

# COMMITTEE ON PETITIONS

(FIFTH LOK SABHA)

## THIRTY-FOURTH REPORT

[Presented to Lok Sabha on the 4th November, 1976].



**LOK SABHA SECRETARIAT  
NEW DELHI**

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# COMPOSITION OF THE COMMITTEE ON PETITIONS

(1976-77)

Shri Bibhuti Mishra—*Chairman*

## MEMBERS

2. Shri S. C. Besra
3. Shri Ishwar Chaudhry
4. Shri Tridib Chaudhuri
5. Shrimafi Sheila Kaul
6. Shri Surendra Mohanty
7. Shri Arvind M. Patel
8. Shri Ram Swarup
9. Shri P. Antony Reddi
10. Shri Ajit Kumar Saha
11. Maulana Ishaque Sambhali
12. Shri Biswanarayan Shastri
13. Shri Rana Bahadur Singh
14. Shri Sidrameshwar Swamy
15. Shri Krishnarao Thakur

## SECRETARIAT

Shri J. R. Kapur—*Chief Legislative Committee Officer.*

**.THIRTY-FOURTH REPORT OF THE COMMITTEE ON  
PETITIONS (FIFTH LOK SABHA)** . .

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**INTRODUCTION**

1.1. I, the Chairman of the Committee on Petitions, having been authorised by the Committee to present the Report on their behalf, present this Thirty-fourth Report of the Committee to the House on the following matters:—

- (i) Representation regarding conversion of narrow-gauge railway lines of Jabalpur-Gondia, Gondia-Chandrapur, Nainpur-Mandla Fort and Nainpur-Chhindwara-Parasia-Nagpur into broad-gauge lines.
- (ii) Representation from the President, All India Organisation of Pensioners, New Delhi, regarding demands of pensioners.
- (iii) Representation regarding acquisition of land in Calangute village of Bardez Taluka by the Administration of Goa, Daman and Diu.
- (iv) Action taken by Government on the recommendation of the Committee contained in their Eighteenth Report (Fifth Lok Sabha) on the representation regarding restoration of commuted portion of pension of Central Government pensioners.
- (v) Other Representations.

1.2. The Committee considered the above matters at their sittings held on the 8th December, 1971, 14th June, 1972, 27th January, 1973, 18th June, 19th July and 8th October, 1976, and adopted their draft Report at their sitting held on the 3rd November, 1976.

1.3. The observations and recommendations of the Committee on the above matters have been included in the Report.

**BIBHUTI MISHRA,**

**NEW DELHI;**

*Dated the 3rd November, 1976*

*Chairman,*

*Committee on Petitions.*

## II

### REPRESENTATION REGARDING CONVERSION OF NARROW-GAUGE RAILWAY LINES OF JABALPUR-GONDIA, GONDIA-CHANDRAPUR, NAINPUR-MANDLA FORT AND NAINPUR-CHHINDWARA-PARASIA-NAGPUR INTO BROAD-GAUGE LINES

#### A. Petitioner's Grievance and Prayer

2.1. Shri M. C. Jain, President, Mahakoshal Chamber of Commerce, Jabalpur, submitted a representation dated the 1st September, 1971, in which he had *inter alia* stated as follows:—

“The districts of Mandla, Balaghat, Chhindwara and Seoni of Madhya Pradesh are very rich in forest and mineral wealth which have not been fully exploited due to inadequate train services. We have been making representations to the Railway Ministry and the Railway Board for conversion of the undermentioned narrow-gauge lines into broad-gauge lines which would not only result in development of this otherwise backward region but would also lead to industrial activities and provide a direct link with the Southern regions of the country.

- (i) Jabalpur-Gondia
- (ii) Gondia-Chandrapur (Chanda)
- (iii) Nainpur-Mandla Fort
- (iv) Nainpur-Chhindwara-Parasia-Nagpur.

\* \* \*

All these lines are uneconomical because of their inability to provide the services which are necessary and its incapacity to cope with the demands.

It is necessary that these lines are converted into broad-gauge lines at the earliest which would make for all round development.”

#### B. Comments of the Ministry of Railways (Railway Board)

2.2. The representation was referred to the Ministry of Railways (Railway Board) for furnishing their factual comments for the con-

consideration of the Committee. In their factual comments dated the 16th September, 1971, the Ministry of Railways (Railway Board) stated as follows:—

“The Uneconomic Branch Lines Committee, 1969, had recommended the gradual conversion into broad-gauge of the northern section of the Satpura Narrow-Gauge Railway system with its branches consisting of (a) Parasia-Chhindwara-Seoni-Nainpur-Mandla Fort (b) Jabalpur-Nainpur-Balaghat-Gondia and branches and (c) Chhindwara-Nagpur.

Based on the recommendations of the Committee, a detailed traffic survey for the conversion of the above sections has been included in the Budget, 1971-72. An estimate for the survey has also been sanctioned on 27th July, 1971 at a cost of Rs. 3,37,506/-. Further consideration to the project will be given after the survey is completed and the results thereof become known.”

2.3. The Committee considered the above comments furnished by the Ministry of Railways at their sitting held on the 8th December, 1971 and decided that the matter might be considered again after the detailed traffic survey for the conversion of the above-mentioned railway lines into broad-gauge had been completed and the results thereof were intimated to the Committee by the Ministry of Railways.

2.4. In their note dated the 18th April, 1972, the Ministry of Railways (Railway Board) informed the Committee:

“The traffic survey for this project has not yet been completed. The survey is expected to be completed by the end of this year only. The results of the survey and the Railway Board's examination of the report will be furnished to the Lok Sabha in due course (by about 31st March, 1973).”

### C. Evidence before the Committee

2.5. The Committee considered the above note of the Ministry of Railways at their sitting held on the 14th June, 1972, and directed that the Ministry of Railways (Railway Board) might expedite that work earlier, if possible. Subsequently, in his oral evidence before the Committee on the 27th January, 1973, the representative of the Ministry of Railways (Railway Board) stated that the survey was in progress and it was expected to be completed by the 31st March, 1973. Thereafter, the survey report would be examined by the Railway Administration.

