

26th February 1941

THE

LEGISLATIVE ASSEMBLY DEBATES

Official Report

Volume I, 1941

(11th February to 27th February, 1941)

THIRTEENTH SESSION

OF THE

FIFTH LEGISLATIVE ASSEMBLY,
1941



NEW DELHI : PRINTED BY THE MANAGER
GOVERNMENT OF INDIA PRESS : 1941.

Legislative Assembly

President:

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

Deputy President:

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

Panel of Chairmen:

DR. SIR ZIAUDDIN AHMAD, C.I.E., M.L.A.

MR. M. S. ANEY, M.L.A.

MR. L. C. BUSS, M.L.A.

MR. N. M. JOSHI, M.L.A.

Secretary:

MIAN MUHAMMAD RAFI, BAR.-AT-LAW.

Assistants of the Secretary:

MR. M. N. KAUL, BAR.-AT-LAW.

KHAN BAHADUR S. G. HASNAIN.

Marshal:

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

Committee on Petitions:

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

SYED GHULAM BHIK NAIRANG, M.L.A.

MR. L. C. BUSS, M.L.A.

SIR ABDUL HALIM GHUZNAVI, M.L.A.

SIR H. P. MODY, K.B.E., M.L.A.

CONTENTS.

VOLUME I.—11th February to 27th February, 1941.

	PAGES.		PAGES.
TUESDAY, 11TH FEBRUARY, 1941—		TUESDAY, 11TH FEBRUARY, 1941—contd.	
Members Sworn	1	Statement re alleged forcible occupation of the Idgah at Burhanpur in the Central Provinces	63—64
Starred Questions and Answers	1—16	Nomination of the Panel of Chairman	64
Statements laid on the Table	17—50	Committee on Petitions	64
Deaths of Pandit Krishna Kant Malavia and Pandit Pyare Lal Sharma	51—53	Governor General's Assent to Bills	64—65
Motion for Adjournment re—		Certain Home Department Declaration of Exemption laid on the Table	65—66
Prohibition of the filling of Census Forms in Urdu and insisting upon filling those Forms in Hindi in Sheikhpura District, Bihar—Leave refused	53—55	Report on the Indo-Ceylonese Situation	66—79
Refusal of the Telegraph Authorities at Sargodha in the Punjab to transmit certain Telegrams—Ruled out of order	55—57	The Indian Railways (Amendment) Bill—Presentation of the Report of the Select Committee	79
Misuse by the Government of India of their Powers under the Defence of India Act—Ruled out of order	57—58	The Indian Merchandise Marks (Amendment) Bill—Presentation of the Report of the Select Committee	79
Failure of the Government of India to supply Census Forms in Urdu in Bihar and the Compulsion to fill up these Forms in English or Hindi only—Leave refused	58	Election of two Members for the Committee on Public Accounts	80
Standard Agmark Grades in Leather Contracts—Not moved	59—60	Election of a Non-Official Member to serve on the Standing Committee to advise on subjects, other than "Roads" dealt with in the Department of Communications	80
Non-Grant of Dearness Allowance to Central Government Servants—Disallowed	60—62	Election of four Members for the Court of the University of Delhi	80—81
Removal of Muslim Officers from the Railway Board—Disallowed	62	The Insurance (Amendment) Bill—Introduced	81
Disallowance of the use of Urdu in Money Orders and Registered Letters by the Calcutta Post Office—Disallowed	62—63	The Insurance Deposits (Temporary Reduction) Bill—Introduced	81—88
Non-Supply of Urdu Census Forms in Bihar—Barred	63		
		WEDNESDAY, 12TH FEBRUARY, 1941—	
		Starred Questions and Answers	85—102
		Unstarred Questions and Answers	102—06
		Motion for Adjournment re Detention of Prof. N. G. Ranga, M. L. A.—Ruled out of order	106—07

	PAGES.		PAGES.
WEDNESDAY, 12TH FEBRUARY 1941—contd.		FRIDAY, 14TH FEBRUARY, 1941—contd.	
Resolution re—		The Insurance Deposits (Temporary Reduction) Bill—Passed	252—59
Appointment of a Committee to examine the conditions of Detenus under the Defence of India Act.—Negatived	107—43	Motion re Documents relating to the Indo-Ceylon Conversations Adopted as amended	259—83
Appointment of the Chairmen of certain Port Haj Committees as <i>Ex-Officio</i> Members of the Local Port Trust Boards—Discussion not concluded	143—66		
THURSDAY, 13TH FEBRUARY, 1941—		MONDAY, 17TH FEBRUARY, 1941—	
Starred Questions and Answers	157—78	Member Sworn	285
Unstarred Question and Answer	178	Starred Questions and Answers	285—306
The Muslim Intestate Succession Bill—Motion to continue adopted	178	Unstarred Questions and Answers	306—06
The Indian Railways (Amendment) Bill—Motion to consider withdrawn	179—84	Statements laid on the Table	308—14
The Code of Criminal Procedure (Amendment) Bill—Circulated	185—88	Motion for Adjournment re Refusal of Census Enumerators in Bihar, Orissa, Jora State, Central Provinces and United Provinces to return "Urdu" or "Hindi" as the mother tongue of persons—Leave refused	315—16
The Land Acquisition (Amendment) Bill—Motion to consider negatived	188—93	Grievances of the Hindus in the United Provinces with regard to a certain instruction given by the Census Authorities—Ruled out of order	316
The Muslim Kazis Bill—Introduced	194	Election of a Member to the Standing Committee of Communications	316
The Delhi Muslim Wakfs Bill—Introduced	194	Election of Members to the Public Accounts Committee	316
The Hindu Marriage Disabilities Removal Bill—Introduced	194	The Berar Laws Bill—Presentation of the Report of the Select Committee	317
The Code of Civil Procedure (Amendment) Bill—Introduced	194	The Muslim Intestate Succession Bill—Presentation of the Report of the Select Committee	317
The Code of Criminal Procedure (Amendment) Bill—Introduced	195	The Indian Merchandise Marks (Amendment) Bill—Passed	317—22
FRIDAY, 14TH FEBRUARY, 1941—		The Insurance (Amendment) Bill—Referred to Select Committee	322—38
Starred Questions and Answers	197—210		
Unstarred Question and Answer	210	TUESDAY, 18TH FEBRUARY, 1941—	
Message from H. E. The Governor General	211	Member Sworn	339
Report on the Progress of the schemes financed from the grants for Rural Development	211—51	Starred Questions and Answers	339—45
Rules re Destructive Insects and Pests Act	251—252	Message from H. E. the Governor General	345

	PAGES.		PAGES
TUESDAY, 18TH FEBRUARY, 1941—contd.		TUESDAY, 25TH FEBRUARY, 1941—	
Motion for Adjournment <i>re</i> Rifle Range built outside the Peahawar Cantonment—Disallowed	345	Starred Questions and Answers	593—626
Election of Members to the Court of the Delhi University	346	Unstarred Questions and Answers	627—499
The Indian Railways (Amendment) Bill—Discussion on consideration of Clauses not concluded	346—97	The Assam Rifles Bill—Introduced	650
		The Delhi Restriction of Uses of Land Bill—Introduced	650
		The Petroleum (Amendment) Bill—Passed	650—53
		Resolution <i>re</i> Payment of Compensation to Masters and Seamen of Sea-Going Ships for War injuries and damage—Adopted	653—67
WEDNESDAY, 19TH FEBRUARY, 1941—		WEDNESDAY, 26TH FEBRUARY, 1941—	
Member Sworn	399	Starred Questions and Answers	669—97
Starred Questions and Answers	399—403	Postponed Question and Answer	697—98
Presentation of the Railway Budget for 1941-42	403—12	Unstarred Questions and Answers	698—700
The Petroleum (Amendment) Bill—Introduced	412	Statement laid on the Table	700
The Indian Railways (Amendment) Bill—Discussion on consideration of Clauses not concluded	412—58	The Railway Budget—List of Demands—Demand No. 1 Railway Board—	702—45
		Suspension of the pledge for manufacture of Locomotives in India for the period of War	702—16
		Policy of purchase in connection with development of Indian Industries	716—22
		Policy of Rates and Freights	722—34
		Communalism in Railway Services	734—35
		Grievances of the North-Western Railway Employees	735—45
THURSDAY, 20TH FEBRUARY, 1941—		THURSDAY, 27TH FEBRUARY, 1941—	
Starred Questions and Answers	459—74	Starred Questions and Answers	747—56
Resolution <i>re</i> —		Unstarred Question and Answer	756—57
Appointment of the Chairmen of certain Port Haj Committees as <i>Ex-Officio</i> Members of the Local Port Trust Boards—Negated	474—76	Messages from the Council of State	757
Appeals of Railway Employees—Negated	477—520	The Railway Budget—List of Demands—	
Recognition of Unions of Government Employees—Discussion not concluded	520—28	Demand No. 1—Railway Board—	
		Dearness Allowance for Railway Employees	757—91
			757—72
SATURDAY, 22ND FEBRUARY, 1941—			
Starred Questions and Answers	529—37		
Unstarred Questions and Answers	537—39		
Motion for Adjournment <i>re</i> Alleged repression and interference with the election of a Congress Candidate for the Central Legislative Assembly—Disallowed	539—40		
General discussion of the Railway Budget	540—91		

	PAGES.
THURSDAY, 27TH FEBRUARY, 1941—contd.	
The Railway Budget—List of Demands—contd.	
Policy of Selection for certain Posts as obtains in Railway Administrations and Railway Board with particular reference to Medical Appointments	772—78
The Control of the Railway Board and Communications Member over Company-managed Railways with special reference to the South Indian Railway	780—82
Policy governing the alteration of Date of Birth of Railway Employees	782—84
Grievances of Railway Workers	784—91
Demand No. 2—Audit	791
Demand No. 3—Miscellaneous Expenditure	792
Demand No. 5—Payments to Indian States and Companies	792
Demand No. 6-A—Working Expenses—Maintenance of Structural Works	792
Demand No. 6-B—Working Expenses — Maintenance and Supply of Locomotive Power	792—93

	PAGES.
THURSDAY, 27TH FEBRUARY, 1941—contd.	
The Railway Budget—List of Demands—contd.	
Demand No. 6-C—Working Expenses — Maintenance of Carriage and Wagon Stock	793—94
Demand No. 6-D—Working Expenses — Maintenance and Working of Ferry Steamers and Harbours	794
Demand No. 6-E—Working Expenses—Expenses of Traffic Department	794—96
Indianisation of Higher and Responsible Positions	794—96
Demand No. 6-F—Working Expenses of General Departments	796
Demand No. 6-G—Working Expenses — Miscellaneous Expenses	796—97
Demand No. 6-H—Working Expenses—Expenses of Electrical Department	797
Demand No. 7—Working Expenses — Appropriation to Depreciation Fund	798
Demand No. 8—Interest Charges	798
Demand No. 10—Appropriation to Reserve	798
Demand No. 11—New Construction	798
Demand No. 12—Open Line Works	799—801

LEGISLATIVE ASSEMBLY

Wednesday, 26th February, 1941.

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.

STARRED QUESTIONS AND ANSWERS.

(a) ORAL ANSWERS

OFFICERS IN THE PURCHASING DEPARTMENT OF THE INDIAN STORES DEPARTMENT.

160. *Mr. Muhammad Nauman (on behalf of Dr. Sir Ziauddin Ahmad) :

(a) Will the Honourable the Law Member please state how many officers there are at present in the purchasing department of the Indian Stores Department and how many of them are Muslims?

(b) How many appointments were made since 1934?

(c) Were the appointments made according to the resolution of the Government of India, 1934, which fixed 25 per cent. of the places for Mussalmans?

(d) In case Government did not observe the ratio of 25 per cent., will the Honourable Member be pleased to state the reasons for not observing the instructions of the Home Department of the Government of India?

The Honourable Sir Muhammad Zafrullah Khan: (a) 35, of whom six are Muslims.

(b) 26.

(c) The orders regarding the reservation of posts for minority communities as laid down in the Home Department Resolution of 4th July, 1934, were not extended to technical gazetted posts in the Indian Stores Department till 24th August, 1938. Since then 24 appointments were made of which six went to Muslims.

(d) Does not arise.

TRADE IN RICE AND SUGAR BETWEEN INDIA AND CEYLON.

161. *Mr. Muhammad Nauman (on behalf of Dr. Sir Ziauddin Ahmad) :

(a) Will the Honourable the Commerce Member be pleased to lay on the table a full statement showing the condition of trade in rice and sugar between India and Ceylon?

(b) Is it not a fact that this trade is being seriously hampered by the action taken by the Ceylonese Government in forcing the rice traders to keep in deposit six months' stock at their own expense? What action, if any, have Government taken to safeguard the interests of the Indian traders?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) I lay on the table a statement showing exports of rice from India to Ceylon during nine months April to December, 1940, and during the corresponding

periods of 1939 and 1938. Exports of sugar from India to Ceylon are not permissible under the International Sugar Agreement, 1937.

(b) No. The Ceylon Government have enacted the Essential Commodities Reserves Ordinance, an emergency measure, under which every importer is required to maintain a reserve stock of rice at about ten per cent. of the quantity cleared by him during the previous year. The Government of India are not aware that the rice trade is being seriously hampered nor do they consider it necessary to take any action.

Statement showing exports of rice (not in the husk) from India to Ceylon.

	Nine months April to December.		
	1938	1939	1940
Quantity (Tons)	75,046	62,833	75,569
Value (Rs.)	82,71,000	75,81,000	97,31,000

Mr. Muhammad Nauman: May I know, Sir, if the Government of India have made any protest against the Emergency Act which the Ceylon Government have passed, and are the Government of India prepared to make inquiries to what difficulties the rice merchants have been put by that measure?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: Government have not made any protest, because they have not received any protest from the Indian merchants in Ceylon.

Mr. Muhammad Nauman: Have not the Government of India received any protest from merchants in India?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: The merchants concerned are those who have stocks in Ceylon, and I understood that they have agreed to this, and that there is no complaint with reference to this particular emergency Ordinance.

GOVERNMENT BOOKLET NO. 4 ON INDIAN HIDES AND SKINS.

162. ***Mr. Muhammad Nauman** (on behalf of Dr. Sir Ziauddin Ahmad) : (a) Will the Honourable the Commerce Member please state whether Government have seen Booklet No. 4 of the Indian Hides and Skins published at the instance of the Government of India?

(b) What is the intention of Government in the publication of such a pamphlet?

(c) Why and for whose benefit are Government advising foreign purchasers to specify the standard 'Agmark grades in their contracts'?

(d) Is it intended to kill the trade in hides of the animals which die a natural death? If so, why?

(e) What is the percentage of hides obtained from animals which die natural death to the total supply of hides?

(f) Is it not a fact that all the buyers and shippers all over the world and persons engaged in the industry understand the international trade mark known as 'Hamburg classification'?

(g) What is the advantage in replacing the international classification by the new classification? Is it not a fact that in the international classification there are eighteen standards, but in the proposed classification by Government there are only three?

(h) Is it not a fact that Government put the stamp of their classification only in case of animals killed in a few slaughter houses?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) Yes.

(b) The pamphlet was produced at the instance of the Government of India in the hope that it may be of use to the public both in India and abroad.

(c) The remarks in the pamphlet should not be interpreted as those of the Government and Government have not offered the advice attributed to them.

(d) The answer to the first part of the question is in the negative; the answer to the second part does not, therefore, arise.

(e) Government have no information.

(f), (g) and (h). I have asked for information on these points. I may add that since the Honourable Member brought to my notice some of the statements in the pamphlet, I am having the whole question examined and I hope in consultation with the representatives of the industry to issue a statement on the subject with particular reference to the remarks and recommendations contained in the pamphlet.

MEASURES FOR PREVENTION OF UNREMUNERATIVE PRICES OF COTTON.

163. *Mr. Govind V. Deshmukh: (a) Will the Honourable the Commerce Member please state if his attention has been drawn to the resolution passed by the Central Cotton Committee at its 43rd meeting held on 17th January, 1941, at Bombay and published in the *Times of India* of the 20th January, 1941, at page 7 under the heading "consumption of Indian cotton, Central Committee's Expansion plan", viewing with increased concern the low prices of Indian cotton, especially short staple cotton, mainly as the result of the loss of foreign markets in Europe and unsettled conditions in the Far East and recommending measures to the Government of India for the solution of the problem, and if Government have considered the measures recommended by it and stated below :

- (i) directions to the Department of Supply and the Indian Stores Department that except in such cases where it was absolutely essential to ask for cloth requiring the use of long staple imported cotton, specifications for their requirements should be so framed as to encourage the use of Indian cotton;
- (ii) representations to all Colonial and Empire Governments to ensure the admission of India's cotton goods to those countries on the same terms and conditions as were accorded to British cotton goods;
- (iii) the adoption of suitable measures for restricting the import of cotton goods and artificial silk yarn and piece-goods into India;
- (iv) the establishment by Government of a central export organisation with suitable arrangements for the inspection of goods before export;
- (v) the deputation of a trade delegation to other countries for carrying on propaganda and exploring the possibilities of introducing Indian cotton manufactures;

- (vi) more adequate facilities, subject to the exigencies of the war demands on shipping, for the export of Indian cotton, special preference being given to short staple cotton;
- (vii) that foreign cotton should not be purchased by Government for sale in India; and
- (viii) financial assistance should be afforded to mills and the trade by Government for the warehousing or stocking of more than their normal holdings of short staple cotton?

(b) Have Government decided to give effect to all or any of these recommended measures? If so, which and to what extent? If not, why not?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) and (b). Yes. The recommendations are under examination, and no decision has been taken yet.

Mr. Govind V. Deshmukh: Is there any likelihood of its being considered earlier? Can the Honourable Member say when these suggestions which are embodied in the Resolution will be carried out? Will there be any conference summoned for considering all the recommendations?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: The recommendations are under consideration. Whether it will necessitate the calling of a conference or not will depend upon the consideration that these recommendations receive. I can assure the Honourable Member that these recommendations are under examination by various Departments.

Mr. Govind V. Deshmukh: May I know, Sir, how much time is likely to be taken in this matter, because the agriculturists, during the time that you are going to take, may subsist or disappear. One does not know how much time the Government of India will take over this matter.

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: I can only say that the position of the agriculturist is very much before us.

EXPENDITURE ON THE EASTERN GROUP CONFERENCE.

†164. ***Mr. Akhil Chandra Datta:** Will the Honourable the Leader of the House state:

- (a) the total expenses incurred on account of convening the Eastern Group Conference in this country; and
- (b) whether India paid the whole amount; if not, what India's share of the expenses was?

The Honourable Sir Muhammad Zafrullah Khan: (a) and (b). The total expenditure from Central Indian Revenues on the Eastern Group Conference was approximately Rs. 2,15,000 but this does not include such items as the travelling expenses to India of delegates from overseas or their salaries and allowances. I have no information about these items and so cannot say what share of the whole expenditure on the Conference the cost to Central Indian Revenues represents.

†Answer to this question laid on the table, the questioner being absent.

EASTERN GROUP SUPPLY COUNCIL.

†165. *Mr. Akhil Chandra Datta: (a) Will the Honourable the Leader of the House please state the functions of the Eastern Group Supply Council which has recently been constituted?

(b) Who will give effect to the decisions of this Council?

(c) Are the decisions of the Council mandatory on the Government of India?

(d) Will this Assembly be given an opportunity to discuss the decisions of the Council which may have to be carried out by the Government?

The Honourable Sir Muhammad Zafrullah Khan: (a) The functions of the Eastern Group Supply Council will, broadly speaking, be to receive demands for supplies from overseas Forces and the Governments of the Eastern Group countries, and to arrange to have them met, if possible within the Eastern Group.

(b) The Council will work through the Governments of the various countries concerned.

(c) and (d). No.

APPOINTMENT OF GOVERNMENT EPIGRAPHIST AS OFFICIATING DEPUTY DIRECTOR GENERAL OF ARCHÆOLOGY.

166. *Sir Syed Raza Ali: (a) Will the Secretary for Education, Health and Lands please state whether it is a fact that an officer who is holding substantively the post of Government Epigraphist in the Archæological Department has now been appointed as officiating Deputy Director General of Archæology?

(b) Is it a fact that previously officers holding technical appointments such as Epigraphist, Archæological Chemist and Assistant Engineer, had never been appointed to administrative posts, namely, Deputy Director General or Director General of Archæology?

(c) Is it a fact that Sir Leonard Woolley in his report generally condemned the policy of the Department in appointing men to posts for which their previous experience has not fitted them? Is it a fact that the present incumbent of the post of Deputy Director General had only a few months experience of the routine work of the office of the Director-General? Has that officer any experience of excavation, conservation and, if so, what? If he has no such experience, how do Government justify the appointment of the present officer to the post?

(d) Is it a fact that lately the officer holding the post of Archæological Chemist was refused promotion to the post of Deputy Director General on the ground that he was holding a non-administrative post? Is it a fact that the last holder of the post of Government Epigraphist was not appointed to this post for the same reason in spite of his seniority?

(e) What was the special justification for making this appointment, when an experienced Muslim Superintendent was available?

(f) Has the appointment been made merely as a temporary measure? If so do Government propose to consider the fitness for promotion to this post of the Muslim Superintendent before taking final action?

Mr. J. D. Tyson: (a) Yes.

†Answer to this question laid on the table, the questioner being absent.

(b) Yes, but only because suitably qualified officers of the requisite seniority were available on the general archæological side.

(c) The reply to the first part is in the negative. In regard to the second and third parts, the present incumbent of the post of Deputy Director General received training for about four months in the Director General of Archæology's office in the various branches of work of the Archæological Department. He has no practical experience of excavation or conservation but is a distinguished scholar and, as such, capable of dealing with the literary work which is an important part of the activities of the headquarters staff of the Director General of Archæology. Of the men possessing requisite seniority available in the Department, he appeared to be the most suitable to be given a trial for the post.

(d) The answer to the first part of the question is in the negative. The Archæological Chemist submitted a representation in 1931 against his non-selection for the post of Deputy Director General, which was rejected on the ground that the Government of India had selected the officer who, in their opinion, was best qualified for the post. In regard to the second part, the previous holder of the post of Government Epigraphist was not appointed to the post of Deputy Director General as other officers who were considered better fitted for the appointment were available.

(e) Attention is invited to the reply given to the last part of part (c).

(f) The appointment has been made provisionally, pending a final decision on certain proposals for reorganising the Department made by Sir Leonard Woolley. Government hope that amongst the Muslim Superintendents now serving in the Department one will qualify in due course for the post of Deputy Director General of Archæology.

Sir Syed Raza Ali: Sir, with regard to part (c) of the question, do Government consider that four months' training is good enough to shape a specialist into a good all round administrative officer?

Mr. J. D. Tyson: This officer was regarded as on the whole the most suitable for trial for the post, and he was given four months' training during which he shaped remarkably well.

Dr. F. N. Banerjee: Is not epigraphy a very important and essential part of archæology?

Mr. J. D. Tyson: Yes, Sir, we regard epigraphy as a very important part.

Qazi Muhammad Ahmad Kazmi: Have Government considered the advisability of giving training for about four months in future, whenever a post happens to be vacant, to persons with technical knowledge after they are appointed to this post, and that persons who have satisfactorily worked in the technical departments are not deprived of the opportunity of holding this post only because they belong to the technical department?

Mr. J. D. Tyson: I don't quite follow the Honourable Member's question, but as far as I can see, the procedure he has suggested is the procedure that was adopted in this case?

Qazi Muhammad Ahmad Kazmi: It is only for this particular case that the Government thought of adopting this particular procedure, and that in all previous cases persons with technical knowledge were debarred

twice? Is it going to be the permanent policy of Government that in future they will always give an opportunity to persons with technical knowledge to have this four months' training before or after they are appointed and not debar them merely because they happen to belong to the technical branch?

