

25th February 1937

THE LEGISLATIVE ASSEMBLY DEBATES

(Official Report)

Volume II, 1937

(23rd February to 13th March, 1937)

FIFTH SESSION OF THE FIFTH LEGISLATIVE ASSEMBLY 1937



PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI.
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA.
1937

Legislative Assembly.

President :

THE HONOURABLE SIR ABDUR RAHIM, K.C.S.I., KT.

Deputy President :

MR. AKHIL CHANDRA DATTA, M.L.A.

Panel of Chairmen :

SIR MUHAMMAD YAKUB, KT., M.L.A.

MR. S. SATYAMURTI, M.L.A.

SIR LESLIE HUDSON, KT., M.L.A.

SIR COWASJI JEHangIR, BART., K.C.I.E., O.B.E., M.L.A.

Secretary :

MIAN MUHAMMAD RAFI, BAR.-AT-LAW.

Assistant of the Secretary :

RAI BAHADUR D. DUTT.

Marshal :

CAPTAIN HAJI SADRAR NUR AHMAD KHAN, M.C., I.O.M., I.A.

Committee on Petitions :

MR. AKHIL CHANDRA DATTA, M.L.A., *Chairman.*

SIR LESLIE HUDSON, KT., M.L.A.

SARDAR SANT SINGH, M.L.A.

MR. M. GHIAUDDIN, M.L.A.

MR. MATHURADAS VISSANJI, M.L.A.

M89LAD

CONTENTS.

VOLUME II.—23rd February to 13th March, 1937.

	PAGES.		PAGES.
TUESDAY, 23RD FEBRUARY, 1937,—		WEDNESDAY, 24TH FEBRUARY, 1937,—<i>contd.</i>	
Members Sworn . . .	905	Demand No. 6-B—Working Expenses—Maintenance and supply of Locomotive Power—	
Questions and Answers . . .	905—10	Construction of Locomotives in India . . .	1020—23
Unstarred Questions and Answers . . .	910—12	THURSDAY, 25TH FEBRUARY, 1937,—	
Statements laid on the Table . . .	912—16	Election of Members to certain Standing Committees . . .	1025
Motion for Adjournment <i>re</i> Amendment of the Rules of Business of the Assembly relating to the Privilege of Interpellation—Ruled out of order . . .	916—21	The Railway Budget—List of Demands— <i>contd.</i>	
The Railway Budget—List of Demands—		Demand No. 6B—Working Expenses—Maintenance and Supply of Locomotive Power— <i>contd.</i>	
Demand No. 1—Railway Board—		Construction of Locomotives in India— <i>concl'd.</i> . . .	1025—41
General Policy of Railway Administration . . .	921—4	Demand No. 1—Railway Board—	
Control of Expenditure . . .	941—5	Grievances of Third Class Railway Passengers . . .	1041—67
WEDNESDAY, 24TH FEBRUARY, 1937,—		Indianisation of Railway Services . . .	1067—80
Members Sworn . . .	961	FRIDAY, 26TH FEBRUARY, 1937,—	
Short Notice Question and Answer . . .	961—64	Questions and Answers . . .	1081—92
The Railway Budget—List of Demands— <i>contd.</i>		Unstarred Question and Answer . . .	1092
Demand No. 1—Railway Board— <i>contd.</i>		Attempted Budget Leakage . . .	1092—93
Exclusion of Indians from the Wedgwood Committee . . .	965—1000		
Taking over the management of the B. and N. W., R. and K. and S. M. Railways under State control . . .	1000—19		

	PAGES.
FRIDAY, 26TH FEBRUARY, 1937,— <i>contd.</i>	
The Railway Budget—List of Demands— <i>concl'd.</i>	
Demand No. 1—Railway Board— <i>concl'd.</i>	
Paucity of Muslims in the Railway Ser- vices	1093—1113
Rail-Road Competition	1113—46
Demand No. 2—Audit	1146
Demand No. 3—Miscel- laneous Expenditure	1146
Demand No. 5—Pay- ments to Indian States and Companies	1146
Demand No. 6-A.— Working Expenses— Maintenance of Structu- ral Works	1146
Demand No. 6-B—Work- ing Expenses—Mainte- nance and supply of Locomotive Power	1147
Demand No. 6-C—Work- ing Expenses—Mainte- nance of Carriage and Wagon Stock	1148
Demand No. 6-D—Work- ing Expenses—Mainte- nance of Ferry Stea- mers and Harbours	1149
Demand No. 6-E—Work- ing Expenses—Expen- ses of Traffic Depart- ment	1149
Demand No. 6-F— Working Expenses— Expenses of General Departments	1150
Demand No. 6-G— Working Expenses— Miscellaneous Expen- ses	1150
Demand No. 6-H— Working Expenses— Electric Service De- partment	1150

	PAGES.
FRIDAY, 26TH FEBRUARY, 1937,— <i>contd.</i>	
Demand No. 7— Working Expenses— Appropriation to Dep- reciation Fund	1150
Demand No. 8—Inte- rest Charges	1150
Demand No. 11—New Construction	1151
Demand No. 12—Open Line Works	1151
SATURDAY, 27TH FEBRUARY, 1937,—	
Members Sworn	1153
Presentation of the Budget for 1937-38	1153—70
The Indian Finance Bill— Introduced	1170
Statement of Business	1170
TUESDAY, 2ND MARCH, 1937,—	
Members Sworn	1171
Questions and Answers	1171—82
Unstarred Questions and Answers	1182—88
Short Notice Question and Answer	1188—90
Statement laid on the Table	1190—92
Election of Members to the Standing Committee for the Department of Edu- cation, Health and Lands	1192
Election of Members to the Standing Committee on Emigration	1192
Election of Members to the Standing Committee for the Department of In- dustries and Labour	1193
Message from the Council of State	1193
General Discussion of the General Budget	1193—1245

	PAGES.
WEDNESDAY, 3RD MARCH, 1937,—	
Questions and Answers	1247—52
Election of Members to the Standing Committee for the Department of Commerce	1252
General discussion of the General Budget— <i>contd</i>	1252—1303
THURSDAY, 4TH MARCH, 1937,—	
Members Sworn	1305
Questions and Answers	1305—37
Election of Members to the Central Advisory Board of Health	1337—39
The Code of Civil Procedure (Third Amendment) Bill—Introduced	1339
The Indian Red Cross Society (Amendment) Bill—Introduced	1339—40
The Indian Limitation (Amendment) Bill—Passed	1340—51
The Indian Tea Cess (Amendment) Bill—Passed	1351—52
The Indian Army (Amendment) Bill—Passed	1352—85
The Repealing and Amending Bill—Discussion on the motions to consider and to refer to Select Committee not concluded	1385—92
FRIDAY, 5TH MARCH, 1937,—	
Members Sworn	1393
The Child Marriage Restraint (Amendment) Bill—Presentation of the report of the Committee on Petitions	1393
The General Budget—List of Demands—	
Demand No. 18—Finance Department—	
Revenue Duties	1394—1415

	PAGES.
FRIDAY, 5TH MARCH, 1937,—<i>contd.</i>	
Demand No. 12.—Executive Council	1415—47
Policy of Protection	1415—48
SATURDAY, 6TH MARCH, 1937,—	
Member Sworn	1449
Questions and Answers	1449—81
Unstarred Questions and Answers	1481—88
Statements laid on the Table	1488—90
Message from the Council of State	1490
The General Budget.—List of Demands— <i>contd.</i>	
Demand No. 20.—Defence Department—	
Indianisation of the Army	1492—1522
Demand No. 12.—Executive Council—	
Social Insurance for Industrial Workers	1523—39
MONDAY, 8TH MARCH, 1937,—	
Member Sworn	1541
Questions and Answers	1541—71
Motion for Adjournment <i>re</i> Arrest of a Member of the Legislative Assembly and subsequent withdrawal of Proceedings against him—Ruled out of order	1571—77
Election of Members to the Central Advisory Board of Health	1577
The General Budget—List of Demands— <i>contd.</i>	
Demand No. 12.—Executive Council—	
Labour Grievances	1577—85
Demand No. 17.—Department of Education, Health and Lands—	
Treatment of Indians abroad	1585—1615

	PAGES.
MONDAY, 8TH MARCH, 1937,—	
<i>contd.</i>	
Demand No. 12—Executive Council—	
Frontier Policy . . .	1615—20
TUESDAY, 9TH MARCH, 1937,—	
Member Sworn . . .	1621
Questions and Answers . . .	1621—36
The General Budget.—List of Demands— <i>contd.</i>	
Demand No. 12—Executive Council— <i>contd.</i>	
Frontier Policy— <i>contd.</i>	1636—48
General Policy of the Government of India	1648—89
WEDNESDAY, 10TH MARCH, 1937,—	
Members Sworn . . .	1691
Questions and Answers . . .	1691—96
Message from the Council of State . . .	1696
The General Budget—List of Demands— <i>contd.</i>	
Demand No. 21—Department of Industries and Labour—	
Recognition of Trade unions by employers and withdrawal of recognition of Unions in certain cases	1696—1702
Demand No. 12—Executive Council— <i>contd.</i>	
Policy of Repression	1702—50
Demand No. 1—Customs	1751
Demand No. 2—Central Excise Duties . . .	1751
Demand No. 3—Taxes on Income including Corporation Tax . . .	1751
Demand No. 4—Salt . . .	1751
Demand No. 5—Opium . . .	1751
Demand No. 6—Provincial Excise . . .	1751
Demand No. 7—Stamps	1752
Demand No. 8—Forest . . .	1752

	PAGES.
WEDNESDAY, 10TH MARCH, 1937,—<i>contd.</i>	
Demand No. 9—Irrigation (including Working Expenses), Navigation, Embankment and Drainage Works . . .	1752
Demand No. 10—Indian Posts and Telegraphs Department (including Working Expenses) . . .	1752
Demand No. 11—Interest on Debt and other Obligations and Reduction or Avoidance of Debt . . .	1752
Demand No. 12—Executive Council . . .	1752
Demand No. 13—Council of State . . .	1753
Demand No. 14—Legislative Assembly and Legislative Assembly Department . . .	1753
Demand No. 15—Home Department . . .	1753
Demand No. 16—Legislative Department . . .	1753
Demand No. 17—Department of Education, Health and Lands . . .	1753
Demand No. 18—Finance Department . . .	1753
Demand No. 19—Commerce Department . . .	1754
Demand No. 20—Defence Department . . .	1754
Demand No. 21—Department of Industries and Labour . . .	1754
Demand No. 22—Central Board of Revenue . . .	1754
Demand No. 23—India Office and High Commissioner's Establishment charges . . .	1754

	PAGES.
WEDNESDAY, 10TH MARCH, 1937,— <i>contd.</i>	
Demand No. 24—Pay- ments to other Govern- ments Departments, etc., on account of Services rendered . . .	1754
Demand No. 25—Audit . . .	1755
Demand No. 26—Adminis- tration of Justice . . .	1755
Demand No. 27—Police . . .	1755
Demand No. 28—Ports and Pilotage . . .	1755
Demand No. 29—Light- houses and lightship . . .	1755
Demand No. 30—Survey of India . . .	1755
Demand No. 31—Meteoro- logy . . .	1756
Demand No. 32—Geolo- gical Survey . . .	1756
Demand No. 33—Botani- cal Survey . . .	1756
Demand No. 34—Zoologi- cal Survey . . .	1756
Demand No. 35—Archæo- logy . . .	1756
Demand No. 36—Mines . . .	1756
Demand No. 37—Other Scientific Department . . .	1757
Demand No. 38—Educa- tion . . .	1757
Demand No. 39—Medical Services . . .	1757
Demand No. 40—Public Health . . .	1757
Demand No. 41—Agricul- ture . . .	1757
Demand No. 42—Imperial Council of Agricultural Research Department . . .	1757
Demand No. 43—Scheme for the Improvement of Agricultural Marketing in India . . .	1758
Demand No. 44—Imperial Institute of Sugar Tech- nology . . .	1758

	PAGES.
WEDNESDAY, 10TH MARCH, 1937,— <i>contd.</i>	
Demand No. 45—Civil Veterinary Services . . .	1758
Demand No. 46—Industries . . .	1758
Demand No. 47—Aviation . . .	1758
Demand No. 48—Capital Outlay on Civil Aviation charged to Revenue . . .	1758
Demand No. 49—Broad- casting . . .	1759
Demand No. 50—Capital Outlay on Broadcasting . . .	1759
Demand No. 51—Indian Stores Department . . .	1759
Demand No. 52—Commer- cial Intelligence and Sta- tistics . . .	1759
Demand No. 53—Census . . .	1759
Demand No. 54—Emigra- tion—Internal . . .	1759
Demand No. 55—Emigra- tion—External . . .	1760
Demand No. 56—Joint Stock Companies . . .	1760
Demand No. 57—Miscel- laneous Departments . . .	1760
Demand No. 58—Currency . . .	1760
Demand No. 59—Mint . . .	1760
Demand No. 60—Civil Works . . .	1760
Demand No. 61—Supera- nnuation Allowances and Pensions . . .	1761
Demand No. 62—Station- ary and Printing . . .	1761
Demand No. 63—Miscel- laneous . . .	1761
Demand No. 64—Grants- in-aid to Provincial Gov- ernment . . .	1761
Demand No. 65—Miscel- laneous Adjustments be- tween the Central and Provincial Governments . . .	1761
Demand No. 66—Expen- diture on Retrenched Personnel charged to Revenue . . .	1761

	PAGES.		PAGES.
WEDNESDAY, 10TH MARCH, 1937,—<i>contd.</i>		WEDNESDAY, 10TH MARCH, 1937—<i>concl.</i>	
Demand No. 67—Delhi	1762	Demand No. 81—Interest free Advances	1764
Demand No. 68—Ajmer-Merwara	1762	Demand No. 82—Loans and Advances bearing Interest	1764
Demand No. 69—Panth Piploda	1762	FRIDAY, 12TH MARCH, 1937,—	
Demand No. 70—Andamans and Nicobar Islands	1762	Members Sworn	1765
Demand No. 71—Capital Outlay on Security Printing	1762	Questions and Answers	1765—73
Demand No. 72—Irrigation	1762	Short Notice Question and Answer	1773—76
Demand No. 73—Indian Posts and Telegraphs	1763	Unstarred Questions and Answers	1776—85
Demand No. 74—Capital Outlay on Schemes of Agricultural Improvement and Research	1763	Statement laid on the Table	1785—87
Demand No. 75—Capital Outlay on Vizagapatam Harbour	1763	The Indian Soft Coke Cess (Reconstitution of Committee) Bill—Introduced	1788
Demand No. 76—Capital Outlay on Lighthouses and Lightships	1763	The Indian Finance Bill—Discussion on the motion to consider not concluded	1788—1833
Demand No. 77—Currency Capital Outlay	1763	SATURDAY, 13TH MARCH, 1937,—	
Demand No. 78—Delhi Capital Outlay	1763	Questions and Answers	1835—55
Demand No. 79—Com-muted Value of Pen-sions	1764	Unstarred Question and Answer	1856
Demand No. 80—Expendi-ture on retrenched per-sonnel charged to Capital	1764	Statements laid on the Table	1856—59
		The Indian Finance Bill—Discussion on the motion to consider not con-cluded	1859—1907

LEGISLATIVE ASSEMBLY.

Thursday, 25th February, 1937.

The Assembly met in the Assembly Chamber of the Council House at Eleven of the Clock, Mr. President (The Honourable Sir Abdur Rahim) in the Chair.

ELECTION OF MEMBERS TO CERTAIN STANDING COMMITTEES.

Mr. President (The Honourable Sir Abdur Rahim): The House will remember that when the motions for the election of members to the Standing Committee for the Department of Commerce, Standing Committee for the Department of Education, Health and Lands, Standing Committee for Emigration and Standing Committee for the Department of Industries and Labour were adopted by the Assembly on the 25th January and 1st, 10th and 16th February, 1937, respectively, it was announced that the dates for nominations and elections, if necessary, for the Committees would be communicated to the House later. I have now to inform Honourable Members that nominations for all the four Committees will be received in the Notice Office up to 12 Noon on Saturday, the 27th February, and that the elections, if necessary, will, as usual, be held in the Secretary's room in the Council House, New Delhi, between the hours of 10-30 A.M. and 1 P.M. on the dates mentioned below, namely:

- | | |
|---|--------------------|
| (1) Standing Committee for the Department of Commerce; | } 2nd March, 1937. |
| (2) Standing Committee for the Department of Education, Health and Lands. | |
| (3) Standing Committee for Emigration; | } 3rd March, 1937. |
| (4) Standing Committee for the Department of Industries and Labour. | |

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

DEMAND No. 6-B.—WORKING EXPENSES—MAINTENANCE AND SUPPLY OF LOCOMOTIVE POWER—*contd.*

Construction of Locomotives in India—concl'd.

Mr. President (The Honourable Sir Abdur Rahim): The House will now resume discussion of the following cut motion moved by Qazi Muhammad Ahmad Kazmi:

"That the demand under the head 'Working Expenses—Maintenance and Supply of Locomotive Power' be reduced by Rs. 100."

Mr. O. H. Witherington (Assam; European): Sir, this subject has been discussed in this House at least once before, and I was hoping that the Honourable the Mover would have given us some indication as to how the Resolution, which, he reminded us yesterday, was carried in September, 1935, could be put into effect. His object in moving this cut motion is apparently that locomotives should be built in this country, so that the necessity of ordering locomotives from abroad for railways in India would be obviated. So far, I agree with him in principle, but in principle only. It would be a most desirable thing in my opinion if India could boast of a profitable and flourishing locomotive industry, an industry which could turn out locomotives to compare favourably with those manufactured in any other country. I do not doubt that they could be manufactured in India if we have the necessary plant and the required expert knowledge.

Locomotive production in other countries has reached a standard of efficiency which was possibly not dreamed of 20 years ago. It is a standard which has been reached over a very long period of trial and error and competition; it is a standard which, one may hope, will not stand where it is, but as time goes on will be improved. If the workshops of India were to undertake to build locomotives, they would start with all the knowledge that has been gained in advanced locomotive construction in the foremost countries. It cannot be expected that the engineers in this country have the knowledge required to construct a locomotive that will be reliable, economical in fuel and tractive power, and cheap in comparison with the present engines running on Indian railways. Again, it is no good building a locomotive which is exactly on the same lines as the best one running in India. Locomotive design improves from day to day, and if we are to build them we must go a step further and design much better ones than are in use at present. This would mean that experts from Great Britain or other countries will have to be engaged, obviously at very high salaries indeed, not only to impart their knowledge to our mechanics as to how to build locomotives, but also to undertake the design of improved models, for it is only an expert with a lifelong experience of the subject who can know how to correct defects and improve upon successes. There is also the question of patent rights which will have to be purchased, if we manufacture locomotives in India. Further more, in order to produce up to date locomotives, our workshops must be equipped with the most up to date machines, machines of precision, designed specially to manufacture special parts. And these machines of precision, these up to date machines, cost a very great deal of money indeed. Our workshops have not got those machines at present, and if they are to turn out locomotives in such numbers as will constitute a paying proposition, the initial total cost of the machines would be very great, and, in my opinion, prohibitive. That takes me to another point, and that is, how many new locomotives will be required for our railways in each year? 20, 40, 60, 100,—how many? I do not know, and I do not suppose anybody else can foretell what our future requirements will be. What are we to do then? Are we to instal machines to cope with the manufacture of 20 locomotives, or to cope with a hundred? If it is to cope with 20, then the enterprise will not be big enough to be a paying proposition; and if we instal machines to cope with 100, then we shall have to go to foreign markets for the sale of our surplus production in this country in those years in which we require only 20 for our own requirements. And there we come up straightaway against foreign competition, competition with the United Kingdom, with Germany, with France.

with the United States,—countries which have brought locomotive production and design to a very fine art in excellence and cut prices. Then, if you budget for a production of 100 locomotives—and say the maximum requirement of our railways in one year is 100,—you at once drop out of the foreign market in the year when 100 locomotives are required in India, and you lose whatever connection you might have obtained in that market, and the connection might be very hard to recover. The whole subject is bristling with difficulties, the greatest of which is the question of the huge initial cost and whether we can sell profitably abroad. This Group is definitely opposed to the motion, as we believe that it would be unwise to put enormous sums of public money into a venture, which, however desirable the principle is, resolves itself into an uneconomic proposition. If private enterprise starts the industry, that is a very different matter, and I for one should be very glad to see it started. But I should not take shares in the Company.