2.6. In their written note dated the 30th March, 1976, the Ministry of Railways (Railway Board) stated as follows:—

“Earlier surveys undertaken for conversion of the entire northern NG system in the Satpura range to BG revealed that the project is not justified on financial and traffic considerations. It is now proposed to carry out a preliminary engineering-cum-traffic survey for conversion of the NG section from Jabalpur to Gondia only. The proposal has been included in the Budget for 1976-77.”

2.7. At their sitting held on the 19th July, 1976, the Committee again examined the representative of the Ministry of Railways (Railway Board) on the points raised in this representation.

2.8. The Committee asked the representative of the Railway Board to indicate the various factors which are taken into consideration for conversion of a narrow-gauge railway line into a broad-gauge line and the policy of the Government in this regard. The Additional Member (Works), Railway Board informed the Committee that conversions of narrow-gauge lines into broad-gauge lines were planned, keeping in view the needs of the specific industrial projects and transport demands that were likely to be generated in various parts of the country. In such cases, the Railway Board expect a return of 10 per cent on the capital cost so that the scheme becomes viable and remunerative. The witness added that the Railway Board would like to convert all narrow-gauge lines into broad-gauge lines and have one uniform gauge in the whole country. But since there are almost fifty per cent of railway lines in narrow and metre gauges, the conversion of all such lines into broad-gauge will require a lot of money.

2.9. The representative of the Ministry of Railways also drew the attention of the Committee to the statement made by the Minister of Railways in his Budget speech (1973-74) that the considerations of returns on capital investment and viability of a railway line before a line was sanctioned for conversion etc., should not be the sole criteria for the backward regions. The Minister of Railways had suggested that certain facilities might be given to the Railways in the form of waiver of dividend payment or they might be allowed to charge a higher fare or the State Governments might give them assistance so that Railways could sanction more lines.

2.10. In reply to a query, the witness informed the Committee that the Railway Board was not getting 10 per cent return on all railway lines. But when funds are not available, some criteria has

to be laid down where to spend the available money in the larger interests of the country.

2.11. In regard to financial implications of this project and its anticipated traffic projections, the representative of the Ministry of Railways stated that the length of the whole North Satpura narrow-gauge system was 652 kms. According to the Railway Board's estimates, the cost of its conversion into broad-gauge line will be Rs. 66 crores and the construction will take six years. The estimated return is about 0.5 per cent. It has been estimated that the Nagpur-Chhindwara-Parasia section will give a return of only 0.28 per cent while there may be no return on another section, namely, Nagpur-Chhindwara-Nainpur sector. The direct distance between Gondia and Jabalpur is 228 kms. but adding branch lines Balaghat-Katngi and Nainpur and Mandla, it comes to 318 kms. It is found that Gondia-Jabalpur line will give a return of 2.7 per cent. Geological surveys are being undertaken and there are expectations that copper mines and other minerals would be located there. Therefore, an engineering survey has been ordered for which a sum of Rs. 2.5 lakhs has been sanctioned. The representative of the Ministry of Railways also informed the Committee that the engineering survey would be completed in the current year and a further report would be sent to the Committee. He added that that narrow-gauge line could be converted into broad-gauge line in four years' time after getting the sanction.

2.12. In regard to traffic projection in that area, the Additional Member (Works), Railway Board, has informed the Committee as follows:—

“The Survey Team has assumed a ten per cent increase in forest products for ten years. In 15 to 20 years, the agricultural products and other goods have been assumed to increase at the rate of 3 per cent per annum. The requirements of manganese ore for the expansion of the Bhilai Steel Plant, upto 4 million tonnes, have been taken into account. Even if the expansion to 7 million tonnes is taken into account, it is seen that it would not make any appreciable impact on the financial returns. In respect of coal, an additional 5 lakh tonnes for the expansion of Khaprikheda Power House has been assumed. Further, public coal traffic has been assumed to increase at the rate of 10 per cent per annum. A growth of 3 per cent in respect of passenger traffic has been assumed. In addition to these assumptions, the following industries have been



assumed to materialise as per the details given below, whose traffic has been taken into account:

- (a) Metallic Industrial Springs at Jabalpur to be set up in 1981-82;
- (b) A copper smelter and refinery to be set up in 1981-82;
- (c) A paper and pulp mill at Balaghat to be set up in 1984-85;
- (d) A small plant for Vanaspati at Seoni to be set up in 1985-86;
- (e) A plant for transmission lines and tower parts to be set up at Jabalpur by 1989-90;
- (f) A plant for manufacturing electrolytic manganese at Balaghat in 1990-91;
- (g) A plant for industrial gases at Jabalpur to be set up in 1991-92; and
- (h) A plant for particle boards to be set up in 2000-2001.

It can, therefore, be seen that the principal items of originating traffic would be manganese ore, coal, forest produce and agricultural products, while the inward items could be sugar, salt, cement, fertilisers, cycle and motor parts, pilot goods, medicines etc.

We have taken into consideration not only the present but the future prospects and future growth as well”.

2.13. The Committee asked the representative of the Ministry of Railways whether financial and traffic considerations were the only determining factors rather than the development of backward and undeveloped areas. The representative of the Ministry of Railways stated that Government felt that the classical concept of traditional economic viability needed to be re-adapted in the light of the historical experience gathered from the economic development of different countries. The principle that transportation infra-structure must evolve along the pattern determined by pre-existing economic viability needs to be modified to the extent that very often the creation of the infra-structure itself leads to additional demand and increased commercial prospects. In selected areas the calculus of short-term economic returns may yield place to the long-term benefits through a policy of deliberate developmental expenditure.

The witnesses agreed with the Committee that the consideration of returns should not be the only determining factor. We cannot afford to have regional imbalances in the country. Therefore, there have to be considerations other than remunerative percentage for the development of any particular zone, or for the construction of new lines anywhere.

2.14. In reply to a question, the representative of the Ministry of Railways has informed the Committee that the Railway Board has constructed a large number of lines in backward areas since 1950-51.