Mr. J. D. Tyson: No, Sir, the claims of all the officers are considered, and in both the cases referred to in part (d) of the question, the claims of the rather specialised officers therein referred to were considered; I mean the archaeological chemist and the Government epigraphist,—their claims were considered along with the claims of the Circle Superintendent.

Sir Syed Raza Ali: Can the Honourable Member cite a case in which an officer with technical experience was appointed to one of the important administrative posts,—for instance, the post of the Director General of Archaeology or that of the Deputy Director General of Archaeology? Was there any case like that in the past?

Mr. J. D. Tyson: I must ask for notice.

Sir Syed Raza Ali: With reference to the reply given by my Honourable friend to the first portion of part (c) of my question, may I ask whether the Government's attention has been drawn to the following observations made in para. 4 by Sir Leonard Woolley? It is a quotation:

"I have therefore recommended a differentiation of functions inside the Department whereby members of the staff will specialise in one or other of the kinds of work with which the Department is concerned. In this way (*this is important*) better use can be made of the special abilities of such a man and he will be given more time in which to develop those abilities."

This is a very clear plea for specialisation.

Mr. J. D. Tyson: Yes, I have read the report to which the Honourable Member draws attention. I might in turn draw his attention to paragraph 88 of the report which sets out more fully what Sir Leonard Woolley had in mind.

Sir Syed Raza Ali: Am I to understand that this Epigraphist was appointed as Deputy Director General, because he was considered more efficient or proficient?

Mr. J. D. Tyson: Yes. It was thought that he would make a better Deputy Director General than other officers available for the time being. But he was first given four months training, he was put on special duty for that period, during which his work was closely observed, before he was put into the position of Deputy Director General.

Sir Syed Raza Ali: May I take it that that man, before he was given four months training, had already been earmarked for promotion as Deputy Director General, and that is the reason why he was trained for four months?

Mr. President (The Honourable Sir Abdur Rahim): That is not a question.

Qazi Muhammad Ahmad Kazmi: May I know if Government are prepared to give those gentlemen who had been barred from promotion to this particular office on account of being in the technical department, a similar training?

Mr. J. D. Tyson: Nobody is debarred merely because he is a specialist. We have always recognised that no hard and fast rule can be laid down especially in a limited cadre such as we have at present.

Qazi Muhammad Ahmad Kazmi: May I know, if no hard and fast rule can be laid down, what is the reason

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

DISREGARD OF THE CLAIMS OF THE SENIORMOST MUSLIM ASSISTANT IN THE OFFICE OF THE DIRECTOR GENERAL OF ARCHAEOLOGY FOR THE OFFICE SUPERINTENDENT'S POST.

167. ***Sir Syed Raza Ali:** (a) Will the Secretary for Education, Health and Lands please state how many times the seniormost Assistant of the office of the Director General of Archæology, who is a Muslim, officiated as Office Superintendent before the present non-Muslim incumbent was appointed to that post permanently?

(b) What was the date of the order stopping the Muslim Assistant at the efficiency bar, the date of the withdrawal or cancellation of that order restoring his increments retrospectively and the date of the order by which the non-Muslim incumbent was permanently appointed to the post of Office Superintendent?

Mr. J. D. Tyson: (a) On five occasions for an aggregate period of five months and 26 days.

(b) 20th December, 1939, 15th February, 1940, and 14th November, 1939.

Sir Syed Raza Ali: Does the Honourable Member realise that the dates given show that the Muslim assistant's promotion was stopped to enable the non-Muslim assistant to be appointed, and then the former order was revoked?

Mr. J. D. Tyson: No. I repudiate the suggestion altogether. The suggestion seems to be based on the idea that the Muslim was the seniormost assistant. In fact, though he is now the most senior assistant in the office, he was not the most senior assistant at the time the promotion was made. Moreover, the order stopping him at the efficiency bar was originally passed on the 27th August, 1938. But owing to the proper procedure not having been followed, Government returned the case to the Director General, Archæology, to re-examine the case, to go through the proper procedure, and that is why the final order stopping the Muslim officer at the efficiency bar was passed on the 20th December, 1939.

Sir Syed Raza Ali: Can the Honourable gentleman state whether this Muslim assistant appealed to Government against this order, and whether the appeal was in the ordinary course sent to the Public Service Commission under the classification rules?

Mr. J. D. Tyson: He appealed against the first order of the 27th August, 1938, and, on that, the case was sent back to the Director General of Archaeology to follow the correct procedure. I cannot say off-hand whether he appealed against the order of the 20th December, 1939.

Sir Syed Raza Ali: Was the appeal against the first order submitted by the Department of Education, Health and Lands to the Public Service Commission?

Mr. J. D. Tyson: No. We ourselves allowed it on a matter of procedure. We sent it back for re-hearing, if I may so put it.

Sir Syed Raza Ali: As regards the second order, did he appeal against the second order, and is it not a fact that the second appeal was withheld by the Director General?

Mr. J. D. Tyson: I think it was, but I do not know what the subsequent history is.

Sir Syed Raza Ali: Was there any justification for withholding such an appeal and not forwarding it to the Education, Health and Lands Department?

Mr. J. D. Tyson: It was withheld under the rules.

Sir Syed Raza Ali: Can the Honourable Member cite the rule?

Mr. J. D. Tyson: I shall have to ask for notice.

APPOINTMENT OF A BRAHMIN AS PHOTOGRAPHER-DRAFTSMAN IN THE OFFICE OF THE DIRECTOR GENERAL OF ARCHAEOLOGY.

168. *Sir Syed Raza Ali: (a) Will the Education Secretary please state if it is a fact that the permanent photo-printer of the Director General of Archaeology (a Hindu) retired some time in 1940 and that in his place a Muslim who had officiated as photo-printer several times was temporarily appointed?

(b) Is it a fact that this post of photo-printer has been converted into that of Photographer-Draftsman, for which applications were invited and that, without interviewing any of the applicants, a Brahmin was appointed though he is not a qualified draftsman?

(c) Did any Muslim retrenched photographer who also possessed experience of aerial photography in the last Great War also apply for the post?

(d) Will the Secretary be pleased to state the facts of the case in full, as also the circumstances in which the aforesaid Brahmin came to be appointed?

Mr. J. D. Tyson: (a) Yes. A Muslim peon, who had previously officiated in short vacancies, was appointed to officiate pending the selection of a permanent incumbent.

(b) The answer to the first part of the question is in the affirmative. In regard to the second part, it is a fact that candidates who applied were

not interviewed and that a Brahmin was appointed. The individual in question has undergone training in surveying and drawing at the College of Engineering, Poona.

(c) A Muslim who was retrenched from the post of photographer in 1932 and who stated that he had been on active service in the Great War was among the applicants.

(d) The post of Photo-printer in the office of the Director General of Archaeology was abolished in October, 1940, and in its place a post of Draftsman-Photographer was created. The object of the change was to provide assistance to the Draftsman-Surveyor as well as to the Head Photographer. The Photo-printer was an assistant to the latter only. I may add that Government are not satisfied with the procedure in this case and the selection of a candidate to fill the appointment will be reviewed.

Sir Syed Raza Ali: Will the Honourable Member state what are the qualifications of the Brahmin candidate who has actually been appointed to the post? I do not want to flog a dead horse, but I would like to know what that candidate's qualifications were.

Mr. J. D. Tyson: He is a professional photographer,—he has won awards for photography,—and has undergone a course in draftsmanship,—I forget where he has undergone it, but he has undergone a course.

Sir Syed Raza Ali: Is it not a fact that he does not hold any certificate or diploma from any Government recognised institution?

Mr. J. D. Tyson: He has not obtained a diploma

Sir Syed Raza Ali: or certificate or any training in any Government recognised institution?

Qazi Muhammad Ahmad Kazmi: He is in the profession for a long time.

Mr. J. D. Tyson: I do not know whether it was a Government institution or not in which he studied draftsmanship, but I think it was at Poona.

Sir Syed Raza Ali: Not a Government institution?

Mr. J. D. Tyson: I do not know.

Sir Syed Raza Ali: With regard to the interesting answer given by my Honourable friend to part (b) of my question, may I know what action Government propose to take with reference to an advertisement being put in newspapers, candidates applying for the post, and yet without those candidates being interviewed the appointment being made by the Head of the Department. This is a grave irregularity. May I know what action Government propose to take on this question against the man who was responsible for this grave irregularity?

Mr. J. D. Tyson: I do not admit it is a grave irregularity.

Sir Syed Raza Ali: I shall correct myself—irregularity.

Mr. J. D. Tyson: I do not think that there was any irregularity. There was nothing in the advertisement that said that candidates shall be called for interview. I have already admitted that we are not satisfied that it is a fair thing to appoint a man without interview, and that is why we have reopened the matter.

Sir Syed Raza Ali: May I put one more question? This will be my last question. May I ask what led to this irregularity? What induced the officer concerned not to interview the candidates?

Mr. J. D. Tyson: He wanted a man in a great hurry.

Sir Syed Raza Ali: The Brahmin candidate?

Mr. J. D. Tyson: The man. The candidate chosen had already worked—in a higher post actually—in the office, and so his capacity was known.

Mr. Lalchand Navalrai: May I know if the Honourable Member has any one in view in his place? Is he a Muslim?

Mr. J. D. Tyson: I do not fill this vacancy at all.

Maulvi Muhammad Abdul Ghani: May I know from the Honourable Member whether this is a Department where a Brahmin candidate can be given preference?

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

COMPLAINTS ABOUT THE TREATMENT OF PATIENTS IN THE IRWIN HOSPITAL, NEW DELHI.

†169. ***Kunwar Hajee Ismaiel Ali Khan:** (a) Will the Education Secretary please state whether he is aware that the general public of Delhi is not satisfied with the staff of Irwin Hospital, New Delhi?

(b) Is it also a fact that a committee consisting of Lieutenant-Colonel J. B. Hance, I.M.S., and Mr. Nawab Singh, I.C.S., Sessions Judge, Delhi, was recently appointed to enquire into the case of death of Naima Begam, daughter of Mr. Sirajuddin Ahmad of Delhi, caused by the negligence of the doctors at the Irwin Hospital?

(c) If the answer to part (b) be in the affirmative, will he please lay a copy of the report of the Committee on the table?

(d) What action have Government taken on the recommendation of the Committee against doctors? If none, why not?

Mr. J. D. Tyson: (a) Government are not aware that the general public of Delhi are not satisfied with the staff of the Irwin Hospital.

(b) A committee constituted as stated was recently appointed to enquire into the circumstances attending the death of Naima Begum and her treatment in the Irwin Hospital.

(c) and (d). The report of the committee is under consideration.

†Answer to this question laid on the table, the questioner being absent.

INDIAN EMPLOYEES OF THE SUPPLY DEPARTMENT GETTING A RAPID PROMOTION.

170. *Sardar Sant Singh: Will the Honourable the Leader of the House please quote any instance of an Indian employee of the Supply Department who received as rapid a promotion as Mr. Teal did, as was disclosed in his answer to question No. 24 on the 12th February, 1941?

The Honourable Sir Muhammad Zafrullah Khan: The attention of the Honourable Member is invited to the statement placed on the table of the House with reference to Sir Ziauddin Ahmad's question No. 10 answered on the 17th February, 1941. The statement shows the present and the previous emoluments of all the officers employed in the Department of Supply and the Contracts Directorate. I may also add that I have no recollection that I made any such statement as is attributed to me in the Honourable Member's question.

Sardar Sant Singh: Will the Honourable Member kindly refer to his reply to my supplementary question on this subject? He said he wanted notice of this question.

The Honourable Sir Muhammad Zafrullah Khan: This question implies that I had stated that Indians had also received as rapid promotion.

Sardar Sant Singh: I was referring to my supplementary question to which the Honourable Member replied that he wants notice of that question. I gave the notice and I want to find out if there is any case of an Indian getting as rapid a promotion as Mr. Teal did.

The Honourable Sir Muhammad Zafrullah Khan: If the Honourable Member's question has not the implication which I have repudiated, I have no objection to the matter being put in this way. I have now given complete information with regard to everybody in the Supply Department and the Contracts Directorate.

Sardar Sant Singh: If the Honourable Member can look into that long list and

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member can read it and draw his own inference.

GOVERNMENT SUBSIDY TO SHIPPING COMPANIES.

171. *Mr. Muhammad Nauman (on behalf of Dr. Sir Ziauddin Ahmad): Will the Education Secretary be pleased to state the amount of subsidy paid by Government to shipping companies? To whom was such subsidy paid; and why?

Mr. J. D. Tyson: To permit of the provision of reasonable facilities for the performance of the Haj pilgrimage and to render possible the limitation of steamer fares to rates in the neighbourhood of pre-war rates, it was decided, in consultation with His Majesty's Government in London, to accept a liability, to be shared with His Majesty's Government, for certain items of expenditure directly attributable to the war, such as the cost of equipping pilgrim ships against air attack, of war risk insurance and of abnormal delays due to war conditions. No subsidy has actually been paid so far, as no claim has been presented.

NON-FILLING OF CERTAIN AMALGAMATED POSTS OF BINDERS IN THE GOVERNMENT OF INDIA PRESS, NEW DELHI.

172. *Mr. H. A. Sathar H. Essak Sait (on behalf of Nawab Siddique Ali Khan): Will the Honourable Member for Labour please state:

- (a) whether it is not a fact that a few years ago 19 posts in the Bindery Branch of the Government of India Press, New Delhi, were transferred from piece to fixed pay basis on different rates of pay;
- (b) whether it is not also a fact that these posts were earmarked only for new hands, debarring the old ones totally from being appointed to any of them;
- (c) whether it is not a fact that the old Binders of the said Press represented the above matter to the Controller of Printing and Stationery many a time and as a result of these petitions, Government passed orders to amalgamate the 19 posts, forming a uniform cadre and affording the benefit to the old and new hands alike;
- (d) whether it is not a fact that before the amalgamation of the 19 posts, four posts, carrying different rates of pay (Rs. 40 to 50), were kept in abeyance, each of them to be filled biennially till 1946; if so, why;
- (e) whether Government intend to consider now the question of not applying the same principle to the case of old binders and fill the four posts immediately;
- (f) whether there is any parallel procedure of filling certain posts, sanctioned or amalgamated, in any other office, within certain years and not immediately; and
- (g) if this procedure is not followed in any other office, what is the justification for doing so in the case of the low paid binders of the Government of India Press, New Delhi, and if they are prepared to fill the four amalgamated posts immediately as they do in other offices; if not, why not?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) Yes, Sir.

(b) When these posts were created they were earmarked for those hands who previously held the piece rate posts.

(c) Yes. Representations were received on two occasions by the Controller of Printing and Stationery who finally agreed to the fusion of the posts in question with other similar posts in the bindery.

(d) Four posts on rates of pay between Rs. 40—50 were held in abeyance on that date, though four posts on Rs. 35 were in existence in lieu of them. The pay of these posts will be increased biennially (in 1942, 1944, 1946) till they reach the sanctioned rates of one on Rs. 40, two on Rs. 45, and one on Rs. 50.

(e) No.

(f) I have no information.

(g) The justification was that had all the posts been created at the sanctioned maximum rates earlier, certain binders would have received

an increase in pay which in the circumstances of the case was unnecessarily large.

Mr. Muhammad Azhar Ali: Have Government got special procedure for higher and lower paid staff? Why was this procedure adopted specially in the case of the low paid staff?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: The Honourable Member is referring to part (g) of the question. I said in reply:

"The justification was that had all the posts been created at the sanctioned maximum rates earlier, certain binders would have received an increase in pay which in the circumstances of the case was unnecessarily large."

If my Honourable friend is referring to that, I may state that I shall have that question re-examined.

Maulvi Muhammad Abdul Ghani: Arising out of (b), may I know why the old employees were debarred from being promoted?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: The answer to (b) is that when these posts were created they were earmarked for those hands who previously held the piece rate posts.

STAFF SUBORDINATE TO THE BUILDING INSPECTOR OF THE DELHI IMPROVEMENT TRUST WHO HAVE RESIGNED.

173. ***Mr. Muhammad Azhar Ali:** With reference to the reply to starred question No. 605 of the 1st April, 1940, will the Education Secretary please state the number of staff subordinate to the Building Inspector of the Delhi Improvement Trust who have resigned since 1st April, 1940?

Mr. J. D. Tyson: Two members of the staff subordinate to the Building Inspector of the Delhi Improvement Trust have resigned since 1st April, 1940.

CLERICAL AND OTHER APPOINTMENTS IN ALL SECTIONS OF THE DELHI IMPROVEMENT TRUST.

174. ***Mr. Muhammad Azhar Ali:** (a) Will the Education Secretary please state the number of clerical and other appointments in each and every section of the Delhi Improvement Trust who are at present employed?

(b) How many of these appointments were made since 1st January, 1939?

(c) What is the number of Muslims, Hindus, Sikhs and other communities in all these appointments separately?

Mr. J. D. Tyson: (a) to (c). A statement giving the information required by the Honourable Member is laid on the table.

(a) Lands and General Section	68
Accounts Section	11
Building and Architectural Section	28
	<hr/>
	107
(b) 28 appointments have been made since 1st January, 1939.	
(c) Hindus	65
Muslims	37
Sikhs	3
Others	2

DISMISSALS FROM THE DELHI IMPROVEMENT TRUST SERVICE.

175. *Mr. Muhammad Azhar Ali: (a) Will the Education Secretary please state the number of men who have been dismissed from the service of the Delhi Improvement Trust since 1st January, 1939?

(b) To which community or communities did these men belong?

Mr. J. D. Tyson: (a) Four.

(b) Three were Hindus and one a Muslim.

SUSPENDED EMPLOYEES OF THE DELHI IMPROVEMENT TRUST.

176. *Mr. Muhammad Azhar Ali: Will the Education Secretary please state, communitywise, the number of the employees of the Delhi Improvement Trust who have been suspended since 1st January, 1939?

Mr. J. D. Tyson: Five employees of the Trust have been suspended since the 1st January, 1939. Of these three were Hindus, one a Muslim and one a Sikh.

Mr. Lalchand Navalrai: May I know what is the reason for their suspension?

Mr. J. D. Tyson: I should have notice of that.

Mr. Lalchand Navalrai: Is it on account of the ratio? What is the reason?

Mr. J. D. Tyson: It has nothing to do with the ratio. Three of them have been dismissed. They were suspended for offences for which they have subsequently been dismissed. One was suspended while certain charges were framed against him, and he has resigned and his resignation has been accepted.

Sir Oowasji Jehangir: Were they committing offences according to the ratio?

(No answer.)

PROMOTIONS MADE IN THE VARIOUS GRADES OF STAFF OF THE DELHI IMPROVEMENT TRUST.

177. *Mr. Muhammad Azhar Ali: Will the Education Secretary please state, communitywise, the number of promotions in the various grades of staff of the Delhi Improvement Trust which have been made since 1st January, 1939?

Mr. J. D. Tyson: Three promotions were made from the Rs. 40—2½—90 to the Rs. 60—4—120 grade. All the three men promoted were Hindus.

Mr. President (The Honourable Sir Abdur Rahim): The answers to questions Nos. 178 to 186 will be laid on the table, as they are in excess of the quota of five.

LACK OF NECESSARY CIVIC AMENITIES IN KAROL BAGH, DELHI.

†178. **Mr. Muhammad Akbar Ali:** (a) Will the Education Secretary please state whether it is a fact that most of the streets in Karol Bagh, Delhi, are not yet lighted?

(b) Is it a fact that several roads and streets in Karol Bagh have no name boards?

(c) Will the Honourable Member please state the reason for having put up name boards on roads in New Delhi and certain areas of Old Delhi?

(d) Is it a fact that questions have been put in the past in this House enquiring whether necessary amenities of living have been provided for the extended and old area of Karol Bagh?

(e) Is it a fact that assurances have been given in reply to these questions that all necessary amenities will soon be provided?

(f) Will the Honourable Member please state when the matter of lack of amenities in Karol Bagh was first brought to his or to Government's notice?

(g) Is the Delhi Municipal Committee responsible for supply of civic amenities in Karol Bagh? Was this authority communicated with by Government for providing necessary amenities in that area? If so, when?

(h) When is the authority concerned expected to comply with the Government instructions regarding the provision of civic amenities to tenants?

Mr. J. D. Tyson: (a) No. The main streets in Karol Bagh have been provided with electric lamps; the by-lanes are lit with kerosene oil lamps.

(b) Yes. The question of naming the streets in this locality is under the consideration of the Delhi Municipal Committee.

(c) Name boards have been put up to assist the public in finding their way.

(d) Yes.

(e) Yes. The assurances given were in respect of the services to be provided under the scheme sanctioned for execution by the Delhi Improvement Trust. Most of these have been provided and the remainder will be completed in the next financial year.

(f) Precise information is not available but the matter has been the subject of questions in the House at various times during the past ten years.

(g) and (h). The Trust scheme known as the Western Extension Scheme included the provision of certain services in Karol Bagh, and with the exception of some sewerage which has still to be completed these have now been provided. For the rest the provision of civic amenities is a matter for the Municipal Committee, who cannot be unaware of the position in this respect. No specific instructions have been issued to them on the part of Government.

† Answer to this question laid on the table, the questioner having exhausted his quota.

REDUCTION OF RENT OF GOVERNMENT QUARTERS AND GRANT OF SUMMER ALLOWANCE TO THE MINISTERIAL STAFF OF THE GOVERNMENT OF INDIA.

†179. *Mr. Muhammad Azhar Ali: (a) Will the Honourable the Labour Member please state whether, in view of the permanent detention of about 80 per cent. of the Government of India ministerial staff at Delhi, Government considered the question of reducing the rent of their quarters? If so, have they arrived at any decision? If so, what? If not, why not?

(b) Was any representation in this connection made by the said ministerial establishment?

(c) Did the Honourable Member give any assurance in the last Budget session that he would consider sympathetically the question of (i) reducing the rent of quarters, and (ii) granting summer allowance to the staff?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) and (b). A representation on the subject from the Imperial Secretariat Association is under consideration. The delay is due to the necessity of consulting other Departments concerned.

(c) No.

APPOINTMENTS IN THE SUPPLY DEPARTMENT, INDIAN STORES DEPARTMENT AND OFFICE OF THE DIRECTOR OF CONTRACTS.

†180. *Mr. Muhammad Azhar Ali: Will the Honourable the Law Member please state the number of appointments in various grades, clerical and officers, in the Supply Department, Indian Stores Department, and Office of the Director of Contracts, made since 1st May, 1940? How many of these were Hindus, Muslims, Sikhs, and other communities?

The Honourable Sir Muhammad Zafrullah Khan: I place on the table a statement giving the necessary information.

Statement showing the number of appointments (new recruitment) in various grades, clerical and officers, in the Supply Department, Indian Stores Department and office of the Director of Contracts made since 1st May, 1940, and the communities to which the incumbents belong.

	Hindus.	Muslims.	Sikhs.	Other Com- munities.	Total.	Remarks.
I. Officers.						
Supply Department Sectt.	2	2		4	8	} Division into grades is not feasible as the majority of the appointments are not divided into any regular grades or classes.
Office of the Director General, Supply.	8	1		9	18	
Office of the Director General, Munitions Production.	3	1		48	52	
Indian Stores Deptt.—						
Class III	5	1	..	..	6	} * These posts are non-gazetted.
Class IV	21	7	.. 1	.. 3	32	
Miscellaneous	2	3	..	..	5	
* Technical Subordinates :						
Examiners of Stores	46	15	3	4	68	
Supervisors of Textiles	11	5	..	1	17	
Contracts Directorate—						
Captains	1	1	..	3	5	
Lieutenants	3	1	..	..	4	
2nd Lieutenants	3	..	..	6	9	

† Answer to this question laid on the table, the questioner having exhausted his quota.

Statement showing the number of appointments (new recruitment) in various grades, clerical and officers, in the Supply Department, Indian Stores Department and office of the Director of Contracts made since 1st May, 1940, and the communities to which the incumbents belong—contd.

