

Thursday,
19th February, 1948

THE
CONSTITUENT ASSEMBLY OF INDIA
(LEGISLATIVE) DEBATES

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of the

CONSTITUENT ASSEMBLY OF INDIA (LEGISLATIVE)
1948



CONTENTS

Volume II—17th February to 4th March 1948

	PAGES
TUESDAY, 17TH FEBRUARY, 1948—	
Starred Questions and Answers	795—809
Election to Indian Oilseeds Committee	809
Resolution re—	
State Recognition of Homoeopathic System of Medicine—Adopted as amended	809—24
Representation of Rural Population in Services—Not moved	824—25
Socialist Economy for India—Withdrawn	825—36
Abolition of entries of Castes and Religion, etc. from Government Registers, Forms and Records—not concluded	836—56
WEDNESDAY, 18TH FEBRUARY, 1948—	
Starred Questions and Answers	857—68
Change in Time of Meeting of Assembly and Extension of Lunch Interval	868
Damodar Valley Corporation Bill—Passed as amended	868—914
THURSDAY, 19TH FEBRUARY, 1948—	
Starred Questions and Answers	915—30
The Railway Budget—General Discussion	930—81
FRIDAY, 20TH FEBRUARY, 1948—	
Starred Questions and Answers	983—97
Unstarred Question and Answer	997—1001
Cancellation of Meetings of the Assembly fixed for Saturdays during the Current Session	1002
Railway Budget—List of Demands—	1002—1040
Demand No. 1.—Railway Board	1002,1004—40
Inefficiency in Railway Administration	1004—19
Passenger Fares based on Uneconomic Rates Structure	1019—24
Grievance of Third Class Passengers	1024—36
Reorganisation of Railways	1036—40
Demand No. 3.—Miscellaneous Expenditure	1002
Demand No. 5.—Working Expenses—Repairs and Maintenance	1002—09
MONDAY, 23RD FEBRUARY, 1948—	
Starred Questions and Answers	1041—78
Postponed Starred Questions and Answers	1078—79
Transferred Starred Questions and Answers	1079—85
Electricity (Supply) Bill—Extension of time for the presentation of Report of the Select Committee	1085
Railway Budget—List of Demands	1086—1131
Demand No. 1.—Railway Board	1086—1101,
Late Running of Trains	1126—31
System of Selection obtaining on the Railways	1086—96
Application of Pay Commission's recommendations to the Members of the Railway Board and Officers of Railway	1096—1101
Demand No. 5.—Working Expenses—Repairs and Maintenance—	1126—31
Manufacture of Locomotives and Machine Tools	1101—12
Demand No. 15.—Construction of New Lines—Capital and Depreciation Fund	1112—26
Construction of new lines and restoration of dismantled lines	1112—26
TUESDAY, 24TH FEBRUARY, 1948—	
Starred Questions and Answers	1133—58
Postponed Starred Questions and Answers	1158
Budget as corrected of the Railway Revenue and Expenditure—Laid on the table	1159
Railway Budget—List of Demands	1159—96
Demand No. 4.—Working Expenses—Administration	1159
Ground Elevators and special facilities for Working and Movement of Agricultural Commodities especially Foodstuffs	1159—67

CONSTITUENT ASSEMBLY OF INDIA (LEGISLATIVE)

Thursday, 19th February, 1948

The Assembly met in the Assembly Chamber of the Council House at Eleven of the Clock, Mr. Speaker (The Honourable Mr. G. V. Mavalankar) in the Chair.

STARRED QUESTIONS AND ANSWERS

ORAL ANSWERS

DELAY IN DECISION *re* CAPITAL OF EAST PUNJAB.

332. *Shrimati G. Durgabai (on behalf of Mr. R. K. Sidhva): (a) Will the Honourable Minister of Home Affairs please state what is the reason for the delay in fixing up the new capital of East Punjab?

(b) Who is to take the decision, the Government of East Punjab or the Government of India?

(c) Are Government aware that the delay in arriving at a decision has made the people of the new Province anxious regarding the establishment of their business?

(d) Do Government propose to take an early decision?

The Honourable Sardar Vallabhbhai Patel: (a) The question of the selection of the new capital has been engaging the constant attention of the East Punjab Government. The selection has to be made with care after necessary surveys have been carried out by experts. These surveys have been in progress and the final report of the experts is expected shortly.

(b) The Government of East Punjab:

(c) Yes.

(d) The East Punjab Government assure us that a decision regarding the site of the capital may be expected very soon.

Shri Deshbandhu Gupta: Is the Honourable Minister aware that assurances that a decision in this respect would be made shortly have been given by the Prime Minister and other Ministers and that there is a feeling among people that this period "shortly" should be defined and some definite date should be fixed?

The Honourable Sardar Vallabhbhai Patel: It is already defined in Webster's dictionary.

CLERKS CLASS FOURTH SERVANTS AND GAZETTED OFFICERS IN VARIOUS DEPARTMENTS DURING 1947 AND 1939

333. *Shrimati G. Durgabai (on behalf of Mr. R. K. Sidhva): Will the Honourable Minister of Finance be pleased to state—(i) number of clerical staff employed by the Government of India as at the end of December 1947 in all the departments of the Government of India as also the number of such staff on 30th August, 1939;

(ii) the number of Peons, Jamadars and other Class IV Servants employed on the above dates; and

(iii) the number of Superintendents and Gazetted officers employed on the above dates?

The Honourable Shri R. K. Shanmukham Chetty: Information about the strength of Government of India staff, both gazetted and non-gazetted as it stood (i) before the War and (ii) in December 1947 was called for sometime ago, from the various Ministries for the use of the Economy Committee recently constituted. When replies are received a statement will be placed on the table of the House.

INTEREST ON GOVERNMENT ACCOUNTS WITH IMPERIAL BANK OF INDIA

334. *Shrimati G. Durgabai (on behalf of **Mr. R. K. Sidhva**): (a) Will the Honourable Minister of Finance be pleased to state whether the Imperial Bank of India pay any interest on the money invested by the Government of India with them in current and other accounts?

(b) What is the average daily balance lying to the account of the Government of India with the head office and branches of the Imperial Bank of India?

(c) Do Government intend to make arrangements for realisation of interest by adopting other methods for the investment of Government money in places where there are no branches of the Reserve Bank?

The Honourable Shri R. K. Shanmukham Chetty: (a) The Government of India have not invested any money with the Imperial Bank of India.

(b) The Imperial Bank of India only act as agents of the Reserve Bank and their transactions on Government account are cleared by them daily with the Reserve Bank. As their branches are situated all over the country the transactions of all of them cannot be cleared on the following day and there will therefore be some amount outstanding on the Imperial Bank's books on account of Government transactions. The Government of India have no information regarding these outstandings which are bound to vary from day to day.

(c) Under section 21(1) of the Reserve Bank of India Act, the Government of India have to deposit, free of interest, all their cash balances with the Reserve Bank and to entrust all their money transactions to the Bank or its agencies. It is only at places where there is no branch of the Bank or its agency that Government conduct their own treasury business for which they keep a cash balance.

Prof. N. G. Ranga: Is it so completely impossible to get an idea of the average daily balance even approximately, with a few lakhs or a few crores of rupees this side or that side?

The Honourable Shri R. K. Shanmukham Chetty: I do not know whether such an average will indicate information on which any inference can reasonably be drawn.

Prof. N. G. Ranga: But has any effort at any time been made?

The Honourable Shri R. K. Shanmukham Chetty: We never felt the need for making such an effort.

PROMOTIONS OF SECRETARIAT OFFICERS IN GRADE OF SECRETARIES, ADDITIONAL SECRETARIES, JOINT SECRETARIES ETC., ON 15TH AUGUST, 1947

335. *Shri Mohan Lal Saksena (on behalf of **Shri M. Ananthasayanam Ayyangar**): (a) Will the Honourable Minister of Home Affairs be pleased to state how many officers of the Secretariat in the grade of Secretaries, Additional Secretaries, Joint Secretaries, Deputy Secretaries, Under Secretaries, and Assistant Secretaries were promoted to such posts on or after the 15th August, 1947?

(b) How many officers in the several attached offices under the various Ministries were promoted to higher posts on or after the 15th August, 1947?

(c) How many of such promotions were made in the normal course, and how many were due to premature retirements, or transfer to Pakistan of the previous incumbents?

(d) What is the additional cost incurred by Government consequent on such promotions?

The Honourable Sardar Vallabhbhai Patel: (a), (b) and (c). The information is being collected from the various Ministries of the Government of India and a statement will be laid on the table of the House when ready.

(d) No additional cost is involved on such promotions as they do not involve any increase in the number of posts.

Shri H. V. Kamath: Are there still any Additional Secretaries in the various Departments of the Government of India?

The Honourable Sardar Vallabhbhai Patel: There are some.

Shri Deshbandhu Gupta: Is it a fact that all Assistant Secretaries are not given an opportunity to be selected for the posts of Under Secretaries?

The Honourable Sardar Vallabhbhai Patel: I do not know. But if the question is whether all are not given the chance, perhaps the answer is 'yes' because some may not get it.

Shri Deshbandhu Gupta: I was asking whether all Assistant Secretaries have an opportunity to offer themselves for selection.

The Honourable Sardar Vallabhbhai Patel: Opportunities are always open—even to non-Assistant Secretaries. But the question is whether they would be selected.

Shri Deshbandhu Gupta: I want to know whether it is a fact that only persons who have been selected by a Board of three or four Secretaries are allowed to go before the Public Service Commission for being chosen as Under Secretaries, or is it that every Assistant Secretary, whosoever desires, is given an opportunity to appear before the Commission for selection as Under Secretary.

The Honourable Sardar Vallabhbhai Patel: I have no information on the point and I will enquire whether these questions at all go before the Public Service Commission. I think the appointments are generally made from the Civil Service and the Provincial Services and they do not go to the Public Service Commission.

* **Shri H. V. Kamath:** How much longer is it proposed to continue the posts of Additional Secretaries?

The Honourable Sardar Vallabhbhai Patel: For as long as it is necessary.

Shri Mohan Lal Saksena: The Honourable Minister stated that the promotions to higher posts do not involve any extra cost. Do I understand him correctly that the men do not get any higher emoluments when they are promoted to the higher posts?

The Honourable Sardar Vallabhbhai Patel: The answer is that it creates no vacancy—no additional post is created—and therefore there is no additional cost.

Shri Mohan Lal Saksena: The question seeks information on the additional cost involved for this reason. Because of the transfer of certain Secretaries, Deputy Secretaries or Under Secretaries to Pakistan and because of the retirement of certain others, those officers who have been promoted receive higher salaries.

The Honourable Sardar Vallabhbhai Patel: In many cases there is, on account of the time scale of pay, a saving instead of an increase in expenditure.

HATRED AND VIOLENCE PROPAGANDA BY *MILAP* AND *PARTAP* URDU DAILIES OF DELHI

336. *Shri Damodar Swarup Seth: Will the Honourable Minister of Home Affairs be pleased to state:

(a) whether Government are aware that two Urdu dailies published at Delhi, *The Milap* and *The Partap*, are carrying on an intensive propaganda of hatred and violence through their columns: and

(b) if the answer to part (a) above be in the affirmative, what steps Government propose to take in the matter?

The Honourable Sardar Vallabhbhai Patel: (a) and (b). For their objectionable writings, a security of Rs. 3,000 has been demanded from the editor, printer and publisher of the *Partap* while the publication of the *Milap* has been banned for a period of three months.

RESOLUTIONS IN PUBLIC MEETINGS AGAINST COMMUNAL ORGANISATION, NEWSPAPERS AND PRIVATE ARMIES.

337. *Shri Damodar Swarup Seth: Will the Honourable Minister of Home Affairs be pleased to state whether Government are aware that a largely attended meeting of the mazdoors, kisans, students and others held on 3rd February 1948 on the ground near the Council House passed a resolution urging the Government to ban all communal organisations, newspapers and private armies?

The Honourable Sardar Vallabhbhai Patel: Government have seen a press report regarding the meeting.

Shri Lal Mohan Pati: Will you permit me to put my question No. 538? I was not present in the House when my turn came.

Mr. Speaker: I have already stated to the House that, Members who are keen on putting their questions should be in the House when their turn comes; and unless there are exceptional circumstances, I would not like to give permission to them to ask questions. However, as this is the second day of the rule, I am making an exception today, but from tomorrow onwards, Honourable Members will take a note that I shall not ordinarily give such permission. They must be present to put questions when their turn comes.

INDIA'S TRADE WITH NIZAM'S TERRITORIES IN VIEW OF BAN ON INDIAN CURRENCY

338. *Shri Lal Mohan Pati: (a) Will the Honourable Minister of States be pleased to state whether it is a fact that the export and import trade of India, to and from the Nizam's territories suffer adversely on account of the ban on the circulation of Indian Currency in Nizam's territories?

(b) Have Government taken any steps for safeguarding the economic interests of the Indian Dominion against the said banning in the Nizam's territories?

(c) If not, do Government consider the desirability of taking such steps?

The Honourable Sardar Vallabhbhai Patel: (a) The effect of the Ordinance on the economic relations of India with Hyderabad is under examination.

(b) and (c). We have already informed to the Nizam's Government that the ban amounts to a breach of the Standstill Agreement. The whole matter is, however, under negotiation with their representatives.

Prof. N. G. Ranga: What was the amount of Indian currency in the possession of the Nizam's Government (according to the estimate made by the Government of India) when they placed this ban on the circulation of Indian Currency in Nizam's territories?

The Honourable Sardar Vallabhbhai Patel: I am not able to give that information off hand.

Mr. Speaker: No. 339. Member absent?

Pandit Balkrishna Sharma: No. 339, Sir.

Mr. Speaker: I have been noticing that Members are changing their seats. I had once made a request. It is not possible for me to allot seats in the present situation. So whatever seats they are occupying now, it would be better if they keep to them. This time, I shall allow Mr. Balkrishna Sharma to put his question. The next time I do not find a member in his usual seat, he will not be permitted to put any question.

Yes, Mr. Balkrishna Sharma: Question No. 339.

ARMIES IN ACCEDING STATES AND RELATIONS WITH DOMINION OF INDIA

339. *Pandit Balkrishna Sharma: (a) Will the Honourable Minister of States be pleased to state whether it is a fact that the States acceding to the Indian Union are required to transfer Defence, Communications and External Affairs to the Government of India?

(b) If so, why are the acceding States still allowed to have their own Post Offices, railways and Armies and some, their own Agents in foreign countries?

(c) Do Government propose to lay on the table of the House a statement showing the strength of the Army in each of the acceding States.

(i) before the last World War;

(ii) before 15th August 1947; and

(iii) as at present?

(d) Have Government fixed any limit to the Armed Forces of each State, as was done before 15th August 1947?

(e) Have the State Armies got their own Command Officers, or are these officers supplied by Government as was being done by the British Government in India, before 15th August 1947?

(f) Is it a fact that the Government of India have given monetary assistance to some acceding States for expanding and mechanizing their Armed Forces?

The Honourable Sardar Vallabhbhai Patel: (a) The correct position is that the States have acceded to the Indian Dominion in respect of Defence, External Affairs and Communications with the result that the Dominion Legislature has acquired authority to make laws for the States with respect to these matters as set out in the Schedule to the Instrument of Accession, a copy of which has already been laid on the table of the House.

(b) Under the Standstill Agreements with the States arrangements in force prior to 15th August 1947 continue.

(c) A statement is laid on the table of the House.

(d) No specific limit has been fixed nor was any limit fixed before 15th August, 1947.

(e) States Forces have got their own commanding officers. In the case of some States, the Government of India have lent officers from the Indian Army to command the State forces

(f) No.

Statement showing Actual Strength of Indian States Forces Units before the World War, 15th August 1947 and 14th February 1948

Name of States	Before World War	15 August 1947	14 February 1948
Alwar	1167	1255	1089
Baria	151	152	157
Baroda	1464	1924	1870
Banaras	229	221	205
Bharatpur	713	597	606
Bhavnagar	483	412	461
Bhopal	979	1655	1600
Bikaner	1283	2287	2536
Chamba	179	163	160
Cochin . . . . .	..	611	627
Cutch	291	472	315
Datia	236	173	153
Dhar	236	160	195
Dholpur	165	111	146
Faridkot	355	664	375
Gwalior	5843	5192	5973
Hyderabad	4422	7269	7269
Idar	147	152	153
Indore	1101	2706	1381
Dharangadhra	165	..	142
Jaipur	2130	2634	3178
Jind	821	703	676
Jodhpur	1564	3271	3094
Kapurthala	585	383	373
Kashmir	6727	8709	9433
Kotah	577	765	765
Lunawada . . . . .	..	..	164
Mandi	187	231	119
Malerkotla	267	249	383
Mewar	1082	1498	1465
Mysore	1402	3040	3520
Nabha	492	406	566
Nawanagar	561	842	857
Panna	130	139	146
Patiala	2449	4907	4656
Porbandar	254	129	152
Rajpipla	186	141	151
Rampur	1215	967	1023
Ratlam	95	..	..
Rewa	630	717	692
Sirmoor	69	317	441
Suket	310	67	90
Tehri-Garhwal	340	343	440
Travancore	1911	2970	2977
Cooch Behar . . . . .	..	433	448
Tripura	362	435	523
Kolhapur . . . . .	..	711	373
	43860	61183	62118

Pandit Balkrishna Sharma: May I know in view of the answer given by the Honourable Minister for States whether the States are free to increase their Armies to any limit they like?

✓ **The Honourable Sardar Vallabhbhai Patel:** No.

Prof. N. G. Ranga: Are they free to purchase arms, ammunition and all such things from wherever they like outside India?

The Honourable Sardar Vallabhbhai Patel: No, they can get arms and ammunition only through the Government of India.

Prof. N. G. Ranga: Are we to understand that the Government of India has, according to the standstill agreement, agreed to supply them whatever quantities of arms and ammunition that they ask for?

The Honourable Sardar Vallabhbhai Patel: No, whatever the Defence Department consider proper and necessary.

Shri Ramnarayan Singh: Can they manufacture arms in their own State to any extent?

The Honourable Sardar Vallabhbhai Patel: No.

Prof. N. G. Ranga: What are the functions of the Military Adviser to the States Department with regard to the States Forces?

The Honourable Sardar Vallabhbhai Patel: The Military Adviser has got the authority to go and inspect the troops and forces and scrutinise the requirements of the forces with regard to arms and ammunition, their strength and any changes that are proposed by the States. He enquires into these things and makes his recommendations.

Pandit Balkrishna Sharma: In replying to (b) the Honourable Minister said that the acceding States were getting arms under the standstill agreement. May I know if this in certain respects continues to operate even after the States have acceded to the Indian Dominion?

The Honourable Sardar Vallabhbhai Patel: Of course: the accession and the standstill agreement are signed together and they operate together.

✱ **Prof. N. G. Ranga:** Do all these conditions and explanations given by the Honourable Minister apply also to the Hyderabad State?

The Honourable Sardar Vallabhbhai Patel: They apply to the Hyderabad State for a period of one year.

Shri Khurshed Lal: Is the Government considering the question of keeping only one Indian Army and asking the States to disband their armies?

The Honourable Sardar Vallabhbhai Patel: It is to the advantage of the Government of India to allow the States to keep their own armies at their own expense for the use of the Government of India.

Pandit Balkrishna Sharma: Are the men and officers of the armies in the States required to take the oath of personal allegiance to the Rulers of their respective States or to the Indian Dominion?

The Honourable Sardar Vallabhbhai Patel: We do not know whether officers of the States' armies are required to take any oath to their Rulers. So far as the Indian Dominion is concerned, no oath is necessary because the States assume loyalty by their accession.

Dr. V. Subrahmanyam: Who are the officers who train the soldiers and junior officers required for service in the States?

✓ **Mr. Speaker:** The Honourable Member means who makes the appointments for the required personnel in the States' armies.

The Honourable Sardar Vallabhbhai Patel: It is the States that make the appointments.

Shri Jainarain Vyas: May I know whether the armies in the States can be sent to other places under the orders of the Government of India?

The Honourable Sardar Vallabhbhai Patel: You mean the States' forces can be transferred to other services under the orders of the Government of India?

Mr. Speaker: To other parts of India?

The Honourable Sardar Vallabhbhai Patel: It is so.

Pandit Balkrishna Sharma: May I know what sort of control, if any; the Defence Department exercises over the States Forces?

The Honourable Sardar Vallabhbhai Patel: For the internal use in the States themselves, no control is exercised by the Defence Department. For external use, that is when they are to be used outside the States then these forces are entirely under the control of the Government of India in the Defence Department.

Pandit Balkrishna Sharma: Are the standards for the training of the officers and the forces of the Indian States the same as those of the Indian Army?

The Honourable Sardar Vallabhbhai Patel: Generally they are up to standards approved by the Defence Department.

Prof. N. G. Ranga: Are the State authorities expected to give complete information about the strength of their armies, their equipment and training and all the other relevant matters to the States Ministry?

The Honourable Sardar Vallabhbhai Patel: The States Forces are subject to the inspection of the Defence Department. The Defence Department is entitled to ask for any information and the States are bound to supply that information.

Shri Deshbandhu Gupta: Do Government keep a watch to see all these conditions are observed?

The Honourable Sardar Vallabhbhai Patel: Of course. If the Government are watchful then it does keep a watch!

श्री राम सहाय : क्या माननीय मिनिस्टर साहब यह बताने की कृपा करेंगे कि हैदराबाद में कितनी आर्म्स फैक्ट्रीज (Arms Factories) हैं ?

Shri Ram Sahai: Will the Honourable Minister please state how many arms factories are there in Hyderabad?

Mr. Speaker: It does not arise out of the answer.

Shri Brajeshwar Prasad: How many States have their agents in foreign countries?

The Honourable Sardar Vallabhbhai Patel: There are no agents of any State outside India.

CENTRAL ADMINISTRATIVE SERVICE OF INDIA.

340. *Dr. P. S. Deshmukh: (a) Will the Honourable Minister of Home Affairs be pleased to state when the present Central Administrative Service was constituted?

(b) In what year was the first examination held?

(c) What is the total number of persons who appeared for each examination?

(d) How many were successful at the examinations?

(e) How many out of those who passed the examination were actually employed in each year?

(f) What is their distribution according to Provinces?

