

21st February 1938

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

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**Volume II, 1939**

*(16th February to 13th March, 1939)*

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**NINTH SESSION**  
**OF THE**  
**FIFTH LEGISLATIVE ASSEMBLY,**  
**1939**



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1939

9—10

# Legislative Assembly.

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*Deputy President :*

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*Assistants of the Secretary :*

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KHAN SAHIB S. G. HASNAIN, B.A. (*From 10th April, 1939*).

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

SYED GHULAM BHIK NAIRANG, M.L.A.

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

**CONTENTS.**

VOLUME VII.—16th February to 13th March, 1939.

	PAGES.		PAGES.
<b>THURSDAY, 16TH FEBRUARY, 1939—</b>		<b>SATURDAY, 18TH FEBRUARY, 1939—<i>contd.</i></b>	
Member Sworn . . . . .	997	The Indian Penal Code (Amendment) Bill—Introduced . . . . .	1119
Starred Questions and Answers . . . . .	997—1027	The Reciprocity Bill—Introduced . . . . .	1120
Unstarred Questions and Answers . . . . .	1027—29	The Indian Salt (Amendment) Bill—Introduced . . . . .	1120
Message from the Council of State . . . . .	1029	The Child Marriage Restraint (Amendment) Bill—Motion for leave to introduce negatived . . . . .	1120
The Indian Patents and Designs (Amendment) Bill—Presentation of the Report of the Select Committee . . . . .	1029	The Code of Civil Procedure (Amendment) Bill—Introduced . . . . .	1120—21
The Railway Budget—General Discussion . . . . .	1029—77	The Usurious Loans (Amendment) Bill—Introduced . . . . .	1121
<b>SATURDAY, 18TH FEBRUARY, 1939—</b>		The Indian States (Protection against Disaffection) Amendment Bill—Introduced . . . . .	1121
Starred Questions and Answers . . . . .	1079—	The Overseas Indians Reciprocity Bill—Introduced . . . . .	1121
Motion for Adjournment <i>re</i> Restrictions on Indians by the Government of the Union of South Africa—Buled out of order . . . . .	1106—10	The Indian Bar Councils (Amendment) Bill—Introduced . . . . .	1122
The Coal Mines (Stowing) Bill—Presentation of the Report of the Select Committee . . . . .	1110	The Hindu Women's Rights to Property (Amendment) Bill—[Amendment of subsection 3 (1) and 3 (3)]—Introduced . . . . .	1122
The Code of Criminal Procedure (Amendment) Bill—(Amendment of section 205)—Referred to Select Committee . . . . .	1110—16	The Indian Medical Council (Amendment) Bill—Introduced . . . . .	1122
The Hindu Women's Rights to Divorce Bill—Postponed . . . . .	1116—18	The Contempt of Courts (Amendment) Bill—Introduced . . . . .	1122—23
The Abolition of Whipping Bill—Introduced . . . . .	1118	The Provincial Insolvency (Amendment) Bill—Introduced . . . . .	1123
The Muslim Personal Law ( <i>Shariat</i> ) Application (Amendment) Bill—Introduced . . . . .	1119	The Presidency towns Insolvency (Amendment) Bill—Introduced . . . . .	1123
The Foreigners (Amendment) Bill—Introduced . . . . .	1119		
The Control of Coastal Traffic of India Bill—Introduced . . . . .	1119		

PAGES.		PAGES.	
<b>MONDAY, 20TH FEBRUARY, 1939—</b>		<b>WEDNESDAY, 22ND FEBRUARY, 1939—contd.</b>	
Starred Questions and Answers	1125—63	The Railway Budget—List of Demands—	
The Insurance (Amendment) Bill—Presentation of the Report of the Select Committee	1163	Demand No. 1—Railway Board	1316—63
The Railway Budget—List of Demands—		Inadequate representation of Muslims in Railway services	1316—51
Demand No. 1—Railway Board	1164—1207	Detailed Administration and Policy of the Railway Board	1351—63
Long-range Policy regarding Railway Finance	1164—91		
Indianisation of higher services in Railways	1191—1207	<b>THURSDAY, 23RD FEBRUARY, 1939—</b>	
Demand No. 6B—Working Expenses—Maintenance and Supply of Locomotive Power	1207—12	Death of His Excellency Lord Brabourne, Governor of Bengal	1365—66
Manufacture of Locomotives in India	1208—12		
<b>TUESDAY, 21ST FEBRUARY, 1939—</b>		<b>FRIDAY, 24TH FEBRUARY, 1939—</b>	
Starred Questions and Answers	1213—40	Member Sworn	1367
Unstarred Questions and Answers	1241—42	Starred Questions and Answers	1367—92
The Railway Budget—List of Demands—		Short Notice Questions and Answers	1393—96
Demand No. 6B—Working Expenses—Maintenance and Supply of Locomotive Power	1242—49	Unstarred Questions and Answers	1396—97
Manufacture of Locomotives in India	1242—49	Transferred Questions and Answers	1397—1424
Demand No. 1—Railway Board	1249—88	Motion for Adjournment re Rejection of the Delhi Municipal Committee's Application for a Distributing Licence under the Indian Electricity Act—Leave to move granted	1424—27
Amenities of Third Class Passengers	1249—62	The Railway Budget—List of Demands—	
Rate and Freight Policy	1262—76	Demand No. 3—Miscellaneous Expenditure	1427—45
Reduction in Salaries	1276—88	Provisions re Enquiry into Accidents	1427—45
<b>WEDNESDAY, 22ND FEBRUARY, 1939—</b>		Demand No. 1—Railway Board	1445—66
Starred Questions and Answers	1289—1314	Railwaymen's Grievances	1445—63
Unstarred Question and Answer	1315	Economy	1463—66
Motion for Adjournment re Detention without trial of Messrs. Vaishampain, Jawala Prasad and Bhawani Sahai—Disallowed	1316	Demand No. 2—Audit	1467
		Demand No. 3—Miscellaneous Expenditure	1467
		Demand No. 5—Payments to Indian States and Companies	1467
		Demand No. 6A—Working Expenses—Maintenance of Structural Works	1467

	PAGE.
<b>FRIDAY, 24TH FEBRUARY, 1939—contd.</b>	
The Railway Budget—List of Demands—contd.	
Demand No. 6-B—Working Expenses—Maintenance and Supply of Locomotive Power	1467
Demand No. 6-C—Working Expenses—Maintenance of Carriage and Wagon Stock	1467
Demand No. 6-D—Working Expenses—Maintenance and Working of Ferry Steamers and Harbours	1468
Demand No. 6-E—Working Expenses—Expenses of Traffic Department	1468
Demand No. 6-F—Working Expenses—Expenses of General Department	1468
Demand No. 6-G—Working Expenses—Miscellaneous Expenses	1468
Demand No. 6-H—Working Expenses—Expenses of Electrical Department	1468
Demand No. 7—Working Expenses—Appropriation to Depreciation Fund	1469
Demand No. 8—Interest Charges	1469
Demand No. 11—New Construction	1469
Demand No. 12—Open Line Works	1469
<b>MONDAY, 27TH FEBRUARY, 1939—</b>	
Member Sworn	1471
Starred Questions and Answers	1471—99
Unstarred Questions and Answers	1500
Statements laid on the Table	1501—11
Election of Members to the Standing Committee for the Labour Department	1512, 1567
The Workmen's Compensation (Amendment) Bill—Introduced	1512
The Chittagong Port (Amendment) Bill—Introduced	1513
The Indian Rubber Control (Amendment) Bill—Introduced	1513

	PAGE.
<b>MONDAY, 27TH FEBRUARY, 1939—contd.</b>	
The Cotton Ginning and Pressing Factories (Amendment) Bill—Introduced	1513
The Standards of Weight Bill—Passed as amended	1513—21
The Indian Merchant Shipping (Second Amendment) Bill—Passed	1522—23
The Insurance (Amendment) Bill—Passed as amended	1523—29
The Indian Patents and Designs (Amendment) Bill—Passed as amended	1529—49
The Coal Mines (Stowing) Bill—Discussion on the motion to consider not concluded	1550—54
Motion for Adjournment <i>re</i> Rejection of the Delhi Municipal Committee's Application for a distributing Licence under the Indian Electricity Act—Negatived	1554—67
<b>TUESDAY, 28TH FEBRUARY, 1939—</b>	
Transferred Questions and Answers	1569—92
Presentation of the General Budget for 1939-40	1592—1603
The Indian Finance Bill—Introduced	1603
<b>TUESDAY, 7TH MARCH, 1939—</b>	
Members Sworn	1605
Starred Questions and Answers	1605—38
Unstarred Questions and Answers	1639
Motion for Adjournment <i>re</i> Grant of complete Independence to Palestine—Ruled out of order	1640
Position of Indian Nationals in Kenya—Adopted	1640, 1677—93
General Discussion of the General Budget	1640—77
Statement of Business	1693
<b>WEDNESDAY, 8TH MARCH, 1939—</b>	
Starred Questions and Answers	1695—1743

# LEGISLATIVE ASSEMBLY.

*Tuesday, 21st February, 1939.*

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.

#### PROSPECTING OF PETROL IN SIND.

**557. \*Mr. S. Satyamurti** (on behalf of Seth Govind Das): Will the Honourable Member for Labour please state:

- (a) whether it is a fact that the Sind Provincial Government have granted a licence to the Burma Oil Company for prospecting petrol over 1,060 square miles;
- (b) whether Government Geologists ever surveyed that portion of 1,060 square miles in Sind, either before or after 1st April, 1937, and reported on the contents of oil in those areas;
- (c) whether Government were aware that in those areas prospecting for petrol could be carried out successfully; and
- (d) whether Government made that intelligence available to the public for undertaking the prospecting of petrol?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) The Government of India have no information as the development of mineral resources is a provincial concern under the Constitution.

(b), (c) and (d). In the absence of information regarding the location of the area, it is not possible to reply to these parts of the question.

#### PROSPECTING OF PETROL AND MINERALS IN INDIAN STATES.

**558. \*Mr. S. Satyamurti** (on behalf of Seth Govind Das): Will the Honourable Member for Labour please state:

- (a) whether Government Geologists are deputed to make their survey in Indian States also;
- (b) whether Government Geologists surveyed the area of Khairpur State, which the Burma Oil Company have taken now on lease to prospect in petrol;
- (c) whether the Burma Oil Company people get the intelligence of mineral survey from Government to undertake prospecting of oil and minerals where they are located; and
- (d) whether the same privilege is extended to any Indian firm for the same purpose?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) and (b). Yes.

(c) and (d). The results of surveys carried out by the Geological Survey of India are published in the publications of the Department which are available to every body.

**Mr. S. Satyamurti:** May I know whether Government have examined these reports to find out whether there is a prospect of large extraction of oil in the Khairpur State?

**The Honourable Sir Muhammad Zafrullah Khan:** I cannot answer that in reply to a supplementary question.

#### NEW CONSTITUTION FOR COLONIES IN THE BRITISH WEST INDIES.

**559. \*Mr. S. Satyamurti** (on behalf of Seth Govind Das): Will the Secretary for Education, Health and Lands please state:

- (a) whether the Secretary of State for the Colonies and his Government have arrived at a decision regarding the Federation, under a Federal Government with full Dominion status, to be granted to the Colonies in the British West Indies;
- (b) whether any alternative decision has been arrived at by His Majesty's Government regarding the grant of any other form of Government to the Colonies in the British West Indies with powers for Dominion status; and
- (c) whether the interests of Indians will be amply safeguarded in the coming constitution for the Colonies in the British West Indies?

**Sir Girja Shankar Bajpai:** (a) and (b). Government have no information.

(c) Does not arise.

#### CONTROL OF SPURIOUS DRUGS IMPORTED INTO INDIA.

**560. \*Mr. S. Satyamurti** (on behalf of Seth Govind Das): Will the Secretary for Education, Health and Lands please state:

- (a) the stage at which legislation for controlling the import of adulterated and spurious drugs at present is;
- (b) whether he proposes taking expeditious steps to pass the measure through the House before the present Legislature is dissolved;
- (c) whether he is aware of the difficulties experienced by the Indian pharmaceutical industry owing to the competition caused by the import of cheap, spurious, adulterated, under-strength and stale drugs from other countries where they are valueless, to sell in Indian markets at very low prices;
- (d) whether the Central Drugs Control Laboratory has done anything to control the spurious drugs imported into this country since its advent in 1937; and
- (e) what Government have done in the matter since the Drugs Enquiry Committee submitted its report of 1930 to control unhygienic drugs into this country?

**Sir Girja Shankar Bajpai:** (a) and (b). I invite the Honourable Member's attention to the Report of the Select Committee on the Bill to regulate the import into British India of drugs and medicines which was presented to this House on the 13th September, 1938, and to the reply given by me to Sardar Mangal Singh's starred question No. 39 on the 4th of this month.

(c) Government have no information.

(d) The function of the central laboratory is not to control drugs but to undertake the testing and analytical examination of drugs and to do research work.

(e) The recommendations of the Drugs Enquiry Committee were considered by the Government of India in consultation with Provincial Governments and as a first step towards dealing with the problem the Biochemical Standardisation Laboratory was established in Calcutta in 1937 and a Bill to control the import of drugs was introduced in this House.

**Mr. S. Satyamurti:** May I know whether Government are taking any steps in regard to the control of the manufacture of spurious and bad drugs in this country?

**Sir Girja Shankar Bajpai:** In the Report of the Select Committee which I presented last September, it was pointed out that the mere regulation of import by itself is not enough and that manufacture and internal distribution must also be regulated. We cannot undertake legislation with regard to that here, without the provinces empowering us to do so specifically by Resolution. A draft Resolution has been sent to the provinces and two replies are still outstanding.

**Mr. S. Satyamurti:** With regard to the replies so far received, I take it that they are all in favour of legislation being undertaken?

**Sir Girja Shankar Bajpai:** I think the concensus of opinion is that there should be legislation at the Centre.

**Mr. S. Satyamurti:** Will Government expedite the matter, in view of the facts mentioned in clause (c)?

**Sir Girja Shankar Bajpai:** The matter is now really in the hands of the Provincial Governments. As I have already informed the House, many of them have passed the requisite Resolution and we are asking the others to expedite a similar procedure themselves.

**Mr. K. Santhanam:** May I know what difficulty is there to bring in the Bill and include those provinces when they send up their Resolutions?

**Sir Girja Shankar Bajpai:** According to section 103 of the Government of India Act (I am speaking from memory), if you want all-India legislation, you must have the express authority of all the provinces. The Provincial Governments concerned have already agreed to pass the Resolution. I think myself that there must be some local disturbance in the legislative time table which is responsible for this delay.

**INSTRUMENT OF ACCESSION TO FEDERATION.**

**561. \*Mr. S. Satyamurti:** Will the Honourable the Leader of the House be pleased to state with reference to His Excellency the Viceroy's speech at the meeting of the Federation of Indian Chambers of Commerce at Calcutta last December :

- (a) at what stage the Instrument of Accession of the Princes to Federation stands, i.e., its drafting and its being sent to the Princes;
- (b) whether the Instrument of Accession has been sent to the Princes; and
- (c) if so, when, and, if not, when it is proposed to send it?

**The Honourable Sir Nripendra Sircar:** (a) to (c). The attention of the Honourable Member is invited to the replies which I gave to part (a) of Mr. T. S. Avinashilingam Chettiar's starred question No. 34 and to the series of supplementary questions on the 4th of this month.

**Mr. S. Satyamurti:** May I know whether it is intended to send a further Instrument of Accession, or is this the only Instrument of Accession which will be sent—general as opposed to what is called special?

**The Honourable Sir Nripendra Sircar:** I am afraid I cannot make a statement on that.

**LIFE OF THE LEGISLATIVE ASSEMBLY.**

**562. \*Mr. S. Satyamurti:** Will the Honourable the Leader of the House be pleased to state whether any conclusion has been arrived at as regards the term of life of the present Indian Legislative Assembly? If so, what is it? If not, when will the decision of the Governor General in this behalf be communicated to this House?

**The Honourable Sir Nripendra Sircar:** I have nothing to add to my reply to Sardar Mangal Singh's starred question No. 195 asked on the 8th February, and to the supplementary questions put by Mr. Satyamurti.

**Mr. S. Satyamurti:** Will Government be in a position to make some announcement on this matter on the floor of this House, before we adjourn?

**The Honourable Sir Nripendra Sircar:** An announcement can be made only when a decision is arrived at and I cannot give any guarantee that the decision will be arrived at before we disperse.

**TERMINATION OF THE PRESENT INDO-BURMA TRADE AGREEMENT.**

**563. \*Mr. S. Satyamurti:** Will the Honourable the Commerce Member be pleased to state :

- (a) whether Government propose to take action to terminate the present Indo-Burma Trade agreement three years after the separation of Burma from India, with a view to re-examining the question from all relevant points of view at the proper time;

- (b) what is the latest date before which notice of the termination of the agreement should be given; and
- (c) whether, in view of the situation in Burma the Government of India propose to give the notice required so as to enable both countries to approach the problem without any previous commitment at the proper time, and, if not, why not?

**The Honourable Sir Muhammad Zafrullah Khan:** (a), (b) and (c). The Honourable Member's attention is invited to my speech during the debate on the Resolution moved by Choudhury Raghurib Narain Singh on the 10th instant on this subject. I have nothing more to add at present.

**Mr. S. Satyamurti:** May I know whether the 1st of April is the latest date, before which notice of the termination of the agreement has got to be given?

**The Honourable Sir Muhammad Zafrullah Khan:** Either the 31st March or the 1st of April.

**Mr. S. Satyamurti:** May I know whether Government will make up their mind before that date to give notice of the termination of this agreement?

**The Honourable Sir Muhammad Zafrullah Khan:** Government will arrive at some decision one way or the other before that date.

**Mr. S. Satyamurti:** In arriving at their decision, will Government take into consideration the vote of the House, in favour of such notice being given?

**The Honourable Sir Muhammad Zafrullah Khan:** Yes, Sir.

#### DECLINE IN INDIA'S EXPORTS OF PIECE-GOODS TO BURMA.

564. **\*Mr. S. Satyamurti:** Will the Honourable the Commerce Member be pleased to state :

- (a) whether there has been a decline in India exports of piece-goods to Burma, and, if so, what the latest figures are; and
- (b) whether Government have investigated the causes thereof and what the results of the investigation are?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) The latest available figures are for December, 1938. Indian exports of cotton piece-goods to Burma during that month were 7·2 million yards as compared with 4·5 million yards during December, 1937. There has however been a fall in the total exports of these goods during the nine months—April to December, 1938, as compared with the corresponding period in 1937.

(b) No. The latter part of the question does not arise.

**FURTHER RESTRICTIONS PROPOSED ON INDIAN OWNERSHIP OF PROPERTY IN SOUTH AFRICA.**

**565. \*Mr. Abdul Qaiyum:** Will the Secretary for Education, Health and Lands please state :

- (a) whether he has read the news about "further restrictions proposed on Indian ownership of property in South Africa" in the *Tribune* of Lahore, dated the 25th January, 1939;
- (b) the nature and extent of the proposed restrictions; and
- (c) the steps taken to counteract this move?

**Sir Girja Shankar Bajpai:** (a) Yes.

(b) and (c). The attention of the Honourable Member is invited to the reply given by me on the 16th of this month to Mr. T. S. Avinashilingam Chettiar's starred question No. 462.

**Mr. Abdul Qaiyum:** May I know if it is a fact that Mr. Stuttaford, the Minister concerned, informed a deputation of Europeans that the sale or lease of lands to Indians will be prohibited if 60 per cent. of the Europeans so desire?

**Sir Girja Shankar Bajpai:** I have no information beyond what I have already conveyed to the House, namely, that the Minister is reported to have made a statement to that effect sometime but I have expressed my willingness to answer at short notice a couple of questions on this subject. I have made a telegraphic inquiry from the Agent General and I hope to communicate the result to the House as soon as possible.

**NATIONAL NUTRITION.**

**†566. \*Mr. C. N. Muthuranga Mudaliar:** Will the Secretary for Education, Health and Lands please state :

- (a) whether at its meeting in November last at Delhi the Advisory Board of Imperial Council of Agricultural Research considered the question of national nutrition;
- (b) the conclusions it reached; and
- (c) how it is proposed to make it widely known to the masses of the people in the country?

**Sir Girja Shankar Bajpai:** (a) Yes.

(b) and (c). The discussions were of an exploratory nature and further investigation and discussion will be necessary before definite conclusions can be reached.

**RESTRICTIONS IMPOSED ON INDIAN COMMERCIAL TRAVELLERS IN SOUTH AFRICA.**

**†567. \*Mr. C. N. Muthuranga Mudaliar:** Will the Secretary for Education, Health and Lands please state whether the Government of the Union of South Africa have replied to the representations of the Agent General regarding the Union's restrictions against commercial travellers from India to South Africa, and if so, whether Government are satisfied that the needful has been done?

**Sir Girja Shankar Bajpai:** The result of the Agent General's representations to the Union Government in this matter is awaited.

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

## GRANTS TO THE IMPERIAL COUNCIL OF AGRICULTURAL RESEARCH.

†568. \*Mr. C. N. Muthuranga Mudaliar: Will the Secretary for Education, Health and Lands please state:

- (a) the total grants sanctioned for the Imperial Council of Agricultural Research during 1937-38 and 1938-39;
- (b) the schemes of research for which the Council was responsible during 1937-38 and those contemplated during 1938-39;
- (c) the expenditure incurred on the administration of the grant during 1937-38 and budgeted for during 1938-39;
- (d) what percentage it is of the total grant during the two years (separately); and
- (e) whether, in view of the very high percentage, Government propose to consider the desirability of effecting further economies than those achieved as a result of the recent 'drive'?

**Sir Girja Shankar Bajpai:** (a) A statement, showing the grants sanctioned for the Imperial Council of Agricultural Research in 1937-38 and 1938-39, is laid on the table.

(b) The budget estimates of the Imperial Council of Agricultural Research for the year 1938-39 and revised estimates for 1937-38—copies of which have been placed in the Library of the House—furnish the information asked for.

(c) The expenditure sanctioned for the administrative staff in 1937-38 amounted to Rs. 3,44,000 and in 1938-39 to Rs. 3,50,800.

(d) The percentages for 1937-38 and 1938-39 are 28 and 33 respectively. The percentages of the total amounts spent on research are however 20 and 18.

(e) A number of the officers who are paid from the funds of the Imperial Council of Agricultural Research are not employed exclusively on administering the research schemes of the Council and the Government of India do not consider the cost of administration unduly high.

*Statement showing the grants sanctioned for the Imperial Council of Agricultural Research during 1937-38 and 1938-39.*

	1937-38.	1938-39.
	Rs.	Rs.
Annual grant . . . . .	5,00,000	5,00,000
Grant for Sugar research . . . . .	1,75,000	..
Grant for Provincial Marketing Scheme . . . . .	2,00,000	2,00,000
Grant from the Sugar Excise Fund . . . . .	2,50,000	3,50,000
Grant for Cold Storage Scheme . . . . .	1,00,000	..
Grant for Agriculture and Veterinary Survey of Coorg . . . . .	4,000	..
Grant for Sugar Marketing Survey (balance of the grant originally given to the Agricultural Marketing Adviser) . . . . .	..	1,200
	<hr/>	<hr/>
	12,29,000	10,51,200

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

### GRADING AND STANDARDISATION OF TOBACCO.

†569. \***Mr. C. N. Muthuranga Mudaliar**: Will the Secretary for Education, Health and Lands please state the measures taken, or which it is proposed to take, for the grading and standardisation of tobacco in India, so that tobacco growers may be enabled to compete successfully in world markets?