2.15. The Committee desired to know from the representative of the Ministry of Railways whether there was any procedure or practice followed for consultation among the Central Government, State Governments concerned and the public representatives before a decision was taken for opening of a new line or conversion of an existing narrow-gauge railway line into broad-gauge line. The representative of the Railway Board has informed the Committee that proposals for all these works are initiated by the State Governments in their plans and they submit them to the Planning Commission as well as to the Ministry of Railways. When the Ministry of Railways sanction the surveys, they keep in touch with the State Governments to get the basic information and also their views on the proposed work. The various Ministries of the Central Government send to the Ministry of Railways their developmental programmes. So, there is a close coordination in all these matters with the State Governments and the Central Ministries and ultimately a decision is taken by the Planning Commission in association with the other Ministries.

2.16. In reply to a question, the witness has informed the Committee that the Ministry of Railways has not yet made any suggestion to the State Government of Madhya Pradesh for sharing expenditure or loss in the conversion of the Railway lines in question into broad-gauge lines. But, after the result of the survey is available, the Railway Board proposes to take up the matter with the State Government and to seek some assistance from them by way of land, wooden sleepers or construction of earth work.

2.17. The representative of the Ministry of Railways has also stated before the Committee that the Ministry of Railways are giving due priority to Madhya Pradesh and that they have not neglected any of its genuine demands.

2.18. The Ministry of Railways (Railway Board) have also furnished to the Committee a note (See Appendix I) dated the 28th August, 1976, stating the present policy of the Ministry of Railways

in regard to construction of new railway lines. The Ministry of Railways have also added that:

“The PAC in their 171st Report had desired that the Railways may formulate a comprehensive policy and a programme for construction of new railway lines in the hilly and backward areas of the country. The recommendation has been accepted by the Government and the new policy is being framed by the Ministry of Railways. This policy would, however, have to be evolved in consultation with the Planning Commission, the Ministry of Finance and other concerned Ministries of the Government of India and it may take some time before it can be presented to the Parliament”.

#### D. Observations|recommendations of the Committee

2.19. The Committee would like the Ministry of Railways to furnish to the Committee in due course a report on the engineering survey of Jabalpur-Gondia Section and the decision of the Government thereon. The Committee hope that the work of conversion of the narrow-gauge lines of Jabalpur-Gondia Section into broad-gauge will be completed by the Ministry of Railways on a priority basis within the period of four years envisaged by them.

2.20. The Committee also recommend that a time bound programme may be drawn up by the Ministry of Railways (Railway Board) for conversion of the entire narrow-gauge system in the Satpura range so that the economic development of this backward and undeveloped area may be accelerated. The Committee hope that considerations of returns on capital investment will not be the sole criteria in determining the priority of this project and the special needs of this backward region will be given due consideration in the matter.

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### III

## REPRESENTATION FROM THE PRESIDENT, ALL INDIA ORGANISATION OF PENSIONERS, NEW DELHI, REGARDING DEMANDS OF PENSIONERS

### A. Petitioner's Grievances and Prayer

3.1. The President, All India Organisation of Pensioners, New, Delhi, submitted a representation, dated the 29th February, 1976, containing certain demands of pensioners.

The representation was counter-signed by Sarvashri S. M. Banerjee and Inder Singh, M.Ps.

3.2. In the representation (See Appendix II), the petitioner stated *inter alia* as follows:—

- (i) "The serving employees although getting D.A. on every rise of 8 points (double than the pensioners) have so far been given 11(eleven) instalments of D.A., whereas the pensioners whom four instalments are over due from 1-7-74 onwards are always being told that their case was under consideration.

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We appeal to you to kindly appeal to the P.M. and the Finance Minister for the outstanding four instalments of D.A. and kindly obtain their sanction for our long outstanding dues.

- (ii) The Central Government have accepted in principle that the restoration of commuted portion of pensioners, and death-*cum*-retirement gratuities are the reasonable demands of the pensioners, but this soaring problem has been under the consideration of the Central Government for the past six years and yet this point has not been decided.

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- (iii) We renew our appeal that the women family pensioners may kindly be given their overdue relief immediately.

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- (iv) The Central Government had been promptly paying dearness allowance to all their employees whether such em-

ployees were living in Tamil Nadu, Andhra Pradesh or Maharashtra but the State Governments in India have refused to give equal and uniform D.A. to their employees or their pensioners.

The Government had issued several Ordinances to save suffering helpless public, so we appeal to you to kindly appeal to the Prime Minister of India to issue a directive or an Ordinance that the bare minimum pension in India should be Rs. 70/- per month which is paid by the Central Government to their pensioners in India, and the States be asked to find finances to pay equal D.A. to State Government pensioners or serving employees at the scales at which it had been granted by the Central Government to its employees and the pensioners.

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With a view to save all the pensioners in India from any discrimination, we strongly appeal that a Pensions Ministry may kindly be formed at the Centre because the present system for dealing with pensioners' cases and claims is most unsatisfactory. All Civil and Military pensioners including Defence Services, Postal, Railways, etc. etc. be concentrated under one Ministry so as to fulfill our long outstanding demand. This demand was accepted by the Cabinet Secretariat in 1972 but it was never implemented.

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(vi) Certain percentage of agricultural waste land and plots for houses may kindly be reserved for landless pensioners or the pensioners who do not have their own land or houses".

### **B. Comments of the Ministries of Finance (Department of Expenditure) and Works and Housing**

3.3. The representation was referred to the Ministries of Finance (Department of Expenditure) and Works and Housing, for furnishing their factual comments thereon for consideration by the Committee. In their demand-wise factual comments, the Ministries have stated as follows:—

(1) *Ministry of Finance (Department of Expenditure)*

(i) *Dearness allowance to pensioners as well as family pensioners. (Items Nos. 1 and 3 of the Petition).*

"The orders regarding the grant of relief to Central Government pensioners and the family pensioners have already

been issued in the Ministry of Finance O.M. No. F. 13(6)-E.V(A)/76 dated the 5th April, 1976 and O.M. of even number dated the 6th April, 1976 respectively”.

(ii) *Restoration of commuted pensions*

“It is not possible to agree to restore the commuted portion of the pension. Government is, however, alive to the economic hardship of pensioners and has been granting relief to them from time to time to meet the rise in the cost of living. At present relief to the extent of 25 per cent of pension is payable”.

[Ministry of Finance (Department of Expenditure) O.M. No. 14(2)-EV(A)/73, dated the 20th September, 1976, in File No. 57/3/CI/74.]