The Honourable Sardar Vallabhbhai Patel: (a) Presumably the Honourable Member is referring to the Indian Administrative Service. This Service was constituted early in 1947.

(b) In July 1947.

(c) 1645.

(d) to (f). The results of the examination have not yet been received.

STUDENTS AND DEMORALISING CINEMA SHOWS AND THEATRICAL PERFORMANCES

341. *Shri Basanta Kumar Das: Will the Honourable Minister of Information and Broadcasting be pleased to state:

(a) whether Government are aware that a large number of students all over the country visit cinemas and theatres without any discrimination;

(b) whether Government are aware that many of the cinema shows and theatrical performances now in vogue are not conducive to the moral well-being of the juvenile students; and

(c) whether Government propose to consider the desirability of taking steps so that at least students under 18 years of age may not attend such cinema shows and theatrical performances as are not specially approved for them?

The Honourable Sardar Vallabhbhai Patel: (a) Yes.

(b) It is a matter of opinion.

(c) Government propose to introduce a Bill shortly for the amendment of the Cinematograph Act, 1918, in order to restrict to adults the exhibition of films not considered suitable for children and adolescents. It is proposed to define adults as persons over 18 years of age.

Prof. N. G. Ranga: Are Government taking any special steps to increase the number of films of educational and cultural value specifically designed to serve the adolescents and youths?

The Honourable Sardar Vallabhbhai Patel: The question will be considered.

ARTICLE *re* INDIAN STANDARD TIME BY MR. R. V. VAIDYA IN *Indian News Chronicle*.

342. *Dr. P. S. Deshmukh: (a) Will the Honourable Minister of Home Affairs be pleased to state whether the attention of Government has been drawn to an article regarding the Indian Standard Time by Mr. R. V. Vaidya, Lecturer, Jayaji Pratap College, Gwalior, published in the *Indian News Chronicle* dated 18th August 1947?

(b) Will Government consider the question of India having its own Standard Time?

(c) If so, do Government propose to build an Observatory which will be up-to-date in its equipment and personnel.

The Honourable Sardar Vallabhbhai Patel: (a) Government have seen a letter of this kind published in the *Indian News Chronicle* of the 2nd September and not of the 18th August 1947.

(b) India has its own Standard Time.

(c) The Government of India at present maintain an astronomical observatory at Kodaikanal. Their post-war plans include a scheme for the establishment of a central astronomical observatory with up-to-date equipment and a large telescope at an expenditure of about Rs. 15 lakhs, which has subsequently been revised to 30 lakhs.

Prof. N. G. Ranga: Will this central observatory be started at Kodaikanal itself or in any other place?

The Honourable Sardar Vallabhbhai Patel: Not in Kodaikanal. It will be in some place either in Central India or in the North. The site has not yet been decided.

Dr. B. Pattabhi Sitaramayya: Will Government consider the question of renovating the *Jantar Mantar* in Delhi and Jaipur and Ujjain and prepare a comprehensive book so as to interpret the astronomical observations recorded thereon?

Pandit Balkrishna Sharma: On a point of order, Sir, these questions are mostly meant, I believe, for the Department of Communications. How on earth are they being put to the Honourable Minister for Home affairs?

Mr. Speaker: If that is so, the Honourable Minister will say so.

The Honourable Sardar Vallabhbhai Patel: What is this *Jantar Mantar*?

Dr. B. Pattabhi Sitaramayya: That beautiful structure which is in the Parliament Street is an astronomical structure which was erected by a King called Jai-gopal 210 years ago and it records time in the worlds cities by means of shadows on those curves and circles. It also records the zodiac and the solar and lunar calculations of time.....

Mr. Speaker: Will the Honourable Member now put his question?

Dr. B. Pattabhi Sitaramayya: May I ask the Honourable Minister whether the Government will take steps in consultation with the Maharaja of Jaipur to renovate the *Jantar Mantar*?

The Honourable Sardar Vallabhbhai Patel: It is a very interesting suggestion. We will have to look into the question.

Shri H. V. Kamath: Is there any plan or proposal to train efficient astronomers to man these observatories? We are short of astronomers in this country to man a good observatory.

The Honourable Sardar Vallabhbhai Patel: If there is any definite need the Government will take action in the matter.

Dr. P. S. Deshmukh: May I know the time of what place is regarded as the standard time of India?

The Honourable Sardar Vallabhbhai Patel: Longitude 82° 30'.

Dr. P. S. Deshmukh: Will the Government consider the claim of Ujjain, as has been pointed out by Mr. Vaidya?

The Honourable Sardar Vallabhbhai Patel: Ujjain was once an old capital. It may be a suitable place but it will have to be considered.

AN ALL INDIA RADIO CENTRE FOR ASSAM.

343. ***Shri B. P. Jaunjhunwala** (on behalf of **Shri Rohini Kumar Chaudhuri**): Will the Honourable Minister of Information and Broadcasting be pleased to state if an All India Radio Centre will be opened in Assam and if so, when and where?

The Honourable Sardar Vallabhbhai Patel: We hope to instal a radio centre in Assam by the middle of April 1948. Two broadcasting units with inter-linked studio and transmitter facilities will be provided, one at Shillong and the other at Gauhati.

Prof. N. G. Ranga: Are Government making efforts to get more radio transmitters so that they may be installed at various places?

The Honourable Sardar Vallabhbhai Patel: There is a programme fixed for the next eight years and according to that programme work is being carried on.

Dr. B. Pattabhi Sitaramayya: May I know, Sir, whether Government's attention has been drawn to the presence of a gentleman in this town by name Hansraj 'Wireless', a man of remarkable genius, and whether they will be pleased to consider the possibility of availing themselves of the services of this distinguished scientist?

The Honourable Sardar Vallabhbhai Patel: This question does not arise from the question about the installation of a Broadcasting centre in Assam.

Dr. P. S. Deshmukh: When is the Nagpur station going to be opened, Sir?

Mr. Speaker: The scheme has already been submitted to the House once and all necessary information has been given.

ASSISTANT AND UNDER SECRETARIES IN VARIOUS MINISTRIES OF GOVERNMENT OF INDIA

344. *Shri Damodar Swarup Seth: Will the Honourable Minister of Home Affairs be pleased to state.

(a) whether it is a fact that there are two categories of officers, Assistant Secretaries and Under Secretaries, in various Ministries of the Government of India;

(b) the difference in duties and emoluments of these posts; and

(c) the present system of recruitment of Under Secretaries?

The Honourable Sardar Vallabhbhai Patel: (a) Yes.

(b) The duties performed by Assistant Secretaries and Under Secretaries are of the same nature. A statement showing the emoluments attached to these posts is placed on the table of the House.

(c) Under Secretaries are recruited from the following sources on the recommendations of the Selection Board: Indian Civil Service, Indian Audit and Accounts Service, Imperial Secretariat Service, Provincial Civil Services, Finance and Commerce Departments Pool, and General Administrative Reserve.

Statement showing the scales of pay of Assistant Secretaries and Under Secretaries in the Government of India Secretariat.

Name of post.	Scales in force before orders were passed on recommendations of the Central pay Commission.	Scales prescribed on the recommendation of the Central Pay Commission.
<i>Under Secretary.—</i>		
(i) Pool Officers.	Grade pay in service of origin plus Special Pay of Rs. 300/-p.m. or Pool Scale plus S. P. Rs. 150/- Rs. 750-25-900. New.	* Old and New. To be fixed.
(ii) Officers of the Imperial Sectt. Service, Class I.	Rs. 1000-5 0-1250 plus S.P. 50 Rs. 750-25-900 plus S.P. 50 New	Rs. 800-50-1150
(iii) Officers of Central Services not included in (i) and (ii).	Grade pay in services of origin plus S.P. 300. Old. Grade pay in service of origin plus S.P. 300. Rs. 750-25-900. New.	Pay in senior scale of service of origin plus S.P. 100; or pay in junior scale of service of origin plus S.P. 200.
(iv) Officers of Provincial Services.	Grade pay in service of origin plus S.P. 300. Rs. 750-25-900.	To be fixed.
<i>Assistant Secretary.</i>	Rs. 1000-50-1250 Old. Rs. 750-25-900. New	Rs. 800-40-1000.

*Old—Pre-1931 scales.
New—Post-1931 scales.

RECRUITMENT OF PROVINCIAL SUBORDINATE SERVICES PERSONNEL AS UNDER SECRETARIES TO GOVERNMENT OF INDIA

345. *Shri Damodar Swarup Seth: Will the Honourable Minister of Home Affairs be pleased to state:

(a) whether it is a fact that the personnel of subordinate services of Provincial Governments have been recruited as Under Secretaries to the Government of India; and

(b) the reasons for giving them preference over the claims of the Secretariat Officials of the Government of India?

The Honourable Sardar Vallabhbhai Patel: (a) No.

(b) Does not arise.

RESTORATION OF ESTATES AND ZAMINDARIES CONFISCATED DURING SEPOY MUTINY 1858

†346. ***Shri Biswanath Das:** Will the Honourable Minister of Home Affairs be pleased to state:

(a) whether there is any proposal to restore all estates or Zamindaris confiscated by the British Government during or after the Sepoy Mutiny of 1858 either for having taken part in that mutiny or in the subsequent rebellion; and

(b) whether Government have received any representation direct or through the Government of Bihar for restoration of the area known as Porahat or Porahat Zamindari within Singhbhum District in the Province of Bihar?

The Honourable Sardar Vallabhbhai Patel: (a) In so far as the Central Government is concerned, the answer is in the negative.

(b) No.

DEMOCRATIC GOVERNMENT IN FEDERATED STATES OF KATHIAWAR AND OTHER MERGER STATES.

347. ***Shri V. C. Kesava Rao:** (a) Will the Honourable Minister of States be pleased to state what steps Government of India have taken to ensure democratic Government in the Federated States of Kathiawar and other merger States under the aegis of the Government of India?

(b) Do Government propose to make democratic Government in these States a condition of acceptance of such merger?

(c) Are these Federated States allowed to keep standing armies?

(d) If so, on what basis is the strength of the army fixed?

The Honourable Sardar Vallabhbhai Patel: (a) and (b). I invite the attention of the Honourable Member to the reply I gave on the 29th January, 1948 to the Starred Question No. 18 by Diwan Chaman Lal, and to the documents placed on the table of the House in that connection. The Covenant signed by the Rulers of Kathiawar States provides for the setting up of a Constituent Assembly in the manner indicated in Schedule II of the Covenant. The Kathiawar Constituent Assembly so set up will frame a Constitution for the United State of Kathiawar (whether of a unitary or federal type) within the framework of the Covenant and the Constitution of India, and providing for a government responsible to the legislature. The question of democratising States which have been merged with the neighbouring Provinces does not arise as they will have the same administration as the Province in which they have merged.

(c) and (d). The Military forces of the individual States of Kathiawar will, as from the date on which the administration of such States is made over to the new State, become the military forces of the United State of Kathiawar. The States which have opted for merger with Provinces had no military force.

Prof. N. G. Ranga: Is it the policy of the Government of India to see that the Princes of the Kathiawar States do become constitutional heads of their States and not continue, as they have been continuing till now, to be autocratic heads?

The Honourable Sardar Vallabhbhai Patel: If my Honourable friend had followed the constitution of the Union he will see that there is no room for separate constitutional heads, except that a Presidium has been formed, of

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

which the Jam Saheb becomes the President on election by five members, and the Maharaja of Bhavnagar becomes the Vice-President. There is no question of constitutional rulers being there. It is all a joint administration.

Dr. B. Pattabhi Sitarāmayya: Has the Maharao of Cutch joined the Union?

The Honourable Sardar Vallabhbhai Patel: Not yet, Sir,

Shri Yudhisthir Misra: May I know whether the system of administration now existing in the Orissa States is the same as in the Province of Orissa?

The Honourable Sardar Vallabhbhai Patel: There is no separate province and States in Orissa. The Orissa States form part of the province of Orissa. There is one unitary government there.

Shri Yudhisthir Misra: May I know whether the people of Orissa States have any responsibility in the administration of the States themselves?

The Honourable Sardar Vallabhbhai Patel: Of course they have the same responsibility as the people of Orissa have.

Shri Yudhisthir Misra: May I know whether the people of Orissa States have got any representation in the present Orissa Assembly?

The Honourable Sardar Vallabhbhai Patel: Of course it will be arranged: it cannot be done automatically overnight.

OFFICERS FOR ADMINISTRATIVE SERVICES FROM AMONGST BUSINESSMEN.

348. *Shri Mohan Lal Saksena (on behalf of **Shri M. Ananthasayanam Ayyangar**): (a) Will the Honourable Minister of Home Affairs be pleased to state whether there are plans for the recruitment of officers for the Administrative Services from among businessmen?

(b) If so, what are the plans?

(c) Have the Federal Public Service Commission been consulted with regard to these proposals and if so, what is their view in regard to such recruitment?

(d) What steps, if any, have already been taken to secure suitable officers from the business community?

(e) If any recruitment has already been made, do Government propose to give (i) the number of officers so chosen, (ii) their names and full qualifications, (iii) the provinces from which they come, (iv) the types of work which they have been assigned, (v) the terms upon which they have been employed, and (vi) the manner and procedure adopted for their recruitment?

The Honourable Sardar Vallabhbhai Patel: (a), (b) and (d). The Honourable Member presumably refers to the recommendations made by the Gorwala Committee appointed in September 1947 to review the shortage of trained manpower in the ranks of administrative officers. A copy of the Committee's Report was placed on the table of the House on the 19th November 1947. The recommendations are still under consideration in consultation with Provincial Governments.

(c) Yes; their views are awaited.

(e) Does not rise.

Prof. N. G. Ranga: Will Government keep in mind the fact that if businessmen are appointed to important posts, they are likely to favour their own community?

The Honourable Sardar Vallabhbhai Patel: I do not think, so, Sir. Strict tests are applied before the selection is made. I do not think that a businessman has a greater weakness to favour members of his own community.

Shri Deshbandhu Gupta: May I know if the Honourable Minister has considered the desirability of changing the rules for the appointment of Members of the Public Service Commission and the traditions that govern that body. Is Government aware of the fact that the same set of questions as were asked of the candidates during the bureaucratic days are being asked even now?

The Honourable Sardar Vallabhbhai Patel: I have no knowledge of the questions that were being asked during the bureaucratic days. But I can say this much that the Public Service Commission is doing its work very efficiently.

Shri B. Das: In view of the vast business and commercial undertakings of the Government of India, such as the Railways and Posts and Telegraphs and new Development Projects, have they considered the desirability of recruiting businessmen to man these services?

The Honourable Sardar Vallabhbhai Patel: The Gorwala Committee did take into consideration the question of recruitment of businessmen to run the so-called commercial undertakings of Government.

Shri Mohan Lal Saksena: May I know whether the Standing Committee of this House will be consulted about the recommendations of this Committee?

The Honourable Sardar Vallabhbhai Patel: I cannot say at present. The report has been circulated to the provinces and their opinions are awaited. When their opinions are received the question whether the Standing Committee of this House should be consulted will be considered.

Shri B. Das: What is the necessity for the Government of India calling for the opinions of the Provincial Governments, when the recruitment is to be made for their own Departments?

Mr. Speaker: That is an argument, and not a question.

Shri H. V. Kamath: Is it proposed to recruit these businessmen directly without their being required to appear at a competitive or probationary examination?

The Honourable Sardar Vallabhbhai Patel: They will have to undergo certain tests.

Shri H. V. Kamath: Will they take the same examination as the other candidates?

The Honourable Sardar Vallabhbhai Patel: Not necessarily.

RECRUITMENT OF ALL JUDGES OF HIGH COURT EXCLUSIVELY FROM BAR.

349. ***Shri Mohan Lal Saksena** (on behalf of **Shri M. Ananthasayanam Ayyangar**): Will the Honourable Minister of Home Affairs be pleased to state whether Government propose to consider the question of recruiting all Judges of the High Courts exclusively from the Bar?

The Honourable Sardar Vallabhbhai Patel: No, Sir.

Shri Mohan Lal Saksena: May I know the reason, Sir?

The Honourable Sardar Vallabhbhai Patel: It is not fair to confine recruitment of High Court Judges exclusively to members of the Bar.

Shri Mohan Lal Saksena: Is it not a fact that there is a shortage of the I.C.S., and in view of that is it desirable to recruit Judges from that service?

The Honourable Sardar Vallabhbhai Patel: As far as possible, recruitment is made from the practising lawyers. But the services are not debarred from promotion to the Bench.

Shri Ramnath Goenka: Is it the policy of Government to give preference to members of the Bar rather than to members of the services?

The Honourable Sardar Vallabhbhai Patel: A large majority of the High Court Judges are members of the Bar.

Shri Ramnath Goenka: Is there any rule regulating recruitment of High Court Judges?

The Honourable Sardar Vallabhbhai Patel: There are no rules as such.

Shri Khurshed Lal: Is Government aware of the fact that some of the most eminent Judges in the past have been recruited from the Provincial Judicial Service?

The Honourable Sardar Vallabhbhai Patel: That was so in old days. Many eminent Judges of the High Court were drafted from the cadre of Subordinate Judges; but for many years now no such appointment has been made.

Dr. B. Pattabhi Sitaramayya: Are Government aware that just now an appointment is being made in the Madras High Court from the cadre of the Judicial Service?

The Honourable Sardar Vallabhbhai Patel: Probably it is so. But Honourable Members are aware that recruitment now made is not purely on merits, but on communal and other considerations, with the result that the standard has to a certain extent deteriorated.

DEMAND BY BIHAR GOVERNMENT FOR CONTROL OVER ADMINISTRATION OF SOME CHHATTISGARH STATES

350. *Shri Kishorimohan Tripathi: (a) Will the Honourable Minister of States be pleased to state whether the Government of Bihar have demanded the integration of the administration of some of the Chhattisgarh States with that of Bihar?

(b) If the answer to part (a) above be in the affirmative, what are the names of such States?

(c) Have Government of India taken any steps with regard to the demand referred to in part (a) above?

The Honourable Sardar Vallabhbhai Patel: (a) No official representation has been received.

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

CHHATTISGARH STATES PEOPLE MEMORANDUM *RE* AGRARIAN AND ECONOMIC DEMANDS

351. *Shri Kishorimohan Tripathi: (a) Will the Honourable Minister of States be pleased to state whether the Government of India have received from the people and worker of the Chhattisgarh States any memorandum setting forth some agrarian and economic demands of the people in these States?

(b) If so, what action have Government taken thereon?

The Honourable Sardar Vallabhbhai Patel: (a) No.

(b) Does not arise.

RULES *RE* CONTROLLING OF ACTIVITIES AND ENTRY OF FOREIGNERS IN INDIA

352. *Dr. P. S. Deshmukh: (a) Will the Honourable Minister of Home Affairs be pleased to state if any rules and regulations have been framed for controlling the entry of foreigners into India?

(b) Is there any restriction as regards the number of foreigners permitted to enter India?

(c) If so, what is the number for each country and if not, do Government intend to impose any restrictions?

(d) Do Government intend to frame rules for supervising the activities of foreigners in India?

(e) Do Government propose to make it obligatory for foreign firms to employ Indians?

The Honourable Sardar Vallabhbhai Patel: (a) Yes; The Indian Passport Act, 1920 (XXXIV of 1920), the India Passport Rules, 1921; and Executive instructions issued by the Government of India from time to time.

(b) No.

(c) Does not arise.

(d) Government have adequate powers under the Registration of Foreigners Act, 1939, and the Foreigners Act, 1946, and the rules and orders made thereunder.

(e) No such proposal is under contemplation.

CONVICTS AND NON-CONVICTS IN ANDAMAN AND NICOBAR ISLANDS.

353. *Shri V. C. Kesava Rao: Will the Honourable Minister of Home Affairs be pleased to state:

(a) the total number of convicts living in the Andaman and Nicobar Islands;

(b) the number of non-convicts who have settled there;

(c) whether Government propose to keep these islands only for the use of convicts; and

(d) if the answer to part (c) above be in the negative, whether Government propose to allow people who wish to settle there, to do so and also to grant them lands free of cost for cultivation?

The Honourable Sardar Vallabhbhai Patel: (a) Nil.

(b) 650 non-convicts from India have settled in the Island of Andamans.

(c) No.

(d) Yes. Government have a scheme for allowing people to settle in the islands but it is not proposed to grant them land free of cost. A premium would be charged.

Shri H. V. Kamath: Will Government consider the advisability and the desirability of changing the names of these islands to Swaraj and Shaheed, the names given to them by Netaji Subhas Chandra Bose?

The Honourable Sardar Vallabhbhai Patel: In view of historical tradition it is not wise to change the names.

THE RAILWAY BUDGET—GENERAL DISCUSSION

FIRST STAGE.

Mr. Speaker: The House will now proceed with the general discussion of the Railway Budget. Before the General Discussion of the Railway Budget commences, I have to announce to the House that under Rule 46, I fix the time limit for speeches as 15 minutes for each Honourable Member excepting the Honourable Minister of Railways for whom 45 minutes or more will be allowed, if necessary.

Shri K. Santhanam (Madras: General): Mr. Speaker, Sir, I feel it a great privilege to open this debate, for though we had an interim Railway Budget, this is the first full Railway Budget and the way in which we handle this budget will determine for many years the relations between this House and the Budget not only of the Railways but also of the General Revenues to be presented to this House. Sir I find myself in great difficulty. I think this difficulty is shared by almost the whole House. I am a strong supporter of Government and I cannot be a party to anything likely to censure or weaken the hands of the present Government. At the same time, in the absence of an effective Opposition party, every member of the House, including the members of the party which supports the Government, will have to safeguard the interests of the public. We have to be both friends and critics at the same time and it is not an easy matter to combine these two roles. So, I think, Sir the only way

this can be done is not to place any importance on motions for reductions of grants or rejection of grants. The only way the House can perform this dual function is to get a grip over the budget and offer constructive criticism. It is often more difficult and requires much more knowledge to offer constructive criticism than to offer destructive criticism. Therefore, I propose to confine myself to two questions. Is the House in a position to obtain a grip and offer constructive criticism from the facts placed before it and from the explanations offered to it? Secondly, is the Railway Standing Finance Committee in a position to be a reliable watch dog of this House? These are two most important issues which the House must consider. Now let me take the first question. Has the Railway Minister placed before the House sufficient material for us to get a grip over the railway revenues as well as the railway administration? My own feeling is that he has not. If you will please look into the Explanatory Memorandum of 1947-48 and the Explanatory Memorandum of 1948-49, you will find that many of the valuable appendices which give a comparative estimate of the railway items of the previous years and of the present year are absent. Of course the explanation is that from the 15th August we have turned a new chapter. The railways have been partitioned and so the old figures may not be strictly comparable. I do not quite agree with this view. Of all the railways, only two railways have been partitioned and it should be possible for the Railway Board to make necessary adjustments and give us figures of the previous years which are comparable with the figures for 1948-49. If Honourable Members will turn to the proceedings of the meeting of the Standing Finance Committee for Railways dated 4th February 1948, there is a comment on page 30. It says:

"A member observed that it was difficult to scrutinize the provisions of the Budget in the absence of any comparative data. He asked that a statement should be prepared showing the average of the expenditure under each detailed head by railways for three pre-war years and three war years for comparison with the budget provision."