**Sir Girja Shankar Bajpai**: The Report on the marketing of tobacco, which will be issued shortly, contains information regarding the work done and suggestions for the improvement of the industry. During 1938 over a million lbs. of cigarette tobacco have been graded, packed and marked in accordance with the rules framed under the Agricultural Produce (Grading and Marketing) Act, 1937. Experimental grading stations have been established in Bihar and the Rangpur district of Bengal. The Indian Tobacco Association, which has its headquarters in Guntur, has brought together growers, exporters and manufacturers, and with the assistance of the marketing staff has been issuing pamphlets on various problems connected with the trade. The Imperial Council of Agricultural Research have appointed an officer who will shortly be deputed to the United States of America to study the cultivation, curing and marketing of tobacco in that country.

### CONTROL AND ADMINISTRATION OF THE BOSE RESEARCH INSTITUTE, CALCUTTA.

†570. \***Mr. C. N. Muthuranga Mudaliar**: Will the Secretary for Education, Health and Lands please state :

- (a) whether Government have reached any decision on the question of devising a new scheme for the control and administration of the Bose Research Institute, Calcutta; and
- (b) whether they are in a position to state, as a result of enquiries which they promised, as to who made the appointment of the present Director?

**Sir Girja Shankar Bajpai**: (a) Not yet.

(b) The attention of the Honourable Member is invited to the statement which I laid on the table of the House on the 3rd February, 1939, in reply to part (e) of his starred question No. 1981 asked on the 8th December, 1938.

### COATS OF ARMS OF BRITISH, CENTRAL AND PROVINCIAL GOVERNMENTS.

571. \***Mr. Sri Prakasa**: Will the Honourable the Leader of the House state :

- (a) if there are separate Coats of Arms of the British Government, the Indian Government and the Provincial Governments of India;
- (b) what the Coats of Arms are and what do they mean or represent, and when and by whom they were prescribed and adopted;
- (c) the names of Provinces, if any, which have not yet got them, and if it is proposed to give them their own separate Coats of Arms;

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

- (d) the names of public documents, if any, on which they are invariably or ordinarily used;
- (e) the law regarding the using of these Coats of Arms by private individuals;
- (f) if there is any copyright in the use of the same; and
- (g) if there is any rule preventing an Indian national using on his private paper, or in any publication of his, the Coats of Arms of the British Government, the Indian Government or his own Province?

**The Honourable Sir Nripendra Sircar:** (a) The Royal Coat of Arms is the emblem that is adopted both by the British and Indian Governments but Provincial Governments have their own special Coats of Arms.

(b) and (c). All Provinces have Coats of Arms which were, after consultation with the Provincial Governments, granted by His Majesty, in exercise of the Royal Prerogative through the medium of a Royal Warrant addressed to the Principal Officers of the College of Heralds. The Arms are composed of symbols representing the distinguishing features or historical associations of the Provinces possessing them. It is not possible to describe all the Coats of Arms in answer to a question.

(d) It is impossible to compile a list of all the public documents on which the coat of arms is ordinarily or invariably exhibited, but it is usually exhibited on Government publications such as the Official Gazette and copies of statutes published under the authority of Government.

(e), (f) and (g). As already explained armorial bearings are assigned by His Majesty by Royal Warrant and private individuals have, therefore, no right to use them.

**Mr. S. Satyamurti:** Sir, are these provincial coats of arms in this House?

**The Honourable Sir Nripendra Sircar:** Sir, my friend is asking a question on a matter about which I am totally ignorant, but I am told that they are here. If, however, he next asks a supplementary question asking me to point them out to him, I shall fail.

**Mr. S. Satyamurti:** Sir, why is "Burma" here, in spite of the separation of Burma?

**The Honourable Sir Nripendra Sircar:** That is more than I can say.

**Mr. S. Satyamurti:** May I ask why the Dominions coats of arms are here?

**The Honourable Sir Nripendra Sircar:** I hope my friend will turn to his colleague, Mr. Sri Prakasa, because he is really an expert in these matters.

**Mr. Sri Prakasa:** May I know if the Provinces of Sind and Orissa have been provided with separate coats of arms?

**The Honourable Sir Nripendra Sircar:** From the answer I have given, I infer that that is the case.

**Mr. Sri Prakasa:** With reference to the reply to parts (e) and (f) of the question, may I know how it is that the *Statesman* is allowed to use the British coats of arms twice every day?

**The Honourable Sir Nripendra Sircar:** I think my Honourable friend can take action against the *Statesman* if he thinks fit.

**Mr. Sri Prakasa:** May I know why there is a difference in the coats of arms, as depicted in this Chamber and in the Library, of the Provinces of Bihar and Central Provinces, and why is the coat of arms of Madras not exhibited in this Chamber?

**The Honourable Sir Nripendra Sircar:** Well, Sir, I do not admit that the coats of arms are different as they are represented here and as they are to be found in the Library, but possibly those in the Library have been improved to give pleasure to the Members who go there. I have, however, no further information.

#### ADVERSE EFFECT ON INDIA'S TRADE WITH JAPAN.

**572. \*Mr. T. S. Avinashilingam Chettiar:** Will the Honourable the Commerce Member state :

- (a) whether latest account of the sea borne trade of India shows that the trade of India with Japan has suffered adversely;
- (b) the causes for the adverse movement of trade; and
- (c) whether Government have taken any steps in the matter; if so, what?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) Yes.

(b) There are many causes of which the Sino-Japanese hostilities is the most important.

(c) The Honourable Member is referred to the reply given to part (c) of his starred question No. 422 on the 24th August, 1938.

**Mr. T. S. Avinashilingam Chettiar:** May I know what the extent of the adverse trade balance is?

**The Honourable Sir Muhammad Zafrullah Khan:** As a matter of fact, both exports and imports have fallen, and the adverse balance is now smaller than it was last year.

#### COMPARTMENTAL SYSTEM OF EXAMINATION IN THE DELHI UNIVERSITY.

**573. \*Mr. Sham Lal:** Will the Secretary for Education, Health and Lands be pleased to state :

- (a) the names of different examinations of the University of Delhi where arrangements for the system of compartment have already been made for plucked candidates in case of their having fulfilled requisite conditions and the names of those examinations for which these facilities do not exist;

- (b) if there are still such examinations for which there is no system of compartment in the University of Delhi; whether the same is the case with similar examinations of the University of London; and
- (c) whether any steps are intended to be taken in the matter?

**Sir Girja Shankar Bajpai:** (a) The compartment system has been provided for the following examinations of the University of Delhi:

- (i) Intermediate (Arts and Science).  
 (ii) B.A. (Pass and Honours).  
 (iii) B.Sc. (Pass).  
 (iv) Preliminary, Intermediate and Final Examinations in law.

The question of applying the compartment system to the M.A. Examination does not arise, as a candidate has to take only one subject in this examination.

(b) The reply to the first part is in the negative. As regards the second part, so far as the Government of India are aware, students are, as a general rule, required to pass in all the subjects taken at an examination of the London University and to pass in all those subjects at one and the same examination, though there are certain exceptions to this rule.

(c) In view of the answer to the second part of (b), this hardly arises.

#### DENIAL OF THE RIGHT OF PURCHASING LANDS BY DEPRESSED CLASSES IN RURAL AREAS OF DELHI PROVINCE.

**574. \*Mr. Sham Lal:** Will the Secretary for Education, Health and Lands be pleased to state whether in the rural areas in the Province of Delhi, depressed classes are being denied the right of purchasing lands for housing purposes from members of statutory agriculturists?

**Sir Girja Shankar Bajpai:** Enquiries have been made and a reply will be furnished to the House as soon as the information is available.

#### TRAINING IN FIRST AID TO STUDENTS IN THE CENTRALLY ADMINISTERED AREAS.

**575. \*Mr. Sham Lal:** Will the Secretary for Education, Health and Lands be pleased to state :

- (a) the percentage of students of high classes having had training in First Aid both in Government and non-Government schools of the centrally administered areas during the last financial year; and
- (b) if it is very low, whether any steps are proposed to be taken in the matter?

**Sir Girja Shankar Bajpai:** (a) About 11.5 per cent. in Ajmer-Merwara and 9 per cent. in Delhi. Information in regard to Coorg and Baluchistan is not available, but has been asked for.

(b) The Education Departments in Ajmer-Merwara and Delhi propose to issue instructions to all recognised High Schools to provide wider facilities for training in First Aid. The desirability of taking similar action in Coorg and Baluchistan also will, if necessary, be brought to the notice of the Local Administrations concerned.

**ARRANGEMENT FOR FREE EXAMINATION OF TUBERCULOSIS PATIENTS IN HOSPITALS IN THE CENTRALLY ADMINISTERED AREAS.**

**576. \*Mr. Sham Lal:** Will the Secretary for Education, Health and Lands be pleased to state :

- (a) whether there are arrangements for the free microscopical examination of sputa of patients suffering, or suspected to be suffering from Tuberculosis, at any Government hospitals and dispensaries situated in the centrally administered territories on the recommendations of registered medical practitioners nearest to their places of practice; and
- (b) if not, whether Government propose to take any steps in this direction to combat this disease as a part of the anti-tuberculosis campaign?

**Sir Girja Shankar Bajpai:** (a) Yes; in Delhi at the Provincial Laboratory and the Tuberculosis Clinic and in Ajmer-Merwara, Coorg and Baluchistan at the larger hospitals and dispensaries.

(b) Does not arise.

**RESEARCHES FOR THE UTILISATION OF THE REFUSE OF BIG CITIES.**

**577. \*Mr. Sham Lal:** Will the Secretary for Education, Health and Lands be pleased to state:

- (a) whether any research work is being attempted towards further utilization of the refuse of big cities by the Imperial Council of Agricultural Research, or other All-India Research organisations; and
- (b) if so, whether there has so far been any possibility of the generation of cheap electricity by the burning of city refuse to light up those towns and their suburbs?

**Sir Girja Shankar Bajpai:** (a) (i). The Imperial Council of Agricultural Research has financed a scheme for research into the preparation of synthetic manure from town refuse and waste materials. An account of this scheme will be found in the Annual Report for 1937-38, a copy of which is available in the Library of the House.

(ii) The Indian Institute of Science, Bangalore, has carried out investigations into the activated sludge method of sewage disposal. An experimental activated sludge plant has been installed at the Imperial Agricultural Research Institute, Delhi.

(b) No.

**APPOINTMENT OF A SPECIAL OFFICER FOR CO-ORDINATION OF DEFENCE.**

**578. \*Mr. S. Satyamurti:** Will the Honourable the Commerce Member be pleased to state:

- (a) whether his attention has been drawn to a leading article entitled "Defence and Industry" in *The Hindu* of the 10th January;
- (b) whether it is a fact that the Government of India have appointed a special officer for co-ordination of Defence, and, if so, what are his exact activities, and whether he will function *inter alia* as a Minister for Supply; and

- (c) whether this officer will be asked to explore the possibilities of the Indian market in respect of Defence requirements, and, if not, why not?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) Yes.

(b) and (c). I would refer the Honourable Member to my reply to Mr. Santhanam's question No. 120 on the 6th February last.

**Mr. S. Satyamurti:** May I take it that this officer is working in close co-operation with my Honourable friend's Department, with a view to utilising the resources of Indian industries?

**The Honourable Sir Muhammad Zafrullah Khan:** I have not said that this officer is working in "co-operation"?

**Mr. T. S. Avinashilingam Chettiar:** May I know under which Department the officer is working—the Defence or the Commerce Department?

**The Honourable Sir Muhammad Zafrullah Khan:** Neither, I believe.

**Mr. T. S. Avinashilingam Chettiar:** Under which Department is he working?

**The Honourable Sir Muhammad Zafrullah Khan:** He is not working under any particular Department, as he has to co-ordinate the activities of different Departments.

+579\*.

**REFUSAL TO HEAR PARTIES THROUGH LAWYERS IN APPEALS UNDER THE INDIAN TEA CONTROL ACT.**

**580. \*Mr. Brojendra Narayan Chaudhury:** Will the Honourable Member for Commerce please state:

- (a) whether the Central Government have refused to hear parties through lawyers in appeals under section 7(2) of the Indian Tea Control Act on the ground that these are not judicial proceedings and it is not usual for the Central Government to give a hearing to the appellants through their lawyers;
- (b) whether the Department are prepared to follow the practice of income-tax officers who usually allow parties to appear through lawyers; and
- (c) the inconvenience to Government in hearing lawyers?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) Yes.

(b) and (c). Section 7(2) of the Indian Tea Control Act, 1938, permits of appeals being made either to a High Court or to the Central Government. Appeals made to the Central Government are not judicial proceedings, and Government have refused to accept the ordinary *vakalat namas* in such cases, though they have not refused to allow appellants to appear personally or by representative, who may or may not be pleaders.

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†This question was not put by the questioner.

## CONSUMPTION OF SUGAR.

†581. \*Seth Haji Sir Abdoola Haroon: Will the Honourable the Commerce Member be pleased to state whether the Government have in their possession any reliable figures of the *per capita* consumption of sugar in India? If so, will they state whether the consumption of sugar has been increasing since 1932-33 and at what rate?

The Honourable Sir Muhammad Zafrullah Khan: According to the estimates furnished by the Imperial Institute of Sugar Technology, the *per capita* consumption of sugar in India has increased from 6.3 lbs. in 1932-33 to 7.1 lbs. in 1937-38, but these estimates are liable to error, in the absence of accurate figures for both "visible" and "invisible" stocks and the production of "Khandsari" sugar. Also, the population is only known after each census which is held at intervals of ten years.

## FINDING OF MARKET FOR SUGAR AND UTILISATION OF MOLASSES.

†582. \*Seth Haji Sir Abdoola Haroon: Will the Honourable the Commerce Member be pleased to state:

- (a) whether his attention has been drawn to the Indian Sugar Industry 1938 Annual by Mr. M. P. Gandhi, wherein he has suggested the possibility of establishing sugar markets, particularly, in Afghanistan, Kashmir, Nepal, etc., and if so, whether Government will explain whether they have undertaken any investigation into this possibility; and
- (b) the total carryover of stocks of sugar in the country at the beginning of each sugarcane season for the last three years;
- (c) whether his attention has been drawn to the Indian Sugar Industry 1939 Annual by Mr. M. P. Gandhi, wherein he has made suggestions for the utilization of molasses, the production of which is constantly increasing, in various directions, like manufacture of power alcohol, industrial alcohol, etc.; if so, whether Government have taken any action in the matter;
- (d) the figures of export of molasses from India during the last five years and whether he yet feels that there is any possibility of outlet for molasses in that direction; and
- (e) whether any over-production has resulted in the matter of production of sugar, and if so, whether Government propose to take any action to remedy the same?

Sir Girja Shankar Bajpai: (a) The Honourable Member is presumably referring to the Indian Sugar Industry 1937 Annual, on page 151 of which the suggestion referred to in the question is contained. As regards the latter portion, his attention is invited to the reply given to part (c) of his starred question No. 864 on the 21st March, 1938.

(b) A statement is laid on the table.

(c) Yes; the Government of India are awaiting the results of the examination of the Joint Power Alcohol Committee's report by the Governments of the United Provinces and Bihar.

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

(d) The Honourable Member is referred to page 181 of the Annual Statement of the Sea-borne Trade of British India, a copy of which is in the Library. There is no reason to believe that the exports of molasses have reached their limit.

(e) According to the information available production in 1936-37 exceeded the very rough estimate of internal consumption but there has been no such excess since.

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*Approximate figures showing the total carryover of stocks of Sugar at the beginning of November.*

Year.	Tons.
1936 . . . . .	159,000
1937 . . . . .	211,000
1938 . . . . .	102,000

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**LOSS OF INDIAN LIFE AND PROPERTY IN MONYWA AND KANBALU IN SHWEDO DISTRICT OF BURMA.**

**583. \*Mr. Brojendra Narayan Chaudhury:** Will the Secretary for Education, Health and Lands please state:

- (a) whether the news of loss of lives and property of Indians in Monywa and Kanbalu, Shwebo district, Burma, as given by the Rangoon correspondent under date 30th January, to the *Hindusthan Standard*, of the 5th February (Moffussil edition), 1939, is correct in every particular—loss of lives of little children, attack on Gurudwara and injury to refugees there; policy of hushing up of news condemned in Rangoon Press; shops of Kakas Moslems looted and burnt, etc., and
- (b) whether he was in possession of these particulars about Monywa and Kanbalu riots on the day the House adjourned on account of conditions in Burma?

**Sir Girja Shankar Bajpai:** (a) No. I may add for the information of the Honourable Member that the riot in Monywa does not appear to have been of the magnitude stated in the press report. No lives were lost. The rumours about the riot at Kanbalu have been officially contradicted.

(b) Such information as was available about Monywa was communicated to the House.

**TRAGEDY TO THE PASSENGERS AND CREW OF A CARGO STEAMER, NAMED S.S. "CAMBAY-STAR".**

**584. \*Mr. Lalchand Navalrai:** Will the Honourable the Commerce Member be pleased to state:

- (a) whether they are aware of the recent tragedy which occurred off the shores of Bombay, 120 miles to the west, to the passengers and crew of a cargo steamer named S.S. "Cambay-star", which was plying between Karachi and South Indian ports;
- (b) whether it is a fact that no trace has yet been found of the passengers, the crew and the remaining one life boat attached to the steamer:

- (c) whether, in view of the possibility of the passengers and the crew having survived by means of the abovementioned life boat and got themselves stranded in one of the groups of the Laccadive Islands, Government are prepared to explore that possibility so as to rescue the survivors, if any; and
- (d) whether Government have instituted or propose to institute any enquiry either public or departmental, into the causes which led to the tragedy and the sinking of the steamer?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) and (b). Yes.

(c) The matter is receiving Government's attention.

(d) A formal investigation under section 248 of the Indian Merchant Shipping Act, 1923, is being ordered.

**Mr. Balchand Navalrai:** May I know if there has been any clue of those who were drowned up to this time?

**The Honourable Sir Muhammad Zafrullah Khan:** Except that mentioned by the Honourable Member himself, none.

#### PURCHASE OF REMINGTON TYPEWRITERS BY GOVERNMENT.

**585. \*Bhai Parma Nand:** (a) Will the Honourable Member for Commerce be pleased to state if it is a fact that Remington Typewriters are being exclusively purchased by the Government of India?

(b) Are Government aware that many commercial firms are able to get these typewriters at prices lower than what are charged to Government and that Remington Portable Typewriters can be purchased from other dealers at prices substantially lower than what are charged to Government?

(c) Are Government aware of the landed cost of Remington Typewriters and of the percentage of profit which is being made by the Company?

(d) Do Government propose to stop further payment of excessive price to the Remington Typewriter Company?

(e) Is it a fact that Government are getting all its Remington Typewriters serviced and repaired by the Remington Typewriter Company? If so, what is the total annual cost of such repairs?

(f) Are Government aware that if they were to invite tenders, they could get other firms to carry out the servicing and repairs to Remington Typewriters at much lower rates, and also that genuine parts for Remington Typewriters can be purchased from other local firms at prices very much lower than what are charged to Government?

(g) Are Government prepared to take an early opportunity of revising their present policy of making exclusive arrangements with the Remington Typewriter Company and make their purchases in the open market?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) Yes.

(b) and (c). No.

(d) Does not arise.

(e) Yes. I am not aware of the total annual expenditure on repairs as the cost of repairs is paid by each office concerned direct to the Company.

(f) These matters are under consideration.

(g) Government see no reason to alter their policy which is designed to encourage the development of the typewriter industry in India.

**Mr. Abdul Qaiyum:** May I ask if this particular Company has a sort of monopoly in the supply of typewriters?

**The Honourable Sir Muhammad Zafrullah Khan:** They are accorded a preference under the Stores Purchase Rules.

**Mr. Abdul Qaiyum:** May I ask if it would not be cheaper to call for tenders for the supply and repair of such typewriters?

**The Honourable Sir Muhammad Zafrullah Khan:** I do not know whether, so far as the repairs are concerned, anything more is being paid than need be paid.

**Prof. N. G. Ranga:** Will Government try to inquire and find out whether anything more is being paid than need be paid in respect of repairs and purchases of these typewriters?

**The Honourable Sir Muhammad Zafrullah Khan:** That is a matter that has been dealt with under clause (f) in regard to which I have said that these matters are under consideration.

SUPERINTENDENT OF EDUCATION IN BRITISH BALUCHISTAN.

586. **\*Mr. Abdul Qaiyum:** Will the Education Secretary please state:

- (a) who is the present Superintendent of Education in British Baluchistan;
- (b) what is his pay per mensem;
- (c) the date of the present Superintendent's appointment;
- (d) whether his predecessor was an Indian; and his pay per mensem; and
- (e) the reasons for appointing a European to this post?

**Sir Girja Shankar Bajpai:** (a) Mr. J. Leitch Wilson, M.A., an officer of the Punjab Educational Service, Class I.

(b) Rs. 1,400 per mensem in the grade of Rs. 1,150—50—1,400, plus a special pay of Rs. 150 per mensem plus Sterling Overseas pay at £30 per mensem.

(c) 3rd May, 1937.

(d) and (e). The pay of Mr. Leitch Wilson's predecessor, who was an Indian, was Rs. 600 per mensem in the grade of Rs. 200—15—500—20—600 plus a special pay of Rs. 150 a month.

I should explain that, prior to December, 1931, the post had been held by an officer of the Indian Educational Service, or one of comparable status to Mr. Wilson's. In 1931, the more economical arrangement was adopted owing to financial stringency. In 1936, the Chief Commissioner asked for a survey of educational conditions in Baluchistan with a view to reorganisation. This was entrusted to Mr. Madan Gopal Singh of the Punjab Educational Service. On examination of Mr. Singh's report, the Chief Commissioner recommended that an officer of the Indian Educational Service or equivalent Punjab Service should be deputed to the province for three or five years at a time to give effect

to Mr. Singh's proposals. Mr. Leitch Wilson, Vice-Principal, Central Training College, Lahore, who had been an Inspector of Schools in the Punjab and had acted as Educational Commissioner with the Government of India for a short time, was considered to be the most suitable for the purpose. He was accordingly appointed Superintendent of Education, Baluchistan, for three years in the first instance.

**Mr. Abdul Qaiyum:** I know Mr. Leitch Wilson very well, because he was my teacher, but I would like to know whether, as soon as he was appointed, fee of the higher and the middle classes was doubled in Baluchistan?

**Sir Girja Shankar Bajpai:** No, Sir. I think Mr. Leitch Wilson was so favourably impressed with his ex-pupils' proficiency that he thought that it would be undesirable to make such an immediate augmentation of the fee in the higher classes.

**Mr. Abdul Qaiyum:** May I ask if there were strikes in the schools as a result of the doubling of fees in the higher and middle classes?

**Sir Girja Shankar Bajpai:** I submit, Sir, that the question about the augmentation of fees and the results therefrom does not arise out of the question relating to the appointment of Mr. Wilson.

**Mr. K. Santhanam:** May I know the number of schools under this officer?

**Sir Girja Shankar Bajpai:** That, again, is a question of detail which I cannot be expected to answer arising out of this.

**Mr. K. Santhanam:** May I ask whether the number of schools justify the appointment of such a costly officer for their superintendence?

**Sir Girja Shankar Bajpai:** It was not so much the number of High Schools as the necessity of extending the primary education in the province under which it was considered desirable to appoint an officer of this status and experience.

**Mr. Abdul Qaiyum:** Is the Honourable Member aware that in the North-West Frontier Province the Director of Public Instruction gets Rs. 750 a month, and controls about hundred times as many schools, as Mr. Wilson?

**Sir Girja Shankar Bajpai:** I am afraid I cannot compare the two.

**Dr. Sir Ziauddin Ahmad:** Did the new officer recommend that the fee should be doubled or the Government took the initiative themselves?

**Sir Girja Shankar Bajpai:** No, Sir. As a matter of fact, the fee has not been doubled. I have answered a question on that subject before and if my Honourable friend will look up the answer he will find that there has been an increase of only one rupee in the higher classes and that the fees in Baluchistan today are lower than either in the North-West Frontier Province or the Punjab.