(iii) *Issue of Ordinance bringing the Central Government pensioners and the State Government pensioners at par in regard to the payment of dearness allowance.*

“The Central Government is not concerned regarding the grant of dearness allowance|ad hoc relief to the State Government pensioners”.

(iv) *Creation of Pensions Ministry*

“The demand for creation of a Pensions Ministry at the Centre has been made so that the pensioners’ problem could be dealt with expeditiously. Sanctioning of pension is the function of the administrative authority and it is difficult to centralise this in a particular Ministry. Adequate instructions have been issued from time to time by this Ministry for expediting sanction and payment of pension. Procedures for sanction and payment of pension have been considerably simplified *vide* this Ministry’s O.M. No. F. 11(3)-E.V.(A)/76 dated 28-2-1976. So far as the question of grant of relief to pensioners is concerned, this Ministry has been considering this problem and have been granting relief to pensioners from time to time. In view of this, the need for creation of Pensions Ministry at the Centre does not appear to require any consideration”.

- (2) *Ministry of Works and Housing*
- (v) *Reservation of certain percentage of agricultural waste land and plots and houses for the landless pensioners or the pensioners who do not have their own land or houses.*
- (i) "The allotment of agricultural waste land is not dealt with by this Ministry. The subject matter concerns the Ministry of Agriculture.
- (ii) As regards the reservation of certain percentage of plots/houses for allotment to the pensioners, it may be stated that the social housing schemes introduced by this Ministry are intended for the benefit of the general public as a whole irrespective of their caste, creed, community or profession to which they belong. Further, it may be mentioned that these schemes are in the State sector and are being implemented by the respective State Governments| Union Territory Administrations who have themselves to determine the priorities for regulating the allotment of plots/houses under the various social housing schemes of this Ministry. In view of the social objective of the housing schemes and the fact that these schemes are in the State sector, it may not be advisable to issue any directive to the State Governments etc. to make any reservation for the allotment of plots/houses to the pensioners under any of these housing schemes. Besides, the pensioners, if they desired to own a house, could have taken advantage of the various social housing schemes while they were still in service".

### C. Observation of the Committee

**3.3. The Committee note the position stated by the Ministries of Finance (Department of Expenditure) and Works and Housing on the demands of the pensioners.**

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the area is acquired and the Government takes up the responsibility for developing it, there cannot be any improvements in the area."

### C. Recommendation of the Committee

4.4. The Committee note the facts furnished by the Ministry of Agriculture and Irrigation (Department of Agriculture), received by them from the Administration of Goa, Daman and Diu, stating inter alia that the petitioners have been compensated by the Administration for all structures and trees etc. standing on the said land and belonging to them. The Committee also note that most of the petitioners have no objection to the acquisition of the said land if suitable residential houses are built and given to them elsewhere along the shore of Calangute beach as they have to depend on fishing for their livelihood. The Committee recommend that the affected persons may be rehabilitated by the Administration of Goa, Daman and Diu in a nearby area on the seashore as the fishermen's livelihood depends on fishing.

ACTION TAKEN BY GOVERNMENT ON THE RECOMMEN-  
DATION OF THE COMMITTEE CONTAINED IN THEIR  
EIGHTEENTH REPORT (FIFTH LOK SABHA) ON THE  
REPRESENTATION REGARDING RESTORATION OF COM-  
MUTED PORTION OF PENSION OF CENTRAL GOVERNMENT  
PENSIONERS

5.1. In their Eighteenth Report, the Committee, after considering a representation regarding restoration of commuted portion of pension of Central Government pensioners and the factual comments of the Ministries of Finance (Department of Expenditure) and Law thereon, had made the following recommendation:—

“The Committee note the comments furnished by the Ministry of Finance (Department of Expenditure) together with the views of the Ministry of Law on the various points raised in the representation. While the Committee agree with the legal interpretation of the existing rules regarding commutation of pensions furnished by the Ministries of Finance and Law, the Committee feel that in view of the increased life expectancy and the phenomenal increase in the cost of living, the existing provisions of the Pensions Act, 1871 and the relevant rules regarding the commutation of pensions are causing great hardship to those pensioners who have outlived their commutation period. The Committee, therefore, recommend that Government may review their whole scheme of commutation of pensions with a view to liberalise the relevant rules to mitigate the hardships of such pensioners and to enable them to live their last days with dignity and without helplessness.”

[Para 3.4, page 10, Eighteenth Report (5LS)]

5.2. The Ministry of Finance (Department of Expenditure), with whom the above recommendation of the Committee was taken up for implementation, have stated as follows:—

“The above recommendation has been considered and orders of the Finance Minister have been obtained. The conclusion arrived at is that it is not possible to agree to restore

the commuted portion of the pension. Government is, however, alive to the economic hardship of pensioners and has been granting relief to them from time to time to meet the rise in the cost of living. The relief is calculated on the original (i.e., pre-commutation) amount of pension. At present relief to the extent of 25 per cent of pension is payable. In addition an *ad hoc* relief ranging between Rs. 15 to 35 depending upon the pension slab, is also payable to pensioners who retired before 1.1.73. All that is possible has been done for old pensioners. Further the Government have also taken up the question of revision of the commutation table having regard to the longer expectancy of life of pensioners and the changed interest rates. These two factors may operate in opposite directions and the net effect can only be arrived at on an actuarial basis."

**5.3. The Committee note from action taken reply furnished by the Ministry of Finance (Department of Expenditure) that it is not possible for Government to agree to restore the commuted portion of pension of Central Government pensioners. The Government are however, considering the question of revision of the commutation table having regard to the longer expectancy of life of pensioners and the changed interest rates.**

The Committee urge that the Government may expedite their decision on the question of revision of the commutation table having regard to the longer expectancy of life of pensioners and other relevant factors, including the rise in the cost of living etc. The Committee also desire the Government to consider the case of pensioners in this regard sympathetically.

## VI

### Other Representations

6.1. During the period under report, the Committee have considered four other representations and letters addressed to the House, the Speaker or the Committee, by different individuals which were inadmissible as petitions.

6.2. The Committee observe that through their intervention, petitioners have been provided expeditious, partial or complete relief or that the Ministry concerned have explained satisfactorily the position in respect of those representations (See Appendix-IV).