Sir Muhammad Yamin Khan (Agra Division: Muhammadan Rural): The arguments which have been advanced by the Honourable Member who has just spoken are very amazing. If these arguments had been put forward in the Houses of Parliament and before the industrialists of Great Britain or France or Germany, I do not know what would have happened to those countries. This industry, my Honourable friend has argued, should not be encouraged in a big country like India, because they have been flourishing in small countries like Great Britain and Ireland, Germany, and France where we are importing our locomotives from. I think those countries would have never advanced to the stage at which they are at present if they had been guided by the arguments of the Honourable Member.

The Honourable Sir Muhammad Zafrullah Khan (Member for Commerce and Railways): Are any locomotives manufactured in Ireland?

Sir Muhammad Yamin Khan: I do not know. I said Great Britain.

Sir Muhammad Yakub (Rohilkund and Kumaon Divisions: Muhammadan Rural): Does my Honourable friend consider that India is equal to Ireland?

The Honourable Sir Muhammad Zafrullah Khan: I am afraid the Honourable Member was not listening to the speech of the Honourable Member of his Party. The Honourable Member of his Party said, if such small countries as Ireland could produce

Sir Muhammad Yamin Khan: I did not say Ireland. I said Great Britain and Ireland. I am ready to take back the word "Ireland". I used the words "Great Britain and Ireland", along with "Great Britain" which can be taken away.

(Interruptions.)

Mr. President (The Honourable Sir Abdur Rahim): Order, order.

Sir Muhammad Yamin Khan: I am afraid, my friend, the Honourable the Commerce Member, has got no other argument to combat my point except this frivolous one about the wording. He will have to substantiate his claims not to encourage this industry in spite of the feeling which has been expressed on the floor of this House repeatedly that this industry should be encouraged. If a department like the Commerce Department or the Railway Department is not going to take up this industry seriously, then, who is going to do it? My friend, who spoke from the European Benches today, said that he would not mind if private enterprise takes up this industry, but he would not take shares in it. As a business man, he would not like to invest his money in a concern which does not produce profit from the very beginning. We realise that this concern will not pay in the beginning. It will be a losing concern, and it will not bring the profit which my friend expects as a commercial man. The question is not whether we are going to get interest on the money invested or not. The question is that India must develop her industries and start producing articles which she does not produce now, in spite of loss. The encouragement which the Government can give, private companies can never give. As a representative of the public and of public opinion, I don't mind if this money is wasted. We do not grudge the money wasted on encouraging industry. I think it will ultimately bring to our country the thing it wants. We will not be dependent upon other countries. We will manufacture our own goods. Japan is a small country, and it has improved so much within the last 50 years. The other countries in Europe have advanced. They did not think that the money that is invested will not bring in a return at once. I do not think that if Government take up the locomotive industry, it will stop there. At present, there are thousands of motor cars imported from England, Italy and America. If Government put up a plant for manufacturing locomotives, smaller plants will come later on in the field, and we will be absolutely free from the foreign countries which are now taking away a lot of Indian money. If we set up a plant for locomotives, the same plant can be used for the manufacture of small articles and for the manufacture of motor cars with little adjustments. If Government will only get expert advice, they can do it. Somebody may say that it is not being done by other countries. But the conditions of India are totally different from the other countries. Necessity is the mother of invention, and if the Government apply their brain instead of allowing themselves to remain idle, they can find out how to use the plant when it is not being used for the manufacture of locomotives. If they only begin to think about it, they will know how to do it. They sit idle just like a man who comes to a place and says "how am I going to see what is inside this place?" You want a spirit of adventure of mining and then you can get, not only diamonds, but also gold. In the same manner, if the Government have got some brains, they can certainly turn this concern to advantage. I hope this cut will be supported by the House. I support the motion.

Lieut.-Colonel Sir Henry Gidney (Nominated Non-Official): Sir, even at the risk of being called an ultra-nationalist, I stand to support this motion very heartily, and, as I gaze on the Honourable the Commerce Member, whom I have re-baptised with the name of "Sir Suffer-all-I-can", I wonder if he realises the great handicaps and disadvantages from which Indian industries are suffering today. I repeat, even at the risk of being called an advanced nationalist,—I see the Government Member shaking his

head at me—the time has come when Government must take a long view of this very important matter and get a move on—even a beginning. We have just heard a Member, I regret, from the Group to which I belong, advancing certain forceful arguments to show that India is incapable of making her own locomotives, in that—because, to do so, would be an uneconomical proposition and that the expenditure involved would not be commensurate with the gain, if there be any gain at all. I flatly refuse to accept that position. The reasons he adduced put me in mind of a story. There were two men—Indians—who stood outside an election polling booth. One man—“Bhupen Babu” who was holding forth, said: He thinks “I know ‘damn nothing’ about this”, let me tell him I know “damn all”. (Laughter.) It is not a question of the problem being economical or not. It is a question of whether India is or is not to be given a chance to develop her own industries to the extent that, when she receives Dominion Status, she will be able to manufacture her own locomotives and other mechanical needs without having to go to other countries as she has been doing since railways were introduced in this country. We have heard a lot about this question of India manufacturing her own locomotives. It is not a new matter at all. It has been on the anvil for nearly 15 or 16 years, and the Government of India have repeatedly made promises and pledge after pledge. I wish the Finance Member were here to contradict me when I use the word “pledge”. There is a distinct breach of promise involved, and today the Government of India stand as the accused and guilty of a direct breach of promise.

The Honourable Sir Muhammad Zafrullah Khan: What was the nature of the promise?

Lieut.-Colonel Sir Henry Gidney: You said that you would give India, within a reasonable time,—I do not use the exact words,—the opportunity of manufacturing her own locomotives. With that object in view, you proceeded to acquire the Peninsular Locomotive Works. That went by the board. I see the Honourable the Railway Member is taking notes.

The Honourable Sir Muhammad Zafrullah Khan: Surely the Honourable Member can have no objection to my taking notes!

Lieut.-Colonel Sir Henry Gidney: None whatever, provided if they are not forged notes, the Honourable Member will give them to me.

The Government of India promised this House that they would take steps, but that, I say, has gone by the board, the last step being the Peninsular Locomotive Company, which, after a chameleon like existence, was metamorphosed into a factory exclusively for the building of wagon underframes. The Honourable Member, in a previous speech which he made last year, I think it was on the 4th of September, 1935, stated in great detail to this House that it would be an uneconomical problem to make locomotives in India. Sir, let us take the present expenditure that has been practically accepted by England in connection with its re-arming,—a sum of nearly £1,500 million spread over the next five years or about £400 million a year for re-arming England! Surely, this must also be an uneconomical problem, because, within another ten years or so, these armaments would be obsolete. Supposing there is no war, then that money would be thrown away. Wasted and uneconomical? On the other hand, when we in India ask Government to help our industries in

[Lieut.-Colonel Sir Henry Gidney.]

making locomotives in India, we are in all solemnity told—No: it would be so expensive and uneconomical that Government could not subsidise it.

Sir, our railways are our own concern, a national concern that Government have made themselves and are we never to be allowed to build them up on our own industries? All we ask is for the Government of India at least to give us a beginning to make our own locomotives. What are we told? We are told—in words to this effect—“You cannot possibly make your own locomotives, but we have so improved our workshops, and our spare parts are so well developed today, that the repairs and additions to our locomotives are less expensive today than they ever were before”. When this matter was discussed in September, 1935, the Financial Commissioner admitted that the difference in cost between assembling locomotives at Ajmer and in England is Rs. 26 per engine. As a start, why not let us assemble all our locomotives in India? Sir, the Government of India have indented on foreign countries for the supply of their locomotives for the last 80 years. It is not an uncommon sight to see Agents of various locomotive firms in England touring various Government Offices in India trying to secure locomotive and other contracts, whereas Indian firms are not given a single chance. This policy has been going on for years and years, and I believe, in one year, not quite long ago, we bought nearly a million pounds worth of heavy locomotives from Germany. I understand, these locomotives are too heavy to pass over some of our bridges and these very locomotives are today stagnating and rusting in some of the locomotive sheds,—e.g., on the Eastern Bengal Railway at Saidpore, and other places. I do not deny that much better material and locomotives can today be got from England; no one can deny that fact, but the question is—why continue to pursue this policy? It is all very well for the Government to get up on their hind-legs and say: “We are not agents for firms in England, but we want the cheapest and best locomotives”. I agree, and yet, it cannot be denied that this is a mapped out policy between England and India, but what I ask the Government is to give India an opportunity. Let there be a beginning, so that we can, in time, feel that we are steadily and steadily getting on to a position when we shall in time be able to build our own locomotives.

Sir, it needs no further persuasion from me to augment the opinions already expressed in favour of this demand, but I did very much regret to see my friend, Sir Abdul Halim Ghuznavi, oppose this demand when it was discussed last year. It is not a question of Government *vs.* the House. It is a national question, and if the Government are nationally-minded, and inclined, if the Government are desirous of helping India to stabilise herself in the future and to build up her industries, they have a duty to perform—a crystal-clear duty, and that is to make a beginning instead of putting forth the excuse, year after year, that to build locomotives in this country would be an uneconomical problem, simply because the Government of India cannot afford to risk using up their Railway capital or subsidize any such industry. I repeat, the Government should take a long view of this matter, and not maintain their present short-sighted policy. I submit the time has come when they must change their attitude. We in India must develop our industries, we in India must be given the chance, if we are ever to assume the aspects of a nation to start our industries and make our own locomotives, our own aeroplanes and everything else needed for this country. I ask the Commerce Member—will Government help

us to do that, give India a beginning at least, or will he continue in his present policy of evasion and drift, and say: "We cannot, because it is an uneconomical problem?" Sir, when Lord Nuffield urged the British Parliament to follow a certain policy with regard to aeroplane construction in England, was it considered uneconomical to accept his advice? Is it considered uneconomical for the Imperial Airways to extend as it is doing today its activities and to spend millions of pounds in improving aeroplanes, and I ask the Government of India—is it uneconomical, or is it not sheer stubbornness on the part of Government, or is it their determined policy to "Buy British" and so keep India out of developing her own industries? Sir, I wholeheartedly support this motion. (Loud Applause.) I am convinced that the manufacture of our own locomotives in India should be encouraged, and I do hope the Government of India will, in their wisdom,—because I still believe they do possess some wisdom (*An Honourable Member from the Congress Party*: "But there you are wrong")—show us in some material and tangible way that their springs of true nationalism have not run dry, and that they are willing to help India by being drawers of water from such springs, and not merely the hewers of "Wood"—even of Wedgwood. (Laughter.) (Applause.)

Sir Abdul Halim Ghuznavi (*Dacca cum Mymensingh*: Muhammadan Rural): Mr. President, I am very sorry I have to oppose this motion. (*An Honourable Member*: "You are opposing this?") (Laughter.) I am sorry, because my Party is divided on this. (Laughter.) (*An Honourable Member*: "Divided to fall.") Sir, in June last, this question of making locomotives in India was discussed by the Railway Standing Finance Committee at Bangalore. My Honourable friend, Mr. Giri, was a member of the Standing Finance Committee, and he insisted on the Committee to make a recommendation to Government that, instead of purchasing locomotives from outside, India should start making locomotives here. Sir, before I proceed and state what was the decision of that Committee, I would like to give a little history about this Peninsular Locomotive Company. My Honourable friend said: "Oh, you are opposing this?" Sir, I must be satisfied in my mind whether I should support this or oppose this. Sir, I am satisfied in my own mind that it is not a commercial proposition today.

An Honourable Member: Will it ever be?

Sir Abdul Halim Ghuznavi: That is for the future to decide. Sir, the Peninsular Locomotive Company was started at Tatanagar; it undertook, I understand, to make locomotives in India. Government gave them all possible assistance they could, and they proposed to buy locomotives if they were made in India. But they could not even bring out to India the necessary plant; they failed to do that. Subsequently, they closed. Government bought that factory at Tatanagar and they discovered that even the place was not suitable for making locomotives. That was their decision. Now, Sir, when this matter was brought before the Standing Finance Committee in 1935, Mr. Giri suggested that a beginning should be made. Sir Raghavendra Rau, the Chairman, explained that it was not possible for the very significant reason that you could not make many locomotives in India, because they were not required. The difficulty is this that only a limited number of locomotives are required in India, but that limited number, if it is made in India, will not be a paying proposition. The locomotives that are made outside India by the two or three

[Sir Abdul Halim Ghuznavi.]

Companies that exist meet the demand throughout the world. They have got their market throughout the world and are not limited to India alone and that is the reason why they can supply them at a commercial price

Lieut.-Colonel Sir Henry Gidney: Was not that the case with Lancashire before?

Sir Abdul Halim Ghuznavi: Then the Committee discussed this matter. and, with your permission, I will read only one or two sentences. The Chairman explained that the inquiry, undertaken by the Railway Board regarding the probable financial result of the institution of a railway boiler manufacturing shop, was nearly complete and that it showed that it was possible to have a demand of not less than 120 boilers a year. The cost of manufacture would not be prohibitive though it was likely to be in excess of the present cost of importation from the continent. It was, at present, considered doubtful whether such a steady demand would exist after ten years or so, in view of the dwindling purchases of locomotives during the last five years. Year after year, we find that there are changes in the locomotives. A design which was quite all right this year is not good after two or three years. Therefore, it will be impossible for any locomotive company, either Government or private, to start making locomotives here. It was again discussed whether some of the metre gauge locomotives could be made at Ajmer workshops of the B. B. and C. I. Railway. The Chairman explained that it depended on the types required and it was doubtful whether the workshops were in a position to undertake any additional work. He then undertook to have the question examined in consultation with the railways concerned. We have not heard from the Chairman again whether he had undertaken that examination, and, if so, with what result.

Mr. Mohan Lal Saksena (Lucknow Division: Non-Muhammadan Rural): There was a discussion in this House later on.

Sir Abdul Halim Ghuznavi: I am talking of what happened at Bangalore in 1935. There was no discussion in the House at that time. Then, Sir, it was urged by several members that it should be one of the conditions for placing orders with firms in foreign countries for locomotives and wagons, that they should undertake to give training in their workshops to a certain number of Indian students. The Chairman said that he would see that, whenever an order for locomotives is given outside India, the firm agrees to take a number of Indian students and give them training. Having regard to that, I think the time has not yet come for us to start making locomotives in India.

Mr. S. Satyamurti (Madras City: Non-Muhammadan Urban): Will it ever come?

Sir Abdul Halim Ghuznavi: It will come in the new era when you will be in the Government.

Mr. S. Satyamurti: Then why not support the motion now.

Sir Abdul Halim Ghuznavi: Let us close this year without starting such manufacturing firms. As I have said before, railways must run on commercial lines. If they find that it is not commercially suitable to start a particular work, it is not fair to thrust upon the railways something which will result in a loss, particularly when we find that the railway finances are still not so helpful or hopeful. It was a mere accident that they have been able to balance their budget this year. We do not know what will be the position next year. So, this is not the time to force the hands of the Government to start a factory which may or may not prove successful. Sir, I oppose this motion.

Pandit Krishna Kant Malaviya (Benares and Gorakhpur Divisions: Non-Muhammadan Rural): Sir, I am not at all surprised at the speech of my Honourable friend, Sir Abdul Halim Ghuznavi. He was all the time talking about what happened in June, 1935, in Bangalore, but he clearly forgot what happened in this House in September, 1935, when this motion was before this House and was discussed in the Chamber. As for my Honourable friend Mr. Witherington, I would simply like to read to him what was said by the Leader of the European Group, my Honourable friend, Sir Leslie Hudson. When this Resolution was being discussed in the House, he said:

"We are looking forward to the time when India will be able to manufacture things for herself. There seems to be no very strong reason why skilled mechanics should not be brought out from England to teach our artisans how to construct locomotives in this country."

This was the opinion of the Leader of the European Group. We have heard a new story today. I only want to say that where there is a will, there is a way. He says that our path is bristling with difficulties. Yes, the difficulty is there, and it is this: the Government, the men who are in power, do not want that we should develop our own industries; that India should be self-contained, self-dependent and self-reliant, and that we should be able to do whatever is necessary for running our administration and industrial concerns in this country. The mere fact that we in this House, in the year of grace, 1937, are moving this cut, the mere fact that Resolutions appertaining to this matter have been moved in this House for the last 15 or 20 years without any results, proves, if any proof were needed, that the Government are not sympathetic and they do not mean to honour their own words and pledges. Any Ministry in any country would have been driven out of office, would have been wounded out of office, if it had behaved as this Government have been behaving in regard to this matter. Where is a country in this world which is not producing its own locomotives? Japan is doing it, England is doing it, France is doing it, Germany is doing it, but to them India is not a country. It is an agricultural farm to supply raw materials to England. It is a cow to supply them with butter and milk or a market for England to sell her products. We are not a nation; we are either Hindus, or Muslims, we are either Parsis or Christians. We are told that our proposal is uneconomical. In 1935, when this Resolution was before the House, the Honourable Member for Railways was all the time hammering this one idea that it will not pay us. He has been preaching and telling this House that he is guided by one and only one principle, by one motive, and that is the economic principle. I am glad that he joined the Government of India very late. Otherwise, we would not have had our textile industries, we

[Pandit Krishna Kant Malaviya.]

would never have had the Tata iron and steel industry, and we would not be manufacturing whatever little we are doing today in this country. If he had been in power, Sir, he would always have been thinking that we can always purchase things much cheaper from outside. All his notions of economy come to him only at the time when there is a demand from this country for the manufacture of locomotives. Whenever the question of the Ottawa Pact comes, whenever the question of Indian Trade Agreement with England comes, all principles of economics, all notions of economy are thrown to the winds. Even when the House is not sitting, he is anxious and in a hurry to arrive at agreements with England, and all notions of economy are forgotten at that time. When it comes to the question of a key industry on which the welfare of the country depends, well, all notions and principles of economics are preached to us. Let us have a peep into the international situation as it is today. Let us assume, for the sake of argument, that General Franco becomes supreme in Spain, as is most likely. Then, the German and the Italian armies will occupy Spain. The Mediterranean could then be blocked in a minute. The route to India and the Far East would be closed. What is going to happen then? Will our railways cease to exist, because England will not be able to supply locomotives to India? What are we then going to do? These are the considerations which ought to weigh with the Honourable Member in charge of Railways. It is not only economic principles which guide human affairs in this world. He has no conception of vital human issues where human lives are concerned and the welfare of the country is concerned. This so-called Government, Sir, which should better be called the army of occupation, receives its orders from Lancashire, Manchester and Birmingham while all the time they pose to govern in the interests of this country. With these words, I support the cut motion that has been moved.

Mr. M. Asaf Ali (Delhi: General): Sir, I move that the question be now put.

Mr. President (The Honourable Sir Abdur Rahim): The Chair accepts the closure subject to the Government Member's reply.

The question is:

"That the question be now put."

The motion was adopted.

The Honourable Sir Muhammad Zafrullah Khan: Sir, if I did not rise to reply to the debate a minute or two ago before it was suggested that the question be put, it was due to the fact that when I rose to reply to the debate at a similar stage yesterday, it was subsequently contended that the debate was not closed with my reply as the question had not been put and the discussion continued nevertheless. I did not take objection, but I pointed out what had happened. I was told from the Opposition Benches that I wanted to stifle discussion. It was only to safeguard myself against any such charge on this occasion that I did not comply with the wishes of Opposition Members. I had no objection to standing up earlier and winding up the debate, for it is immaterial to me whether I speak a few minutes earlier or a few minutes later. I am always in these matters in the hands of Honourable Members who want to participate in the discussion.

