Abdul Haye, I find that the members of that democratic body are described no less than in 12 places as "Honourable Members." Even the President of that body describes the Legislative Assembly as the "Honourable House,"—a thing almost unknown in the traditions of the British House of Commons. I will not quarrel with their rights and their privileges, but I should like to make a present of that page to my Honourable friend Mr. Ramadas Pantulu, who, I regret to see, is absent to-day.

Next comes the question of the daily allowances. This has been a thorny question for a long time. My views on the subject are very well known. I am not in favour of a daily allowance; I am in favour of a consolidated annual allowance or salary to the Members to give them a definite economic interest in Parliamentary and legislative duties.

Then comes the question of travelling allowance. I am in favour of giving Members a silver or a gold pass to travel from their own homes to the capitals of British India. Then comes the question of accommodation at Raisina which will take an acute shape next year when the Legislature moves on to the new Parliament House. Already, Sir, Members of the Legislative Assembly have taken necessary steps in that direction, but we for our part have done little.

Then, Sir, lastly is a question of very far-reaching importance, that is that for the supplies for this House we are dependent on the vote of the Legislative Assembly. The Order Paper which we got only yesterday contains no less than six motions which affect the interests of this House. I want my Committee to find out a formula whereby this could be avoided. I fully recognise, Sir, that the democratic body has a right to vote upon supplies of the Government of India; but the Committee I propose could discover a convention whereby that right of vote should not be used with a view to launching an attack upon the privileges of the Members of this House. With these few words, Sir, I commend the motion to the acceptance of the House.

THE HONOURABLE MR. S. R. DAS (Law Member): Sir, I do not propose to deal with the speech of the Honourable the Mover at this stage beyond stating that the Government are prepared to support the Resolution, but I should like to make it quite plain to the House that, in supporting the Resolution, Government do so without prejudice to the attitude of the Government members of the Committee to any question which might be raised in that Committee, and without prejudice to the Government's attitude to any recommendation which that Committee might make.

THE HONOURABLE COLONEL NAWAB SIR UMAR HAYAT KHAN (Punjab: Nominated Non-Official): Sir, I support the Resolution and am very thankful to the Government for its acceptance. I think it is a very opportune time for such a Resolution to be moved.

*The Honourable Mr. G. S. KHAPARDE (Berar: Nominated Non-Official): Sir, I wish to add to the terms of reference to that Committee one very important point. I find in all joint committees appointed up to now we send only two Members and the other House sends four Members, and for the University here we elect only two Members of the Council and they elect four. In every place we are in a minority, and therefore our opinions are not properly reflected. This matter may also be considered by this Committee when it is formed.

THE HONOURABLE MR. K. C. ROY: Sir, I am extremely grateful to you for agreeing to preside over the Committee and I should like to inform the House that, before two of my Swarajist friends went out, they informed me that they would gladly serve on the Committee. I am grateful to the Honourable Mr. Das for accepting the Committee.

As regards the point raised by the Honourable Mr. Khaparde I am absolutely at one with him. My Honourable friend knows the Home practice as well as I do.

(The Honourable Sir Arthur Froom rose in his place.)

THE HONOURABLE THE PRESIDENT: If the Honourable Member from Bombay desires to speak I think it might be permitted as the motion before the Council is not of an ordinary character. Ordinarily, when the Mover has replied, the debate automatically closes.

THE HONOURABLE SIR ARTHUR FROOM (Bombay Chamber of Commerce): I do not wish to make a speech but merely a suggestion if I have your consent, Sir.

THE HONOURABLE THE PRESIDENT: Certainly.

THE HONOURABLE SIR ARTHUR FROOM: The suggestion takes this form. I think there is an omission in the list of names for this Committee. I should like to have seen on it the name of one whom we might describe as the Father of this House, and that is the Honourable Member sitting on my right. I mean Sir Dinshaw Wacha. I do not know whether I am now too late in bringing forward his name, but I am sure the House would appreciate it if his name could be included.

THE HONOURABLE MR. K. C. ROY: Sir, speaking for myself I did not include Sir Dinshaw Wacha's name because I did not wish to put him to any inconvenience. Nothing will please me better, and I am ready to include him if the rules and regulations permit it at this stage.

THE HONOURABLE THE PRESIDENT: I may assume that Sir Arthur Froom has the Honourable Member's permission to put forward his name?

THE HONOURABLE SIR ARTHUR FROOM: Yes, Sir, I have.

THE HONOURABLE THE PRESIDENT: The question is:

"That this Council do appoint a Committee under the Chairmanship of the Honourable the President and consisting of the Honourable Sir Muhammad Habibullah, the Honourable Mr. S. R. Das, the Honourable Mr. Crerar, the Honourable Sir

^{*}Speech not corrected by the Honourable Member.

[The President.]

Arthur Froom, the Honourable Mr. Khaparde, the Honourable Raja Sir Rampal Singh, the Honourable Colonel Nawab Sir Umar Hayat Khan, the Honourable Mr. Ramadas Pantulu, the Honourable Dr. U. Rama Rau, the Honourable Sir Dinshaw Wacha and the Honourable Mr. K. C. Roy to inquire into the privileges and status of Members of this Council and to make recommendations."

The motion was adopted.

The Council then adjourned till Eleven of the Clock on Wednesday, the 10th March, 1926.

ERRATUM.

In Volume VII, No. 14 of the Council of State Debates—

- On page 408, line 31 from the top, for "meagre, of deficits" read "Niagara of deficits"; and
- On page 409, line 33 from the top, for "Aetan" read "Cretan".