NEW DELHI;  
*Dated the 3rd November, 1976.*

BIBHUTI MISHRA,  
*Chairman,*  
*Committee on Petitions.*

## APPENDIX I

(See para 2.18 of the Report)

[Note furnished by the Ministry of Railways (Railway Board) on Policy regarding the construction of new Railway Lines]

Construction of a new railway line or extension of an existing railway line is taken up after detailed survey and investigations when it is established that a railway line will provide the best, cheapest and the most economical means of transport to meet the traffic needs of the area. Rail transport is most suitable for the mass transport while road transport has advantages for distribution of goods and passengers in smaller quantities/number over short distances. It is the policy of the Railways to avoid unhealthy competition with road transport and to confine themselves to only such transport activities for which they are the most suitable. On these considerations, construction of railway lines would be justified in areas which have:—

- (i) mineral deposits which cannot be exploited without development of railway transport; or
- (ii) have the raw materials and potential for the development of major industries like steel, cement, fertilisers, oil refineries etc., which offer substantial traffic; or
- (iii) where a very large number of passengers have to be moved as in the case of suburban lines in the metropolitan areas and other thickly populated areas; or
- (iv) where an existing line has become saturated and the new lines will provide an alternative route at the same time opening up a new area.

Roads provide a cheaper and more efficient mode of transport for lighter traffic and construction of railways which involve very heavy investment will not be justified in such situations except where their construction is considered essential on strategic considerations.

The financial returns on the investment are also considered. Time-lag between the construction of a railway line and development of traffic is, however, fairly long even for links which have

potential for development of sufficient traffic to justify them financially in the long run and this fact is taken into account while taking decisions on the construction of new railway lines as was elucidated by the Minister of Railways while presenting the budget for 1973-74. He stated that:

“The classical concept of traditional economic viability needs to be re-adapted in the light of the historical experience gathered from the economic development of different societies. The principle that transportation infra-structure must evolve along the pattern determined by the pre-existing economic viability needs to be modified to the extent that very often the creation of the infra-structure themselves lead to additional demand and increased commercial prospects. In selected areas the Calculus of short-term economic returns must yield place to the long term benefits through a policy of deliberate developmental expenditure.”

From the above policy arose the necessity to provide protection to the Railways against losses on new lines in the initial stages and the Ministry of Railways have secured moratorium from the Convention Committee on the payment of dividend on the capital investment on new railway lines during the period of construction and for the first five years of their operation. Relief for a longer period may be necessary in some cases and the Convention Committee have been approached in this regard.

Steps are also taken to reduce the losses of the Railways by securing participation of the State Governments in the capital cost of the projects. It has been suggested to them to give land and the labour component of the projects free of cost and in some cases to participate in the construction and operation of the projects on a percentage basis. Inflation of the chargeable kilometre-age is also considered in order to improve the earnings till such time the lines become remunerative.

2. The policy regarding restoration of lines which were dismantled in the past on account of floods or during the war is that the people who had been enjoying the facility of rail transport and would have continued to do so if the lines had not been dismantled should not be denied this facility and the lines should be restored wherever the flood situation has improved and it is feasible to restore the lines provided that alternative means of transport

have not developed in the mean-time and the need for the restoration is still felt. Restoration of dismantled lines is being done on programme basis depending upon the availability of funds.

3. In the case of gauge conversion, a project is taken up:

- (i) when a section becomes saturated and is incapable of handling additional traffic as in the case of Barabanki-Samastipur and Viramgam/Okha/Porbander projects.
- (ii) when the magnitude of the transshipment involved is such that it is uneconomical or is not feasible at all as in the case of Viramgam-Okha/Porbander Projects.
- (iii) when they are needed for providing speedy and uninterrupted means of communication to areas which have potential for growth as in the case of New Bongaigaon-Gauhati conversion project and Ernakulam-Trivandrum project.

Detailed traffic surveys are carried out to determine the traffic potential and the financial viability of each project. While the financial viability of the project on a long term basis is an important consideration, lack of financial returns on a short term basis is not allowed to come in the way in the case of projects where traffic justification exists.

## APPENDIX II

(See para 3.2 of the Report)

(Representation dated the 29th February, 1976 regarding demands of pensioners)

ALL INDIA ORGANISATION OF PENSIONERS

H.O.: 17/9, WEST PATEL NAGAR, NEW DELHI—110008.

Ref. No. HQ/AIOP/3200

Date: 29-2-76

Station-New Delhi-8.

From

Major Partap Singh Retd.  
President (HQ),  
All India Org. of Pensioners,  
New Delhi-8.

To

The Chairman of the Lok Sabha,  
Petitions Committee,  
New Delhi-1.

SUBJECT:—Pensioners in India and their miserable plight.

REF: Twenty-fifth Report of the Lok Sabha Petitions Committee.

Sir,

We have in the past made several representations to the Ministry of Finance, Government of India, begging for equal and impartial treatment for the retired Central Government employees (pensioners) but with all the efforts so far made, we have miserably failed to achieve success in reducing our problems.

We had knocked your door also on several occasions, but it appears we have not been fully successful even to convince you that the Central Government Pensioners are not receiving fair treatment as desired by the Prime Minister of India, who has recently made all out efforts to improve the lot of financially backward people of the country.



Need we unnecessarily repeat here that Pensioners of the Central Government are also Indian Citizens, and they may kindly be treated as such to receive the grants or concessions that are being granted to the general public under the P.M.'s 20-Point Economic Programme. We regret to say that authorities at the Centre and States have been ignoring the pensioners in all spheres of their daily life.

#### 1. DEARNESS ALLOWANCE:

Some of the pensioners who had retired prior to 1960 are still alive and the purchase value of their pension has fallen to below 12 paise per rupee. Pensioners are the loyal elderly citizens of India and they are expected to be looked after by their employers (Central Government).

The value of rupees of pension of 1960 had also fallen down when in 1974 and 1975 the wholesale price index of Rs. 100|- of 1960 had risen to 320 points but pensioners were not given full relief to make up the lost value of their rupee.

After great struggles for three to four years, the Central Government had agreed to give one instalment of D.A. at 5 per cent whenever there was a rise in price index by 16 points. This decision was taken by the Central Government *vide* Ministry of Finance letter No. 13(1)-E.V(A) 74 dated 6th April, 1974. The pensioners were only given three instalments at every rise of 16 points upto 248 points although the price index had mounted to 320 points during 1975.