Sir, the subject which was discussed yesterday afternoon and has been discussed this morning, as has been pointed out by several speakers, is not a new one. There is very little, if anything at all, new even in the way of argument that has been added to the discussion that took place in the autumn Session of 1935 at Simla on this subject. The difference in the point of view of Honourable Members who support this motion and that of Government continues. I shall, therefore, only re-state briefly the considerations that carried weight with the Government in this matter and induced Government to come to the decision to which they came after the Resolution, to which reference has been made, was passed. These considerations are, that so far as this Department is concerned, Government have a certain amount of responsibility in financial matters, and that responsibility must be discharged in the light of certain principles. It has been freely admitted this morning, even by those who have spoken in support of this motion, that the enterprise that the Government are being asked to undertake would not turn out to be an economic enterprise at least in its earlier stages. Sir Muhammad Yamin Khan said: "We know it will be a losing concern, we know public money will be lost, but it is the duty of Government to encourage industries, and, therefore, they ought to undertake the building of locomotives in India". But, with regard to the duty of Government to encourage industries, surely certain principles have been laid down and have been accepted by this House within the limits of which alone encouragement of industries can be undertaken. Apart from the Railway Department altogether, whenever there is a question of the encouragement of a particular industry, Government must view the matter on the basis of the principles that have already been accepted. On these principles, I am afraid, the proposition now before the House is not feasible. The matter has been very thoroughly gone into. I gave details in my speech in 1935. I shall not weary the House with these details again, but the result was that unless there was a demand on the average of at least 200 locomotives every year, a completely equipped factory could not be put up and Government would continue to lose heavily on it if the minimum demand could not be guaranteed. An experiment could be started on the basis of a demand of, from 50 to 60, locomotives a year the scope of which could subsequently be expanded if the demand increased, but even that limited demand could not be guaranteed by the railways.

An Honourable Member: What will be the loss?

The Honourable Sir Muhammad Zafrullah Khan: I am coming to that. One Honourable Member has said: "You can set up a locomotive factory, and if your demand for locomotives does not come up to the capacity of the factory, surely you can use the plant for other purposes, for instance, for the manufacture of motor cars or for the manufacture of instruments".—I do not know what he meant by that expression,—“or accessories”. Now, I do not happen to be an engineer, but even I can claim this much knowledge that a factory for the manufacture of locomotives would be entirely unsuited for the manufacture of motor cars. It is absolutely out of the question that the plant required for the former purpose could be utilised for the latter purpose. I am not surprised that, on the basis of suggestions of that kind, Government are being pressed to undertake an enterprise for which over a crore of rupees would be required even in the initial stages. The same Honourable Member said: "You can manufacture

[Sir Muhammad Zafrullah Khan.]

about a hundred locomotives in a year, and for the rest of the time you could use the plant for these other purposes". There, again, he was entirely ignorant of the fact, when he talked airily of a hundred locomotives a year, that a hundred locomotives a year are not required for Indian railways.

Sir Muhammad Yamin Khan: That was in reply to the Honourable Member who spoke that you can turn out only a hundred. So I said even a hundred can be turned out.

The Honourable Sir Muhammad Zafrullah Khan: He did not say: "You can turn out a hundred". He said: "What is going to be your basis? Are you going to set up a plant for the manufacture of 20 locomotives, in which case it will be a waste of money? Are you going to set up a plant for 200 locomotives, in which case you would be turning out so many that you would not know what to do with them?"

Now, with regard to the demand for locomotives, the position is this. For 1937-38, the requirements are,—24 locomotives for the broad gauge, ten for the metre gauge and two for the narrow gauge,—altogether 36, out of which 18, i.e., 16 broad gauge and two narrow gauge are required for State-managed railways; and the remaining 18, i.e., eight broad gauge and ten metre gauge are required for Company-managed railways.

Pandit Nilakantha Das (Orissa Division: Non-Muhammadan): Can the Honourable Member give us any idea as to the number that will be required for the next ten years?

The Honourable Sir Muhammad Zafrullah Khan: For 1938-39, no greater demand is anticipated than that I have mentioned for 1937-38. The utilisation of locomotives is being increased, with the result that a locomotive is now capable of giving much longer service than it was capable of doing a few years ago. It is very difficult to forecast a demand for ten years, but on the average it would be safe to assume that it would not be very much more than about 400 locomotives.

Pandit Nilakantha Das: Does this intensive utilisation increase the life of the locomotives?

The Honourable Sir Muhammad Zafrullah Khan: Yes, it does. There is better utilisation, quicker repairs, better attention to different parts. It does increase the life of the locomotive; and quicker repairs also result in a locomotive being on the running lines longer than it would otherwise be. Then, electrification on different sections has resulted in several locomotives becoming available for use on lines where steam is used. So, that, at present, the stock of locomotives with the railways is really in excess of their requirements. There are several hundred locomotives surplus to requirements at the present moment which the railways are steadily absorbing. But Honourable Members may take it that the demand for new locomotives, during ten years, is not likely to be more than, at the outside, between four and five hundred.

Prof. N. G. Ranga (Guntur cum Nellore: Non-Muhammadan Rural): And in case of war . . .

The Honourable Sir Muhammad Zafrullah Khan: I am coming to that: I cannot reply to all criticisms in one sentence.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member may be allowed to go on without being interrupted.

The Honourable Sir Muhammad Zafrullah Khan: With regard to Company-managed railways, the position is this. Supposing Government were to set up a factory for the manufacture of locomotives and force the Company-managed railways to buy locomotives from them, they would be bound to pay compensation to the Companies to the extent of the extra amount that they would spend upon the purchase of locomotives in India as compared with the prices that they would have had to pay if they purchased from outside. That is, briefly, the financial position. It has been said: "You are doing nothing, because you are unsympathetic towards Indian industries and you do not wish to promote them. If you were to undertake this enterprise and continue it over a number of years, in the end the enterprise may become paying". Let us look at it from that point of view. Several enterprises have been undertaken in this country which, in the course of time, have begun to give better results than they gave in the first few years of their existence; and I admit the principle that in the case of some industries, with regard to which the position may be favourable in India, it may not be possible to show good returns on the capital invested in the first few years, and yet it might be possible to establish those industries on an economic basis as time went on. Let us apply that test to the locomotive industry. It has been the experience in this country,—and Honourable Members will certainly endorse what I am saying with regard to this,—that where any such prospect has been held out with regard to an industry, private enterprise has always made a start and eventually the industry has made good. So that, private enterprise has been willing to undertake any experiment which might hold out reasonable hopes of establishing a new industry in this country. That being so, the mere fact that private enterprise will not touch any such proposition, as is now before the House, affords the strongest indication that even in the course of any reasonable period of time that can be foreseen, this industry is not likely to become an economic industry in this country. With regard to the charge that Government have not been sympathetic towards Indian industries I will draw the attention of the House to the policy of Government towards the wagon industry. One Honourable Member said that if I had been in charge of the Department of Commerce at the time when protection was granted to certain industries, protection would certainly not have been granted to them. I should like to draw the attention of the House to what has been done with regard to the wagon industry on the railway side while I have been in charge of this Department. Year before last, the total requirement of Indian railways for wagons was 4,472; last year, it was 750; this year we have placed an order for 2,000, and we have practically agreed to purchase 4,000 wagons during the next two years: the total being over 11,000. Out of this, we have purchased from outside India less than one thousand wagons—750 on one occasion and 100 on another. Does that indicate that the Railway Department is not sympathetic towards Indian industries? Could the wagon industry have carried on without the patronage of the railways? Here is an instance of what I am trying to illustrate. If anybody felt convinced that a locomotive factory like the wagon industry was a proposition

[Sir Muhammad Zafrullah Khan.]

which might eventually turn out to be an economic proposition. I am sure, enough capital would be forthcoming for the purpose. But everybody is convinced that at this stage it is not an economic proposition. The question was investigated in 1924 by the Tariff Board, and this is what they say (page 173):

"For the reasons which we have given, we are unable to make any recommendations for the grant of protection to the locomotive building industry."

They go on to say that it would no doubt be very desirable if an industry of this kind could be established in India, and then they observe:

"But the existence of a sufficient market for locomotives in India is an indispensable preliminary condition and at present this condition is not satisfied. If protection were given now, the country would have to carry a heavy burden during the next five years, and at the end of that period the progress made would be insufficient to justify the sacrifice."

And yet Honourable Members expect that, in the face of that finding and with a still lower demand for locomotives today than was expected at the date that that inquiry was made, Government should enter upon this enterprise.

Another consideration, urged by Pandit Malaviya, was: "You must not look at this question from the purely commercial point of view: you must look at it from the larger point of view. Assume that communication with countries that manufacture locomotives and supply your requirements at present became interrupted, or those countries became unable for some other reason to supply your requirements. What are you going to do then?" I am afraid, he lost sight of the fact that a large proportion of the materials required for the manufacture of boilers and locomotives would still have to be imported from outside, from these very countries: and if you had a factory for the manufacture of boilers and locomotives in India, and the contingency, to which he referred, arose, you would simply have to shut down the factory, because you could not get your essential materials

Pandit Krishna Kant Malaviya: All the more reason why we should start the thing early.

The Honourable Sir Muhammad Zafrullah Khan: However early you started it, if your communication with the countries, to which Pandit Malaviya has referred, were to be stopped, the materials could not be obtained, and, in spite of the best equipment you had here, you could not continue the manufacture

Mr. S. Satyamurti: What are those materials?

The Honourable Sir Muhammad Zafrullah Khan: For instance, certain parts manufactured out of copper for boilers

Mr. S. Satyamurti: You can get copper here.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member must be allowed to go on without interruptions.

Mr. S. Satyamurti: He can go on.

The Honourable Sir Muhammad Zafrullah Khan: And certain kinds of steel forgings, and so on. There is no absolute bar to the setting up of a factory; but when I gave Honourable Members the figure of over a crore for initial expenses I had in mind the setting up of a factory under normal conditions where the highly specialised parts would still have to be imported. But if everything had to be manufactured here, the proposition becomes still more impracticable, because you would then have to set up far more expensive equipment for highly specialised parts which would have to be turned out at very high cost, because there could not be a large enough market for them here

Mr. S. Satyamurti: How does England manufacture them?

The Honourable Sir Muhammad Zafrullah Khan: England is a highly industrialised country, and this specialised equipment for the manufacture of special parts is not confined to the manufacture of parts required for locomotives only. Surely that is a simple enough proposition

Mr. S. Satyamurti: Was it always there?

The Honourable Sir Muhammad Zafrullah Khan: Sir, only a second ago, the Honourable Member said I could go on.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member has only two minutes more.

The Honourable Sir Muhammad Zafrullah Khan: There is no experiment which any country in the world cannot try; and, in theory, it would be possible to establish a factory of this kind in India, but, under present conditions, the cost would be so entirely incommensurate with the results to be obtained, particularly under the conditions suggested by Mr. Satyamurti, that nobody, who looked at the matter from a commercial point of view, whether they took a long view or a short view, could possibly urge upon Government the desirability of undertaking any such enterprise.

Sir Henry Gidney, again, appearing in his new nationalist role, said: "You are not taking a long view in this matter, and the long view is that whatever the cost may be, in order to support national self-respect, you should enter upon this enterprise

Mr. S. Satyamurti: Self-sufficiency.

The Honourable Sir Muhammad Zafrullah Khan: I have pointed out considerations in regard to self-sufficiency. Within no reasonable time can India become self-sufficient in this matter, because she has not available all the materials that she would require. (Interruptions.) I can only conclude from these interruptions that Honourable Members feel that they were not able to place a good case before the House when they had the opportunity, and now they are trying . . .

Mr. S. Satyamurti: It is so bad.

The Honourable Sir Muhammad Zafrullah Khan: If it is so bad, why not leave it? (Interruption.) Sir Henry Gidney said, Government had broken their promise, and referred, in that connection, to the absence of the Honourable the Finance Member from the House. I am afraid, he was entirely wrong. He said, there was a promise to manufacture locomotives as early as possible in India. I am afraid, that promise has no existence outside the new nationalist imagination of Sir Henry Gidney. He went on to say that the Peninsular Locomotive Company was purchased by Government with the object of building locomotives. Nothing of the kind. The Company failed to build locomotives: they did not even put up the necessary plant for the building of locomotives: and Government purchased the Company in order to help it out of its difficulties, not for the purpose of building locomotives themselves. Sir Henry Gidney made a complaint that, when answering his questions, Government always stood up on their hind legs. Sir, I sympathise with him. Sir Henry Gidney is getting old and infirm, and I observed that most of the time he had to use his forelegs to support himself when speaking. (Laughter.)

Mr. President (The Honourable Sir Abdur Rahim): The question is:

“That the demand under the head ‘Working Expenses—Maintenance and Supply of Locomotive Power’ be reduced by Rs. 160.”

The Assembly divided:

AYES—58.

Aaron, Mr. Samuel.
Aney, Mr. M. S.
Asaf Ali, Mr. M.
Ayyangar, Mr. M. Ananthasayanam.
Azhar Ali, Mr. Muhammad.
Bajoria, Babu Baijnath.
Banerjee, Dr. P. N.
Bhagavan Das, Dr.
Chaliha, Mr. Kuladhar.
Chattopadhyaya, Mr. Amarendra Nath.
Chettiar, Mr. T. S. Avinashilingam.
Das, Mr. B.
Das, Mr. Basanta Kumar.
Das, Pandit Nilakantha.
Datta, Mr. Akhil Chandra.
Desai, Mr. Bhulabhai J.
DeSouza, Dr. F. X.
Gadgil, Mr. N. V.
Ghiasuddin, Mr. M.
Ghulam Bhik Nairang, Syed.
Gidney, Lieut.-Colonel Sir Henry.
Giri, Mr. V. V.
Hans Raj, Raizada.
Hosmani, Mr. S. K.
Jedhe, Mr. K. M.
Jehangir, Sir Cowasji.
Joshi, Mr. N. M.
Kailash Behari Lal, Babu.
Khan Sahib, Dr.
Maitra, Pandit Lakshmi Kanta.

Malaviya, Pandit Krishna Kant.
Mangal Singh, Sardar.
Mudaliar, Mr. C. N. Muthuranga.
Muhammad Ahmad Kazmi, Qazi.
Murid Hussain Qureshi, Khan Bahadur Nawab Makhdum.
Murtaza Sahib Bahadur. Maulvi Syed.
Paliwal, Pandit Sri Krishna Dutta.
Pant, Pandit Govind Ballabh.
Raghubir Narayan Singh, Choudhri.
Rajah, Raja Sir Vasudeva.
Rajah, Rao Bahadur M. C.
Raju, Mr. P. S. Kumaraswami.
Ranga, Prof. N. G.
Saksena, Mr. Mohan Lal.
Santhanam, Mr. K.
Satyamurti, Mr. S.
Sham Lal, Mr.
Shaukat Ali, Maulana.
Sheodass Daga, Seth.
Singh, Mr. Ram Narayan.
Sinha, Mr. Anugrah Narayan.
Sinha, Mr. Satya Narayan.
Sinha, Mr. Shri Krishna.
Som, Mr. Survy Kumar.
Sri Prakasa, Mr.
Umar Aly Shah, Mr.
Varma, Mr. B. B.
Yamin Khan, Sir Muhammad.

NOES—41.

Abdul Hamid, Khan Bahadur Sir.
 Ahmad Nawaz Khan, Major Nawab Sir.
 Aikman, Mr. A.
 Anderson, Mr. J. D.
 Bajpai, Sir Girja Shankar.
 Bansidhar, Rai Sahib.
 Bhide, Mr. V. S.
 Buss, Mr. L. C.
 Chapman-Mortimer, Mr. T.
 Craik, The Honourable Sir Henry.
 Dalal, Dr. R. D.
 D'Souza, Mr. F.
 Ghuznavi, Sir Abdul Halim.
 Griffiths, Mr. P. J.
 Grigg, The Honourable Sir James.
 Hudson, Sir Leslie.
 James, Mr. F. E.
 Jawahar Singh, Sardar Bahadur Sardar Sir.
 Lal Chand, Captain Rao Bahadur Chaudhri.
 Lalit Chand, Thakur.
 Mehta, Mr. S. L.
 Menon, Mr. K. R.

Metcalfe, Sir Aubrey.
 Mudie, Mr. R. F.
 Mukherjee, Rai Bahadur Sir Satya Charan.
 Nagarkar, Mr. C. B.
 Naydu, Diwan Bahadur B. V. Sri Hari Rao.
 Noyce, The Honourable Sir Frank.
 Rau, Sir Raghavendra.
 Roy, Mr. S. N.
 Sale, Mr. J. F.
 Sarma, Sir Srinivasa.
 Scott, Mr. J. Ramsay.
 Sher Muhammad Khan, Captain Sardar Sir.
 Sircar, The Honourable Sir Nripendra.
 Slade, Mr. M.
 Thorne, Mr. J. A.
 Tottenham, Mr. G. R. F.
 Verma, Rai Sahib Hira Lal.
 Witherington, Mr. C. H.
 Zafrullah Khan, The Honourable Sir Muhammad.

The motion was adopted.

DEMAND NO. 1—RAILWAY BOARD.

Grievances of Third Class Railway Passengers.

Mr. M. Ghiasuddin (Punjab: Landholders): Sir, I beg to move:

"That the demand under the head 'Railway Board' be reduced by Rs. 10."

At the outset, I must thank my Honourable friend, Mr. Joshi, for the cut which I have just moved is on the agenda standing in his name, and an excellent advocate that he is and always has been of the cause of the under-dog, I am sure, he would have done much better justice to the motion before the House than I am likely to do. But he made way for a junior colleague; and I am thankful to him for that kindness. Since the beginning of the present Assembly, this cut has always been moved by the Party to which I have the honour to belong, and Mr. Joshi thought that, in the fitness of things, this little service to the third class passenger should be left to us, and we are very thankful to him for that.

Now, Sir, the grievances of the third class passengers are almost as old as the Indian railways themselves, and now that we have a very sympathetic Railway Member at the helm of affairs, I am sure, he would listen to us. The only sympathy which he has been able to bestow so far on the third class passengers, as far as I can see, is his charming company. He himself has started travelling third class in their company

The Honourable Sir Muhammad Zafrullah Khan: I have often done that before. I have not started it now.

Mr. M. Ghiasuddin: The third class passenger can derive some consolation that he is in the august company of the Honourable the Railway Member if he can appreciate that, or he may think in a overcrowded compartment one seat less. I do not know if this is really a blessing or otherwise, it depends upon the taste of the third class passenger.

The Honourable Sir Muhammad Zafrullah Khan: I suppose it is on account of the latter consideration that the Honourable Member avoids third class.

Mr. M. Ghiasuddin: Now, I will request my Honourable friend to give a taste of the springs of the third class carriage to the other big bosses of the Railway Board. In that case, they will be able to appreciate the hardships under which the third class passengers have to travel.

Now, with your permission, let me deal with the petty railway official at the wayside station. As far as I can judge, the petty officials mentally divide the passengers into four categories. There is the first class passenger who has to be feared and respected. Then, there is the second class passenger who has to be humoured occasionally—you sometimes humour a mad man also,—and then the inter class passenger who is best left alone. He can be left to himself, he will not trouble anybody and nobody troubles him, and then comes the unfortunate third class passenger. The petty railway officials consider the third class passengers their slaves from the moment these passengers enter the railway premises, I suppose, with an examination feeling coming on them, and timidly approach the booking window to buy the ticket lest they might disturb the high and mighty booking clerk, until they leave the railway premises after handing over their ticket at the barrier, and become free men once again. In one word, the treatment meted out by these petty railway officials to these passengers is abominable. They are pushed away, chased from pillar to post, and very often abused. Unfortunately, our people have a very unreasonable fear of uniforms, be they khaki, or be they blue as in the case of the railway employees. These railway officials know the fear their uniforms inspire in these people and exploit it in a very ruthless manner. The result is, these people are harassed unnecessarily, and sometimes even cheated. The other day, I witnessed an unpleasant incident at a big railway station. I was standing at one of the bookstalls looking at one of the pictorial magazines, and a villager, probably a third class passenger, got out of the carriage to have a peep at the picture that I was looking.

An Honourable Member: What is the railway station?