	Hindus.	Muslims.	Sikhs.	Other Com- munities.	Total.	Remarks.
<i>Other Organisations—</i>						
Controllers of Supplies	1	2	..	2	5	
Personal Assistants to Controllers of Sup- plies.	1	2	..	2	5	
Technical Assistants .	1	..	..	..	1	
Mica Inspectorate .-	1	..	..	1	2	
Total	109	41	4	83	237	
<i>II. Clerical Staff.</i>						
<i>Secretariat—</i>						
Superintendents .	1	..	..	..	1	
Assistants .	10	1	..	..	11	
Clerks—II Division .	7	..	..	..	7	
Clerks—Routine Divi- sion.	17	3	..	1	21	
Stenographers .	4	3	1	1	9	
<i>Directorate General, Supply—</i>						
Superintendents .	1	..	..	..	1	
Assistants .	18	7	..	..	25	
Clerks—II Division .	11	8	1	..	20	
Clerks—Routine Divi- sion.	41	17	5	1	64	
Stenographers .	5	3	1	..	9	
<i>Directorate General, Mu- nitions Production—</i>						
Superintendents .	2	..	..	2	4	
Personal Assistant to Director Civil Pro- duction Commercial	1	..	..	..	1	
Senior Accountants .	2	..	..	..	2	
Technical Assistants .	3	..	..	1	4	
Assistants .	14	5	1	7	27	
Clerks .	133	44	2	10	189	
Stenographers .	3	2	1	11	17	
<i>Indian Stores Depart- ment (Office of the Chief Controller of Stores)—</i>						
Superintendents .	..	..	..	1	1	
Assistants .	9	11	2	2	24	
Clerks—II Division .	17	10	3	3	33	
Clerks—Routine Divi- sion .	60	34	10	6	110	
Stenographers .	3	1	..	4	8	

Statement showing the number of appointments (new recruitment) in various grades, clerical and officers, in the Supply Department, Indian Stores Department and office of the Director of Contracts made since 1st May, 1940, and the communities to which the incumbents belong—contd.

	Hindus.	Muslims.	Sikhs.	Other Com- munities.	Total.	Remarks.
<i>Sub Offices of the Indian Stores Department—</i>						
Head Clerks	1	..	..	..	1	
Senior Clerks	3	1	..	..	4	
Junior Clerks	86	30	2	12	130	
Stenographers	3	3	..	1	7	
<i>Contracts Directorate—</i>						
<i>Lower Division A. I. C.</i>						
C. Clerks	186	69	12	16	283	
Stenographers	6	..	1	..	7	
<i>Other Organisations.</i>						
<i>Office of the Controllers of Supplies—</i>						
Superintendents	1	..	..	1	2	
Head Clerks	2	1	..	..	3	
Senior Clerks	3	1	..	1	5	
Junior Clerks	5	5	..	2	12	
Stenographers	5	..	..	2	7	
<i>Mica Inspectorate—</i>						
Clerks	3	..	..	..	3	
Total	666	259	42	85	1,052	

ACQUISITION OF LAND FROM RAI SAHIB KARTIK DAS FOR OPENING UP A LANE IN NN BLOCK, KAROL BAGH, DELHI.

†181. ***Mr. Muhammad Azhar Ali**: With reference to the supplementary question to starred question No. 556, dated the 28th March, 1940, will the Education Secretary please state what action was taken in the matter of acquiring some land from Rai Sahib Kartik Das for opening up a lane in NN Block, Karol Bagh, Delhi?

Mr. J. D. Tyson: No such action has been taken: the Trust have not so far framed any scheme for dealing with this area.

UNSATISFACTORY SANITARY CONDITIONS IN KAROL BAGH, DELHI. •

†182. ***Mr. Muhammad Azhar Ali**: (a) Will the Education Secretary please state whether Government are aware that most of the roads, streets and lanes in Karol Bagh, Delhi, are being used for stabling horses and cattle and for stocking fuel, etc.?

(b) Are Government aware that on this account the whole area remains very dirty?

(c) Is there any municipal staff to look after the sanitation of the place and to prevent such state of affairs?

†Answer to this question laid on the table, the questioner having exhausted his quota.

(d) What is the reason for no action being taken to improve the sanitary conditions in Karol Bagh?

Mr. J. D. Tyson: (a) Government are not aware of any general complaint of this nature. The Municipality state that when such cases occur the Municipal Committee takes appropriate action.

(b) No.

(c) Yes.

(d) It is understood that the Municipal Committee take action when necessary.

LACK OF NECESSARY CIVIC AMENITIES IN KAROL BAGH, DELHI.

†183. ***Mr. Muhammad Azhar Ali:** (a) Will the Education Secretary please state whether Government are aware that sanitation in Karol Bagh, Delhi, and in the adjoining areas is very unsatisfactory?

(b) Are Government aware that the Municipal Committee takes no steps to clean up dirty places?

(c) Are Government aware that most of the roads in Karol Bagh are full of dust and pits?

(d) Are Government aware that most of the roads and streets in Karol Bagh are not electrically lighted, and are practically dark during the night?

(e) What was the object of the Karol Bagh Extension Scheme?

(f) Are Government aware that the object of having a healthy, model colony is being frustrated by the Delhi Municipal Committee by their not taking any action to provide the necessary sanitary and other amenities in this area?

(g) For how long has this state of affairs existed?

(h) Are Government prepared to set up an enquiry committee, consisting of responsible persons, such as legislators, etc., to look into the working of the Delhi Municipal Committee and to supersede the Committee, if necessary?

Mr. J. D. Tyson: (a), (b) and (c) No.

(d) All the main roads in Karol Bagh are provided with electric lamps and the by-lanes with oil lamps.

(e) and (f). The object of having a healthy suburb to relieve congestion in Delhi has been secured to a large extent. Conditions in the area are markedly better than they were a few years ago.

(g) Does not arise.

(h) The answer given to the previous parts of this question does not disclose the necessity of action of the kind suggested by the Honourable Member.

APPOINTMENTS, PROMOTIONS, ETC., IN THE STAFF OF THE DELHI MUNICIPAL COMMITTEE.

†184. ***Mr. Muhammad Azhar Ali:** (a) Will the Education Secretary please state:

(i) the number of appointments,

†Answer to this question laid on the table, the questioner having exhausted his quota.

- (ii) the number of promotions,
- (iii) the number of suspensions, and
- (iv) the number of dismissals;

made in the total establishment of the Delhi Municipal Committee since 1st January, 1939?

(b) Will the Honourable Member please state the community to which each of the persons falling in the four categories, mentioned in part (a) above belong?

Mr. J. D. Tyson: The necessary information has been called for and a reply will be furnished when it is received.

GRANT OF CONVEYANCE ALLOWANCE TO MEMBERS OF THE WORK-CHARGE ESTABLISHMENT, CENTRAL PUBLIC WORKS DEPARTMENT.

†185. ***Mr. Muhammad Azhar Ali:** (a) Will the Honourable the Labour Member be pleased to state whether it is not a fact that the work-charge establishment (Fitters, Jamadars and Wiremen) in the Central Public Works Department, New Delhi, are employed on the same specific work as the regular supervising staff?

(b) Is it not a fact that the members of the supervising staff (Sub-Divisional Officers and Overseers) in the Central Public Works Department are granted conveyance allowance at Rs. 30 and Rs. 15 per mensem, respectively?

(c) Is it not a fact that the members of the work-charge establishment have to go from one quarter to another and from one square to another to perform their duty for nine hours daily?

(d) Is it not a fact that the distance travelled by them is nearly fifteen miles a day, i.e., three times more than the supervising staff?

(e) Is it not a fact that the members of the work-charge establishment are not granted cycle allowance and if not, why not?

The Honourable Dwan Bahadur Sir A. Ramaswami Mudaliar: (a) No.

(b) Presumably the Honourable Member refers to the grant of a motor cycle allowance of Rs. 50 and Rs. 15 per mensem granted to Sub-Divisional Officers and Overseers, respectively. It may be explained that the grant of a conveyance allowance to these officers is dependent on the nature and extent of the duties they are required to perform.

(c) No. They are assembled at the Enquiry Offices and detailed to attend to the requirements of work on Government residences as, when, and where required within their respective spheres of duty.

(d) No. The supervising staff have to move about more than the members of the work-charged establishment.

(e) Members of the work-charged establishment are not given a cycle allowance but in fixing their pay the fact that they would have to move about from place to place was specifically taken into consideration.

†Answer to this question laid on the table, the questioner having exhausted his quota.

NON-TRANSFER OF CERTAIN MEMBERS OF ELECTRICAL ESTABLISHMENT ON DUTY IN NEW DELHI.

†186. ***Mr. Muhammad Azhar Ali:** (a) With reference to the reply to starred question No. 210, dated the 21st November, 1940, will the Honourable the Labour Member be pleased to state the names of the Central Public Works Department organisations outside Delhi and the number of appointments of Overseers, Supervisors, Sub-Divisional Officers of the Electrical Establishment employed there, with the dates of their appointment to those posts?

(b) Will he be also pleased to state the nature of the requirement of the public service interest for which the retention for more than fifteen years of the eight members of the Electrical Establishment referred to in the reply to starred question No. 210, dated the 21st November, 1940, is considered desirable?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) A statement giving the desired information is laid on the table.

(b) The proper and efficient conduct of the work.

Statement showing the names of the Central Public Works Department Organisations outside Delhi, and the number of appointments of Overseers, Supervisors and Sub-Divisional Officers of the Electrical Establishment employed in such localities, with their dates of appointment.

S. No.	Name of Division.	Description of posts.	No. of posts.	Date of appointment of the incumbent.
1	Indore Central Division	Mechanical Overseer	1	26-8-1934.
2	Ajmer Central Division	Electrical Subordinate	1	1-9-1940.
3	Simla Central Division	Do.	2	{ 10-10-1936 10-7-1940.
4	Punjab Central Public Works Division	Do.	1	22-6-1940.
5	Bombay Central Public Works Division	Do.	1	11-8-1937.
6	Bengal Central Public Works Division	Assistant Electrical Engineer.	1	1-3-1940.
		Electrical Subordinates.	5	{ 1-3-1940. 1-12-1937. 21-3-1940. 21-3-1940. 23-7-1940.
7	Bihar and United Provinces Works Central Division	Do.	2	{ 1-12-1939. 23-2-1940.

RECENT RESTRICTIONS ON SHIPS PLYING IN COASTAL TRADE OF INDIA.

187. ***Dr. P. N. Banerjee:** (a) Will the Honourable the Commerce Member be pleased to state whether the predominant portion of the coastal trade of India is carried by ships of the British India Steam Navigation and the Asiatic Shipping Companies which ships are on the Register of the United Kingdom?

†Answer to this question laid on the table, the questioner having exhausted his quota.

(b) Will the Honourable Member be pleased to state if two notifications were issued by the Government of India on the 19th September, 1940, for restricting, controlling and directing the movements of the ships plying in the coastal trade of India and of controlling the rates of freight that could be charged by such ships?

(c) Will the Honourable Member be pleased to state whether the ships on the Indian Register, usually plying in the coastal trade of India, Burma and Ceylon, are prohibited from going outside that trade without first obtaining a licence from the Government of India, but ships on the British Register plying in the same coastal trade are entirely free to go where they like without obtaining a licence from the Government of India?

(d) Will the Honourable Member be pleased to state if an obligation not to go out of their normal trade without first obtaining a licence from the Government of India is imposed on the ships on the Indian Register plying in the pilgrim trade between Calcutta, Bombay, Karachi and Jeddah, as no specific mention has been made in regard to the ships on the Indian Register plying in that trade in the notification?

(e) Will the Honourable Member be pleased to state whether in controlling the rates of freight and passage fares of ships on the Indian Register plying in the coastal trade of India, Burma and Ceylon, he is prepared to take into consideration the rise in the cost of operations of those ships since 1st June, 1940, the date mentioned in the notification, and also to see that the ships get a reasonable return, after providing for full depreciation, on the capital employed in those ships?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) Yes.

(b) Yes. I may, however, add that the notification relating to control of freights and fares issued on the 19th of September was cancelled by a notification on the 25th September as it was brought to the notice of Government that freights had been revised after the 1st of June, 1940, and before the date of the first notification. The other notification relating to the movement of ships was clarified by a further notification on the 8th February, 1941. Copies of both these notifications are in the Library of the Legislature.

(c) and (d). The attention of the Honourable Member is invited to the press communiqués issued by the Government of India on the subject dated the 19th December, 1940, and the 8th February, 1941, copies of which are laid on the Table. The Honourable Member will find from these communiqués that ships on the British Register plying on the coastal trade are not "entirely free to go wherever they like" but are under the complete control of the Government of the United Kingdom. The reason why a licence from the Government of India is not required in their case is due to the fact that these ships are under the control of the Government of the United Kingdom.

(e) I may assure the Honourable Member that all relevant factors will be given due consideration.

GOVERNMENT OF INDIA.
DEPARTMENT OF COMMERCE.
Press Communiqué.

The Government of India have noticed in the Press statements that the policy which is being followed by them regarding the control of Indian registered shipping is discriminatory against ships registered in India and in direct contrast with the treatment accorded by His Majesty's Government to shipping registered in the United

Kingdom. These statements show complete misunderstanding of the position. A further statement has recently been made that the notifications issued by the Government of India in September controlling freights and movements of Indian registered ships were directed against Indian national ships and did not restrict ships of a certain line which are registered in India but controlled by British interests. This statement is not correct as the notifications applied equally to all ships registered in India.

2. In view of these statements the Government of India consider it advisable to explain the position regarding the extent of control under which British and Indian shipping operate.

3. All ships registered in the United Kingdom, which are operating on the coast and between India and other countries, have been requisitioned by His Majesty's Government. The terms of requisition provide that such ships, though they are managed by their owners, shall be under the complete control of His Majesty's Government. The owners receive a monthly rate of hire to cover the use of their ships and the cost of running them. Receipts of all voyages are for the credit of Government and any increase of freight does not in any way benefit the owners as receipts are purely a Government concern. Many of the ships so requisitioned have been employed continuously on defence, and other priority requirements, and the operations of the whole fleet can be so co-ordinated and controlled that other ships are readily available for those purposes if required. Except when such ships are required for defence and priority requirements, such control does not necessitate taking the ships off their ordinary trades, and in fact it is the intention that so far as possible ships not required for other purposes should operate on their ordinary trades, but even when so occupied their voyages and destinations are under Government control and all profits of such voyages go to Government.

4. It would have been possible for the Government of India to have requisitioned in a similar manner all ships over a certain tonnage registered in British India. But after consultation with shipowners in a conference held in Simla in June, 1940, (at which shipowners operating on the coast strongly opposed the adoption of any such policy) and careful consideration of all relevant circumstances, the Government of India decided that it was then unnecessary to impose on shipowners so extensive a measure of control. It was recognized, however, that Indian registered ships must take their share in meeting urgent defence requirements, and that for this purpose it would be necessary to requisition ships on the Indian Register. The Government of India, therefore, decided that a policy of requisitioning only such ships as were necessary for defence purposes or urgent priority requirements would meet the needs of the situation and that it was unnecessary to resort to the more stringent control involved in general requisitioning.

5. A necessary corollary to the adoption of this policy of less stringent control was that adequate steps must be taken to ensure that owners of Indian registered ships should not take advantage of any possible shortage of shipping to raise freights unreasonably on their normal routes to the serious detriment of trade by those routes. Nor could the system of requisitioning ships on the Indian Register as and when necessary be worked if ships could be removed from their normal routes and chartered for special voyages outside these routes without the knowledge or consent of the Government of India. It was therefore explained by the Government of India at the Conference held last June that such control of freights and voyages was necessary and the necessity for this control was fully recognised. The notifications issued in September by the Government of India were merely for the purpose of giving statutory effect to that control. It was, however, found that the notification restricting freights to those charged on June 1st resulted in hardship, as there had been increases in expenses since those rates were fixed, and that notification was therefore withdrawn before it had become operative. The only control notification now in force is that prohibiting Indian registered ships from voyaging outside their ordinary trades without the consent of the Government of India though the issue of a further notification controlling freights is under consideration.

6. It will be clear from the above outline that the policy adopted by the Government of India so far from being discriminatory against Indian registered ships, gives them more favourable conditions of working than those under which British registered ships operate, and that such control as has been imposed, is necessary in order to ensure the best utilisation of Indian registered shipping during the war emergency.

H. C. PRIOR,

Additional Secretary to the Government of India.

NEW DELHI,
The 19th December, 1940.

GOVERNMENT OF INDIA.

DEPARTMENT OF COMMERCE.

*Press Communiqué.**Movement of Indian Registered Ships.**Government policy of control.*

On September 19th, 1940, the Government of India issued a notification restricting the movements of Indian registered ships to their existing trades so as to ensure that such ships would not be sent on voyages to ports other than those with which they ordinarily traded. Some doubt has, however, been expressed in certain quarters whether the notification actually so restricts the movements of those ships on the Indian Register which used to trade between the ports in India and on the Red Sea.

The original notification was designed to cover all Indian registered ships including those which used to trade between the ports in India and on the Red Sea and an amendment is being issued which will clarify Government's intention in this connection.

H. C. PRIOR,

Additional Secretary to the Government of India.

NEW DELHI;

The 8th February, 1941.

Qazi Muhammad Ahmad Kazmi: Will the Honourable Member please state whether the Government of the United Kingdom consults the Government of India on the control of these ships plying in the coastal trade of India?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: The Government of India are constantly consulted about those ships.

Qazi Muhammad Ahmad Kazmi: May I ask if they have got any hand in controlling the activities of those ships in addition to simply informing the Government of the United Kingdom and giving their reply?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: No, Sir. When any of these ships are required for the purposes of the Government of India, the Government of India consult, through the Shipping Controller, the Government of the United Kingdom.

Dr. P. N. Banerjea: If the present state of things is not considered satisfactory, will the Government of India reconsider the position?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: That is a hypothetical question.

ORDER EMPOWERING APPLICATION OF BENGAL COMMUNAL RATIO RULES TO CERTAIN POSTS IN THE OFFICE OF THE REGISTRAR OF JOINT STOCK COMPANIES, BENGAL.

188. ***Dr. P. N. Banerjea:** (a) Will the Honourable the Commerce Member please state whether it is a fact that the Government of India by an order dated the 1st March, 1939, empowered the Government of Bengal to fill in eleven posts in the office of the Registrar of Joint Stock Companies, Bengal, according to the Bengal communal ratio rules? If so, why?

(b) Will the Honourable Member be pleased to state whether the pay of the establishment of the office of the Registrar of Joint Stock Companies, Bengal, is borne on the Budget of the Central Government? If so, are not the clerks of this office employees of the Government of India?

(c) If the answer to the above be in the affirmative, will the Honourable Member state why the communal ratio rules of the Government of Bengal apply to them?

(d) Do the Government of India propose to consider the desirability of withdrawing their order, dated the 1st March, 1939, empowering the Government of Bengal to make appointments in the Registrar's office according to Bengal communal ratio rules and making their own rules regarding communal representation consistent with the Government of India's resolution passed on the subject in 1934?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: With your permission, Sir, I propose to reply to questions Nos. 188 and 189 together.

Prior to the introduction of Provincial Autonomy in 1937, the general administration of the Indian Companies Act, 1913, was vested by the Statute itself in the Provincial Governments. Under the Adaptation Order, all functions under the Act were restored to the Central Government but since the Act has all along been administered by the Provincial Governments and the arrangement was found to be satisfactory, most of the functions under the Act have been entrusted to those Governments with their consent under the present Constitution. The establishments employed in the provinces on Joint Stock Companies' work are under the administrative control of the Provincial Governments who are both the appointing as well as the rule-making authorities in respect of those establishments. The necessary provision on account of those establishments is included in the Central Government's budget estimates and the grants as finally accepted are placed at the disposal of the Provincial Governments concerned.

2. With regard to the eleven posts referred to by the Honourable Member, the position is that the Government sanctioned these additional posts for the office of the Registrar of Joint Stock Companies, Bengal, and while doing so suggested to the Government of Bengal that the Registrar may be instructed to follow their rules regarding communal representation. The establishment being under the administrative control of the Provincial Government and not being a service under the direct control of the Central Government, the Provincial Rules are applicable and so long as the present arrangements for the administration of the Act in Bengal continue it would not be possible to enforce the Central Rules in the case of that establishment.

Dr. P. N. Banerjee: Are the Government of India considering the desirability of taking over the administration of this Central subject?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: I cannot answer a question of that kind at this time.

ENTRUSTING THE ADMINISTRATION OF THE SUBJECT, JOINT STOCK COMPANIES, TO THE BENGAL GOVERNMENT.

†189. ***Dr. P. N. Banerjea:** (a) Will the Honourable the Commerce Member please state whether it is a fact that the Joint Stock Companies are, under the Government of India Act, 1935, a central subject? If so, why has the administration of the subject been entrusted to the Government of Bengal?

(b) Are Government prepared to consider the desirability of taking over the administration from the hands of the Government of Bengal?

RECOMMENDATIONS OR RESOLUTIONS OF THE EASTERN GROUP CONFERENCE.

190. ***Dr. P. N. Banerjea:** (a) Will the Honourable the Commerce Member be pleased to state whether Government propose to place their recommendations or resolutions of the Eastern Group Conference before this House for their approval and ratification before they are given effect to by them?

(b) Will Government be pleased to state whether they propose to take Indian commercial opinion into confidence in regard to any decisions arrived at by the Conference relating to the industrial development of the country?

(c) Will Government be pleased to state whether they propose to consult the Central Legislature before agreeing to any scheme involving financial burdens for defence or supply upon India?

The Honourable Sir Muhammad Zafrullah Khan: (a) No.

(b) As the House is aware a number of representatives of commerce and industry in this country were associated with the Government of India delegation as Advisers.

(c) The ordinary procedure will be followed.

Mr. Lalchand Navalrai: May I know why the Central Legislature is being kept quite aloof from the doings of this Eastern Group Conference?

The Honourable Sir Muhammad Zafrullah Khan: Will the Honourable Member kindly repeat his question?

Mr. Lalchand Navalrai: May I know why the Central Legislature is not being consulted? I would like to know if the doings of the Eastern Group Conference will be brought before this House, and that nothing will be done before asking the opinion of the House and getting their sanction.

The Honourable Sir Muhammad Zafrullah Khan: So far as I have been able to follow the question, I have answered it in answer to part 1 of the question.

Dr. P. N. Banerjea: Will Government consider the desirability of placing the resolutions and recommendations of this Conference before this House?

The Honourable Sir Muhammad Zafrullah Khan: No, Sir.

† For answer to this question, see answer to question No. 188.

Mr. Muhammad Nauman: May I know whether the Indian Exchequer is going to meet any part of the expenditure of this Council?

The Honourable Sir Muhammad Zafrullah Khan: The original question was with regard to the Eastern Group Conference, but I imagine the Honourable Member's question is with regard to the Eastern Group Supply Council which has been set up. I answered the question only two or three days ago that the Government of India would have to bear a portion of the cost.

Mr. Muhammad Nauman: Then, are we not justified in asking for their resolutions to be put before this House?

The Honourable Sir Muhammad Zafrullah Khan: The question is with regard to the Eastern Group Supply Council; the Honourable Member is now asking about the Eastern Group Conference; these are two separate things.

Lieut.-Colonel Sir Henry Gidney: Will the Honourable Member kindly inform the House whether it is not a well-understood and established practice that all expenses in connection with novel undertakings like this will primarily receive the consent of this House—I put, as an instance, the Lee concessions?

The Honourable Sir Muhammad Zafrullah Khan: I have, as a matter of fact, answered this question already, viz. that the Governor General has certified that the expenditure in connection with the Eastern Group Council was expenditure in connection with the war and therefore it was not necessary to lay it before this House.

Qazi Muhammad Ahmad Kazmi: Do the resolutions of the Eastern Group Conference in any way involve any financial expenditure that is to be met by this Government?

The Honourable Sir Muhammad Zafrullah Khan: The Eastern Group Conference has made certain recommendations and it is for the Governments concerned to decide whether they are going to give effect to them or not.