The serving employees although getting D.A. on every rise of 8 points (double than the pensioners have so far been given 11 (eleven) instalments of D.A., whereas the pensioners whom four instalments are overdue from 1st July 1974 onwards are always being told that their case was under consideration. Why such an unreasonable treatment with elderly, weak, loyal and disciplined ex-employees?

Because the grant of D.A. rests in the hands of Finance Ministry and its officers, the pensioners feel that if there was a pensioner Ministry at the Centre, they too would have got their D.A. upto the slab upto which the serving employees had been given their eleven instalments.

We the pensioners are scarced that the serving employees who are responsible to obtain sanctions for the grant of D.A. for pensioners are not fully prepared to help them. When funds could

be found to grant 11 (eleven) D.As., of several crores of rupees to give D.A; to the serving employees, funds could also be found to grant D.A. to pensioners which sum would only be a few crore of rupees.

We would like to bring it to your honour's notice that pensioners do not want money for deposit in Banks, but they want to buy food, comforts, medicines to get treatment for their old age ailments.

Sir, you would notice that the Finance Ministry in their replies to our representation (in 25th Lok Sabha Petitions Committee Report) have evaded reasonable replies. We appreciate and are fully aware that we have to get one instalment of D.A. when serving employees got two but what have they done to give us five when they had given eleven to serving employees is not answered anywhere. The orders for the grant of four instalments should have simultaneously been issued for the pensioners but they have not yet been issued although serving employees are now claiming for the sixth instalment without bothering for their kith and kins, the pensioners. We appeal to you to kindly appeal to the PM and the Finance Minister for the outstanding four instalments of DA and kindly obtain their sanction for our long outstanding dues. Nearly 2 years have passed from 1st April 1975 to date while the pensioners are waiting for the sanction of their dues.

We pray to the Hon'ble Members of the Petitions Committee to kindly go deeply into this heart breaking problem of the pensioners and we request the Central Government to give justice to these elderly pensioners. The overdue four instalments of D.As. should not remain under consideration till all the pensioners over 65 years of age have died.

## 2. RESTORATION OF COMMUTED PENSIONS:

The Central Government have accepted in principle that the restoration of commuted portion of pensions, and death-cum-retirement gratuities are the reasonable demands of the pensioners, but this soaring problem has been under the consideration of the Central Government for the past six years and yet this point has not been decided.

The initiator of this case, S.S. Natha Singh (Secretary, A.I.O.P., Amritsar) had died in 1975, after he had fought this case for this Organisation for more than four years, but this question had remained unsolved even till he had closed his eyes for ever.

Pensioners are crying that the Central Government have emancipated the poor and backward people of India from the debts of the Money Lenders, but they have completely forgotten to emancipate their own debtors (pensioners) whose names had gone into the Behi Khata (Account Books) of the Finance Ministry, and even after returning more than double the loan, they are still being forced to pay more money through their noses. Why is this discriminatory treatment with pensioners when their income is also less than Rs. 500|- p.m. or Rs. 6,000|- per year. So kindly treat pensioners also as backward people and afford them relief from the Ministry of Finance for the over paid debts.

A great majority of the pensioners live in rural areas, like the so-called Scheduled Caste or backward class of people. We appeal that an amendment to the Act to deliverate pensioners from the unreasonable rulings of the Finance Ministry authorising them to snatch forcibly the meagre pensions of poor pensioners may kindly be enacted soon by accepting the pensioners as backward community, like all other people of the country. Kindly see appendix enclosed.

### 3. INTERNATIONAL WOMEN'S YEAR:

We have received several representations from Women pensioners of India asking us as to why the widow pensioners of pre-1973 period have not been included by our worthy Prime Minister for the grant of equal rights and equal opportunities and equal enhancement of pensions like men (Central Government Pensioners) *vide* Ministry of Finance, Government of India Memo. No. 13(1)-E.V.(A)| 75 dated 6th April 1974.

We had on our part brought this soaring problem of women pensioners to the notice of Mrs. Abida Begum (wife of the President of India), Mrs. Indira Gandhi, Bharat Ratna, Prime Minister of India, Mrs. Sushila Rohatgi, Deputy Finance Minister, Government of India, Mrs. Sarojini Mahishi and 34 lady Members of Parliament *vide* our No. HQ|AIOP.2608 dated 13th April, 1975 with a request that some relief may kindly be given to widow pensioners when the value of their rupee of pension has also fallen to 10 to 24 paise. We were most disappointed to note that not a single addressee had even acknowledged the receipt of our representation.

In answer to our several other representations we were told by the Finance Ministry that owing to constrained financial resources widows (women pensioners) could not be given any reliefs although crores of rupees are being spent for the uplift of the down trod-

den, backward and others specially the women (by 20-Point Economic Programme of the Prime Minister). We fail to understand as to why the women pensioners are not being included in the list of other women of India to give them relief. They too are Indian women and they also form a part and parcel of the women community. Their annual income (all women pensioners) is much less than Rs. 6,000|- p.a., the yard stick to classify them as backward people. We renew our appeal that the women pensioners may kindly be given their overdue relief immediately.

It is for the Finance Ministry to find money for important projects such as salaries, pensions and reliefs to make up the lost value of rupee of pension in case of elderly weak and sickly and backward people in a socialist State.

#### 4. AN ORDINANCE BE ENACTED:

The Price rise and fall equally affects the general public whether person is living in any remote corner of India (Goa, Kanyakumari, Tinsukhia, Bhavnagar, Srinagar, Almora, Darjeeling or Bhuvaneshwar) as such all Government employees or pensioners wherever they are living have to face the pinch of fall in the purchase value of their rupee.

The Central Government had been promptly paying dearness allowance to all their employees whether such employees were living in Tamil Nadu, Andhra Pradesh or Maharashtra but the State Governments in India have refused to give equal and uniform D.A. to their employees or their pensioners. Several representations made by us have been brushed aside by the Central Government on the pretext that this was a State subject. This evasive reply and discrimination between a State and Central Government pensioners has demoralised many of the State Government pensioners. They are disgusted and are unable to decide what to do and whom to approach.