Mr. M. Ghiasuddin: Does it matter? Lahore it was, as a matter of fact. The stall keeper spoke to him in a very rude and very offensive manner in the most abusive language, and told him to go away. Now, I am not blaming the Honourable the Railway Member for that rudeness, nor even the particular station master, but I do know it is the fault of the atmosphere that is created in those stations. When a person sees that there is an under-dog being pushed by everybody or being abused by everybody, he says, why not I do the same. This is the whole spirit in which most of our railway stations are governed, and this is the thing against which our sympathetic friend, the Railway Member, will have to fight. What I would most respectfully suggest to the Honourable Member is that he will appoint a sort of guardians to these third class passengers whose duty it should be to go from station to station to see that there is no overcrowding in the railway carriages, to examine the sheds which are used as resting places for third class passengers, and if they see that any railway employee is unduly rude to any of the passengers, to remonstrate with him, and, if it is a gross breach of conduct, to

report the matter to the higher authorities. This is the only way in which these small railway officials can be checked in their high-handedness towards the railway passengers.

An Honourable Member: You want these men to be paid.

Mr. M. Ghiasuddin: Yes. In the present state of unemployment. I am sure, the Honourable the Railway Member will be able to get highly educated and sympathetic young men who will act as guardians to these third class passengers.

Now, Sir, it is the practice of every Railway Administration to make its lower class carriages fairly tolerable and to make the upper class compartments, like first and second class, as attractive and as comfortable as can be made to induce passengers to travel in the higher classes. but the practice of our Railway Board seems to be to make the higher class compartments fairly comfortable and to make the lower class compartments as uncomfortable as possible, so as to induce people to travel in the higher classes or in buses, so that they may be saved the discomforts of travelling in the lower classes. As an example of this. I will state the case of the third class sleeping accommodation. I know, the Railway Administration does not provide sleeping accommodation for the third class passengers.

An Honourable Member: Nowhere in the world.

Mr. M. Ghiasuddin: That may be, but here the Railway Administration interprets this rule as meaning "Thou shalt not sleep in a lower class compartment". I will illustrate the point. In the first and second class compartments, we can switch off the light, but not in an inter class or third class compartment. That means that the Railway Administration do not want us to sleep there, and I suppose it would be a miracle if anybody could sleep on the narrow benches that are provided for the third class passengers. Now, Sir, sleeping accommodation can be provided even in third class compartments. I shall bring to the notice of the Railway Member the case of troop trains. They are also third class carriages, but they are provided with a sort of hanging beds. Why cannot similar beds be provided in night trains in the third class compartments by paying a little extra? I am sure, this could be done, and it should be done. Now, Sir, the springs in the third class carriages are very bad, and one feels the jolting very much. I want to bring to the notice of the Railway Member that it is not only people in the pink of health who travel. Sometimes people in very delicate health also have to travel. There are women with infants in their arms, and there are women about to become mothers. I hope that those who are responsible for the construction of these carriages will take note of these things when these carriages are constructed.

Overcrowding in the third class compartments is another matter to which I would respectfully draw the attention of the Honourable the Railway Member. Those Honourable Members, who travel with their eyes open, would have seen how much overcrowded the third class carriages generally are. Human beings are packed like sardines, and it is a common sight to see children crying, their mothers trying to console them as much as they can under the circumstances and men swearing at one another. This is a state of things which is intolerable, and the sooner it is done away with, the better. The Honourable the Railway Member should arrange for the running of motor buses on railway lines as is done

[Mr. M. Ghiasuddin.]

on the Kalka Simla line. They should be run as auxiliary to the regular trains.

The Honourable Sir Muhammad Zafrullah Khan: Third class sentinel coaches are run on some sections.

Mr. M. Ghiasuddin: I am glad to hear that, and I would request him, through you, Sir, to make this more frequent, and extend it to all railways. This will relieve congestion to a very great extent. I cannot reconcile the statistics supplied to us with the overcrowding that we see. The passenger receipts are so low that one would have thought that all the carriages would be running empty, but, in actual life, we see that railways are over-crowded. I suppose somebody is to blame somewhere, and it is for the Honourable the Railway Member to find out who that somebody is.

Now, I come to the waiting sheds of railway passengers. I think some Honourable Members have seen the picture of Dante's Inferno. I am sure, Honourable Members, if they go to these waiting sheds, would feel that they are in Dante's Inferno. I suppose these sheds are constructed with the one object of accumulating as much heat as possible. They have tinned roofs

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member has only two minutes more.

Mr. M. Ghiasuddin: Sir, I will finish soon. These sheds should be properly constructed.

I shall say just a word about air-conditioned carriages, and I have done. We have heard a lot about these air-conditioned coaches. Of course, I am not as pessimistic about them as my friend, Mr. Sri Prakasa, who thinks that they mean death either from pneumonia or from sun stroke. But I would just tell a little parable about these air-conditioned coaches, and I shall have done. Lately, Sir, there has been a tendency in this House to give second names to Honourable Members. We have had the Honourable Sir James Hitler and we have had Mr. Oliver Joshi Twist. Now, I think that the Honourable the Railway Member also can be compared to Marie Antoinette, the Queen of France. (Laughter.)

The Honourable Sir Nripendra Sircar (Law Member): What about his beard? (Laughter.)

Mr. M. Ghiasuddin: Sir, this Queen of France was a gracious lady, and once she heard a noise outside her palace. She asked a lady-in-waiting: "What are these people shouting about?" And she told her: "Your Majesty, these people are hungry; they want bread and they are asking for it." Then, the Queen said: "Oh, poor darlings, why do they want bread? Why don't they eat cakes and sweets?" (Laughter.) Sir, year after year, we come to the Honourable the Railway Member and tell him that we want better third class carriages, because our people cannot afford to travel even in inter class, and so we want better third class carriages, and he turns round and says: "Dear people, why do they want these third class carriages? I am going to supply them with air-conditioned first class carriages (Laughter); only, they will have to pay a little extra!" Sir, I move. (Loud Applause.)

Mr. President (The Honourable Sir Abdur Rahim): Cut motion moved:

"That the demand under the head 'Railway Board' be reduced by Rs. 10."

Mr. Muhammad Nauman (Patna and Chota Nagpur *cum* Orissa: Muhammadan): Mr. President, I do not want to take much time of the House on this subject which has been discussed so often and by so many people during recent years. The great question is the minimum comfort required for a human being in this world during journeys, and what I want to impress upon the Honourable the Railway Member is that he should realize the sense of the minimum comfort which a travelling passenger should be afforded. Sir, we have got third classes everywhere in this world; many of us have seen such compartments on the continent and in other parts of the world, say, in Japan, America, and in other places, and I would ask the Honourable Member if any effort has been made so far to bring third class carriages here on those lines. Do Indians pay any lesser rates of fare for third class than what the third class passengers pay in other countries?

The Honourable Sir Muhammad Zafrullah Khan: Yes!

Mr. Muhammad Nauman: Then, I would like to know the *per capita* wealth of those countries as compared to this country.

The Honourable Sir Muhammad Zafrullah Khan: Equipment would cost the same here as in other countries, perhaps more.

Mr. N. M. Joshi (Nominated Non-Official): But the running charges are not the same?

Mr. Muhammad Nauman: The amount of comfort should be provided in the same ratio as we pay in this country. There have been arguments, and the Honourable Member thinks that we are provided with comforts in full ratio to the money that we pay here for our journey, taking the *per capita* wealth of India. I am not willing to agree to this theory that we pay anything less than what we should have paid in any other country. The less powerful engines compel the authorities to have smaller trains comparatively, and this creates over-crowding in every compartment and especially in the third class which the poverty of this country necessitates the people to travel in. I have attended the different meetings of the East Indian Railway and the Bengal Nagpur Railway Advisory Committees, and percentages were shown to us which purported to indicate that over-crowding was not at all serious. I cannot imagine how those figures are got and made up to be shown on paper. In actual practice, we find that over-crowding is general and often very annoying and trying. I remember that in the month of June, 1936, I did see in two trains at Patna instances of heavy over-crowding; probably over one hundred passengers were not able at all to enter the compartments, due to the over-crowding in the carriages. When I enquired of the Agent of the East Indian Railway, figures were produced for that particular day to say that the over-crowding of passengers was only about seven per cent. Well, I cannot imagine how those figures were got. Our actual idea unfortunately on guessing on the occasion, to which I have referred, was over-crowding to the extent of 25 per cent. and this is very general and very serious, despite the fact that figures are

[Mr. Muhammad Nauman.]

produced before us so as to show that the over-crowding is sometimes four per cent. or five per cent. or at worst, if I remember rightly, a figure was shown to me of about ten per cent., and that even in two particular trains, 12 Down and 11 Up of East Indian Railway and at only a few particular stations. Now, having just brought before Honourable Members the question of over-crowding, I would request the Railway Board to write to the Agents that some practical steps towards finding out the exact percentages should be taken which would really convince us that the figures that are placed on paper are actually the same as we notice in our daily experience. Sir, the over-crowding question concerns not only the third class: I have seen over-crowding in first and second-class compartments also, and the latter is normally due to the railway servants, I mean, the pass-holders. I remember only recently when I was travelling in second class from Calcutta by the Punjab Express train that there were more than six pass-holders, and I was the only passenger holding a ticket. Either more bogeys should be introduced, which would necessitate, naturally, more powerful engines, or certain other steps should be taken which would provide more trains, or, as my friend, Mr. Ghiasuddin, has suggested, motor lorries should be run for smaller distances to provide for the third class passengers, specially when they cannot get into the trains on account of rush and over-crowding. There are other aspects also of the question of the third class passenger. There is the question of the treatment accorded to them by the railway servants. This has been amply discussed by my friend, Mr. Ghiasuddin, and I would make no further comments except endorse his arguments and say that it is true that railway travelling ticket collectors are more a sort of police officers who harass people instead of giving any amount of help and facilities to the travelling public. They do not try to over-awe the first class and the second class passenger, but they behave as if they were *burra sahibs* before the third class passenger and pose as if they constituted the Railway Board and possessed more authority and powers than even the Honourable the Railway Member. How all this should be avoided, and as to how things should be checked, are matters for the Railway Board to decide for themselves, because I am not going to make any such suggestion that should put things right in half an hour. Naturally, this would take time, but what I want is that all complaints of passengers of this nature should always be seriously considered and should form the subject of serious inquiries. I believe the position used to be better on the East Indian Railway before it was taken over by Government. I suggest that the Railway Board should circularize the various railways and request them that passengers' letters of complaint should be treated expeditiously and inquiries should be started whenever there are such complaints as those of ill-treatment or abuse, etc. If this is done, then probably things may get better, if not immediately, in the near future. With these few words of suggestion, Sir, I resume my seat.

Mr. N. M. Joshi: Mr. President, during the last 15 years, I do not know how many speeches I have made on the subject of the treatment of the third class passengers. I was hoping that there might be some time when the need for a speech on the treatment of the third class passengers might not be necessary, but, unfortunately, I do not see that that time is very near. I am, therefore, obliged to speak for a few minutes on this subject.

During my speech on the general discussion of the railway budget, I quoted two figures. I said that the Indian railways receive 26 crores of rupees from the third class passengers, while they receive two crores of rupees from the first and second class passengers together. The Government of India receive 13 times the amount of money from the third class passengers compared to the amount of money which they receive from the first and second class passengers. I also said in my speech, the other day, that the total number of third class passengers, carried during the year 1935-36, was 49 crores, and the total number of passengers carried by Indian railways in the first and second class was 45 lakhs. The number of third class passengers is hundred times as large as the number of first and second class passengers together. Mr. President, I am giving these comparative figures between first and second class and third class, both as regards income and the total number of passengers, because I feel that if this question of the treatment of the third class passengers is at all to be solved at any time, it can only be solved when we begin to look at it from the point of view of the class. The Government of India, during all these years, have shown partiality to the first and second class passengers and have treated the third class passengers very shabbily. So long as the Government of India's policy is a policy of favouring one class, it is necessary for us to look at this question from the point of view of the interest of the third class passengers, as compared with the first and second class passengers. I feel that the Honourable the Railway Member will appreciate this point of view. The Honourable Member himself belongs to a minority community in this country, and his community very rightly, along with the other minorities, insist that, in the matter of appointments, the Muslims should get their proportionate share according to the population basis. The Anglo-Indians ask for their proportionate share according to the population basis. Well, Sir, I want now the Government of India, especially the Railway Member, to appreciate my point of view when I ask them to consider this question from the point of view of the class of the third class passengers as compared with the class of the first and second class passengers. The third class passengers give you thirteen times the amount which you receive from the first and second class passengers. I want the Honourable the Railway Member to tell us and to convince us that he spends 13 times the amount of money on the third class passengers as compared to what he does on the first and second class passengers.

An Honourable Member: That is not a fair treatment.

Mr. N. M. Joshi: In fact, what I have asked is not even a fair treatment. The fair treatment is that there are 49 crores of third class passengers and there are only 45 lakhs of first and second class passengers, and, if you are going to be fair, you should spend hundred times on the third class passengers as compared with what you are spending on the first and second class passengers. That is humanity. Well, Sir, I am not asking for any favours for the third class passengers, but I want the Railway Member to understand this and to appreciate it that the third class passengers should be given what is their due according to their population, that is, according to the number of third class passengers. I would like him at least to appreciate this that he should give to the third class passengers their due share in proportion to the revenues which the Government of India receive from the third class passengers and from the first and second class passengers. When we consider the treatment given to the first and second class passengers, let us remember this: let us give to the first and second

[Mr. N. M. Joshi.]

class passengers what is their due, and let us give also to the third class passengers what is their due, but let us examine this problem from the point of view of each class separately and compare them.

During my speech on the general discussion of the railway budget, I asked the Honourable the Railway Member to tell me if at every station there is 13 times the space given to the third class passengers as regards waiting room. I have seen big stations where the Government of India are likely to be fairer, because there are a number of educated people who will observe the conduct of the Government. Take the instance of the Poona station. At the Poona station, it is not only that 13 times the space is not given to the waiting halls of the third class passengers, but the waiting hall of the third class passengers is kept out of the main station. I also said, the other day, in my speech, that the Railway Member should tell us whether at important stations or at all stations there is 13 times the space given for the refreshment halls and restaurants of the third class passengers as compared to the refreshments rooms of the first and second class passengers. I would like the Honourable Member to give us figures on that.

Then, we have to consider other facilities for the third class passengers at stations. Take, for instance, the ticket windows. The first class and second class passengers can get their tickets at any time during the day, and within a few minutes, but the poor third class passengers have to wait for half an hour and some time even more than that. I want to ask the Railway Member whether 13 times facilities are given to the third class passengers as regards the ticket windows. Then, Sir, take the trains. Take any train and let the Honourable the Railway Member convince us that the accommodation provided for the third class passengers is 13 times as large as the accommodation provided for the first and second class passengers. My Honourable friend, Mr. Ghiasuddin, spoke about the overcrowding. I have spoken about this overcrowding times without number, and I have proved by figures what the overcrowding on Indian railways is. I shall not weary the House by giving a very large number of figures, but I shall give only a few. If you take the stock of the third class seats, the first class seats, and the second class seats, and if you take the number of passengers that travel every year, you will find that the Government of India have one seat available in their stock for 12 first class passengers; they have got one seat for 90 second class passengers and they have got only one seat available in their stock for 400 third class passengers. From these figures, you can easily see the comparative overcrowding.

Sir Abdul Halim Ghuznavi: False logic.

Mr. N. M. Joshi: You can make a speech and show how it is false logic. The only point to be considered is this. It is true that the first class seat travels a little longer, and the average lead of a third class seat is shorter. I am prepared to take into consideration the higher lead of the first and second class passenger seats, and I shall now state what they are:

The average lead of a first class seat is 180 miles.

The average lead of a second class seat is 60 miles.

The average lead of a third class seat is 35 miles.

Giving advantage to the first and second classes of longer leads, you will find that there is six times more overcrowding in third class than in first and twice as large as in second class. I am prepared to have my figures examined by any one who understands figures, and if the Honourable the Railway Member will tell me that the conclusions which I have drawn are wrong, I am prepared to listen and even withdraw what I have stated. But it will be wrong on the part of the Honourable the Railway Member to ignore the figures which I have given. Let him state how my figures are wrong, and I am prepared to withdraw the statements which I have made.

Then, Sir, take not only the ordinary accommodation, take the latrine accommodation provided for. If you take into consideration the stock of the Government of India to provide for latrines, you will find that there is one latrine for 12 first class seats, one latrine for 30 or 40 third class seats. I can understand the Government of India giving cushions to first and second class passengers. That is understandable, because they pay a little more money, and only wooden seats can be given to third class passengers. But I cannot understand why the Government of India should provide less latrine accommodation to third class passengers than to first and second class passengers. I would like the Honourable Member to tell us whether he is spending 13 times the money in providing refreshment facilities for third class passengers on the trains than he does for first and second class passengers. You know very well, Sir, that for first and second class passengers on some trains, restaurant cars are run, but there are only a few trains on which some restaurant compartments are run for third class passengers. I should like the Honourable Member to tell us by figures whether 13 times the money is spent for providing refreshment facilities for third class passengers on the trains as compared with the accommodation for refreshment provided for first and second class passengers. That is not the only grievance of third class passengers. Take the treatment meted out to the third class passengers by the special Inspectors who are sometimes appointed on special trains. I have travelled many times by the Frontier Mail, and I have sometimes seen some gentleman, called the Passenger Inspector. Sometimes he comes to me when I am in the Refreshment Car and asks me to sign the visitor's book or whatever it is. I always wonder whether that Inspector goes to third class compartments and asks those passengers to write out in his book as to how they have been treated by the railways. He does not do it. I would like the Honourable Member to see that, if there is one Inspector to look after the comforts of first and second class passengers on every train, let there be 13 Inspectors to look after the comfort and conveniences of third class passengers in every train. That is the only way of securing improvement in the lot of third class passengers. The Honourable Member must consider this question from this point of view alone, and no other.

I have one other complaint and that is that third class passengers are not allowed to travel by the fastest trains. If the third class passengers are the people who give you the largest sums of money, why should not third class passengers be allowed to travel by the fastest trains? I do not wish to take up any more time of the House. But I want to make one suggestion to the Government of India.

The Honourable Sir Muhammad Zafrullah Khan: Why not support that third class trains should run 13 times faster than first and second class passenger trains?

Mr. N. M. Joshi: The Honourable Member knows that the minority communities in this country insist that they should have their due proportion in the services, and, in order to see that due proportion was given to them, the Government of India have appointed a sort of departmental or special officer to see that the minority communities get their due share. I would like the Honourable the Railway Member to appoint an Officer whose sole business will be to see that 13 times the amount is spent on the facilities for third class passengers, and that third class passengers get 13 times better facilities than others. I want the Government of India to appoint an officer for that purpose. I want the Government of India also to make a report every year telling us that third class passengers are given their due share, that 13 times money is spent on their comforts, and that their population of 100 times is also taken into consideration. If the Government of India insist upon a report being made by a special officer as to whether minority communities get their due share or not, I do not know why the Government of India should not appoint a special officer also to make a report to this Legislature as to whether third class passengers get their due share. Sir, I have done.