In the absence of such, what I may call, control figures, the figures given to us have no meaning whatsoever. Even the most intelligent, even the most conscientious member will be unable to find out exactly whether the figures given are reasonable, whether any economy could be made, or whether any mistakes have been made. He has simply to take the figures as they are and cannot do anything with them. Even more than the absence of comparative figures; I regret the absence of analysis and explanation of major heads by railway departments for use of the members.

Prof. N. G. Ranga: (Madras: General): You made the suggestion earlier also, and nothing appears to have been done.

Shri K. Santhanam: Let me give two examples. I do not want to make statements without giving concrete illustrations of the ideas behind them. Take for instance the ordinary working expenses. In the Budget 1938-39 the total expenditure of all railways of united India was 54 crores. Reducing approximately by 1/6th for the railways handed over to Pakistan, it may be estimated at 45 crores for the railways of the present India. The ordinary working expenses for 1948-49 are put down at 147 crores. That is, it is 326 per cent. of the expenditure for 1938-39. There are of course many causes for this increase in expenditure. I can think of five. For instance, there is increase of work: more passengers are carried; more goods are carried; and more work means more expenditure. Then again there is increase in salaries and allowances of the staff. Thirdly there is a higher cost of materials. Fourthly there is deterioration in the human efficiency, and fifthly there is deterioration in the efficiency of the railway plant. Is it not essential, was it not the duty of the Railway Minister, I ask, to show us how this 326 per cent. is distributed between these various items which have caused this increase in expenditure? So far as increase of work is concerned, it is mathematically determinable. Increase in pay and allowance, he should be able to get from the accounts: and the higher cost of materials could be easily estimated. If he had given us

[Pandit Hirday Nath Kunzru]

these three calculations, the House would be able to estimate what the country is paying for the deterioration in human efficiency, and for the deterioration in the efficiency of the railway plant. And then, Sir, if this increase had been more or less even over all the railways, then we could come to a rough judgment that the same forces have operated in a more or less uniform manner: but what exactly do I find? In the B.B. and C.I., there is an increase of 287 per cent., while in the East Indian Railway it is 372 per cent. In the B.N. Railway it is 380 per cent., while the G.I.P., M. and S.M. and S.I. Railways are more or less the same as the all-India average, the increase is 332 per cent. Now an explanation is certainly needed, as to why the B.B. and C.I. could manage to increase its expenditure only by 287 per cent. while the East Indian Railway and the B.N. Railway should go 60 per cent. over the all-India average. Even in the Interim Budget I pointed out that there was something rotten in these two railways—the East Indian Railway and the B.N. Railway,—which requires looking into, and I thought some explanation might be forthcoming at least in this Budget. But I do not see any reference anywhere, either in the Budget Memorandum or in the Railway Minister's speech concerning this.

Let me take another illustration: the losses on railway grain-shops. This year the total loss amounts to 25 crores. The Honourable Members may turn over to page 69 and they will find the total loss for this year under Demand No. 9 is 24,80,00,000. It is certainly a big sum. I am not in the least suggesting that this is not a justifiable loss. But I do want that a proper explanation may be given to us. How much of this loss has been rightly incurred? What quantity of wheat was supplied through these grain-shops? What was the loss which occurred on wheat, how much on rice and how much on cloth? We want to be sure that the entire loss is due to benefits accrued to Railway workers, that there is no leakage, that there is no wastage, there is no misappropriation or corruption. We want to know this. I think this Memorandum should have contained a proper analysis of the losses on grain-shops and of how they are working, so that the Members might know why they are footing a bill of such a huge sum as Rs. 25 crores in a year. This is a new expenditure which has sprung up in the last four or five years. Therefore, it requires a proper scrutiny.

Prof. N. G. Ranga: And it is going on every year.

Shri B. Das (Orissa: General): It was much better in the past.

Shri K. Santhanam: Therefore, Sir, I think that these two illustrations show that the material placed before us is not adequate for coming to a proper judgment, for being convinced that the Railways are working as efficiently as the circumstances permit.

Let me go to the second question which I put before myself. You have put up a Railway Standing Finance Committee; it is intended to be a watch-dog of this House—it should be a watch-dog and you should like to know how this Committee is functioning. As a member of that Committee, I am responsible to this House and I am bound to give a faithful account. In this connection, I have nothing to say about the attitude of the Minister; he has always been appreciative, he has always been willing to take points and I have no complaint to make against him personally. Nor have I any complaints to make against the Railway officials. I think the present Chief Commissioner and other members of the Railway Board are as efficient as, if not better than, their predecessors. But somehow the tradition has come down to us that this Committee has become a nominal Committee. The memoranda are supplied at a very short notice, and then we are called in for two or three hours. Can you think that anybody can scrutinise all the masses of figures supplied to him in these books—the Standing Finance Committee Reports and the memoranda—in two hours and three hours? Unless you see to it that your Committee functioned like the Committee of the Senate of the United States

Congress, unless they are able to put every Railway official to a cross-examination whereby these officials are able to explain every point and convince the Committee that it is legitimate, that it is the proper thing to be done, unless that is done I do not think your Committees can be said to be of very much use, that you can rely upon the recommendations of the Committee as if every thing has been scrutinised by it. At the end of every item it is said, "The Committee approves." That is the legend which is entered in these Reports, but I do not think it is a true legend—it is largely a false legend. The Committee meets, the figures are placed before them and the members ask, "what do they mean?" The reply is, "Oh, yes, they have been prepared by the General Managers." Often, I am convinced that the Railway Board Members themselves do not exactly, know how the figures have come—they have to rely on their General Managers. Of course, I am not blaming them, that is inevitable in any big organisation. But I wish to suggest that the Railway Organisation has become like one of the big giant chariots of South India which millions of people have to drag but no one knows when it will start and where it will go.

I think the whole Railway Board administration has become unsuited to the present requirements. It is purely an administrative control organisation. In the matter of business control, in the matter of business efficiency and in the matter of planning efficiency, it leaves much to be desired and that is a matter which has to be looked into.

Sir, I have not been able to cover more than a few points but I hope I have made some points which will be useful to the House.

Kazi Syed Kar muddin (C.P. and Berar: Muslim): Mr. Speaker, Sir, the Honourable Mr. Santhanam has already pointed out mistakes in procedure and insufficient supply of information. I will only discuss the policy affecting the general Railway administration.

In my opinion, the presentation of this Budget in an extempore speech by the Railway Minister was really remarkable. The lucid and honest way in which the whole case was presented is certainly laudable. Admissions of successes and failures, strength and weaknesses, so vividly described in his speech, have disarmed the opponents and the critics. Sir, I congratulate the Railway Minister for the clarity of thought and integrity of ideas. When I heard his remarkably eloquent speech, I remembered a couplet from the poet Ghalib.

دیکھا تقریر کی لذت کہ جو اس نے کہا

میں نے یہ جانا کہ گویا یہ بھی سورے دل میں ہے

For the understanding of the Minister in charge, I will translate it: "Look at the magic effect of the eloquent speech! I began thinking that what he was saying were all my ideas."

This is a Budget of hope and expectation. The Railways have stood, there is no doubt, a very great test in war and after the war. People do realise that the Railways have been working under a very great handicap, particularly due to the overcrowding, the refugee problem in this country and the control policy of the Government during war and after the war. It is not an easy thing that three million people were moved from one Province to the other as refugees.

Another aspect in the Budget is that it is very gratifying to note that there is no reference about any labour unrest or any labour problems. Sir, I presume as a lawyer that the non-mention of this fact in the Budget speech shows that this year there are neither any strikes nor any very agitating problems regarding the labour, and I hope the Department has gone a long way in solving those problems which is a very necessary factor in the development of the Railway industry.

[Kazi Syed Karimuddin]

One thing about which I have a very strong opinion is the proposed contribution from the Railway surplus to the General Revenues. In the speech of the Honourable Minister in charge it is mentioned:

"These drops in earnings and in working expenses have resulted in an increase in the net loss that we estimated from 2.7 crores to 5.2 crores and the result of that increase in the net loss is that we have had to make larger withdrawals from our Reserve Fund. And the Reserve Fund, therefore, in March 1948 will stand at a figure of Rs. 3.8 crores."

In 1943 it was Rs. 22.5 crores; now it is reduced to only 3.8 crores.

Now, it is mentioned on page 3 of the speech of the Honourable Minister:

"The question arises: what is to be done with this net surplus of Rs. 9.85 crores which we expect for the year 1948-49? First of all, there is the question of the contribution payable by the Railways to General Revenues. That question at present is determined by a resolution which the Legislature passed in 1943, which practically lays down that the contribution to General Revenues is to be fixed with reference to the requirements of the Railways and of General Revenues in each particular year."

Looking at the reduced amount of 3.8 crores in the Reserve Fund, I am really apposed to any contribution excepting the percentage contribution that is usually made to the General Revenues. Sir, there are many who think that if the Reserve Fund is not strengthened, in years of depression it would be very difficult for the Railway Department to depend on the Reserve Fund. It is also the opinion that any surplus after meeting this requirement should be used for building up a strong Reserve Fund to help the Railway system during depression. The maximum limit of the Reserve Fund should be at least 30 crores in India. This Fund should help to preserve stability in rate structure and in times of depression it should be a fund on which you can rely. In the Convention of 1924, Sir, no fixed amount is to be given to the General Revenues. The Reserve Fund is used for payment of the percentage contribution to the General Revenues, for arrears of depreciation and for improvement of the services rendered to the people. Now, from the point of view of sound railway finance and post-war development, determined effort should be made to increase that amount. In the year 1945-46, the then Railway Minister had announced that the amount of Rs. 20 crores was a very low amount and that it should be increased. Therefore, I submit that the present surplus of Rs. 10 crores should go to the Reserve Fund. The surplus should be used for building up an adequate reserve and spending sufficient amount on the comforts of third-class passengers. Everytime during the Railway Budget discussions, we show sympathy for the third-class passengers who contribute about 80 to 85 per cent. of the passenger income, but in practical effect, no comforts are provided for them.

Then, Sir, there is another Fund which deserves consideration. I mean the Depreciation Fund. It is about Rs. 91 crores and seems sufficient, but in my opinion, if this fund is used for replacing the existing worn out machinery with new ones, I think this replacement was not done before because machinery was not available during the war time as well as after we accumulated the necessary funds—if the locomotives are replaced, this Fund would prove to be quite insufficient for the purpose.

There is also, Sir, another reason why no contribution except the percentage contribution, should be made to the General Revenues from this surplus of Rs. 10 crores. The prices in the country are very high. They are shooting and as we all know, it is an established economic law that when prices go high, there is a point when depression begins and if there is a depression and if there is no Reserve Fund, it would prove very difficult for the Railway Department to run the Railways to the advantage of the people and the only other alternative will be to increase the fares. What will the effect of that be? It will be to the detriment of the masses.

Now, Sir, the reason to my mind is pressure from the Finance Department on the Honourable the Railway Minister to have money out of this surplus. If that is so, my submission is that you must first of all make up your mind whether this is a commercial concern or a utility concern. In developing the Railways, we indirectly develop industry; we develop agriculture; we move food from place to place. In this way there is all round development of the country. Therefore, I am definitely opposed—and I want every other member to be opposed—to any further contribution to the General Revenues from the surplus, because the Railway Reserve Fund is almost exhausted—the present figure is only Rs. 3 crores—and in times of depression it will prove a very negligible amount indeed.

• Turning now, Sir, to the passenger earnings, we find that the earnings have fallen. In my opinion, one of the greatest causes for this in both third-class and other classes is the insecurity that was attached to travel in the last four or five months. The conditions are now improving and a slight improvement in the situation is perceptible; if the present security arrangements are maintained, I have not the least doubt that income for the coming year will be more than in the past months.

Then, Sir, I want to say a word on the convenience of the third class passengers. In every Budget in every year, promises are being given, but when it comes to actual facts we find that to have better coaches is a dream, reduction in the number of passengers for each coach is unthinkable and increase in water storage capacity is unimaginable and people have to travel in third-class without answering call of nature for hundreds of miles. I hope at least the present Railway Minister will translate some of the promises into actual facts.

Then, Mr. Speaker, the Minister in charge paid glowing tributes to the loyalty of the railway servants and their devotion of duty. Well, I join that chorus of praise, but with reservation. It is not correct to say that all the servants employed in the Railways are honest to a degree where we can call them real servants of the people. In the Goods Department and in the class of people known as Ticket Collectors, corruption is rampant and I am sure many members of the House who come from different Provinces will bear testimony to what I say. Ticketless travel is of course due to the defiance of the law. There is no doubt about that. Refugees have had to go from one place to another. They had no money to fall back upon and nothing to pay. But apart from that, there is one reason why ticketless travel is on the increase, and that is, the encouragement of the Ticket Collectors for receiving not a ticket which has no face value, but a currency note in place of that.

Another point, Sir, which is very important from the administrative point of view is the establishment of Tribunals. In the Railway Department the Heads of the Departments are already overworked. The Railway Unions and other Labour Unions in the country are agitating that the decisions arrived at by the Heads of Departments are more or less influenced by the administrative machinery. For creating confidence and a sense of justice in the railway servants, it is very necessary to establish Tribunals. It is an accepted principle of criminal jurisprudence that not only that you should do justice but it should appear that justice would be done. In foreign countries, particularly New Zealand, such a system of Tribunal has been established and I submit that it should be adapted here also.

Sir, the principle of de-control has been accepted by the Government. The success or failure of this policy entirely depends upon the working of the Railways in India and I am glad that the Minister in charge of Railways has taken care to refer to it in his speech, and with his capacity to discharge his functions. I am sure the priority system would be strictly enforced.

[Kazi Syed Karimuddin]

I again congratulate the Minister in Charge for the surplus Budget and express my fullest confidence in him for his capacity to deal with railway matters. In India, Railways are a great asset and I am sure he will nurse them carefully and administer them firmly.

Pandit Hirday Nath Kunzru (U.P. : General): Mr. Speaker, Sir, before I offer a few remarks with regard to the Railway Budget, may I bring to the notice of my Honourable friend, the Minister for Transport, that his speech was circulated to Honourable Members only this morning and that the first volume of the Railway Administration Report has not yet been published. We used to get it every year by the end of January, but this year, while the second volume is available, the first volume is still in the Press. I know that this has been due to the abnormal circumstances that have prevailed in recent times, but I hope that the Honourable Minister will see that better arrangements are made in future in respect of the delivery of his speech to the members of this House and the publication of the Railway Administration Report.

Now, Sir, I shall deal with certain points which are raised by the Transport Minister's speech. Sir, in order to determine to what extent our Railways are functioning efficiently, I tried to compare the ratio of working expenses to the gross revenue, which is known as the 'operating ratio'. I tried to compare the operating ratio for the year 1938-39 with the operating ratio for the years 1946-47 and 1948-49. Although great changes have occurred in the current year, I thought nevertheless that a comparison between the operating ratio of 1938-39 with that for the year 1948-49 could not fail to be instructive. Now, I found, Sir, that while the operating ratio in 1938-39 was 66.44, in spite of certain special factors which had to be taken into consideration that year, it was 76.7 for the year 1946-47 and 83.3 for the year 1948-49. I shall not ask, Sir, why the operating ratio is so high, partly because we know a heavy rise in prices and wages has inevitably affected the ratio by increasing the working expenses, and partly because, my Honourable friend, the Minister for Transport will say that he had appointed the Indian Railways Enquiry Committee in order to look into that matter. The reason why I have put forward this point is that the operating ratio being so high, it is obvious that the successful working of the Railways depends on the efficiency with which they are managed. The heavy increase in expenditure makes it more necessary than ever that there ought to be better supervision than there was in the past and that the Labour should not merely complete its statutory work, but should perform it in a patriotic spirit.

In order to be in a position to consider whether the standard of efficiency at present was fairly high, I paid special attention to two factors. These are factors on which the Honourable the Minister for Transport has laid great stress in his speech. The first important question which deserves mention in this respect is the turn-round of wagons. The Honourable Minister told us in his last speech, i.e., in November last, that leaving South India out of account, the turn-round of a Broad gauge wagon was between 14 and 15 days. When the Indian Railway Enquiry Committee reported in 1937, it commented adversely on the slow turn-round of the wagons at that time. I gathered from its report that for load of 204 miles, the turn-round of a Broad Gauge wagon was between 10 and 11 days and it recommended that this should be reduced to 5 or 6 days. It is not necessary that we should be able to do what South Africa has been able to. Everyone of us knows that we are less fortunate than South Africa in respect of our Gauges. There is no uniform gauge in this country and it is inevitable, therefore, that the turn-round should be a little longer than it is in South Africa. But even allowing for this fact, the Committee considered that the turn-round was excessive. Now, my Honourable friend told us last November that it was between 14 and 15 days. He has told us in his latest speech that this period has been considerably reduced, but I should like to know what

the overall figure is. I am glad to know that there has been improvement on certain Railways. But the progress that has been made when considered in the light of the observations of the Indian Railway Enquiry Committee is not enough. There is further room for improvement and considerable improvement. My Honourable friend has in his speech—I am sure inadvertently—confused turn-round with the period required to repair a wagon. On page 5 of his speech I find him saying that the average period of turn-round of a broad-gauge wagon was 48 days. I believe what he meant to say was that the period required for the repair of a broad-gauge wagon was 48 days.

The Honourable Dr. John Matthai (Minister for Railways and Transport): Sir, may I explain? I think it is obviously a mistake in a source for which I am not really responsible. Obviously the Honourable Member is correct in saying that the figure I refer to is the figure of the period of detention for overhaul and repair in a workshop.

Pandit Hirday Nath Kunzru: As this paragraph confused me, I drew the attention of the Honourable Minister to it so that the speech might be corrected.

The second point to which I should like to draw attention relates to the percentage of engines under repair. My Honourable friend has been able to report some improvement in this respect too; but we do not know what the percentage of engines under repair at any particular time is. But I find that in 1946-47 it was as high as 19, i.e., about one-fifth of the locomotives were out of action on any particular day. That is a very high figure and this point also received the consideration of the Railway Inquiry Committee to which I have already referred. The percentage was probably a little higher at that time, and owing to the efforts made as a result of this Committee's report it was brought down. But it again increased considerably. This is another matter which requires serious consideration, and I lay stress on these points because as I was looking into the figures relating to the increase in traffic since 1938-39 and the increase in broad-gauge wagons it seemed to me that the difficulty that we were experiencing in handling traffic was due less to the shortage of wagons or age of the locomotives than to other factors. I made my calculations with the assistance of the Financial Commissioner of Railways to whom I am very grateful for the help he gave me in understanding certain points in connection with the Transport Minister's budget speech. And I found that while the increase in traffic amounted to about 24 p.c. that in broad-gauge wagons amounted to about 17 p.c. Now if the turn-round was not so slow as it is it seems to me that the traffic that is offering, even though it is substantially more than it was in the year 1938-39, would be efficiently handled.

Sir, I had intended to deal with the question of spare parts and overcrowding in third class carriages but I shall not do so in view of the fact that my time is nearly over. I shall therefore make one suggestion to the Honourable Minister with regard to a matter of some importance. I think the manufacture of wagons in this country should be increased and the cost per wagon should be brought down. Now at present there are four or five concerns which offer tenders for the construction of wagons. They seem to have combined and to keep the prices at a pretty high level. If some other concerns can be induced to take this up—and I think Tata's alone can do so—the number of wagons manufactured in this country might be increased and at the same time economy might be effected. I hope this matter will receive the attention of my Honourable friend.

Sir, before I sit down I should like to refer to the question of regrouping and the division of capital liabilities of the railways between the Pakistan and Indian Dominions. As regards the first point I am sure my Honourable friend remembers that he told us in November last that he had appointed an officer to look into the matter. I understand that the report of that officer has been received, and I hope that before any decision is arrived at the matter will be

[Pandit Hirday Nath Kunzru]

placed before the Indian Railways Inquiry Committee so that its opinion might be ascertained before any action is taken. As regards the capital liabilities my Honourable friend told us what the points at issue were between the two Dominions. We were told some time ago that a settlement on all points had been arrived at between the Dominions. I request the Honourable Minister to tell us on what basis this settlement has been arrived at. We remember the financial effect of the difference in opinion between the two Dominions which he placed before the House in November last year. It seems to me that our capital liabilities, according to his speech, are about 30 crores higher than they were expected to be then. I should like to know how this has happened and exactly how the liabilities have been divided.

Dr. B. V. Keskar (U.P. : General): Sir, with the limited time at my disposal I do not propose to pick holes or criticise any aspect of the budget speech of the Honourable Minister. I would leave it to my Honourable friend Mr. Santhanam. I should like to deal with certain important principles about the development of Indian railways; but before proceeding to what I consider a very grave defect in this respect in the budget speech I should like to refer to one thing in passing, namely, his reference to corruption on Indian railways. The Honourable Minister made a kind of assertion that members of the House and persons outside also are in the general habit of very irresponsibly accusing the railway administration of corruption. I may assure him, and I am sure that I am speaking on behalf of a large number of members, that most of us are not so irresponsible as to accuse the railway administration generally or the vast majority of officials of corruption. But at the same time, we would be failing in our duty if we did not bring it to the attention of the Honourable Minister and at the same time of the other members of the very large amount of corruption present in all ranks of the railway administration. It is no use trying to confuse this issue which is a very important one from a moral and administrative point of view. I do not think my friends of the Railway Board and high officials of the railway administration would be able to deny the very large amount of corruption present on the railways in all ranks. I am at one with the Honourable Minister in appreciating the services rendered by the Indian railways from the highest to the lowest and the high efficiency at present operating on our railways. But at the same time it is no use denying that the corruption which probably has increased to a great extent due to the war is even now a very important and a very serious obstacle to a greater efficiency in Indian railways.