**Prof. N. G. Ranga:** When the contract of this particular officer, which is, I believe for two years, comes to an end, will Government consider the advisability of appointing an Indian in his place?

**Sir Girja Shankar Bajpai:** I cannot say now what will happen two years hence.

WARDHA SCHEME OF EDUCATION.

**587. \*Mr. T. S. Avinashilingam Chettiar:** Will the Secretary for Education, Health and Lands state: •

- (a) whether it is true that the Central Advisory Board of Education have accepted the Wardha method of education as an improvement upon the existing system;
- (b) whether Government have considered their report in this matter; and
- (c) whether they propose introducing the new method of education in the centrally administered areas?

**Sir Girja Shankar Bajpai:** (a) The Central Advisory Board of Education has generally approved the principle of the Wardha Scheme, which is one of education through activity.

(b) and (c). In accordance with the recommendation made by the Central Advisory Board of Education, the Government of India propose to forward a copy of the report of the Board's sub-committee on the Wardha Scheme, together with a summary of the discussion on the subject at the Board's meeting held on the 3rd December, 1938, to Provincial Governments and Local Administrations for consideration and such action as they might consider necessary. It will be for the Local Administrations in the centrally administered areas to consider, in the first instance, what action, if any, should be taken in the matter within the areas under their control. Any proposals on the subject which may be made by the Local Administrations will be examined by the Government of India in due course.

**Prof. N. G. Ranga:** What additional steps do the Government of India propose to take to popularise this particular scheme in the manner in which it has been accepted by the Central Advisory Board of Education?

**Sir Girja Shankar Bajpai:** Sir, in so far as the popularising of the scheme is concerned, I submit that it is the function of the Provincial Governments.

**Prof. N. G. Ranga:** Will Government consider the advisability of popularising the scheme through broadcasting as well as the Information Bureau and its publications?

**Sir Girja Shankar Bajpai:** I submit that if there is any question about popularising this scheme through broadcasting, the question ought to be addressed to the Honourable Member for Communications.

**Prof. N. G. Ranga:** Will Government make available to the Members of this House copies of the proceedings of that meeting?

**Sir Girja Shankar Bajpai:** I shall certainly consider my Honourable friend's suggestion.

**Mr. T. S. Avinashilingam Chettiar:** Apart from the Provincial Governments, will the Government of India take active steps to popularise what has been accepted by the Central Advisory Board of Education in the centrally administered areas?

**Sir Girja Shankar Bajpai:** I have already said that we have sent copies of the schemes as approved by the Central Advisory Board of Education to the heads of the Local Administrations. As soon as we get proposals from them, we will examine them.

**588. \*Mr. T. S. Avinashilingam Chettiar:** Sir, this question has been changed to such an extent that it is no use putting it.

†589\*.

CONSIDERATION OF THE PROPOSAL FOR HAVING A HIGH COMMISSIONER IN CEYLON AND CEYLON DELEGATION TO THE INDUSTRIES CONFERENCE.

**590. \*Mr. Manu Subedar:** (a) Will the Secretary for Education, Health and Lands please state whether Government have considered the proposal for having a High Commissioner in Ceylon of the same status as the Agent-General in South Africa in view of the numerous grievances of the Indian population in Ceylon and their very large number?

(b) Has there been any communication with the Government of Ceylon on this subject?

(c) Do these communications take place with the Government of Ceylon direct, or through the Colonial Office?

(d) Who invited the Minister for Commerce and Industries for Ceylon to the Industries Conference held at Bombay?

(e) Were there any official talks with the delegation, who came from Ceylon for that conference, on the subject of the grievances of Indians in Ceylon?

**Sir Girja Shankar Bajpai:** (a) Government do not consider such a change necessary.

(b) No.

(c) Does not arise.

(d) The Government of Ceylon themselves expressed a desire to send their representative to these conferences.

(e) No.

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†This question was not put by the questioner.

**Mr. S. Satyamurti:** May I know, with reference to the answer to clause (e) of the question, why the question of the grievances of the Indians in Ceylon was not brought up at this Conference between the Ceylon Minister and the Government of India?

**Sir Girja Shankar Bajpai:** Because the Conference, as my Honourable friend is aware, was devoted exclusively to industrial questions.

**Mr. S. Satyamurti:** In view of the fact that industrial questions govern also the relations between this country and Ceylon, so far as the question of the Indian nationals is concerned, may I know if it was kept out as irrelevant, or because the Government thought that they would bring it up on a more suitable occasion?

**Sir Girja Shankar Bajpai:** Sir, I speak subject to anything that the Honourable the Commerce Member may have to say on the subject, but my impression is that this particular question of Indian grievances was kept out because in accordance with the information which my Honourable friend has already had from the Honourable the Commerce Member the intention is to include this in the trade negotiations when they take place.

**Mr. S. Satyamurti:** With reference to the answers to clauses (a) and (b) of the question, may I know if Government have considered the question of having a trade representative as such in Ceylon besides an Agent, whose main functions have been and will be the protection of the interests of Indian nationals there?

**Sir Girja Shankar Bajpai:** I am not aware of any such suggestion.

#### INDIAN TRADE COMMISSIONERS ABROAD.

**591. \*Mr. Manu Subedar:** (a) Will the Honourable the Commerce Member please state how many Trade Commissioners there are, and in which places, and what are their pay and allowances?

(b) At how many other places have Government considered the establishment of Trade Commissioners and when?

(c) At what intervals are reports prepared by the Trade Commissioners and why are not these reports made available to Members of this House?

(d) Have the Trade Commissioners in Germany and Italy made any complaints that the treatment at the hands of local authorities in these countries is not satisfactory?

(e) What is the amount of money spent on the office of the Indian Trade Commissioner in London?

(f) Is any annual report published by him, and if so, will a copy of the same be made available to members of this House?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) A statement is laid on the table giving the required information.

(b) No other appointment of a Trade Commissioner is at present in contemplation.

(c) The Trade Commissioners submit quarterly reports for each of the first three quarters of the year and an annual report which covers the activities during the fourth quarter. The quarterly reports are published in the *Indian Trade Journal*. Copies of the Journal and of the annual reports are available in the Library.

(d) No.

(e) The budget grant for the current financial year is Rs. 1,81,000.

(f) Yes. Copies of the annual reports are available in the Library.

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*Statement showing the Pay and Allowances of the Indian Government Trade Commissioners abroad.*

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| (1) Indian Trade Commissioner, London.                     | Pay £1,960 per annum in the scale of £1,800—40—2,000 per annum.<br>Representation Allowance £200 p. a.   |
| (2) Indian Government Trade Commissioner, Hamburg.         | Pay £1,200 p. a. in the scale of £1,000—50—1,500 p. a.<br>Representation Allowance £250 p. a.<br>House Rent Allowance £150 p. a.   |
| (3) Indian Government Trade Commissioner, Milan.           | Pay £1,200 p. a. in the scale of £1,000—50—1,500 p. a.<br>Representation Allowance £250 p. a.<br>House Rent Allowance £150 p. a.   |
| (4) Indian Government Trade Commissioner, New York.        | Pay in the senior time-scale of the I. C. S. (Rs. 2,100 p. m.).<br>Representation Allowance £250 p. a.<br>House Rent Allowance £300 p. a.<br>Local Allowance £500 p. a.  |
| (5) Indian Government Trade Commissioner in Japan (Osaka). | Pay Rs. 1,400 p. m. in the scale of Rs. 1,200—100—1,500 p. m.<br>Representation Allowance Rs. 250 p. m.<br>House Rent Allowance Rs. 150 p. m.<br>Conveyance Allowance Rs. 100 p. m.  |
| (6) Indian Government Trade Commissioner, Mombasa.         | Pay Rs. 730 p. m. in the scale of Rs. 700—30—1,000 p. m.<br>Representation Allowance Rs. 150 p. m.<br>Local Allowance Rs. 300 p. m.<br>House Rent Allowance Rs. 150 p. m. or the difference between the rent actually paid by the officer and ten per cent. of his pay, whichever is less.       |
| (7) Indian Government Trade Commissioner, Alexandria.      | Pay in the senior time-scale of the I. C. S. (Rs. 2,000 p. m.).<br>Representation Allowance Rs. 150 p. m.<br>Local Allowance Rs. 150 p. m.<br>House Rent Allowance Rs. 150 p. m. or the difference between the rent actually paid by the officer and ten per cent. of his pay whichever is less. |

**PAYMENTS TO ENGINEERS FOR CONSTRUCTING HOUSES IN NEW DELHI ACCORDING TO GOVERNMENT'S DESIGNS.**

**592. \*Mr. Sri Prakasa:** Will the Honourable Member for Labour state:

- (a) if it is a fact that there exists a contract between the engineers who originally designed the various types of houses in New Delhi and Government to the effect that the said engineers will be paid a particular percentage of the cost on each new house when it is constructed in accordance with their designs;
- (b) if he will lay on the table of the House a copy of this contract; and
- (c) the amount of money given to various engineers during the last five years on account of the construction by Government of new houses in New Delhi?

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

(b) and (c). Do not arise.

**WAGES IN INDUSTRIES.**

**†593. \*Mr. Akhil Chandra Datta:** (a) Will the Honourable Member for Commerce state whether Government have any information as regards wages in the various industries of India and if so, why they do not make them available to the public?

(b) Are Government aware that without a proper study of the conditions of the wages in the country many labour legislations cannot be undertaken?

(c) Do they propose to amend the Factory's Act so as to enable them to get the necessary powers for obtaining information concerning wages from the employers?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) Statistics of wages in mines, where labour conditions are centrally administered, are published annually in the report of the Chief Inspector of Mines. Various Provincial Governments have made wage-enquiries in special classes of factories. Some general information is given in the provincial Factories Reports, while, in future, a source of information will be the annual returns made under the Payment of Wages Act. The Government of India have recently addressed Provincial Governments on the desirability of standardising these returns on an all-India basis and bringing them into line with the returns made under the Factories Act.

(b) Yes.

(c) No.

**ADVERTISEMENT OF PATENT MEDICINES FOR CERTAIN DISEASES.**

**†594. \*Mr. Akhil Chandra Datta:** (a) Is the Secretary for Education, Health and Lands aware:

- (i) that many advertisements in newspapers and otherwise appear, advertising the virtues of many patent medicines for several major diseases; and

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

- (ii) that in the United Kingdom it is statutorily forbidden to advertise patent medicines for certain diseases?
- (b) Are Government willing to enact similar legislation in this country?

**Sir Girja Shankar Bajpai:** (a) (i) Yes.

(ii) So far as the Government of India are aware, only advertisements of patent medicines for venereal diseases are prohibited in the United Kingdom.

(b) Government will consider the Honourable Member's suggestion.

**APPLICABILITY OF THE LABOUR LEGISLATION OF ORISSA TO THE BENGAL NAGPUR RAILWAY.**

‡595. **\*Dr. Sir Ziauddin Ahmad:** (a) Will the Honourable Member for Labour state whether the labour legislation passed by the Government of Orissa applies to the Bengal Nagpur Railway?

(b) If the answer to part (a) be in the affirmative, will not the labour condition be different at different places on the Bengal Nagpur Railway? If so, how do the Central Government propose to meet the case of different labour legislation on the same line passing through different Provinces?

**The Honourable Sir Muhammad Zafrullah Khan:** (a) So far as the Government of India are aware, no labour legislation has been passed by the Legislature of Orissa.

(b) Does not arise.

**Mr. President** (The Honourable Sir Abdur Rahim): Question No. 596 will not be answered orally as the Honourable Member has exhausted his quota of five questions.

**Mr. C. N. Muthuranga Mudaliar:** But I did not put the first five questions.

**Mr. President** (The Honourable Sir Abdur Rahim): That does not matter. When an Honourable Member puts down more than five questions on a particular day, Government are not prepared to answer more than the first five questions. That is the difficulty.

**PROPOSAL TO CONSTITUTE MADRAS CITY INTO AN ENCLAVE UNDER A CHIEF COMMISSIONER.**

‡596. **\*Mr. C. N. Muthuranga Mudaliar:** (a) Will the Honourable the Leader of the House please state whether it is a fact that a proposal is under the consideration of the competent authorities to constitute Madras City into an enclave under a Chief Commissioner, so as to make it serve as a capital of the Andhra and Tamil Provinces when the Andhra Province has been constituted?

(b) Are Government aware that it will not be in consonance with public opinion in the Province?

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

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

(c) Have Government received any communication to that effect either from the Madras Government or the Governor?

(d) What action do Government propose to take thereon?

**The Honourable Sir Nripendra Sircar:** (a) I am not aware of any such proposal.

(b) to (d). Do not arise.

**MODIFICATION IN THE EXISTING REGIME IN THE CHIEF COMMISSIONERS' PROVINCES.**

†597. **\*Mr. C. N. Muthuranga Mudaliar:** Will the Honourable the Leader of the House please state whether Government have under consideration, or whether they propose to consider, the question of the desirability of modifying the existing regime in the Chief Commissioners' Provinces so as to bring them into line with other Provinces in India? If not, why not?

**The Honourable Sir Nripendra Sircar:** The policy of His Majesty's Government in regard to Chief Commissioners' provinces is laid down in the Government of India Act, 1935, and the Government of India do not propose to recommend any modification of its provisions in this respect.

**SALARY OF THE PRIVATE SECRETARY TO HIS EXCELLENCY THE GOVERNOR GENERAL.**

598. **\*Mr. K. Santhanam:** Will the Honourable the Leader of the House please state:

(a) the usual salary for the post of Private Secretary to His Excellency the Governor General;

(b) what is the salary of the present Private Secretary; and

(c) the reasons, if any, for any variation in the salary of the present incumbent?

**The Honourable Sir Nripendra Sircar:** (a) In the case of a member of the Indian Civil Service, grade pay on the superior scale, together with a duty allowance of Rs. 250.

In the case of Officers other than members of the Indian Civil Service, Rs. 2,500.

(b) Rs. 3,000 per mensem.

(c) The great increase in the responsibilities and duties of the post, consequent on the addition to the Private Secretary's duties of the duties of Secretary to the Governor General (Personal).

**Mr. K. Santhanam:** What are the additional responsibilities which have devolved upon this gentleman in order to justify an increase in pay?

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

**The Honourable Sir Nripendra Sircar:** My Honourable friend will read the Government of India Act and he will find what are the additional responsibilities of the Governor General and from that he will deduce what kind of work this officer has got to do.

**Mr. K. Santhanam:** Are we to understand that it is the Private Secretary who bears the burden of all the additional duties imposed upon the Governor General?

**The Honourable Sir Nripendra Sircar:** That will be a misunderstanding. But if the Honourable Member says that the Private Secretary shares the burden, then it is right.

**Mr. K. Santhanam:** Is it not a fact that to take charge of these responsibilities a special Crown Department has been created and various officials on very high salaries have been placed in charge of that department?

**Mr. President** (The Honourable Sir Abdur Rahim): That does not arise.

**Mr. T. S. Avinashilingam Chettiar:** From when this appointment was made?

**The Honourable Sir Nripendra Sircar:** I want notice.

**Mr. K. Santhanam:** Is this increase in pay attached to this particular officer or to the post?

**The Honourable Sir Nripendra Sircar:** To the post.

**Mr. Sri Prakasa:** Does additional responsibility give additional capacity to eat? What is the use of increasing the salary without increasing the capacity to eat also?

**The Honourable Sir Nripendra Sircar:** My Honourable friend will speak for himself.

#### CHANGES IN THE DEPARTMENTS UNDER THE CONTROL OF HIS EXCELLENCY THE VICEROY AND THE CROWN REPRESENTATIVE.

599. \***Mr. K. Santhanam:** Will the Honourable the Leader of the House please state:

- (a) the changes that have been made in the last year in the constitution of departments under the direct control of His Excellency the Viceroy and the Crown Representative;
- (b) the changes, if any, in the salaries of the Secretaries and other principal officers of those Departments; and
- (c) the increased annual cost of the reorganisation?

**The Honourable Sir Nripendra Sircar:** Although this is not a matter with which the Governor General in Council is concerned, the necessary information in regard to each Department is given below:—

Secretariat of the Governor General (Public).—(a) and (b). I would invite the attention of the Honourable Member to the reply given to Mr. Mangal Singh's starred question No. 604 in the Legislative Assembly on

the 30th August last. The superior staff of the office from the 21st November, 1938, (when it was separately constituted) consists of one Secretary, one Joint Secretary, and two Under Secretaries. The pay drawn by these officers is the same as is admissible to similar officers in the Government of India Secretariat.

(c) The total annual expenditure of the new office is estimated at present to be Rs. 2,16,220. There has been a corresponding saving of Rs. 52,528 in the Home Department budget so far as the pay of officers and establishment only is concerned, and savings in other respects may also occur.

Secretariat of the Governor General (Defence Co-ordination).—(a) A separate organisation to deal with defence co-ordination was placed by the Governor General in his Secretariat with effect from the 17th December, 1938. The organisation consists of a Secretary, an Under Secretary, a Military Officer and clerical establishment. The Secretary and the Under Secretary were transferred from the Defence Department, where they were employed temporarily as Additional Secretary and Under Secretary, respectively, in connection with emergency legislation for war. The Military Officer's appointment is new.

(b) Nil in the case of the Secretary, and Under Secretary. The Military Officer will be paid at the ordinary rate applicable to his grade, *i.e.*, Rs. 1,165.

(c) Rs. 26,000, which represents the difference between the cost of the special establishment transferred from the Defence Department and the present establishment.

Political Department.—(a) A new post of Political Adviser to His Excellency the Crown Representative has been created for two years with effect from December 1st, 1938. The temporary post of Additional Secretary, Political Department, was abolished from the same date.

(b) The pay of the Political Adviser has been fixed at Rs. 5,000 per month.

(c) Rs. 12,000 per annum.

**Mr. T. S. Avinashilingam Chettiar:** What is the net increase in expenditure by the creation of these new offices and departments?

**The Honourable Sir Nripendra Sircar:** I cannot give more information than I have done and if my Honourable friend cannot add up these items, I am helpless.

**Mr. K. Santhanam:** Are the changes complete or are further changes pending?

**The Honourable Sir Nripendra Sircar:** What will happen in the future, I can make no prediction. Nothing is pending in the sense of any immediate action to be taken.

**Mr. T. S. Avinashilingam Chettiar:** For the present may we take it that there is no further creation of officers under contemplation?

**The Honourable Sir Nripendra Sircar:** May I know what is the difference between the last question and this one?

**Mr. T. S. Avinashilingam Chettiar:** The difference is that they completed the organisation and no more appointments will be made, for the present?

**The Honourable Sir Nripendra Sircar:** That was exactly the question which was put by Mr. Santhanam to which I have given my answer.

**APPLICATION OF THE INDIAN STATES (PROTECTION AGAINST DISAFFECTION) ACT.**

**599A. \*Mr. Manu Subedar:** (a) Will the Honourable the Leader of the House please state to how many States the Indian States (Protection against Disaffection) Act has been applied since it was passed and before section 5 thereof was amended?

(b) When was section 5 of the Act, which vests the power to authorise prosecutions in Provincial Governments, amended?

(c) How many prosecutions have taken place in respect of each State where the Act was applied, prior to such amendment and with what results?

**The Honourable Sir Nripendra Sircar:** (a) The Indian States (Protection against Disaffection) Act, 1922, does not apply to States. It extends to the whole of British India, including British Baluchistan and the Sonthal Parganas.

(b) Section 5 of the Act was amended by the Government of India (Adaptation of Indian Laws) Order, 1937, to take effect in its amended form from the 1st April, 1937.

(c) The Honourable Member's attention is invited to the reply to the question by Mr. Govind V. Deshmukh, No. 1965, on the 8th December, 1938, and the statement furnished to the Assembly on the 5th February, 1930, in reply to a question by Dr. B. S. Moonji, No. 233. I need only add that the prosecution of Diwan Singh Maftoon, Editor of the *Riyasat*, mentioned as pending in the statement I have referred to, resulted in his conviction.

**Mr. S. Satyamurti:** I will not trouble the Honourable Member about the ancient answers, but. . . .

**The Honourable Sir Nripendra Sircar:** Surely the answer which was given on 8th December, 1938, does not refer to old days.

**Mr. S. Satyamurti:** What about the answer given to Dr. Moonji? I was taking that.

**The Honourable Sir Nripendra Sircar:** Why not take the other?

**Mr. S. Satyamurti:** I choose what I want. However, with reference to part (c), may I know whether today the prosecutions under this Act are entirely in the hands of the Provincial Governments or whether the Government of India are approached by the Indian States in respect of this matter?

**The Honourable Sir Nripendra Sircar:** I do not know of any instance in my time.

## UNSTARRED QUESTIONS AND ANSWERS.

### ASSISTANTS FOR THE INDIAN AGENT IN CEYLON.

**15. Mr. Manu Subedar:** Will the Secretary for Education, Health and Lands please state:

- (a) whether the Government of India's attention has been drawn to paragraph 37 of the report of their Agent in Ceylon for 1937, in which he states that it is impossible to have a systematic inspection of estates with the help of only one Assistant;
- (b) whether Government have taken steps to appoint more Assistants for the Agent in Ceylon; and
- (c) what are the duties of the Assistant to the Agent?

**Sir Girja Shankar Bajpai:** (a) Yes.

(b) No.

(c) The Assistant inspects, on behalf of the Agent, estates employing Indian labour. He is generally in charge of the routine administration of Agent's office and, during the absence of the Agent on tour, attends to repatriation cases.

### RAISING OF THE RANK OF THE INDIAN AGENT IN CEYLON.

**16. Mr. Manu Subedar:** Will the Secretary for Education, Health and Lands please state:

- (a) whether Government have considered the question of raising the rank of the Agent in Ceylon to that of Agent-General, as in South Africa; and
- (b) whether Government have considered the desirability of declaring the post of the Agent in Ceylon as permanent and of making his staff permanent and pensionable?

**Sir Girja Shankar Bajpai:** (a) Government do not consider such a change to be necessary.

(b) The question of permanency will be examined when the financial position of Government improves.

### PROOF OF DOMICILE REQUIRED FROM INDIANS IN CEYLON.

**17. Mr. Manu Subedar:** (a) Will the Secretary for Education, Health and Lands please state whether it is a fact that the Government of Ceylon have circularised the registering officers to require from Indians strict proof of domicile in Ceylon and that in consequence large numbers of domiciled Indians have been removed from the Register of Voters?

(b) Are Government aware that it is extremely difficult for Indians to prove domicile to an executive officer, and that, as a result, Indians are losing their status in Ceylon?

**Sir Girja Shankar Bajpai:** (a) Yes. The circular explains the existing legal position. Government are not aware that large numbers of domiciled Indians have been removed from the Register of voters as a result of this circular but they have made enquiries.

(b) The present practice is that the lists prepared by Estate Superintendents are usually accepted without question. As regards the possible result of the circular referred to in part (a) of the question, the Agent of the Government of India in Ceylon is in touch with the situation and necessary steps will be taken to safeguard the legitimate interests of Indians in Ceylon.

#### DESTITUTE IMMIGRANTS' REGULATION ORDINANCE OF CEYLON.

**18. Mr. Manu Subedar:** (a) Will the Secretary for Education, Health and Lands please state whether it is a fact that an Ordinance to amend the Destitute Immigrants' Regulation Ordinance (Ceylon), 1907, is now before the Ceylon State Council?

(b) Have Government taken any steps to ensure that the amended Ordinance does not adversely affect the immigration of Indians into Ceylon?

**Sir Girja Shankar Bajpai:** (a) and (b). Yes.

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

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

*Manufacture of Locomotives in India—contd.*

**Mr. Abdul Qaiyum** (North-West Frontier Province: General): Sir, I rise to support the cut motion moved by my Honourable friend, Mr. Saksena, which aims at censuring the Government of India. The attitude of the Government of India in the matter of manufacturing locomotives in this country is a history of hopes held out which were dashed to pieces, and a long series of broken promises. This is not all. There are indications that the Government of India even refused to consider the matter in the manner which it deserves. Now, let me, in this connection, turn to the Government Communique of 1921 on this very subject and I will quote the most relevant parts. It runs thus:—

“In pursuance of their expressed policy of making India as far as possible independent of outside sources in the supply of materials the Government of India have had under consideration the question of the construction of locomotive engines in India 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 twelve years commencing with the year 1923.”