Qazi Muhammad Ahmad Kazmi: Before Government come to any decision, so far as such resolutions are concerned which affect the finances of this country, will they be prepared to take this House into their confidence in respect of those resolutions?

The Honourable Sir Muhammad Zafrullah Khan: That I have answered already.

Qazi Muhammad Ahmad Kazmi: The answer is in the negative?

The Honourable Sir Muhammad Zafrullah Khan: I have said that the ordinary procedure will be followed—that is the answer to part (c) of the question.

NEGOTIATIONS FOR ACQUISITION OF GERMAN MERCHANT VESSELS DETAINED AT BATAVIA.

190-A. *Dr. P. N. Banerjee: (a) Will the Honourable the Commerce Member be pleased to state whether it is a fact that the Government of India negotiated with the Government of the Dutch East Indies for the acquisition of about nine or ten German merchant vessels detained at Batavia?

(b) Will Government be pleased to state whether it is a fact that some of the vessels had been carrying cargo to India, but were diverted from their destination at the outbreak of the war?

(c) Will Government be pleased to state what have been the results of their negotiations in this connection and why they have not been able to secure those ships?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudalliar: (a) No.

(b) Yes.

(c) Does not arise.

POSTPONED QUESTION AND ANSWER.

BAN ON EMIGRATION OF UNSKILLED LABOUR TO CEYLON.

33. *Sir F. E. James: Will the Education Secretary be pleased to state:

*Postponed from 1 February 1941.

- (a) whether he is aware that serious hardships have been caused to Indian labourers and their families as a result of the application of the ban on the emigration of unskilled labour to Ceylon imposed by the Government of India in their notification dated the 1st of August, 1939;
- (b) whether instructions were issued by the Government of Madras in June, 1940, relating to certain exemptions in the case of families, dependents, minor children, etc.;
- (c) whether the stringency of the ban has been lately increased, so that Indian labourers desirous of visiting India for particular social purposes, such as, deaths and other domestic matters and for restricted periods of time, are not able to do so; and
- (d) whether it is proposed to take steps in consultation with the Madras Government to exempt from the application of the ban and for specific periods of time cases referred to in parts (b) and (c) above?

Mr. J. D. Tyson: (a) The ban on emigration has caused hardship in a certain number of cases. As the Honourable Member is aware, it affects both Indian labourers caught in India by the ban and Indian labourers in Ceylon when the ban was imposed. As regards the former the Commissioner of Labour, Madras, has been authorised to grant exemptions from the ban in genuine and deserving cases of hardship and the number of labourers and their families affected is not very large. It is not possible to estimate how many labourers in Ceylon have been affected.

(b) Yes.

(c) The operation of the ban has not been made more stringent of late. Exemptions are within the discretion of the Commissioner of Labour, Madras, but are not ordinarily granted to labourers desirous of visiting India for purely holiday purposes.

(d) The Government of India are willing to consider any specific representations that may be made to them from any source.

Sir F. E. James: Are Government aware that representations have in fact been made to the Government of Madras on this matter?

Mr. J. D. Tyson: They have not reached the Government of India, Sir.

Sir F. E. James: Are the Government of India aware that a completely Gilbertian situation has arisen whereby the Government of India are effecting, in Ceylon, what the Government of Ceylon would by immigration laws like to effect, but cannot, owing to undertakings which have been made and which have been referred to in a message from the Governor of Ceylon to the State Council?

Mr. J. D. Tyson: I am afraid I cannot express an opinion on that.

UNSTARRED QUESTIONS AND ANSWERS.

NON-GRANT OF ACTING ALLOWANCE TO JUNIOR READERS OFFICIATING AS SENIOR READERS IN THE GOVERNMENT OF INDIA PRESSES.

60. Bhai Parma Nand: (a) Will the Honourable Member for Labour be pleased to state whether it is a fact that there are various grades of Readers in the Government of India Presses, but no acting allowance is allowed under Fundamental Rule 30 to a junior Reader in the lower grade when he is required to perform the duties of a senior Reader in the higher grade on the plea that such officiating appointment does not involve the assumption of duties and responsibilities of greater importance than those attached to the post of a junior Reader?

(b) If the reply to part (a) be in the affirmative, will the Honourable Member be pleased to refer to the reply given by the Government to question No. 274, asked by Mr. S. C. Mitra on the 30th January, 1929, in which Government have distinctly stated that "The responsibilities of a reader vary according to the grade to which he is employed" and state the reason why officiating allowance is not allowed in such cases? Does not such declaration by Government fulfil the conditions of the grant of acting allowance as laid down in Fundamental Rule 30?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudallar: (a) and (b). The matter is under consideration.

PROMOTION OF CLERKS AS ASSISTANTS IN THE CENTRAL PUBLIC WORKS DEPARTMENT.

61. Bhai Parma Nand: (a) Will the Honourable Member for Labour please state how many vacancies in the posts of Assistants have been filled up by promotion from clerks in the Central Public Works Department during the last three years up to date?

(b) How many clerks of the Central Office have been promoted to these posts?

(c) How many clerks of the Divisional Offices have been promoted to these posts?

(d) If the reply to part (c) be in the negative, what avenues of promotion in their official career are left to the clerks in the Divisional Offices, especially graduate clerks?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) Seven.

(b) Seven.

(c) None.

(d) As the Central Office and Divisional Offices have separate cadres, it has hitherto been the practice to restrict the prospects of Clerks working in Divisional Offices to their respective Divisional units, except in the case of vacancies in the grade of Head Clerk, for which the claims of all the men have been taken into consideration. The policy for the future recruitment and promotion of Clerks in the Central Public Works Department, as a whole, is however under consideration, with a view to see to what extent men outside the Central Office may be considered for vacancies therein.

PROMOTION OF CLERKS AS HEAD CLERKS IN THE CENTRAL PUBLIC WORKS DEPARTMENT.

62. Bhai Parma Nand: (a) Will the Honourable Member for Labour please state how many vacancies in the posts of head clerks under the Central Public Works Department have been filled in during the year 1940 by promotion from clerks?

(b) How many of these posts have been given to the clerks in the Rent Section which is a part of the Central Office?

(c) How many of these posts were given to the Divisional Office clerks?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) Two.

(b) Two.

(c) None.

PREFERENTIAL TREATMENT TO CENTRAL OFFICE CLERKS *vis-a-vis* DIVISIONAL OFFICE CLERKS FOR PURPOSES OF PROMOTION IN THE CENTRAL PUBLIC WORKS DEPARTMENT.

63. Bhai Parma Nand: (a) Will the Honourable the Labour Member please state, if preferential treatment is being given for purposes of promotion to clerks in the Central Office, while better qualified clerks in the Division are being ignored?

(b) Is it a fact that the Chief Engineer, Central Public Works Department, has issued a circular that his office is not to be treated as a stepping stone, that is to say, the application of the persons working in the Central Public Works Department for jobs in other offices are not to be forwarded by the Central Public Works Department authorities, and if so, how is it reconciled with the treatment meted out to the graduate clerks in the Divisional Offices?

(c) Are Government prepared to consider the point that all promotions to the posts of Assistants and Head Clerks and Superintendents should be subject to passing some sort of departmental examination, and all the persons working in the Central Public Works Department, whether in the Divisions or the Central Office, should be eligible to appear in this examination?

The Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar: (a) As has been explained in reply to part (d) of question No. 61, the Central Office and the Divisional Offices have separate cadres and there is no question of preferential treatment.

(b) Yes; a copy of the circular is placed on the table. It will be seen therefrom that in certain circumstances clerks are permitted to accept employment in other offices.

(c) This question is receiving consideration in connection with the future general policy to which reference has been made in reply to part (d) of question No. 61.

CENTRAL PUBLIC WORKS DEPARTMENT.

No. 0753-E.

Dated New Delhi, the 16th October, 1940.

OFFICE MEMORANDUM.

Experience has shown that permission has been granted too freely, in the past, to the staff of the Central Public Works Department, to apply for appointments in other Government Departments, irrespective of their duration. The effect of releasing men for short periods is that it creates difficulties in conducting the work of the absentees—necessitating, as it does, the employment of untrained persons, in their vacancies. With a view, therefore, to retaining the services of experienced men, as far as possible, and to putting a stop to the Central Public Works Department, being made a stepping-stone to other appointments, the Chief Engineer has decided that, in future, permission to accept employment, outside the Central Public Works Department, will only be given by him—

- (a) in cases where the exigencies of the public service permit the grant of this indulgence; and
- (b) if a better and permanent new appointment can be secured by the applicant, elsewhere.

In all such cases, the applicant must be prepared to sever his connection with the Central Public Works Department, and should give this undertaking, in writing, at the time of making his request.

(Sd.) A. M. PRICE,
Administrative Officer.

STATEMENT LAID ON THE TABLE.

Information† promised in reply to unstarred question No. 10 asked by Dr. Sir Ziauddin Ahmad on the 17th February, 1941.

OFFICERS IN THE SUPPLY DEPARTMENT AND THE OFFICE OF THE DIRECTOR OF CONTRACTS.

* * * * *

†Not printed in these debates but a copy has been placed in the Library of the House—*Ed. of D.*

THE RAILWAY BUDGET—LIST OF DEMANDS.

SECOND STAGE.

Mr. President (The Honourable Sir Abdur Rahim): The House will now resume the second stage of the discussion of the Railway Budget, that is to say, the Demands for Grants and the cut motions relating thereto. As regards the cut motions, the Chair was informed in the morning by Mr. Aney and Sardar Sant Singh that they have arrived at some arrangement with the European Group and the unattached Members, and also the Government, as regards the order in which these cut motions will be moved. They promised to give the Chair a written list to that effect but no such list has been received yet, and the Chair does not know whether any arrangement has been arrived at or not. If no arrangement has been arrived at, then the House will go on with the motions in their order.

Sardar Sant Singh (West Punjab: Sikh): Sir, the arrangement has been arrived at, and I will just now submit the list of cut motions that we propose to move.

Mr. President (The Honourable Sir Abdur Rahim): The list of cut motions is before the Chair, but it would like to know the order in which these motions are going to be moved. The Chair understands the members of the Muslim League Party are not taking any part in this discussion.

Mr. M. S. Aney (Berar: Non-Muhammadian): The arrangement arrived at was that our Party is to move its cut first and the European Group will move their cuts tomorrow.

Mr. President (The Honourable Sir Abdur Rahim): Has notice been given to the Government by the various Parties of the motions that they will be moving?

Mr. M. S. Aney: The Government are aware of the cut motions which we are going to move. Unfortunately, the list has not been supplied to the Chair. It looks like that.

Mr. President (The Honourable Sir Abdur Rahim): Very well. As regards the time, the usual practice has been for the Mover of the cut motion to take 15 minutes and the other speakers also to take 15 minutes, and the Government Member replying to take 20 minutes. Will that suit the Members?

(Voices of "Yes", "Yes".)

Mr. President (The Honourable Sir Abdur Rahim): Now, which is the cut motion that is going to be moved first?

Sardar Sant Singh: I will move cut motion No. 64. It relates to the first Demand.

The Honourable Sir Andrew Olow (Member for Railways and Communications): Sir, this cut motion would appear to relate to Demand No. 6-B.

Sardar Sant Singh: No, Sir, it relates to Demand No. 1.

Mr. President (The Honourable Sir Abdur Rahim): If there is to be a discussion regarding Demand No. 1, the Chair will put it to the House. The Honourable Member had better move Demand No. 1.

DEMAND No. 1—RAILWAY BOARD.

The Honourable Sir Andrew Clow: Sir, I move:

"That a sum not exceeding Rs. 11,52,000 be granted to the Governor General in Council to defray the charges which will come in course of payment during the year ending the 31st day of March, 1942, in respect of the 'Railway Board'."

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

"That a sum not exceeding Rs. 11,52,000 be granted to the Governor General in Council to defray the charges which will come in course of payment during the year ending the 31st day of March, 1942, in respect of the 'Railway Board'."

Suspension of the pledge for manufacture of Locomotives in India for the period of war.

Sardar Sant Singh: Sir, I beg to move:

"That the demand under the head 'Railway Board' be reduced by Re. 1."

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

"That the demand under the head 'Railway Board' be reduced by Re. 1."

Sardar Sant Singh: Sir, the question of undertaking the manufacture of locomotives in India is a very old one. First of all, in 1914, when the last war started, the Government issued a communiqué stating that "in pursuance of their expressed policy of making India as far as possible independent of outside sources in the supply of material, the Government of India have had under consideration the question of the construction of locomotive engines and they are now in a position to give a general undertaking that tenders will be invited only in India for all the railway locomotives and locomotive boilers required by Government during 12 years commencing with the year 1928". In pursuance of this communiqué, a certain attempt was made for the construction of locomotives in India. I do not propose to go into that history, because I find that in the debate that was held on the 20th September, 1939, in the Upper House, Sir Guthrie Russell gave an undertaking that an Inquiry Committee had been arranged which will go into the whole question of the construction of locomotives, and that the report, when ready, will be placed before the House for discussion. That report was made in January, 1940, and the whole question of the construction of locomotives, their cost, the comparative price which the cost of production will entail in India and also the price paid for the purchase of locomotives from abroad was gone into. The Enquiring Committee went into the question of the capital cost which the Government will be called upon to lay out for the purpose of erecting the plant, machinery and workshop for the construction of broad gauge as well as metre gauge locomotives. In the short time at my disposal, it is not possible for me to go into the various recommendations of that committee. Suffice

it to say that the committee came to the conclusion that such a workshop should be erected at Kanchrapara and that the cost of the production of one locomotive of "XC" type of tonnage basis would be not more than Rs. 98,000 per broad gauge locomotive. They also came to the conclusion that the cost of purchase of "XC" type engine of the same tonnage would be something like Rs. 1,34,000 per locomotive. Looking into the recommendations of this report, we cannot escape the conclusion that the two chief objections which were raised by the Honourable Sir Muhammad Zafrullah Khan, who was then the Communications Member, in the debate which took place in this House in 1935 were met by this committee. Those two objections were that the construction of locomotives in India by the Railway Department was not a commercial proposition and that a guaranteed demand of at least 200 locomotives per year would be necessary to make it something like a commercial proposition for the railways. These two objections have been met in this report. They have taken a very conservative estimate of the requirements for the next 35 years of the various railways in India and they have come to the conclusion that 100 locomotives will be necessary for the coming years. At the same time they have said that if this normal demand is kept up there will be an actual saving in the cost price of the locomotives when the comparative prices are taken into account, the cost of production in India and the cost of purchase from outside India. With this difference in price, I think the objection to the production of locomotives in India as a commercial proposition disappears entirely. I do not know what action the Government have taken on this report, but I know this much that the Railway Board had decided to postpone the undertaking of the construction of locomotives in India during the period of the war. The plea taken up is that the factories in which the locomotives are to be manufactured are being used for the production of munitions and other weapons of war. I have no quarrel over that question, nor do I think that that question is relevant to the discussion involved in this cut motion. My point is this that the necessity for undertaking the construction of locomotives in India is to be looked at from various points of view. The first point of view is this, whether the railway system, which is the biggest of any one railway in the world, can afford to remain dependent upon the supply of such essential equipments as locomotives from foreign countries, particularly so at the present time. The present critical position should open our eyes to the fact that India cannot afford to remain dependent upon foreign countries for the supply of railway materials. A large capital of the Indian taxpayers' money is involved in the railway organisation. There is no reason why the railway organisation should not take courage in both their hands and begin to construct locomotives immediately in order to make India self-sufficient in the matter of supply.

The second point which I want to place before this House for consideration is this, that apart from the commercial aspect of the question, there is the political aspect to the question as well and that is that all the money that is spent in India will have invisible benefits to the State and one of them is that most of the unemployed that we find in India will be employed in the workshop that is proposed to be set up. Secondly, the money that used to go abroad will remain in India for the benefit of India, and thirdly, the tax paying capacity of Indians will increase by the prosperity that will be brought about by keeping this money in India itself. These are the advantages which have not been taken note of by this Committee

[Sardar Sant Singh.]

and we fail to see why the Government should persist in their policy of patronising the industries abroad and not create a very vital and key industry in India itself.

At present the position is this, that owing to the war, the railways are being put to a very hard task of maintaining the running of the lines with the present stock of locomotives as well as wagons and other frameworks. The necessities of India require that railways should not depend for their supply of these vital parts upon foreign countries, as most of the countries which used to be patronised in the last war are now at war with Britain. It was in the midst of the war itself that Government gave us to understand that they will construct these locomotives. It may be said that the plant and the machinery are not available for the setting up of a workshop. I agree to differ on this point. Surely by reading this report, one would find that most of the materials that are required for the manufacture of locomotives are available in India. As regards the machinery our railway workshops are quite fitted to undertake the task and if any supplementary plant is required, that is available from America and can be had easily if we have a little bit of vision. There may be difficulties. My Honourable friend, Mr. Boyle, shakes his head implying that the difficulties are genuine. May be. But is there anything which may not be done with a little bit of effort. (Interruption.) I will add, boilers and locomotives also can be manufactured in India. If we look at the attitude of the Government as regards their policy for the past 26 years in the matter of construction of locomotives in India, we find that it is not the difficulty in getting the plant, but it is the lack of will in starting the construction of locomotives in India. But the Government of India take shelter behind the plea of the difficulty of getting the plant. Is it an honest and genuine plea? During the last war they took up the same plea. The last war ended in 1918, and the second war began in 1939. The interval of 20 years was not utilised to build up the necessary plant to undertake this construction. Therefore, if we on this side of the House take exception to the *bona fides* of Government in this matter we are justified and there are grounds for it. The policy of Government has all along been to patronise the British industries, German industries, American industries and all industries except Indian. Now, this House cannot permit Government, of course willingly, to postpone this issue. This House has carried this cut from year to year and has brought this to the notice of Government, and in this demand even the European Group has sided with us.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member's time is up.

Sardar Sant Singh: All right, Sir. The position, therefore, is that, in the face of this unanimous desire of the country, there is no reason why Government should postpone consideration of the question of the manufacture of locomotives in India till the conclusion of the war. Certainly there will be difficulties, but those difficulties can be overcome.

Lieut.-Colonel Sir Henry Gidney (Nominated Non-Official): Sir, I have taken part in this discussion, or the discussion relevant to the manufacture of locomotives, on many occasions on the floor of this House. I will take my memory back to the year 1937 when I played a conspicuous part and

we called upon Government to alter their policy. Before I say anything on the cut motion, I should like to make it quite clear that, strong as I have been in my advocacy, I have always felt that the present position of India so far as her needs are concerned, I mean her major industrial needs, have been the accumulative output of the policy of the Government of India; and that policy is one of studied bigotry and worship at those untouchable industries which they get from their own country. Year in and year out, India has been asking for practical demonstration from Government to help us in our major industries, and with equal unconcern Government have said that these demands are both unremunerative and uneconomical; and we have been forced to accept that position. But, Sir, there is no use crying over spilt milk; let us spill no more. To come to this motion, Sir, I think myself, after having heard what the Honourable Member said in his reply to the general budget discussion, let us forget the fact that this has been unremunerative in the past. Let us forget that in the past the Railway Board and the administration have been wholly wrong in their policy and throwing cold water on us in this House. I am not going to accentuate it or repeat it. But the question that is facing us today is the battle that is facing the whole Empire,—the urgent necessities of the war *versus* the manufacture of locomotives in India; and in these two sides I am prepared, on considering this matter very carefully, to say that the urgent and present need of Government is the supply to the Empire of its urgent necessities. I am not going to connect anything whatever between the past policy and this. I am looking at the present; and what is the urgent necessity today? Not even my Honourable friend, Sardar Sant Singh, will deny that it is to supply England and the Empire with all her ammunition to help us win this battle. The question of making a few locomotives in this country is nothing compared with the defeat of the Empire. If, on account of our mentality, we are going to put this in a secondary place, I think we are doing a great disservice to the Empire. I have been an ardent supporter of this, but there is no doubt that the present position of the country demands from us our support and our giving all the help that we can. I do know that most of our workshops are today,—and I have visited two quite recently,—employed in the manufacture of ammunition. I do know that these workshops which are usually employed for a lot of engine repairs cannot afford to replace the manufacture of ammunition with the manufacture of a few locomotives. Therefore, while I support the demand that India must have locomotives I feel that it is only right to accept Government's opinion that the Empire's call must take the foremost place in our minds, particularly in this representative House today. My Honourable friend, Sardar Sant Singh, talks about invisible benefits. But the washing out of unemployment is a very visible benefit, and I do believe that the manufacture of locomotives would alleviate our unemployment to a large extent. As for the benefit to the taxpayers and prosperity, these are obvious benefits. But these things, if he will reconsider the matter seriously, must give second place to the nation's needs. It would be interesting to know from the Honourable Member how many of the locomotives were obtained from Germany and how many from England; and it would also be interesting to know whether he can get any locomotives or the essential parts that go to make these locomotives from America or from England. I feel sure that from England he will never be able to get them and I believe that America is putting her whole energies forward in the manufacture of munitions for England, the Dutch East Indies, for Greece and certainly for India.

[Lieut.-Colonel Sir Henry Gidney.]

Sir, my Honourable friend, Sardar Sant Singh, made an astounding statement just now. He said that all the essential parts of a locomotive can be obtained in India today. I am not an engineer, any more than my Honourable friend the Railway Member, but the knowledge I possess on the subject tells me that it is our chief complaint that our workshops and our mechanics cannot supply or produce metal of the nature necessary for the important and essential parts of a locomotive. For instance, boilers and certain other very important parts of a locomotive are even today secured from England and assembled in the only locomotive workshop that we have, namely, Ajmer. I really do think that it is wrong to mislead the House and say that India can do it. That is one of our complaints against Government that we have not got skilled mechanics in this country. Indeed, Government make that fatal policy of getting crops of these men, foremen and assistant foremen, from England without properly training the men we have; and when a vacancy occurs we have got no one to fill it up. It is a sad commentary on the administration of locomotives in this country that we must indent on England at higher wages and higher sacrifices and so refuse us in this country the proper position that we should have. That, I say, is wrong. But I am yet to learn that India can supply those needs. Even if she is, I am prepared to subordinate my demand to the urgency of the nation's needs and I am prepared to be satisfied—and I do hope the Mover will be satisfied—when he realises how utterly and fully impossible it is for us to devote our time to anything but munitions. If the Honourable Member would be so kind as to tell this House that the moment India is freed from this urgent and immediate demand for munitions, he will not lose a single moment in throwing open these workshops for undertaking the manufacture of these locomotives, if the Honourable Member gives the House that assurance, I think that is the most he can give. But I should like to join my friend, Sardar Sant Singh, in pushing this to a division if I felt that it was a practical proposition. When in the general discussion I said the principle was wrong, it was wrong in the immediate—it was the aftermath of a wrong policy on the part of the government and from which we are suffering today—not only as regards locomotives but in aeroplanes and other heavy industry. But as I said, let us not look at it that way now. If the House can get that satisfaction—a definite statement from the Honourable Member,—I would like my friend not to press the cut motion which on the face of it no government can oppose. But in the face of our own feelings to win the war, you cannot ask government to replace the manufacture of munitions by the manufacture of a few locomotives. I do feel that if the war goes on for a long time, the locomotives will be out of date soon—they will be practically irreparable. I believe the life of a locomotive is about 20 to 25 years, possibly 30 years—depending entirely whether they belong to the E. I. R. from which you can see the other world, or whether they belong to other railways from which you can see India. But on this matter I would ask my friend, Sardar Sant Singh,—let us be practical; and whilst I share with him in entirety and with every national Indian that India must be put in a position to make her own major industries, let me appeal to him to put practice before theory; let us put the needs of the Empire before our aspirations and our desire to go ahead, much as I want to share with you in that respect.