Sir, I in vain tried, while listening to the speech of my Honourable friend, the Minister for Transport, for any indication of a general plan for the development and progress of Indian Railways. I looked also at the memorandum prepared by the Honourable Minister and searched in vain for finding any line or indication of the way in which the Indian Railways were going to progress and develop. I am quite aware of the enormous difficulties in the way. I am quite aware of the abnormal circumstances at present, but we all expected that when India has become free after the 15th August, some new line is going to be laid for our railways as we expected in other departments of our life and administration. I expected that the Honourable Minister would give us some indication, some plan, some over all view of how we are going to develop our railways. Sir, it is not, I submit a small matter. To my mind it is a fundamental and a most important point. How are we going to develop our railways? Are we going to administer them as the private companies used to administer them? That is for getting a certain amount of profit for getting a certain percentage, some of which will be paid as interest and the rest will be paid into the general budget as an alleviation to the taxpayer? Or are we going to develop the railways as a great social service for the general development of our country and our society? I am sorry, Sir, that after looking carefully at all the papers, and

all the figures and the memoranda presented to us, I feel that the outlook of the Railway Board is yet very conservative and if my Honourable friend the Minister will forgive me, out-moded. I do not see yet any sign that the policy laid down during British rule, probably from the time of the company railways, has yet changed to any appreciable extent. We still consider—I mean the Railway Board appears to consider—that the Railways are naturally the means for transport: but at the same time are a great industry which give a certain amount of profit which for giving that profit have to run efficiently, and there ends the matter. I submit, Sir, that unless we completely change this point of view, unless—and I submit it very humbly to the Honourable Minister for Transport—we hereafter consider the railways as a means to an end i.e. to develop our country economically, socially, strategically and militarily, we will not use this great instrument for the purpose for which it ought to be used. I would like therefore at least very soon the Honourable Minister will take into consideration this fundamental problem of Indian railways which to my mind is as important as carrying out the details of administration. How are we going to use this great instrument? Vast areas of our country are still unopened: immense regions cannot be reached by railway transport, and therefore they are practically unknown to the rest of India and to the rest of the world. Do we propose to develop them or not?

When I referred to the rather conservative outlook of the Railway Board I am reminded of the conversation that I had with an expert of the Railway Board on developing certain regions by having railways there. The immediate answer was that it will not be remunerative. It will not give us a certain percentage of profit and therefore it is out of the question. Now I submit, Sir, that with such a great social system as our nationalized railways, are we going to look to the immediate profit? Are we going to see that if I build a railway in 1948 I should get 5 per cent. in 1949, or are we going to see that if today we invest a large amount of capital we will get probably 500 per cent. in 1960 or 1970? I submit, Sir, that the building of railways, the opening up of large parts of our country is important for the future of this country, and any amount invested for that purpose if it does not give any profit today is a better investment than getting 5 per cent. today. So I just referred to this matter to indicate the mentality that is ruling in the Railway Board. I do not mean to say, Sir, that we should not look to the financial side of the question. I agree that the railways have to run as an economical concern. But I do submit that the railways should not think, specially after they have been nationalised, that they are a profit-making concern. Whatever profits they earn should remain with them and should be utilised for improving the railways and for further extending communications in different parts of the country. To my mind this is the gravest defect in the otherwise very remarkable speech of my Honourable friend the Minister for Transport.

I am at one with my Honourable friend here in appreciating the very good work that has been done during this abnormal time. We all appreciate the remarkable work that the Honourable Minister has done. But I do submit that the vestiges of the conservative and imperialistic outlook that we still have must be changed, that we must have an overall plan, a five or ten year plan, for the rebuilding of the Indian railways and the basic principle on which that plan should be built must not be whether a certain scheme is going to give us 5 or 10 per cent. profit but it should be whether in the years to come and generations to come they are going to develop our country fully and completely. I therefore submit to my Honourable friend, the Transport Minister that this urgent problem should be tackled. With reference to the problem which is likely to come up today (and I represent the views of many of my Honourable friends) we must not expect the railways to be great contributors to the general revenues but we must expect them to be great arteries in the social development of our country.

Prof. K. T. Shah (Bihar: General): **Mr. Speaker**, the tradition of offering congratulations to the Honourable Minister after such a performance as he has just given, has become so hard and fast that I wonder if much meaning will be left in it if I were to offer my very sincere congratulations for the lucidity of exposition and the marshalling of facts with which he presented his statement. On the last occasion I was unable to testify to my appreciation in this manner when he presented the interim budget, so to say, and it was perhaps just as well for me that I did not, because I had intended to end up those congratulations, at the risk of being presumptuous, by saying that I could not have done it better myself. As it is, I am very glad that I escaped from the sin of presumptuousness, because today I do not feel very much in the mood of repeating that expression: not that I have any chance of emulating him now or in the near future, but I would say that judged as a performance in the presentation of a large array of facts and figures in the most clear and lucid manner, marshalling fact after fact, each in its proper perspective, it was edifying and even instructive. The sum and substance of it left me free to offer also some critical remarks which I hope will not be misunderstood by the Honourable Minister.

In the first place, I feel inclined to endorse some of the remarks which my Honourable friend Mr. Santhanam has presented to this House with regard to the basic principle as to the place of the House in acting as the watch-dog of public finances, whether in a commercial and public utility service like the railways or in general finance. I feel free to confess that the little experience that I have had of the working of these committees makes it difficult for members of this House to express whatever constructive criticism we may have to offer, if for nothing else, for lack of time. I am aware that there is a congestion of business. There is a great deal of business, which this Government has got to get through within a limited time, and this makes it naturally difficult to apportion proper time for a proper study and suggestions which Honourable Members may have to make for the information or for helping the Ministers in charge of such departments as the railways or the transport services of the country. In that case, may I, without meaning any offence, suggest that we need not be tied down to the tradition which we have inherited from the past bureaucratic and non-responsible government. For instance, I do not see why this House, if it really wants to do its business, should only sit for 14 or 15 weeks in the year and leave the rest of the business to be handled as it used to be in days gone by. The little experience that I have of the Standing Committee on Finance has enabled me to see and I am sure that must be repeated in the Standing Committee on Railways that 20 or 30 items are presented to be disposed of by 12 or 15 people taking part in a couple of hours, which does not come to an average of more than 2 minutes for each item and they involve figures of the dimension, as my Honourable friend Mr. Santhanam pointed out, of 20, 50, 2 or 5 crores. We seem to be nowadays playing with crores and the miserable lakhs do not seem to appeal to us at all.

Take the case for example of the Postwar Railway budget. I do not know (the Honourable Minister will correct me if I am wrong) if that plan which is said to have been prepared in the department has specially received consideration at the hands of this House. I do not know whether it would be put into execution by the Ministry straightway without its being brought to this House. But I may at this stage even tell the House that on the last occasion after the last war (I am speaking of the war of 1914-18) when this Convention was introduced first in 1923-24, and the railways after 75 years since their introduction in this country were placed on a commercial footing with commercial accounting a five years' budget was voted straightaway involving an expenditure of 150 crores. The country suspected at that time that there were other motives at work in voting this jumpsum grant for capital expenditure, viz., for relieving unemployment in England, which was very acute in those days. I do hope that

we are not going to repeat anything of this kind and I shall most cordially welcome any assurance from the Honourable Member (which I hope will come during the course of his concluding remarks) as regards plans, if any, of the Railway Department that are to be placed before this House and when they will be placed before this House.

Observations have been made with regard to the surplus I understood that the disposal of the surplus of 10 crores is being considered by a committee of this House presided over by your honoured self, Sir. While I have not the slightest intention to prejudge or take the final authority away, I do hope that before a final decision on that is taken, the House will have an opportunity to see whether any reversal of the Convention which was established in 1924 is to take place, while making any decision of that kind. We are having no opposition in the House and the House have automatically registered their decision with their *impresatur* by passing 10 crores of expenditure. Please do not misunderstand me: I do not grudge them. Democracy, however expensive it is, will be failing in its mission if it also did not pay some attention to economy. At the risk of being misunderstood I fear that the comparison that my Honourable friend Pandit Hirday Nath Kunzru made just now suggests that we are not having all the economies which we may have a right to expect in the administration of the railways. I am speaking with considerable handicap because I have no knowledge of the working of the railways. The so-called Administration Report of the Railways, Volume I which in the past used to be given to us is not before us so that we do not know how the railways are worked. The railways have a double face. They are a commercial department whose accounts have been placed on a commercial footing about twentyfive years ago. The Railways are also—and I am glad that an Honourable Member has stressed that particular aspect—a public utility service whose utility value should not be overlooked while considering the commercial aspect or the purely financial aspect of the railways. I am not suggesting that one should necessarily exclude the other. I am not suggesting that we should sacrifice the utility aspect for the sake of the financial aspect or *vice versa*. But I am definitely suggesting that it is up to the Ministry to see the force of it that the two can be reconciled and as a competent and able minister that he is it ought to be up to our present Railway Minister to do so. He has been good enough to give us comparisons of the signs of hope that he has observed in regard to improvement in turnover, in regard to improvement of working efficiency and so on. May I say that you are perhaps obliged to make these comparisons in relation just to the last preceding pre-war year? I do not know whether the Honourable Minister wants us to believe that in 1938-39 the railways of India were administered at the most efficient possible level so that we should return to that, considering that as the acme of perfection for the administration of railways. If he does so I am afraid I cannot agree with him. The railways of India in the world's history of railways have not been by any chance the most efficient that could be found. While I have no desire at all to introduce the slightest note of carping criticism I am also unable to agree with him in the warm tribute he paid to the railway staff. I very much regret it. I do not wish the employer to be thankless or unappreciative. But I do think that if the Honourable Member had the same experience as perhaps a good many in this House and far more outside would have had as regards the indifference not only of porters and ticket collectors but even station masters and more responsible people, he would not be quite so handsome in the praise that he has given. It is all to his credit that he is so appreciative. I also appreciate the psychological value of encouraging people to be good by appreciative references of this kind. But I also want him to note and appreciate that there is such a thing as deliberately closing our eyes to the facts which we should have the moral courage to point out even if we happen to be in the unfortunate

[Prof. K. T. Shah]

position—I hope he would not misunderstand me—of being a responsible Minister. Sir, if you look to the whole history of the railways of India they have completed a century in this year of grace. In this period they have had hardly twenty years of surplus. For seventy-five years, up to 1923, they had no depreciation fund, they had no reserve fund. Everything that came by way of seeming surplus over expenses was just taken over and shown as an index of the successful working of railways. Since 1924 they have been placed on a commercial footing because the state took them over. For five years only they worked on a surplus basis. For seven or eight years thereafter they ate up all the reserve and the depreciation fund so that by 1937 there had to be something like Rs. 60 crore moratorium due to the general revenues from the railways. From 1939 to the end of the war the railways showed a profit. May I say that it was a very deceptive profit? It was no profit. It was the state putting from one pocket to another and therefore such profit as the railways showed was no profit at all.

I would before concluding, invite the Honourable Minister to consider this matter believing me that I have not spoken in any spirit of carping criticism. I am not the last among those who admire and appreciate the work he is doing and I can assure him that that appreciation and admiration would be a hundred-fold strengthened if he will also see to it that points like this placed before him in all modesty are attended to.

Shri Harihar Nath Shastri (U.P. : General): Sir, while speaking on the Railway Budget I propose to confine my remarks to the problems of railway employees. At the very outset I acknowledge with gratitude the earnest endeavours that have been made by the Honourable Minister for Railways to come to a settlement of the problems of railway employees. The very fact that he has succeeded in appeasing the All India Railwaymen's Federation is a high tribute to his tact and foresight. While according him my hearty appreciation I shall be failing in my duty to my constituent unions—the unions that are affiliated to the Indian National Trade Union Congress—if I do not avail of this opportunity to bring to the notice of the Honourable Minister certain hardships that the railway employees are still subjected to. I would first deal with certain questions arising out of the recommendations of the Pay Commission as implemented by the Government. In the Explanatory Memorandum on the Railway Budget it has been said that the recommendations of the Pay Commission have been liberalised in several directions. In whatsoever direction the recommendations of the Pay Commission may have been liberalised, the position as it stands today is that there is still a large number of employees in railways who feel aggrieved due to the recommendations of the Commission as implemented by the Government. I would, with your permission, Sir, take only two instances on this occasion.

Firstly, there are cases of pre-1931 employees who have put in at least eighteen years of service in the railways. Originally, when the recommendations of the Pay Commission came out, the wages of pre-1931 employees were reduced in a large number of cases. Later on the Railway Board saw through the flaw and efforts were made to rectify the mistake. What they did was that they put the pre-1931 employees on the new scale and gave them one annual increment. But even inspite of that it is hardly any consolation to a large number of employees most of whom have attained their maximum of efficiency and it is only in the fitness of things that the number of years that they have put in should be taken into consideration while determining their scale.

The next point that I would refer to in this connection is about the employees employed in the O.T., S.I. and M.S.M. Railways. The fixation of pay in the said Railways is most inequitable. The pay of employees in them is extremely low as compared with employees in other Railways. When the terms of

reference of the Central Pay Commission were announced the standardised pay to various categories of workers in different Railways was visualized. The workers in these railways were in the hope that when the recommendations of the Pay Commission would come out, they would be put on the same plane as employees in other railways; but when the recommendations of the Pay Commission came out, the matter was shelved. The result is that em-

1 P.M. ployees of the same category, working in the same city and at the same station but belonging to two railways are getting different wages—the employees in the above three railways in most cases getting as low as half the pay of employees in other railways. Before the appointment of the Central Pay Commission, the unions in these three railways represented their case to the Government and sympathetic consideration was assured to them. Later on when the recommendations were published they again represented their case, but nothing seems to have so far been done. I understand that a special officer has been appointed to look into the implementation of the awards of the Central Pay Commission. So far as these three railways are concerned, he too has not moved in the matter, and one does not know if he is even competent to deal with the cases of these three railways.

The Honourable Dr. John Matthai: May I ask the third railway?

Shri Harihar Nath Shastri: O.T., S.I.R., and M.S.M. are the three railways concerned.

There are certain other matters connected with the pay question which were referred to a separate adjudicator, I mean Justice Rajadhyaksha. The report of the adjudicator, though submitted long ago, has not yet been published by the Government for reasons best known to themselves. Apart from other matters, there is just one question that I would submit on this occasion. It is the question of reduced working hours. I would particularly invite the attention of the Honourable Minister to cases of certain categories of workers for reduced working hours, particularly cabin masters and their staff, controllers, gate keepers, engine crew and guards. Reduction in their working hours is essential not only from the point of view of labour but also in the public interest and to ensure efficiency in railway transport. Now, Sir, there is another vital question that has been raised on the floor of the House, so far as I am aware, for the last fifteen or sixteen years, and that is the question of the security of service. Of all the departments of the Government, the Railway is the only department where an employee even today has practically no security of service. The railway can dispense with his services without assigning any reason, a practice which does not obtain in any other department. There are provisions with regard to appeals and enquiries, but they too—I may be pardoned for using a strong expression—are a mere farce. Even in an ordinary court of law, if a man is convicted, he can get copies of evidence on the basis of which he is convicted. Here in the railways a man is dismissed and when he asks for copies of the evidence against him, the same is denied to him. The method of appeal is equally unsatisfactory. An employee puts in an appeal to the Superintendent who calls for a report from the clerk or the person who has been instrumental in passing the order against him. He of course supports the order and the appeal is dismissed. Then again he files an appeal to the General Manager and the usual practice that obtains is that the General Manager writes in a printed form that the appeal is dismissed and that he has got no reasons to interfere in the matter. The same fate he meets when he refers his case to the Railway Board. It was suggested by the Whitley Commission as early as 1931 that a committee composed of representatives of workers and railways administration should be appointed to look into the question of appeals. About sixteen or seventeen years have passed and nothing in that direction has been done. In a number of countries, especially in South Africa, there is a committee composed of eight or nine members, half the members being represen-

[Shri Harihar Nath Shastri]

tatives of unions and the other half being representatives of the management, and it has one Chairman, and all cases are dealt with by that committee. Now the time has come when this important question which has been hanging on for the last fifteen years should be dealt with in the interests of efficiency as well as of justice.

Now, Sir, there is one more question that I would like to make a passing reference to. There are persistent rumours that have been going on for some time that there is going to be a reorganisation of the railways and that the railways in the country are going to be consolidated or amalgamated into four different lines. I do not know how far it is correct, but without passing any judgment on the contemplated scheme I should only submit on this occasion that the question of reorganization will involve many factors affecting the interests and well-being of workers, and I would earnestly appeal to the Honourable Minister that before any such scheme is put into operation, the unions and the principal labour organizations of this country should be taken into confidence and consulted in advance.

Sir, a number of speakers have referred to the prevalence of corruption in railways. I am pained to find that speakers of the eminence of Professor K. T. Shah have made such allegations. I do not deny that corruptions are there in railways, but they are not of such a nature and they are not prevalent to such an extent as efforts have been made to make out.

Some Honourable Members: No, no.

Shri Harihar Nath Shastri: While admitting that there is a certain amount of corruption, I strongly dissociate myself from the sweeping observations that have been made in this respect.

An Honourable Member: You do not know.

Shri Harihar Nath Shastri: Whatever may have been the position during the war, now with the changing times and with the assurance of better amenities and increased wages, there is an increasing sense of responsibility among employees of every rank in the Railways. With the moral level of our country rising, the time is fast approaching when this House will cease to hear of such corruption.

Sir, I have referred to certain points. I would have liked to refer to some more. But as there are only two minutes at my disposal, I would conclude.

Mr. Speaker: The Honourable Member may carry on till recess time: there are two minutes more.

Shri Harihar Nath Shastri: Since the reins of Government have passed into the hands of popular representatives of people including some of our esteemed leaders, there is no doubt that earnest efforts have been made to tackle the problems of railwaymen with sympathy and imagination. The present Government have created a feeling of confidence in them that they have got the best interests of these men at heart. Now the next step is for the Government to understand and appreciate their basic difficulties and to remove the same. It is not in a spirit of criticism that I have made these observations; I have done so as I want peace for the country and prosperity for the masses. Only a few months back there was an Industrial Conference. In that Industrial Conference, I, speaking for myself and on behalf of the great National Organisation that I have the honour to represent, pledged my support to the three years' industrial truce; and although there are certain parties that have backed out from the said undertaking, we still feel ourselves in honour bound to implement that undertaking and it is only with a view to see the materialization of the idea of industrial peace that I am placing the few points which I have done just now for the consideration of the Honourable Minister.

Sir, there is just one more point. In the speech which the Honourable Minister made the other day he referred to reduced outturn of work. I may

assure the Honourable Member that so far as we are concerned, we stand for maximum utilization of the capacity of the workers to work. I do know that workers are patriotic, and our organization will do its level best to induce the workers to create efficiency in them and to have a better sense of responsibility to the country and to the community. Sir, I thank you.

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. Speaker (The Honourable Mr. G. V. Mavalankar) in the Chair.

• **Dr. P. S. Deshmukh** (C.P. and Berar: General): Mr. Speaker, Sir, at the very outset I must, I think, offer my congratulations, although it has become somewhat.....

Shri H. V. Kamath (C. P. and Berar: General): Hackneyed?

Dr. P. S. Deshmukh: Somewhat hackneyed, yes, as some of the members of this House consider it—although I do not think that that remark by my friend who has the habit of interjecting his own opinions for the consideration assure the Honourable Member that so far as we are concerned, we stand for of the Speaker who is on his feet, was really justified. Indeed, Sir, the speech delivered by my Honourable friend the Railway Minister was an excellent performance and at least those who cannot imitate him must recognise the merits of it.

Sir, the Indian Railways are, as we all know, a national concern, and it is therefore proper that we should give it very great importance and every member of this House should be anxious to offer his own opinion and criticism. Sir, the success or failure of this national concern and its management are matters of vital importance, inasmuch as its success or failure will determine the advisability or otherwise of nationalisation of other concerns and industries in the country for which there is so much demand in this House. This Point was emphasized when we discussed the Railway Budget last time and I do not want to say anything more about it. But I must say, at the same time, that when we look at it from this point of view, the surplus that has been shown by the Honourable Member is unsatisfactory. After the year's working, we do not know whether the expectations would be realised or whether we shall fall short of even what we have budgetted for. Be that as it may, the Budget has not disclosed anything very attractive for. The condition of travel in third class—not only in third class but also in other classes—continues to be abominable and in spite of the fact that the House, without any grudge or complaint, voted the raising of freights and fares last time, we find that there has been no improvement of any sort. One of the Honourable Members who spoke before me suggested that an independent and a somewhat radically different standpoint must be brought to bear upon the whole Administration and that as a result at least of our independence there was great need to re-organise the whole structure of the Administration. If I may offer some advice, Sir, I would suggest to the Honourable Minister that more trust, better supervision and exemplary and deterrent punishment for those who are guilty and are worthy of it should be the guiding principles on which re-organisation may be undertaken.

The Honourable Minister told us, a tactful minister that he is, at the very beginning of his speech a definite piece of bad news. He told us that we were short of our expectations by as big a figure as Rs. 8 crores during the working of the Railways in the last 7½ months. I would like to ask him, Sir, whether a lot of this was not really due to the increase in fares and freights and whether the principle of diminishing returns has not actually started operating. I fear that in all probability that was the reason which has brought about this astonishing fall in the earnings. After all, Sir, even today one travels by rail only

[Dr. P. S. Deshmukh]

when one has no other course open. Because, Sir, railway journey is no pleasure. It is a penalty and a persecution. However, much my Honourable friend may hold up hopes of improvement, so long as they are not translated into action, we can have no satisfaction and derive no consolation.