This was the hope and the promise which was held out and the past years have clearly indicated the manner in which it has been fulfilled or sought to be fulfilled by the Government of India. In this connection, Sir, the report of the Tariff Board is also very relevant. Government tried

to draw certain conclusions from that report, but I think in this very report there is a recommendation,—that they considered it desirable that this industry should be set up. I will read two or three sentences from this report which are as follows:—

“We consider it desirable and natural ground that the industry should be established in India and we believe that this could eventually be done provided a substantial assurance was given by Government in the earlier years of the existence of a sufficient market for locomotives in India as an indispensable preliminary condition, and at present this condition is not satisfied.”

I will show by quoting relevant figures that even according to the scale in which boilers and locomotives have been purchased by Government, there is sufficient demand in India, for setting up a locomotive factory which would meet the requirements of the Indian railways. A Resolution on this subject was carried in this House in September, 1935. In the year 1937 a cut motion, on the same subject, was carried. But the Government remained adamant. They refused to move in the matter, and advanced all sorts of reasons which are devoid of any foundation and substance. I stated at the very outset of my speech that Government refused to consider the matter in a proper manner, and in this connection I will only quote two replies to supplementary questions on this very subject which were asked by my friend, Mr. Chettiar. He asked:

“May I know, Sir, if the manufacture of metre gauge locomotives has been profitable?”

Mr. P. R. Rau replied :

“The Bombay, Baroda and Central India Railway think that on the whole they have been able to manufacture the locomotives as cheap, if not cheaper than the locomotives from abroad.”

The next question and answer are very important:

“Mr. T. S. Avinashilingam Chettiar: Will not the manufacture of broad gauge locomotives be as profitable if manufactured in India?”

Mr. P. R. Rau: The whole point is that we are not conducting an investigation.”

This means that the Government of India have not conducted a proper investigation into this matter. If they had done so the results would have been quite different. This unfortunate position is due to the fact that those who are responsible for guiding the policy of the railways in India, those who are at the helm of affairs in the railway administration of India, are devoid of all sentiments of sympathy for the aspiration of Indians in the matter of economic self-sufficiency. They have divided loyalties, and they longingly look back to the country from where they have come, and on the strength of whose arms they have been able to find jobs which otherwise they could not possibly retain for a single minute. They are devoid of that “Buy Indian” mentality which should be present in the officers of any free and self-governing country. It has been said that the railways are guided by purely commercial considerations in this matter, but we know that this is certainly not true. You have built railways for strategic and military purposes, over which you did not hesitate to waste crores and crores of our money, year after year; and if you turn to the Khyber Railway in the North-West Frontier Province it is an example of a colossal waste of Indian money which is of absolutely no use to India. Of course, Government can always advance some specious

[Mr. Abdul Qaiyum.]

plea, and the Foreign and the Defence Secretaries are there to support them. But it has been a colossal waste of Indian money. Now, when we turn to the policy of this Government, may I ask a question? If you are really actuated by feelings of affection for the Indian tax-payer, why do you not remove the British part of the army in India and save thereby seven crores of the Indian tax-payer's money each year? If you are really actuated by love of the Indian peasant and tax-payer, why do you not stop this annual drain of wealth which you are pouring into the wilds of Waziristan? Therefore, it is not fit and proper for Government to say that their policy is dictated purely by commercial considerations, and that no other considerations ever enter into it.

The demand for the setting up of locomotive factories for manufacturing engines for the Indian railways is based on the well-known policy of national self-sufficiency in key industries. This will create employment for a large number of people who are now starving in this country. Where is the harm in that? We, as the representatives of the Indian tax-payers, demand that you should spend our money on this venture, and if you lose a little, nobody is going to censure you for it. You spend crores. year after year, without even consulting us, and in defiance of our wishes, and yet you continue to occupy the Benches where we find you today. But the tax-payers demand that Indian money should be spent in setting up locomotive factories, so that India may become self-sufficient in the matter of this very important key industry. There is no reason why Government should not meet this demand of the people. The point was made out by successive Members in charge of Railways and Communication, that there is not enough demand in India for locomotives. It was discussed at considerable length by the Honourable Sir Muhammad Zafrullah Khan and, subsequently, the same arguments were repeated by Sir Thomas Stewart. But the facts are absolutely different. There is no doubt that from the year 1925 to 1931 Government purchased far more locomotives and boilers than were really necessary, with the result that in the succeeding slump years they had to considerably scale down their demand for such things. If a rational policy had been pursued, there would have been a steady demand for locomotives to keep the factory going. Sir Muhammad Zafrullah Khan, in his speech, in the year 1935 stated,—I will read out only one sentence from his statement which is very relevant. He said:

“An experiment can be started on the basis of a demand of from 50 to 60 locomotives a year—the scope of which could subsequently be expanded, if the demand increased. But even that limited demand could not be guaranteed by the railways.”

But the facts are otherwise. The facts clearly show that there is a greater demand for locomotives than are really necessary for starting a factory. The Railway Member, at that time, stated that a demand of from 50 to 60 would be quite enough to start a factory. Now, if we turn to the latest report of the Standing Finance Committee for Railways we find this:

“The estimated provision for locomotives includes in round figures a sum of Rs. 40 lakhs on account of 150 boilers to be purchased to replace old boilers.”

This is not all.

“In addition to the above expenditure on boilers, it is proposed to spend Rs. 20.68 lakhs for the purchase of 61 Broad Gauge and 2 Metre Gauge boilers as spares, i.e., on additional account, to facilitate quicker outturn of engines from shops.”

In 1939-40 you will require 213 boilers. Now, if we were to turn to the report of the Railway Board for 1937-38, we find that in Chapter VI, (Rolling Stock and Materials), the very first sentence runs thus:

“During the year the following rolling stock, including arrears brought forward from previous years, was ordered for broad and metre gauge railways :

Broad Gauge 34 : Metre Gauge 38.”

That comes to 72. So it seems that there is, even in this time of depression—when railways are not really paying their way, a demand which is much more than is really required to start a factory in India for the manufacture of locomotives. I have been informed—and I speak subject to correction—that during the last war the railway workshops in India were manufacturing boilers for the Indian railways in India, and I have also been informed that a demand for 80 to 90 boilers would be quite enough to start a well-equipped factory for the manufacture of boilers in this country. Now, what is the reason why the Government do not move in the matter? The British railways with a far less mileage than ours not only supply the demand in their own country, but export engines to all parts of the world. The real reason is that the Government of India do not believe in the doctrine of economic self-sufficiency for India, and the Government of India would not do anything in the matter of locomotive manufacture in India, if it is likely to curtail the exports of the same from Great Britain. Even till very recently, there was a legal bar to the manufacture of metre gauge locomotives by the Bombay, Baroda and Central India Railway workshops at Ajmer: fortunately that restriction has now been removed. If it is possible for the present workshops at Ajmer to manufacture metre gauge engines, there is absolutely no reason why broad gauge engines cannot be manufactured in this country. But, before this can be done, the Government of India will have either to change their mentality or to get out of office. There is a demand by the tax-payers in this country. You squander our money on objects which we simply detest; but when we want you to set up a factory intended to teach the higher arts of manufacture to our people, and which will create employment for them, you simply say ‘No’; and not only that: you simply refuse to even consider the matter . . . .

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

**Mr. Abdul Qaiyum**: Sir, I shall close my speech. I have, therefore, great pleasure in supporting the censure motion against the Government of India.

**Mr. Muhammad Nauman** (Patna and Chota Nagpur *cum* Orissa : Muhammadan): Sir, I do not think I need go into the details of this motion in strong terms. We all know that the feeling of the people and of representatives in this House has been in favour of establishing a fully equipped factory for the manufacture of locomotives in India. Within the fifteen minutes at my disposal I shall confine myself to mentioning the authorities which have been quoted in this Assembly some time back in support of this. A Resolution was moved and carried in this House in the Simla Session of 1935. Again, a cut motion was carried in 1937 to the same effect, as has been mentioned by Mr. Abdul Qaiyum. Considerable stress was laid on the question of the economic position of this country

[Mr. Muhammad Nauman.]

and of the railways. The Government sometimes argued that it would not be in the economic interests of this country to establish factories for producing engines and boilers. But, I find that the report which has been quoted in one of the speeches on that Resolution from the Tariff Board definitely says that it is in the interests of the country and the Government should take up the matter. I will read only a few lines: the Tariff Board said:

"The industry is very valuable from the national point of view. Apart from its importance as affecting the question of national defence, 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 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.

With regard to raw materials, it is estimated that about 50 per cent. of the quantity of raw materials required in the manufacture of locomotives can be obtained in India either from the Tata Iron and Steel Company or from other local works engaged in the manufacture of steel products, especially castings."

From these opinions of the members of Tariff Board we are in a position to say that this is a valuable industry which should have been started on a very big scale. India has the advantage of having unskilled labour far cheaper than in any other country, and we can produce articles, therefore, cheaper than elsewhere. Mr. Abdul Qaiyum, who has just spoken before me, has given the history beginning from 1921 and I need not repeat it—how Government made promises which they have not fulfilled to the entire satisfaction of the people of this country. I do not say that no efforts were made. Efforts have been made to show that Government were alive to the situation and were trying to do as much as circumstances perhaps permitted them, but I cannot understand why and how from 1921 to 1938 no improvement has been made of any substantial nature, though we have been pressing the matter again and again all the time. I would ask the Government whether they do at all realise that the establishment of such an industry is essential even in the interests of the defence of this country. All nations in the world are trying to make themselves self-contained and it is curious that our country should depend on foreign countries for supply of our requirements. The idea probably is that they may give some more employment to people of other countries—England or any other. From the economic point of view why our Railways, the so called national asset valued at 750 crores, should only encourage industries of foreign countries is rather a mystery.

Another point which I would like to mention is this: that for want of a properly equipped factory, the railways are not in a position to rebuild or overhaul their old engines: it has been suggested in some quarters that this lack of overhauling has been responsible for the few accidents which have occurred recently. Although the Government have come out with a story of sabotage, we have not had very convincing evidence in support of their theory but I do not know if they have inquired into the possibilities of defective engines. I think the reason is they have not got good engineers, of the type required for a fully equipped factory in this country, to either rebuild their engines or examine them as thoroughly as fully equipped factories can. We have been repeatedly asking this Government to start

these factories on a big scale. We want to have an industry established on the same lines as they have in Canada and Australia. I think in those Dominions most of the lines are electrified, and, probably, they require less number of engines than we require in this country—I am not in a position to make any statement with figures on that—but the Honourable Member will probably tell us what difference there is between Australia or Canada and ourselves. I think they do not require as many engines and locomotives as we require. In spite of that they have got big factories and better workshops and more equipment and arrangements than we have here. The question of finance cannot be a very great hindrance because Government can always raise loans: they have raised loans on different occasions for railways; and if we can put up with 750 crores of loans we can put up with another 50 crores as well if it is really required that the Government should raise that money here or in any other countries. So, I would impress upon this House the fact that it is the crying need of this country, it is the strong feeling of the people of this country, and we, as representatives of the people, have reiterated this demand from time to time, that the Government should, for the defence of this country and also for relieving unemployment, take this matter in hand seriously and establish factories on an extensive scale and stop the import of any engines or locomotives from foreign countries.

**Some Honourable Members:** The question may now be put.

**The Honourable Sir Thomas Stewart** (Member for Railways and Communications): Sir, the Honourable the Mover of this cut motion, **12 Noon.** in his opening speech, remarked that this was a matter that had been debated at great length on more than one occasion on the floor of this House. He, therefore, announced his intention of not going over and over again the various arguments which had been used in the past and I propose to follow him in his moderation. I am the more justified, I think, Sir, in that he did not press the issue, which, to me, is the most important one, namely, whether or not the manufacture of locomotives in this country would be a commercial proposition. Neither he nor indeed any of the speakers who followed him endeavoured to press this point. The real argument behind this motion is that it would be in the national interest that such an industry should be established. Reference was made to past history in 1921, and it was urged that the Government of India had broken the promises which were then made. That I am not prepared to admit. As the result of the Resolution of 1921, there was an attempt made to set up a Locomotive Manufacturing Plant in India,—the Peninsular Locomotive Works,—and the project failed completely. There was no obligation, thereafter, on the Government of India to purchase locomotives from an organisation that was no longer effective. What are the various arguments which have been adduced to prove that it is essential to set up a locomotive industry in this country? One argument was that other countries do the same, and reference was made to the practice subsisting amongst the large railway organisations in the United Kingdom.

Now, Sir, last year in speaking on a corresponding motion, I pointed out that the London and North Western Railway, now the L. M. S., did not make their own locomotives to any considerable extent. Most of their locomotives were bought from firms which specialised in the manufacture of locomotives. In re-inforcement of that statement, I may mention

[Sir Thomas Stewart.]

another piece of information which has come to my notice. At their works, which are probably one of the largest and the most advanced engineering workshops in the world, the L. M. S. employ something like 10,000 operatives, of whom, I am informed only about 500 are engaged in the erection of locomotives.

Again, there has been quoted against me the fact that there has been a resumption of locomotive construction in the Ajmer workshops. Now, Sir, this is a very feeble argument, because the locomotive erecting shop in Ajmer is a comparatively small part of a very extensive workshop, and being such, the amount of overhead that it carries on account of general administration and supervision must be relatively small. No argument drawn from the Ajmer experience can avail those who wish to set up a completely separate big scale locomotive industry.

Another argument has been that it is essential in modern world conditions, with the international situation what it is, that India should be self-sufficient. More than one speaker endeavoured to make my blood run cold by asking what would happen in the event of a war? Well, I do not think that anything very different would happen if we had in existence at the present time a large scale locomotive industry, for the very simple reason that a very great proportion of the material necessary for the erection of locomotives must be imported. I cannot conceive that it would be of any very great benefit to erect locomotive bodies without being able to supply their wheels and axles . . . . .

**Mr. Mohan Lal Saksena** (Lucknow Division: Non-Muhammadan Rural): What is the material that will be needed?

**The Honourable Sir Thomas Stewart:** Wheels and axles, for example, boiler plates, boiler tubes,—you cannot get any of these in India . . . . .

**Pandit Nilakantha Das** (Orissa Division: Non-Muhammadan): That is according to British specification.

**The Honourable Sir Thomas Stewart:** The Honourable Pandit, I think, is in some error as to what is the real meaning of British specification. It does not necessarily mean that the goods are of British manufacture,—it simply means that they are of a standard of quality and strength that accords with the standards laid down by British manufacturers . . . . .

**Pandit Nilakantha Das:** Is there one specification and one kind of raw materials for all kinds of locomotives in the world?

**The Honourable Sir Thomas Stewart:** A fourth argument that has been put forward is that the institution of such a manufacturing industry would go a very considerable distance towards meeting the unemployment problem. Now, those who have put forward that suggestion are forgetting one very essential factor, namely, that in order to relieve unemployment, you must have a constant flow of work coming into your workshops, and that we cannot guarantee. The purchases of locomotives have, perhaps by accident, followed no uniform renewal programme, and it is unlikely that there would be a uniform flow of work to a factory for a very very long

period of time. Honourable Members may remember that last year I made a forecast of what was likely to happen in 1955 where the number of replacements wanted was something, I think, in the nature of 23 or 25 . . . . .

**Mr. Mohan Lal Saksena:** What was the basis of that?

**The Honourable Sir Thomas Stewart:** An estimate of the probable life of locomotives now in existence and now working.

Sir, it is insisted that we should be a Commercial Department and work on commercial lines. So long as that is so, I must maintain the attitude I took up last year. I cannot accept the new fiscal theory of buying 15 annas worth for 18 annas. That was a theory which I repudiated last year, and it is one which was repudiated a few weeks ago by my Honourable colleague, the Finance Member. For these reasons, I cannot acquiesce in this cut motion.

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

“That the demand under the head ‘Working expenses—Maintenance and Supply of Locomotive Power’ be reduced by Rs. 100.”

The motion was adopted.

#### DEMAND NO. 1—RAILWAY BOARD.

##### *Amenities of Third Class Passengers.*

**Mr. M. Thirumala Rao** (East Godavari West Godavari *cum* Kistna: Non-Muhammadan Rural): Sir, I move:

“That the demand under the head ‘Railway Board’ be reduced by Rs. 100” (To discuss the failure of Government in providing adequately for the amenities of third class passengers).

The Honourable the Communications Member, while replying to the general discussion on his budget, said that he had been hearing the same stereotyped speeches and making the same stereotyped replies. Perhaps, he can congratulate himself on his translation to the gubernatorial *gadi* of Bihar which relieves him of this monotony, but I have to be here to voice forth the pitiable wailings of the third class passenger who is responsible for the largest amount of the financial returns to the railways and who is the most neglected victim of the railway administration. Like the famous story of Sita's sorrow, this tale of woe of the third class passenger is unrelieved and unavailing. The discomforts that are visited upon the third class passenger do not make any distinction between Hindus and Muslims. The mosquitoes and the bugs that infest the compartments are absolutely impartial and more impartial than even the British Government in bestowing their attentions upon Muslims, Hindus, and every other community that are destined to travel in India.

**Mr. Muhammad Nauman:** Are they members of the Congress?

**Mr. M. Thirumala Rao:** Not only members but Ministers and even Mahatma Gandhi travel third class.

**Mr. Muhammad Nauman:** I put a different question altogether. You said they were doing justice. Are those bugs and mosquitoes members of the Congress? If they were so, they would not be doing justice.

**Mr. M. Thirumala Rao:** I just want to refer to some of the figures that have been elaborately compiled at such a huge cost by the Railway Board for our enlightenment. If you see the figures, you will find that the number of passengers that have travelled during 1937-38 in first class is 3,97,100, 2nd class 42,72,300, inter class 1,13,23,500 and third class, 50,53,46,800, and the earnings got by the Railway Board are, first class Rs. 79,16,000, second class Rs. 1,44,40,000, inter class Rs. 1,22,17,000, and third class Rs. 27,62,69,000. Comparing these figures, you will find that the third class passenger contributes 33 times more than the first class passenger, 20 times more than the second class passenger, and 24 times more than the inter class passenger. If you take the accommodation provided for these different classes of passengers, you will find one first class seat is allowed for every ten first class passengers, one second class seat for every 71 second class passengers, one inter-class seat for every 141 passengers, and one third class seat for every 484 passengers. If you go into all these figures, you will realise how much the third class passenger is exploited for the comfort of the upper classes, how much he is looked down upon for the comfort of the high paid officials.

At page 10 of Volume I of the Railway Board's Report for 1937-38, an interesting compilation has been given to show on what particular business the third class passengers travel on the railways. In that the litigants contribute the largest share to the third class passenger traffic; that is, 31 per cent of the third class passengers that travel in the trains are litigants. When I go into these figures, I find that this British Government is a huge corporation that has started several departments in order to encourage and help one from the other. The system of justice centralised in a few central places has compelled far off villagers to go to the towns for the sake of litigation, and once a man gets enmeshed in litigation, his whole life time is taken up before he has come to the end of it. He has constantly to go about and that helps the railways to take as much money as possible from the poor people. 31 per cent. of the travelling third class public are from the litigants. Then there is an optional class which comes to 29 per cent. By optional I take it, it includes tourists, pleasure seekers and also pilgrims. In this land, which has not yet been completely denationalised, people still believe in religion and they travel long distances to fulfil their religious vows. Therefore, 29 per cent. represents optional travel which is not obligatory, but, still, it is performed on account of the sentiments of the people. Traders form about 20 per cent. of the travelling public. When you look at these figures, it is but right that you should expect better service from the railways.

If you come to the statistics referring to the goods earnings, I want to impress upon Government that the third class passenger is responsible not only for the large passenger traffic earnings, but also for a decent portion of the goods traffic earnings. The primary producer in the country

is a third class passenger. The agriculturist who is the primary producer forms 75 per cent. of the population of this country, and he is a third class passenger. From cotton you have got Rs. 288 lakhs in 1937-38, from coal for the public Rs. 824 lakhs, wheat Rs. 267 lakhs, rice Rs. 330 lakhs, kerosene oil Rs. 159 lakhs; oilseeds Rs. 304 lakhs, sugar Rs. 211 lakhs. If you take all these figures into consideration, you will find that it is the third class passenger, the man who lives in the village, who toils day in and day out in the fields and produces the raw material, that is responsible for a large amount of the income from goods earnings; I want the Railway Board to remember him, to be grateful to him and provide a few more amenities for his travel. As the House knows, the purchasing power of the third class passenger increases directly with the increase in trade and when the man has exported a little more produce and when the balance of trade is in favour of India by a few more crores of rupees, he spends a little more money on pilgrimages and religious excursions. Therefore, it will do well for the Railway Board and the railway management to provide ample amenities for the third class passenger so that he is encouraged to travel more and see a good part of this country. Many of these poor people have not got any geographical idea of this country. Many of them are denied the pleasure of knowing how beautiful and glorious this country is and unless the railways in India provide cheap and comfortable travel to these people, there is no chance for the agriculturist to come out of his native home.

Then, with regard to the question of electric fans, that has been raised many times on the floor of this House and the same reply has been given from the Government Benches. This is a tropical country and every one knows that unless you have hundreds of pounds of ice in your compartment, unless you have air-conditioned coaches you are not able to stir out into the heated plains of this country. Don't you think that the third class passenger is also of the same human stock as yourself? Don't you think that the rise in the temperature to 118 degrees will cause him the same discomfort that it causes those who consider themselves Heaven-born? Then why don't you provide electric fans during summer. The Nizam's State Railway and the Mysore Railways have been providing electric fans. To a question put during the Simla Session of the Assembly, Mr. Clow, who was in the place of the present Member, said, that they gathered information from four different railways and that it would cost 20 lakhs of rupees to instal fans and about four lakhs would be the recurring expenditure. When you are getting 27 crores from the third class passenger, cannot you spend 20 lakhs on electric fans? Can't you spend one rupee for 100 rupees you are getting from the poor man? You don't do it because this is not your country and you are not responsible to anybody. You have no sympathy for the poor man who uses the railways most and you are callous with regard to his comforts. The Mysore and the Nizam's Railways, whatever their faults otherwise, know the sufferings of the third class passengers and I am told that they have installed these fans on their long distance trains.

With regard to sleeping accommodation, you imagine that the third class passenger does not require any sleep. Many a time he has no accommodation even to stretch his legs, what to say of sleeping. I have seen several times that when the third class passenger manages to get some sleep, the ticket collector comes up to him and wakes him up. If he does not wake

[Mr. M. Thirumala Rao.]

up quickly, he makes a huge sound with his iron ticket punch and if he does not wake up even then he beats him with his iron punch and tells him: 'This carriage is not intended for you to sleep. You sit up' and he wakes him up in the middle of the night. I have made some calculation about this.

On page 10 of Volume I, of the Railway Board's Report you have said that people travelling a distance of 300 miles and over constitute only 14 per cent. of the total population that travel in third class. That means, taking the full complement of third class passengers in an ordinary train to be about 350, 14 per cent. of that comes to 50. According to your own calculation, there will be only 50 passengers travelling a distance of over 300 miles. Cannot you provide sleeping accommodation for these 50 long distance passengers at a small extra cost. When it suits you you make comparisons and tell us that some English railways have been giving only 3.4 return and you compare favourably with them but you don't make comparisons when the question of providing comforts comes up. I see that the North Eastern Railway in England provides sleeping accommodation for third class passengers for an extra charge of 6d only. If you charge something like eight annas or even one rupee for the matter of that for the long distance passengers, who travel from one end of the country to the other, you could easily provide the accommodation. You have never applied your mind to this subject and you never take into consideration these aspects of the question. You always brush aside constructive proposals from this side as impracticable, uncommercial and unsuitable.