Pandit Lakshmi Kanta Maitra (Presidency Division: Non-Muhammadan Rural): Mr. President, Sir, this motion is designed to draw once

again the pointed attention of the Government to the imperative necessity of starting at an early date the manufacture of locomotives in India. As the Mover of this motion has pointed out, it is indeed a hoary old question and it has been mooted on the floor of this House and elsewhere, time and again, but no tangible results have flowed therefrom.

Beginning from the year 1921, the very inception of this Legislative Assembly under the Montford Reforms, there has been an insistent demand from the representatives of the people to have this industry started immediately so as to make India self-contained in the matter of supply of locomotives for her railway systems. The stress and strain of the last great European war were felt by the Railway Administrations in India and they could not straightaway reject the proposal of starting locomotive manufacture. As is their usual way, they started making statements holding out hopes—sometimes going a step further and holding out something in the nature of promises. The country came to be lulled now and then by soft and pious phraseology, till the matter came in for serious consideration in the year 1935 in the Session of the Legislative Assembly at Simla. There we had a full dress debate on this question. As I recall today the proceedings of the Assembly on that date, I remember vividly the case made out by the then Finance Member, Sir James Grigg, against the starting of this industry in India. The principal objection raised by him was one of economies; in other words he contended that it was not a commercial or an economic proposition to start a locomotive factory in India, and he laid down the dictum, which is a truism, that unless an industry was essentially necessary for the very existence of the nation its Government could not go in for it at the sacrifice of the taxpayers' money. It was his considered opinion that such a scheme was doomed to failure, besides being a heavy burden on the Indian taxpayer. The then Commerce Member who took the cue from him emphasised his objection on the ground that railways were a commercial concern and as such, viewed from the point of view of commercial returns, such a scheme was not likely to be successful. It is interesting that while the spokesmen of the Government had been talking in this strain, the Tariff Board, which was appointed by it, in its report of the year 1924, struck an entirely different note. I shall make a short quotation from it relating to the claims of locomotive industry for assistance. On page 170 of their report they say:

"The industry is very valuable from the national point of view. Apart from its importance as affecting the question of national defence"—and here I ask the attention of my Honourable friend, Sir Henry Gidney—"it is an industry which gives ample opportunities for the purpose of training Indians in mechanical engineering, and if India is to make itself independent, as far as possible, in the supply of its railway requirements, it is essential that in its industrial organisation it should possess a well-established locomotive industry. With regard to the supply of labour also, it is favourably situated, for it cannot be regarded as an industry in which all labour has to be specially trained. There are many engineering works, Railway workshops and factories where labour of the kind required in this industry is available at reasonable cost and in sufficient quantity."

The whole of para. 18 deals with the possibilities of this industry.

Lieut.-Colonel Sir Henry Gidney: But national defence is not life and death defence.

Pandit Lakshmi Kanta Maitra: If I get time I will reply to that part of the argument which engrossed the whole of the speech of Sir Henry Gidney; he gave us the impression while he was speaking on a cut motion, not on the subject of locomotive manufacture, but on the speeding up of armaments

Lieut.-Colonel Sir Henry Gidney: Not a bit.

Pandit Lakshmi Kanta Maitra: In the report of the year 1926—the Report of the State Railways Workshops Committee—the same thing is brought out once again and the conclusions are given on page 77 of the said report. I make no apology for giving a very brief extract from the report which runs as follows:

“Assuming equal efficiency of organization and control on either side, all the elements of cost such as labour, materials and on cost have necessarily a tendency to be lower in a Railway workshop than in a private workshop. Private firms have ordinarily to provide a margin of ten per cent. over and above their actual cost in the shape of profit, while it would be perfectly just if the State included interest alone as an element of cost. These are considerations which would obviously be taken into full account in determining the policy of the State; we only wish to emphasise here that, with respect to such components of locomotives and spare parts of carriages and wagons that have till now been manufactured almost entirely in railway workshops in India (and not locally purchased), and on the regular and expeditious supply of which depends the efficiency of railway transportation for which the Railway Board is responsible, the arguments advanced above, ought to carry more weight than when the manufacture of other articles is being considered.”

The further conclusions of this Committee are embodied in paragraph 400, page 77, but time is pressing and I cannot read to the House the passages, particularly the concluding portions, to which I have made a reference.

Then, Sir, last year, in the year 1940, we got the final Report on this subject, I mean on the construction of locomotives in India in State Railway workshops. That Report is very clear and explicit. I will make only a casual reference to two or three passages in it. That Report establishes clearly and beyond the shadow of a doubt that the industry contemplated by this cut motion could be started immediately in India as the time was most opportune.—I want to draw the attention of the House including my Honourable friend, Sir Henry Gidney,—to this significant sentence,—“the time was most opportune for building up such an industry in India now.” It is the opinion embodied in a Report which has been published by the Government of India, which apparently my Honourable friend, Sir Henry Gidney has not cared to read

Lieut.-Colonel Sir Henry Gidney: I want to know which one? Is that before or after the war?

Pandit Lakshmi Kanta Maitra: It was published after the war began, in January, 1940.

Lieut.-Colonel Sir Henry Gidney: Published?

Pandit Lakshmi Kanta Maitra: Yes. The first three sentences will explain the position. This is what they say on the effect of the war on the manufacture of locomotives in paragraph 88 of their Report:

“The results of our examination of the economies of locomotive manufacture have gone to show that locomotives can be manufactured in India at competitive prices without any State aid in the shape either of subsidies or protective tariffs, so long as the annual average demands of Indian railways for locomotives during their life cycles of 35 to 40 years are not likely to be much lower than the capacity of locomotive workshops of economic size.”

My friend, Sir Henry Gidney, said just now, that we are living at a time when spares and parts could not be had locally and they had to be

imported from outside India. May I respectfully draw his attention to page 17 of the Report? Here the materials have been divided into three categories—and on this the Committee says that the categories of articles mentioned in Group A and Group B—I do not propose to read out the list of articles mentioned thereunder—could now be manufactured by private companies in India, and there are indications to show that they will be manufactured. Then mention is made of a class of materials which for the time have to be imported from outside. Their number is small, but there also distinct opinion of the Committee is that the purchases would have to be made for only some years, though there are distinct possibilities of their being eventually manufactured in India. This is what is stated on page 17 of the Report

Lieut.-Colonel Sir Henry Gidney: I have read it.

Pandit Lakshmi Kanta Maitra: I am very grateful to my friend. His memory has failed him if he has read this Report.

Lieut.-Colonel Sir Henry Gidney: No, no.

Pandit Lakshmi Kanta Maitra: But my Honourable friend, asked why we brought this cut motion before this House at a time when production of munitions was of utmost importance. We do not for a moment suggest that you should stop the manufacture of arms and ammunitions. We have never suggested that. We should be the last to come here and ask the Government to stop all production of munitions or other armaments at this time of the war. But our point is that, while it is necessary that you should have armaments or munitions for your offensive or defensive in the war you require no less, locomotives or engines to carry them for you; and you must have an efficient railway organization. If your locomotives cannot be replaced or repaired here and now, the result would be inefficient service, if not complete break down. Will it make for your own efficiency? It will not. Therefore, I say if it is not possible for the Government to start the manufacture of locomotives this March or April, it is time for them to seriously apply their mind to this question. It is a very important matter, and now that the import of locomotives from other parts of the world is next to impossible owing to the international complications, it is all the more necessary that the matter should be more closely, more enthusiastically and more vigorously pursued . . .

Lieut.-Colonel Sir Henry Gidney: Where will you get the things from?

Pandit Lakshmi Kanta Maitra: My friend is always obsessed with the idea that we shall not be able to get the materials. I have shown him by reference to the different Reports, published not by Congress agencies, but by the Government themselves, authenticated Government Reports,—if Government don't give you correct Reports I cannot help,—but I assume that the Government Reports are correct,—I have shown by reference to those Reports that you have got enough material in this country, that you have ample scope and that your workshops, if properly fitted up and reorganized, are capable of manufacturing these locomotives in this country. There is the distinct finding of the Committee in the last Report to which I have made reference, that the Railway workshops at Kanchrapara and Jamalpur are eminently suited for the purpose of repair, overhaul

[Pandit Lakshmi Kanta Maitra.]

and manufacture of locomotives, parts, under frames and so on, Kanchrapara has been recommended for the manufacture of locomotives and Jamalpur for the repair works of the locomotives, wagons and parts.

Sir, I think there is going to be another objection when all these difficulties have been met, and that is, a dearth of skilled technicians and a dearth of highly delicate plants. My reply to that is that this Government can never look beyond their nose. This country has given them warning after warning during the last two decades. If they had minded our warning in their own enlightened self interest, it would have been possible for them to establish a full fledged locomotive factory by now and this question would never have come up before them. But they did not pay any heed to our warnings, and they proceeded at snail's pace, with the result that this dilatoriness on their part is going to spell ruin to the railway industry in this country. Sir, we do not know how long the war will last. If it becomes a long drawn affair, it will be a serious problem for the Railway Administration to meet the growing demands for locomotives when there is no chance of a regular and steady supply of them from other countries

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member's time is up.

Pandit Lakshmi Kanta Maitra: from all these considerations, I commend this motion for the acceptance of this House. I want to make it quite clear once again—let not my friend, Sir Henry Gidney or for the matter of that, my friends of the European Group or the Treasury Benches, think that we want to censure Government by this cut motion. What we mean is to focus their serious attention on this question, the Government have slept for too long on this, and we want that they should at least now address themselves seriously to this question. Sir, with these words, I support this motion.

(At this stage, Sir Henry Gidney interrupted and said something which was inaudible.)

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member should not make running comments like that.

Mr. Lalchand Navalrai (Sind: Non-Muhammadian Rural): Sir, I rise to support this motion. Industries in India require great encouragement. We have got a large number of Railways working in India, and no one can say that, without manufacturing these locomotives in this country itself, we can go on for a long time. Even though demands have been made, and in this House several Resolutions have been passed and many cuts have been pressed, we see that the Government have not moved an inch in that direction. Now, for the first time they come forward and say that there are no materials available in India, nor skilled labour, in order to build locomotives in India. I submit that Government ought to be condemned for this short-sighted policy. From the very beginning there has been a desire on the part of the Government not to build locomotives here, but to encourage and support the exploitation of this country by other countries outside. Those days have gone, and it is now time to see that there is no further exploitation of this country and the Government should come forward to build locomotives in this country.

It cannot possibly be denied that there is a great demand for the making of locomotives in this country. It is also admitted that at this time they cannot be imported from outside. If this is admitted, the necessity for making locomotives is admitted. A start should be made at once, because, in my humble opinion, the engines that are available have already run their time, they have become old, and we see that on that account the railways are suffering. We see that engines are giving trouble, and, on account of their not working in a safer manner, there are accidents. I need not state that these accidents are due to the short sighted policy of not establishing the manufacture of locomotives in this country, or even repairing them properly. The traffic is suffering, it is undermined and there is no punctuality in running trains. There is delay in passenger trains which is affecting the traffic. The question is, what is the view of the Government? They cannot say that they have not given an assurance that locomotives can be established in India. This point was discussed on a Resolution in the other place when Sir Guthrie Russell said:

"I should like to assure Honourable Members that not accepting the Resolution is not on account of lack of sympathy on the part of the Government. I can assure them that there is no difference of opinion whatever between them and the Government as to the desirability of building Locomotives in India."

Nothing can be clearer than that. Further on, he said:

"There has been a report called for. I can assure Honourable Members that the report will be sympathetically considered. As you know, at present Government give preference to stores of Indian origin. *(They do profess so, but they should show in practice what their intentions and desires are)*. I have little doubt that the Government will also be prepared to stretch a point and start the building of locomotives in India. In other words, they will be prepared to give a reasonable price preference."

As I understood the Honourable the Railway Member when he touched on this subject during the general discussion on the railway budget, he is not averse to making a start, but his whole anxiety was that they are engaged in the manufacture of munitions and other materials for the war, in the railway workshops. Nobody will grudge them that. No one will say that the workshops should not work for the exigencies of the war, and in this House it is not claimed that the manufacture of munitions should be abandoned in favour of building locomotives. What we ask is this. Side by side with the manufacture of munitions for the war, you should not neglect this article of paramount necessity for the carrying on of the railways. It is urged that skilled labour is not available. I cannot understand that at all. Skilled labour can be secured for the war. They are actually working in the workshops, and one cannot understand that there is no skilled labour for the building of locomotives. That requires to be examined again. In the workshops they employ both skilled and semi skilled labour. If a few persons of the skilled labour are also employed side by side for making locomotives and you also train the semi skilled people, you can make both war materials and locomotives. An attempt in that direction should be made. It cannot be said that all the workshops are working in such a manner that they cannot spare any skilled men for the purpose of building locomotives. Therefore, I think that this excuse is one which should not be accepted.

As regards materials, it has been made plain that they are available. There are only a few materials which are not at present available in India. They can be secured from America and other places where there is no war.

[Mr. Lalchand Navalrai.]

Where there is a will there is a way. If they want to revert to the old policy that India should be exploited and not be made self sufficient . . .

An Honourable Member: What do you mean by old policy?

Mr. Lalchand Navalrai: They followed that policy, and they want it to continue. I call it old in the sense that some good sense is drawing upon them and they are at least admitting that locomotives should be built in India. Coming to my Honourable friend, Sir Henry Gidney, he sometimes makes bold assertions and comes forward to say with all the emphasis at his command, these materials are not available in India, or let it be proved otherwise. Has it not been proved yet by the references made to the report on the construction of Locomotives in India in State Railway Workshops, which was made in January, 1940? I would not read what has already been read and I would submit that if Sir Henry Gidney had read all this, he will change his opinion altogether. This report makes it quite clear and plain that these materials can be had in India. Here they have divided the materials into three groups. In group No. 1 are all articles of rubber, all articles of iron, buffers, regulators, sanding gear and soot blowers. In the second group are ejectors, injectors, superheater headers and others.

The Honourable Sir Andrew Clow: Will the Honourable Member read what follows: "there are indications to show that they will be manufactured."

Mr. Lalchand Navalrai: I come to that. Then, it is said:

"All items in Group A could now be manufactured by private companies in India and there are indications to show that they will be manufactured."

This point should be examined. Then, they say:

"If there is any difficulty or delay in obtaining supplies at fair prices from local manufacturers, items 4, 5 and 6 can be manufactured in the new workshop. Items 4, 5 and 6 are Regulators, Sanding Gear and Soot Blowers."

Now, coming to the second group it is said:

"We understand that all items in Group B will shortly be manufactured in India. A plant for acid steel is under erection and is expected to be in full working order in about a year's time. A plant for the manufacture of tyres (item 12) is on order and full production is anticipated by 1941."

We are now in 1941:

"Assurances have been received that the requirements of the new industry in respect of items 14 and 15 will be met."

Items 14 and 15 are Re-rolled Special Steel Sections and Spring Steel.

Then, Sir, I come to the last part, that is the third group. There is also a possibility that they will be available in India soon, but in the meantime there are no such articles without which we cannot easily get on at present.

With regard to the third group, the following items will have to be imported for some years in any case, though there are distinct possibilities of their being eventually manufactured in India. They are:

"Copper plates for boilers, copper rods for boilers, copper pipes for boilers, gauge glasses, armoured glass protectors and lubricator glasses, steel boiler tubes and elements; and asbestos mattresses."

Now, therefore, the position is this. If we make further investigation and the Honourable the Railway Member re-investigates this matter and gives his consideration to it, I am of opinion that he would soon find that he can get along with the material available in India and also with a little material that has to be sent for and also with regard to skilled labour, if he makes a serious attempt, he will get it.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member's time is up.

Mr. Lalchand Navalrai: I will finish in one sentence. With regard to the skilled people, they cannot be found out simply by giving advertisements as is suggested by these two gentlemen, who were appointed for this purpose. A serious attempt should be made and people should be deputed to go and find out the material. I support the cut motion.

The Honourable Sir Andrew Olow: It is always a little disturbing to see a suggestion that a pledge has not been fulfilled and I was a little relieved to find from Sardar Sant Singh's speech that the pledge related to a communiqué issued in the year 1921.

Sardar Sant Singh: It is only a year back that you told us that you could manufacture in India.

The Honourable Sir Andrew Olow: Since then a good deal has happened and if he had studied again the paragraphs of Messrs. Humphries' and Srinivasan's report which deals with this matter he would have seen why the communiqué which he quoted envisaged a policy which could not be carried out. Actually, as I am sure he is aware, a company was started and before it had ever manufactured a locomotive it found that it had started on false calculations and that it would require substantial protection to embark profitably on this venture. Then the matter was referred to the Tariff Board whose report has been cited and roughly speaking, the result of their inquiry was to show that the off-take was not sufficient to make it a practicable proposition and the company closed down.

An Honourable Member: Which year was that?

The Honourable Sir Andrew Olow: I think it was in 1924. They found that there was not a sufficient market in India.

Sardar Sant Singh: Why don't you take the later report?

The Honourable Sir Andrew Olow: I am coming to that. Suggestions have been made that the interval was occupied in unwarrantable and unreasonable delay. It is always very difficult to judge the actions of those who have gone before and were confronted by circumstances that are not the circumstances of today. I can only state my own opinion and that is that in those years India certainly gained an advantage by purchasing abroad. They purchased abroad in those days at prices very substantially below the cost that would have been incurred by any manufacture in India and the report to which Honourable Members have rightly referred, the report of last year, was of course written in very different circumstances indeed. I do not think that there is anything

[Sir Andrew Clow.]

in the report of Messrs. Humphries and Srinivasan which proves that errors were made in the year 1924, let us say, and for some years thereafter in placing orders abroad. Of course, the argument has been used, here is a great war and what a tremendous advantage it would be if we had this plant here. I quite agree that if we had known, as Germany knew in 1934, that a great war was coming in 1939, that would have been a very strong argument for embarking not only on this but various other preparations that would assist us in the economic life of the country and in the prosecution of war.

Sardar Sant Singh: We warned you at that time and you would not listen.

Pandit Lakshmi Kanta Maitra: You were short-sighted.

Sardar Sant Singh: In 1937 we warned the Government and they would not try to make India self-sufficient. Today the same story goes on.

The Honourable Sir Andrew Clow: This is not my sphere—the field of defence.

Mr. President (The Honourable Sir Abdur Rahim): I thought the Honourable Member, Sardar Sant Singh, was wanting some information?

The Honourable Sir Andrew Clow: But I seem to remember the debates in this House on the excessive charges for the Defence budget. I never seem to have attended one in which it was suggested that that Budget should be very greatly increased to the scale that the Axis Powers increased their Budget.

Now, Sir, let me come a little nearer to the present position. It is said, "make only a little effort and you get a start". There has been some recognition even in Sardar Sant Singh's speech of the difficulties in the way, but I do not think they are fully appreciated; they lie in more than one direction. Let me take first the subject of men to which Mr. Lalchand Navalrai referred particularly; he said that there is no difficulty in securing skilled labour for the work. Well, there is a very serious difficulty. My Honourable friend, the Labour Member, is doing his best to secure skilled labour for work all over India and I think he would be very ready to assure the House that he has not yet got the skilled labour that he wants. There is a big scheme for training skilled labour. Even for that, I believe that the full numbers have not been secured; all that I know is that we are being combed to spare men for munitions work and that we are making considerable sacrifices in order to do all we can to assist in that direction.

Then, again, there is the question of materials. A reference has been made to three lists of materials in the Humphreys-Srinivasan Report, all lists of materials which were not then manufactured, and two of them lists of materials which they hoped would be manufactured. Progress has been made since then, particularly with certain steel processes, but

that progress is naturally directed at the moment in other channels, because acid steel and articles of that kind are required much more urgently for purposes connected with the war than for long-term needs like that of locomotives. In any case there is still a large group of materials that we cannot secure in India and there is very serious difficulty about obtaining these from abroad. As the House knows, we have been manufacturing for some time metre-gauge locomotives at Ajmer. I think there is a general impression that a metre-gauge locomotive is rather like a toy—not a real locomotive at all. Well, I wish some people could see the locomotives made. I think the work needed is about four-fifths of the work for broad-gauge locomotives. I took the opportunity, during the Christmas holidays, of visiting Ajmer and seeing the workshops and I found that although we have placed orders there for twenty-five broad-gauge locomotives so that we really are starting the manufacture of broad-gauge locomotives in India, and although they were anxious to proceed, they were actually held up for want of materials.

Pandit Nilakantha Das (Orissa Division: Non-Muhammadan): May I know if these broad-gauge locomotives are to be manufactured in the same plant, i.e., the existing metre-gauge plant with some adjustments or a new plant is to be set up in the Ajmer-Workshops?

The Honourable Sir Andrew Clow: The intention is that they should be manufactured in the existing workshops at Ajmer. It has been suggested that we can import materials from America: but I need hardly remind the House of the problem both of exchange and of shipping all other needs.

Then again, there is the question of machine tools—a most vital thing. What has happened there? We have had a gentleman who has gone round our works scrounging, if I may use the word, for machine tools. One of our own officers was actually put on duty on behalf of the Supply Department to try and secure machine tools for other purposes, and the result is that of course we have to release and willingly release all the machine tools that we can spare. Then, if you are going to embark on large-scale locomotive manufacture, you must obviously have a separate workshop. I told the House in my speech introducing the Budget that the workshop that we regarded as the most suitable for the purpose is now devoted to munitions and it is not the only one. And although a workshop like that at Ajmer has capacity for dealing with broad-gauge locomotive manufacture on a limited scale, it could not undertake work on the scale indicated by this report without transferring large amounts of work elsewhere, quite apart from the fact that it is itself on a metre-gauge railway and is by no means an ideal spot for the manufacture of broad-gauge locomotives. So these difficulties are real: and although it is perfectly true that the report which Honourable Members have in their hands was actually presented and published after the war had begun, as Sir Henry Gidney has reminded the House, the situation today is a very different situation from the situation in January, 1940.

I have been asked—what about the future? Well, Sir, I always try, knowing how embarrassing they are, not to make pledges that successors very often have to fulfil in circumstances very different from those which are presented to me, and therefore I prefer to speak of the future, not in terms of pledges but of predictions.

An Honourable Member: Astrological.

The Honourable Sir Andrew Olow: Let us look at the future. What is the position going to be? Let us assume that we cannot undertake this work until the war is over. What sort of position is going to confront us then? We are going to find, in respect of men, that India is better supplied with skilled labour than it has ever been before. We are probably going to find, if we are not careful, that there is a big surplus of skilled labour which, having been employed on this artificial—from the economic point of view—production of munitions, is in danger of being unemployed. Most of us remember what happened after the last war, when industries received an entirely artificial stimulus and many of them were in very serious difficulties owing to the disappearance of the demands created by the war. In respect of materials, I have not the least doubt that India will be far more self-sufficing than it is now. We have already made considerable progress in that direction; the progress is growing every day; and the processes which go to assist the manufacture of munitions include processes largely used in the manufacture of locomotives. Then as regards the demand. Every month that passes, as one Honourable Member has reminded the House, increases the obsolescence of our locomotives, and it increases the market for locomotives to be constructed, so that, whatever was the position when these two officers went round the country two years ago, there is no doubt whatever that the demand will be greater after the war than it is now. While, therefore, for the reasons I have stated, I am not proposing to pledge my successor who might belong to a very different Government and might face a very different House, I myself have ample confidence in the future.

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

“That the demand under the head ‘Railway Board’ be reduced by Rs. 1.”

The motion was negatived.

Policy of purchase in connection with development of Indian Industries.

Pandit Nilakantha Das: Sir, I move:

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

This is a very old question and has become practically a hardy annual. I am going to discuss the policy of purchase in connection with the development of Indian industries. Sir, our railways have been said to be a ‘national asset’. I do not know whether actually they are a saleable commodity. We have, however, just heard that Branch lines have been dismantled and sold in foreign countries. To that extent and in that sense they may be national assets. But they form no part of national wealth, so long as the nation does not command the skill of making the materials and using them. As for using them, the skill relates to the services. It means that the key positions and the technical posts should be manned by Indians. But this aspect of the question is not within my province now. I can only discuss how the skill for making those materials has never been sought seriously to be secured in India and from year to year it has been avoided, so to say, as best as it could be.