The Honourable Minister must also bear in mind one grave danger. The Railways are still crowded and overcrowded because there are no facilities of motor transport yet available to the public. He will do well to remember the situation with which the country was faced in the years 1930 to 1934 when we had to issue 'zone tickets' and try to attract everybody to travel by Railways in preference to other modes of travel. I would not be surprised, Sir, if as soon as the ban on import of motor cars is lifted and petrol becomes more easily available, the Railways, if they continue with the reputation they have earned so far, find that they have to issue zone tickets before long. The three years that he is wanting to improve the railways may then be too long a period. Probably, within a year and a half, the circumstances which I am picturing to myself might arise. Therefore, from that point of view, I would suggest to him that he should try his utmost to cut down this period. If he does not, it is more than likely that by the time that he gets his improvements effected and puts his new and attractive coaches on the rails people would not care to travel by the Railways.

One other point, Sir, which I would like to point out is that the Honourable Minister held out us hope of speeding up of our trains. Well, the position there is this. We used to be far quicker; the trains used to be far swifter only a little time ago, but the war probably put a strain upon them and they have been slowed down and they continue to be more and more slowed down rather than be speeded up in any fashion. I think this is also one of the things that he may kindly bear in mind.

Then, Sir, another question I would like to put is I must rush up with my points without elaborating them because the time is short—what has happened to the promise that was held out by Sir Reginald Benthall, or Edward Benthall—I do not know which—that India itself was going to manufacture certain locomotives? If I remember aright, sitting in a Post-war Reconstruction Committee meeting a few years back, we were told that in the course of a few months Indian-made locomotives were being placed on the rails. I wonder, what has happened to them. I hope Sir Edward Benthall has not run away with them. In any case, the Honourable Minister has made no mention about them.

Then, Sir, my Honourable friend seems to be very keen on stopping ticketless travel. In the opinion of some, it might be a good object to aim at; but I have my own misgivings about it. The ticketless travellers can, I think, be classified into three categories. The first is the "occasional" ticketless traveller. This type, taking advantage of the overcrowding, thinks it unnecessary to purchase a ticket because there is nobody to supervise, nobody to check. The compartments are over-full and even if the Ticket Collector were to make an attempt to catch him he could not get inside the compartment.

There have been some people who were probably habituated to purchase tickets but who are now cultivating a habit of going without it. There is also another way out of this situation quite easily available these days and quite extensively used. If at all one is caught without a ticket it is not at all impossible to escape with a far less penalty than he would have been required to pay if he were to purchase a ticket. Therefore, Sir, this ticketless travel has in my opinion increased. The other class of persons may be styled as 'habituals' and the third are those who are "incurables". Incurables will remain incurable

whatever my Honourable friend may do. These are persons who according to the society that we have at the present moment are the professional beggars and other miscreants. They will never purchase a ticket, firstly because in all probability they are incapable of doing so and secondly because they know that they can escape without tickets under any circumstances. So, Sir, all that my Honourable friend will be able to tackle are the first group, namely, the occasionals, and probably, he might be able to shell something out of the habituals, but so far as the incurables are concerned, they will remain incorrigible and intractable in spite of what my Honourable friend may do. And if we take into account the fact that there is going to be more and better supervision, I am sure the occasionals will probably diminish to a very small number. After careful consideration I feel that we should not be surprised if at the end of the working of this paraphernalia for stopping ticketless travel, we may find that the expenses were much more than what we will realize from the ticketless travellers.

Some Honourable Members of this House do not agree with the Honourable Minister in the lavish praise he has accorded to the railway staff and the railway personnel. I personally think that in doing so, the Minister was doing his duty. Let him do his duty in patting his staff on the back with a view to encouraging the good officials as much as possible and let us carry on and point out the defects of those who are guilty of it. Of course my Honourable friend who preceded me went the whole hog because he wants to advocate the cause of labour and his dictum certainly is: "Labour, right or wrong." He said that the labour was on the whole honest and hard working and that Independence was going to make a real difference. But, Sir, the experience of most members of this House does not accord with these statements and the people are still harassed by irresponsible and corrupt officials in the Railway Department.

Now that only two minutes are available to me, Sir, and since I am not likely to have a chance of moving any cut motions, I had better refer to the various subjects I have put down as cuts and of which I have given notice of and I hope, Sir, the Honourable Minister will make note of them and consider them sympathetically.

My first complaint is that there is no provision for connecting Khandwa meter gauge with the Nizam's border, which project was very seriously considered some time back. There is also lack of provision on the Amraoti-Narkher connection and I would also like to ventilate all the local grievances of Berar. Sir, Amraoti not being on the main line has held up the progress of the whole of Berar. The Government had come to a decision to put it on the main line. I hope that the matter will be reconsidered and that wise decision restored. The bridge on the Badnera road being too narrow is very dangerous and inadequate for the traffic on it. This should, Sir, be widened at an early date. There is also great need of having an over-head bridge on the level crossing at Amraoti. These are some of the items, Sir, which I hope, even if they have been rejected some time back, should be reconsidered, because I assure the Honourable Minister they are all worthy of being re-considered and worthy of attention. There is very great popular demand for them.

While we do thankfully accept that the railway staff has done its best and have really rescued us from a fearful crisis as a result of the Punjab situation. It must be borne in mind that the House, the country and the Railway Department have not been slow in looking after their condition and comforts and so we are entitled to expect much of them. I tried to calculate from the figures given to me and I find, Sir, that as much as 67 crores of rupees are being spent on providing dearness allowance, cheaper grain, on providing health and other conveniences. So, Sir, when we remember that we are spending such a large sum and doing our best for their comforts, it is but natural that we should expect better co-operation and better behaviour on their part.

Shri B. Shiva Rao (Madras: General): Mr. Speaker, Sir, I have listened to the budget presented by the Railway Member for several years from another place, though it is for the first time, I am doing so from the floor of the House. And as I entered the House to-day, and was stopped by a policeman, I was reminded of a remark made by late Mr. Keir Hardie. The policeman looking at his shabby clothes asked him as he was trying to enter the House: "Are you working on the ceiling, comrade"? And Keir Hardie said: "No, this time on the floor of the House."

Sir, as I listened to the Transport Minister's speech, two features struck me as being of special interest. The first was his note of confidence in the future and a justifiably restrained optimism with which he regarded the next twelve months; and the second was the evidence of a very sincere endeavour on his part and of the Railway Board to tighten up and to invigorate the administration. Speaking for myself, I feel, Sir, that considering the very exceptional strain which has been put on the railways in recent months, both by the partition and a refugee movement of almost incredible proportions, I think it is only due to the Railway Administration to say that the Railways have come out very well through the crisis. If in the course of my remarks I offer certain suggestions or criticisms, it is entirely from the stand-point of wanting the Railways to do even better next year, than from any lack of appreciation of what they have done.

Before proceeding further, I would like to make one or two suggestions which might improve the presentation of the Budget. I was somewhat encouraged by the remarks which Mr. Santhanam made this morning about the difficulty of understanding masses of figures and statistical tables which are presented to us at budget time. As a new member, I feel this difficulty more than other members. It seems to me that the various volumes which are given to us at budget time could be made much more easily intelligible to us if there were in each volume a few introductory paragraphs giving us the salient features contained in that particular volume. For instance, there is a volume about collieries. As one who has taken a great deal of interest in the labour movement, I would have appreciated if there had been attached to this volume on collieries a statement indicating the total amount of coal raisings during the year, the number of workers employed in the various collieries owned by the railways, the wage rates in the different collieries and any variations that may have been introduced therein.

Now, speaking about collieries, I do not know if my Honourable friend Shri Harihar Nath Shastri made any reference to it—unfortunately I could not be present during the latter half of his speech—but it does seem to me a source of great regret and disappointment that the Railway Board has done almost nothing to eliminate the pernicious system of handing over work to contractors. We have had various inquiries through Commissions,—the Royal Commission on Labour 17 years ago, the Bihar Labour Inquiry Committee on the eve of the war, and then the Rege Committee which went into the same subject in the last two or three years. This practice has without any qualification been condemned by all these three Commissions. It does seem to me a matter of surprise that the Railway Board has not yet started taking any tangible action on that particular recommendation. I believe, Sir, that at the present moment there is a European firm in charge of the labour machinery that was installed during the war for improving the raisings of coal; and I hope that the Transport Minister, when he replies to the debate, will give us some assurance that this matter will receive his immediate attention.

In regard to labour I should like to make another suggestion. In view of the importance of labour problems, particularly at this time, I should like to see at the next budget a separate volume similar to this to indicate the conditions of railway labour during the year and the results of the negotiations which take place every six months with the representatives of the All-India Railwaymen's Federation.

Now, Sir, I spoke at the beginning of the evidence of attempts made by the Honourable Minister and the Railway Board to improve the efficiency of the working of the railways in more than one direction. We have had figures given to us to illustrate how there has been improvement in the handling of goods traffic and also of the movements of coal; and I hope that during the next 12 months he will inaugurate a many-pronged drive to obtain similar results in other directions. The last speaker spoke of passenger traffic, and I think it is a scandal that some of the passenger trains run late almost every day. It would have been of interest to us who come from Madras to know how many times in the month the Grand Trunk Express is punctual; and if the Transport Minister cannot speed up that particular train, I would suggest in all seriousness that he might change the name of the train to the Madras-Delhi Slow Passenger.

There have been references in previous speeches to the existence of corruption, and I myself feel as strongly on this subject as other speakers do. It is a long-standing and chronic evil which has grown in recent years. I remember some years ago Sir Tej Bahadur Sapru narrating to me a conversation that he had with a retiring colleague of his who was in charge of Commerce and Railways. He said to Sir Tej Bahadur Sapru, "Sapru, I have held many high offices and I am now retiring from the Executive Council. But I have not been able to put by much money. I wish, before I finally return to England, I could be Chief goods clerk of Howrah station for one year." I do not know if the present Transport Minister has any similar ambitions. But since he has given statistics I think it would be interesting to compare the income—the visible and the invisible income—of some of these subordinate officials with the salaries drawn by members of the Railway Board.

Speaking quite seriously on this subject, I think a great deal can be done through publicity and intelligently directed propaganda, particularly in regard to ticketless travel. I feel a great deal of propaganda is necessary amongst the members of the railway staff. I think if there could be propaganda among the passengers also to resort to the practice of queuing up for the purchase of tickets and if the sale of platform tickets could be restricted much more severely, you would see a considerable improvement in handling this problem of ticketless travel. I noticed in America that no one—without any exception—is permitted to go to the platform of a railway station unless he is a passenger; and I think that if our railways would at least restrict the practice of selling platform tickets, they would see a visible improvement in this direction.

Looking at the figures spent on publicity and propaganda, as a newspaper man I must confess I was surprised at the extremely the pitifully small amount devoted by the railways to propaganda. I think it is in the neighbourhood of 6 lakhs for a department whose annual estimated income is in the region of 190 crores. And when I speak of propaganda, I think there is a great deal of possibility of improving not only our railway administration, but our railway income. I am aware that in the last 12 months there has been what has been called a Tourist Traffic Committee. That Committee seems to have faded into extinction after producing a report which I believe is being shelved by the Railway Board. So far as tourist traffic is concerned, undoubtedly there are several difficulties in stimulating it to the extent that one would like to see. Nevertheless, when we see other countries taking special pains to develop tourist traffic without the appointment of a Committee, I see no reason why we should not follow their example. And even if tourist traffic does not begin to start in the next few months there is a great deal of preliminary work which, as I said, an intelligently directed propaganda section can do. I am quite sure the Finance Minister would welcome the prospect of having more dollars spent in this country by American visitors from abroad.

[Shri B. Shiva Rao]

And now, Sir, there is one other point to which I should like to refer, that is the expenditure on dispensaries and hospitals. I hold a view in regard to this which may seem peculiar to members of this House. I want the Transport Minister to consider very seriously whether this policy of establishing separate dispensaries and hospitals for the exclusive use of railway servants is justified in existing circumstances. It is a policy which has been inherited from the past. In the old days when the railways were company-managed and manned entirely by Europeans at the top, and medical facilities were far fewer than they are at the present moment, it might have been necessary for these companies, in order to attract British personnel, to offer these privileges. But it seems to me wrong and indefensible at the present moment for the railways to spend vast sums of money on separate railway dispensaries and hospitals, particularly in a city like Bombay. There is provision I find for a 300 bed hospital in Colaba for the use of the servants of the B.B. and C.I. and the G.I.P. railways. I can understand a dispensary or hospital being established in a railway colony which is at some distance from a city or town. I can understand a hospital being established and attached to a railway workshop, which would not be different from the practice of many large-scale factories. But I do take strong exception to the State conferring special and exclusive privileges on favoured sections of the company.

Shri B. Das: It has always been so in the past!

Prof. N. G. Ranga: That is the case in other cities also.

Shri B. Shiva Rao: There was one passage in the speech of the Transport Minister which struck me as of very significant interest. He emphasized the enormous scope for social service of the highest quality that railway administrations can render, and in this connection he said that he had asked railway administrations to get into touch with social service organizations. I would like to add that railway administrations would do well also to get into touch with the universities and to try to interest post-graduate students to do research in regard to many problems which are of either direct or even indirect interest to railways.

I remember about a year ago having some correspondence with the Transport Minister on this very subject. He referred in his budget speech to the special train which conveyed Mahatma Gandhi's ashes to Allahabad. Although I was not present in the train (I met it at the other end) I know what enormous crowds greeted this train *en route*; and it seems to me that the railways should try an experiment of running exhibition trains throughout the country for the main purpose of bringing the results of research, agricultural research, medical research, general scientific research, even nutrition research to the door of the masses. I remember seeing a train in New York a few months ago called the "Freedom train". That train went through the United States carrying documents, original documents, starting with the Declaration of Independence right down to documents signed by President Roosevelt: and I know the large and enthusiastic crowds which went to see this train. It seems to me that the railways could do a great deal to foster mass education of the right type by placing a few exhibition trains on the rails, in spite of the shortage of wagons and passenger coaches.

Mr. R. K. Sidhva (C.P. and Berar: General): Not at the cost of the travelling public!

Shri B. Shiva Rao: Another suggestion which I made to the Transport Minister last year, and which I would like to repeat, is this. The movement for the use of the documentary film has gained an enormous impetus in countries like the United States, Britain and Soviet Russia, and I ventured to suggest to him last year, and I repeat it here on the floor of the House, that if he could convert some of the superfluous refreshment rooms at big stations, and even third class waiting halls, into cinemas for the exhibition of documentary and instructional films, I think he would do a great deal to foster mass education.

One final point I would like to make. I think every side of the House is as anxious as the Transport Minister is to see that the railways furnish to the public a service of increasing efficiency and satisfaction. But I would like to add that there is a new reason for saying this at the present moment. Many years ago we accepted the principle of State-management for railways. The issue at that time was more political than social or economic. The issue then was State or Company management, company-management at that time meaning mainly foreign influence. But now the nationalization of railways has a new significance, a social and economic significance and it is from that point of view I am considering the future administration of the railways. And if our railways under State-management can prove just as efficient as any private enterprise, and in addition become a potent instrument of social service to the millions in this country, I for one would not very much bother about the precise significance of statements on economic policy from members of the Cabinet. Our railways should be run on this consideration: that the whole principle of nationalization is on trial. The more practical results our railways can show, the more quickly we shall advance on the path of nationalization.

श्री जयनारायण व्यास : सभापतिजी, माननीय यातायात मंत्री ने जिस उम्दगी और काबलियत के साथ अपना बजट पेश किया है उसके लिये आपको इतनी बधाइयाँ और धन्यवाद दिये गये हैं कि आप को उनका भार उठाना भारी पड़ जायगा। लेकिन एक बात के लिये तो बधाई दे दूँ कि इस बार भाड़ा नहीं बढ़ाया गया हमारे ऊपर। लेकिन जो बातें पहले कही जा सकती थीं आज भी कही जा सकती हैं। हाँ यह बात और कुछ बातों में मिनिस्टर महोदय के ध्यान में लाना चाहता हूँ। कल अभी जो आपने अपने भाषण में बताया था कि कोई चार हजार सात सौ वैगन्स (wagons) नये आ गये हैं या आ जायेंगे, सात सौ आठ सौ कोचज (coaches) हैं जिससे मुसाफिरोँ को आराम से बैठने का मौका मिले। लेकिन मुझे मालूम है कि कुछ वैगन्स (wagons) ऐसे हैं जिनका कोई हिसाब नहीं है शायद वह कई सौ हों या हजार तक पहुँच जायें। अगर ऐसा है तो उसके ऊपर कुछ ध्यान दिया जायगा। अगर नये वैगन्स (wagons) बनते रहें और दूसरों का हिसाब ही नहीं रहे, बेहिसाब वैगन्स (wagons) हो तो शायद बेहिसाब आराम नहीं देंगे, बेहिसाब तकलीफ़ दे सकते हैं। यह बात मैं माननीय मिनिस्टर साहब के ध्यान में लाना चाहता हूँ।

इसमें शक नहीं कि हमारे बजट अब भी जब पेश किये जा रहे हैं और जो बजट स्पेचेज (Budget speeches) होती हैं, जैसा डाक्टर केस्कर साहब ने कहा था उनमें अभी हमारा दृष्टिकोण जो एक राष्ट्रीय दृष्टिकोण होना चाहिये पापूलर (popular) दृष्टिकोण होना चाहिये, वह नहीं हो रहा है। लेकिन इसमें भी कोई शक नहीं है कि जिस मुशकिलात के अन्दर हमारा रेलवे डिपार्टमेन्ट (Railway Deptt.) गुजर रहा है वह मुशकिलात भी मामूली नहीं है, गैर मामूली है। आज जगह जगह दंगे फिसाद होते हैं तब भी दंगे फिसाद जो दूसरी जगह होते हैं या जहाँ से रेफ्यूजीज (Refugees) आ रहे हैं वह भी हमारे सामने प्रौब्लम (problem) है और उसकी वजह से घर नहीं मिलता है लोग वापस रेल में बैठ कर चले जाते हैं।

[श्री जयनारायण व्यास]

इसमें मिनिस्टर साहब का कोई दोष नहीं है बल्कि रेफ्यूजी मिनिस्टर (Refugee Minister) को कह सकते हैं कि कोई योजना बना दी जाय ताकि जो रेफ्यूजीज़ (Refugees) आयें वह दो चार बार रेल को चेन्ज (change) न करें। फिर भी यह प्रॉब्लम (problem) है और मेरा ऐसा खयाल है कि जैसा रेलवे मिनिस्टर (Railway Minister) साहब ने कहा था कि रेफ्यूजीज़ (refugees) की प्रॉब्लम (problem) खत्म हो चुकी है। यह खत्म नहीं हुई है बल्कि इसकी शुरुआत ही कई हिस्सों में हुई है। सिंध का मामला ले लीजिये। जहां के सिंधवा साहब मेम्बर है, मेम्बर तो वहां के नहीं हैं, लेकिन रहने वाले हैं। सिंध से जितने रेफ्यूजीज़ (refugees) आज तक गये थे वह बिल्कुल बीच के मध्य श्रेणी के लोग थे, और अब जो सिंध के लोग आ रहे हैं वह ऐसे हैं जिनका रखना बड़ा मुश्किल हो रहा है, और जैसा प्राइम मिनिस्टर (Prime Minister) साहब ने उस दिन फर्माया था एक सवाल के जवाब में कि इतने लोग आ कर मारवाड़ के जंक्शन पर भर गये थे कि उन्हें कई दिन रोकना पड़ा। यह जो रोकना है या भोजना है वह मुश्किल मामला है और रेलवे के साथ और मुहकमों को इस मामले को देखना पड़ेगा।

साथ ही साथ यह बहुत आसान बात है कि हम रेलवे डिपार्टमेंट (Railway Deptt.) को यह कह दें कि आप यह फैसिलिटी (facility) नहीं देते। वह फैसिलिटी (facility) नहीं देते। लेकिन आज सामान आने की दिक्कतें हैं, कामों की ज्यादाती है, इस दृष्टि से हमें रेलवे डिपार्टमेंट (Railway Deptt.) के साथ थोड़ी सहानुभूति रखनी पड़ेगी। लेबर ट्रबल (labour trouble) जो होती है उसको ध्यान में रखना पड़ेगा और वह ट्रबल (trouble) आज भी है इस लिये और जिन्होंने अब तक लेबर (labour) को हैंडल (handle) किया था, उसे नौकर शाही कह सकते हैं उन लोगों ने हैंडल (handle) किया था और आज वह कर रहे हैं जो जनता के आदमी अपने को कहते हैं। ऐसी हालत में लेबर (labour) अगर उनसे कुछ मांगे तो ठीक भी है। साथ ही साथ अगर हमारे मिनिस्टर (Minister) साहब यह कहें कि रेलवे के स्टाफ (staff) ने हमारे साथ अच्छा बर्ताव किया और ईमानदारी के साथ काम किया, यह भी ठीक है। लेकिन लेबर (labour) का और मिनिस्टर (Minister) का जो ताल्लुक है वह बाप बेटे का ताल्लुक हो सकता है। वह जो भी काम अच्छा करें उसके लिये उनकी पीठ ठोकनी ही पड़ेगी। लेकिन साथ ही साथ एक नोट आफ वारनिंग (not of warning) भी उन्हें देनी चाहिए कि जो गड़बड़ी करते हैं। जो करप्शन (corruption) बढ़ाते हैं उनके साथ थोड़ी सख्ती भी की जायगी। यह नोट आफ वारनिंग (note of warning) हमारे ट्रांसपोर्ट मेम्बर (transport member) के भाषण में नहीं था। मेरा ऐसा खयाल है कि अब जो जवाब में भाषण आप देंगे

आखिर में उसमें थोड़ासा यह भी कह देंगे । न सिर्फ यह कहेंगे बल्कि कोई एजेंसी (agency) ऐसी पैदा करेंगे जिसके जरिये से करप्शन (corruption) का पता लगाया जायगा । और जो लोग मेहनत करते हैं उनको कुछ बढ़ावा भी दिया जाय तो हमें कोई एतराज नहीं है । लेकिन जो मेहनत नहीं करते हैं और रूपया कमाने की मेहनत करते हैं उन्हें रूपया कमाने की मेहनत से थोड़ा बरी करें । हिन्दुस्तान आजाद हो गया लेकिन इसके यह मानी नहीं हैं, कि स्टाफ (staff) को रूपया कमाने की आजादी हो गई है । आजादी को इस हद तक बढ़ाया नहीं जायगा यह मैं उम्मीद करता हूँ ।

एक चीज जो मैं अर्ज करना चाहता हूँ, जो पहले भी मैंने अर्ज की थी वह यह थी कि मेरी समझ में नहीं आ रहा है कि रेलवे पर जो ज्यूरिसडिक्शन (jurisdiction) हिन्दुस्तान की सरकार का था वह जहां तक रियासती इलाक़ है वह १५ अगस्त के थोड़े ही दिन पहले कैसे हट गया ?