Mr. M. Ananthasayanam Ayyangar (Madras ceded Districts and Chittoor: Non-Muhammadian Rural): Sir, I rise to oppose not the motion, but the manner in which this plea has been put forward year in and year out. Sir, my Honourable friends, who have spoken before me, have put it in a mendicant spirit. When a discussion is going on on the railway budget, our business, as Members of the Assembly, is to see how the budget can be balanced, and to see whether any steps have been taken in the past year to improve the budgetary position. Sir, we are trying to kill the goose that lays golden eggs. My Honourable friend, Mr. Joshi, has treated us to certain figures, and these figures are all borne out by the Administration Report published for the year 1935-36. The first, the second and the intermediate class passengers on the whole have given the Government for 1935-36 only a sum of 3.3 crores, but the third class passengers have given 27 odd crores of rupees. The Honourable Member for Railways introduced last year two Bills to improve the condition of railways and railway finance. I would say that he proceeded from the wrong end, and in spite of repeated requests and suggestions, he has thrown all of them to the winds. We have been treated to a toy cart or carriage at the Delhi station which is only fit to be placed in a museum and the like of which we have not seen running on any other railways. I would say that the number of miles that third class passengers travel is 1,723 as against 92 by the first class passengers. The passengers that have been travelling in 1934-35 and 1935-36 in the first class are only 40 lakhs and 38 lakhs, respectively. On the other hand, in the third class, it was 48 crores, and, in the next year, 1935-36, it was 49 crores. In spite of inconveniences and hardships that the third class passengers are put to, there is a tendency for the number of passengers to rise, but this opportunity is not taken advantage of by providing them better facilities. I would ask the House and the Honourable Member in charge of Railways to look at it from a purely commercial aspect, not with the idea of helping third class passengers. Purely from a commercial point of view, it is to the interest of the Railway Department that better facilities and better conveniences are provided to third class passengers. I find from the number of passengers that travel by bus and the way in which motor traffic is steadily going up, the income of railways is going down, and that must be proof positive that the carriages that are provided for third class passengers

are not sufficiently attractive. The moment a third class passenger gets into the railway compartment, till the moment he gets out, he feels every inch that he is in prison and the accommodation is not sufficient in the waiting room. Tickets are not given to him in proper time; even change is not available at the stations. Once or twice, when I had to go out with my family, I could not get change after purchase of tickets, and ultimately I had to forego a few annas for want of change at the station. I did no doubt complain, but the complaint was belated. I had to get into the train. From the moment a man gets into the train, until the time he gets down, the bugs are there; the seats are narrow, so that a man cannot sit comfortably on them. From the moment he sits there, trouble begins. His blood is drawn off, and when he wants to get into the latrine, he finds it is not sufficiently big; there is no water provided, and there is no light. When he peeps out of the window, the chances are ten to one that the shutter falls upon his head or his fingers are crushed. I am talking of the carriages and coaches in the Madras and Southern Mahratta Railway with which I am familiar; with regard to the conditions on other railways, they are known to other Honourable Members.

An Honourable Member: It is the same everywhere.

Mr. M. Ananthasayanam Ayyangar: I am glad to know that. Sir, it is not with a view to benefiting the third class passenger that these amenities have to be provided. It is in the interest of the Railway Administration itself that it is to be done. I will now suggest one or two remedies. I know the Railway Member will try to meet all the arguments, because they are not new. But I will suggest one remedy, and that is that the Railway Member should hereafter be given only a third class pass, and whenever he travels, he must do so only in the third class. I may also say that his salary must be on a commission basis. Not only his salary, but the salary of everyone, including the station staff, must be on the commission basis, depending on the number of passengers that they are able to invite or attract to the third class. If they are able to attract more passengers, their salary will increase. That is the only way in which the railway deficit can be made up and also the competition with the buses may be avoided. Sir, as for Mr. Joshi, I would suggest another remedy from without, and that is that he must start a strike for a week or a couple of weeks by the third class passengers. If that can be done, the Railway Administration throughout India, from Cape Comorin to the Himalayas, would, in a couple of weeks, suffer a loss of a crore of rupees. Government seems to be adamant. It would not improve any of these matters; and, therefore, it is not purely as a plea on behalf of the third class passengers that I am trying to make an appeal, but, in the interest of the Railway Administration and railway finance.

Sir, I support this motion.

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

The Assembly re-assembled after Lunch at Half Past Two of the Clock. Mr. Deputy President (Mr. Akhil Chandra Datta) in the Chair.

Mr. Muhammad Azhar Ali (Lucknow and Fyzabad Divisions; Muhammadan Rural): Sir, the grievances of third class passengers have been placed before this House year in and year out in the shape of questions,

[Mr. Muhammad Azhar Ali.]

Resolutions and cut motions. I am not prepared to say that the Honourable Member is averse to the conveniences of third class passengers, but I must say this, as was said by one of my friends here, that if the railway officials do take greater care for the convenience of those passengers, their condition may be improved to a great extent. But they have saloons and get comfortable compartments; they are big people, and they are said to be the gods of the railways, and it is difficult to expect such things from the officials. When we come to this House, we find that it is our duty to speak on behalf of those who have sent us here. We know it very well that officials and Government Nominated Members are not representatives of the people, and it is not their duty to press the claim of the poor people. I have heard it said that locomotive is a subject which is discussed in this House practically every year. But it is said outside the House, and once I have heard it said here even, that the term is not locomotive, but "lootomotive", and that that is the position taken by the Government. If I may explain, it is this: there is loot in the Railway Department on every side, and the motive for the officials not to listen to these claims and grievances of the poor people is to loot them and to rob them; at least of the comforts which every third class passenger expects from the Railway Department. I consider that when a third class passenger enters the railway station and pays for his comforts, he becomes a guest of the State—not in the sense that he has to go to jail—but that the Government should give him at least that amount of comfort which he gets in a hotel if he pays for it. But we find that these poor third class passengers have not even space enough to sleep, have not space enough to sit down, have not space enough for their other comforts in the railway compartment. I think this is really a matter to be deplored in the present century, and especially under the present Railway Member.

I will refer only to one or two grievances of the third class passengers. The first is that there is a monopoly given to a company known as Wheeler and Co., at railway stations. This monopoly is only for English papers and books for the English reading public. If a third class passenger wants to buy a paper for a pice, it is very difficult to get it at Wheeler's stall. If ordinary Hindustani novels are required, they cannot be had in that stall. I want this monopoly of Wheelers to be broken: they have no right to stock merely English papers and English literature, and nothing else. I have tried my best to find out in all these stations, where there are these stalls, if I could get Indian books, but I cannot do so; whereas, formerly, in my younger days, whenever I travelled, I could get Urdu books from booksellers in abundance. The public then got the literature it wanted in its own language, but now you cannot get anything of the sort in Wheeler's bookstalls—only English books and English novels . . .

Mr. N. M. Joshi: And Wheeler charges more!

Mr. Muhammad Azhar Ali: and, as my Honourable friend puts it, they charge more than ordinary bookshops in the bazaar. I am also told that if I ask Wheelers to keep my books or papers, they charge 33 per cent. as commission. This is what I call loot. I am told they also make a condition—I speak subject to correction by the Honourable the Railway Member—that if those things are not sold, they will be returned to the owner as unsold. Unless the Government are prepared to encourage either Indian bookstalls or to ask Wheelers to stock Indian books and

Indian papers, it will be very difficult to get literature in their mother tongue, not only for third class, but for first and second class passengers, and, I am sure, many of them also feel this difficulty.

I come to another point. The timings of trains are such that third class passengers feel the pinch of it more than any other class of passengers. At small stations, the train stops only for a minute or two. It is very easy for first and second class passengers to ask the guard or station master to stop the train for a minute, and they listen to them; but for third class people it is absolutely impossible to get into the trains as even passengers trains do not stop for more than a minute or two at these small stations: and who cares for the third class passenger even if he goes to the guard? If we write to the Agent, he does not listen. On the East Indian Railway, an express train used to stop for three continuous years at Rudauli. It is a very important station between Fyzabad and Lucknow. I wrote to the Agent that the express train should stop there as it used to before, but it was of no use. Third class passengers would like to travel on express trains just as much as first and second class passengers.

The Honourable Sir Muhammad Zafrullah Khan: But surely this non-stoppage of the express train affects everybody including the first and second class passengers.

Mr. Muhammad Azhar Ali: Yes, it does affect them as well. The result is that third class passengers have taken to travel by motor lorries from such stations

The Honourable Sir Muhammad Zafrullah Khan: I thought the Honourable Member said they went to the dogs.

Mr. M. Asaf Ali: It comes to the same thing.

Mr. Muhammad Azhar Ali: Even first class passengers have sometimes to go to the dogs if the railway officials are so callous as they are to third class passengers, and, I think, Sir, the time has come when they will go more to the dogs than the third class passengers.

Then, I come to the question of vendors at the railway stations. Their condition is really becoming serious now, and especially is this the case with Indian vendors. If they sell according to the market rates at the stations, it is the third class passenger again who suffers. These vendors have to pay a certain commission to the railway station staff, they have to pay something to the Government, they have to pay a commission to the contractor and to a host of other intermediaries, with the result that if these vendors try to sell their stuff at market rates, they will not be able to sell their articles at a profit, because the rates charged will naturally be higher than the actual rates ruling in the market. So, in the long run, it is the taxpayer, it is the third class passenger who suffers most because of these prohibitive terms and conditions imposed by the railways on the poor vendors

Mr. Deputy President (Mr. Akhil Chandra Datta): The Honourable Member has got only two minutes more.

Mr. Muhammad Azhar Ali: Very well, I shall finish presently, Sir. My submission is that if you give these vendors the right to sell at railway stations, and if they sell their commodities at a higher price than they ought to charge, then the pockets of the third class passengers will be touched. Of course, people travelling first and second class will not mind paying a little extra, but it is the third class passengers who suffer the most. Sir, these are the matters which I wanted to mention.

Maulana Shaukat Ali (Cities of the United Provinces: Muhammadan Urban): Sir, I won't take very long. I have travelled a lot, and I can say something about third class passengers and of other class passengers also. When I came into this House yesterday, after my wanderings during the past few months, I saw the face of the Honourable the Railway Member, and I felt pity for him. Sir, I have a soft corner for him in my heart, because, whenever I went to him with any case of poor railway workers, I always found my friend, the Railway Member, to be very sympathetic, and I think for a change at least somebody must say something to cheer him up and to encourage him. (Hear, hear.) To me, Sir, his face looked like that of a third class passenger, who had no rest in the day and not a wink of sleep at night, or, it may be, that of a very honest ticketless traveller. (Laughter.) In any case, I feel very sorry for him. During the last four months of my wanderings, I have been paying a good deal of money to them to improve the financial position of the railways. I have been travelling all over India, sampling every line, the Assam Bengal Railway, the Eastern Bengal Railway the R. and K. Ry., the G. I. P. Railway, the B., B. and C. I. Ry., the N. W. Ry., the East Indian Railway—thank God, I had very little to do with the B. and N. W. Railway,—I have also travelled in Europe and America and on the Continent as well as in the Muslim lands, and I can say that travelling on Indian railways is far more comfortable than elsewhere. (Hear, hear.) I have travelled in America and Europe, and I can depict a very good picture of the air-conditioned trains there. Unless you pay extra for sleeping accommodation, you cannot get a wink of sleep over there. I have been sometimes in very interesting company of people. Travelling from Paris to Nice, I had two ladies on either side—(Laughter)—and they all wanted to sleep in the train, and some of them were lying over me using me as a soft comfortable pillow (Loud Laughter),—a very interesting position indeed,—but no compensation for want of sleep. I am sorry, my Honourable friend, the Commerce Member, does not provide all these comforts here in India. A whole berth is at our disposal both in the day time and, of course, as well at night time without our having to pay extra for sleeping accommodation in India,—I can say this much that third class compartments are certainly overcrowded. Sir, I am an old man, and I have got neuritis, and my servant has to massage me under Doctor's orders, but whenever I wanted my servant, I had to shout in vain and had to go to the third class compartment, and there I saw him sleeping soundly. I asked him once, how he managed to sleep so well, there being so much criticism about overcrowding in third class, but he said he sleeps all right. I have every sympathy for third class passengers, and I think the time has come when the Honourable the Railway Member should offer us a constructive programme, so that the condition of the third class travelling public may be improved. I would very much like that

for long distance third class passengers sleeping accommodation should be provided by attaching one or two extra carriages, say, at 7 or 8 P.M. and detaching them the next morning, as they do on the continent. A small extra charge could be made for those who would avail themselves of this sleeping accommodation. In the hot weather, Sir, it is very very difficult to get sleep when travelling, and, therefore, I think you should provide fans in third class compartments. How to do it? It is not for me to suggest,—it is a matter for your experts.

Then, I come to the question of lavatories in third class. Sir, my financial position is so weak that I cannot always travel by a higher class, and I would always have travelled by third class only, but there is one difficulty. Even if I tried to get into the lavatory sideways, I am afraid I could hardly get in. The doors of some second class compartment lavatories are also narrow, but I could get in sideways. But in third class lavatories, I would not be able to enter. (Laughter). I must say I am a man of odd size,—(Laughter),—anyway, I would ask my friend that he should provide sufficiently large sized lavatories in third class compartments, because, when the doorway of these compartments is so small, you can imagine what would be the size of the lavatory. Therefore, Sir, if you will provide fans in third class compartments, and also increase the size of the lavatories, you will be improving the amenities of third class passengers considerably. You should also try and attach a few carriages, say, at 7 or 8 P.M. and detach them the next morning, so that, by paying a few extra rupees, those who want to sleep will get the necessary convenience in the night.

Another thing I want to point out is this. First and second class passengers are not disturbed at night, while third and inter class passengers are disturbed at all times of the night. I happened to travel the other day by inter class, because there was no accommodation in second class, but in the night the men came and began to disturb us by asking for our tickets. Why is it necessary that they should check the tickets at night also? There is no necessity. You ought to see that no ticketless man gets into the train when the train starts, and, by the time he gets out, you must catch him and punish him. These are the three or four suggestions which I would like to make to the Honourable the Railway Member. Before he starts air-conditioned carriages and charges extra, I think it would be better if he could attend to what I have said. Then, it may be said: "Where is the money to come from? The budget is already a deficit budget".

An Honourable Member: There is a surplus.

Maulana Shaukat Ali: That is nothing, a mere trifle. The Honourable Member has done something, but he ought to do more, and I feel that to improve third class traffic he should provide amenities, and, for that purpose, you have got to cut down the salaries you are paying to your officers. I am a worker myself, and I have lived a life of comfort, and still I feel that the high salaries you pay are criminal. Those who get up to Rs. 200 should not be touched. Those above Rs. 200 up to Rs. 500 should have a five per cent. cut; those between 500 and 1,000, a ten per cent. cut; those above 1,000 and below 1,500, 15 per cent. cut; and those above 1,500 should have a 25 per cent. cut. We are paying too much. I know that the Leader of the House has made a sacrifice in

[Maulana Shaukat Ali.]

coming over here. His salary is a flea-bite compared to the amount he was making at the Bar. The Honourable the Commerce Member too had a good practice, but still the salaries that the gentlemen opposite are getting are enormous. I have many friends in Government service. I have been a Government servant myself, and I am a small pensioner. My own class fellows, junior to me, who cannot be anywhere near me, are getting Rs. 1,500, Rs. 2,000, and so on, and still they are grumbling and grouching. The standard of life that they lead should not be very different from that of the people of this country. I hope that the Honourable the Railway Member will look into the few suggestions that I have made.

Babu Baijnath Bajoria (Marwari Association: Indian Commerce): Sir, I know that the Honourable the Railway Member has got a soft corner in his heart for the third class passengers. He tries to do his little bit for them, and I rise to make a few suggestions to him for the amenities of third class passengers. What I feel is that what we, the higher class passengers, pay individually, the third class passengers pay collectively, and space for space they pay not a bit less than what we pay as higher class passengers. So, in my opinion, third class passengers are entitled to the conveniences necessary for comfort in their travel.

A new system of reservation fee has been introduced at Howrah and also at a few other stations for intermediate and third class passengers, and I shall deal with it as it obtains at Howrah with which I am familiar. I quite agree that this system is a good one as it ensure a seat for the third class and intermediate class passengers. But I would say that the fee charged, that is, four annas per seat, is very exorbitant. I would say also that this charge is illegal too, because once an intermediate class or third class passenger buys a ticket, he is entitled to at least a seat or seating accommodation in the train. Why is this extra charge made? I have been unable to understand it.

Sir Abdul Halim Ghuznavi: Why should they charge extra of first and second class?

Babu Baijnath Bajoria: There is a reason for that, because they reserve a full berth. The second class compartment has got a seating accommodation for twelve passengers, but by paying an extra fee of eight annas you get a full berth at night; the reservation of the berth is only for the night.

The Honourable Sir Muhammad Zafrullah Khan: Surely, that makes no difference to the legality of the practice.

Babu Baijnath Bajoria: There is a difference, because we get extra accommodation.

The Honourable Sir Muhammad Zafrullah Khan: By reservation a passenger gets and can get only that much to which his ticket entitles him, and no more.

Babu Baijnath Bajoria: So far as second class passengers are concerned, they get a whole berth for night, but, in the case of the third class and intermediate class passengers, they get only seating accommodation.

The Honourable Sir Muhammad Zafrullah Khan: That is what they are entitled to.

Babu Baijnath Bajoria: That is the grievance. In any case, as I have said, I like this system of reservation, because it minimises overcrowding in the particular compartment, and it also gives an idea to the railways as to the amount of rush that may be in a particular train. From that point of view, as I have said, I quite agree with this reservation, but I would press upon the Railway Member to make a nominal charge, if it is absolutely necessary, of one anna, or, at the utmost, two annas per seat. However, there is one point about this reservation. It affects adversely the other compartments in respect of which there is no reservation. In a particular train, there are some compartments which are reserved for third class passengers, and there are others which are not reserved. It means that the other passengers will crowd into those compartments which are not reserved, and there will be overcrowding. Something ought to be done. What I would suggest is, either you reserve all the compartments and charge a nominal fee or you make some arrangement to see that there is no overcrowding in those compartments in which reservation is not done. I hope the Railway Member will take note of this.

Another point is about third class tourist cars which are becoming popular day by day. At present, on the E. I. Railway, these
 3 P.M. carriages are becoming popular, and the demand is more than the supply. I know of several instances in which the tourist cars could not be had on application. I put a question also a few days ago, and I was given a reply that the construction of more cars is under consideration. I hope some more of these cars will be put on the line at an early date on the E. I. Railway. I would like to make a suggestion in this connection. The present tourist cars are for carrying 38 passengers. That is a big number. If it is possible to make a tourist car for 25 persons, I think the demand for these cars will be great, and the railways will benefit by such experiment.

The Honourable Sir Muhammad Zafrullah Khan: On the same scale of charges, or does the Honourable Member want the charges also to be increased?

Babu Baijnath Bajoria: If necessary, there may be an extra charge of a few rupees. Even at the present time, for these tourist cars we have to pay Rs. 10 per day extra besides the third class tickets. I suggest there may be smaller carriages. You can also make an extra charge of Rs. 10 for 25 persons.

Another point is about the fans. My friend, Maulana Shaikat Ali, also wanted fans to be provided in the third class compartments, but he did not make any suggestions. I would suggest this. At present, there are two fans in the second class and two in the first class compartment. One fan might be taken away from each compartment and provided in the intermediate and third class compartments. Similarly, lights may be reduced in first and second class compartments and increased in the lower classes. As a higher class passenger, I am surrendering some of my rights. Also too many lights are bad, especially to my friend, Dr. Banerjea, who had an operation recently.

[Babu Baijnath Bajoria.]

Another point is about the certificates from guards. This question came up when the Ticketless Traveller Bill came up, and I said that day that it would be very difficult for third class passengers to get certificates from guards. Instead of certificates, they will get kicks. I can speak from personal experience from an incident which happened only day before yesterday. Some relations of mine came from Calcutta, they were going to Sujangarh. They had 12 intermediate class tickets with them, and there was no intermediate class accommodation in the B., B. and C. I. Railway train from Delhi to Sujangarh. The booking clerk at Howrah made a great mistake in giving them intermediate class tickets knowing that there was no intermediate class accommodation on the B., B. and C. I. Railway. When these relations came to Delhi, I personally went to the ticket collector and said that, as there was no intermediate class accommodation, they were travelling by third class, and I asked him to give me a certificate, so that they can claim refund for the journey from Delhi to Sujangarh. The ticket collector was very courteous, but he said that he had no power to sign the certificate and asked me to go to the guard. The guard absolutely refused to sign and said that he had no authority to sign it at this station, but that if it were a way side station, he could do so. He asked me to go to the Station Master who, however, told me that he could not sign it and asked me to go to guard. He sent a man with me, and, even then, the guard refused to sign it. I did not get a certificate.

An Honourable Member: Where was the time for all this?