Sir, I shall straightaway come to the figures which will speak for themselves only with a little preliminary remark on the Stores Department. Early during the period when Montford Reforms were in the

making, an Industrial Commission was set up with very good intentions towards Indian Industries. One of their main products has been the Indian Stores Department. I do not know what this Indian Stores Department actually does directly and by any planned method for the promotion of Indian industries. I cannot say to what extent it is really Indian in its purchases of stores, except that the expression Indian Stores occur in its name. This Department is meant to purchase articles either from this country or from abroad and purchases them for Indian consumption. A recent innovation has now been introduced, and it is said to be a very great improvement that the Department should call for rupee tenders. That is the only important measure meant to make purchases Indian more and more and that rapidly and we find that that has been actually rather a very easy cloak for making foreign purchases under the name of 'Indian stores' for there is no difficulty for foreigners in tendering on rupee basis. Sir, in this Railway Administration Report we are given, year after year, a list which is to be found on page 83 of Volume I of this year's report. It shows how much has been purchased through the Indian Stores Department, year after year, as if it was something which would convince this House that the Indian industries are actually being developed as they ought to be. But purchase through Stores Department does not necessarily mean purchases of Indian Manufacture.

Then, so far as the railway purchases are concerned, I may point out that a demand has been made so far as I know since 1924 in this House that these purchases should be centralised so that the House and anybody else interested in the subject may know at once how the purchases are made. But it has not yet been done. Whatever be the virtues of the Indian Stores Department, all purchases have not been centralised even there. Company-managed railways, we are told, under the terms of their various contracts cannot be compelled to purchase through the Indian Stores Department. They can only be persuaded to make their purchases through that Department. They are thus at liberty to make their own purchases. Yet their purchases through the Indian Stores Department have gone up from one per cent. to three per cent. Evidently they have got other agencies through which they make the rest of their purchases, and they may do so till they are themselves purchased by the State. But what about the State-managed railways? In their case also, there is a good deal which is purchased through other agencies. During the year under report they were able to make 88 per cent. of their purchases not through the Indian Stores Department but through the Railway Board themselves. Then, there must be some other agencies in these railways for the purchase of other things. Therefore, we must have some explanation as to what articles are allowed to be purchased by themselves and what are the articles which are purchased by the Railway Board, and why? Why should the Railway Board make and purchases at all when there is the Indian Stores Department to make all the purchases? And if the Railway Board is to make so much of the purchases, what is the necessity of the Indian Stores Department? The purchases ought to be centralised. The Administration Report should give proper analysis marking out articles, such as, rails, sleepers, bridge material, etc., as completely indigenous, and detailed explanation as to how and to what extent other purchases are gradually being Indianised.

Then, we have got some figures for which my Honourable friend, the Railway Member, ought to be thanked. But so far as their explanations

[Pandit Nilakantha Das.]

are concerned, I shall show how misleading suggestions are put in. On page 82 they say that "the value of 'indigenous materials' purchased increased by 95 lakhs while that of 'imported materials' declined by 8 lakhs". This happened this year, that is, the year under report.

The Honourable Sir Andrew Olow: The year under report means last year.

Pandit Nilakantha Das: When I say 'this year' with reference to the report in my hands, it must be taken to be 1939-40. The purchases of imported materials were less by eight lakhs. But this does not represent the actual position. Just look at the figures for the State-managed railways. Here it is three lakhs more. There may be some explanation. It may be that on account of anticipation of war conditions, certain stores were purchased in advance and there is, therefore, some increase. But this is only a plausible explanation. Why was it less by eleven lakhs so far as Company-managed railways are concerned? Why were they not anxious to purchase more materials? Again this suggestion is misleading in other ways. It is only this year that it is eight lakhs less than the previous year, taking both the Company and the State-managed railways together. But look at the whole list? When was it less? It has increased practically from year to year since 1932-33. In the case of State-managed railways, it was in the beginning, i.e., in 1932-33, Rs. 234 lakhs, then next year it was 257 lakhs, then 262, then 343, 363, 322, 342 and then it has come to 345 lakhs in 1939-40. It has been increasing practically from year to year. So also if you take the Company-managed railways, this item of imported purchases began from 1932-33 to increase and it is now 297 lakhs in 1939-40. Here look at the year 1931-32. This is much nearer to the years of 150 crores scheme when imported purchases were purchased like cakes and even wagons and other stores and plants and machinery were allowed to rot and to be rejected. In that year the amount for imported purchase was 217 lakhs and now this year it is 297. Only last year, it was 307. In all other years it was less. It has been increasing decidedly from year to year.

Then we are told on page 84 that in the case of Company-managed railways, "the value of stores imported direct declined from Rs. 155 lakhs in 1938-39 to Rs. 137 lakhs in 1939-40". This is a fact. But how misleading is the statement? I do not know why such a misleading analysis is given at all in this table. There is no explanation for it. In the analysis of stores purchase we have got here (page 83) two columns: one column gives—stores imported direct from foreign countries, the other—imported stores purchased in India. What difference do they make either to the taxpayer or to the Railway Board or to the Indian industry. Perhaps you have got some agents here whom you ask to purchase from abroad and you purchase from them paying them some commission. Does it make any difference, if anything, then the difference is that you pay more by way of commission. If you do not do that, there is no difference at all. But from time immemorial these two columns appear, in giving the analysis. You say very suggestively that the stores "imported from abroad direct" decreased from Rs. 157 lakhs to Rs. 137 lakhs. This means nothing. There is the other column of imported purchases, which must be added to the figures for direct imports and then it should

be seen whether there is a decrease or increase. In this much valued table and in this analysis such misleading things should never appear. For instance, what do you understand when you find that last year imported articles worth Rs. 10,000 was purchased direct by State-managed railways? The actual foreign purchases that year for State-managed Railways amounted to Rs. 352 lakhs. When they purchased Rs. 352 lakhs worth of stores imported from foreign countries, they have imported articles worth only Rs. 10,000 directly from foreign countries so far as State-managed railways are concerned. Therefore, giving figures separately for stores imported direct is misleading. Rather it may be suggested that all foreign stores should be imported direct. No middle men should be patronised in the purchase of imported stores. Apart from other disadvantages, this practice is calculated to damage the interests of indigenous stores.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member's time is up.

Pandit Nilakantha Das: So, Sir, I say there should be detailed analysis, complete explanations and there should be some machinery to see that year after year Indian manufactured goods are purchased more and more. I simply draw the attention of the Honourable Member to this aspect of the question so that he might take steps thus to increase the national wealth of this country in a planned and conscious manner.

Mr. President (The Honourable Sir Abdur Rahim): Cut motion moved: "That the demand under the head 'Railway Board' be reduced by Rs. 100."

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. M. S. Aney, one of the Panel of Chairmen, in the Chair.

Mr. J. H. F. Raper (Government of India Nominated Official): Sir, the Honourable the Mover of this cut motion stated that the purchase policy of the Railway Board did not encourage proper development of indigenous industries, and he quoted as an example, railway track; and he stated that railway track was being picked up and sold to foreign countries. The example he gave is a particularly fortunate one because for many years track used by railways in India has been purchased in India and made in India; not only the track itself but also the sleepers, whether they be of steel, cast-iron or wood. Likewise, all the fastenings, *i.e.*, fish-plates, are manufactured in India, and I may also mention that India manufactures rails for Burma as well and has done so for some time. Whilst no claim is made that the railway purchase policy has been entirely responsible for the Tata Iron and Steel Company's remarkable development, when I mention that rails and fastenings for Indian railways take up very nearly a hundred thousand tons of steel per year and have done so for a number of years and that this absorbs a large proportion of the capacity of the rolling mills in Tata's works, it should be admitted that the development has been materially assisted by the Indian railways' purchases.

[Mr. J. H. F. Raper.]

Then, again, in addition to track there are bridges, girders for which are now manufactured in India. Then there are the underframes of carriages; these are now manufactured in India, whilst practically the whole of our normal wagou requirement is manufactured in India except for the wheels and axles. But, as the Honourable Member for Communications has stated, it is hoped that manufacture of steel for that purpose will start in the near future.

Reference was made to the statement in paragraph 86 on page 83 of the Railway Board's annual report for 1939-40 and while the Honourable Mover did not perhaps fully appreciate the purpose of this statement, he seemed to derive from it the opinion that the results were very unsatisfactory. There is one point I should like to make first and that is in regard to the increase in the value of the stores imported direct by State-managed railways in 1939-40 over 1938-39. That was due to the war. State Railways were instructed to endeavour to increase their stocks of stores of essential items manufactured abroad up to a certain limit, and the increase in the figure from 10,000 to 1,88,000 would be due mainly to that. With regard to the Indian Stores Department which the Honourable Member seemed to have some doubts about, I should explain that it is a purchasing and inspecting organisation. It operates in India and to a lesser extent also in Great Britain. It is utilised, I believe, by all the Departments of the Central Government and also by certain Departments of some Provincial Governments. And the statement to which I have referred shows an appreciable increase both in the State-managed and Company-managed railways' purchases through that organisation. The State-managed railways' purchases went up from 40.11 per cent to 45 per cent and the Company-managed from 1.13 to 8.86 per cent. The actual percentage of increase may not seem to be very large but the amounts involved certainly are. And the more the railways purchase through the Indian Stores Department and, therefore, increase the total quantity of purchases through that organisation, the greater would be the ability of that organisation to encourage indigenous industries.

Pandit Lakshmi Kanta Maitra: What percentage of increase is registered in the purchase of indigenous stores?

Mr. J. H. F. Raper: That percentage is not given.

Pandit Lakshmi Kanta Maitra: That is the most important thing.

Mr. J. H. F. Raper: The amount goes up from 10.28 crores to 11.24.

(At this stage, Pandit Nilakantha Das entered the Chamber.)

Mr. Chairman (Mr. M. S. Aney): Order, order. The Chair regrets it has to observe that the Honourable Member who has moved the cut was not in his seat when the Honourable Member rose to give his reply.

Mr. J. H. F. Raper: So from 10.28 to 11.24 the increase is in the neighbourhood of ten per cent. If the percentages in columns 7 and 9 are added, giving a total of 83.79 per cent, it will be appreciated that through the Indian Stores Department and the Railway Board the

majority of purchases are made. The Honourable the Mover asked what were the purchases made by the Railway Board. These are,—rails, fish-plates, cast-iron and wood sleepers, coal, coaching underframes and wagons of standard design; and the bulk of the money spent is on indigenous goods.

Pandit Nilakantha Das: What is the objection to their being purchased by the Stores Department?

Mr. J. H. F. Raper: I was coming to that. If the Honourable the Mover would refer to paragraph 87 of the Railway Board's annual report which deals particularly with the purchase of stores by railways through the Indian Stores Department, he will see that a number of items are added to the list of items the purchase of which it is incumbent upon the State Railways to obtain through the Indian Stores Department. This list is being added to year by year; and though I have not got previous volumes in front of me, I believe there is a similar list in every annual report. It is quite impossible, without careful thought and positive test, to change the source of supply of many of the items used by a railway. For example, oil. We are endeavouring at the present time to increase the use of indigenous oil and we hope we shall be able to secure the use of indigenous oil for the axles of carriage and wagon rolling stock and engines by most of the railways in India. But this is a matter of careful test. Once a railway has been accustomed to using a particular kind of oil, the staff are accustomed to it, they understand its vagaries; and there is natural objection to change until the railway concerned is quite satisfied that the change is not likely to result in deterioration in stock or in its usage.

The question was raised, why should not the Indian Stores Department purchase coal. The Railway Department has its own coal organisation, and, as the House will be aware, its own collieries. We have a Chief Mining Engineer, and his assistants, and he is an expert in all the various coals that are available in India; and it is but natural, and I suggest quite proper, that we should utilise his services for purchasing coal in preference to utilising the Indian Stores Department which is not equipped to the extent that we are in determining which is the best kind of coal for a particular service. Coal for railways is not merely coal: we have got various services—heavy gradients, shunting engines, goods trains, fast trains—and you must have the right type of coal for the right service.

I have endeavoured to explain what the position is and I should add that railways are pursuing a policy and have done so for some time, as much as they are able to assist indigenous industry.

Pandit Nilakantha Das: I want one elucidation—perhaps I could not follow the Honourable Member, if the Honourable Member has already said it. What is the inherent objection to centralising all purchases except coal, about which he explained in so much detail, and what is the necessity of extending items of purchase like these year after year instead of giving all other items to Stores Department, or to stop giving any item at all so that all purchases could be centralised in one place? This would be better arrangement. For, in that case all purchases may be viewed together in one place so that one may readily know whether indigenous

[Pandit Nilakantha Das.]

industry is being encouraged. Why this is not done is what I wanted to know.

The Honourable Sir Andrew Olow: The point is that the Stores Department is not equipped for purchasing all these things. The Honourable Member has suggested that we might either keep it all in our own hands—in other words, keep all the purchases for railways in one hand—or we may transfer it all to the Indian Stores Department. Neither solution will be satisfactory. If we purchased things like uniforms or things of that kind—textiles—for ourselves and did not employ the agency of the Indian Stores Department, we should be losing an advantage which comes from the fact that the Stores Department is purchasing similar types of articles for a large number of other Departments and thereby secures the great advantage of expert and centralised purchase. On the other hand, as Mr. Raper has explained in the case of coal, we have specialists in the work who are not merely confined to purchases but deal with other forms of activity relating to coal and are really experts. The same principle is followed in other Departments. The Labour Department purchase not through the Stores Department but through their own organisation articles of printing and stationery. What we have mainly in our own hands are articles of purchase in which we, so to speak, are specialists: there is nobody else in India who wants rails except ourselves, and there will be no very obvious gain in putting an intermediary department in between us in purchasing rails from Tatas or any other organisation that may in future be able to make the supply.

Pandit Lakshmi Kanta Maitra: On a point of information: is the list given here of the types of purchases by the railway, exhaustive or illustrative?

The Honourable Sir Andrew Olow: It is by no means exhaustive. It is merely the additions during the year. The Honourable Member will gather the extent of our purchases through the Stores Department from the table on the previous page.

Pandit Nilakantha Das: The additions are exhaustive?

The Honourable Sir Andrew Olow: I hope the list of additions is complete!

Mr. Chairman (Mr. M. S. Aney): The question is:

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

The motion was negatived.

Policy of Rates and Freights.

Babu Baijnath Bajoria (Marwari Association: Indian Commerce): Sir, I want to move cut No. 6 in late list No. 1. I move:

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

This is a hardy annual and it is to be regretted that in spite of the annual hammering which the Railway Board receive, we have not been able to mould them in a better frame of mind than they were several years ago. Let me hope that I will be more successful this year.

The Honourable the Railway Member when presenting his Budget remarked that it is a remarkable balance sheet. No doubt it is remarkable as he has made an enormous profit: the surplus during the current year is much more than in any previous year. He may congratulate himself on this; but we will congratulate him only if he will give us a portion of this surplus for the benefit of the community which has given him this surplus. When the railways run at a loss, then the Railway Member comes up and wants to increase the rates and freights because he says it is a commercial concern and he has to make both ends meet. But when there is such a remarkable surplus, we, the consumers want that the Railway Board should be a little more generous by making appreciable reductions in rates and freights. The Honourable Member in charge very explicitly said in his Budget speech that most of the surplus has arisen out of the increased rates and fares which were levied last year. But what has he done? He has not proposed any reduction whatsoever in rates and fares. On the other hand, he has threatened us that if certain circumstances arise, he will take away the concessions which were given last year. I shall merely cite two paragraphs from his speech:

"We are examining the question of whether the rebates designed to encourage the export of coal and wheat are still justified, and the question of whether suburban season ticket fares last year are giving a fair return at their present levels. We are also considering whether the scale of fares for distances above 50 miles on the East Indian Railway should not be brought more into line with those on other State Railways. . . ."

This, Sir, is practically a threat that he will do away with the rebates which were given last year for the export of coal and wheat. Probably he will withdraw these rebates which were meant for the promotion of exports of coal and wheat. Secondly, it would appear that he has the intention of increasing the rates on suburban season fares. That will not be a very happy thing if he does it, because coming as I do from Calcutta I know that there are thousands of middle class people who live in suburban areas—10 to 20 miles away from Calcutta,—and who are daily passengers. They are mostly clerks attending offices, and they will be very hard hit in these days if they have to pay more than what they are paying now.

Then, Sir, with regard to the question of export of coal and wheat, we want our exports in these two commodities to increase. If the rebates now granted are taken away, then the stimulus to exports will disappear. Therefore, Sir, I should like to have a clear assurance from the Honourable the Railway Member that he would not touch these rebates nor the suburban ticket fares during the current season.

Then, the next threat he has given us is this. This is what he says:

"We propose to continue the exemptions for food grains and fodder from the increased freight given last year, because so far as we can see, extra expenditure on staff will not be on a scale rendering it necessary to secure more revenue in that direction; but I would remind the House of the warning I gave last year that the maintenance of the exemption on food grains must depend on the demands made on us for the remuneration of our staff, and that the case for exemption of fodder is not so strong as it then was."

He has linked up this question of the exemption of surcharge on food grains. With the dearness allowance claim by the railway staff which I understand will be the subject matter of another debate in this House. The prices of food grains are on a low level at present. There was a

[Babu Baijnath Bajoria.]

temporary increase after the outbreak of the war, but the prices have all gone down tremendously. I can give figures if necessary, but I think I need not do so as they are well known to Members of this House, I would like to have an assurance that these rates also will not be increased nor would Government put any surcharge on food grains and fodder. Fodder is an article for the use of dumb animals, and so the price of fodder must be very cheap, otherwise it will not be possible to transport fodder from one place to another.

Then, Sir, there has been a serious curtailment of exports of primary raw products. I would refer only to a few of the articles which are of the utmost importance to this country. They are jute, cotton and linseed. The exports of these commodities have declined very considerably and their prices have also gone down tremendously. As regards jute, from the high levels to which it soared up—it soared up too high at one time,—it went up to over Rs. 100 a bale,—it has now come down to Rs. 84 or Rs. 85 per bale. The same thing has also happened to cotton. The price of cotton went up to Rs. 390 if I remember aright, and it has now come down to Rs. 180 or so. The same is the case with regard to the price of linseed—it went up to Rs. 10, and it has now come down to Rs. 4-10-0 or Rs. 4-12-0. I am giving merely approximate figures to show how tremendously the prices of all these articles have come down, and we have lost the export markets on the continent and also in Japan. Now, the only hope is that we should try to circulate the trade in these three articles inside the country itself. So, Sir, it is extremely necessary that the Railways should help the trade to maintain the prices of these commodities. They can do this by doing away with the surcharge of two annas in the rupee which they levied last year. I understand that representations to this effect have also been made by several Chambers of Commerce, and I hope, Sir, the Government of India will give due attention to it.

Then, the Honourable Member in charge said that he intends to reduce the surcharge on coal by five per cent for months from April to October inclusive. But what was the rate last year from April to October? It was fifteen per cent surcharge, and I think he wants to retain that fifteen per cent for this period and have twenty per cent from 1st November to 31st March. If he calls it a reduction, then it is really no reduction at all. Last year the rate was 12½ per cent. with a maximum of Re. 1 per ton. He increased it to 15 per cent without any maximum limit. On long journeys from Bengal coal fields to the Punjab or Bombay, the maximum surcharge came to very near Rs. 2, from Re. 1 which was the maximum limit before. Over and above that, without consulting this House, without taking the views of responsible leaders of parties, the Railway Board increased the surcharge on coal from 1st November last to 20 per cent. And what they propose to do now is this,—they want to stick to the twenty per cent for the busy season, as they call it, from November to March, and for April to October they want to make what they call a concession. I think, Sir, the present condition of the coal industry is not such as to justify this heavy burden of surcharge on it. The price of coal has reached its rock bottom level. It is about, if I remember aright,—because I am not a coal merchant,—it is about Rs. 2-12-0 or Rs. 3 per ton or perhaps lower than that. I am talking of second class coal. I am a small consumer of coal, and to that extent

I know the price. So, Sir, in my opinion, they ought to revert to the surcharge of 12½ per cent with a maximum of Re. 1 which was prevailing last year. There is one point to which I would like to draw attention very emphatically for the sympathetic consideration of the Honourable the Railway Member. The Railway Member has said in his Budget speech:

"... It has also to be remembered that with railways under State control, the aim is not profits but service. Our rates, on which our income depends, are not fixed with a view to securing the maximum income."

I will give him one instance in which he can be of some service to the economic condition of this country. It is about the reduction in the rate of freight for dry cattle from big cities to rural areas. This is a question which has been discussed in this House previously. I spoke on this subject also two years ago and I was very much pleased when Mr. Frank D'Souza replied. I shall not read the whole but only the last few lines of his speech. My suggestion at that time was that the dry cows should be taken back from the cities at the rate of two annas per mile irrespective of the distance over all the railways.

Mr. Chairman (Mr. M. S. Aney): The Honourable Member has one minute more.

Babu Baijnath Bajoria: May I have five minutes more, Sir?

A few Honourable Members: Yes.

Mr. Chairman (Mr. M. S. Aney): All right.

Babu Baijnath Bajoria: This is what Mr. Frank D'Souza said:

"His suggestion was that dry cows should be carried back at a rate of two annas per mile. That is a suggestion which I do not think we should have very much difficulty in accepting, but it is one which, apart from my friend's optimism, it would be wrong for me to give an undertaking here and now. It is certainly one which we shall examine most sympathetically."

Unfortunately, as far as I know, nothing has been done in this respect. The result is that thousands of cattle, cows, buffaloes and calves, are being slaughtered in Calcutta and Bombay every year, because the full rate of four annas per mile is too prohibitive for the cattle owners to transport these dry cattle to the neighbouring rural areas. The result is that they have to sell these cows and buffaloes to the butchers to be slaughtered. On account of this drawback alone, I understand that in the Bombay town about 25,000 cattle are being slaughtered annually, and the figure is certainly double for Calcutta. The same conditions also obtain, I understand, in Nagpur, Delhi, and other big cities. It is a thing in which the Government can help and do service if they are not out for 100 per cent profit, by reducing the rate of freight for dry cattle.

Another thing that I want is that there should be uniformity of rates for the same article over all the railways in India. Let me make myself clear. I do not want that there should be one rate for gold and the same rate for coal, but what I want is that the rate for the same commodity, say, wheat,—for instance, it should be the same on the East Indian Railway as it is on the North Western Railway. At the present time these rates vary considerably. The rate for the same commodity on the East Indian Railway is quite different from that on another railway. I do not see why there should be such a variation in rates for the same

[Babu Baijnath Bajoria.]

commodity over different railways when all the railways are owned by the Government of India and many of them are now controlled by them directly. Have I a few minutes more or shall I finish?

Mr. Chairman (Mr. M. S. Aney): One minute more.

Babu Baijnath Bajoria: Lastly, the goods tariff book is so complicated that we do not know how to find out the rate for any particular thing. It is so complicated that even the station masters do not understand how to calculate the rates on consignments. There are so many classes of goods and the maximum and minimum rates differ so widely—the maximum is sometimes ten times as great as the minimum—that they can manipulate the rates in any way they like. Even an elephant can go through it.

Mr. Chairman (Mr. M. S. Aney): The Honourable Member's time is up.

Babu Baijnath Bajoria: I would like that there should be fewer classifications and this tariff schedule should be made so simple that an ordinary layman or a business man may understand the goods tariff easily. With these few words I commend my motion to the House.

Mr. Chairman (Mr. M. S. Aney): Cut motion moved:

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

Mr. Amarendra Nath Chattopadhyaya (Burdwan Division: Non-Muhammadan Rural): In the observations I made on the general discussion of the Railway Budget I said that there were various problems in connection with the railways. This problem of freights and rates is one of the foremost problems because it is directly connected with the public. This deserves very great attention at the hands of the Honourable Member for Railways because on it depends the commercial and industrial development of our country.