We would like to apprise the Members of the Lok Sabha and Members of the Petitions Committee that pensioners in Jammu and Kashmir are still getting as low a pension as Rs. 8 per month. It is therefore the sacred duty of the Central Government to help such Government pensioners living in States who can not buy even one square meal a day with Rs. 8|- per month pension.

The Government had issued several 'ordinances' to save suffering helpless public, so we appeal to you to kindly appeal to the Prime Minister of India to issue a directive or an ordinance that the bare

minimum pension in India should be Rs. 70|- per month which is paid by the Central Government to their pensioners in India, and the States be asked to find finances to pay equal D.A. to State Government pensioners or serving employees at the scales at which it had been granted by the Central Government to its employees and the pensioners.

This point, we hope, will find a place in Prime Minister's 20 Point Economic Programme to save suffering humanity.

#### 5. PENSION MINISTRY:

With a view to save all the pensioners in India from any discrimination, we strongly appeal that a Pension Ministry may kindly be formed at the Centre because the present system for dealing with pensioners' cases and claims is most unsatisfactory. All Civil and Military pensioners to include Defence services, Postal, Railways, etc. etc. be concentrated under one Ministry so as to fulfill our long outstanding demand. This demand was accepted by the Cabinet Secretariat in 1972 but it was never implemented.

#### 6. LAND & HOUSES :

We submit that certain percentage of agricultural waste land and plots for houses may kindly be reserved for landless pensioners or the pensioners who do not have their own land or houses.

On return to civil life after pension the pensioners are not readily accepted in the society. So a reservation may kindly be made because over 90 per cent of the pensioners draw pensions below Rs. 6000|- per year (a yard stick to classify them as backward persons).

#### 7. PENSIONERS' BIGGEST PROBLEMS:

If and when any representation is made to the Central Government or the State Governments they are never answered for several months. In a few cases the answer comes:—

- (a) The matter is receiving attention.
- (b) The matter is under consideration.
- (c) The representation has been received.

Months and years have passed but the learned Officers dealing with such cases never give any ruling even though emergency has toned up the administrative machinery and has brought alertness

amongst Government employees. What method should the pensioners adopt to get decision to their soaring problems, or answers to their representations.

We would like to remind that pensioners are alive in the age group of 65—90 years in which age they are not going to live for many years, so their claims may kindly be got settled quickly. Sick, weak and elderly pensioners can not go on looking at the sky for several months and years when they need early small paisa of their dues to feed themselves or get nourishments so as to keep themselves reasonably fit.

We request that all these points may kindly be taken up with the Prime Minister or the Finance Minister on priority basis and a quick decision may kindly be obtained for the sufferers.

Pensioners are disheartened and disgusted with the delay tactics which amounts to 'justice delayed is justice denied'.

Would you kindly look into this representation with sympathy.

Thanking you,

Yours faithfully,

Sd|-

MAJOR (RETD.)

President (HQ), AIOP, New Delhi-8

Sd|- S. M. Banerjee, M.P.

28-2-1976.

Rubber stamp.

Sd|- S. Inder Singh, M.P.

28-2-1976.

### APPENDIX III

(See Para 4.3 of the Report)

[Para-wise comments of the Ministry of Agriculture and Irrigation (Department of Agriculture) received by them from the Administration of Goa, Daman and Diu on the representation regarding acquisition of land in Calangute Village of Bardez Taluka by the Administration of Goa, Daman and Diu.]

Points raised in the representation	Comments of the Department
<p>1. The petitioners are the persons who have got their houses situated in the land which Government is desirous to acquire. The petitioners who are coming from the poor and down-trodden class will be affected very much in case the land in question is acquired without giving due consideration to their grievances.</p>	<p>1. At the very outset it may be made clear that none of the petitioners is an owner of the land now already acquired which entirely belongs to Smt. Adalia Silvaira who has at no time objected to the said acquisition.</p>
<p>(a) Most of the petitioners are fishermen and depend on fishing for their livelihood.</p>	<p>(a) No comments.</p>
<p>(b) In case the land in question is acquired it will not be possible for most of the petitioners to build their houses as the materials are not easily available. The cost of construction has also increased to such an extent that the poor petitioners cannot afford new houses. Further, after the Mundcar Act came into force no landlord allows anybody to construct a hut in his land. Previously to have a hut of one's own was not a problem.</p>	<p>(b) The petitioners have been compensated for all structures/trees standing in the said land and belonging to them.</p>
<p>2. A notification u/s 4 of the Land Acquisition Act was published in the Official Gazette dated 19-1-73, whereby Government showed its desire, to acquire 25,60,000 sq. mts. of land comprising survey Nos. 281 and 249 of Calangute Village of Bardez Taluka. The said land is proposed to be acquired for the purpose of development of Baga. After the said notification was published in the Government Gazette, the privately owned 'Hotel Lomir' was built and completed somewhere in June, 1973. Now it is learned from the reliable sources that the Government is intending to acquire the land mentioned in the above notification excluding the area occupied by the Hotel Lomir. As per the notification dated 19-1-73 the area occupied by the Hotel Lomir was to be acquired.</p>	<p>2. The case of Hotel Lomir was pending in the Court and it was decided that the construction of the hotel should be allowed as approved by the GOI. Hence the area of 2,000 sq. mt. has been excluded.</p>
<p>3. Most of the petitioners have no objection if suitable residential houses are built and given to them elsewhere along the shore of Calangute Beach as they have to depend on fishing. The petitioner who owns a restaurant objects to even a transfer of the premises as the present picturesque location of the restaurant is a major asset that attracts customers, who may fail to be attracted to a new location if the restaurant is transferred.</p>	<p>3. The petitioners confirmed that they have no objection to the said land acquisition if suitable residential houses are built and given to them elsewhere along the shore of Calangute beach. While the Administration is considering the question of their rehabilitation which cannot be guaranteed at this stage. The petitioners have been paid due compensation for their houses.</p>

4. The petitioners who are fishermen point out that no assurances has been given to them that they will alternatively be housed along the sea-shore. Proximity to the sea is imperative if these petitioners are not to be deprived of a livelihood which is the only livelihood known to them.