Babu Baijnath Bajoria: The train came here at 8 o'clock and left at 10. They knew that I was a Member of the Assembly, and still I could not get a certificate, either from the guard or the station master. If I could not get a certificate, you can well realise how it would be possible for a simple villager travelling in third class to get a certificate in a way side station where the train stops only for a few minutes. If the Honourable Member for Railways wants to verify this, he can do so. It is put down in the diary of the station master. It was day before yesterday by the 13 Up train. I have seen this particular train for the last five or six days, and I have always found this to be very very overcrowded. This is the train which goes from here to Bikaner and other places.

Mr. Deputy President (Mr. Akhil Chandra Datta): The Honourable Member has only two minutes more.

Babu Baijnath Bajoria: I will finish now. It is for the Railway Member to see for himself whether this train is usually overcrowded or not. I would ask the Railway Member to put in another train on this line. With these few remarks, I support the motion.

Sir Abdnl Halim Ghuznavi: Mr. Deputy President, I have listened to my Honourable friend, the Mover's speech. The picture that he gave this morning would have been appreciated if he had given it 20 years ago. That is not the picture today. I have every sympathy for the third class passenger, and I agree that everything ought to be done to remove his grievances. It must be said to the credit of the railways that they are daily improving the conditions of the third class passengers.

An Honourable Member: What improvements have been made today?

Sir Abdul Halim Ghuznavi: More improvements have been effected today than what was done years ago. Sir, I have been a constant traveller on the various sections of the railways, particularly the E. I. R., the B. N. R. and the G. I. P. Those are the three railways on which I constantly travel in connection with my business, and in every big station, since the last fourteen years, I have made it a point to get down and to find out what were the difficulties which were experienced by the third class passengers. (*Voices: "Oh, oh!"*) It is no use crying "Oh, oh,"—just listen to me. Since my return to this Assembly, I have been always elected to the Railway Standing Finance Committee, and my desire has always been to bring to the notice of the Chairman of that Committee all that had been noticed by me during my travels. Every time when I come to Delhi, I get down at every big station to see how things are run.

An Honourable Member: Don't you sleep?

Sir Abdul Halim Ghuznavi: I know the time table very well.

Now, Sir, years ago, there were many third class carriages which did not even have a latrine. Sir, I do not think that that can be said today, excepting on a very few small lines which run for short distances. Then, as the Honourable the Railway Member has told us about the B. and N. W. Railway, well, they have promised that when they reconstruct those third class carriages, they will see that latrines were provided. Sir, overcrowding, years ago, was the order of the day. A periodical census is now-a-days being taken in every railway, and it is placed before the members of the Advisory Committee. The Honourable the Railway Member has very kindly instructed all the railways that, whenever they place those important papers before the Local Advisory Committees, they should invite the members of the Standing Finance Committee on Railways also to participate at those meetings. We were shown the results of some of these censuses, and on the B. N. R., only once, I think, there was a serious overcrowding, and that was a time of a big marriage party travelling in the train without their giving any notice that they would come—a party of about two hundred passengers. That shows that there is hardly any overcrowding now. (*Laughter.*)

Babu Baijnath Bajoria: Come with me, and I will show you how things are.

Sir Abdul Halim Ghuznavi: My friend says "come with me". He travels between Calcutta and Delhi. His servants had trouble and inconvenience travelling in the servants' compartment. Well, on the E. I. R., they give you two servants' tickets for one single first class ticket, so that being so, these servants' compartments may be somewhat crowded, but even then, I understand, there is no overcrowding in the sense that they do not get sitting accommodation, but they want sleeping accommodation. (*Interruptions.*)

Mr. Deputy President (Mr. Akhil Chandra Datta): Let the Honourable Member address the Chair.

Sir Abdul Halim Ghuznavi: Now, Sir, the recent introduction of the reservation of third class seats is a great improvement, and much credit is due to Mr. Bell, the Agent of the E. I. R., and Mr. Misra, because, at the beginning, they were very hesitant as to whether that would be the proper thing to do. It has run very successfully, and we find that it is appreciated by the third class travelling public.

Mr. Muhammad Azhar Ali: Is it your argument that third class passengers have no grievances?

Sir Abdul Halim Ghuznavi: That is your argument, not mine. That system has also been introduced on the E. B. R., and the Railway Board, I understand, are trying to induce other railways also to introduce that system. I am told also that it will shortly be introduced on the N. W. R.

Sir, there was again another grievance that the latrines are too small and that it was difficult for a fat man to get into the latrines. Well, that is being improved also. I have with me these Local Advisory Committees' Reports, and there it is shown what improvements have been made regarding third class compartments and their latrines. (Interruptions.)

Mr. Deputy President (Mr. Akhil Chandra Datta): The Honourable Member is not giving way. The Honourable Member had better address the Chair.

Sir Abdul Halim Ghuznavi: Then, we heard the story about bugs and mosquitoes in third class compartments. Well, I think we all feel the bite of the mosquitoes in our own houses too. (Laughter.) An Honourable Member suggested the construction of smaller third class compartments, in order to save overloading, and so on. That does not help at all. Bigger compartments give more ventilation than smaller compartments. The Honourable the Mover was very anxious to get the third class passengers good sound sleep, and, therefore, he was anxious that third class passengers, as is the case with first and second class passengers, should be able to switch off the light to enable them to sleep. He forgot that as soon as that is done (*An Honourable Member:* "There will be murder."), there will be not only murders, but rapes and all sorts of things. Speaking for myself, I can never sleep without a light. I agree with my friend, Mr. Bajoria, that the Railway Member might well see whether he can reduce the reservation fee from four annas to two annas. That will certainly make it more reasonable for third class passengers to get their seats reserved. His second point was that all the carriages were not reserved. That cannot be done for the simple reason that carriages, which are not reserved, are kept for the intermediate stations. It is not possible to know at the terminus station what will be the number of passengers at the intermediate stations.

Babu Baijnath Bajoria: Even in the reserved compartments at wayside stations passengers get into those compartments. Those reservations hold good only for the station at which those reservations take place.

Sir Abdul Halim Ghuznavi: Very well: I stand corrected. Nevertheless, the fact remains that by reservation they get that amount of comfort, namely, a reserved seat until they get down at their destination. With these remarks, I support the motion.

Mr. S. Satyamurti: I move that the question be now put.

Mr. Deputy President (Mr. Akhil Chandra Datta): The Chair finds there is no other Member who wishes to speak, and, therefore, the Chair need not put the question. Sir Muhammad Zafrullah Khan.

The Honourable Sir Muhammad Zafrullah Khan: Sir, we have, in the course of this debate, ascended from questions of high politics to practical questions that affect the comfort and convenience of by far the largest section of those who use the Indian railways. I am sure, Honourable Members need not be told that there is very little difference between them and me on this matter, and that little difference consists in this that it is difficult always to accept in its entirety an extreme view of facts. Allowing for that and treating some of the matters mentioned as extreme illustrations of the points that Honourable Members have been trying to make, it may be possible to meet the wishes of Honourable Members in principle at any rate. The principle is this, that a great deal still requires to be done to secure to lower class passengers the minimum standard of comfort which ought to be provided for them, and I hope that we shall continue steadily to progress towards the achievement of that ideal. A second difference is that I regret I am unable to accept the principle of the multiple of 13 that has been pressed upon me by Mr. Joshi. I am afraid the acceptance of that principle in practice would lead to a good many absurdities, and I shall select an illustration from what Mr. Joshi himself mentioned. He will, of course, not accept the illustration that I mentioned while he was speaking, namely, that if he wants the multiple of 13 to be accepted in everything, then he will expect the trains that carry third class passengers, to run 13 times faster than those that carry higher class passengers. But he did refer to lavatory accommodation and said that a first class compartment which is meant for 12 passengers has one lavatory, and large third class compartments accommodating, say, sometimes 30 or 40 passengers have also only one. Now somebody may get up on the other side and say that a first class passenger on the average pays as much as eight times or six times the fare paid by a third class passenger, and that, therefore, 12 first class passengers ought to have as much lavatory accommodation as 96 third class passengers are allowed. I agree that this would be another extreme demand from the opposite side. All these things have to be sensibly co-ordinated. But let us agree upon this that more money should be spent, as it becomes available, upon providing additional comforts for lower class passengers.

Mr. S. Satyamurti: When?

The Honourable Sir Muhammad Zafrullah Khan: Now and as time passes. Upon that principle, there can be no difference. Another point of difference is that some Honourable Members, while stressing some of the inconveniences and discomforts from which this class of passengers still continues to suffer, have said that nothing has been done in recent years in that respect. If by that they mean that sufficient has not been done, there may not be much difference of opinion, as I have already said that a great deal still remains to be done. But if they mean exactly what they say, I am afraid, I differ from them, and, on that point, perhaps, it may be useful to draw the attention of Honourable Members to what is being

[Sir Muhammad Zafrullah Khan.]

done. It may be that all Honourable Members are not aware of the details of what is being attempted. I had promised details to the House during the general discussion and during the discussion on one of the earlier demands, and to some of these I might draw their attention at this stage. I have already mentioned some matters in connection with the B. and N. W. Railway, and I need not repeat those, but I may invite the attention of Honourable Members to some matters with regard to one or two other railways. Take the G. I. P. Railway. This is what the Agent has said with regard to some of the matters that Honourable Members have mentioned:

"The imperative need that the G. I. P. Railway staff shall show consideration, courtesy and helpfulness to third class passengers has long been recognized by this Administration. Those members of the staff who fail to show consideration and courtesy are subjected to severe disciplinary measures. In order that this important part of the duty of the staff of this railway shall be constantly before the staff, special notices are issued in the 'G. I. P. Railway Weekly Notices'."

Some of these I shall read to Honourable Members later on. I have got specimen notices with me:

"These weekly notices are seen by all station staff, by guards and in fact by all members of the staff who come into contact with passengers. For the last two years, the G. I. P. Railway has issued a calendar on which is given a special message to the staff each day."

I have got the calendar here, and to some of the specimen messages also I shall draw the attention of the House:

"In every issue of the G. I. P. Railway half yearly time table and of the monthly time table, prominence is given to the subject of complaints. In order to discourage the giving of gratuities, a printed notice is under preparation and when ready will be exhibited near, or in, all offices to which the public normally have access. It is proposed further to exhibit at stations a notice regarding complaints in English and the vernaculars, indicating to whom they should be sent with the address of the officer concerned. In order to test the behaviour of the staff, a Traffic Probationer of this railway, disguising himself as a cultivator travelled in the third class over a considerable portion of the Jhansi division. This method of testing the behaviour of the staff will be continued. Strict orders have been issued for the thorough cleaning of latrines and for the sweeping out of carriages *en route* but considerable difficulties are encountered through passengers refusing to permit sweepers to enter their compartments. The general appearance and cleanliness of third class waiting halls has considerably improved of late. Improved latrine plates have been designed to ensure greater cleanliness and some of these are now under trial. Third class carriages with compartments of various sizes are under trial and public opinion is being obtained. Strong upper bunks in third class carriages for luggage or sleeping have been provided in many coaches, and endeavours are being made to design a more comfortable back rest and seat for third class carriages. Several designs are now being tried out in service and the opinions of the public are being obtained. Improvements have been made in two more third class tourist cars so as to provide more washing places, lavatories, a separate kitchen and a ladies' compartment."

Mr. M. S. Aney (Berar Representative): What is the way in which opinion is being invited on all these matters? We have not heard of anybody being consulted.

The Honourable Sir Muhammad Zafrullah Khan: That I can ascertain, if the Honourable Member so desires. I have no reason to doubt the assurance of the Agent. If the Honourable Member has any suggestion to make, I will have it conveyed to the Agent.

An Honourable Member: What is the earliest date when third class passengers are expected to use these improved class of carriages?

The Honourable Sir Muhammad Zafrullah Khan: These improvements have been effected in some of the carriages that are being used at present:

"Every endeavour has been made during rush periods to provide additional third class carriages on more popular trains and duplicate trains have been run when necessary."

Honourable Members will observe that almost every point that they have raised is dealt with in this note:

"At those stations where the number of passengers does not warrant the provision of special staff for the issue of tickets and where in the past the booking of tickets ceased on the arrival of the train, orders have now been given to provide for the booking of passengers up to the departure of a train, so far as the time of the available staff permits. The reservation of seats by third class passengers has been introduced experimentally by one train between Bombay and Poona. Though the public have not responded to this experiment so well as was hoped, the reservation of seats in the third class is being extended to the Madras Express between Bombay and Madras."

Then, there are several other matters which do not affect the third class passengers to the same degree as those that I have mentioned. The note then continues:

"It is anticipated that third class passengers will greatly appreciate the speeding up of the Bombay Poona mails. The down train now does the run in 3½ hours and the up train in 3 hours and 25 minutes, a saving of 40 and 28 minutes respectively. It is hoped in the near future to speed these trains up still further, in spite of the numerous halts that are required by the public."

Before I read out to Honourable Members some of the weekly notices and messages, I might perhaps tell them what is being done on the North Western Railway.

Mr. N. M. Joshi: It is all in the report; most of it.

The Honourable Sir Muhammad Zafrullah Khan: Very few Honourable Members take the trouble of reading what is contained in the Report with as much care as Mr. Joshi does. Special cheap fares have been introduced on various sections of the North Western Railway, sometimes the fare being as cheap as 1½ pies per mile.

An Honourable Member: That is only to compete with motor lorries.

The Honourable Sir Muhammad Zafrullah Khan: Do Honourable Members object to competition of that kind:

"Special facilities and concessions are allowed for small excursion parties travelling in a reserved carriage for distances over 1,000 miles. Through booking is made of all classes of passengers on rail-cum-road return tickets from 17 stations on the N. W. R. Mela passengers are carried from certain points in the cities of Amritsar and Lahore to the railway stations by road at an inclusive charge covering road and rail transport to mela centres."

Several other similar facilities have been introduced:

"With a view to assist passengers seeking information at stations, certain members of the station staff have been supplied with red armet bands marked 'Enquiries' and it is their duty to furnish all passengers with any information they may need. These are selected men and they have special instructions to attend to the needs of third class passengers. The notification at Fly page iii of the Time and Fare Table shows the names of stations where these men are posted. From November, 1936, 39 additional stations have been included in the list. Seats can be reserved for Inter and Third class passengers from Lahore by 8 Down Karachi mail and 76 Down Dehra Dun passenger and from Karachi City by 7 Up mail on payment of a fee of four annas per seat."

[Sir Muhammad Zafrullah Khan.]

While I am on that, I may inform my Honourable friend, Mr. Aney, who was anxious to get the information from Sir Abdul Halim Ghuznavi that on all the four State-managed Railways, the experiment of reserving third and intermediate class seats has been started from Howrah, Sealdah, Victoria Terminus and Lahore, but at this stage it is only an experiment. We have got to find out what difficulties might arise in this connection and how they might be overcome and, as those difficulties are overcome, the experiment will be extended. As regards the reservation fee, I might say that when the system can be generally adopted and begins to be a normal feature, I am quite sure, the question of reducing the fee from four annas to two annas will be sympathetically considered.

Mr. Sri Prakasa (Allahabad and Jhansi Divisions: Non-Muhammadan Rural): How much seating accommodation is provided?

The Honourable Sir Muhammad Zafrullah Khan: About as much as the Honourable Member is occupying in this Chamber:

"Separate compartment for non-smokers have been provided on certain trains as an experiment on the N. W. Railway."

This has been done, because it was suggested that there are large numbers of Sikh passengers on the North Western Railway who object to smoking in ordinary carriages, and their suggestion was that certain carriages might be reserved for non-smokers:

"Turn over catches have been provided in ladies compartments of all intermediate class carriages as an extra precaution for protection of ladies. Ladies figure heads on zenana intermediate and third class compartments are being illuminated, so that at night the compartment might be more easily identified. To provide fast through service for third class passengers on Delhi-Lahore section.

[At this stage, Mr. President (The Honourable Sir Abdur Rahim) resumed the Chair.]

—This will meet another point which Mr. Joshi raised—

"two bogie thirds were arranged to run between these stations by 130 Up/5 Mail and 6 Down mail/140 Down from 1st October 1936. Lavatories of a number of lower class carriages have been enlarged and generally improved including the provision of a small shelf and electric lights; also commodore have been replaced with floor pans in latrines of inter class carriages. Special arrangements have been made to clean the lavatories of all classes of carriages on running trains during the early hours of the morning. A fixed programme has been issued for attention to lavatories at stations where the halt of the train and the station facilities permit of this. General improvements in carriages such as provision of hat pegs and reduction in the length of central longitudinal seats in inter and third class carriages, replacing canvas covered cushions by imitation leather and conversion of existing centre double seats into single seats in inter class carriages, are being arranged.

Complaint books have been provided on 7 Up and 8 Down Karachi Mails for the use of all classes of passengers and are in charge of the Conductor Guard. Notices drawing passengers' attention to their provision are put up in every compartment of all carriages forming part of normal composition of these trains."

And, so on. From these notes it will be sufficiently clear to Honourable Members that something is being done in almost every direction on the various railways to mitigate the discomforts and inconveniences from which lower class passengers suffer in the course of a railway journey.

Pandit Nilakantha Das: Anything about Company-managed Railways, such as the Bengal Nagpur Railway?

The Honourable Sir Muhammad Zafrullah Khan: I have had reports sent up from all railways, but, I am sure, Honourable Members would not wish me to go on reading from these reports for the next two hours.

Pandit Nilakantha Das: Have instructions been issued to them?

The Honourable Sir Muhammad Zafrullah Khan: I have informed the House,—I do not know whether the Honourable Member was then present in the House,—that on at least three occasions I have had long conversations with all Agents and senior officers of class I railways, Company-managed as well as State-managed, concerning all these matters, and, I am sure, that every one of them is trying out some method or the other to minimise the factors to which I have already made reference.

Perhaps Honourable Members will be interested in the kind of daily message that is printed in this calendar which is supplied to all railway stations over the Great Indian Peninsula Railway:

1st January.—COURTESY COSTS NOTHING: IT PROMOTES GOOD FEELINGS.

2nd January.—COURTESY CONCILIATES PASSENGERS: IT PREVENTS UNPLEASANTNESS."

(Cries of—"Copy-book maxims", "Oh, stop this joke!", etc.).

If this sort of thing is before everybody day after day, they are bound to feel that what is expected of them is courtesy and helpfulness.

4th January.—THE ILLITERATE THIRD CLASS PASSENGER NEEDS YOUR AID AND GUIDANCE."

An Honourable Member: What is today's message?

The Honourable Sir Muhammad Zafrullah Khan: If the Honourable Member will give me some time, I can get out today's message for him.

31st January.—MOST OF YOUR PAY COMES FROM THIRD CLASS PASSENGERS: THEY ARE ENTITLED TO YOUR HELP AND ASSISTANCE."

Mr. S. Satyamurti: Your pay comes from the poor people of India!

The Honourable Sir Muhammad Zafrullah Khan: So do the allowances of Honourable Members on the opposite side!

Mr. S. Satyamurti: Well, we do our duty.

The Honourable Sir Muhammad Zafrullah Khan: I also do all that is possible for me; I can assure Honourable Members as to that.

Then, I have before me a notice from the South Indian Railway pointing out three instances, where courtesy or helpfulness were lacking on certain occasions and drawing the attention of all their staff to these instances, and pointing out to them that they must show greater courtesy and helpfulness towards passengers. I am told that, in a meeting of all

[Sir Muhammad Zafrullah Khan.]

senior officers of this railway, the suggestions that were put to Agents on the different occasions that I have had to talk to them were put before them in detail. Here is a bundle of weekly notices issued to all staff over one particular railway in which attention is drawn to almost every aspect of the various questions affecting goods traffic and passenger traffic, more particularly the third class passengers to which Honourable Members have drawn the attention of this House. So that, both on the side of making improvements in the accommodation and facilities and amenities, and also on the side of taking action to impress upon those who come in direct contact with lower class passengers, the need of greater helpfulness and courtesy, it is recognised that things are in need of improvement; and actual improvement is being effected. If the object of this cut is to impress upon Government that they must continue to do all that is possible and impress upon those who have to deal with this matter the necessity of watching these matters, of being more courteous and more helpful, of providing greater comforts, and the need of spending more money for the comforts of passengers, I am at one with Honourable Members. More than that I am unable either to promise or to perform. I hope, Sir, that this will meet the wishes of Honourable Members in this matter altogether.