यह जरूर मैं देखता हूँ कि इस बार जो बजट रक्खा गया है उसमें स्पेशल पोलिस (Special Police) के लिये थोड़ा बजट ज्यादा रक्खा गया है । करीब डबल (double) से भी ज्यादा रख दिया गया है, मैं डिमाण्ड (Demand) No. 3 आइटम (item) No. 6 को रिफर (refer) कर रहा हूँ । यहां के प्रोटेक्शन (protection) की जिम्मेदारी केन्द्रीय सरकार ने ली थी रेलवे के अधिकारी मिलिट्री (Military) और पुलिस दोनों मिल कर इस के ऊपर जोर न देंगे तो गड़बड़ी पैदा हो सकती है । इस देश में दो चार मिसालें हमारे सामने आई थीं वह मिसालें हैं अलवर और भरतपुर की जहां रेलवे मिनिस्टर (Railway Minister) ने कहा था कि यह बात ठीक मालूम होती है कि हमारे वैगन्स (wagons) वहां गायब हो गए हैं और यह भी ठीक मालूम होता है कि हमारे जो मुसाफिर ट्रेवल (travel) कर रहे थे उनके साथ ज्यादाती की गई । लेकिन जब हम रेलवे (Railway) चलाते हैं तो "ठीक मालूम पड़ता है" कहने से काम नहीं चलेगा, बल्कि ठीक करना पड़ेगा । हमें अपने लोगों को जो इन इलाकों से गुजरते हैं उन के प्रोटेक्शन (protection) को हाथ में ले कर उनकी रक्षा करनी पड़ेगी । और यह हमारा खास तौर से चार्ज (charge) है बड़ी गड़बड़ हुई और वह केआस (chaos) के रूप में बदली और उसके साथ साथ सरकार के खिलाफ वहां इतना भयंकर षडयन्त्र हुआ उसका पता हमें बाद में चला । इतना पता तो चल गया है कि अलवर और भरतपुर का जो इन्तज़ाम है वह सरकार को अपने हाथों में लेना पड़ा है, और आइन्दा भी, मैं नहीं चाहता कि जबर्दस्ती गवर्नमेन्ट स्टेटों को हाथ में ले ले । लेकिन उन स्टेटों की प्रोटेक्शन (protection) में हमें लेना पड़ेगा, साथ ही साथ हमें उन स्टेटों की अपनी जनता की रक्षा करनी पड़ेगी जो यूनियन के इलाकों से गुजरती हैं । मिसाल के तौर पर खरवा

[श्री जयनारायण व्यास]

का रैफरेन्स (reference) देता हूँ जो B., B. & C. I. के ऊपर एक रेलवे स्टेशन (Railway station) है, जहाँ कुछ स्टेटों के लोग आये और कितनी गड़बड़ी कर दी और हम उनकी रक्षा नहीं करते। मैं इस बात पर आपका ध्यान खास तौर से दिलाऊंगा कि वह हमारे मुसाफ़िरो की रक्षा के लिये खास तौर से तवज्जह दे।

ट्रान्स्पॉर्ट मिनिस्टर (Transport Minister) साहब ने अजमेर-मेरवाड़ा का खास तौर से ज़िक्र किया है और इस बात को बताया है कि उसकी वजह से हमारे डिब्बे रुके पड़े रहते हैं। अजमेर-मेरवाड़ा इसमें शक नहीं ऐसी जगह है। ऐसे टापू का सा है जो चारो तरफ़ रियासतों से घिरा हुआ है और इस इलाके पर रियासतों की वैसी ही दृष्टि हो सकती है जैसी तमाम गृहों पर शनीश्चर की हो सकती है। कुछ रियासतें इसे लेना भी चाहती हैं। मैं इस सिलसिले में आपकी तवज्जह दिलाऊंगा। अजमेर-मेरवाड़ा के कारखाने की रेलवे डिपार्टमेंट (Railway Deptt.) ने ध्यान नहीं दिया है, पहले ध्यान देते हैं बंगाल की तरफ़ इन्जन असेम्ब्लड (assembled) करना है आसन्सोल में वर्कशॉप (workshop) होना चाहिये। वेस्ट बंगाल (West Bengal) के किनारे पर नहीं तो आसन्सोलन में बदल लें। लेकिन अजमेर-मेरवाड़ा (Ajmer-Merwara) को इतना डेवलप (develop) करें कि अच्छे एंजिन यहां बनें, रेलें बनें। वर्कशॉप (Workshop) का एकस्टेंशन (extension) हो। इसकी तरफ़ तवज्जह देनी पड़ेगी सिर्फ़ रेलवे के पुआयन्ट आफ़ व्यू (point of view) से नहीं बल्कि रक्षा के पुआयन्ट आफ़ व्यू (point of view) से।

मैं यह भी बतला दूँ मुस्लिम लीग के कार्यक्रम के लिये जो बातें करने वाले थे और एक्शन कमेटी (Action Committee) के लोग थे उनसे हमें खतरा था और वह हमारे सामने आया। उन लोगों में से जो इन्ट्रीग (intrigue) कर रहे थे करा रहे थे उनसे हमें खतरा था। इसी में हमने एक महान् आदमी दिया। अब एक दूसरा खतरा जिसकी तरफ़ तवज्जह नहीं दी जा रही है वह रियासतों का खतरा है। रियासतों में साम्प्रदायिकता का जो जहर हम आजकल देखते हैं और जैसा कि कुछ दिनों बाद मालूम हो जायगा, उससे हमको सावधान हो जाना चाहिये।

अजमेर-मेरवाड़ा का हमें एक इम्पोर्टेंट (important) जंक्शन बनाना पड़ेगा और वह कारखानों का भी केन्द्र बनेगा इस तरफ़ ध्यान देने का एक कारण यह भी है कि यह पाकिस्तान के किनारे पर है और उसके साथ हमारा व्यवहार अच्छा नहीं मालूम पड़ता है। एक छोटी बात मैं यह अज़ करना चाहता हूँ कि अपने बड़वान स्टेशन के लिये जो १ लाख ५० हजार रुपया शैड्स (sheds) बनाने के लिये मंज़ूर किया है उसी तरह आपको और स्टेशनों के लिये भी शैड्स (sheds) बनाने मंज़ूर करना चाहिये। खासतौर से उन स्टेशनों पर शैड्स (sheds) की बहुत ज़रूरत

है जहां से शरणार्थी आते हैं। सिन्ध गुजरात और अहमदाबाद को शरणार्थी जाते हैं और उनको स्टेशनों में शैड्स (sheds) न होने के कारण बहुत कष्ट उठाना पड़ता है। जंकशन का एक पुराना मुसाफिर खाना है और सोजत रोड में सिर्फ ५ आदमी आ सकते हैं। ग्रामियों और जाड़ों में लोगों को काफी कष्ट सहन करना पड़ता है और बरसात में पानी से भीगना पड़ता है। बी० बी० एन्ड सी० आई० में और भी स्टेशनों पर काफी शैड्स (sheds) की जरूरत है।

मुझे अफसोस है कि मैं बहुत सारी बातें कहना चाहता था, वह शायद नहीं कह सकूंगा। एक बात मैं अर्ज करना चाहता हूँ और वह स्टाफ (staff) के बारे में है कि जो गड़बड़ी से काम करते हैं उनके ऊपर सख्ती करनी चाहिये। सांभर के इलाके से नमक की रोजाना कई गाड़ियां इधर से उधर जाती हैं और साथ ही कई गाड़ियों के पीछे एक गाड़ी रुपये की भी इधर से उधर चली जाती है। इस तरह से इसका नतीजा यह हुआ कि बिहार में नमक बिल्कुल नहीं गया। हमारे फूड मिनिस्टर (Food Minister) साहब को वहां जाना पड़ा और वहां सब बात ठीक करनी पड़ी इस तरह की चीजों को हमें आयन्दा के लिए ख्याल करना चाहिये कि वह न हो।

(English translation of the above speech)

Shri Jainarain Vyas (Jodhpur State): Sir, the skilful and praiseworthy way in which the Honourable Minister for Transport has presented his Budget has loaded him with congratulations and thanks that literally it might become difficult for him to carry away this bundle of praises. But let me congratulate him for this thing that he has saved us from an increase in fares. Nevertheless all that could be said in the past holds true even today. Of course, I do want to point out to the Honourable Minister this one thing along with some others. Yesterday in his speech he told us that about four thousand and seven hundred new wagons have arrived or are about to arrive. There are seven to eight hundred coaches which might enable the passengers to sit comfortably. But I know there are some wagons which have not been entered in any books. Their number runs into hundreds; it may even touch one thousand. Will this matter be looked into? If the manufacture of wagons goes on and no accounts are maintained of others, there may be innumerable wagons; but perhaps instead of giving innumerable comforts they may cause innumerable difficulties. To this I want to draw the attention of the Honourable Minister.

There is no doubt that even now the Budget that is presented to us and the Budget Speeches that are made here lack, as Dr. Keskar has said, the national and the popular outlook, the outlook which the present time demands. But it is also true that the Railway Department is passing through extraordinary ordeals. Riots are breaking out every where. The rioting outside and the ingress of the Refugees are also problems before us due to which accommodation is not available. People take trains for going back. The Honourable Minister is not to be blamed for this. Rather he may ask the Refugee Minister to evolve a scheme by which the refugees may be saved from changing the trains many times. Nevertheless this problem is there and I think this problem of the refugees has not yet ended as was stated by the Honourable Minister for Railways; it has only assumed different forms. Take the case of Sind which Mr. Sidhva represents; of course, that is not his constituency but he only belongs to that place. The refugees from Sind who had come upto this time belonged entirely to the middle class. But those Sindhis who are pouring in

[Shri Jainarain Vyas]

now are such that it has become a problem to accommodate them. As was stated by the Honourable the Prime Minister the other day in reply to a question that so many people had crowded at the Marwar Junction Railway Station that they had to be stopped there. This stopping or sending of these persons is an onerous problem which will have to be attended to by other Departments besides the Ministries of Railways.

It is very easy to charge the Railway Department with this thing that it is not giving this facility or that. But today there are bottlenecks of transport of goods and of excess of work. From this point of view we will have to show some sympathy with the Railway Department. We will have to take into consideration the 'labour troubles'. But that trouble exists even today. Those who handled labour in the past were bureaucrats, but today those who handle labour call themselves the representatives of the people. Under the circumstances the labour is justified today if it demands of them certain rights. The Honourable Minister is also right when he says that the Railway Staff has co-operated with him and has worked honestly. But the relations between the labour and the Minister can be the relations of a father and a son. The labour deserves to be patted for whatever good they do. But along with that a 'note of warning' must also be given to them that those who work dishonestly and encourage corruption will be dealt with severely. The speech of the Honourable Minister for Transport lacked this 'note of warning.' I think while replying to it the Honourable Minister will, towards the end of his speech, make a mention of this too. Not only will he mention it but will create such an agency as will detect corruption. We have no objection to increments being given to those who work hard. But those people who do not work sincerely but only labour hard to make money should be removed. India has attained freedom but that does not mean that the staff has got the licence to make money. I hope such liberties will not be taken.

One thing which I want to place before you and which I pointed out before too, is that I cannot understand how the jurisdiction which the Indian Government had over the railway in territories of the States came to an end a few days before the 15th of August. I do find that this Budget provides for the Special Police a little more this time. It is almost more than double. I am referring to the Demand No. 3, Item No. 6. The responsibility of protection was taken by the Central Government. If the Railway Administration, the Military and the police do not exert much it is likely that there may be some trouble in this country. Alwar and Bharatpur have furnished a few such examples. The Honourable Minister stated that it was correct that our wagons had disappeared in these states. This also seems to be correct that our passengers who were travelling in these territories were molested. But when we run the railway we find that mere words and messages will not help us. We will have to set it right. We will have to protect and safeguard our passengers who pass through these territories. This is our special charge. There was a great upheaval which turned into a chaos and such a formidable conspiracy was hatched there that we have been taken unawares. We have come to know only this much that the administration of Alwar and Bharatpur had to be taken over by the Central Government. I do not desire that in future the Government should be forced to take over the administration of States. And for the sake of protection we will have to acquire these states. Moreover we will have to protect those of the states subjects who pass through the Union territory. For example take the case of 'Kharwa', which is a railway station on the B.B. & C.I. Some States subjects had collected there; there was serious trouble at this station and these men were not protected. I will particularly request you to see that special attention is paid to protect our passengers.

The Honourable the Minister for Transport has made a special reference of Ajmer and Merwara and has stated that this province detains many of our wagons. There is no doubt that the province of Ajmer Merwara is surrounded like an island on all sides by the native states. The influence of these states on this place may be compared with that of Saturn on other planets. There are some states who even desire to annexe this territory. To this I solicit your attention. The Railway Department has not paid much attention to the workshops at Ajmer-Merwara. They have preferred to attend first to Bengal. If engines have to be 'assembled' there should be a workshop at Asansol. If it cannot be done on the border of West Bengal change over to Asansol. But Ajmer and Merwara should be developed so much as should make possible the manufacture of good engines and railway carriages. Its workshops should be extended. Attention will have to be given to this not only from the point of view of railways but also from the point of view of defence.

Let me say that the workers of the Muslim League and the members of its Action Committee were dangerous elements. We came face to face with that danger. We expected trouble from its intriguing members. This has cost us the life of a great man. The other menace which threatens us next and to which we are not paying much attention is the menace of the states. The bane of communalism with which we find the states permeated today is bound to show its effects in a short time. We must read the warning on the wall.

We will have to convert the Railway Station of Ajmer Merwara into an important junction. It is bound to be the centre of industry. Another reason for paying attention to it is that it is situated on the border of Pakistan and we do not seem to be on good terms with that country.

One little thing more I want to say. Just as a sum of rupees one lakh and fifty thousands has been sanctioned for erecting sheds at the railway station of Wadhwan, sanctions should also be given for erecting sheds at other railway stations. These sheds are particularly required at the stations where refugees either entrain or detrain. The refugees from Sind go to Gujerat and Ahmedabad and on account of the absence of sheds at the railway stations they are put to great inconvenience. The railway station of Marwar Junction has only a small waiting room. Sojat Road has got a waiting room which can hardly accommodate five persons. Both in summer and in winter passengers have to suffer a lot and in rainy seasons they get wet. Many other stations of the B.B. & C.I. require sheds.

I regret that I will not be able to say all that I wanted to say. One thing which I must say is in connection with the 'staff'. Those who do not work sincerely should be treated severely. At Sambhar many wagons are loaded every day with salt for transport to other places. And often the movement of salt wagons involves a transfer of wagon load of money. As a result of this no salt reached Bihar and the Honourable the Minister of Food had personally to go there to set things right. We should see that such things are not repeated.

श्री मोहन लाल गौतम : जनाब स्पीकर साहब, ९ और १० सदस्यों के बोलने के बाद कुछ ज्यादा बातें कहनी नहीं रह जाता। इसलिये मैं उन चीजों को दोहराने की बजाय जो अब तक सब लोगों ने कही हैं सिर्फ दो एक बातों की तरफ आपका और मिनिस्टर साहब का ध्यान दिलाना चाहता हूँ। इस बक्त जबकि हमको आज़ादी मिल गई है तो सबसे पहले और सबसे ज़रूरी काम जो हमें करना है यह सिर्फ मिनिस्टर साहब को बजट (Budget) हाउस (House) के सामने पेश कर देना ही नहीं

[श्री मोहन लाल गौतम]

है, चाहे हाउस (House) उसको पूरी तरह समझे या न समझे, उसको उस पर गौर करने का मौका मिले या न मिले, उसको पेश कर दिया। बल्कि मैं यह अर्ज करना चाहता हूँ कि इस हाउस (House) के ऊपर एक बहुत बड़ी जिम्मेदारी है वह यह कि उसको एक ट्रेडिशन (tradition) बिल्ड (build) करना है। हमें आगे आने वाले लोगों के लिये एक नया कन्वेंशन (Convention) सामने रखना है।

मिनिस्टर साहब की स्पीच आज सुबह हमको मिली। ऐडमिनिस्ट्रेशन रिपोर्ट का पहिला हिस्सा अब तक नहीं मिला। और भी बहुत से कागज़ हमारे सामने नहीं आये हैं और हम आज बजट पर बहस करने को तैयार हो गये। इसलिये मैं अदब से अर्ज करना चाहता हूँ कि इस बात का काफी ख्याल रक्खा जाना चाहिये ताकि हम आगे के लिये एक हेल्दी ट्रेडिशन बिल्ड (healthy tradition build) कर सकें। इस वक्त ज़रूरत इस बात की है कि जो चीज हम यहां पेश करते हैं उसको अच्छी तरह से समझ जायं। इस वक्त रेल्वे के जो पोस्ट वार प्लान्स (Post war plans) हैं उनको सिर्फ अफसरों तक ही नहीं रखना चाहिये बल्कि हाउस के सामने उनको रखना चाहिये ताकि हाउस उन पर गौर कर सके, और उस पर तरमीम तनसीख कर सके।

मैं यह अर्ज करना चाहता हूँ कि यह पहिला बजट हमारे सामने नहीं है। हमारे सामने एक पूरी तसवीर रखी जानी चाहिये कि हमारी पौलिसी (Policy) क्या है हमारा प्रोग्राम (Programme) क्या है और हम क्या करने जा रहे हैं। यह चीज हमारे सामने नहीं है। इसलिये मैं बड़ा परेशान हूँ कि यह जो चीज हमारे सामने रखी गई है, क्या वह काफी है? मैं मिनिस्टर साहब से अर्ज करना चाहता हूँ कि एक पूरी स्कीम जों आगे आने वाले वर्षों के लिये उनकी है वह हमारे सामने पेश करें, बल्कि इस हाउस को मौका दें कि उस पर बहस करें। वे स्कीमों जो कि हमारे हुकमरान अंग्रेज साहब बना कर रखे गये हैं उनको हम पूरा करके ही अपना फर्ज अदा न करें क्योंकि जो स्कीमों अंग्रेजों ने बनाई थी वह हमारे मुल्क के लिये मुफीद थी या नहीं हम उनको ज्यों का त्यों मंजूर कर लें। वे लोग लाखों और करोड़ों रुपया का सामान खरीदने में खर्च करते थे तो वह अंग्रेजी कारखाने वालों से लेते थे जिससे उनकी दस्तकारी की उन्नति हो। अब हमको चाहिये कि सड़कों और दरियाओं के द्वारा सफर करने का एक कोआर्डिनेट प्लान (Coordinate-plan) तैयार करें और उसको हाउस के सामने रखें।

आज लड़ाई खत्म हुई है। इस वक्त जो पुरानी रोड ट्रैफिक (road traffic) थी वह करीब करीब खत्म हो चुकी है। लड़ाई के दिनों में जो buses petrol से चलती थीं वह करीब करीब खत्म हो चुकी थी। इसलिये आज हम अपनी रेल्वे की इस योजना को उस आधार पर बना लें लेकिन यह गलत होगा, क्योंकि लड़ाई शुरू होने से पहले

हमने अपनी आंखों से देखा था मिनिस्टर साहब भी जानते होंगे, कि उस वक्त कौम्पीटीशन (competition) इतना ज्यादा था और रेलवे को मुसाफिर मिलना मुश्किल हो जाता था और मुसाफिरों को बसेज (buses) लेजाती थीं। अगर ऐसा अनहेल्दी कौम्पीटीशन (unhealthy competition) हुआ तो रेलवे की क्या पोजीशन (position) होगी।

हमको इन बातों का ख्याल रखना है पेश्तर इसके कि हम कोई एक ऐसी स्कीम बनायें। दूसरी बात में यह अर्ज करना चाहता हूं कि रेलवे एक नैशनलाइज्ड (nationalised) संस्था और स्टेट ओन्ड इन्डस्ट्री (state owned industry) है यह कमरशाल कनसर्न (commercial concern) है, या यूटिलिटी कनसर्न (utility concern) है मैं इस बहस में नहीं पड़ना चाहता क्योंकि मेरी इस समय की बहस से इसका ताल्लुक नहीं है। लेकिन मैं यह अर्ज करना चाहता हूं कि उसकी efficiency उस वक्त हो सकती है जबकि वह इस तरह से उस ढर्रे से न चलायी जाय जिस ढर्रेसे आजतक चलायी गयी है। आजतक जिस ईरिस्पॉसिबिल (irresponsible) तरीकेसे ऊपरसे हुकम चलता रहा वह तरीका अब चलने वाला नहीं है। जो मेम्बर साहबान स्टैंडिंग फाईनेंस कमेटी (Standing Finance committee) स्टैंडिंग रेलवे कमेटी (Standing Railway Committee) के मेम्बरान हैं उन्होंने इस वक्त यह शिकायत की है और शिकायत जो है कि पच्चीस आइटैम्ज़ (Items) सामने आये घन्टे दो घन्टे बैठक हुई और हर item पर मिनट दो मिनट बहस करके बैठक खत्म हो गयी। उन लोगों को यह मौका नहीं मिलता कि उस पर अच्छी तरह से गौर कर सकें और इसलिये इस तरह की एडवाइज़री कमेटी (advisory committee) या स्टैंडिंग कमेटी (standing committee) से काम नहीं चलेगा और उसके साथ साथ यह अर्ज करना चाहता हूं कि आप जब तक इन कमेटियों में मजदूरों के नुमाइन्दे नहीं लेंगे तब तक आप उनकी दिक्कतों को समझ नहीं सकेंगे और तब तक आप इसको अच्छी तरह से कामयाब नहीं बना सकते। इसलिये मैं अर्ज करता हूं कि अब ऊपर से हुकम देने का तरीका बदलना चाहिये। इस चीज़ को अब हमें डेमोक्रेटिक ढंग से चलाने की ज़रूरत है।