When the railway system was introduced into this country, it was mainly meant for administrative purposes, for transit of soldiers from place to place with the greatest speed. The second object was to carry the raw materials from the remotest corners of the country to the sea ports, and that was with a view to facilitate the import of foreign goods into this country and export of raw materials. The later development was connected with the transforming of the railway industry for commercial purposes. If the Government had ever any planned organisations in India with an eye to the benefit of Indians, then my belief is, that this railway system would have been a great factor in improving the economic condition of India. But such a planning has never been in the history of British Government in India. It is foreign to their nature. They have always preferred the interests of England to the interests of this country, and it was, therefore, high time that that mood and attitude was changed.

Sir, what benefit has accrued upto this time in the matter of Commerce and in Industry to India? If any benefit has accrued, it has accrued simply as a by-product. In 1887, for the first time the Government of India passed a Resolution regarding these rates and fares and there they thought

of fixing the maxima and the minima so that by this system extreme exactions from the consignor and consignee might be avoided, also uneconomic competition between the different railways could be stopped. But, Sir, since that time between 1887 and 1910 no attempt has been made to improve matters with regard to the rates and fares and it is pretty long years. Then, after this long inactivity, the Railway Conference Association tried to enter into this question and they have been trying to improve matters but unfortunately our country has to suffer from the different wars waged in Europe. In the last Great War of 1914, surcharges were levied and again the same difficulty has arisen now. We have no help for it. We cannot decide nor we are privileged to decide what should be the freight and what should be the fare now. Under the circumstances the Government are bent upon having more money from the railways. Still, as regards a policy we can guide them as best as we can and say that there should be a fixed rate for all railways and that according to mileage. There should not be difference between different railways and different distances except on uniform mileage rates. There should be a fixed rate and on that the senders of the goods and also the passengers can very well find it possible for them to know what the freight is and what the fare is and without difficulty they can travel and send their goods. The greater the facility in transit, the more the chance of the development of commercial enterprises in this country. The inland trade of India requires greater nursing now than our foreign imports and exports. We want the railways to be guided with a view to ameliorate the condition of the internal trade and for that purpose the Government should try to make a comprehensive scientific plan for fixing these rates and freights and they should always have a vigilant eye on the interests of India first. The rates and freights should be so fixed that there should be no difficulty in transit (1) in reaching in time (2) and in reaching intact. The sender should be absolutely free from anxiety after delivering his goods to the railway for transit and the difference between the owner's risk and the railway's risk should not be kept on because that creates a good deal of difference. Why should there be any difference between the owner sending the goods at his own risk and the railway taking it at their risk. As soon as the goods are delivered to the railway, the railway is the trustee of the goods and there should be no difference in this matter. We understand that the Rates Advisory Committee has been appointed and they are going into this matter and also there is a proposal for a railway tribunal. I welcome these steps that are being taken but just at present we are feeling the pinch of these rates being increased on account of the war and we request the Honourable Member for Railways to give his attention to what my friend, Mr. Bajoria, has said about the present difficulties which commercial people are feeling. With these words I support the motion.

Pandit Lakshmi Kanta Maltra: Sir, I think I should put in a few words in connection with this motion. The Honourable the Communications Member observed in his Railway Budget speech that the prophecies of his critics, that the increase in rates and freights would react rather unfavourably on the railway finances, have proved false. To borrow the expression which was used by the late Finance Member of the Government of India, they were Cassandra like prophecies.

It is impossible from the bare fact of a surplus in Budget to come to the conclusion that there has been real economic prosperity in the country which is reflected in it. The Communications Member while having to deal

[Pandit Lakshmi Kanta Maitra.]

with a huge surplus of 14½ crores of rupees made a contribution of nearly ten crores of rupees to the general revenues of the State. While it is not possible for him to forestal the General Budgetary position which will be placed before us this week end, we can anticipate what is in store for this country when Sir Andrew's close associate, Sir Jeremy Raisman raises his head in presenting the General Budget. Sir, I am one of those who do not believe that the surplus of 14½ crores really represents or reflects the prosperity of the people. It is now more or less agreed that this surplus is more in the nature of a windfall and that the adventitious circumstances of the war have a great deal to do with it. Be that as it may, one naturally expected that with a huge surplus like that, the Honourable the Communications Member would, at least in a modest measure, relieve the burden which he threw on the taxpayers of this country by the surcharge on rates and freights last year. This has not been done and it has caused profound disappointment to the people. The only justification is the war. Fortunately or unfortunately that will be a cover, I do not know for how long a period, for the many misdeeds of omission and commission on the part of the Government. While I do not agree that this surplus is an eloquent tribute to the efficiency of the administration of the railways, I do not at the same time hold that any deficit in railway earnings by itself argues lack of efficiency on the part of the Railway Administration. The position has to be investigated by experts. But, Sir, one thing is clear to all of us, that is, that the Railway Administration requires. . . .

Dr. P. N. Banerjee (Calcutta Suburbs: Non-Muhammadan Urban): A complete overhauling.

Pandit Lakshmi Kanta Maitra: a good deal of reorganisation if not a complete overhauling. Sir, it is common criticism that there has been over-capitalization in the railway systems in India. It is impossible not to sympathise with that criticism. Certainly the capital expenditure had long reached the optimum. It is impossible for me, now to go into this question. Now, Sir, the fact that the Railway Board in India has evolved a highly complicated, and, if I may say so, a grotesque scheme of rates and freights shows that either the men who handle this administration have no clear idea of the problems they have to deal with or they try to shirk those problems unable to find a solution for them. The Honourable the Mover of this cut has given instances to show that for the identical commodity, the rates vary on different Railways. Leaving aside the question of freights on commodities, look at the question of fares. By now the Government of India own and control many a railway system. Is there any uniformity in freights in all these Railways? Is the fare over a thousand miles the same on the E. B. R., the E. I. R., the G. I. P. and the N. W. R.? No. There is absolutely no uniformity. Are the facilities in regard to concessions the same in all the Railways? No. Most of these Railways have not got any return ticket system. The E. B. R. and the E. I. R. have got a return ticket system. Certain Government Railways allow these concessionary facilities only to the upper class passengers, the N. W. R., for instance. Take for instance the B., B. and C. I. and the G. I. P. Railways. They have got none. Why can't you introduce some sort of uniformity in these matters? A traveller by Rail, from Delhi to Madras, knows what it means. There used to be no return tickets on these lines and it is only

recently and that, as a result of strenuous activity on the part of my friend, Sir F. E. James, that we have now got a more expeditious journey and a system of return tickets there; and if his Knighthood was earned, it was earned from the people's side though it came wrongly from the Government side.

Sir, it has been another common criticism with the Railway Administration that its scheme of freights is so designed as to facilitate the exports of raw materials and the imports of foreign goods and their circulation in the country. How far that criticism still holds the field requires a very close examination but we have not got any agency to go in for that kind of examination; but the very fact that on the different railway systems you have got different interpretations of the same rules regarding rates and freights is a proof that all is not well with the Railway Administration. Everybody would expect a sort of uniform procedure, a uniform interpretation of these rules by all the different systems of Railways. Take for instance the several risk note forms. I had some personal experience; I know that a particular risk note form in respect of a certain type of commodity in transit is interpreted by one administration in one sense and in an entirely different sense by another. These risk note forms are also changed from time to time. The people do not get any notice, and the *rationale* behind this change cannot be understood by ordinary mortals like us with limited intelligence. My friend, Sir Andrew Clow, might smile but I remember what a lot of trouble I was put to in sending a Motor Car by Rail.

Dr. P. N. Banerjee: Do you mean to say that the intelligence of the Government Members is very great?

Pandit Lakshmi Kanta Maitra: Well, one may presume that, and though there is no legal presumption about it there is perhaps a presumption of probability. Sir, if we want to raise this question of rates and freights today it is only to draw the attention of Government once again to this vital necessity of clarification of their own views and to the needs and requirements of our people.

Mr. Chairman (Mr. M. S. Aney): The Honourable Member has got only two minutes more.

Pandit Lakshmi Kanta Maitra: Sir, it is one thing to make a request for a concession and it is another thing to demand justice. I do not think that if on behalf of the people, of the taxpayers, we make a demand for the removal of the surcharges imposed last year or for the removal of the surcharge on coal which is one of the key industries in this country, we are making a wholly unreasonable demand. If it were a deficit Budget, the question would have been entirely different. The position now is that whether it is a surplus Budget or a deficit Budget, there is some form of excuse one way or the other, for withholding what we consider to be the legitimate dues of the taxpayer. Sir, the Honourable the Mover of the cut has drawn the attention of the House to a fact which is of vital importance to the trade and industries of the country. Owing to the abnormal international situation, India has practically lost her foreign markets and there has been a considerable shrinkage of her exports. Now is really the time for the Railway Administration to consider what facilities they can offer to the commercial community for the easy and smooth movement of trade within the four walls of India at least. To that smooth flow of

[Pandit Lakshmi Kanta Maitra.]

trade some thought, some sympathetic consideration ought to be paid. That will go some way towards compensating the tremendous loss the Indian continent has sustained as a result of this war. Sir, we do not want to censure the Government by this act; even if we intended that, we could not do it today. We want, however, to make clear the position of us that is the only elected element in this House.

Voices from the European Benches: No, no.

Pandit Lakshmi Kanta Maitra: I am sorry I forgot that my friends to the left do also claim themselves as elected as we Indian Members do. They will have to claim to be elected by us some day. Sir, the little section, I mean, the little Group in this House, places the viewpoint of the public in this respect and I hope that it will be taken for all it is worth. Sir, I support this motion.

Sir F. E. James (Madras: European): Mr. Chairman, I feel that you must find yourself in a very embarrassing position, being in the Chair at the moment when my Honourable friend, Pandit Lakshmi Kanta Maitra is quite unconsciously misrepresenting the representative character of your Party. (Interruptions.) My friends will understand that I am trying to give a little touch of humour to my remarks and I am sure they will appreciate them when they see the point. Now, I have only one point to make and I am emboldened to make it by the presence on the Treasury Benches of the Honourable the Finance Member. I have read Sir Andrew Clow's railway budget speech more than once. His speeches, if I may say so, always well re-pay a second reading. They are like the Scotch sermon which has to be read after you get home in order to be appreciated fully. I was touched by one or two remarks made in his speech. He said that "our rates on which our income depends are not fixed with a view to securing the maximum income." That is not very much consolation at the moment. But he also said that it has to be remembered that with railways under State control as opposed railways under Company-management, the aim is not profit but service, so that we must look upon the railways as a kind of State-controlled Super-Rotary Club! No doubt, my Honourable friend will remember the other motto, which is particularly used in business circles in the United States of America, namely, "he profits most who serves best". And when we come to the end of his speech we have the exhortation which is inseparable from the speech of one with such ecclesiastical traditions as my Honourable friend. He says:

"I hope in the future this House or its successors will not forget the service which the railways have been able to render at this juncture and will be ready, when peace is restored, to give the railways generous treatment."

He goes on to say:

"Generosity by the community here is generosity to themselves and a liberal policy towards the railways will not fail of its rewards."

I think there has been a printer's error here. What the Honourable Member, I think, really meant to say was that he hopes that he and his successors will not forget the service which the public has been able to render at this juncture and will be ready, when peace is restored, to give it generous treatment. Generosity to the public is generosity to themselves and I would ask my Honourable friend to remember that a liberal policy on his part towards the public will not fail of its reward.

Now, all that is linked to the one point I wish to make. These fares and freights were raised last year and I take it that they are in the nature of a surcharge. It is not an ordinary rise in the freight or fare structure because it bears no relationship to the other variations in freights and fares. Two annas in the rupee, one anna in the rupee with, of course, an exception for minimum travel. Now, the point of the Honourable the Finance Member's presence this afternoon in connection with this matter is that there has been a rather murky history behind this matter of surcharge. He will, no doubt, recollect that in 1931 certain surcharges were placed upon income-tax and super-tax. Surcharges, we were told in those days, were of an emergency character to be removed the moment the emergency passed. Well, several emergencies passed but the surcharges remained. When we went to Finance Members, one after the other, we were told that it was quite impossible for any Government to say that a particular surcharge, which was placed on the ordinary rate of income-tax and super-tax, should, at any particular date, be removed. Well, we know to our cost that, of course, a surcharge ceases to be a surcharge when it gets absorbed in the ordinary rates of income-tax and super-tax, and I am a little afraid of something in the nature of a change from the step to the slab system taking place in this matter of railway rates and freights. I wonder, therefore, whether the Honourable Member would, in the spirit of his high exhortation, give an assurance to this House, which has so far willingly given him the additional money that he wants and which, I believe, would be willing to vote with alacrity this additional taxation, if they knew that it was going to be an emergency form of taxation. I wonder if my Honourable friend would give us some measure of hope that when this emergency has passed, then these surcharges will be removed. Of course, I know, he will find that more difficult to give in the presence of the Finance Member, who, in these matters, is credited, and I believe rightly credited, with an extremely stony heart. At the same time, I think it would be only fair for him to let us know whether he does consider that these are, in fact, emergency surcharges. If they are, then we look forward to the emergency passing and the surcharge with it. Can we? Is he prepared now to let us know that as soon as the emergency passes, that is, the financial emergency arising out of external events over which we have no control, these surcharges will disappear.

There is only one other point that I should like to make. I am not sure that it is strictly relevant here but I hope the Chairman will for the moment not listen to me. In a sense, it arises out of the additional revenue which my Honourable friend is getting out of this increase in rates and fares. I should like to know whether he and those who advise him are satisfied that the railways in this country are equal to any emergency which might come. I am not talking about the so-called strategic lines. Any line might become a desperately important strategic line. Is he satisfied that the railways are so equipped, particularly, in the great industrial areas of this country as to be able to meet any sudden emergency which they might be called upon without much warning to meet in connection with the carriage of essential war supplies.

Now, Sir, my only other word is to say that as far as my own constituents are concerned—and I represent an elected constituency like my Honourable colleagues on this side of the House—they are fully willing to bear these burdens, but they do want a little bit of a silver lining to

[Sir F. E. James.]

the present clouds relating to the future, which will enable them to bear those burdens more cheerfully and hopefully.

The Honourable Sir Andrew Olow: Sir, we began this debate with a speech from my Honourable friend, Babu Baijnath Bajoria, which, if I can summarize in one sentence, was "give me assurance that you were telling fibs when you said you were considering the possibility of an increase in certain directions." I am afraid, in spite of his eloquent appeal, I may hardly do that. But of course when I mentioned the things that we were examining, I did not necessarily mean that the examination would involve any increase in rates. It might lead us to the conclusion that we should not make an increase. He referred to the coal and the wheat export rebates. I think he will see that there is obviously a case for examination here. These were put on in circumstances differing from those confronting us today with the object of encouraging exports and of enabling Indian sellers to secure foreign markets which might otherwise be closed to them. I doubt if at this present moment they exercise any appreciable effect in that direction and the main question obviously must be whether, if we were to remove them we might be injuring industries not at the moment, but might at some future date be jeopardising their chance of retaining the markets which they have already secured.

Then, he referred to food grains and I gathered he had some objection to my repeating not a threat but a warning which I gave in the preceding year, partly because that was in some way linked with the demands that might be made on us by our staff; and he indicated emphatically his opinion that this was certainly not the time for an increase of rate on food grains. We are not contemplating any increase at the moment. If he reads my speech again, he will see that food grains and fodder, are put in rather a different category from the possible increases I mentioned first. But I think he will recognise that the prices of food grains have risen—that is indeed one of the arguments that is being used why we should give certain allowances to our men,—and that it is not unreasonable that if any heavy demands were made on us in that direction, we should recognise that the agriculturist is getting a higher price than he was at the beginning of the war and that therefore we should seek to get a little of the increase ourselves in order to recoup us for the extra charges.

Then, he referred to the question of fodder and appealed to me not to put anything on fodder, I gather because the animals were dumb. Well, they are dumb, but those who own them are not, and Babu Baijnath Bajoria is not. But we are not at the moment contemplating an increase in fodder. Before I leave the question of the dumb animals, I might perhaps deal with what he said about dry cows. I have been informed that the suggestion made a number of years ago was adopted and that the East Indian Railway now allows a uniform rate of two annas a mile from Calcutta to any station in the North West.

Babu Baijnath Bajoria: What about other railways?

The Honourable Sir Andrew Olow: Both he and Pandit Lakshmi Kanta Maitra pleaded for uniformity of rates. Pandit Lakshmi Kanta Maitra, although I do not suppose he realised the fact, was doing his best to furnish me with an argument for putting up the fares on the

East Indian railway because as I indicated in my Budget speech, the rates of passenger fares there for longer distances are lower than elsewhere.

Pandit Lakshmi Kanta Maitra: You are going to do that benefit for us.

The Honourable Sir Andrew Clow: I am not at all a believer in any strict uniformity. There are constant appeals in this House to adopt on one railway exactly what we do in another. There are two reasons against that. In the first place you are dealing with a Continent here where conditions differ radically from place to place. Your freight structure is, I admit, a complicated one. I will agree that it is too complicated, but it does represent and embody various adjustments to local conditions, attempts to get traffic to move more freely and attempts to meet local conditions.

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

There is a second argument, not so fundamental, against uniformity and that is this that I find that on uniformity we nearly always lose. For example, the pay of a certain grade of employee on this railway and that differs. Why not have a uniform rate? It is always the top rate that I am asked to make uniform. In contradiction of the well-known motto of the Finance Department, 'whichever is lower', we are always told 'whichever is higher', so that I do not get any reduction because I am always being pressed to give increases. We however, do recognise that our rate structure is unduly complicated and work is at present being done on its simplification and the preparation of a rates register which will make the position clearer than it is today.

Then, of course, my Honourable friend, Babu Baijnath Bajoria, referred to coal. When he mentioned that the price of coal was Rs. 2-12-0 I began to feel that we had been badly let down because we are bringing on coal this year on an average at about a rupee more. Then I found he was referring to second class coal. I remember the days, not so long ago, when first class coal was selling at the price he mentioned so that in view of the rise which has taken place since, and I think the almost unprecedented exports the coal industry has had in the last year, I find it a little difficult to believe that it is in such dire straits as my Honourable friend suggested.

Then, Mr. Chattopadhyaya took us into a much bigger field when he referred to the planning of railways. He complained that railways had been planned with a view to export and import trade rather than with a view to the development of the industries of the country; and I think he suggested that there was some sinister motive behind that. It is very difficult for me to explore the minds of those great pioneers who 80 or 90 years ago started planning our big lines. I feel fairly confident that living as they did in a time long before there was any thought of the State's present interest in economic development, they were putting down their railways where they thought they could get the money. They were putting down their railways to meet economic conditions as they saw them then and as far as they could foresee. I doubt if anybody in those days, Indian or European, foresaw the immense industrial development that has taken place since. I recognise that the diversion which has taken place in the last few years from export and import trade to manufacture

[Sir Andrew Clow.]

has created a problem for the railways because it has undoubtedly deprived them of what on the whole would provide longer leads and has thus curtailed to some extent their earnings. But I do not think, regarding the country as a whole, that our railways are badly planned with a view to our industries. I think they serve the industries of the country well, which is not unnatural because of course they have guided to some extent the location of those industries themselves. I am afraid that if the Honourable Member wants to ask me to re-plan the railway system I should have to decline the task. He referred also to the big divergences between owners of risk rates and railway risk rates. These are only in respect of some classes of goods. I think I am correct in saying that in others the difference has been abolished and in some it is small.

Then my Honourable friend, Pandit Maitra, took us into the realm of the general principles of raising freights and fares, and that was also the theme of, perhaps I should not call it a sermon, but the Y. M. C. A. talk of my Honourable friend, Sir Frederick James. He turned with his usual deft touch my peroration into one of his own and asked for an assurance that the surcharges would be removed after the war. I am afraid he will regard it as a sinister fact, but if he looks up my speech of last year he will find that except in respect of coal where the word was already there I refrained from using the word "surcharge" at all. The fact is that any Railway Member who gave a promise as to what he or his successor would do two or three years hence and after an immense war has been fought to a conclusion would be extremely rash and might be in danger of giving pledges that could not possibly be fulfilled; and I am sure Sir Frederick James himself realises that. All I can say is this, that the growth of the railway reserve at present standing at an extremely low figure is both a protection against further enhancement and offers a certain prospect of reductions when conditions improve. We have followed, but only to a small extent, the principle of charging when we believe the traffic can bear it. We are not taking by any means all the advantage that a commercial firm could take of the position in which we find ourselves. But it is surely sound policy to keep your rates up at a fairly high level when traffic is good, knowing that you are bound to meet worse times when your alternatives will be either to enhance the rates and thus add tremendously to the difficulties which industrialists are already facing, or to cut down your pay or to adopt economies that are not in the interest of the country. We are trying to put the railways in a stronger position, a little stronger position, knowing that we cannot expect a continuance of the present conditions and that a time will almost certainly come when we shall have to face diminished traffic. The extent to which any one standing in my place will be able then to give reductions or even to avoid increases will obviously depend on what we do in these years when wholly exceptional circumstances enable us to earn a high income.

Mr. President (The Honourable Sir Abdur Rahim): The question is: "That the demand under the head 'Railway Board' be reduced by Rs. 100." The motion was negatived.

Communalism in Railway Services.

Mr. Govind V. Deshmukh (Nagpur Division: Non-Muhammadan): Sir, I move:

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

On this motion I desire to discuss the policy of communalism in services in the railway administration.

The Honourable Sir Andrew Olow: Sir, before my Honourable friend enters on his speech, I want to suggest that this is not a very suitable time in which to discuss this question. An important Party which is very keenly interested in it is absent,—not, I admit, in my view for very sound reasons,—but it is absent from the House and it will put me in a difficult position if I had to enter on a discussion of this subject after only one side of the case had been presented. And I would ask him for the sake of communal harmony and other reasons to give this reconsideration and not to press this motion today.

Mr. M. S. Aney (Berar: Non-Muhammadan): Sir, may I ask whether the Honourable Member will be prepared to give us some opportunity to discuss the D'Souza report in this Session?

The Honourable Sir Andrew Olow: Sir, I recognise that the D'Souza report is a matter of interest. I have been asked by the Party which is absent and I was asked in the last Session also to allot time for it. And if it is the general desire of the House that there should be official time allotted to this subject I shall recommend that to the Leader of the House who, I have no doubt, will consider it.

Mr. Govind V. Deshmukh: Sir, in view of the statement made, I do not wish to move this cut motion.

Grievances of the North Western Railway Employees.

Mr. Lalchand Navalrai: Sir, I move:

“That the demand under the head ‘Railway Board’ be reduced by Rs. 101.”

On this motion I wish to discuss the grievances of the North Western Railway employees. Up to now, the motions that we have moved have been with regard to policy. This is a motion with regard to persons who will work out the policy. Without their contentment, the policies cannot be carried out, and it is the paramount duty of the State and the railways to keep these employees contented. My motion is not intended at all as a censure motion against the Government. On the contrary, it is to persuade the Honourable the Railway Member to come to the help of these low-paid employees who do all the work at the railway stations as well as in the offices. I shall, first of all, refer to the grievances of the grade I clerks. The Honourable the Railway Member is aware that I drew his attention, during the budget discussion, to the pitiable plight of these employees in the stations and in the divisional offices. These are the persons who work as sales agents on the North Western Railway and whose conditions I have been discussing. I was informed at that time that the matter was under consideration, and that some relief was proposed. It cannot be denied by any one that this question of relief to these low paid persons has been hanging fire for a very long time. Whenever it was raised, the same stereotyped reply was given, that the matter was under consideration. This has gone on for years, and these people are now so discontented that we have been receiving every day telegrams from them that they are not being given any relief, and

[Mr. Lalchand Navalrai.]

that they are very much concerned over it. I do not know exactly the nature of the relief that the Honourable the Railway Member proposes to give them. But it seems it consists in increasing the sanction of the grade II posts, so as to give some immediate relief to the persons who have been now on the top of grade I, that is, on Rs. 60 for a number of years. It is proposed, I think, that this relief is going to be given for a number of years. It would, therefore, be only a temporary relief. It will not remove the trouble at all, for those following them will again be blocked on Rs. 60. Therefore, the relief should be in the form, either of amalgamation of grades 1 and 2, or an employee should automatically rise to grade 2 on completion of 10 or 12 years service. Regarding amalgamation, I would like to know rather fully why it is that he has been against amalgamation of grades 1 and 2. We have always heard from him that he does not consider amalgamation to be a relief. But I think that is the best relief, and it should be considered and reconsidered by the Honourable Member. At one time the number of grade 2 posts in the clerical line such as goods clerks, booking clerks, parcel clerks, train clerks and other clerks was more than it is today. But there have been many retrenchments, not as part of the general economy campaign of 1931, but most of the officers, when a grade 2 post fell vacant, try to abolish it. That is the difficulty. If, in a higher grade, appointments fall vacant, and if those appointments are abolished, then there will be no flow up at all from grade 1, and this policy of abolishing appointments in the higher grade is most detrimental to those who are in the lower posts. We do not know, but it may be that in the scheme of the relief proposed the same principle of abolition of higher grade appointments may occur and I would like that that should be removed and orders should be given that no abolition in the higher grade, should be made

The Honourable Sir Andrew Clow: Which abolition is my Honourable friend alluding to?