Mr. President (The Honourable Sir Abdur Rahim): The question is:

"That the demand under the head 'Railway Board' be reduced by Rs. 100."

The Assembly divided:

AYES—53.

Aaron, Mr. Samuel.
Aney, Mr. M. S.
Asaf Ali, Mr. M.
Ayyangar, Mr. M. Ananthasayanam.
Azhar Ali, Mr. Muhammad.
Bajoria, Babu Baijnath.
Banerjee, Dr. P. N.
Bhagavan Das, Dr.
Chaliha, Mr. Kuladhar.
Chattopadhyaya, Mr. Amarendra Nath.
Chettiar, Mr. T. S. Avinashilingam.
Chunder, Mr. N. C.
Das, Mr. B.
Das, Mr. Basanta Kumar.
Das, Pandit Nilakantha.
Datta, Mr. Akhil Chandra.
Desai, Mr. Bhulabhai J.
Essak Sait, Mr. H. A. Sathar H.
Gadgil, Mr. N. V.
Ghiasuddin, Mr. M.
Ghulam Bhik Nairang, Syed.
Giri, Mr. V. V.
Hans Raj, Raizada.
Hosmani, Mr. S. K.
Jedhe, Mr. K. M.
Jehangir, Sir Cowasji.
Joshi, Mr. N. M.

Kailash Behari Lal, Babu.
Maitra, Pandit Lakshmi Kanta.
Malaviya, Pandit Krishna Kant.
Mudaliar, Mr. C. N. Muthuranga.
Muhammad Ahmad Kazmi, Qazi.
Murtuza Sahib Bahadur, Maulvi Syed.
Paliwal, Pandit Sri Krishna Dutta.
Pant, Pandit Govind Ballabh.
Parma Nand, Bhai.
Raghubir Narayan Singh, Choudhri.
Raju, Mr. P. S. Kumaraswami.
Ranga, Prof. N. G.
Saksena, Mr. Mohan Lal.
Santhanam, Mr. K.
Satyamurti, Mr. S.
Sham Lal, Mr.
Shaukat Ali, Maulana.
Sheodass Daga, Seth.
Singh, Mr. Ram Narayan.
Sinha, Mr. Anugrah Narayan.
Sinha, Mr. Satya Narayan.
Sinha, Mr. Shri Krishna.
Som, Mr. Surya Kumar.
Sri Prakasa, Mr.
Umar Ali Shah, Mr.
Varma, Mr. B. B.

NOES—44.

Abdul Hamid, Khan Bahadur Sir.
Ahmad Nawaz Khan, Major Nawab Sir.

Aikman, Mr. A.
Anderson, Mr. J. P.
Bajpai, Sir Girja Shankar.
Bansidhar, Rai Sahib.
Bhide, Mr. V. S.
Buss, Mr. L. C.
Chanda, Mr. A. K.
Chapman-Martimer, Mr. T.
Craik, The Honourable Sir Henry.
Dalal, Dr. R. D.
D'Souza, Mr. F.
Fazl-i-Haq Piracha, Khan Bahadur Shaikh.

Ghuznavi, Sir Abdul Halim.
Gidney, Lieut.-Colonel Sir Henry.
Griffiths, Mr. P. J.
Grigg, The Honourable Sir James.
Hudson, Sir Leslie.
James, Mr. F. E.
Jawahar Singh, Sardar Bahadur Sardar Sir.
Lalit Chand, Thakur.
Mehta, Mr. S. L.

Menon, Mr. K. R.
Metcalf, Sir Aubrey.
Mudie, Mr. R. F.
Mukherjee, Rai Bahadur Sir Satya Charan.
Nagarkar, Mr. C. B.
Naydu, Diwan Bahadur B. V. Sri Hari Rao.
Rajah, Raja Sir Vasudeva.
Rau, Sir Raghavendra.
Roy, Mr. S. N.
Sale, Mr. J. F.
Sarma, Sir Srinivasa.
Scott, Mr. J. Ramsay.
Sher Muhammad Khan, Captain Sardar Sir.
Sircar, The Honourable Sir Nripendra.
Slade, Mr. M.
Thorne, Mr. J. A.
Tottenham, Mr. G. R. F.
Verma, Rai Sahib Hira Lal.
Witherington, Mr. C. H.
Yakub, Sir Muhammad.
Zafrullah Khan, The Honourable Sir Muhammad.

The motion was adopted.

Indianisation of Railway Services.

Syed Ghulam Bhik Nairang (East Punjab: Muhammadan): Sir, I beg to move:

“That the demand under the head ‘Railway Board’ be reduced by Rs. 100.”

The subject which I am going briefly to discuss during the course of my remarks is one to which it is not for the first time today that the attention of the House is being called. I think, during the debates on the railway budget in 1935, it was my Honourable friend, Mr. Aney, who moved a cut motion in almost precisely the same terms as mine today, and, after a detailed discussion, the motion was carried by an overwhelming majority. It is now two years since that motion was carried, and we find that we are still under the necessity of inviting the attention of Government to that most important subject. It appears that cut motions, even when carried, are treated as more or less providing an opportunity, as the phrase goes, of ventilating grievances. I would submit that that is not the right spirit in which these cut motions and the decisions of this Honourable House thereon should be treated. They ought to be treated more seriously, if not more respectfully, and action to redress the grievances, which are supposed to be merely ventilated, should be taken at the earliest opportunity.

Now, the circumstances which very naturally attract one's thoughts in the direction of a need for the Indianisation of the railway services are very obvious. The Honourable the Commerce Member stated in the opening portion of his speech on the present railway budget that, in the year 1935-36, a deficit budget was presented indicating a deficit of two crores.

[Syed Ghulam Bhik Nairang.]

In the succeeding year, when the present Commerce Member had succeeded the Honourable Member who had presented the former budget, there was another deficit budget, putting the deficit at Rs. 4½ crores. No doubt, in presenting that budget, the present Commerce Member could not be held responsible for much of that deficit, because he had then just succeeded to that portfolio and was practically dealing with an inheritance. And this year he has presented a more hopeful budget indicating a surplus of 15 lakhs. In all fairness, a good deal of credit is due to him for having managed the affairs of the railways successfully during the last year, and although the surplus indicated in his budget speech is, after all, a small one, it is a surplus all the same, and he does deserve our congratulations and appreciation on that account. But while paying him this well deserved compliment, one cannot shut one's eyes to the most unsatisfactory way in which the finances of the railways have been managed. Sir, reading through the speech of the Honourable the Commerce Member, one finds that there is a good deal of technical matter discussed in it. We are told about a new accounting system, a new allocation system of the railway finances, and we are told that matters could not have been better than what they have been, but the question still remains, whether, from a commonsense point of view, in a concern in which we have sunk crores upon crores of rupees, we get enough after all the laborious work extending over a whole year. And what is this 15 lakhs profit? It is an insignificant figure. Why cannot things be improved? Why cannot the concern be run on more profitable lines? These are questions which naturally arise in the mind of every man who looks at the matter from a commonsense point of view. There is no doubt, you have a very elaborate system of accounting; the earnings and the expenditure appear to be very well looked after and very carefully accounted for, but what is the reason for small profits after so much care and scrutiny exercised over the accounting system? Why cannot you produce a better state of financial solvency? Sir, it would seem that things are managed under the influence of certain prepossessions and pre-conceived notions, of certain vested interests which have to be conceded in any case, and if, after making all those concessions in favour of those vested interests, a profit accrues, then it is welcome, otherwise many apologies are placed before the House and the country is told to wait for better times in future. It appears that the real cause of these small returns is being ignored, but, as far as one is able to see, one of the causes is the neglect of an early, speedy and more complete Indianisation of the railway services, because, really, all the railway deficits or the small returns are due to much heavier expenditure than we ought to incur. It is all very well to talk of a rise in the income from passenger traffic or from goods traffic and all that, but as long as the expenditure remains what it is, there can be no hope of an improvement in the finances of the railways, or, for that matter, of any concern which overlooks the difference between its income and its expenditure. Everybody knows that one has to cut one's coat according to the cloth that is available, but the fashion with the Government is to cut the whole cloth for the body of the coat without reserving anything for sleeves or other parts of the coat, and then run into debt, and, in that way, add to the deficits every year. I submit, Sir, that unless the principles which were advocated by various committees and commissions in regard to Indianisation are carried into effect, we cannot expect the railways to earn profits. This matter, Sir,

was exhaustively considered by the Lee Commission in 1924, and, at page 23 of their Report, one finds this under the head "State Railway Engineers—Superior Revenue Establishment, State Railways":

"We understand from the evidence placed before us that the present rate of recruitment (taking an average over the departments as a whole) has been designed with a view to securing, as soon as practicable, a cadre of which, out of every 100 officers, 50 shall have been recruited in India and 50 in Europe. The date at which this cadre may be reached is, we are informed, dependent on the provision of adequate training facilities in India. Measures with that end in view were advocated by the Islington Commission and we are informed that facilities have already been provided to a limited extent. We are strongly of the opinion that the extension of the existing facilities should be pressed forward as expeditiously as practicable up to 75 per cent. of the total number of vacancies in the railway departments as a whole, the remaining 25 per cent. being recruited in England.

As regards the remaining Central Services, recruitment should be at the discretion of the Government of India."

This was the principle laid down, but it appears that the proportion of recruitment laid down in that Report has not been attained, in fact it would appear that the rate at which Indianisation has progressed is hopelessly less than what it ought to have been. I have not been able to ascertain correctly the exact figures, but I take it that my Honourable friend, Pandit Govind Ballabh Pant, was not far wrong when he mentioned yesterday that it was between two and three per cent. . . .

The Honourable Sir Muhammad Zafrullah Khan: I thought that the Honourable Member had said the progress of Indianisation was about three per cent. a year.

Syed Ghulam Bhik Nairang: I accept the correction; I forgot to mention the words "a year".

Then, Sir, I have already said that Indianisation is in the interests of economy. I have got before me a copy of the Administration Report of the Indian Railways for the year 1935-36. At page 7 of that Report, Volume I, paragraph 14, we have a heading,—“Steps taken to improve earnings and to reduce expenses,” and then we have:

“Railways have continued to explore the possibilities of increasing earnings and reducing working expenses. The following important steps were taken by railways during the year with a view to increasing earnings:

- (i) Introduction of special rates and fares where necessary and greater precision in the analysis of changes in rates and fares.
- (ii) Adjustment of rates and fares to meet road competition and to attract traffic to railways. This measure is reported to have resulted in additional earnings of about Rs. 3½ lakhs on the Assam Bengal and Eastern Bengal Railways.
- (iii) Appointment of canvassers for attracting traffic to railways and special arrangements for quick and safe transport of particular goods.
- (iv) Elimination of inter-railway competition which keeps down the rates on the connected railways.
- (v) General improvement of the services offered by railways to the public to counter, as far as practicable, the facilities offered by lorries.
- (vi) Arrangements intended to secure quotation of firm rates at forwarding stations.
- (vii) Special test checks of weights and declarations of goods consignments.
- (viii) Adoption of measures to prevent road lorries overloading to reduce unfair competition.

[Syed Ghulam Bhik Nairang.]

Besides 'Job Analysis' under which the savings effected on the more important railways are enumerated in paragraph 13, the following further steps, amongst others, were also taken by railways with a view to effecting savings :

- (i) Examination of handling rates at stations. An estimated saving of Rs. 20,000 was effected on the Assam Bengal Railway.
- (ii) Introduction of rail cars on certain sections of the Madras and Southern Mahratta Railway, the operating cost of which is 25 per cent. of that of steam trains.
- (iii) Introduction of single control of train examinations at joint stations.
- (iv) Use of less expensive wood for carriages.
- (v) Amalgamation of certain running sheds.
- (vi) Closing down of the locomotive workshop at Bangalore (Madras and Southern Mahratta Railway)."

These were the steps, according to the Report, which were taken to increase earnings and to reduce expenditure.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member has two minutes more to finish his speech.

Syed Ghulam Bhik Nairang: One is simply disappointed to find that among all these various devices adopted to ensure better earnings and to reduce expenditure, there does not appear to have been any attempt at reducing the fat salaries of officers serving in the higher services of the Railway Department. We know that, not only cuts in pay, but retrenchment of a very large number of Indians getting insignificant salaries as compared with the salaries drawn by the members of the higher services, most of whom are Europeans, have taken place. A very large number of people have been thrown out; cuts have been imposed; grades have been reduced; but the higher services have been left intact. Unless the higher services are also touched and the axe is applied there, there can be no reasonable hope of reducing expenditure, and unless expenditure is reduced, it is absolutely useless to lament the fall in earnings. Earnings may fall, or earnings may rise, but it is expense which has to be controlled, and one great thing to control expenditure is the larger employment of Indians in the higher services, because that alone will bring down the top heavy expenditure of the railway administration. It is useless to say that duly qualified or duly trained capable Indians are not available. That argument has been exploded any number of times. Indians have justified their appointments in all departments of Government service. In all departments of public life, they have fully proved that they are capable of serving with credit to themselves and with profit to their country, and Indians are available. Why, judging from the details of work done by the Honourable the Commerce Member given by him in connection with the last cut motion,—I say that he is the best argument in favour of my cut motion. (Hear, hear.) If Indians of that stamp are available, why not appoint them in larger numbers, why not cut down the heavy expenditure due to the importation of highly paid officers from Europe? Sir, I move.

Mr. President (The Honourable Sir Abdur Rahim): Cut motion moved:

"That the demand under the head 'Railway Board' be reduced by Rs. 100."

Pandit Nilakantha Das: Sir, we have been speaking on this Indianisation year after year and time after time, but as my Honourable friend, Mr. Ananthasayanam Ayyangar, has suggested, we are simply begging something of this Government. It is a policy of mendicancy, or you may put it, like this: we demand that there should come concessions from Government. But that is not the way. I know that even in the matter of concessions, this Government are obdurate; they have their own way for reasons known to everybody. But if real Indianisation is to come, the whole principle, the basis, the criterion, the outlook of this administration should undergo a complete change. What is Indianisation? Indianisation means that in service, purchase, management, even in advantages and amenities to passengers,—in everything the administration should be Indian. The entire State should be an Indian State. If that is not the outlook, this kind of Indianisation will go on till Doomsday and still there will be no Indianisation.

When we ask for Indianisation, we are unfortunately in the habit of looking to income and expenditure of this administration to propose on that basis some reduction of pay, and appointment of some Indians. Sometimes, a few dozen clerks and peons or ticket collectors are appointed, and they are shown in the list. Perhaps my Honourable friend over there is just hunting out figures—those figures will be flung on our faces to show, “here is Indianisation”. But this is no Indianisation. This may be only a sop meant to satisfy our perverted appetite, for the time being. When once I asked a question whether purchases were being Indianised, I was given figures for purchasing articles, from wood and gravel even to broomsticks—all these are Indian purchases, so many crores of rupees, whereas all electrical appliances, engineering articles and locomotives, and even wagons and carriages were purchased from abroad. These foreign articles are, say, three crores, but from gravel to broomstick is worth five crores; therefore, there is Indianisation in purchase, that is, more and more Indian purchase than foreign import. We have not much construction now, but as new construction increases, figures in this manner of calculation will certainly show progressively increasing Indianisation, for you will have to use more sand and gravel for the new lines. The same principle holds good on all fours in service and other departments, and we are gradually getting accustomed to a groove of thinking in which the real perspective is getting blurred to be obliterated. The real outlook should be not that in our services we should have Indians but our service should be Indian. That is Indianisation. It is not sufficient merely to have a cut in higher salaries. That is not the way to approach the question. We should have our salaries adapted to the Indian conditions and Indian ways and standard of living. That is the only way to look at the thing. Europeans, if necessary, should come. (Mr. M. S. Aney: “What for?”) You know and I know and my friends over there know why they should still come. But let them come on our terms. We may even give them high salaries when we require them on their terms. But the present system should go. The present high salaries have a painful history behind them. No body ever questions whether they are necessary today, but they are continuing. We are demanding that Indians should be put in those highly paid positions, as if that were Indianisation. Say, a European was drawing Rs. 8,000 per month. In our Indianisation, we want an Indian there. One or two such posts are given to Indians as a sop. The concession probably

[Pandit Nilakantha Das.]

gladdens us. What Indianisation is this? This is not at all Indianisation. This is merely Europeanisation of Indians.

The Honourable Sir Muhammad Zafrullah Khan: When Indians are placed in higher positions, they begin to take coffee.

An Honourable Member: Something stronger also.

Pandit Nilakantha Das: We do not see the danger of this, and the Government perhaps chucles. I raised this aspect of the question in this House on some former occasion. I said that the pay, pension and other allowances of our servants should be adapted to the Indian conditions and Indian standard of living. People laughed at me as if that was no Indianisation at all. But if we simply put Indians in the position of Europeans, as is being done today, this administration will go on like this. In spite of Indians being there, we shall have no Indianisation.

Let me give an illustration. Take the restaurant cars and refreshment rooms. Are they Indian in spite of the fact that many of us use them and get comforts? As regards the Bengal Nagpur Railway, myself and my friend, Mr. Giri, gave a note to the Honourable the Commerce Member who is the President of the Central Advisory Council for Railways, for we gave the note in a meeting of that body. In our note, there was definite calculation that from Indian refreshment rooms and stalls fees are realised to the tune of Rs. 70,000, and they are spent on European refreshment rooms. Should it be said that we should more and more use these European refreshment rooms and thus Indianise the railway refreshment arrangements? In fact, these European refreshment rooms are not shut out to Indians though they are maintained at the cost of the Indian tea stalls and sweetmeat shops. This is what happens in all walks of life as well as service, and in our Indianisation we are losing what is really Indian in us.

Once I asked the question as to what is being done to Indianise our services in pay and pension. I was shown some figures and rules. I was told that these are new scales of pay. Even so it is an eye wash, a make believe. There should be a thorough inquiry and a radical overhauling. The lowest services should get a living wage on the basis of Indian standard. There should be an irreducible minimum in wage just as it is in other countries, and in higher services. The pay should be fixed according to the standard in which gentlemen live in this country. The Congress has said already that it should be Rs. 500 a month. That is their estimate, rather that is our estimate, and we can show you that Indians with this pay can manage portfolios in the same manner in which our friends over there manage today. (*An Honourable Member:* "Even better".) It will be, of course, for there will then be life in it. But that is another matter.

There should be another criterion by which our Indianisation should be judged. Indianisation of service surely does not mean that Indians should be nursed and nurtured in slavery or merely drudge as accomplices in the exploitation of Indians. Nor does it mean that Indians should simply be pampered in patronage. But, what is happening? If you want a committee of experts, you have to go to England. If you have

to plan a bridge, you have to go to England. If you have to plan a railway station, you have no men here. In your workshops, technical skill is purchased from abroad. Is there any Indian technical expert in the service of the railways? You have run them for 70 years or more now. Is there any other country in the world where such a thing can happen? Have you got any technical expert worth the name anywhere? How many such key positions have you manned by Indians? Is this the way you are going to Indianise? Will this make our men manage their own house? I know, my friend will presently cite figures to prove his case by numbers and rupees; but I should like him to tell me what his figures say as to what has been actually done in making our railways Indian. How many technical experts have been trained or have been sent to foreign countries? How many covenanted service men are going to be replaced, and in what way. If you don't do that, your railways can never be Indianised till the end of time.

These are the two principles which must form the basis of Indianisation. One is to develop a comprehensive Indian outlook which should govern the system; the other is to make Indians feel that they are intelligent proprietors and can manage the entire business. The present method is a method of begging, of mendicancy, as if the railways are not ours, as if the property belongs to someone else who may give us a favour. You give us clerks and peons, and we are happy. You retrench workmen, and we complain. These are the ways in which Indianisation is proceeding. I again explain that two principles must be observed. First of all, your pay, pension and every such thing should be adopted to Indian conditions. The second is that in all technical and key positions, you should see to it that there are Indians and Indians alone in a reasonable number of years. If you want an expert committee, you should be sure that you can find it in India. Otherwise, Indianisation will never come. It will never come by patronising Indian industry by placing orders for 2,000 wagons a year, nor even by manning the railway authority by favouring pampered Indians.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member has only two minutes more.