5. The petitioners point out that the purported reason for the Government acquiring their land is to aid and develop the tourism industry by constructing dwelling facilities and a restaurant facility for visitors to the beach. In this context, the petitioners further point out that such facilities for tourists already exist in the land the Government desires to acquire. The affected fishermen have for the past few years supplemented their inadequate incomes by renting rooms in their cottages to tourists, mostly foreigners, as can be verified from the police records, and further that there already exists on the said land restaurant with a reputation for good and service.

6. The petitioners therefore suggest that the said purpose of the acquisition of the said land may equally well be accomplished by making available loans to the fishermen concerned for the purpose for enlarging their houses to make more room facilities available to tourists, and also that a similar loan be made to the above mentioned restaurants to help enlarge its catering facilities for tourists.

7. The petitioners point out that this suggestion would both save the Government considerable effort and benefit the petitioners, and that in this way and at the same time the ambition of the Government to develop the tourism industry in the Baga areas would be achieved.

8. The petitioners are constrained to point out that when large areas of completely unoccupied land are available along sea-shore, it is not understood why a Populated area affecting nearly 50 people has been singled out of acquisition, particularly when all the affected persons belong to the minority community this being tantamount communal discrimination.

9. The petitioners point out that another form of discrimination is apparently being practised by the Government that Hotel Lomir has been exempted from acquisition because it belongs to a wealthy lawyer and a prominent architect, whereas the petitioners are mostly poor fisherman.

4. It has already been pointed out in answer to Para 1 that the petitioners do not own any land within the area proposed to be acquired.

5. Out of eight structures existing in the land six can hardly be called houses, their value ranging from Rs. 2400 to Rs. 5400. In the case of restaurant, the value has been fixed at Rs. 25,000 and of one house at Rs. 12, 800. These structures do not provide even the minimum standards, where no tourists specially foreigners, can live. Those structures can only mar the reputation of the beach and cannot be allowed to continue indefinitely.

6. The question of financing the petitioners does not arise in view of the fact that they do not have the requisite Knowledge of tourist industry. Merely expanding existing rooms does not mean catering to the requirements of tourists and development of tourist industry.

7. All the circumstances and alternatives have been considered and Government has come to the conclusion that unless the area is acquired and the Government takes up the responsibility for developing it, there cannot be any improvements in the area.

8. There has been no communal discrimination in the case of this land acquisition and the only consideration before the Government has been the benefits that would accrue as a result of the development of the place.

9. Comments have already been given in para 2. It may be added here that the award has been framed, for Rs. 10-11 lakhs which has also been paid to the Land Acquisition Officer for disbursement among the parties concerned.



## APPENDIX IV

(See para 6·1 of the Report)

[Other representations on which the Committees intervention has procured expeditious, partial or complete relief to petitioners or the Ministry concerned have explained the position satisfactorily]

Sl. No.	Name and address of the petitioner	Brief Subject	Facts perused by the Committee
1	2	3	4

**MINISTRY OF SUPPLY  
AND REHABILITATION  
(DEPARTMENT OF RE-  
HABILITATION)**

- |  |   |   |   |
|--|---|---|---|
| 1.   | Shri Khan Chand, Bk. No. 2074, Section-35, Ulhasnagar-5, Distt. Thana (Maharashtra) | Sale Deed of four plots at Sukhadianagar, Ajmer.  | The Deputy Chief Settlement Commissioner (General) in the Settlement Wing of this Department to whom the matter was referred, has intimated that certificate of sale in respect of all the four properties i. e. B-1, A-9, A-30 & A-31, Sukhadia Nagar, Ajmer, were issued on 10-8-76 and 12-8-76 in favour of the auction purchaser Smt. Nain Bai through him. In view of this, no further action is called for in so far as this Department is concerned. |
| [The petitioner was informed of the above position by the Department.] |   |   |   |
| 2.   | Smt. Choithbai Lilopmal, Bk. No. 1548, Room No. 7, Ulhasnagar-4, Distt. Thana.      | Payment of Rs. 439·80 as compensation from CAF No. B/Thana/22316/A/1816 P.C. No. 51785. | The Deputy Chief Settlement Commissioner (G) in the Settlement Wing of this Department to whom the matter was referred, has intimated that the necessary cheque for Rs. 322·00 was sent to the applicant on 23-6-76 by registered post. In view of this, no further action is pending. In so far as this case is concerned, this matter may, therefore, please be treated as closed.  |

1	2	3	4
3.	Shri Chutaldas Mul Chand Room No.6, BK. No. 983, Ulhasnagar-3.	Adjustment of Rs. 656.00 towards part value of Shop No. 161, BK. N. 960, Ulhasnagar from Compensation Application form No. B/T/U/T/1309/IVNT P.C. No. 10894.	The Deputy Chief Settlement Commissioner (General) in the Settlement Wing of this Department to whom the matter was referred has intimated that the recovery Schedule was sent to him on 21-8-76 and the embossed recovery schedule also forwarded to the Administrator, Ulhasnagar on 27-8-76. In view of this his grievance stands redressed and the matter is being closed.  The petitioner was informed of the above position by the Department.
4.	Shri Uderinomal S/o Sh. Kauroma, C/o Shri Ralomal Bansilal, Cloth Merchant Ganj Bazar, Municipal Shops, Gondia, Distt. Bhandara.	Finalisation of CAF No. M/BH/G/8 XXI (L).	The Deputy Chief Settlement Commissioner (General) in the Settlement Wing of this Department, to whom the matter was referred, has intimated that Compensation Application Form No. M/BH/G/8/XXI (L) was filed by him in respect of his rural claim assessed at Rs. 1,641.00 and the Compensation payable on this claim being only, Rs. 1,132.00 has already been paid as per details below :—  (i) Rent arrears in : Rs. 202.50 respect of Qr. No. 19, Block No. 7, Sindhi Colony, Gondia.  (ii) S.U. Loan and interest thereon : Rs. 814.37  (iii) Shop Loan Rs. 115.13  Rs. 1,132.00
As the amount of Compensation has already been adjusted against the public dues outstanding against him, nothing was left for further adjustment towards the cost of Government built quarter No. 19-B, Block No. 7, Sindhi Colony, Gondia. Thus his compensation case stands finally settled, and that no further compensation is payable to him.			[The petitioner was informed of the above position by the Department.]