Then as regards overcrowding, I have told you you have provided one third class seat for every 484 passengers. That is a woeful tale. The bus has come to the rescue of the third class passenger and has taken away a large volume of the traffic from the railways. You can now go from Madras right up to Calcutta by bus, without getting into any train. I need not recapitulate the recent incidents that occurred on the Great Indian Peninsula Railway at Jhansi and Bombay and other places. On the Madras and Southern Mahratta Railway, during period of three months, one recalcitrant young man got it into his head to pull the alarm chain to stop the train. He did that for seven times during a period of three months to stop overcrowding. That poor man was sent to jail for eight months. Another Congressman pulled the chain and delayed the Calcutta Mail for three hours, because the authorities were foolhardy enough not to attach some more compartments. I know from personal experience that the Madras and Southern Mahratta Railway advertise all these festivals and when people respond to your advertisements, you do not provide them the necessary accommodation. Once in the Samalkote station I argued with the Traffic Superintendent for over one hour to induce him to attach two more bogies. I had to tell him that whatever the consequences I will not allow the train to start unless he provided the accommodation. After one hour he provided it. This is the way you treat the people who gather in response to your advertisement.

Sometimes these three letters, M. L. A. are useful. Once I had to argue with a station master to get the compartment cleaned. I told him that I am an M. L. A. When he heard this, he immediately did the needful. If every time, you want to use your membership of the Assembly to get a third class compartment cleaned, how can the poor third class passenger succeed in his attempts?

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

**Mr. M. Thirumala Rao:** There are many other points with which I should like to deal but I will leave them to those who follow me. I will say a word or two with regard to accommodation in waiting halls. I have addressed a question to the Honourable Member with regard to the Cocanada Railway Station. That station gives the third largest amount of income to the Madras and Southern Mahratta Railway every day. The waiting shed there is nothing better than a cattle shed. When letters are written to the Madras and Southern Mahratta Railway, they are safely lodged in the waste paper basket.

Then, with regard to drinking water. Bezwada Railway station records a temperature of 118 to 120 for a fortnight or a month in summer and yet no cool drinking water is provided there. When I addressed one of the station authorities he replied that the provision of cool drinking water is an amenity which is not provided for in the ticket of the passenger. He said it is an amenity which is not appreciated in this country as in the Western Continent. In European countries, people have got other beverages but in India the poor man needs cool drinking water in summer. This is a matter which must be looked into and more consideration shown to the needs of the third class passengers who are the real masters of the railways and not the people who boss over them. With these words I move my motion.

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

**Shrimati K. Radha Bai Subbarayan** (Madura and Ramnad *cum* Tinnevely: Non-Muhammadan Rural): Mr. President, I strongly support the motion moved by my Honourable friend from Cocanada. I had also given notice of this cut motion as I felt that this was a very important subject. Sir, the demand for providing adequate amenities for third class passengers on the Railways, as my friend has already pointed out, is a subject of perennial interest to the public outside and also to Honourable Members of this House as is evidenced by the number of questions and debates we have had on this subject. The other day, my Honourable friend, the Member for Railways, referred to the report of the Railway Board as an interesting document. I read it as carefully as I could and I wondered why he used this particular adjective when referring to this book. It struck me only this morning that perhaps, it is because the Railway Board has got a sense of humour, as on page 2 it says:

"As in past years Members of the Legislative Assembly and the Council of State continued to take a keen interest in the working of the Railway Department. Out of a total of 3,394 questions asked in both Houses during the year 1937-38, 861 or 25 per cent. were answered by the Railway Department."

I wonder if the Railway Board takes this as a compliment! If questions are asked and if debates are raised on any matter concerning the Railways, it is because the public are not satisfied with the administration of the Railways and it is the duty of the Members of this House to draw the attention of Government and through the Government of the authorities of the Railways with regard to the state of affairs prevailing in this country.

[Shrimati K. Radha Bai Subbarayan.]

Sir, it is not pleasant to make comparisons but it is a fact or, at least, it is an impression that prevails very strongly among the public in this country that our railway authorities pay more heed to the comforts of the higher class passengers than to the minimum amenities that should be provided for the third class passengers, and, sometimes, luxuries are provided for the higher class passengers when the minimum necessities are denied to the third class passengers! For instance, was there any demand for air-conditioned coaches, yet agitation has been going on for a long time for the provision of electric fans in third class compartments, and they have not been introduced,—and there are all kinds of arguments put forward, as excuse, mostly grounds of economy, which seem to be strong defence only when it concerns the welfare of poor people. Then, Sir, another argument that is brought forward against the supply of electric fans in third class compartments is that poor people are not used to these luxuries. May I point out that this kind of logic is not fair and might lead to trouble, especially if it is to be used in all matters, and I warn the high officials that it could be introduced with regard to the question of salaries also. I would, further, point out, that this argument ignores one main factor and that is that a railway compartment is quite different from a house, however small and poor it be. The poor people do not have to sit there coupled up in one narrow compartment on a hot day with very little or no air, with hardly any room for moving about, with nothing better to quench their thirst than filthy water and with nothing better to satisfy their hunger than unclean food.

This brings me to the question of food. Here, I would mention that it is difficult for me to compress my speech and conclude it within fifteen minutes and as I am also warned by my energetic Whip that I should not take more than ten minutes, I am afraid I can but touch lightly on the points that I want to place before the Honourable the Railway Member. One of the reasons, at least to my knowledge, for the people preferring road transport to Railways is that they do not have to put up with all the hardships that they have when they travel on the Railways, particularly women. They find it very difficult to get even proper food and water to drink on the way, and, also, there is a certain amount of risk attached to their travel on the Railway.

Sir, I am surprised that the Government and the Railway Administration are not ashamed of the conditions that prevail now in the country with regard to the sale of food at stations. The third class passengers are too poor to get food from the restaurant cars or from the refreshment rooms at the stations and they have to depend on the hawkers who sell food. The condition of that food, whether it is cooked or raw, such as, fruit, is so bad that there is no doubt that it contributes greatly to the spread of disease in this country. Charitable societies and philanthropic persons try very hard to combat disease and to improve health and sanitation throughout the country. Her Excellency Lady Linlithgow is making noble efforts to rouse our people to the dangers of the spread of tuberculosis, but what do the Railways do? Sir, they are the carriers of the germs of this and other disease and they help them to spread everywhere. I should like to warn the Government that infection is active and that it does not confine itself only to the poor people who travel third class or who buy the food that is sold in these unhygienic conditions in stations.

Then, Sir, there is one more subject in which I am specially interested. I may mention that I realise that I am not here just to draw the attention of this House to the claims of women only with regard to this or any other matter. There are, however, things which concern women in particular such as the safety and security of women passengers on Railways—not in the third class only but in all the classes: and they naturally interest me. Yesterday, I tabled a question on this subject and, in the supplementaries, the reply of my Honourable friend, the Railway Member if I may respectfully point out, rather puzzled me, for, at one place when I asked him whether Government would examine this question of the safety and the security of women passengers in the trains and consider the possibility of having a carriage with a corridor specially reserved for women, he said he would require notice of the question. Later on, I asked whether the Government would give me an assurance that they would ask the Railway Board to examine the whole question of the safety and security of women passengers, and the reply was, "I do not think there is any necessity for such an enquiry. The safety of women travelling on the Railways is always a pre-occupation of the Railway Administration". And another question that I asked was about women ticket examiners. The Honourable Member said that the Madras and Southern Mahratta Railway were of opinion that women were not suitable for the particular work of ticket examiners, and my Honourable friend, Mr. Saxena, pointed out that the East Indian Railway had appointed women ticket examiners and they were found to be quite satisfactory. I asked the Honourable Member if the Government had inquired why the Madras and Southern Mahratta Railway came to the conclusion that women were not suitable for this particular kind of work and I have had no reply. I do hope the Honourable the Railway Member will examine this question and impress on the Railway Administration the necessity for appointing women ticket examiners, particularly, in large stations and during heavy traffic at the time of pilgrimages, festivals or holidays.

With regard to overcrowding I would like to suggest that it would be far preferable to have return tickets for double journeys instead of the 'go as you please' tickets for circular tours. The latter tickets are liable to be in circulation the whole season, though the Railways say that they are not transferable. I think that it is easier to check the transfer of tickets if there are return tickets for double journeys. Lastly I conclude with the earnest appeal to the Government as well as to the Railway Administration to give their earnest and immediate attention to this matter of providing adequate amenities to the third class passengers, before they deal with any other subject concerning the Railway administration.

**Mr. N. M. Joshi** (Nominated Non-Official): Sir, during the last 18 years I have made many speeches regarding the grievances of the third class passengers. Generally speaking, I am not prone to yield to despair, but I am afraid as regards the removal of the grievances of the third class passengers I am in despair. Sir, I am a believer in the success of constitutional and parliamentary methods, generally speaking. I am afraid I do not feel that the grievances of the third class passengers can ever be removed by either the constitutional or the parliamentary methods. I am saying this after the experience of 18 years.

**Mr. S. Satyamurti:** And you are a servant of India.

**Mr. N. M. Joshi:** For the last two or three years, I have given up talking about the individual grievances of the third class passengers, and I have been demanding one thing only, namely, that the Government of India should make a report to the Legislature, a proper kind of report from which everybody will be able to see how the Government of India is treating the first class, second class and third class passengers. If the Government of India would make an honest and proper report on that subject, I shall be satisfied, but the Government of India is refusing even to do that. I want the Government of India to make an investigation and find out what are the proper conditions under which the third class passenger travels now. Let the Government of India make a comparison of the conditions under which the first class and the second class and the third class passengers travel. Let them begin with the waiting halls and the waiting rooms which are provided to the first class, second class and third class passengers. Let them make a list of all the waiting rooms that are provided for the first and second class passengers and let them make a list of furniture as my friend has suggested. Let them make a calculation of the space that is provided and let them compare the number of the third class passengers with the number of the first class and second class passengers. Let them find out the facilities that they provide for the purchase of tickets, again comparing the numbers. Compare the ticket staff that is provided for the first class and second class passengers and the third class passengers. Let them make a report as to how many clerks are appointed to give tickets to the first class, second class and third class passengers. Let them find out the number of these clerks, also, because I want to have comparative figures. I am anxious that the number should be found out. Let the Government of India be not ashamed of placing the truth before the Legislature and before the world. I am asking for nothing more.

Then, Sir, as regards the accommodation on the trains. Figures have been quoted by me for several years to point out what accommodation is provided to the first class passengers and what is the number of the first class passengers and I have shown every time that the first class carriages almost go empty. I have pointed out my own instances several times and I have informed the House how many times I have travelled in second class with one man in the carriage. Even this year I travelled from Bombay to Delhi with only myself in the compartment. Only four days ago I travelled in the second class compartment, from Delhi to Lucknow, in which there were six sleeping berths and there were only two passengers. The economic conditions in India are such that there are not enough passengers for first class, there are few passengers for the second class and the third class carriages are over-crowded. The facts and figures prove that. But, Sir, the Indian railways are not primarily intended for the masses of the people of this country. They are primarily intended, first, to provide comfortable travelling to the richer class of this country and after their need has been met the middle classes come in and third class passengers must travel because they pay. It has been proved that the first class travelling does not pay in this country. The Government of India have been thinking of abolishing the first class but they are not doing it and they will never do it. Although the first class will never pay, it will never be abolished, because the Government of India do not exist for the masses of the people of this country. They exist for themselves first, and secondly, for the richer classes of this country. Then,

Sir, take the other facilities, such as, the refreshment cars. I have travelled in the second class and have gone to the empty refreshment cars and yet these carriages are carried by the railways. And why do they carry them? Because the Government care to cater for the needs of the richer classes in this country and they do not care what it costs. If you can carry a refreshment car for half a dozen first class and second class passengers, can you not carry a restaurant car for the third class passengers? But they will never do it, If they want to do that, a calculation will have to be made. (Interruption.) My Honourable friend, Mr. Bajoria, is angry because I am saying something about the rich people.

**Babu Baijnath Bajoria** (Marwari Association: Indian Commerce): I am not at all angry: I am appreciating it.

**Mr. N. M. Joshi:** Then, Sir, the Government of India run fast trains. For whose benefit do they run these fast trains? For the benefit of the rich and for the benefit of the middle classes. I have been pointing out that from Bombay to Delhi there is a train called the Frontier Mail and I have been asking the Government of India why third class passengers are not allowed to travel by that train. Let me say this that I do not travel by third class myself and, therefore, I am not speaking for myself but I do feel that it is absolutely wrong to prevent third class travelling by the only fast train on that line. There may be other trains but they are not as fast as this train. I have spoken several times privately and publicly about this that it is a great shame that the Government of India should prevent third class passengers from travelling by that train. Between Poona and Bombay there is a train which used to be called the Deccan Queen. I do not know what they call it now. It has been suggested that if the Government of India would attach two or three 3rd class bogies to that train and would allow two or three second class compartments being used by third class passengers, that train would pay. But, Sir, no. If the train is a fast train, third class passengers must not travel. They will get used to better travelling and what would happen to the Government of India? What have they done to this train? They have kept it in a siding somewhere between Bombay and Poona and it is running once a week, but they do not allow third class passengers to travel by that train. Let the Government of India make an enquiry and see whether that train will not be self-supporting if third class passengers are allowed to travel by that train. Let an enquiry be made and let the Government of India show that if the train is allowed to be used by third class passengers, that will not pay.

The whole difficulty is this. The Government of India are not governing the country for the masses of the people in this country. Primarily, the Government of India and the Railways exist for the Britishers, secondly, for the richer classes of people in this country and the third class passengers and the poor people are only meant to pay. The Europeans are not willing to pay their full fares, and, therefore, first and second class travelling cannot pay, the richer classes also cannot pay and, naturally, they must find some people to pay for them and these are the third class passengers. I have heard it a hundred and more times that the Indian railways are being run on commercial lines. Well, Sir, I am not a believer in the commercial management of the railways. I am a believer in

[Mr. N. M. Joshi.]

running the railways as public utility service, but in order that the poor third class passengers may have some comfort in travelling, I should like the Government of India to run the Indian railways on commercial lines. If the first and second class travel do not pay, then stop them. If you are running the railways as commercial concerns, if you are giving the first and second class passengers a little more than what they pay, please stop that. My demand of the Government of India is this. I already told the House that I am in despair about the removal of the grievances. The last demand that I make is not about the removal of the grievances. Let an enquiry be made, let the Government of India make a report as to what the third class passenger is getting, and if the Government of India claim that they are doing something every year, that they are making progress in giving amenities to third class passengers, I want the Government of India to make a report, not the kind of report which they have given in that red book. Let the Government say how much they spend in improving the conditions of third class passengers, how much money they spend in improving the condition of first and second class passengers. I want this report for this reason. If the Government of India have enough funds for improving first and second class travelling, let them go on spending. But the railways are run on commercial lines—I hope they remember that—then the money at their disposal is limited, it is, therefore, necessary for me to ask the Government of India as to how much money they spend for improving first and second class and how much for improving third class and what money they get out of the first and second class and what money they get out of third class. Sir, I have done.

**Sir Syed Raza Ali** (Cities of the United Provinces: Muhammadan Urban): Sir, I do not propose to take more than a few minutes on this motion. My Honourable friend, Mr. Joshi, said that he despaired of third class passengers' grievances being removed. So far as I am concerned, I do not think he was quite right there. In any case I do not share his views. Sir, I remember how third class passengers used to be treated about 40 or 45 years ago. I can picture to myself the hard lot of third class passengers about the years 1895-96.

**An Honourable Member:** Are they treated better now?

**Sir Syed Raza Ali:** It is perfectly open to my Honourable friend to say that there is no change. I keep my eyes and ears wide open and I have noticed a change though that change is not as big or as satisfactory as it should have been. But there is a change.

Now, Sir, I have to make a few suggestions which are somewhat out of the beaten track. I do not know whether the Honourable Member in charge of Railways will be in a position to give relief to third class passengers in the directions which I propose to mention. The first difficulty, the first inconvenience, the first handicap, for the third class passenger is that he is allowed a space which measures only 19½ inches, I mean in length. Now, Sir, it is all very well in European countries to be satisfied with that space. But having regard to the climatic conditions in India where summer prevails for eight months in the year and winter does not last in some parts of the country for more than four months, it is absolutely necessary that that limit should be increased. My Honourable friends are talking of electric fans and other amenities. I ask that the third class passenger should be given sufficient space to sit in the hot months of May and June

and in the rainy weather when climatic conditions are almost unbearable in India. I, for one, would suggest that this space should be increased from 19½ inches to 30 inches. Theoretically that would mean an increased accommodation to the extent of 50 per cent. If the Railway Board and the Honourable the Railway Member would go into the question carefully they will see that in actual practice the increased accommodation need not amount to more than five per cent. I may at once point out how I mean to limit the increased accommodation to five per cent only. Do not give this increased accommodation of 30 inches per seat on short distance journeys. I think the time has come when the Railway Department should seriously consider the allotment of 30 inches per seat in the case of long distance passengers. Sir, the lot of third class passengers in the matter of accommodation is very hard indeed. Already much has been said about overcrowding. If the accommodation per seat is extended to 30 inches, I believe, that in itself would go a long way to minimise the hardships of overcrowding.

The next point I have to suggest is that it should be open to third class passengers to reserve their seats. Today the position is that no third class passengers are allowed to reserve their seats.

**An Honourable Member:** On the East Indian Railway, they can reserve.

**Sir Syed Raza Ali:** I know there is only one station, that is Howrah on the East Indian Railway where you can get reservation for third class passengers. But there also it is only an experiment and, I understand, that the experiment is on its last legs, if it has not already been abandoned. I ask you if it is possible to try that experiment in Howrah why not try it in places like Bombay, Madras, Nagpur, Delhi, Lahore? That is my suggestion. Howrah has got it according to my Honourable friends and I, therefore, say let us extend this system. As a matter of fact I can see the difficulties of reservation being granted to third class passengers at intermediate stations. So far as the start stations are concerned, I do not see any reason why this experiment should not be introduced at such stations. Now, I come to one more point.

That deals with the activities of the Railway Publicity Department. I am one of those who are convinced that the Railway Publicity Department of India is far from efficient. It does not do its duty in a manner in which it ought to do it. Advanced countries are devoting large sums of money.....

**Mr. President** (The Honourable Sir Abdur Rahim): That does not seem to come within the scope of this motion.

**Sir Syed Raza Ali:** It does come in this way, and I shall come to the point at once, that there is no reason why booking offices for third class passengers should not be opened in the heart of large cities. As it is there are some booking offices in big cities but their number is very small. If there were a number of booking offices in the city and if the railways undertook to start an experiment of getting the sale of tickets through private individuals to whom a commission would be granted and from whom a certain amount of security would be required before they were allowed to sell tickets, that would serve both purposes. It would serve the purpose of

[Sir Syed Raza Ali.]

publicity and it would be a great convenience to third class passengers. I believe the idea is a new one and it might, perhaps, jar on the ears of the Honourable the Railway Member but I can assure him that if this experiment were tried it would give an impetus to the desire of the people to travel on a larger scale than they do at present. Sir, I support the motion.

**The Honourable Sir Thomas Stewart:** Sir, the Honourable the Mover of this motion went to considerable lengths to impress on me, and to persuade me of, the paramount importance of the third class passenger. I would not like to put it so bluntly as to say that he has wasted his time but of the importance of the third class passenger I am myself absolutely convinced and I have given on the floor of this House expression to that conviction. He spoke, as did the other speakers this morning, if not with passion certainly with heat; and I find it very difficult to present a defence which is proof against (let us say) sentiment. Much less can I hope to convince by any facts which I may state an irreconcilable of 18 years' standing. But there are a few points that I should like to put forward for the consideration of the House regarding what has been done to improve matters for the third class passenger.

Our train services have been increased. The train mileage is 3.87 per cent. more this year than it was last, and we have run as many as 63,401 more trains than we did last year. Our carriage building programme for 1938-39 and 1939-40 involves an expenditure of 56 lakhs on new lower class carriages. That represents an addition of 659 vehicles.

**Prof. N. G. Ranga** (Guntur *cum* Nellore: Non-Muhammadan Rural): Are they of the improved type?

**The Honourable Sir Thomas Stewart:** The carriages to be built in future will be of an improved type.

**Prof. N. G. Ranga:** Including these carriages?

**The Honourable Sir Thomas Stewart:** Any carriages which are not yet built will be approximated to the model, with only reasonable variations therefrom. The improvements which it is proposed to incorporate in those new carriages will be these. The construction of smaller compartments so that smaller parties may travel together without mixing with others. Better latrines have been designed and better arrangements for the supply of water therein have been arranged for. Lighting will be improved and the seats will be made more comfortable by expanding their width. As regards fans I have already, on more than one occasion, told this House that anything like a wholesale programme of installing electric fans in third class carriages is financially impossible. It involves an initial expenditure of two crores with a very large recurring expenditure.

**An Honourable Member:** Is it two crores or 20 lakhs?

**The Honourable Sir Thomas Stewart:** Two crores is the initial expenditure and 30 lakhs is the recurring expenditure. That is the estimate which has been made. My Honourable friend, Mr. Satyamurti, put it to me some time ago whether I would investigate the possibility of fitting up one or perhaps two carriages on certain long distance trains with fans and

making a surcharge on the fare. I have made some preliminary investigations in that direction and I say quite frankly that there appeared to be quite a number of objections to it. But I am having those objections further examined because I am not sure in my own mind that they are insuperable objections.

Now, Sir, there has been a great deal said about over-crowding and I have here, in my hand, some very interesting statistics. The railway administrations in consultation with their advisory committees have carried out a fairly wide census of trains in order to ascertain to what extent there is over-crowding. We, ourselves, feel that over-crowding cannot by any means be a general phenomenon. If it were, I should have a much more handsome surplus to display. I will now summarise this census. Taking all the railways together, 25,000 trains were examined, and that at the period of peak travel. Of these 25,000 trains it was only in 305 that there was any over-crowding at all; and in many cases the over-crowding was not only local so far as the railway was concerned but it actually was local within the train; one carriage was over-crowded while others were practically empty. Another criticism, which in a way I myself relate to over-crowding, is the criticism regarding the cleanliness of third class carriages.

I have been saved some trouble by an article which appeared in a newspaper this morning in which I found that my Honourable friend, Mr. Satyamurti, shared my own feelings that a good deal of this criticism would be removed if there were developed, in those who travel, what my Honourable friend, Mr. Sri Prakasa, would call the civic sense. I realise that that is a development which one cannot expect to happen suddenly. I hope it may come, even though slowly, but I would like our critics to keep that aspect of the question in mind.

Mention has been made of the lack of amenities by way of waiting halls and waiting accommodation. There is, on page 111 of the Railway Board's Report, a table which shows the extent to which the various railways have provided waiting accommodation. For third class passengers waiting accommodation is provided at,—I take a rough average,—about 80 per cent. of the stations on our railways with one exception, that is the East Indian Railway, where the percentage is considerably lower, *i.e.*, about 50 per cent. But we must remember that this is the percentage for all stations, even the smallest wayside station which may be used by very few passengers and then only perhaps for a very short time each day.

The Honourable Member who has just gone out has reproached us for our callousness as regards the women travellers. I would claim that neither have the Government of India been callous nor have I noticed that before the advent of that Honourable Member the other Members of this House were lacking in feeling for their sisters or that there have been no attempts made to secure the safety of women travelling on our railways. There have been, from time to time, many questions asked in order that this object might be secured.

Mr. Joshi most categorically said that no attempt had been made to abolish first class accommodation. That perhaps was not entirely relevant to this debate, but I would tell him that I have here a very considerable list of sections on which first class accommodation has been abolished; no

[Sir Thomas Stewart.]

doubt the savings therefrom will be applied for the betterment of third class accommodation. As I have said, it is very difficult to meet an attack which is based on sentiment .....