Pandit Nilakantha Das: I have finished. I request my Honourable friend to give me information on these two points.

The Honourable Sir Muhammad Zafrullah Khan: Before the debate proceeds further, may I inquire whether the discussion on this cut must be concluded by 5 o'clock. If so, I must speak fairly early.

Mr. President (The Honourable Sir Abdur Rahim): The Chair does not know. This is the Independent Party's motion. What is the arrangement?

Sir Cowasji Jehangir (Bombay City: Non-Muhammadan Urban): The arrangement is that we must finish today, but if the House wants to continue with this discussion tomorrow, we shall certainly have no objection.

Mr. President (The Honourable Sir Abdur Rahim): The Chair takes it that it must be concluded today.

The Honourable Sir Muhammad Zafrullah Khan: Then, I must speak now.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Sir Muhammad Zafrullah Khan.

The Honourable Sir Muhammad Zafrullah Khan: Sir, the two Honourable Members who have spoken on this cut motion have adopted two different points of view with regard to this matter. The Honourable the Mover of this cut motion has looked at the matter from the point of view of economy. The Honourable Member, who followed him, has had quite a different state of affairs in his mind. I shall first take up the question of economy that has been raised.

I am afraid the greater part of the speech of the Honourable the Mover was directed towards other matters, matters of general policy, and he had very few observations to bestow upon this question of Indianisation. With regard to economy, may I draw his attention to certain figures. I am afraid this will offend the Honourable Pandit Nilakantha Das. I am, however, bound to draw attention to figures: I wish I could be absolved from the tyranny of figures, in which case I could meet on all points the wishes of Honourable Members opposite. But it is this trouble about figures, that one has to show certain results by the end of the year, that compels one to pay a certain amount of attention to them. One cannot get away from them. I have here an analysis of the wages bill of the railways, which shows how the wages bill is divided with regard to categories of staff. The pay bill of employees of the railways who get below Rs. 30 per mensem amounts to Rs. 8 crores; of those who are paid between Rs. 31 and Rs. 50, amounts to Rs. 6 crores.

Qazi Muhammad Ahmad Kasmi (Meerut Division: Muhammadan Rural): Can the Honourable Member give the number of people employed on each railway?

The Honourable Sir Muhammad Zafrullah Khan: I cannot, just now, but I could get it for the Honourable Member if he wants it. Between Rs. 51 and Rs. 100, Rs. 8 crores. Between Rs. 101 and Rs. 500, Rs. 7 crores. That makes altogether Rs. 29 crores. Very few Europeans are employed in any of these categories. In the last category, there may be a few—those who are doing their first and possibly their second year of service. So the whole of this amount is almost entirely paid to Indians.

Mr. M. Asaf Ali: Are not all these figures given in the Administration Report on page 57?

The Honourable Sir Muhammad Zafrullah Khan: I am taking them from the figures supplied to the Public Accounts Committee. Is the Honourable Member objecting that I should not quote them?

Mr. M. Asaf Ali: That is not my point. I notice that 1,856 persons get salaries amounting to about 3.22 crores, whereas 6,74,936 persons get only Rs. 33 and odd crores. The disparity is amazing!

The Honourable Sir Muhammad Zafrullah Khan: It will be noticed that no possible economy could be effected with regard to these Rs. 29 crores.

Quite the contrary. Pandit Nilakantha Das has suggested that the wages of the people in the lower ranks should be raised. I am not either accepting or contesting that principle; I am merely using this argument that there is no desire that the wages of people getting up to Rs. 500 a month should be cut down. Therefore, there is no scope for economy with regard to these 29 crores. There is no scope for economy with regard to it from the other point of view also, *viz.*, that there are scarcely any Europeans included in this part of the wages bill. Then, we come to the higher grades to which Mr. Asaf Ali has just drawn attention, though his argument is a different kind of argument altogether. I have noticed a tendency that Honourable Members will not get up and speak and put their arguments during the course of the discussion, but the moment I begin to reply, their counter-arguments begin to pour in.

Mr. M. Asaf Ali: I am awfully sorry, but I was taken away by one of the Members of the Government to discuss certain things, and that is why I did not happen to be in my seat, otherwise I would have taken my chance; and as the Honourable Member rose to reply, I could not possibly ask the Chair to allow me to speak.

The Honourable Sir Muhammad Zafrullah Khan: I am not making a grievance that the Honourable Member did not speak but surely I might be allowed to continue without interruption. I was not at the moment comparing salaries of officers with those of subordinate employees. Now, the total salary bill of the more highly paid officers was:

For those drawing between Rs. 501 to Rs. 1,000—Rs. 1½ crores,

For those drawing between Rs. 1,000 to Rs. 2,000—Rs. 1½ crores,

For those drawing between Rs. 2,001 and above—Rs. 50 lakhs,

making a rough round total of Rs. 3 crores. Out of this, approximately 40 per cent. would represent salaries paid to Indian officers.

Mr. S. Satyamurti: Only 40 per cent.?

The Honourable Sir Muhammad Zafrullah Khan: Roughly, that means another crore and twenty lakhs; that leaves you a crore and eighty lakhs, out of which to effect economies. Apart from the new scales of pay which will apply to everyone and which, in course of time, will enable the railways to make appreciable economies, I am unable to understand how much saving the Honourable the Mover of the cut motion suggests could be made by the substitution of Indians for all these European officers who draw this sum of Rs. one crore and eighty lakhs. Let us say, a saving of about Rs. 30 lakhs a year, and that can only come about gradually. Even the Honourable the Mover of the cut cannot possibly suggest that by some arrangement it may be possible tomorrow to dispense with all European officers on the railways and to replace them by Indian officers.

Mr. S. Satyamurti: Stop all recruitment immediately. That you can do.

The Honourable Sir Muhammad Zafrullah Khan: The suggestion is: stop all recruitment of Europeans and substitute Indians in place of Europeans in all fresh recruitment and you will be able to balance your budget

Mr. B. Satyamurti: On lower salaries.

Mr. President (The Honourable Sir Abdur Rahim): Let the Honourable Member go on.

The Honourable Sir Muhammad Zafrullah Khan: The rate of Indianisation at present is three Indians to one European—seventy-five to twenty-five. The Honourable the Mover of the motion suggests, and he is being reinforced by Mr. Satyamurti, that if in all fresh recruitment, you are to substitute cent. per cent. Indian recruitment in place of 25 per cent. European recruitment, you would effect very large savings,—savings of the order of several crores a year, which he said the railways had to make up. He was taking last year's budget figures for this purpose, and I agree that it is too early to treat the figures of this year, as normal, and if there is any practicable suggestion for economy, we should consider it seriously. But I put it to the Honourable Member that the change that he is advocating would give us only a few thousand rupees a year at the utmost, and no more.

Maulana Shaukat Ali: Cut down salaries.

The Honourable Sir Muhammad Zafrullah Khan: That is a separate matter. That was the whole burden of the Honourable Member's speech in support of his cut motion. He said: "You are tinkering with this matter; this won't help you and that won't help you; you have not discovered the real remedy; the real remedy is that you should stop European recruitment, and then you will be able to make both ends meet". Then he sought to make the point that though large retrenchments had been made and cuts on salaries had been imposed, highly paid officers had escaped altogether. I am afraid, there, again, he was entirely mistaken. There has been retrenchment throughout. I have not had time to work out the figures since the Honourable Member has spoken, but, in the other House, during the general discussion, one Honourable Member supplied the figures. I am accepting them from him; I have not worked them out myself. I assume they must have been correct as he could not have given figures which, he thought, might be favourable to the railways from that point of view. He said that during ten years the number of superior officers had been reduced by six per cent. The number of lower officers—I believe he meant officers in the lower gazetted service, but I am not sure of this,—has been reduced by 12 per cent. and subordinates had been retrenched by 14 per cent. I was rather surprised at these figures being quoted for, as I pointed out in my reply there. On a system like the railways, a reduction in the number of senior officers by six per cent., as compared with 12 per cent. and 14 per cent. in the case of lower officers and subordinates, appeared to me to be quite adequate. In the nature of things, there is very little scope for retrenchment at the top as compared with the bottom.

Mr. N. M. Joshi: I do not agree with this view.

The Honourable Sir Muhammad Zafrullah Khan: Of course, Mr. Joshi cannot agree, but all of us cannot have the same outlook as Mr. Joshi has. The fact remains that, in the highest grades of these services, very often there is no room for retrenchment at all. Take, for instance, the topmost officer. Every railway system must have an Agent.

Mr. S. Satyamurti: Why?

The Honourable Sir Muhammad Zafrullah Khan: You must have somebody at the head who should be responsible for the administration of the railway system; you may call him a Superintendent.

An Honourable Member: Why should he not be an Indian?

The Honourable Sir Muhammad Zafrullah Khan: There has been an Indian Agent and there will be more as time passes, but that is not the question on which I am just now. The question is about the possibilities of retrenchment at the top irrespective of Europeans and Indians. Take the next grade, say, Divisional Officers. Apart from the question whether the Divisional System should or should not continue, so long as that system is in force, except in very exceptional cases where it might be found possible to amalgamate two divisions into one or to re-arrange three into two, there is not much scope for retrenchment in the numbers of Divisional Officers. When you go down lower, it might be possible to redistribute the work and effect a certain amount of retrenchment. Take the case of a Divisional Superintendent's office. Out of 300 clerks, by re-arrangement and redistribution of work, you might be able to dispense with 30. Dealing with larger categories, it is always possible to make greater retrenchment than when dealing with superior officers exercising executive responsibility.

Next, I come to the question of pay cuts. Again, the Honourable the Mover of the cut motion was in error when he said that officers had not been touched at all. As a matter of fact, the officers submitted to a higher pay cut than the subordinates and quite rightly too. I said last year that if ever again the question of cuts arose or the question of the reduction of salaries arose, I hoped that it would be possible so to adjust it that the better paid men would have to contribute more than the lesser paid men, and that the lowest paid men should escape altogether. But the fact remains that when the cut was imposed, the higher paid officers submitted to a larger cut than the lower paid staff. It is entirely incorrect to say that they escaped altogether. In the new scales, salaries have in many cases been drastically cut down, and, I am sure, there can be no grievance on that score. As a matter of fact, we hear grievances almost every day from Sir Henry Gidney that the new scales of pay have been pitched at a very low figure.

Now, let us look at the pace of Indianisation. With regard to that also I apprehend the Honourable the Mover of the cut was under some misapprehension. He said: "No doubt this decision was arrived at, but it has not been given effect to." The decision to which he referred was the appointment of three Indians to one European, and somehow the Honourable Member appeared to be under the impression that effect was not being given to it. I am afraid, there again he is wrong. Effect is being given to that decision. Occasionally, there is a fraction of a percentage extra on one side or the other for the reason that, where recruitment is small, you cannot always sub-divide that recruitment into the exact proportions of 75 and 25. For instance, looking at the recruitment on Company-managed Railways, I find that on two of them during the years 1935-36 only three officers were recruited, and naturally the division could not possibly be in accordance with the proportions laid down. If you decided to have all three Indians, then there would be no Europeans, and if you

[Sir Muhammad Zafrullah Khan.]

decided to give two to Indians and one to a European, even then the proportion would not be maintained. But the total percentage of all Company-managed Railways has been, in 1935-36, 78·3 per cent. Indians and 21·7 per cent. Europeans which, I hope, Honourable Members will agree is satisfactory. In previous years, the proportions had not been fully maintained, and this slight excess of Indians makes up to some extent the deficiency that had resulted from recruitment in previous years. But Honourable Members may take it that, since these proportions were laid down, the total recruitment so far comes up very closely to the proportions laid down, and every effort is made that if on one occasion a deficiency is left on one side, or the other, then, that deficiency should be made up on the next occasion on that railway or on other railways, so that in the total result, the proportion of 75 to 25 is achieved. There, again, as I have submitted the Honourable Members must have been under some misapprehension. He referred to what Pandit Govind Ballabh Pant said yesterday. What he meant was that keeping to these proportions, the pace of Indianisation was not fast enough, not that these proportions were not being maintained.

Mr. M. Asaf Ali: Is it not a fact that the total decrease of Europeans during the one year preceding is only about 1·29 per cent? In other words, in 17 years, you have moved only to the extent of 17·5 per cent. and, at this rate, how long will you take wholly to Indianise the Department?

The Honourable Sir Muhammad Zafrullah Khan: When the Honourable Member is comparing percentages, he must remember that the percentage is based on the total strength of the particular community. Look at it another way, take the number of Indian officers on Company-managed railways which have increased from 143 in 1925 to 293 in 1936. If one were to concentrate on percentages only, one would be justified in saying that that was an increase of 104·9 per cent. Percentages might be quite deceptive. Let me give the total percentage. In 1924-25, when Indianisation started, the total percentage of Indian officers on State-managed Railways was 28; at the end of 1935-36, it was 44½. Again, Honourable Members cannot have both retrenchment and rapid progress in Indianisation. Retrenchment means lower total recruitment, and if there is lower total recruitment, 75 per cent. of that recruitment must also be proportionately and correspondingly lower.

Mr. M. Asaf Ali: Is it not a fact

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member is not giving way.

Mr. M. Asaf Ali: All right, Sir. If he does not want to explain matters let him have his vote.

The Honourable Sir Muhammad Zafrullah Khan: I am trying to meet whatever has been raised. As regards Pandit Nilakantha Das, I am afraid, I cannot advert to other aspects of Indianisation which he raised, because the cut does not relate to the stores purchase policy and other matters, the cut is distinctly Indianisation of railway services.....

Pandit Nilakantha Das: I illustrated my points by referring to them.

The Honourable Sir Muhammad Zafrullah Khan: I shall only deal with the main point put forward by the Honourable Member. According to him, the whole principle is wrong. It was not so much how many Indians you took and how many you did not take. You should approach the whole question from the Indian point of view, that salaries must be fixed with reference to Indian standards. He suggested we should raise the salaries of those who are paid less than Rs. 500 and reduce the salaries of those who draw more than Rs. 500.

Pandit Nilakantha Das: You must give a living wage and reduce the excess.

The Honourable Sir Muhammad Zafrullah Khan: Up to Rs. 500, the wages bill comes to 29 crores. Now, if there was, on the average, an increase of 50 per cent. distributed among all these, the total of this alone would be 43 crores, and supposing you took away all the salaries of everybody else, the total wages bill would remain at 43 crores. I would have to find 13 crores extra if that principle is to be accepted. I am afraid, that raises much larger issues and the proposition is not at this date practical politics. Confining ourselves entirely to this one question of Indianisation, we find that the proportion of 75 to 25 is, on the whole, being adhered to. I have explained why occasionally there is a difference on the one side or the other, the recruitment on a particular railway might necessitate a departure in one direction or the other from these proportions, but every endeavour is made to keep to them.

Mr. S. Satyamurti: With reference to these debates, may I make one submission? That is that Government reply at the end, and you naturally put down interruptions, I do not say that you are wrong at all. What happens is that the whole debate becomes one-sided affair. It is just like a Durbar where representations are made by one side, and the Government come along at the end, and say: "We do not accept this". Once before, I remember, you gave a general hint to the Treasury Benches that they ought to put up some sub-treasury speaker earlier in the debate, so that we may know the Government point of view. As it is, the Government give their reply at the end of the debate, and we are not given opportunity to rebut the statements made by Government. We cannot interrupt, when the Government Member is speaking. I, therefore, beg of you to allow me to speak now.

Mr. President (The Honourable Sir Abdur Rahim): That cannot be allowed. But the Chair will certainly again point out to the
5 P.M. Treasury Benches that it is advisable that, at an earlier stage of the debate, some of their Members should take part in the debate, so that the other side might know where they stand and what the view point of the Government is.

The Honourable Sir Muhammad Zafrullah Khan: May I submit that on this motion there were altogether only two speeches.

Mr. President (The Honourable Sir Abdur Rahim): But this has happened more than once.

The question is:

"That the demand under the head 'Railway Board' be reduced by Rs. 100."

The Assembly divided:

AYES—49.

Aaron, Mr. Samuel.
 Abdullah, Mr. H. M.
 Aney, Mr. M. S.
 Asaf Ali, Mr. M.
 Ayyangar, Mr. M. Ananthasayanam.
 Azhar Ali, Mr. Muhammad.
 Bajoria, Babu Baijnath.
 Banerjee, Dr. P. N.
 Bhagavan Das, Dr.
 Chaliha, Mr. Kuladhar.
 Chattopadhyaya, Mr. Amarendra Nath.
 Chettiar, Mr. T. S. Avinashilingam.
 Chunder, Mr. N. C.
 Das, Mr. Basanta Kumar.
 Das, Pandit Nilakantha.
 Datta, Mr. Akhil Chandra.
 Essak Sait, Mr. H. A. Sathar H.
 Gadgil, Mr. N. V.
 Ghiasuddin, Mr. M.
 Ghulam Bhik Nairang, Syed.
 Giri, Mr. V. V.
 Hans Raj, Raizada.
 Hommani, Mr. S. K.
 Jehangir, Sir Cowasji.
 Joshi, Mr. N. M.

Kailash Behari Lal. Babu.
 Maitra, Pandit Lakshmi Kanta.
 Malaviya, Pandit Krishna Kant.
 Mudaliar, Mr. C. N. Muthuranga.
 Muhammad Ahmad Kazmi, Qasi.
 Murtuza Sahib Bahadur. Maulvi Syed.
 Raghubir Narayan Singh, Choudhri.
 Raju, Mr. P. S. Kumaraswami.
 Ranga, Prof. N. G.
 Saksena, Mr. Mohan Lal.
 Santhanam, Mr. K.
 Satyamurti, Mr. S.
 Sham Lal, Mr.
 Shaukat Ali, Maulana.
 Sheodass Daga, Seth.
 Singh, Mr. Ram Narayan.
 Sinha, Mr. Anugrah Narayan.
 Sinha, Mr. Satya Narayan.
 Sinha, Mr. Shri Krishna.
 Som, Mr. Surya Kumar.
 Sri Prakasa, Mr.
 Umar Aly Shah, Mr.
 Varma, Mr. B. B.
 Yamin Khan, Sir Muhammad.

NOES—41.

Abdul Hamid, Khan Bahadur Sir.
 Ahmad Nawaz Khan, Major Nawab Sir.
 Aikman, Mr. A.
 Anderson, Mr. J. D.
 Bajpai, Sir Girja Shankar.
 Bansidhar, Rai Sahib.
 Bhide, Mr. V. S.
 Buss, Mr. L. C.
 Chanda, Mr. A. K.
 Chapman-Martimer, Mr. T.
 Craik, The Honourable Sir Henry.
 Dalal, Dr. R. D.
 D'Souza, Mr. F.
 Ghuznavi, Sir Abdul Halim.
 Gidney, Lieut.-Colonel Sir Henry.
 Griffiths, Mr. P. J.
 Grigg, The Honourable Sir James.
 Hudson, Sir Leslie.
 Jawahar Singh, Sardar Bahadur Sardar Sir.
 Lal Chand, Captain Rao Bahadur Chaudhri.
 Lalit Chand, Thakur.

Mehta, Mr. S. L.
 Menon, Mr. K. R.
 Metcalfe, Sir Aubrey.
 Mudie, Mr. R. F.
 Mukherjee, Rai Bahadur Sir Satya Charan.
 Nagarkar, Mr. C. B.
 Naydu, Diwan Bahadur P. V. Sri Hari Rao.
 Rau, Sir Raghavendra.
 Roy, Mr. S. N.
 Sale, Mr. J. F.
 Sarma, Sir Srinivasa.
 Scott, Mr. J. Ramsay.
 Sher Muhammad Khan, Captain Sardar Sir.
 Sircar, The Honourable Sir Narendralal.
 Slade, Mr. M.
 Thorne, Mr. J. A.
 Tottenham, Mr. G. R. F.
 Verma, Rai Sahib Hira Lal.
 Witherington, Mr. C. H.
 Zafrullah Khan, The Honourable Sir Muhammad.

The motion was adopted.

The Assembly then adjourned till Eleven of the Clock on Friday, the 26th February, 1937.