मिनिस्टर साहब की स्पीच में जो उन्होंने कहा कि only redeeming feature on this occasion यह है कि इस मर्तबा रेट्स (rates) और फेयर्ज (fares) में इज़ाफ़ा नहीं हो रहा है। मिनिस्टर साहब के कहने से यह जाहिर है क्योंकि उन्होंने जब पहले दो बजट पेश किये एक पिछले वर्ष और दूसरा चन्द दिन पहले जो बजट पेश किया वह उनमें उन्होंने रेल का किराया बढ़ाया था। इसलिये उन्होंने बड़ी खुशी जाहिर की है कि इस बार किराया नहीं बढ़ाया गया। मुझे यह डर है कि जो उन्होंने यह खुशी जाहिर की है उसका कहीं यह मतलब न हो कि हर बार जब वह बजट पेश करें, उसमें किराया बढ़ा दिया करें, क्योंकि उनकी यह आदत रही है। पहला बजट जो पेश किया उसमें साढ़े दस करोड़ रुपया साल का बढ़ा दिया और पिछले साल छत्तीस

[श्री मोहन लाल गौतम]

करोड़ के नज़दीक बढ़ा दिया। 'On this occasion' इसके मानी यह है इस बार नहीं बढ़ाया गया है अगली दफ़ा जरूर बढ़ाया जायगा। मैं आपसे अर्ज करूँ कि यह ठीक है कि इस हाउस में औपोजीशन (opposition) नहीं है और यह भी ठीक है कि हम कांग्रेस के मेम्बरान जितने हैं, वह इस बात की जिम्मेदारी लिये हुए हैं कि यह गवर्मेन्ट हमको चलानी है। लेकिन इसके मानी यह नहीं है कि जो कुछ भी चीज़ हमारे सामने आयेगी, हम उसको मंजूर करते चले जायंगे मैं आपसे यह अर्ज करूँ कि पेश्तर इसके कि मिनिस्टर साहब यह अल्फ़ाज़ कहते, हमें उनको बतलाना चाहिये था कि पिछले साल जो साढ़े दस करोड़ रुपया और पिछले तीन महीने में जो नौ करोड़ रुपया बढ़ाया गया उसका क्या इस्तेमाल उन्होंने किया है और कितना और क्या फ़ायदा उन्होंने जनता को ट्रैविलिंग पब्लिक (travelling public) को पहुंचाया है मैं यह कह सकता हूँ हालांकि मैंने अब हायर क्लास (higher class) में सफ़र करना शुरू कर दिया है, लेकिन मुझे पहले का काफी तर्जुबा है जब मैं थर्ड (third) और इन्टरक्लास (Inter class) में चलता था कि मुझे मुसाफ़ि़रों की तकलीफों का पूरी तरह अहसास है, और उनकी दिक्कतों को मैं खूब अच्छी तरह समझता हूँ। मैं आपसे पूछना चाहता हूँ कि इतना किराया तो आपने बढ़ा दिया, लेकिन मुसाफ़ि़रों को उससे क्या फ़ायदा हुआ जो आपकी रेलवे का इस्तेमाल करते हैं। यह बात ग़लत है कि थर्ड क्लास का किराया नहीं बढ़ाया गया। मैंने अभी इलाहाबाद में बारह तारीख को जब मैं वहां गया था एक टिकट देखा जिस पर इलाहाबाद से बम्बई का तीसरे दर्जे का किराया चौदह रुपये दस आना लिखा हुआ था, लेकिन अब बढ़कर २२ रुपये दस आने हो गया। इससे साफ़ ज़ाहिर है कि क़रीब पचास फ़ीसदी किराया थर्ड क्लास में बढ़ाया गया। मुझे वह ज़माना याद है जब देहली से बम्बई का इन्टर क्लास का वापिसी किराया इक्कीस रुपया था, जबकि आज वहां का single fare चालीस रुपया छः आना है। यह कहना ग़लत है कि ग़रीबों पर इसका ज़्यादा असर नहीं पड़ता, क्योंकि वह दूर का सफ़र नहीं करते। मैं तो अपने प्रान्त की बात कहता हूँ कि वहां के लोग हर रोज़ बम्बई जाते आते रहते हैं। आपने अकमोडेशन (accommodation) को नहीं बढ़ाया। रोज़ आदमी गाड़ियों से गिरकर मरते हैं। न डिब्बों में light है और न पाखाने साफ़ हैं और थर्ड क्लास के वेटिंग रूम (waiting room) साफ़ नहीं रहते और सबसे मजे की चीज़ रेलवे टाईमिंग्स (railway timings) हैं जिसका कोई हिसाब नहीं। गाड़ियां चौबीस चौबीस घंटे लेट चलती हैं और रेल का टाईम टेबल नहीं मिलता। जिससे मालूम नहीं हो सकता कि गाड़ी किस वक़्त जायगी।

दूसरी बात यह है कि अब जब आप किराया बढ़ाने के लिये हमारे सामने आये, तो कृपया पहले यह बतलायें कि आपका जो अभी तक टोप हैवी एडमिनिस्ट्रेशन (top heavy administration) चला आता था, उसमें आपने क्या सुधार किया। मैं तो देखता हूँ कि वह टोप हैवी एडमिनिस्ट्रेशन (top heavy administration) बढ़ता ही जाता है। इसलिये जब तक आप इसमें सुधार नहीं करने और यह नहीं बतलाते कि आगे उसमें कितना फर्क किया, तब तक मेहरबानी करके आप इस हाउस के सामने किराया बढ़ाने वाली बात नहीं कहेंगे।

दूसरी चीज यह है कि जो collieries सरकारी हैं उनमें पच्चीस लाख टन कोयला पैदा होता है। आप पहले नब्बे लाख टन इस्तेमाल करते थे और अब ७० से ७५ लाख इस्तेमाल करेंगे। आप इतनी खानों को और क्यों नहीं खरीद लेते ताकि आपको कफायत हो जाय। आप केटरिंग (catering) की तरफ क्यों नहीं ध्यान देते ताकि उधार से भी कुछ रुक्या मिल जाय। इसलिये मैं अर्ज करना चाहता हूँ कि हमारे पास किराया बढ़ाने से पहले आप आमदनी का जो जरिया है उस पर ध्यान दें, तब पोछे हमारे पास किराया बढ़ाने के लिये आयें। करपशन (corruption) के बारे में मैं यह अर्ज करना चाहता हूँ कि यह गलत है कि corruption नहीं है। करपशन (corruption) सिर्फ रेलवे में ही नहीं है सारे डिपार्टमेन्ट्स (departments) में है पुलिस और डिस्पोजल्स (disposals) में कौन नहीं जानता कि क्या अग्घेर गर्दी होती है सारा हमारा सोशल सिस्टम करप्ट (social system corrupt) हो रहा है और हम और आप सब इस कारपशन (corruption) के लिये जिम्मेदार हैं।

इसलिये सोशल सिस्टम (social system) में जो करपशन (corruption) है उसको जब तक root out नहीं करेंगे और उसको नहीं बदलेंगे, तब तक इस इविल (evil) से छुटकारा नहीं होगा ॥

(English Translation of the above speech)

Shri Mohan Lal Gautam (U.P. : General): Mr. Speaker, there is not much left for me to say when already about nine or ten Honourable Members have spoken on the subject. I would, therefore, instead of repeating what has been said before, like to draw your attention and the attention of the Honourable Minister particularly towards only one or two points. Now we have attained Freedom, it is no more merely the presenting of the Budget before the House that the Honourable Minister has to do leaving aside the matter whether the House was able to follow the Budget or not, and whether the House had any time to consider it or not, but now the first and the most important task before the House for which it has a great responsibility, is that of building a tradition. We have to set a convention for our future generations.

We received a copy of the Honourable Minister's speech this morning, but we have not yet got the first part of the Administration Report. Similarly many other important papers in this connection have not reached us and yet we are prepared to discuss the Budget here today. For this reason I have to say that we should be very careful about these matters, so that we can build a very healthy tradition for the future. It is very essential now to understand a

[Shri Mohan Lal Gautam]

thing fully before it is placed before the House. It is quite necessary, therefore, that the post-war plans of the Railway are not left to officers only. They should be placed before this Assembly so that they can be discussed and amended if necessary.

As it is not the first Budget before us, I would say that a complete picture should be given of the facts making our policy and our programme quite clear, but that is not the case here. I am, therefore, at a loss to understand if this is a complete Budget. I would request the Honourable Minister not only to place his entire scheme before the House but also to give a chance to the House to discuss it. We have several schemes which the Britishers, our Masters had prepared for us; we will not be discharging our duty if we only adopt these schemes in their entirety without considering whether they are good for us. Our rulers were spending crores of rupees on the purchase of material, which they all bought from English firms, they were in this way helping their own industries. We should now prepare a Co-ordinate plan for journeys over land and rivers and place it before the House. The war is over now and the old system of road-traffic has almost ceased. The buses which were running on petrol during the war time are not serviceable now. It will be a folly on our part if we build our new scheme on that basis. We have seen with our own eyes before the war, and perhaps the Honourable Minister also knows it, that there existed a keen competition between the Railways and the road-traffic at that time, and the Railways were not able to attract sufficient number of passengers. Therefore, before preparing any such scheme we have to take account of the position of the Railways if such an unhealthy competition now takes place.

My second point is that the Railways are a nationalised body, and a state owned industry. I will not argue further whether it is a commercial concern or a utility concern for it has nothing to do with the present discussion; but I must say that its efficiency will be realized only if the old system is not allowed to continue. The irresponsible way in which the higher authorities have been conducting things up to this time cannot last. Some of the Honourable Members who are also members of the Standing Finance Committee or of the Standing Railway Committee have just now complained and have rightly complained, that they did not get sufficient time to consider and discuss the items properly, for the committee sat in all for only about 2 hours, and while there were about 25 items on the agenda, each item was discussed and disposed of in a minute or two after which the Committee adjourned. I must, therefore, say that it is useless to have such advisory or Standing Committees. I feel that unless you have a few representatives of the labour as well on these Committee's you cannot understand and realize their difficulties and cannot make the Committee a success. I, therefore, appeal that the old system should now be changed, and everything should be done in a democratic way.

The Honourable Minister stated in his speech that "the only redeeming feature on this occasion is that there would be no increase in the rates and fares this time". This remark suggests that the Honourable Minister is feeling very happy over the fact that no increase in the rates has been suggested now. On the last two occasions, namely—last year, and later on only a few days ago when he presented the Budget, he had increased the rates and fares. I am afraid this may not mean that he is going to increase the fares every time he presents the budget as has been his habit. In his first Budget he had shown an increase of Rs. 10½ crores on this account. Previously it amounted to Rs. 36 crores. I say that the words—"on this occasion" may not mean—that they have not been increased this time but will be increased next time. While it is true that there is no opposition in this House and all the Congress Members have pledged themselves for the smooth running of the Government but I may say that it does not mean that whatever is placed before us will receive our

approval. I feel the Honourable Minister should have, before uttering these words, explained what amenities he provided for the travelling public out of the increase of ten crores of rupees for the last year, and of another nine crores for the last three months. I may add that recently I have started travelling in higher class but I have a good deal of previous experience of the difficulties of a III Class and Inter Class passenger. Would you, therefore, let us know what advantages and amenities for the travelling public you have increased by increasing the rates so much? It is quite wrong that the III Class fares have not been increased, for only recently, on the 12th February, 1948, when I was at Allahabad I saw that the fare printed on the III class ticket for Bombay which was Rs. 14/10/- only was increased to Rs. 22/10/-. This shows that the third class fares have been increased by 50 per cent. I remember the times when the Inter Class fare from Delhi to Bombay was only Rs. 21/- on a return ticket, while today it is Rs. 40/6/- single. It is wrong to say that the increase in the fares does not affect the poor for they do not travel long distances. In this respect I can say about the people of my own province, as I find them going to Bombay very often. Further I may submit that the accommodation in the trains has not been increased, and we see people are dying every day from fall from the trains. Similarly light has not been provided in III Class compartments and the latrines are not kept clean. The III Class Waiting Rooms also present very dirty appearance. Above all are the Railway timings—for the trains are running late by even 24 hours. The time tables are difficult to find and one cannot know when the train would leave. Therefore, before you come to suggest an increase in the fares you should first let us know what reforms have been introduced by you in your top-heavy administration? I find that it is deteriorating further. If you cannot throw any light on this subject you had better refrained from suggesting any increases in the fares.

Next I have to say that the Government collieries yield about 25 lakh tons of coal. Formerly you were consuming about 90 lakh tons and now you will consume about seventy to seventy-five lakh tons. If that is so why don't you purchase enough collieries to supply all your requirements? This will be economical. I think you should also pay your attention to the catering so that you can make some saving there. I would request that before you suggest any increase in the fares you should pay your attention to your existing sources of income. About the corruption in Railways, I would add that it is there and it cannot be denied. Corruption exists in all Departments and the Railways therefore are no exception to it. The police and the Disposal Departments are too well known in this connection. In fact our entire social system has been corrupted, for which we are all responsible.

Therefore so long as corruption is not rooted out of the social system and it is not changed, this evil will persist.

Mr. Speaker: May I know how many minutes the Honourable Minister would take for replying.

The Honourable Dr. John Matthai: About 40 minutes at the utmost.

Mr. Speaker: I was first told that he would take about 30 minutes. Probably 40 minutes is the revised estimate.

The Honourable Dr. John Matthai: Sir, the discussion has been gradually extending over a wider and wider field and I think that probably I would need 30 to 40 minutes for replying.

Mr. Speaker: I put it as 40 minutes; on that assumption I would call upon him for reply at 4-20 p.m. So, looking to the number of members who would like to speak, I would request them to curtail their remarks as much as possible and take 10 minutes as the time fixed.

Shri C. Subramaniam (Madras: General): Mr. Speaker, Sir, after hearing the speeches of many Honourable Members I do not know whether to extend my sympathies to the Honourable Minister or to offer him my congratulations. So let me not do either. We have been presented with a surplus budget showing a total surplus of 9.85 crores. The surplus is based upon a figure of 190 crores of earnings. That figure, even according to the Honourable Minister, is purely speculative, because as he himself says, there are several elements of uncertainties which prevent him from making anything like an accurate forecast: and to add to the difficulties of the new-comers to this House, there are no figures available in the papers supplied to them to compare with to find out the real state of affairs of the railway finance. But, Sir, there are two important factors which go to make up this surplus budget. The first thing is the increase in fares which was effected from the 1st of January of this year. That, according to calculations given last November would amount up to 32.2 crores or roughly say 30 crores. There is another feature, namely the overcrowding of passengers. In my view it has got a financial aspect also. The Honourable Minister pointed out that there are more than double the number of passengers who are travelling now but the passenger train capacity is about 14.5 per cent less than what it was in 1938-39. Therefore each train is now carrying more than double the number of passengers which it was carrying originally in 1938-39. Each train is therefore earning double the income for a single journey. So when conditions ease and when you increase the number of trains, it would mean for the same number of passengers, you will have to run more trains and incur more expenses. Therefore ultimately that is going to result in a loss to the railways. What I want to say therefore is that this 9.85 crores surplus is shown partly because of the overcrowding and the financial benefit derived from such overcrowding by the railways. When normal conditions return, more expenses will have to be incurred. If these two elements are not present, I wonder what would be the state of the budget. Therefore it will be necessary to see in what fields economies can be effected, and I hope that when the Railway Enquiry Committee finishes its labours, it will present a formula to the government by which they will be able to effect economies, so that even during normal times the railways may be able to show some profit.

Sir, I wish to make a few remarks about the labour problems referred to by the Honourable Minister. He has said, Sir, that the working hours have increased and that is a happy feature; but there is another feature which is a little distressing, and that is, the amount of standard output has considerably lessened. That shows, Sir, that labour, even though they are receiving all the benefits to which they are entitled to under the Pay Commission's report and other reports, are not turning out the quantity of work which is expected of them. Appeals were made even by Mahatmaji that labour should cooperate in this crisis. Appeals have come out from our Prime Minister and Deputy Prime Minister that we are passing through a critical period and production should be stepped up. But so far to my knowledge, Sir, I have not seen one labour leader making a public appeal and calling upon labour to increase production; that these are critical times and labour should cooperate with the government in trying to step up production. But there was a pleasant surprise when my Honourable friend Mr. Hariharnath Shastri said that they would give their entire

Shri Mohan Lal Gautam: For the information of my Honourable friend, Sir, here is an appeal issued by the President of the Railwaymen's Federation to the people, and if he wants, I can read out some passages.

Shri C. Subramaniam: Any how I have not seen it anywhere so far in the press and if anything, this exception proves the rule. In my opinion, Sir, there has been an unhealthy growth in the labour unions. The labour unions have concentrated their efforts only in putting forward the rights and privileges of labour. At the same time they should have taken care to see that there is discipline among them and the duties which they are expected to do are also impressed upon them. There should be discipline not only in striking work but also in turning out work. In my humble view there is also power politics in labour unions now a fight for leadership. Each party gets hold of a labour union and they go on, piling up the demands and the privileges of labour one upon another, so that one party might beat the rest in this sort of propaganda.

An Honourable Member: What about political parties?

Shri C. Subramaniam: Yes, political parties and labour unions all of them are going in the same strain. But for the limited time available, I can give you a few facts as to what is happening in my own town of Coimbatore where there is a good amount of textile industry and where there are about 50,000 textile labourers. Therefore, Sir, I would appeal to the labour leaders at this critical juncture to appeal to their followers to see that production is stepped up, and especially in the case of a nationalized industry like the railway it is their duty to put forward their best efforts. They might say in the case of a private industry 'After all if we work, who gains? It is only an individual capitalist; a private capitalist'. But here is a state concern. Once you put forward your best effort, and increase your production, it is the state and the community at large which is benefited. Therefore, Sir, I would appeal to the labour leaders, especially as far as railway labour is concerned, and of course in respect of others also, that they should take up a constructive attitude not only in demanding the rights and privileges of labour, but also in impressing upon them the duties which they are expected to perform.

Then, Sir, there is another aspect which I wish to mention before I resume my seat, and that is about ticketless travel. My friend Dr. Deshmukh classified the offenders under three heads as occasionals, habituals, and incurables. For my purpose I would classify them under two heads: one is ticketless travellers who travel without tickets in spite of the authorities; the second category is persons who travel in collusion with the authorities. This second category, Sir, in my view is a war legacy. During war time there was limited transport available and therefore only a limited number of tickets were available at each station but people were anxious to travel and reach their destinations and therefore they adopted the method of getting into trains without tickets and informing the guard or the ticket examiner. They used to say when questioned 'Oh yes, I have informed the ticket examiner' or the railway guard.

An Honourable Member: That was with regard to upper class passengers.

Shri C. Subramaniam: That is not only in regard to passengers who were travelling in upper classes with lower class tickets, but also persons travelling without tickets, in any class, including the third class. I know, Sir, even now this practice continues. How to tackle it? As soon as we want to tackle this ticketless travel problem, the suggestion is made that we should increase the number of Checking Inspectors, that we should have more police and magistrates. But I should like the Honourable Minister to tackle this from a popular point of view. Sir, among the public the realization has not yet come that these Railways are after all a State concern, that it is their own; if there is any loss caused to the Railway, ultimately it goes to the State and ultimately it turns upon the public. If that realization comes, the realization that this Railway property is a national

[Shri C. Subramaniam]

asset and their own, and that if there is any loss it will recur to them then, Sir, the public will have the responsibility to see that there is no cheating occurring in the Railways.

This is not a problem which is particularly existent in the Railways alone. In Madras the Provincial Government have taken over the bus transport in the Madras City. There also we are receiving any amount of complaints that there is a lot of ticketless travelling. Therefore unless public consciousness is roused, this cannot be tackled at all especially in an industry which is spread out throughout the country. That is my view. I request the Honourable Minister to consider my suggestion to do propaganda amongst the public to make them realise that this is their own concern.

I would request the Honourable Minister to consider one other thing also, instead of saying that we will increase the Ticket Examiners or the Police. As long as we increase the number of Officials, sooner or later the ring is made bigger; that is all. The number of persons who share the profits becomes bigger. Therefore it cannot be solved merely by increasing the officers. I would suggest authorising non-officials to check tickets when they travel in the trains—not that they should be given Railway passes so that they can go about checking. Take one area and there authorise at least 100 or 200 persons who would have occasion to travel in the train to make it a point, and impress upon them that it is a national duty, to check ticketless travel, and find out who are all travelling without ticket. That would make ticketless travelling a hazardous thing because they cannot depend upon the Railway officials who are well-known to them, who would be very easily identified. If it is possible for any non-official travelling in the train to do checking, it would be very helpful. So, if we want to tackle this problem, it could be done, in my view, by only associating the public and the non-officials in checking these things. With these few words I resume my seat.