**An Honourable Member:** Give us your facts and figures.

**The Honourable Sir Thomas Stewart:** Very well, I will give the Honourable Member facts. If he will oblige me by reading the very considerable chapter of this report, which has been published for his benefit amongst others, he will get the facts for which he has asked. Those are the facts I have to present against an attack based on sentiment, though I dare not hope that they will convince either Mr. Joshi or any other Member.

**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 adopted.

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. President (The Honourable Sir Abdur Rahim) in the Chair.

#### *Rate and Freight Policy.*

**Mr. Akhil Chandra Datta** (Chittagong and Rajshahi Divisions: Non-Muhammadan Rural): Sir, I move:

"That the demand under the head 'Railway Board' be reduced by Rs. 100"—(Rate and freight policy).

I want to discuss the rates and freight policy followed by the Railways in India by this cut motion. The question of rates and freight policy is a very vast and complicated subject, but I propose to confine myself only to two points, firstly, the policy which relates to Indian industries, Indian commerce and Indian agriculture, and, secondly, the question of the diversity and complexity of the Schedules. With respect to the first point, Sir, the question is what is the rates policy of the Railway authorities so far as industry, commerce and agriculture are concerned? Our complaint is that the policy is such as is calculated to facilitate only the import and export traffic, and that to the detriment of the Indian industry. If anybody feels that it is an exaggerated view to take of that policy, may I refer him to a book written by a distinguished member of the Indian Civil Service entitled 'A suggestion for the better governing of India', and in that book he says this:

"A Traffic Manager wields irresponsible powers over the country commanded by his railway. By a slight readjustment of rates he can, and sometimes he does, crush a rising home manufacture in favour of a foreign customer."

I shall not dilate on this point. Sir, we want the policy to be changed. We say that the Indian Railways, being a national industry, must adopt a national policy calculated to develop the industry and agriculture of this country. That policy should be regulated and controlled not merely by

a desire to get more revenue, it should not be regulated by the rule of demand and supply, but it should be regulated in the interest of the trade and industries of the country, for the protection of our industries against foreign competition. I say that the policy should not only be national, but it should be an aggressively national policy, and it should be formulated in such a way that it may supplement the fiscal policy of the country and be a true supplement to the scheme of discriminating protection. I claim that protection should not only be not in favour of any foreign industry, but that discrimination should be in favour of Indian industries, Indian commerce and Indian agriculture. That is the policy which is followed in Germany, in America, in the Colonies and in other parts of the world, even in countries which are industrially more advanced than India. We have been fighting for a change of this policy for over a quarter of a century. In the Central Legislature, this fight began as early as 1911. Individual traders and industrialists always moved the railway authorities in this behalf. Various Chambers of Commerce have been fighting for a change of policy from a very long time. The various relevant Commissions have made their own recommendations in support of the policy of protection of Indian industries. The Indian Industrial Commission, the Fiscal Commission, the Tariff Board and various other Commissions have all unanimously and strongly recommended this rates policy of protection for Indian industries, trade and agriculture. Our Public Accounts Committee also laid down the same proposition. Even some Agents of some of the Indian Railways had the fairness and justice to recognise this duty of the railways with regard to their rates and freight policy. Last year, while moving the corresponding motion, I placed the whole history of that movement before the House. I should not be justified in going over that ground again today. I say that this policy for the promotion and development of Indian industries should be adopted not merely as a matter of charity or generosity, but it should be adopted as a matter of duty and obligation.

Then, Sir, coming to recent times, the matter was canvassed before the Railway Inquiry Committee. We have their recommendation at page 83, paragraph 113.

They say this :

“Several chambers of commerce complained that rates had not been adjusted to changed fiscal conditions and that they facilitate import and export traffic to the detriment of Indian industries”.

Later on they say this :

“It is a pity that in India the Railway Rates Advisory Committee has not come to be regarded in the same light”.

But, unfortunately, the Railway Enquiry Committee avoided this very inconvenient issue, although they were constrained to admit this:

“We were impressed with the feeling of grievance that appeared to exist in regard to these rates”.

This is a judgment really of a weak and subservient judge when unpalatable findings are unavoidable against a powerful party. What is the result of this finding,—not finding, rather the absence of finding? The result, as it appears to me, is a reactionary policy. Hitherto, lip homage was paid always by the authorities to this doctrine, namely, that Railways must promote Indian industries. Even that lip homage is now a thing of the past. Last year the Honourable Sir Thomas Stewart did not accept

[Mr. Akhil Chandra Datta.]

this policy. He advocated a new plea. That plea was, "while it is not our duty to help and foster Indian industry, we can do for Indian industry all we can unless other interests are affected". I do not know what are the other interests which are in his mind. I only hope that those are not the vested interests of the British industrialists and British capitalists. This was the step-motherly attitude that was adopted last year with regard to this matter. What is the policy, according to Government, on which this rate structure is based? We have been told by the Honourable the Communications Member in his recent budget speech that the principle on which the rate structure is based is "what the traffic can bear". Let us examine whether, in the light of facts, this theory holds water at all. I shall take one concrete case. I find that in 1911 Berar cotton was selling at Rs. 27-11-0 per maund and the freight from Akola to Bombay was Rs. 1-6-2. The same cotton, in 1938, was selling at Rs. 12 per maund, and the freight between the same two stations was Rs. 1-10-4. Thus, there has been decrease of about 43 per cent. in the price of cotton whereas there has been an increase in freight of about 19 per cent. Sir, it won't do merely to lay down a formula, it must be based on facts. I must admit, as was pointed out by the Honourable the Communications Member last year, that with regard to some Indian manufactures concessional rates are granted. But, after all, these are only isolated instances. What we want is a complete reorientation of policy, a complete change of the entire outlook.

My second point is, as I have already said, the diversity and the complexity of the schedules and the classes. It appears to me in this country of Hindus where there are so many castes, sub-castes, and sub-sub-castes, the same thing happens with regard to rates and the classes of rates, schedules and so on. As to the necessity of a revision and simplification of that structure I shall not labour as there is no dispute about that. In 1934, when the railway budget was under discussion, it was admitted on the side of the Government that the reclassification of goods was a question of undoubted importance, and a scientific investigation was promised on the basis of statistical materials. It was also stated that "at the earliest opportunity" that investigation would be undertaken. I regret to say that, instead of the investigation being undertaken at the earliest opportunity, the very idea was abandoned at the earliest opportunity, I mean, in the year following, that is, 1935. Then came the Railway Enquiry Committee. Their opinion we find at page 80, paragraph 127. It appears that the lukewarm attitude of the railway authorities on this question disgusted even the Railway Enquiry Committee. The Committee say:

"We would urge that the matter should be taken up more energetically, with the ultimate object of reducing the number of schedules applicable to each commodity concerned to the minimum which can be justified on definite commercial grounds. As long as the present situation lasts it will be a weakness in the railway position, and will tell against the railways in their endeavour to win the support of the trading public. It is in our view incumbent on the railways to work steadily in the direction of simplification and to lose no opportunity of establishing themselves in a more logical and defensible position."

Then, they go on to say, and this is very important:

"The problem no doubt calls for the best experience of the rates experts of the different administrations if a satisfactory solution is to be found, but we would urge that the movement as a whole should receive its impulse from higher quarter, and that the Railway Board should give it their special attention and encouragement."

This was in June, 1937. Has anything been done by the railway authorities to implement this recommendation of the Railway Enquiry Committee? Instead of a scientific rate structure, it was decided that there should be what was described last year as adjustment bit by bit. With regard to that also, it was not said that policy had actually been adopted, or for the matter of that, decided. It was only said that it was felt that there should be a readjustment bit by bit. Therefore, my grievance is that, not to speak of the representations of the people, in spite of the recommendation of the Railway Enquiry Committee, the matter has been left where it was all this time. Of course, it is said that they are quoting special rates. If they are quoting special rates for particular commodities and in particular areas, it is only to meet the competition from the road. There is also this question of discontinuous mileage system. That also requires a change.

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

**Mr. Akhil Chandra Datta**: Sir, I move.

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

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

**Mr. M. Ananthasayanam Ayyangar** (Madras ceded Districts and Chittoor: Non-Muhammadian Rural): The Railway administration in India is able to make both ends meet, mainly on account of the receipts from goods traffic. Out of a total of receipts to the tune of 100 crores for the year 1937-38, 65 odd crores come from goods traffic, 28 from third class passengers, five from first and second class passengers and one from the rest. Nearly 65 per cent. comes from goods. Therefore, it is very important that sufficient attention ought to be paid to increase this kind of revenue. Far from enunciating a single policy or principle, I find diverse principles pursued by the different administrations. Even though the State has purchased some of the major railways, even in the State-managed railways there is no uniform principle of rates and fares evolved. No attempt has been made to evolve a uniform policy having at heart the interests of the trade and industry. The railways are supposed to be working as commercial concerns and with no uniform policy they neither serve the interests of trade nor the interests of the industry. In place of the present system of rates and fares, a new system has to be brought into force, which is less complex and would also allow of the progress of industry and trade. I will presently show how, while other countries have been making progress, the persons in charge in this country have always been setting up some difficulty or other in the path of the evolution of a uniform policy. Now, take this question of discontinuous mileage. Suppose some agricultural products are sent from Coimbatore to Delhi. The product has to pass through four railway administrations, the South Indian, the Madras and Southern Mahratta, the Nizam's State and the Great Indian Peninsula Railways. There is no tapering scale from one end to the other. Each administration fixes its own tapering scale. Even the State-managed railways, when they are close together, do not have a uniform policy with regard to the transshipment of goods from one administration to another. Even there the advantage of continuous mileage has not been given. That is a want which has been felt,

[Mr. M. Ananthasayanam Ayyangar.]

with regard to which much evidence has been placed before the Wedgwood Committee. On page 81, in para. 128, dealing with the discontinuous system, the Committee says :

"It is argued that the mere fact of the transfer of traffic from one railway administration to another cannot justify the application of a method of calculating the rate which may double the charge to be borne and will certainly increase it substantially. It is difficult to resist the contention that apart from break of gauge and transhipment, the natural and logical method of calculating the rate is upon the throughout distance, not upon a series of "discontinuous" distances. Here too we think there is some ground for criticism of the rate system, and the criticism cannot be ignored. It applies most strongly in the case of exchange of traffic from one state-managed system to another and will increase in force if more systems are transferred from private to State-management."

Here, they say that a number of State-managed systems would facilitate the administration, decrease the cost of management and help industry. Only yesterday we saw how, from the financial point of view, the transference of administration could result in reduction of administrative charges. Four or five railway systems in India can certainly evolve one rate for long distance traffic and they can charge telescopic rates on a tapering scale. That has not been done. The insurmountable difficulty is said to be that each railway administration has, for a long time, been following its own schedules of rates and classification of goods and commodities but, after several administrations have passed into the hands of the Government, may I know what efforts the Government have made in evolving a uniform policy. Nothing has been done. One rate is low and the other is high. The trader finds it difficult to know exactly what he has to pay and is very often at the mercy of the station staff and by the time the freight is paid from one end to the other the selling price of the article at the other end is such that it cannot compete in the market. I would ask the Honourable Member as to what has been done to relieve the trading public of this inconvenience, in view of the recommendation of the Wedgwood Committee.

Now, let us take the various articles which yield this revenue of 65 crores. The major articles are cotton which yields 288 lakhs, coal 824, wheat 267, rice 330 and oil seeds 304, sugar 211. I find there is a comparative table in Mr. Srinivasan's book giving the rates and fares prevailing in the various systems from 1883 right up to 1922. The rates for cotton have increased from Rs. 2 to Rs. 6 per unit. The rates for coal and sugar have also increased and there has been an increase with regard to wheat and rice. There is some decrease with respect to some other articles which are not so important commercially but with respect to the major articles, there has been an increase and no decrease. Since 1930, we are going through a period of depression. Since last year, it might be said that trade and industry have gone up but they have not gone up sufficiently and, therefore, industry and trade are urgently in need of some helping hand in the matter of reduction of rates and fares and the Railways have not reduced their rates and fares, so far as goods traffic is concerned. We find that there has been a slump in the cotton trade and yet sufficient attention has not been paid to the carriage of cotton from place to place on cheap rates. The other day, Mr. Manu Subedar put some questions about the transport of cotton from Nagpur to Bombay by lorries and he has elicited the information that it is cheaper to transport cotton by lorries than by rail. Wheat is selling in Calcutta cheaper than in Lyallpur, owing to shipping charges being so low and the freight charges are so fixed that

Australian wheat can come in cheaper and that foreign trade is helped more than local trade. So far as salt crystals are concerned, beautiful salt crystals are manufactured in Madras but salt from Aden and Italy is being sold cheaper in Calcutta than Madras salt and I find from the Taxation Committee report that owing to the heavy freight charges, Madras salt cannot compete with Aden and Italian salt in Calcutta. One of the inconveniences that was felt was that by carrying salt from Madras to Calcutta wagons might be supplied but on the return journey those wagons have to go empty. Some such inconveniences are set up, the rates and fares are not reduced, and net result is that in spite of our having a huge sea coast and immense opportunities for producing beautiful, pure salt, we are importing salt in a large measure. I also find that Deorando salt is placed at a disadvantage compared with Sambhar salt purposely, though the same salt is produced in Sambhar and in Deorando also. The same tale has to be told of coal, grains and oilseeds also. They would have progressed much more if the rate and fare system had been adjusted and a sound policy had been evolved. Sir, without doing this, we have enacted recently a Statute called the Motor Vehicles Act.

Sir, if the Railway Administration had only been sympathetic, they would have helped to make it cheap as in every other country but  
 3 P.M. purposely it has placed goods traffic at a disadvantage. Sir, I was referring to the Motor Vehicles Act, passed the other day and I want to refer to section 43 of that Act. We find that there is increasing competition from motor traffic, both from the point of view of passenger traffic earnings and also goods traffic earnings. In my Presidency I find that lorries carry goods from one point to another over 250 miles to a large extent along routes which are parallel to the railway lines. This is due to the inconveniences felt in the various stations in the matter of transshipment but to a large extent also to the rate and fare system, and one effect, I fear, if power is given under section 43 of that Act to Provincial Governments, will be to adjust maximum and minimum rates and also to restrict the conveyance of goods for long distances by motors. This would mean that that power would not be exercised properly but might be exercised to the detriment of trade and industry if the Central Government should exercise a lot of influence with the Provincial Governments.

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

**Mr. M. Ananthasayanam Ayyangar**: But that would not last long. They would then force the railways to reduce the rates so that in that way at least the trade and industry might improve. I am only striking a note of warning. It is not desirable to increase the motor charges, while the Central Government, which is in charge of railway administration, is sleeping over this and does not adjust the railway rates and fares so as to give a helping hand to the trade and commerce of this country. I would say, therefore, that the Department has to be censured so far as *this matter* is concerned.

**Mr. Umar Aly Shah** (North Madras: Muhammadan): Sir, I rise to support the cut motion moved by the Deputy President to discuss the rate and freight policy of the railways in India.

[Mr. Umar Aly Shah.]

Sir, it is common knowledge that, when, years ago the railways framed their rating structure for carriage of goods, they never took care to see that their rates are suited to the economic needs of the country. They were fixed, so to speak, on a very arbitrary basis, with a view to ensuring that adequate dividends are paid to the British investors in Indian railway stock. It is quite true that the goods traffic rates are revised by the railway administrations from time to time. But all these revisions are not based on the actual demands of the business community. In fact, they are so arbitrary that the business community have no use for them, except to endure them under protest.

My Honourable friend, the Railway Member, will no doubt say that there is something like the Railway Rates Advisory Committee, to which business people, who have complaints to make about the unreasonableness of railway freights, might prefer a case. This is all well and good, but Mr. President, it is beyond a shadow of doubt that the opinions expressed by this Committee are not necessarily binding upon the railway administration concerned. Further, Sir, no Government, which has the interests of the country at its heart, which is anxious to foster trade and commerce and which wants to protect the interests of Indian agriculturists who naturally want their goods to be transported to centres where they can get good prices, will allow the railways to carry on their business on these lines.

Mr. President, it has been a long-standing complaint in this country that the railway freights policy has caused unnecessary difficulties in the way of business and commerce. Sir, let me take the case of two or three commodities in bulk, such as coal, cotton and wheat, to illustrate my point. As far as coal is concerned; the Indian railways have their own collieries and their coal freight rates are naturally fixed to suit their own needs, while the interests of other coal users in places where coal is not obtainable, such as factories, etc., are not taken into consideration. Mr. President, you are aware of the repeated requests made by the East Indian Cotton Association to the Railway Board urging the Railway authorities to reduce their freight rates for the carriage of cotton. You are, also, aware, Sir, of the fact that these repeated requests of the cotton interests are turned down, the general answer given by the Honourable the Railway Member being that such a reduction would mean severe losses to the railways. But Mr. President, it is clear that on account of the high transportation costs Indian cotton is being ousted by Egyptian and American cotton in a country like Japan. Japan used to buy formerly Rs. 30 crores worth of cotton. Now she buys less than half this quantity. When India is losing several crores of rupees on restricted sales of cotton abroad, owing to uneconomic railway freights, my Honourable friend, the Railway Member, cannot plead that a reduction cannot be allowed to take place in the rates, since such a reduction would make the railways lose about Rs. 50 lakhs a year. Similarly, when general revenues lost Rs. 64 crores from railways, this loss is nothing.

I am sure, Sir, I am voicing the feelings of the Honourable Members of this House when I say that the time has long since arrived when an effort is made by the Government of India and the Railways to revise their goods tariff with a view to giving a stimulus to trade and commerce in the country. I am not wrong when I say that Indian railways have long been accustomed to operate as monopoly carriers. This monopoly they had till the road motor traffic has come to be an established thing in recent years. My Honourable friend, the Communications Member, has recently got his

Motor Vehicles Bill passed by this House. This Bill is shortly becoming law. But, Mr. President, there is a feeling in the country that the Bill is loaded in favour of the Railways to the disadvantage of the road motor vehicles. These vehicles are now discharging a very useful function by transporting goods in bulk, for short distances, with a speed and cheapness which the railways cannot supply to businessmen. My point is, Sir, that the future railway rates policy should be framed with a view to preserving a fair field for the motor vehicles to carry on goods at rates which are in keeping with the real interests of the agriculturists and commercial people.

Mr. President, I do not deny that some Rs. 800 crores are invested in the Indian railways, and that these investments should not suffer. But I claim that the country expects from the Government a policy which is intended to foster trade and commerce, at a time when India, along with other countries in the world, is going through severe economic difficulties. What is the use of the industrious *kisan* in the country producing goods, when he is denied the opportunity of selling them at distant markets with a margin of profit? The Government owe it to the country that the existing state of affairs is not continued any longer.

Mr. President, I have not said these things in any unhelpful manner. My anxiety is to strengthen the hands of my Honourable friend, Sir Thomas Stewart, in his instructions to the railway administrations to see their way to introduce a revised rating policy which is in the real interests of the country and of its millions of agriculturists. I would request my Honourable friend to abolish the existing Railway Rates Advisory Committee in the first place. Then I would ask him to institute a thorough inquiry into the existing rating policies of the railways. Next, I would expect him to arrive at revised policies which are scientifically arrived at. Finally, Sir, I would ask him to appoint a Railway Rates Tribunal with powers to enforce its findings upon railways. The responsibility of this House is very great in this matter. When the Statutory Railway Authority is to be created, after Federation is inaugurated, it would be fatal if there are no conventions already entered into.

Mr. President, these are reasonable requests. I request my Honourable friend, the Railway Member, to accept these suggestions in the real interests of the country. Sir, I support the cut motion.

**Babu Baijnath Bajoria:** Sir, I would like to draw the attention of the Honourable Member for Railways about rates for two or three things only. I will not, therefore, take much time of the House. In the first place, I would like to mention that the rate of freight for dry cattle from the Punjab to Calcutta or Bombay is very high.

**A voice:** What do you mean by dry cattle?

**Babu Baijnath Bajoria:** By dry cattle I mean those cattle which do not give milk. At the present moment, I understand, that a scheme has been made by which return tickets are available for a period of 12 months for cattle which go from the Punjab to Calcutta, but those cattle have to be sent back, within that period to the same place. So, it is very difficult to take advantage of this latest rate. The distance is too far from the Punjab to Calcutta and it is practically impossible to send them back such a long distance when the cattle have ceased to give milk. But, if a general reduced rate for dry cattle is fixed, then it will be possible for people living in big cities like Calcutta, Bombay and other cities to send these cattle

[Babu Baijnath Bajoria.]

to nearer places, say, about 100 or 200 miles from the cities where they could be fed on pasture land and when they become again in a position to give milk they can be sent back to the cities. At the present moment they cannot do this because they will have to pay the full rate of freight. Now that this question of cattle improvement and cattle breeding is so much to the forefront, I think this matter deserves the most careful consideration of the Railway Member because it becomes absolutely prohibitive to send back these cattle to Rohtak or some other place in the Punjab. The rate, if I am correctly informed, is four annas per mile for the ordinary cattle and the return ticket is given at six annas per mile for a wagon. If the rate is made two annas per mile per wagon without the restriction that the cattle must be booked to the same place, more advantage will be taken of this rate. It will then become of general benefit to the people and it will also help in the improvement of breeding of cattle.

Another point to which I would like to draw the attention of the Honourable the Railway Member is that the rate for the same commodity is different on different railways. Let me explain this further. I do not mean to say that the rate for coal and for gold should be the same. I know that is not practical politics or practical economics. But, take for instance, commodities like seeds and jute. If the rate for seeds on the East Indian Railway is four annas per maund for 100 miles, it should be the same on other railways also. At the present moment, what we find is that the rates vary very much. They differ considerably. As a matter of fact on some railways the rate for the same class of commodities for the same distance is sometimes double that on the other railways. This is certainly prejudicial to the interest of trade.

The next point is that the rates of freight must be such as to help the industries of the country. I know instances where the rates of freight for particular industries or for particular goods for internal consumption are higher than the rate for the same commodities for long distances—for ports. When these goods are sent out of this country, then the rates are much cheaper than the rates for the same commodities if they are sent from one place to another within India. I do not mean to say we should not encourage export of raw materials. Do so by all means. At the same time we should help our industries internally and the rates to particular industries must also be competitive and on the same basis or even lower basis than for goods for export. With these words, I support the motion.