Mr. Lalchand Navalrai: I am talking of grade 2 and grade 1: whenever appointments arise by vacancies in grade 2, some of them are abolished, and their number is decreased

The Honourable Sir Andrew Clow: Of clerks?

Mr. Lalchand Navalrai: Yes; and it is the same in the case of guards to whom I shall come presently. In case a system of automatic promotion is introduced, there will be no question of abolition of grade 2 appointments by officers who may have a fancy for doing so. This abolition of posts is a source of great hardship on the employees. If figures of the sanctioned strength of 1930 and of 1941 are examined, it will appear that a large number of grade 2 posts have been abolished. The consequence is that the grade 1 clerks have drifted to such pitiable straits that the Honourable Member is moved to give them some relief. It is, therefore, strongly urged that a system of automatic promotion to grade 2, after at least 12 years' service in the lower grade, should be introduced to close this vexed question once for all.

Now, with regard to divisional office clerks, the Honourable Member in his reply said that their duties were not like the accounts office clerks. Their duties may not be the same, but it cannot be said that these people

are not doing such work that some relief should not be given to them. It has been admitted more or less that the Honourable Member has been moved to give them some relief. That clearly shows that their work is such that it requires some relief to be given to them. Even if the work is not exactly the same, the work done by the grade 1 and grade 2 clerks is similar. Originally it was only intended that these grade 1 people should do routine work; but in subsequent years it has come about that they are doing the same kind of work as the grade 2 clerks. During the general discussion on the railway budget I read out extracts from the *communiqué* of the General Manager of the N. W. Railway

Lieut.-Colonel Sir Henry Gidney: I rise to a point of order—I do not know whether there is a quorum here.

(At this stage the bell was rung and the necessary quorum was present.)

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member can now go on.

Mr. Lalchand Navalrai: As I was submitting, Sir, the duties of grade I and grade II clerks are more or less similar, and, therefore, there should be no difference between them, and that is the real reason why these two grades should be amalgamated.

Then, Sir, in reply to my unstarred question No. 48 which I asked on the 25th instant, the Honourable Member was unable to furnish me with a duty list, because we wanted to know whether the clerks who are in these two grades are doing the same kind of work or not. The Honourable Member said in his reply that their duties were not specifically demarcated, but the comparative strengths of the two grades are regulated by the nature of the work done. It is true that in the beginning their work was demarcated; they had only to attend to inward and outward registers or do some such light work, but now these clerks are doing disposal work. Therefore, why should not the people who are in these two grades be amalgamated so that they may have an opportunity to rise?

Sir, the Honourable Member is not treating the case of Divisional office clerks like the accounts office clerks. There is the nearer analogy of clerks on the G. I. P. Railway, which is also a State-managed Railway. On this Railway it has been considered that relief is necessary. So why should not the N. W. R. follow suit in this matter? On the G. I. P. Railway, grade I clerks completing 10 years' service automatically step into the scale which will take them straight to Rs. 80, and there relief has been granted, while similar relief has been delayed on the N. W. Railway. I cannot understand why there should be so much delay. The Honourable Member said that the matter is being considered by the General Manager and the Railway Board, but the matter is such that it cannot brook any further delay.

There are reasons urged for giving differential treatment to office clerks on the N. W. Railway, but there should be some explanation for it. The present strength of Grade 2, which is nearly cent per cent of grade I posts, has not given any relief, and therefore it is desirable that some other method of relief should be thought of. If the Honourable Member has to go by analogies, then there is the instance of the G. I. P. Railway, which is a State-managed Railway, and there even employees in the revised

[Mr. Lalchand Navalrai.]

scales of pay recruited after the 15th July 1931, can now rise up to Rs. 80. My humble submission is that the case of men on the N. W. Railway should also be viewed in the same light so as to remove the discontent that exist among them . . .

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member's time is up.

Mr. Lalchand Navalrai: Is it so? I was going to deal with the question of guards now. Is the time all over? Can't I get one or two minutes more?

Mr. President (The Honourable Sir Abdur Rahim): No, there is no time now. Somebody else can take it up.

Mr. President (The Honourable Sir Abdur Rahim): Cut motion moved: "That the demand under the head 'Railway Board' be reduced by Rs. 101."

Sardar Sant Singh: Sir, I shall take up that portion of the subject which my friend, Mr. Lalchand Navalrai, could not deal with for want of time, because I also have given notice of a cut motion on the question of promotion of guards on the N. W. Railway. Sir, the grievances of guards on the N. W. Railway have been the subject of questions both from me and from my friend, Mr. Lalchand Navalrai, during the past year or two. I said in my speech on the general discussion that the Honourable the Communications Member was pleased to give us an assurance that he would look into this question; as a matter of fact, he did examine the question and drew the attention of the N. W. Railway Administration to the grievances of these guards, but unfortunately where the rule is followed in the letter of the law, it is broken in its spirit. Though the grades of the guards were automatic in the first instance, these grades have now been converted to selection grades since a year or two, with the result that seniority does not count at all. In the recent selection that has taken place in this cadre, probably due to the initiative taken by the Honourable Member in charge, no understandable practice has been followed in making the selections. Divisional offices sent up a list of persons, and when they were asked on what principles the selections were made in the divisions, they could not point out any sound reasoning for making the selections. It would appear that the Divisional Superintendents have used their discretion in sending up the names of people whom they wished to select to appear before the Selection Board. When these people went for the interview before the Selection Board, seniority was at a discount. Previous antecedents about service, and remarks about the performance of their duties by their superior officers were entirely ignored. There is one instance, in particular, in which a guard was selected for a higher grade, although he did not believe that he would be selected, because there were 12 bad remarks in his service. Yet he was selected, while others with satisfactory service for the last 10 or 12 years, who have been officiating in the higher grade, have been ignored entirely, and we really fail to understand what principles were followed by the Selection Board in making the final selections.

In one of the cuts of which I have given notice I have complained about the open charge of lack of honesty even amounting to corruption against the members of the Selection Boards on the N. W. Railway

That is such an open scandal that if you talk with a newly recruited man, he will tell you that he procured the recruitment irrespective of communal considerations. I am not referring to communal considerations at all. They actually procure the appointment by paying one or two months' salary in advance to the Selection Board. I have brought this to the notice of the Railway Board, so that the Railway Board may be in a position to make an enquiry into this question, not for the purpose of satisfying the public alone, but for the purpose of clearing their own officers if this scandal is based on wrong facts. My second object is to secure the purity of the service. I know that in a big organisation employing about 700,000 persons, there are bound to be lapses here and there. I can also appreciate that human agency, however, perfect it may try to become, still lacks that perfection which is the ideal for a good organisation. Still, after taking all these things into consideration, if an evil assumes the proportions of a scandal, I think it is the duty of all of us to bring to the notice of those who are in power, who are in a position to do something in the matter and to stop this scandal.

The next point which I want to make in connection with guards is the question of their promotion. I think I am not doing any injustice to the Honourable the Communications Member if I just try to place what I understood him to say in reply to the general debate—that earlier these grades were constituted on racial considerations. I think that is what I understood him to say. I am speaking from memory.

An Honourable Member: Grades III and IV.

Sardar Sant Singh: That grades III and IV have been opened to all classes of Indians and it is not necessary to fill up all those vacancies that have occurred in the upper grades. But I just want to bring to his notice this letter of the General Manager, No. 757, E. I. 4, dated 8th November, 1935. In this letter the lower grade guards were given to understand that they would be promoted to the III and IV grades as vacancies occurred. I will read only a portion from that letter:

"It has never been the policy to keep vacant posts of grade III and IV guards as alleged by memorialists. It has, however, been decided to abolish the posts of guards grade IV with a corresponding increase in the number of grade III posts and this does not affect the promotion of grade II guards."

I think the language is very clear and very explicit. Now, to take shelter behind the plea that grades III and IV were only open to Europeans or Anglo-Indians and now that those posts have not been filled up on account of racial considerations, therefore they cannot accept that these grades should be open to the lower grade, that is, grade II guards. The promise is given in this letter that grade IV is abolished. The number of posts which were in grade IV would be brought down in grade III, and grade III would correspondingly be increased and promotion of grade II would automatically take place in those vacancies. The figures are with the Honourable the Communications Member. The combined strength of grades III and IV in 1935 was about 600, and now that strength is somewhere near about 200. The first complaint is, why has this strength been reduced? Already a promise was given in 1935 that the strength would be maintained. The next point is about direct recruitment. Direct recruitment has been adopted for grade III. It may be the policy, it looks to be the policy of the railway administration that men

[Sardar Sant Singh.]

with better education and higher responsibility should be taken directly in grade III. I have no quarrel over that policy if that is the policy. But what I quarrel about is this. Supposing graduates are to be taken, as they are actually taken in grade III, why should a graduate in grade II not be promoted to grade III, and why should, having joined in grade II, his degree be a disqualification for him when the competition is between him and a new graduate?

An Honourable Member: Why do you want a graduate?

Sardar Sant Singh: They have recruited graduates in grade III, but what I cannot understand is, when a graduate has enlisted himself in grade II, why should he not be given preference to the new man who is taken in grade III directly? Again, according to the orders 20 per cent are to be recruited directly, but the N. W. Railway has exceeded this limit of 20 per cent. in taking direct recruits. Naturally the more recruits are taken in grade III directly, the promotion of grade II is barred and I would like the Honourable Member to look into this question from this point of view. Taking into consideration the method of selection to grade III, may I not appeal to him to approach the question from a different point of view? There is no doubt that fitness, seniority and other factors are a necessary element to be taken into consideration, but when we find that seniority is being ignored altogether, satisfactory service is being ignored altogether, and other considerations are being brought for promotion, is it not necessary that the Honourable Member should devise some means or issue instructions that the selection boards should record their reasons for giving preference to a junior man over a senior man, and it should be open to the man who is not selected, to appeal against the decision of the selection board if and when he is dissatisfied with their decision? Some sort of appeal should be allowed and in order to cure this evil it will be necessary that some sort of check to the vagaries of the Selection Board should be placed so that the employees may have confidence that their rights, when they come before the Selection Board, will not be so contemptuously treated as they are treated today.

Mr. President (The Honourable Sir Abdur Rahim): The Honourable Member's time is up.

Sardar Sant Singh: With these remarks, I will request the Communications Member to look into the matter once more and examine the record of the selections that have taken place during the last year and satisfy himself that they have done it in the right manner.

The Honourable Sir Andrew Olow: Sir, we have had two eloquent appeals on behalf of two different classes of men. I think both of them were raised in the Railway Budget of last year and at that time I confess I was inclined to the view that there was more to be said for Sardar Sant Singh's proteges than there was for Mr. Lalchand Navalrai's.

Mr. M. S. Aney: The situation is now reversed.

The Honourable Sir Andrew Olow: The situation is now reversed. Further investigation convinced me that both Sardar Sant Singh and I

had been under a misapprehension as to the position. I had looked, with the assistance of the Railway Board, at figures of men ranged in various grades. I had found that a whole grade has been abolished of guards and that in the grade below the number of posts have been greatly reduced. I jumped or came to the conclusion, which I think Sardar Sant Singh also came to, that these men must have been deprived, very seriously, of their prospects of promotion and I discussed this matter with Mr. Griffin who was afterwards appointed as General Manager of the Railway and who, on arriving there, investigated the matter himself. This led to the discovery which was entirely new to me, that these grades represented the old and bad principle of racial discrimination. There was a grade intended for Europeans, the next grade was intended for Anglo-Indians and Parsis and the next grade for Indians. They dated from the days when the Indians offering themselves for this kind of work were not men of education, who could be expected to fill the higher posts and when we had to depend on Europeans, Anglo-Indians and Parsis . . .

Mr. M. S. Aney: Uneducated?

The Honourable Sir Andrew Olow: Who were better educated. (Interruptions.) I think I am stating what Sir Henry Gidney, who has much longer experience of Railways than I have, will remember is a fact.

Lieut.-Colonel Sir Henry Gidney: Absolutely.

The Honourable Sir Andrew Olow: The result was that taking a general view of the matter, the changes which had been introduced by the North Western Railway had not really diminished the legitimate prospects which these men had when they entered the service. They had of course diminished what they may have got if we had thrown the whole grades open as a channel of promotion but I would remind the House that in those years it was pressing the Railway Administration every year for economies in every legitimate direction and I think the General Manager of the North Western Railway felt, and felt rightly, that having regard to the prospects of guards higher up and having regard to the fact that the higher grade had been based on a racial distinction he was well justified in effecting the economies he did. Moreover, as I have suggested, guards have considerable prospects of rising out of the grades of guards altogether and thus they are in rather a different position from clerks for whom the number of Superintendentships and higher posts is strictly limited.

Mr. Lalchand Navalrai: Which are the other avenues for them to rise to?

The Honourable Sir Andrew Olow: Controllers, Assistant Station Masters, foremen and various posts of that kind.

Sandar Sant Singh: What I have not understood in the letter of 1935 is this. In response to the memorial submitted, it was clearly stated that grade III will be open and grade II Guards will go up into Grade III automatically. It was not that only No. IV was abolished on account of racial discrimination.

The Honourable Sir Andrew Olow: We have undoubtedly altered our position. We agreed a short time ago that direct appointment to intermediate grades should be to a certain extent within the discretion of the General Manager. I admit that and that reminds me of another point. Sardar Sant Singh said that if you make direct appointments of graduates why should not graduates lower down be equally considered for that promotion. Well, the objects of direct appointment are various but one of them is to secure men at a young enough age to ensure that they will reach higher posts when they are not too old. It is one of the defects in some of our services, where promotion has tended to be from very low grades up a considerable distance, that men come to the more difficult and more responsible posts when they are near retirement and cannot give the same service which they otherwise would. One of the advantages of recruitment at intermediate stages is that it gives a chance to secure men who will rise higher without giving so much need for that selection which always raises heartburnings. My Honourable friend referred to an alleged scandal in respect of the selection of certain guards. I was glad to hear him say that this information might be based on wrong facts because I find it very difficult to believe that anything of the kind has occurred but I can give this assurance, that if there are facts and if you provide those facts, I feel certain that the General Manager will make an investigation into the matter. But we cannot obviously act on allegations; there must be evidence on which to justify an investigation at all.

Now, I shall turn to the clerks. This is a much more complicated and much more difficult case and here I must take the House a little back into what I would call the causes for the agitation rather than the reasons for yielding to them, because there is a big distinction between the two. I believe that this demand for amalgamation of grades can be traced to more than one cause. The principal cause was this. In another Department, Accounts, two grades were amalgamated. Now, let me give the pay of those grades. The two amalgamated grades are as follows. One started on Rs. 40 and rose by Rs. 4 to Rs. 80. The other began also on Rs. 40, rose in exactly the same way, by Rs. 4 to Rs. 80 but it had two further steps of Rs. 5 so that it rose to Rs. 90. The duties could not be clearly demarcated and there was obviously no real reason for keeping two grades like that, which overlapped over practically the whole of the range. The only effect of amalgamation, so far as I can see, was to add to everybody those two final steps which, prior to amalgamation, was enjoyed only by those who happened to be in one of the grades and not by those who were in the other. Now, the present case is entirely different. Here we have two grades. It is a little complicated by the fact that I have got both the old and new scales in front of me, but in both the two grades overlap at no period, no point whatever. A man in grade would start, on the old scale,—my friend, Mr. Lalchand Navalrai, will correct me if I am wrong—at Rs. 39 and rise in his eighth year to the top to Rs. 60, and under the new scale he would start at Rs. 30 and in the ninth year would find himself at the top at Rs. 60

Mr. Lalchand Navalrai: and then stagnate.

The Honourable Sir Andrew Olow: The upper grades began, in the old scale, at Rs. 68, that is, Rs. 8 above the top of the lower grade, and

rose, in seven years, to the top at Rs. 95. On the new scale they start at Rs. 65 and rise, in nine years, to Rs. 85. So that the demand for amalgamation really means a demand that, after completing eight years' service on the old scale and nine for a man on the new scale, everybody should be in the upper grade; in other words, if we take an average service of thirty years, it means that, for well over two-thirds of his service, he is going to be in the upper grade. Perhaps seventy per cent. of the posts, viewing it from the side of the expenditure, are going to be upper grade posts, so that the expenditure on that is enormous; and there is no justification for it in the degree of work to be done.

Mr. Lalchand Navalrai: You are taking the same work from him.

The Honourable Sir Andrew Clow: There may be no very clear demarcation but that argument could apply either way; it might apply equally well to abolishing the upper grade as to rendering the lower grade a mere step which a man occupies for a few years before he reaches the grade higher up. The analogy, therefore, from the Accounts Department does not help the case at all—although I believe that to have been the most potent cause for this demand.

The second cause for it will be evident to the House from the details I have already given of the scales. I will take the new scales of pay so as not to complicate the position unduly. A man who enters on Rs. 30 within five years finds himself drawing Rs. 50, and within another four years he is on Rs. 60, which is double the pay at which he entered the service. In the older scale it is even worse, because he reaches the top in the eighth year. The result is of course that as there are a limited number of posts above him, he has to spend a long period on that maximum. But what is the reason for that? One reason for that surely is that the scale of pay close up too rapidly; he goes up far faster than scales of pay normally do which are within that range or in other words, which have corresponding maxima and minima. If, instead of giving that scale, we had given, for example, a scale of Rs. 30 rising by two rupees to Rs. 60, so that that would occupy sixteen years, we would be giving far less than we are giving now; but there would not have arisen the same demand for relief because a man has been a long time on the top scale of pay—what has been described in some of the telegrams I have received as "this cursed blockade". I am trying to point out that although I recognize that a man staying on a fixed scale of pay like this and seeing men all around getting increments—does feel a sense of grievance, that sense of grievance is itself based on the fact that these men have been more generously treated than men in those scales normally are; and of course any question of amalgamation would make the position much worse; it will mean that in eighteen years everybody would again be on a higher maximum, with enormous expense; we would be paying very nearly half the service what is now the maximum of the higher grade. I think my Honourable friend has only to realize that position to satisfy himself that the expenditure on the concession that has been asked for would be enormous.

Mr. Lalchand Navalrai: My Honourable friend has failed to give the reasons for not giving this relief

The Honourable Sir Andrew Clow: I am giving the causes for the demand, but I am not giving the reasons why they should be conceded; the reasons in fact tell the other way.

There was a reference to something that was done on the G. I. P.; I have not the details because that was done by the General Manager without the sanction of the Railway Board but I believe there it was due to an entirely different reason, it was due to some incongruity between the old and the new scales of pay, but it is a matter which will receive the attention of the Board.

Mr. M. S. Aney: What matter.

The Honourable Sir Andrew Clow: On a section of the G. I. P., on the information at present before me, something was done which is a little difficult to justify and which has naturally reinforced demands from the N. W. R.—an example of the effect of that demand for uniformity with which I am so often confronted.

I come now to the third reason for the agitation. It is a fact that, as far as I can ascertain, the prospects of the train clerks are very different from those in the offices. I have before me a schedule prepared by the N. W. Railway giving the different types of clerks and this schedule appears to show that if you take the train clerks, those men in the categories like goods clerk, booking clerk, parcel clerk, weigh clerk and so on, there are just over a thousand posts in Grade I and I think about one hundred and eleven in Grade II, in other words, it is about nine to one, so that a man's prospects of promotion from Grade II to Grade I are small. On the other hand, if we take the office clerks and those in the various Departments and Divisions, there are 1,141 posts in Grade I and 1,064 in Grade II, so that the number of posts is very nearly 50 : 50 and the prospects of promotion there are very much better. I suspect that where clerks graded in the same way and working in different capacities and places find their prospects so different, that has added to the sense of grievance. I must point out, however, that, while Government try to give reasonable prospects of promotion to men whenever they can they are not justified in creating posts merely to provide promotion, which seems, in part at least, to be the demand here. We have to provide grades and fix their strength, not according to what the men feel would give them continuous or reasonably continuous promotion, but according to the needs of the service: and if we were satisfied that the present grading did correspond to those needs, I should say that the Honourable Member has failed to make out a case for giving relief. That is a point however in regard to which we are not at present satisfied; the General Manager is conducting an investigation into the point at the moment with a view to seeing whether there should not be some adjustment between the grades. I do not want to raise extravagant hopes and so I cannot promise that it will mean any large scale measure of relief. It will certainly not mean relief on the magnificent scale which would be achieved if we were to amalgamate grades and promote everyone to the upper grade. But I know that Mr. Griffin has the case of these trained clerks, with whom he is familiar, at heart and under his consideration and I hope that he will shortly be in a position to place the proposals before us. If he places

proposals before us, I would be disposed to give them sympathetic consideration, for I do recognise that stagnation at a particular scale of pay, when most other people keep on rising, does tend to discouragement and consequently to inefficiency.

(Lieut.-Colonel Sir Henry Gidney rose to speak.)

Mr. President (the Honourable Sir Abdur Rahim): The Honourable the Railway Member has replied:

Lieut.-Colonel Sir Henry Gidney: Sir, I want to speak only two or three words. I won't be long. I know the time is nearing 5 o'clock. The only point I wish to observe is to rebut what has become almost a practice in this House of placing the community which I represent as being the favoured child of the railways to the loss of interests of other communities. In a measure, I can say that we have got a certain percentage of appointments in certain sections of the railway. But Honourable Members must always remember that, whilst papers show this favoured position of my community, they forget the all-important fact, which is the deciding fact, that we have rendered years and years—in fact, generations of service and have by slow process of proving our worth by long service been appointed gradually in higher grades of these appointments. If it is the envy of other Departments, might I assuage their fears, in fact, encourage them, by saying that most of my community who occupy these favoured appointments or individual appointments are between the ages of 40 and near superannuation. A few years' more patient waiting on the part of these detractors will see their hopes fulfilled in that they would be occupying the positions that the members of my community have been favoured with today. So, I ask you not to be so critical and not treat my community in the way you do, because we have got that position by years of service and we retain it as long as we are fit. When we quit those places, you will have the lion's share, and I will look upon those posts as an envious little lamb.

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

"That the demand under the head 'Railway Board' be reduced by Rs. 101."

The motion was negatived.

The Honourable Sir Andrew Olow: Sir, I would like to make a statement with reference to the figures I read out just now. As regards the station clerks, the figures in proportion were correct, but the actual figures were not. The figures for station clerks were 10,037 in Grade I and 1,110 in Grade II. In other words, it is 1 to 9 roughly, as I said.

Mr. President (The Honourable Sir Abdur Rahim): It will perhaps suit the House generally if the European Group discuss their motions tomorrow.

(Voices of "yes", "yes".)

The Assembly then adjourned till Eleven of the Clock on Thursday, the 27th February, 1941.