**Dr. Sir Ziauddin Ahmad** (United Provinces Southern Divisions: Muhammadan Rural): Sir, I said on the occasion of the general discussion that the whole theory of rates and freights is based on the dictum which is interpreted in a different manner by different persons. The Honourable Member in reply to my criticism said that he followed an expert compared with a layman. I admit that I am zero, but, at the same time, he must admit that his expert is a negative quantity, because the person who was his expert was not really kept in his department but was shoved to another branch where his knowledge will not be of any use. As regards the dictum, I said that the only obvious, shortsighted and ineffectual way of doing this is, charge the highest possible rates and be content with a limited amount of business that can struggle in that condition. That is the principle that is adopted by the Railway Board. The really true principle on which the rates and fares ought to be based is this, that the rates should be lowered

to the lowest margin of profit consistent with the help to small business. That is the principle on which the theory of rates should be based. The rates and fares should help the development of the country and the movement of trade and, hence, no Government can feel itself free from the obligation to control them. Whatever the controlling authority may be, the rates and freights must be fixed by the Government and the Government has got vital interests in it. The Government of India recognise this in theory, but in practice they act in different manner. In 1883, they said that the aim of the management should be particularly to attract the maximum quantity of traffic the lines would carry at reasonable rates. I am really quoting this from one of the Government's own notification of 1883. Though in theory this exists, yet in practice it has never been carried out. Mr. Robertson, in 1901, discussed this problem of rates and freights and he said on page 70 of his report that on through traffic, that is traffic going over more than one company's line, all fares and rates should be calculated on the through distance rate and a reduction should always be applied on the entire distance and not merely on the local distance of each railway. He further said that in through booking of traffic passing over more than one railway, there should be one general classification of goods for all over India and subject of course to exceptions one scale of rates applicable on the through distance from station of origin to station of destination. This was the principle which Mr. Robertson laid down for the Railway Board to follow, but in practice they disregarded these things and really got themselves entangled in this conundrum of rates and fares into which they have fallen. I will give the House an illustration of the enormous difference in two methods of calculation. Suppose a person sends rice one maund in weight from station 'A', 500 miles from Delhi on the East Indian Railway to a station 'B' on the North Western Railway which is also at a distance of 500 miles from Delhi. The total distance is 1,000 miles. According to the existing practice of the Indian railways, the distance is split up into two distinct parts of 500 miles each and the tradesman will have to pay Rs. 0-14-6 per maund. Had through rate been charged, as is done in other countries, the rate would have been Rs. 0-10-2 on the same schedule. Therefore, the rates make enormous difference, if you consider the whole traffic as through traffic as Mr. Robertson laid down. Then it was laid down by the Honourable Member for Railways in this House and by the Honourable the Chief Commissioner in the Upper House that the railways in India are charging very low rates as compared with other countries. They entirely forget the fact that one anna in India has not got the same value as one anna in England. On this point, I can quote a certain passage again from Mr. Robertson's report. He said that considering the cost of construction and working in England, the rates and fares in India should be about one-sixth of those charges in England. This is the authoritative opinion of a person who knows the subject thoroughly and, therefore, you can only say that so long as the rates are about one-sixth of the rates in England, we should consider that they are on a par, and if they are lower than one-sixth, then and then alone we can say that they are lower than in England. In advocating a reduction in rates and fares, Mr. Robertson said in para. 196 of his report that any reduction of fares and rates must necessarily result in a falling off of revenue in the first instance, but if the experience of other countries, similar to India, may be taken as a guide in this respect the impetus which the reduced rates will give to travel and to commerce will be so great as to throw fresh vigour into the whole business of the country and to amply repay in a very short time the temporary loss. This was also confirmed by the Pope Committee.

[Dr. Sir Ziauddin Ahmad.]

There are just one or two points which I should like to touch upon. There is road-rail competition. It is keenest within a zone of 75 miles and, therefore, it is desirable that the railways should modify the present telegraphic rate in a manner so as to meet the present competition. The present differentiation between home and foreign traffic should be dispensed with immediately. The practice of charging terminal rates is not justifiable under Indian conditions. It has a special history in England and there is no parallel here. I do not see any reason why these terminal rates should be charged in this country. Maximum and minimum rates should be fixed by the Government on the recommendation of an impartial committee and the Railway Board or the Railway Authority, whoever it may be, may be permitted to fix the whole rates between these two limits. But the maximum and the minimum should not be so wide as they are at present. At present they are so wide that, as pointed once on the floor of the House by Diwan Bahadur Mudaliar (now Sir Ramaswami), an elephant can pass through them. There can be some difference between maximum and minimum, say cent. per cent., but not 18 times as at present. The difference should be, say in the ratio of 1 : 2 and not in the ratio of 1 : 18 as it exists at present.

The next thing is, that the rates and fares should be uniform throughout India. At present the same article is put in different class in different railways and it is very difficult for a railway goods clerk to find out exactly the charges which will have to be levied to the satisfaction of merchants. The merchants calculate profit on the enquiry they make from the goods clerk at the station from which goods are despatched, but when the goods reach the destination at the other end, they discover that the goods clerk on the other side had made a mistake and so extra fares are demanded. And these mistakes can be minimised if the same article is put in the same class throughout India and every traffic considered to be home traffic. I realise the difficulty in fixing the same rate, throughout, because the cost of haulage is not uniform in all the railways. Some railways like the Eastern Bengal Railway are over-capitalised and overhead charges, consequently, are very heavy. The railway lines near the coalfields save the expenses of carrying coal to long distances, but these difficulties will be minimised if we follow the principle of the amalgamation of the railways.

Sir, I do not like to detain the House long but I will certainly emphasise that if they want to attract greater traffic and if they want to meet the motor competition which has now come to stay in this country they should adopt these principles unless they want to lose their traffic enormously. One thing is that they should simplify their traffic. They should consider the entire traffic to be home traffic. The differentiation between home traffic and foreign traffic should be abolished and the rates should be limited to a margin that may attract the maximum amount of traffic with the minimum margin of profit.

**Mr. Frank D'Souza** (Government of India: Nominated Officials): Sir, among the hardy annuals which are prominent in the deliberations of this House, during the Budget Session, railway rates policy rightly finds a place. This is not surprising, considering how great a part the railway freight rate plays in the development of the trade of the country. On this occasion again, the Railway Board stand in the dock to answer to various sins of omission and commission. The sins of omission may be summed up as

failure to respond to demands for reductions in rates and the sins of commission find a place in the allegation that our freight rates are so framed and the policy underlying it is so adjusted as to favour foreign trade to the detriment of internal trade. To both these charges I venture, on behalf of the Railway Board, to plead not guilty.

Before entering on my defence, it is, I think, necessary to explain that in India as in other countries the rates structure is based on the classification of commodities into various groups. The Railway Board's responsibility for this classification begins, and in most cases ends, with their approval of the class in which a commodity should be placed. In order to determine the classification of a commodity, the Indian Railway Conference Association invite the opinions of Chambers of Commerce and other commercial organisations throughout India. These opinions are considered by an expert committee of the Conference Association and the recommendations of this committee are then circulated to Railways. If the latter accept them, they are forwarded to the Railway Board for consideration. The Railway Board's approval of the classification serves a very definite purpose. It limits the maximum rate which may be charged for a commodity, in order to prevent railways abusing, what in previous years may rightly have been called, their monopolistic position. The position in this respect is practically identical with that in other countries where the State has statutory powers to prescribe the maximum rate which railways in their respective countries may charge. In India, however, the classification serves a further purpose, in so far as it also determines the minimum rate which a railway may charge. Within these maxima and minima railway administrations have a practically free hand to reduce and otherwise adjust rates according to the local conditions obtaining on their respective systems. The fact that they have taken the fullest advantage of these powers is amply evidenced by the bulkiness of the railway tariffs where millions of rates may be found quoted on a basis lower than the maximum they are permitted to charge.

**Dr. Sir Ziauddin Ahmad:** Will the Honourable Member answer one point before he goes on to the next? With all these precautions that have been taken will the Honourable Member please explain why the same article is put in different classes on different railways?

**Mr. Frank D'Souza:** I hope to come to that later. As, however, I am limited to 15 minutes may I suggest that I be permitted to continue.

Serving as the railways do areas widely differing in their characteristics, both economic and otherwise it was inevitable that in the course of time adjustments made to meet local conditions have given the rates structure a degree of complexity which makes it a comparatively simple matter for any critic to point out what in his opinion are anomalies; and it will not be surprising if those who hear our critics referring to these apparent anomalies feel satisfied that a sufficiently convincing case has been made. The number of special rates, as I have just mentioned, goes into several millions and it is impossible, therefore, for any one who is confronted with quotations taken from tariffs,—I would say quotations judiciously selected for the establishment of a particular case,—to answer here and now as to the circumstances under which those rates were introduced and the justification for their retention.

[Mr. Frank D'Souza.]

The true test, I venture to submit, for judging the suitability of a rate structure is its ability to produce that amount of net revenue which would be sufficient to attract additional capital for the development of the railway system. Judge by this standard, which I believe will be accepted by any commercial concern as axiomatic, there can be no question but that railways have no reason to fear a critical analysis of their rate structure. During the boom period, prior to 1930, the rate structure was responsible for contributing substantial amounts to the central exchequer. During the same period substantial reductions were also made in railway fares and freights which it was estimated, on the basis of the traffic that was then being carried, would affect railway revenues to the extent of about 2½ crores. Since then, the position has not altered to any appreciable degree. The net return on capital outlay, taken as a whole for the period subsequent to 1930, satisfies the criterion which I ventured to suggest might be accepted for judging the suitability of the rate structure.

Then, Sir, a point I should like to make has reference to certain comments that were made in regard to policy generally. No one, least of all the responsible head of the commercial department of each of our principal railways, is so dense as not to realise that in the growth and development of the commerce and industry of the country lie the hope and solvency of our railways. But demands for a general reduction in freight rates, involving as they do substantial amounts of railway revenue, can only be conceded if those on whom the responsibility for a decision rests are satisfied that the ultimate result will be an increase in traffic, at least sufficient in volume so as not to affect the net revenue result.

I hope, Sir, that what I have said will not lead the House to believe that we are unduly complacent in this matter or that we feel that there is nothing more to be done. That is not the case. Trade conditions are not static, and adjustments in freight rates are, therefore, being made continually throughout the year by every principal railway as conditions alter and new traffic arises necessitating the stimulus of lower rates for its development. But the scope for any general reduction, such as those that were made during the boom years preceding 1930, has practically disappeared. The intensification of motor competition to which my Honourable friends, Mr. Umar Aly Shah and Mr. Ayyangar referred, has made it practically impossible for railways to continue a policy of wholesale reductions in freight rates. They are now compelled to keep adjusting their rates to meet motor competition, adjustments which are not called for on economic grounds but are forced on them in order to retain the traffic they have created. In this connection, I might refer to one case which illustrates this point. On the grand trunk road, as many of those who have had occasion to travel through the United Provinces know, motor traffic has developed to a considerable extent within the last few years. On one point on this road where the river Sone is not bridged, between Dehri-on-Sone and Sone East Bank stations, during the three months of September to December, 1936, the number of motor lorries that were ferried across the river was 175. During the corresponding three months of 1938 the number had increased to 514. An appreciable proportion of these lorries carried traffic from the Punjab and North-West Frontier Province to Calcutta, traffic which railway freight rates had built up within the last twenty or twenty-five years. Motor lorries here have taken away the traffic by quoting substantially lower rates than rates that were fully economic before the motor

lorries came into the field. There is another case I might refer to while on this point. It is in regard to Mohwa oil traffic, which the railways have fostered, from Cawnpore to the Punjab. During 1936, the total quantity carried by rail from Cawnpore to the Punjab was 1,57,000 maunds. During 1938, this had dwindled to 29,000 maunds, a loss of 1,28,000 maunds within two years; and what has made the railway's competitive position worse, apart from the lower rates available by motor lorries, is the action of the Cawnpore Municipality, unwittingly perhaps in co-operating with the motor lorry owners by not imposing on road traffic the terminal tax of two annas per maund which is imposed on traffic carried by rail. These inroads into railway revenues make it more than ever necessary for railways to examine carefully demands that are made on them for reduction in freight rates, and to concede only those that can be justified. Any other attitude can only result in unjustifiably burdening the general taxpayer. I think, Sir, with the explanation I have given in reply to charges coming under sins of omission, the House will feel satisfied that my plea of 'not guilty' is justified.

Coming next to the allegation that railway freight rates operate to the advantage of foreign trade and to the detriment of Indian trade, I need only say that the origin of this allegation, which is being repeated year after year in the press and in this House, can perhaps be found in the special rates that were being quoted, a quarter of a century ago, when industrial conditions in India were entirely different to what they are today. Such industries as then existed absorbed only a small part of the raw materials in this country, and could only meet a comparatively small part of the demand for manufactured goods. India's foreign trade was, therefore, characterised by large movements to and from the ports, and the rates tariff was, therefore, adjusted to meet the demand for transport. Conditions in this respect have materially changed since then. But the allegation that freight rates still continue to discriminate against internal trade continue to be made, and why? The reason is that the tariffs still show a large number of special rates quoted to and from the ports. But all these rates have been influenced by the fact that the ports today are also great manufacturing and distributing centres. We can, however, say categorically that no freight rates are quoted by railways to and from the ports which are having a detrimental effect on Indian industries. Such rates, as are quoted, are intended to assist in finding markets for such commodities as cannot find a market in the country itself. An example of this is manganese ore. If the railways did not quote substantially low rates for this commodity from internal mining centres to the ports, the traffic would not move. This is also the case in regard to traffic in chrome ore from Baluchistan to the port of Karachi. If the railway did not quote special rates for this traffic the ore would remain in the mines of Baluchistan.

My Honourable friend, Mr. Baijnath Bajoria, made certain suggestions one of which had reference to the carriage of dry cattle from Calcutta. He referred—and I gathered not very appreciatively—to a special rate which railways were allowing for carriage of cattle in wagon loads from the Punjab to Calcutta. This rate is six annas per wagon, carrying eight to ten head of cattle and represents a reduction of 50 per cent. on the rate that would normally have been charged for the return journey. His grievance was that people in Calcutta having dry cattle to dispose of had

[Mr. Frank D'Souza.]

no alternative but to return such cattle to the Punjab. The long distance, he said, made the rate prohibitive and could not, therefore, be availed of by those who desired to despatch cattle to places other than those from which they had originally been despatched. 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.

My friend, the Deputy President,—he is not here at the moment,—referred to the question of assisting industries by so planning the whole rates structure as to link railway rates policy with the fiscal policy and the policy of discriminating protection. In this connection, Sir, all I need say is that Sir Joseph Bhore in replying to a similar debate in this House four years ago explained the Government's policy in the following passage, which being brief, I may, with your permission, Sir, read:

“The position of the Railway Department has always been this. If we are expected to operate as a commercial concern, then obviously we must charge rates which are fully economic, that if Government decides that assistance should be given to agriculture and industries, that assistance should not be indirect, concealed and vicarious as it would be if railway rates were reduced for the carriage of their products, but that it should be given directly and openly, so that the principle of giving assistance and the measure of assistance to be given may from time to time be capable of being examined and controlled by the Government and the Legislature concerned. From that position the Railway Department has never resiled”.

**Mr. S. Satyamurti** (Madras City: Non-Muhammadian Urban): What about strategic railways and military concessions?

**Mr. Frank D'Souza**: That does not form part of the present attack on the railways.

There is nothing more, Sir, that I can usefully add, and I hope in view of what I have said, the House will reject this motion.

**Dr. Sir Ziauddin Ahmad**: You have not answered my point. You said you would reply to me later.

**Mr. Frank D'Souza**: I have already taken two minutes more than the time I am allowed and prefer not to be pulled up by the Honourable the President.

**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 adopted.

#### *Reduction in Salaries.*

**Mr. Lalchand Navalrai** (Sind: Non-Muhammadian Rural): Sir I move:

“That the demand under the head ‘Railway Board’ be reduced by Re. 1” — (To discuss the need for reduction in salaries of all officials drawing Rs. 200 or more).

[At this stage, Mr. President (The Honourable Sir Abdur Rahim): vacated the Chair which was then occupied by Mr. S. Satyamurti (one of the Panel of Chairmen.)]

I find that in the cut I have mentioned that the reduction should be in the salaries of all officials drawing Rs. 200 or more, but it should be 'and' more.

**Mr. Chairman** (Mr. S. Satyamurti): "Or" means "and". Then that does not matter.

**Mr. Lalchand Navalrai:** My idea in putting forward this motion is that from the top right up to the bottom, the salaries of all officials who draw Rs. 200 or more should be reduced as they are really excessive. It will be observed that this motion does not ask for a reduction of the salaries of people who draw less than Rs. 200. I submit it is very reasonable and equitable not to touch the salaries of people who draw less than Rs. 200, because such people will surely be affected adversely, and it is not known what figure the Government is likely to agree to if they at all agree to impose a cut in these salaries. Therefore, I submit, that so far as the subordinate services are concerned, I mean those people who draw less than Rs. 200 a month, they should not be touched at all. In this connection, I must remind the House that a similar Resolution was tabled in this House only last week and it was passed by this House. Therefore, I do not think there should be any difficulty in passing this motion also in order to bring the Government to their senses. Sir, it may be said that the Government of India have no power to touch the salaries of the services recruited by the Secretary of State, but the moral effect of this motion, if it is passed, coupled with the moral effect of the Resolution that was passed last week, will be that the Government of India would be inclined or compelled to press upon the Secretary of State to agree to effect a cut in the salaries of the superior services also, and thus set an example. I do not like that an example should be set in this matter by cutting down the salaries of the services which are in the hands of the Governor General in Council only, but I want that the process of cutting down the salaries should begin from the top, because it is the superior services who have been paid very fat salaries,—I may even say that they have been paid fabulous salaries. Sir, I need not labour this point, because everybody knows how much fat salaries the superior services are paid on our Railways. If we see the Classified List of State Railways Establishment, we find that the salaries are too high and excessive and that portions of the salary can be conveniently released by the officials and the Government should press for that. When I go through certain figures another object also will be served, namely, how far Government has failed in Indianising the superior services of the railways. (Interruption.)

**Mr. Chairman** (Mr. S. Satyamurti): Order, order. The only question relevant to this motion is the reduction of salaries and not the question of Indianisation.

4 P.M.

**Mr. Lalchand Navalrai:** I only said that because I cannot close my eyes to that fact when I was talking about their salaries. However, we have in the Railway Board five Members. Among them I find one Indian. I find the Honourable Sir Guthrie Russell, Mr. Staig. . . .

**Mr. Chairman** (Mr. S. Satyamurti): The Honourable Member need not repeat the names. We all know the names.

**Mr. Lalchand Navalrai:** The Chief Commissioner gets Rs. 5,000 and others get Rs. 4,000 each. It is not in a year but every month, and I cannot understand why they cannot willingly give away a portion of those salaries. They have enjoyed those salaries for long, but now the times have changed, and power is coming into the hands of the people. . .

**An Honourable Member:** What reduction do you want?

**Mr. Lalchand Navalrai:** I am just coming to that, but if you want directly an answer, I would say a graduated one. Coming to General Managers, they get Rs. 3,500 a month and there are six of them. There are ten Deputy General Managers and each of them gets pay from Rs. 1,950 a month. Even the Divisional Superintendents draw so much, and that is why we have been saying that the divisional system is top heavy. There are 18 Divisional Superintendents and they get Rs. 2,150 each. There are six Divisional Transportation Superintendents and they get Rs. 1,950 each. Coming to the Civil Engineering Department of the Railways we find there are ten Chief Engineers, drawing Rs. 2,750 each with an increment of Rs. 125 rising to Rs. 3,000. The Deputy Chief Engineers draw Rs. 1,950 a month. The Executive Engineers draw Rs. 1,375 a month. The pay of the Directors of the Railway Board is Rs. 2,000 a month. Even the Superintendents get about Rs. 800 to 900. They must have collected much wealth by this time and kept it in the Reserve Bank or in England, and the time has come when they should release a portion of it. The Government must consider this question and join us in this motion, though unpalatable and disagreeable it may be to some of them. Looking at it from the point of view of equity and justice, when Provincial Ministers are getting only Rs. 500 in the Congress provinces and even in a province like Sind where there is no Congress Government at present they are getting only Rs. 500. . . .

(At this stage, Mr. Muhammad Nauman interrupted the Honourable Member, while sitting in his place.)

**Mr. Chairman** (Mr. S. Satyamurti): If the Honourable Member wants to interrupt so consistently, he must get up and say what he wants to say.

**Mr. Muhammad Nauman:** I only said that the Congress Ministers, although in name only they get Rs. 500 a month, get free motor cars worth Rs. 8,000 or 9,000, plus furnished house and everything else, which probably come to about Rs. 3,000 a month. It is only a dozen of the one and twelve of the other!

**Mr. Lalchand Navalrai:** However, it is quite plain and it is no use mincing matters like this. It is quite plain that they used to get so much before and now they have reduced it to Rs. 500. They were taking allowances before also. Therefore, I submit that there is every justification for a cut in the salaries. From the Explanatory Memorandum on the Railway Budget, I find at page 7 that the expenses have doubled and I suppose that these are expenses on the establishments, because I find other expenses are shown separately.

**Mr. Chairman** (Mr. S. Satyamurti): The Honourable Member has got just two minutes more.

**Mr. Lalchand Navalrai:** Very well, I will finish. Rs. 22 crores and ten lakhs are spent on the establishments. If there is a graded cut on this, it will leave so many crores, at least three or four crores which can be used for nation building purposes. The first charge on that saving should be this, that the grievances of the lower subordinates who are drawing only Rs. 60—their grievances have been laid before this House for a very, very long time,—their grievances should be removed, and it should not be persistently said that they cannot go from grade 1 to grade 2 and these grades cannot be amalgamated. Then the surplus can also be used for removing the grievances of the running staff, grade III.

Then, I come to the fans. The Honourable the Railway Member said today that they will cost two crores of rupees and a recurring expenditure of 30 lakhs for third class carriages. The money that will be saved by reduction in salaries can be used for those amenities like providing fans. These officers, who are sitting here and travelling in these saloons and air-conditioned coaches, do not know anything about the tropical conditions of the country. Let them come to Sind and Punjab in the months of May, June and July and see how they get boiled. It is for the reason of making a saving and using it well that I have submitted this motion. I would suggest that the cut should be a graded one.

**The Chairman (Mr. S. Satyamurti):** Cut motion moved:

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

**Mr. Suryya Kumar Som (Dacca Division: Non-Muhammadan Rural):** Sir, the question of the reduction of the salaries of Government servants in all departments is a cry that has been going on for a long time. The other day the House passed a Resolution about the officers of the Central Government of which the Railways form a branch. I do not think, it is at all necessary to say that the scale of pay now granted by Governments, whether Central or Provincial, has no connection with the general economic situation in the country. We find that throughout the world the pay of the public servants is always fixed by considerations of the general economic situation in the country and of the people. Here, in India, according to the calculation of Englishmen, the average income *per capita* is Rs. 40 or 50 per year. That is for a man with his family. That is the general economic situation in the country and yet we find the pay of the ordinary officers running to thousands and thousands. Here, the income of each member of the Railway Board is Rs. 4,000 a month. Therefore, it requires no logic to show that it has no connection with the condition of the country. That proposition, so far as I know, has not been refuted by Government. They give many other reasons for not cutting down the salaries but they have never said that the higher officials are very highly paid, considering the condition of the country. That being the situation, my friend's motion stands on very good logic. My friend has not said anything as to what should be the reduction. I have noticed also that in many provinces commissions after commissions have been appointed to report as to what should be the pay of the officers, but speaking for myself I should say that we should at once revert to the pre-war pay with which Indians and Europeans were satisfied for 150 years. There was not very persistent cry for raising

[Mr. Surya Kumar Som.]

the pay. I think it is in 1919 that the new pay came into force and then the pay was sometimes raised enormously by 100 per cent. I have heard that many of those who received the pay said that they never dreamt that they would get so much. There was no defence for it but the Government was so solicitous for the natives of India that the Secretary of State came up with an all round increase of pay, from the chowkidar up to the highest official. This has come to stay up to this time. I fully remember the reasons given in the Resolution for increasing the pay. One of the prominent reasons was the rise in prices. There was a time when we used to purchase a pair of cloth for Rs. 4 or 5 and rice at five to six rupees. That was the condition of the country at that time and that was given as one of the cogent reasons for increasing the pay of the officers. If one examines the economic condition of the country, it will be found that it is much better than in those days, when the rise in pay was given. Prices have now come down by 40 per cent. but the same old pay continues. That is a very important thing which the Government ought to consider and there is no reason why we should not go to the pre-war pay. At that time we got munsifs, sub-judges and railway officials of a very high class and they were satisfied with the pay they were getting in those days. At that time men of good education and capacity were rare in the country. Now, capable men are as plentiful as gooseberries. They are in the streets without employment and their number is increasing. You can get a first class graduate for a scale of 60 to 115 with promotion and pension. In the old days it was difficult to get any graduates. Now, you can get so many. Why do the Government persist then in the present scale of pay? That is the ground on which the people have a grievance against the Government. Those who have any political thinking, who consider these questions from the political and economic point of view have a greater and stronger reason to oppose the high pay of Government officials. It is for this reason. I read a book called "Whither China" by a great American writer. There I find that the Imperialist Government has got many secrets. One of the secrets is this: Wherever they go into the country, they place themselves and their underlings on the left in a position so as to have the ordinary people of the country amenable to them and so that the whole people may think that they are much higher people than what they are. Whether they have intelligence, education or not the people must always think thus, that these fellows carry a salary of Rs. 4,000 a month but I carry only Rs. 4, and how great they are! That is the idea inculcated into the mind of the people and they are demoralized as against the Government proteges and the Government servants. Sir, this is one of the reasons for which I support the motion.

There is another and greater principle. Now all the world over we find the greatest intellects go in for improving the research, the scientific knowledge, the industrial knowledge, the economic condition of the country, and all these things. They do not accept this *mamuli* work of the Government servants just to fill up some column, write a stereotyped report and sign it. These are not the things for great brains. Now the mischief is that the best university boys are being drawn into what is called the heaven-born service, the Civil Service. The second class ones go to the provincial service, the third class ones go to the police

service, and only the fourth class, the riff-raffs like ourselves remain to watch over the fortunes of the country. This is not a question to laugh at. I have known my class friends, I have known men who had a large heart and better brains than myself but who got into service and I have taken a different path now and when I meet these men, they look small to me, because of their *mamuli* work for thirty years as a deputy magistrate sending men to jail or bringing men out from jail and doing other stereotyped work whereby the men lose their intellect, their imagination and their everything of value . . .

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

**Mr. Suryya Kumar Som:** I would ask my Congress friends to consider this last point most seriously and to see that your best brains are not bribed into the Government service by high pay; and those who can appreciate Mahatma Gandhi's formula of a maximum pay of Rs. 500 will understand that. You have not understood what he means by that. He means all those things I have mentioned by fixing that limit of Rs. 500. That is, all the great brains of the country should be satisfied with that sort of income; and I know that if you get a very very high pay, you lose your energy, you lose your imagination, and you become a monotonous body. So, on this ground also I oppose this policy. And, as I have already said, the economic situation of the country is better, very very much better today and so I appeal to you to consider this question. We are not going to tax the poorly-paid officer; let their pay be increased a little, rather. We know we cannot touch the Civil Service, We cannot touch the protected services, and, at present, we must be content with that position until we can do away with them but there are others whom you can touch. And the whole Assembly will support me in that. Sir, with these remarks I support the motion.

**Mr. Sri Prakasa** (Allahabad and Jhansi Divisions: Non-Muhammadan Rural): Sir, enjoying as I do an unearned income of something more than Rs. 200 a month with an additional Rs. 600 a month during the time the Assembly sits, it sounds a little ungracious for me to attack salaries above Rs. 200. But I should like to make the ground clear by saying that if it were in my power and if the Assembly were discussing that proposition I should say that all incomes—not only earned by salaries but in every other way should be revised—and that all incomes above Rs. 200 per month, whether received as salary or otherwise, should be subject to serious cuts. Having cleared the ground that way and saved myself from any possible personal criticism, I should like to support this cut. My Honourable friend, Mr. Nauman, referred to the incomes of the Congress Ministers. I have not examined their budgets carefully but if they manage to get more than Rs. 500, their incomes also deserve a severe cut. The difficulty is this. In these days of scientific inventions, money can buy a lot of things that it could not buy before. Two or three hundred years ago a man who had lakhs and crores of rupees a year could not live in half the luxury that an income of Rs. 3,000 or Rs. 4,000 a month can enable him to do today; and, therefore, there is spreading constantly a feeling of bitterness between the various classes of society; and all those who wish well by man would like to see this bitterness

[Mr. Sri Prakasa.]

abolished. It is, therefore, necessary that there should be an approximate equality of incomes between man and man.

The easiest way to begin the good work is undoubtedly to begin with those who are in receipt of salaries, whether from Government or otherwise, and submit these to a cut. This good work will tell in the long run because those who are in office are imitated by others very much more than those who are not in office. It is quite clear that when servants of Government, men in power and in authority live in a certain manner, other people are inclined to imitate them and, therefore, they also start living high, with the result that the pressure on the land becomes heavier and heavier. Let us look at New Delhi itself. Lots of people, who should really be tied to the countryside, buy lands here or have been given lands free by Government: they build large houses here and they have to budget for a large annual expenditure in order to keep up their establishments even when they are not living here. So, Sir, if those who are in authority once begin, if I may say so, to lower their standard of life and if they started stopping waste and extravagance, then others will emulate them. They should, therefore, set a good example and the whole of the country will prosper and be happy. I, therefore, feel that this is the time when we can start upon this good work. When Government servants are put on this level, you may be sure that others will follow suit before very long. I, therefore, think that Government should begin this work, and when we are discussing a Department of the Government which employs a large number of people, like the Railway, I feel the work can be begun most easily. It is the social side of the problem that worries me more than even the economic.

The funny thing is that this mutual jealousy does not only exist between those who are paid very high and those who are paid very low; but even among the highest placed Members of Government. I will give you an example. When I came down from Simla after the last Session, I found two big saloons standing side by side at the Kalka Railway station. One of them belonged to a Member of the Executive Council of the Viceroy; and happening to know him, as I happen to know all Members as a Member of this House myself, I went in and seeing the apartments I said to him that it was a very nice and comfortable saloon. He said: 'Not at all. Go next door and see the saloon of the Member of the Railway Board. That is much better.' As I did happen to know the Member of the Railway Board also I could not enter and reconnoitre his saloon. But this shows how even slight differences make for bitterness. And, mind you, the Executive Councillor did not tell me this with a smile but he said it with obvious dissatisfaction. So when Executive Councillors of the Viceroy can be jealous of the saloon of a Member of the Railway Board, then, surely, a humble porter, a clerk, will be very much more jealous of him. Sir, if we want really to do some good work for society, I think it is time that the salaries of Government servants were very carefully examined and then Government will be in a position to examine the incomes of those who do not derive them by salaries and make equitable provisions for all. I hope that the House will accept this motion and that the Government will also see the justice of what we press.

**Dr. Sir Ziauddin Ahmad:** Sir, I make a distinction between the cut in salary and the reduction in the scale of salary. Now, my Honourable friend, who moved the motion, gave as an illustration the salaries of different officers and he thought that the salaries were rather too high. Then, the only alternative is that we should reduce the scale of salaries and bring it to some reasonable figure. But this is called revision in the scale of salaries and the cut is an entirely different thing. A cut is a temporary measure. That is, whenever we have depression troubles and special difficulties, in a particular year and there is loss of income, then we impose a cut for a temporary period as we did impose in 1931. When this cut was imposed, it was clearly pointed out that it will be for a certain number of years and, as soon as the financial condition of India will improve, this cut will be restored and it was restored. I think the wording of the motion of the Honourable the Mover clearly indicates that the cut is for a temporary period and not a permanent cut.

**Mr. Lalchand Navalrai:** Not at all. I never meant that. I want reduction in salaries.

**Dr. Sir Ziauddin Ahmad:** We have already revised salaries. They were reduced two years ago. The Resolution that we passed last time clearly indicated that there was to be a cut in the salaries and whenever there is a cut in the salaries, it is always implied that it is for a short period. It does not imply that it is a permanent cut. But the question of the reduction of salaries is a different one. If we want the reduction in salaries, then it is not a temporary measure. I made it quite clear on the last occasion and I want to make it quite clear now that if the salaries of persons drawing less than Rs. 200 are touched, then we will oppose vehemently a cut as well as reduction in salaries. I said clearly last time that if there were two alternatives before us, either no reduction in salaries and no cut, or reduction of salaries and cut in the case of those persons who are drawing less than Rs. 200, then each time we would vote that we do not touch anybody. We are not in favour of reducing the salary, either in the shape of a cut or in the shape of a permanent reduction, of those persons who are drawing Rs. 200 and less. We would rather forego the cut in the higher salaries and the reduction of the higher pay than impose a cut on persons drawing Rs. 200 and less. Now, let us visualise what would happen if our recommendation is accepted. We all know that we cannot touch the salaries of those persons who are employed by the Secretary of State for India. We will have to take his permission before any reduction is made or any cut is imposed on their salaries. Therefore, the only persons who would be affected by our motion will be the second class officers, as my Honourable friend, Mr. Som, just pointed out, namely, persons who are in the Provincial Services and are not directly under the command of the Secretary of State for India. These are the persons who would be vitally affected by this motion. Although we are all very anxious that we should exercise strict economy as far as the expenditure on salaries is concerned, at the same time we must make it clear to the Government that by this recommendation we do not intend that the salaries of persons who are drawing Rs. 200 should be affected. I hope some Honourable Members on the Government side will stand up and mention what would be the effect of this cut. How much money we will be able to save? I have got

[Dr. Sir Ziauddin Ahmad.]

no figures to calculate myself. But my estimate is that the salaries of persons drawing more than Rs. 200 per mensem is about ten per cent. of the salary bill. If we have a reduction of only ten per cent., then, really speaking, the saving that we will have is only one per cent. but the amount of disaffection which will be produced in the country will be much greater than the money we would have saved. Therefore, Government will have to think many times before they take this action. On the face of it, I, as a taxpayer, will always be happy to save some money if I can have by indiscreet action of the Government.

**Lieut.-Colonel Sir Henry Gidney** (Nominated Non-Official): Mr. Chairman, I am one of those who does not believe in the Congress policy of a Rs. 500 limit to salaries. I have in my public speeches expressed myself very frequently on this point. I believe that if one carries this pauperising policy too far—you will forgive me for mentioning this—you open the flood gates to bribery, corruption, dishonesty and other such ill uses. (Interruptions.) That is my view. You can hold your own views. Then, Sir, I also believe that efficiency and economy are strange bed fellows. I also cannot believe that the Mover of this motion was correct when he said that the total salaries of railway officials is 22 crores. It would be a terrible burden on the revenues of railways if that were true. I also believe that if salaries are lowered too much the remedy might turn out to be worse than the disease itself. Another fact which one must remember is that, when salaries both of officials and subordinates were increased in or about 1920, it was entirely due to the then high cost of living as was rightly pointed out by my Honourable friend, from Calcutta. Today the standard of living is, I think I am right in saying, about 47·3 per cent. less than what it was in 1914 (pre-war cost). Now, Sir, if the cost of living was the criterion that was then taken into consideration, for a rise in salaries, then the salaries of today should be reduced accordingly. That is one clear line on which we can suggest that action should be taken. But what was the cause of this great increase in the salary of officials, including those employed in the Railways? It was due to the recommendations of the Lee Commission which visited India and which, without the consent of this House as should have been done, looted the Indian Exchequer of one crore of rupees every year. This levy is correctly called the "Lee loot". That Lee concession is, to my mind, an imposition on the finances of this country. It might have been necessary, during the Great War, but not today when living is cheaper and some commodities are cheaper than pre-war rates. These Lee concessions were also considered necessary for the purpose for meeting extra family expenses in England. I know there is a reciprocal action in this matter, for, Indians employed in the India House in London get an extra allowance and they are allowed free passages to India and back and, therefore, on that analogy, the Britisher employed out here should not be deprived of such extra allowances. But whether this is necessary or not is not my concern. My contention is this: The Lee concessions should not be given to any new officers employed in the railways or to any other services from now onwards. This, I opine is only just and fair. I do not think it is asking too much of the Government to give its consent to this request. I repeat I do consider that the advantages which the Lee commission conferred mainly on the superior services in India are an imposition on the finances of the country. Not only that, I consider

it not only an imposition but absolutely an unjust act. For instance, take the Asiatic domiciled and non-domiciled officers in these higher services. The non-Asiatic domiciled can claim free medical treatment, free hospital accommodation, etc., when he is sick, but if a man of this country, an Asiatic domiciled, who is exposed to the same dangers and environments from a health point of view falls ill, he has to pay for every thing. These distinctions—very serious distinctions between the Asiatic domiciled and non-domiciled officers are very unjust.

The Honourable the Mover of this cut motion apparently forgot that the rates of pay of officers and subordinates have been largely reduced and I believe I am correct in saying—in some instances there has been as large a reduction as 30 per cent. among officers (new entrants) and 50 per cent. among subordinates (Anglo-Indians). I am talking of the conditions as prevailed in about 1929 to 1935. New officials are now being recruited on a much lower scale. We know that. But the privileges and rights of those officers recruited by the Secretary of State and who are today in service cannot be touched. But we can ask that there be a complete stoppage of the Lee concessions to all new officer entrants from date onwards. We, however, cannot reduce the subordinates' rates of pay which are already a starvation wage. Perhaps the Mover is unaware of the fact that most of subordinates in the railway service, after a service of 25 years, will get a mean average salary of Rs. 95 or Rs. 100 p. m.—this is to say the mean rate. So he does not come within the purview of the cut of those drawing Rs. 200 p. m. On the other hand, take the Posts and Telegraphs services.

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

After 25 years service, mean average pay a man will get is Rs. 125 at the time when he is likely to have a family of six or seven to support. Remember that very often those who indulge in "birth control" do not, as a rule practise "girth control" which as you know demands adequate food. I, therefore, do not think the subordinate salaries should be touched at all and for this reason I do not agree in entirety with this cut motion. You know you cannot possibly touch the salaries of the present officers in the railways. Therefore, it is no use beating about the bush and wasting with idle talk. Let us be practical if nothing else. We might, of course, make certain specific requests to the Honourable Member. Considering that the salaries of all new officials have been reduced to a remarkable extent, we can, in this House, move a Resolution that no new entrants (officers) be appointed to the Railway services in receipt of any Lee Commission allowances that are not given to those who are recruited in India and to this extent I will support the cut motion. Otherwise, I am afraid, I cannot do so. Sir, I have nothing more to say on this matter except to impress on Government that the time has come when no new entrants as officials should be given the Lee Concessions.

**Mr. S. Satyamurti:** Sir, I want to give the Honourable Member for Railways sufficient time to reply, but in the meanwhile, I want to clear just one or two points. The Railways are not yet out of the wood. As

[Mr. S. Satyamurti.]

my Honourable friend, Dr. Sir Ziauddin, said, if you want a cut or a reduction, it must be an emergency measure. I venture to assert that the railways are still in a state of financial emergency. They have been given a moratorium. They have not paid their debts to the general revenues or to the depreciation fund. They are not able to make both ends meet, and they are not able to carry out even their own recommendations to build up thirty crores depreciation fund, which my Honourable friend said yesterday was accepted by Government. Then, Sir, there are various demands on the railways for reducing the rates and freights, for increasing the amenities to third class passengers, and for all these we want money. Therefore, the emergency continues. That is why we want these salary cuts to be enforced on a graded scale. We do not want any cut for those who draw below Rs. 200 a month. For those who draw above Rs. 200, there must be a graded cut, so that money may come and the railways may be out of the wood as early as possible. My Honourable friend, Sir Henry Gidney, made another point with which I entirely agree. All these Lee concessions, in the shape of overseas pay and other allowances, were originally based on special considerations, especially the cost of standard of living. That has now come down, and there is no answer from the Treasury Benches when we ask them, 'why do you want to keep up the salaries given on conditions which no longer exist?' It is immoral, it is unjust, it is unjustifiable. Therefore, you must reduce these salaries.

There is one more point which my Honourable friend, Dr. Sir Ziauddin Ahmad, referred to, and to which I want to reply to. He said, 'you cannot touch the salaries of those recruited by the Secretary of State'. My submission is that it is not, as if these salaries are protected absolutely. The Secretary of State is no iceberg in England. If there is strong non-official public opinion in this country, then even the Secretary of State will have to yield. He cannot go on snapping his fingers at public opinion in this country. Therefore, it seems to me that if the House unanimously passes a Resolution—at least the non-official element of it—then the Government will be able to fight the Secretary of State, and make him agree to all these reductions.

One more point, on behalf of the unfortunate Congress Ministers who are not here to defend themselves. My Honourable friend, Mr. Muhammad Nauman, said that the Congress Ministers were getting Rs. 3,500 a month all told, . . . .

**Mr. Muhammad Nauman:** Sir, on a matter of personal explanation. I said that nominally the Congress Ministers get Rs. 500 a month. But they get car allowance, house allowance and various other luxury allowances which all taken together would amount to Rs. 3,500 which the previous Ministers used to get.

**Mr. S. Satyamurti:** I want to contradict most categorically my Honourable friend's statement. The salaries of the Congress Ministers of my Province are not anywhere near the figure mentioned by Mr. Muhammad

Nauman. They get a salary of Rs. 500 a month, a car allowance of Rs. 150 and a house rent allowance of Rs. 100, and on the whole they get only Rs. 750 and not a pie more than that. As a matter of fact, the car does not belong to the Ministers it belongs to the office, and not to any individual Minister, so that if tomorrow my Honourable friend, Mr. Nauman, becomes Minister he can use the same car. They do not get a pie more than Rs. 750 and we, Congressmen, when we ask for reduction of salaries speak what we mean and mean what we speak.

**The Honourable Sir Thomas Stewart:** Sir, I am still a little hazy as to the reason for which the Honourable the Mover made his motion. As far as I can make out the only explanation he gave of it was that it was for "moral effect". To that I will return later on. I am sure he must be grateful to my Honourable friend, Mr. Satyamurti, for having lent some sort of "rationale" to the cut motion. Let me explain what it really means. The pay bill of the Railway Department is about 35½ crores. Of that roughly three crores represents the gazetted staff and the remainder is non-gazetted staff. The gazetted staff is on a pay of Rs. 300 and above. This line of division does not quite coincide with the division suggested by the Honourable the Mover of the cut motion. Ten per cent. on gazetted staff only would mean 30 lakhs. I have made an approximate estimate of what would be the effect of a ten per cent. cut going further down to Rs. 200. It comes to something like 60 to 80 lakhs. That is not an inconsiderable sum, regarded as economy. Honourable Members are, however, aware that the scale of salaries has been reduced within the last three or four years and that the maximum salary has been reduced by as much as 20 per cent. in the higher grades. It is a graded reduction and as one goes lower down in the categories of posts the reduction is equivalent to about ten per cent. That is an economy which we expect will yield a sum of 3½ crores. It is perfectly true that we shall have to wait for the efflux of time before the full 3½ crores comes along. The alternative which is suggested by the Mover is, that a cut or reduction should be imposed upon those who enjoy the old scales of pay. I find it rather difficult on the eve of the publication of the general budget proposals to discuss the question on its merits. I can only give my opinion from the railway point of view. It is quite obvious from what has been said today, specially by my friend, Mr. Sri Prakasa, that this is regarded as a particular case of a general theory that nobody should have remuneration on the scale which railway officers have. That may be perfectly true but I want to know why railway officers should be singled out for this special attention. It is they, poor souls, who for a week or ten days each year are, if not abused, scorned. They are described as the most incompetent people that ever were. That is an annual happening. Recently, they have had a more unfortunate experience. Not only when the Legislature is in Session but throughout the past months our railway officers have been subjected to very cruel treatment indeed. There is no merit to be found in them. And, if on the top of all, the suggestion is made that their pay should be cut, it will mean the absolute demoralisation of a service that deserves much better treatment than it has got. I must insist on resisting this cut.

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

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

The Assembly divided :

AYES—58.

Abdul Ghani, Maulvi Muhammad.  
 Abdul Qaiyum, Mr.  
 Abdullah, Mr. H. M.  
 Abdur Rasheed Chaudhury, Maulvi.  
 Aney, Mr. M. S.  
 Asaf Ali, Mr. M.  
 Ayyangar, Mr. M. Ananthasayanam.  
 Azhar Ali, Mr. Muhammad.  
 Bajoria, Babu Baijnath.  
 Banerjea, Dr. P. N.  
 Basu, Mr. R. N.  
 Bhutto, Mr. Nabi Baksh Illahi Baksh.  
 Chaliha, Mr. Kuladhar.  
 Chaudhury, Mr. Brojendra Narayan.  
 Chettiar, Mr. T. S. Avinashilingam.  
 Chetty, Mr. Sami Vencatachelam.  
 Das, Mr. B.  
 Das, Pandit Nilakantha.  
 Deshmukh, Mr. Govind V.  
 Essak Sait, Mr. H. A. Sathar H.  
 Gadgil, Mr. N. V.  
 Ghasuddin, Mr. M.  
 Ghuznavi, Sir Abdul Halim.  
 Gupta, Mr. K. S.  
 Hans Raj, Raizada.  
 Hegde, Sri K. B. Jinaraja.  
 Hosmani, Mr. S. K.  
 Ismail Khan, Haji Chaudhury Muham-  
 mad.

Jedhe, Mr. K. M.  
 Jogendra Singh, Sirdar.  
 Kailash Behari Lal, Babu.  
 Lahiri Chaudhury, Mr. D. K.  
 Lalchand Navalrai, Mr.  
 Maitra, Pandit Lakshmi Kanta.  
 Malaviya, Pandit Krishna Kant.  
 Mangal Singh, Sardar.  
 Misra, Pandit Shambhu Dayal.  
 Mudaliar, Mr. C. N. Muthuranga.  
 Muhammad Ahmad Kazni, Qazi.  
 Nauman, Mr. Muhammad.  
 Paliwal, Pandit Sri Krishna Dutts.  
 Rafiuddin Ahmad Siddiquee, Shaikh.  
 Ranga, Prof. N. G.  
 Rao, Mr. M. Thirumala.  
 Raza Ali, Sir Syed.  
 Saksena, Mr. Mohan Lal.  
 Santhanam, Mr. K.  
 Satyamurti, Mr. S.  
 Sham Lal, Mr.  
 Sheodass Daga, Seth.  
 Siddique Ali Khan, Khan Bahadur  
 Nawab.  
 Singh, Mr. Ram Narayan.  
 Sinha, Mr. Satya Narayan.  
 Som, Mr. Suryya Kumar.  
 Sri Prakasa, Mr.  
 Subbarayan, Shrimati K. Radha Bai.  
 Umar Aly Shah, Mr.  
 Ziauddin Ahmad, Dr. Sir.

NOES—43.

Abdul Hamid, Khan Bahadur Sir.  
 Ahmad Nawaz Khan, Major Nawab Sir.  
 Aikman, Mr. A.  
 Ayyar, Mr. N. M.  
 Bajpai, Sir Girja Shankar.  
 Bewoor, Mr. G. V.  
 Boyle, Mr. J. D.  
 Buss, Mr. L. C.  
 Chanda, Mr. A. K.  
 Dalal, Dr. R. D.  
 Dalpat Singh, Sardar Bahadur Captain.  
 D'Souza, Mr. Frank.  
 Gidney, Lieut.-Colonel Sir Henry.  
 Gorwala, Mr. A. D.  
 Greer, Mr. B. R. T.  
 Grigg, The Honourable Sir James.  
 Hardman, Mr. J. S.  
 James, Mr. F. E.  
 Jawahar Singh, Sardar Bahadur Sardar  
 Sir.  
 Kamaluddin Ahmed, Shams-ul-Ulema.  
 Kushalpal Singh, Raja Bahadur.  
 Lillie, Mr. C. J. W.  
 Mackeown, Mr. J. A.

Maxwell, the Honourable Mr. R. M.  
 Menon, Mr. P. A.  
 Menon, Mr. P. M.  
 Metcalfe, Sir Aubrey.  
 Miller, Mr. C. C.  
 Mukerji, Mr. Basanta Kumar.  
 Nur Muhammad, Khan Bahadur Shaikh.  
 Rahman, Lieut.-Col. M. A.  
 Row, Mr. K. Sanjiva.  
 Scott, Mr. J. Ramsay.  
 Sher Muhammad Khan, Captain Sardar  
 Sir.  
 Sircar, The Honourable Sir Nripendra.  
 Sivaram, Rao Sahib N.  
 Spence, Mr. G. H.  
 Staig, Mr. B. M.  
 Stewart, The Honourable Sir Thomas.  
 Sukthankar, Mr. Y. N.  
 Sundaram, Mr. V. S.  
 Thomas, Mr. J. H.  
 Zafrullah Khan, The Honourable Sir  
 Muhammad.

The motion was adopted.

The Assembly then adjourned till Eleven of the Clock on Wednesday, the 22nd February, 1939.