گیاتی گورمکہ سنگھ مسافر : صاحب صدر ! مسافر کی ریل سے کیا نسبت ہے یہ تو آپ جانتے ہی ہیں اسلئے دو چار مدت زیادہ بھی لگ جائیں تو آپ معاف فرما جس کے کہی جا چکی باتوں کو میں ہاؤس کے سامنے دھرانہ نہیں چاہتا لیکن کچھ ضروری باتیں ہیں جنکی طرف میں ہاؤس کا دھیان دلانا ضروری سمجھتا ہوں ہمارے منسٹر صاحب نے اس دفعہ فائدہ کا اندازہ لگا کر اپنا بجٹ پیش کیا ہے جہاں تک اعداد شمار کا تعلق ہے آپ نے بڑی قابلیت کے ساتھ انہیں پیش کرنے کی کوشش کی ہے یہی پچھلے بجٹ کے ۸ کروڑ ۱۵ لاکھ کے گھاتے کو جن میں سے انہوں نے ۵ کروڑ ۵۸ لاکھ خرچ گھاتا کر پورا کیا ہے اور ۲ کروڑ ۴۵ لاکھ کی رقم ریزرو فنڈ میں سے لی گئی ہے تو یہ کسی جو پوری کیٹگی ہے اس سے ہم خوش نہیں ہو سکتے کیونکہ وہ خرچ تو ملتوی کئے گئے ہیں جلتا بوجھ نئے سال پر باقی ہے ریزرو فنڈ اور بیٹر مینٹ فنڈ ریلوے کے ریزیشن کو قائم رکھنے کیلئے ضروری ہیں۔ سنہ ۱۹۴۱ء سے پہلے ریلوے ان فنڈز کیلئے کوئی رقم نہیں بچا سکی جنگ کے دوران میں ریلوے کو کچھ نفع ہوا تو ان فنڈز میں کچھ رقم جمع کی گئی اب جبکہ مشکل وقت ابھی آنے والے ہیں۔ ان فنڈز کو دلانا نہیں چاہتے اور جنرل رینویو کا بوجھ ان فنڈز پر نہیں ڈالنا چاہئے اس وقت

بھارت سے اس سال، بھی، ہمارے جہان تک نئی ریلوں بنانیکا تعلق ہے ہمارے متعلقہ
 ماحصہ زحہ بہت پیشی کی ہے اس میں ۳ کروڑ ۶۹ لاکھ روپیہ نئی ریلوں پر
 خرچ کیا گیا ہے۔ اس کے علاوہ East Punjab کا حصہ کو بھی دیا گیا ہے یہ ایک تھوڑی سی
 تسلی کے لئے ہے۔ اس لئے، جانے والی ریویژن ریلوں کے ذریعے گورو گوبند
 سنگھ جے کے لئے اتنے دنوں کے لئے بھی ریلوں سے ملا دیا گیا ہے یہ ایک چھوٹی
 سی لائن ہے جو بھارت سے لگتی ہے۔ ایسٹ پنجاب میں بہت
 کام کی ضرورت ہے میں ملیٹری کے طریقہ کار سے زیادہ واقف نہیں ہوں
 مگر اس نقطہ خیال سے اگر ہم غور کریں گے تو پتہ لگے گا کہ اس وقت کتنی ضرورت
 ہے پاکستان اور بھارت کی وجہ سے جو اضلاع ایس میں بکھر گئے ہیں انکو بذریعہ
 ریل ملانا چاہئے۔ مثال کے طور پر لاہور قصور - مکمل کونج تیلوں بہت بھاری
 جنکشن تھے ان تیلوں کے پاکستان میں چلے جانے کی وجہ سے ایک تو براستہ
 قصور امرتسر اور فیروزپور کا تعلق ٹوٹ گیا یہ بڑے ہی سوچنے کی بات ہے۔
 موجودہ مشرقی پنجاب کی تمام لائنوں لاہور آنکر مل جاتی تھیں - مشرقی
 پنجاب میں کوئی اتنا بڑا مرکز نہیں رہا جو سب علاقوں کو ملا دے۔
 مکمل کونج پاکستان میں چلے جانے سے یہ اثر ہوا ہے کہ فیروزپور سے ایک
 لائن براستہ فاضلکا اور دوسرے بھٹنڈا سے براستہ ابوہر مکمل کونج سے ہو کر سہ سٹہ
 کے حلکشن پر لاہور - کراچی میں لائن سے جا ملتی تھیں یہ تعلق اب نہیں رہا۔
 فاضلکا اور ابوہر چھوٹا سا کوئی ۲۰ یا ۲۵ میل کا ٹکڑا ہے اسے بذریعہ ریلوں
 ملانے کے وجہ سے ہمارے بہت سے تجارتی و حفاظتی کام ہو سکتے ہیں اسکے علاوہ
 اگر آپ غور کریں گے تو پتہ لگے گا کہ امرتسر سے پٹھان کوت تک ایک ہی لائن
 پاکستان بارت کے ساتھ ساتھ جاتی ہے اور ہمارے اندرونی علاقوں میں اسکے سوا اور کوئی
 parallel لائن نہیں ہے اگر خدانخواستہ امرتسر ہاتھ سے نکل جائے تو ہمارے پاس
 کوئی ذریعہ پٹھان کوت - کانگڑہ - کشمیر وغیرہ سے contact قائم رکھنے کا نہیں رہتا۔ ان
 جگہوں کو جالندھر سے ملا ضروری ہے یہ کسی مکیریاں کو پٹھان کوت کے ساتھ
 بذریعہ ریل ملانے سے دور ہو سکتی ہے بقول سے قادیان تک لائن جاتی ہے۔
 قادیان کو بھی مکیریاں سے ملایا جا سکتا ہے یہ کچھ مثالیں میں نے آپکے
 سامنے پیش کی ہیں۔ جیسا کہ میں نے پہلے بھی ذکر کر دیا تھا۔
 کہ میں کوئی ملٹری کام نہیں ہوں ہاں ملٹری والوں سے تھوڑا بہت سلینڈ
 رہتا ہے جنرل موہن سنگھ جو آزاد ہند فوج کے بانی ہیں اور کرنل گوربکھن
 سنگھ تھلوی جنکی شہرت اس مقدمہ I.N.A. کیس سے ہوئی انکے دل میں ایسے دیش
 کی حفاظت کا بڑا خیال ہے وہ اگرچہ سرکاری طور پر ذمہ دار نہیں ہیں مگر

[گہائی گورمکھ سنگھ مسافر]

ہندوستان کے ڈیفنس کے متعلق وہ بہت کچھ سوچتے رہتے ہیں ویسے اگچھ مارشل یا نان مارشل کا کوئی سوال اب نہیں رہا مگر پھر بھی مارشل فور سے تعلق ہونے کی وجہ سے تھوڑا بہت میں بھی جانتا ہوں کہ اس جگہ ملٹری خیال سے ریورے لائن بنانا کتنا ضروری ہے -

اسکے مقابلے میں اب عرض کرتا ہوں کہ پاکستان کے پاس کتلی parallel lines ہیں - راولپنڈی سے لیکر سکھر تک آپکو ایک سیدھی لائن ملیگی - اسکے علاوہ اور کتلی parallel lines ہیں مثال کے طور پر ایک لائن قصور سے پاکپتن کے راستہ بہاول پور اور پھر سکھر - دوسری مکلوڈ گنج روڈ سے بہاول پور اور پھر آگڑ سکھر - تیسری بہاول پور لودھراں، خانپوال شور کوٹ روڈ سے ہوکر لہور چوتھی شورکوٹ روڈ سے لائپور ہوتی ہوئی وزیر آباد تک - پانچویں شورکوٹ روڈ سے سرگودھا ہوتی ہوئی لالہ موسیٰ تک اور اسی طرح ایک لائن نارووال چک امرہ ہوتی ہوئی سیالکوٹ - میری رائے ہے کہ مشرقی پنجاب میں بھی جہاں جہاں alternative routes آسانی سے بن سکیں مختلف ریلوے لائنوں کو ملا کر بنا دینے چاہیں اس طرح پہاڑ کے دامن میں جو آخری ریلوے اسٹیشن ہیں انکو ملا کر ایک حفاظتی لائن تیار کی جا سکتی ہے میرے یہ واضح کرنے سے مطلب یہ نہیں ہے کہ میں ہاؤس سے سامنے کوئی خطہ پیش کر رہا ہوں مگر ایک بات بہت ضروری میں کہنا چاہتا ہوں کہ لڑائی شروع کرنا جتنا گناہ ہے اُس سے بڑھکر لڑائی کے لئے تیار نہ رہنا گناہ ہے لہذا اس خیال سے آنریبل منسٹر صاحب کو اُن ضرورتوں کی طرف دھیان دینا چاہئے میرے دوست مسٹر ریاس نے ریاستوں کا ذکر آپکے سامنے کیا ہے اُنکے بارے میں یہ واضح کرنا چاہتا ہوں راجپوتانہ کی ریاستیں بیکانیر اور جودھپور اس وقت بہت لدا اور دہلی سے تو ملی ہوئی ہیں - لیکن اُنکے آخری اسٹیشن آپس میں ملانے ضروری ہیں تاکہ ہمارے سندھ والے بارٹر کے ساتھ ایک حفاظتی لائن تیار ہو سکے بیکانیر ریلوے کے کلیٹ اسٹیشن کو جودھپور نے پہلوری اسٹیشن سے ملا دیا جائے پکارن سے جیسلمیر تک ریلوے لائن بنانے کے ساتھ ساتھ جیسلمیر کو سندھ بارٹر کے کسی بھی مناسب اسٹیشن سے جودھپور ریلوے سے ملا دیا جائے اور اسپطرح راجپوتانہ کے بارٹر کی ریلوے لائن کو کاتھیاوار کے بارٹر کی ریلوے لائن سے ملا دیا جائے اس طرح سے ہمارا مغربی فرنٹ فوجی نقطہ نگاہ سے بہت مضبوط ہو جاویگا تجارت میں کافی ترقی ہوگی اور لوگوں کو آمدورفت کی سہولیت ہو جاویگی -

یہ ایک دوسری مثال ہے جو آپکے سامنے رکھی گئی ہے اور میں یہ سمجھتا ہوں کہ یہ ایک بہت ہی ضروری بات ہے جسکی طرف دھیان دینا اوجہ ضروری ہے اور خاص کر یہ ملک کے defence کے نقطہ خیال

سے ضروری ہے باقی جو دوسری باتیں ہیں وہ بہت حد تک میرے دوست سسر صاحبان نے آپ کے سامنے بیان کر دی ہیں۔ اب جو بات میں کہنا چاہتا ہوں وہ یہ ہے کہ یہ بالکل صاف ہے کہ ریلوے کو تھرتہ کلاس کے passengers سے کتنا فائدہ ہے۔ تھرتہ کلاس کے passengers سے ریلوے کو اتنا فائدہ ہے جتنا کہ ہائی کلاس passengers سے نہیں ہے۔ سابقہ بجٹ میں ۶۲ کروڑ ۹۳ لاکھ تھرتہ کلاس کے passengers سے ریلوے فڈ میں گئے ہیں اور صرف ۱۶ کروڑ ۶۰ لاکھ روپیہ ہائی کلاس passengers سے۔ اس لئے یہ ضروری ہو جاتا ہے کہ تھرتہ کلاس کے passengers کی سہولیت کا خاص خیال رکھا جائے۔

ایک بات اور جو میں انریبل منسٹر کے کوشش و گذار کرنا چاہتا ہوں وہ یہ ہے کہ چھوٹی عمر میں جب ہم سکول جاتے تھے تو ہمیں پڑھایا جاتا تھا۔ انگریزی راج کی برکتیں، ان برکتوں میں ایک برکت ریل بھی کہی جاتی تھی۔ مگر آپ سب جانتے ہیں کہ یہ ہمارے لئے ایک برکت تھی یا انگریزوں کے لئے۔ مگر یہ بات تھیک ہے کہ اسوقت انگریزی حکومت نے اپنے نقطہ نگاہ سے کچھ قاعدے بنائے تھے جنکو جاری رکھنا اب تھیک نہیں مثلاً مال ٹرانسپورٹ کے متعلق یہ حال ہے کہ اگر ایک بندرگاہ سے مال اٹھایا جانا ہے اور اگر اُسکو کسی اندرونی سٹیشن پر بھیج دیا ہو تو کرایہ کم لگتا ہے لیکن اگر وہ بندرگاہ کے علاوہ کسی سائٹ والے دوسرے سٹیشن سے بھیجا جائے تو تقریباً تین گنا کرایہ لگتا ہے آپکو اسکی طرف توجہ دینی چاہئے۔ یہ طریقہ برٹش گورنمنٹ نے برطانیہ کا مال سستا بیچنے کے لئے اختیار کیا تھا لیکن اب اس طریقہ کو اٹھا دینا چاہئے۔

سکے علاوہ ایک اور بہت ہی ضروری بات ہے جسکی طرف میں انریبل منسٹر کی توجہ دلانا چاہتا ہوں۔ وہ یہ ہے کہ اسوقت ہمارے دیس میں جو ریلوے کی problem ہے وہ بہت acute ہو چکی ہے یعنی ہزار تسلی دینے سے بھی ہم ان کو پوری تسلی نہیں دے سکتے ہیں۔ ان کے لئے ریلوے ڈیپارٹمنٹ ایک چھوٹی سی بات کر سکتا ہے وہ یہ کہ ریلوے stations پر جو stall مسلمانوں کے پاس تھے وہ اب ان کے چلے جانے سے خالی ہو گئے ہیں۔ لیکن صحیح پتہ چلا ہے کہ ان دوکانوں کو دوبارہ آباد کرنے کے لئے کوئی یٹن نہیں کیا جا رہا ہے بلکہ جس سٹیشن پر دو stall تھے یعنی ایک ہندو کا اور ایک مسلمان کا وہاں پر مسلمانوں کے چلے جانے سے جو دوکان خالی ہو گئے ہیں اُس کے بارے میں یوں ہے کہ جو اب وہاں پر ہندو یا سکھ دوکاندار باقی رہ گئے ہیں انکو یہہہ کوشش ہے کہ جو دوسرا stall خالی ہو گیا ہے اُسکو وہ اپنے

[گھانی گرمکھ مسافر]

قبضہ میں کر کے اپنے کسی آدمی کو بتھائیں اور اس مقصد کو حاصل کرنے کے لئے یہ متعلقہ افسران کو کچھ دے دلا کر اپنا کام چلا رہے ہیں۔ اس بارے میں میں یہ چاہتا ہوں ایسی بات نہ ہونے دی جائے اور جتنے بھی stalls خالی ہو گئے ہیں وہ refugees کو دیئے جائیں تاکہ وہ ایک تو اپنا پیت بھرنے کے لئے کمانے رہیں اور دوسرے ہمارے ملک میں امن قائم رہے۔

اس کے علاوہ ریلوے stations پر جو refreshment rooms ہیں ان کی طرف بھی ضروری طور پر خاص دھیان دینے کی ضرورت ہے ان refreshment rooms کی حالت بہت ہی نامتولی بعض جے مثال کے طور پر میں عرض کرونگا کہ امرتسر کے ریلوے سٹیشن پر جو refreshment room ہے وہاں پر پلندہ آنے میں روٹی ملتی ہے اور برعکس اس کے دوسرے stations پر صرف دس آنے میں ملتی ہے۔ چائے کی ایک پھالی امرتسر سٹیشن پر دو آنے کو ملتی ہے اور یہی چائے کی پھالی دوسرے سٹیشنوں پر ایک آنے میں ملتی ہے اس لئے میری یہ گزارش ہے کہ اس بات کی طرف ضرور دھیان دینا چاہئے کہ اتنا فرق کہوں ہے امرتسر زیادہ قیمت ہونے کی کوئی خاص وجہ نہیں ہے لیکن پھر بھی آپ دیکھتے ہیں کہ دوسرے سٹیشنوں کے مقابلہ میں زیادہ قیمت وصول کی جاتی ہے۔

یہ دو چار باتیں تھیں جنکی طرف میں نے آنریبل منسٹر کا دھیان دلانے کی کوشش کی ہے جو پہلی بات میں نے defence کے نقطہ خیال سے پوچھ کر اس کی طرف میں دوبارہ توجہ دلائے، وئے یہ گزارش کرونگا کہ ریلوے کی سہولت کو اس طرف ضروری طور پر اپنی توجہ دینی چاہئے۔

(English translation of the above speech)

Giani Gurmukh Singh Musafar (East Punjab: Sikh): Mr. Speaker, you know very well what connection a passenger has with the Railways. Therefore you will excuse me if I take a few minutes more. I do not want to repeat what has already been said. But there are some important matters to which I consider it necessary to draw the attention of the House. This time our Honourable Minister has presented a surplus Budget. So far as the figures are concerned he has tried to present them with great ability. He has met the total deficit of rupees eight crores and 15 lacs in our last Budget by reducing the expenditure to the extent of rupees five crores and fifty eight lacs and by drawing rupees two crores and forty five lacs from the reserve fund. The way in which this deficit has been made up cannot at all please us, because the burden of the postponed expenditure is to fall in the next (financial) year. The reserve and betterment funds are essential to maintain the position of Railways. Before 1941 Railways could not save anything for these funds. During the war the Railways had some profit and some amount was deposited in these funds. Now that the difficult times are ahead we should neither deplete these funds nor throw the burden of General Revenue on them. There are other questions also. So far as the construction of new railways lines is concerned.

the report presented by our Honourable Minister shows that rupees three crores and sixty nine lacs are to be spent on them. A small fraction out of it has been apportioned to East Punjab as well. It is somewhat gratifying that under the new Ropar-Talpore railway project, Anandpore Sahib (Sahib Guru Gobind Singh Ji's birth place) has been connected by railway. This is a small line insufficient to give complete satisfaction. The East Punjab should be paid a great attention. I am not very well versed in military affairs. But if we consider the matter from this angle we will come to know how essential it is to connect by means of railway those areas which are separated from one another as a result of partition and Pakistan. For instance it is a matter for serious consideration that Lahore, Kasur and Mcleodganj, the three big railway Junctions being now in Pakistan, the direct link between Amritsar and Ferozepur *via* Kasur has broken. All the railway lines of the present East Punjab used to meet at Lahore. No such big Junction is left in the East Punjab which can join all areas. The effect of Mcleodganj being now in Pakistan is that the connection of the lines, one of which from Ferozepur *via* Fazilka, and the other from Bhatinda *via* Abohar, passing through Mcleodganj which met Lahore-Karachi main line at Samasata Junction, no longer remains. Fazilka and Abohar are a tract of twenty to twenty five miles. We can accomplish many commercial and defence objects by joining them by rail. Besides this if you consider this matter you will realise that only one railway line runs between Amritsar and Pathankot along the Pakistan border and excepting this there is no other parallel line in our interior area. God forbid if we lose Amritsar, then no means of retaining contact between Pathankot, Kanra, Kashmir etc. remain with us. It is essential to connect these places with Jullundar. This defect can be removed by connecting Mukrian with Pathankot railway. A railway line goes from Batalla to Qadian which also can be connected with Mukrian. I have laid these few examples before you.

As said before I am no military expert. But I have some connection with military men. General Mohan Singh the founder of Azad Hind Fauj and General Gurbuksh Singh Dhilon who acquired fame due to I.N.A. trials, are keenly alive to the defence problem of their country. Even though they are not officially responsible yet they think a lot about the defence of India. Although there is no distinction between martial and non martial races now, yet because of belonging to a martial race I know a little how imperative it is to construct railway lines from the military point of view. As a contrast to it I shall now submit as to how many parallel lines exist in Pakistan. From Rawalpindi to Sukkur you will find a through line. Beside this there are many other parallel lines. One runs from Kasur to Bahawalpore *via* Pakpatan and then on to Sukkur; other from Macleodganj to Bahawalpore and onwards to Sukkur, another *via* Bahawalpore, Lodhran, Khanewal. Shorekot road to Lahore fourth from Shorekot road to Wazirabad *via* Lyallpur; fifth from Shorekot road to Lalamusa *via* Sargodha and another *via* Narowal, Chak Amreo to Sialkot. In my opinion in the East Punjab wherever easily possible, alternative routes should be constructed by joining different railway lines. Likewise a defence line can be constructed by connecting the terminal railway stations along the mountain border. By this explanation I do not mean to present any danger before the House. But there is one important thing which I want to say it is a greater sin to be unprepared for a war than to initiate a war. Therefore keeping this in view the Honourable Minister should pay his attention to these important facts. My friend Mr. Vyas has made a mention about the States of Bikaner and Jodhpore are connected with Bhatinda and Delhi but their terminal stations should also be connected with each other so that a defence line is established along our Sindh border. Kalia station on Bikaner railways should be connected with Philodi station on Jodhpore railways. By constructing a railway line from Pukaran to Jaisalmer, the latter should be connected with some suitable station on Jodhpore railways on the Sindh border. Similarly the

[Giani Gurmukh Singh Musafar]

Rajputana border railway line should be linked up with the Kathiawar border railway line. In this way our Western Frontier will be strengthened from military point of view. There will be prosperity in trade and people will have transport facilities.

This is another instance which has been put before you. In my opinion it is a very important matter which should be considered very seriously. It is particularly important from the point of country's defence. Other matters have been stated before you to a great extent by my Honourable friends. Now what I want to say is that it is quite plain as to how much profit the railway derive from the III Class passengers. Railways earn greater profit from the third class passengers than from the higher class passengers. In our last Budget rupees sixty two crores and ninety three lacs were contributed to the railway fund from the income from third class passenger fares and only sixteen crores and sixty lacs from the high class passenger fares. Therefore it becomes imperative that particular attention should be paid to the comfort of third class passengers.

Another matter that I want to bring to the notice of the Honourable Minister is that in our childhood when we attended our schools there we were taught about the "Blessings of the British Rule." Railways was counted as one of blessings. All of you know whether it was a blessing for us or for the British. It is a fact that the British Government framed rules purely from a selfish point of view. It is no longer expedient to retain them. For instance such is the condition of goods transport that rates charged on commodities loaded and despatched from a port to an interior station are about three times lower than the rates from any other nearby station than a port. Immediate attention should be paid to it. This was a device adopted by the British Government to sell cheap their own goods. But this procedure should end now.

Besides this there is one more matter to which I want to draw the attention of the Honourable Minister. The refugee problem of our country has become very acute. The best of our efforts do not satisfy them. Railway Department can do something for them. The Railway Stalls occupied by Muslims have fallen vacant due to their migration. I am told that no effort is being made to run them. On the other hand if there were two stalls on a Railway station, one occupied by a Hindu, and the other by a Muslim, the remaining Hindu or Sikh stall holders are trying to occupy the stalls fallen vacant due to Muslim migration. They want to occupy them and run them through some one of their own. To accomplish this object they tip the officers concerned and manage to have their way. I want that this should not be allowed to happen. All the vacant stalls should be given to the refugees, so that on the one hand they may earn their livelihood and on the other there may be peace in our country.

It is also essential to pay attention to the refreshment rooms on railway stations. Their condition is most unsatisfactory. For example I submit that you get a meal for annas fifteen at Amritsar Railway Station Refreshment Room and for annas ten only at other stations. You get a cup of tea at Amritsar Railway Station for two annas and the same cup you get for an anna only at other railway stations. Therefore I submit that the fact of such a great disparity in prices should be seriously considered. There is no special cause for higher price at Amritsar, yet you find that higher prices are charged there than on other stations.

I have tried to draw the attention of the Honourable Minister to these few facts. While drawing attention over again to the first matter which I stated from the defence point of view, I submit that the Railway Department must pay its attention to it.

[At this stage Mr. Speaker vacated the Chair, which was then occupied by Pandit Thakur Das Bhargava (one of the Panel of Chairmen).]

Shri Nandkishore Das (Orissa: General): Sir, I rise rather at the fag end of the day to make a few observations on the Railway Budget, but in doing so I suffer under a difficulty at the very outset as to whether the Railway

Administration, over which our esteemed friend Dr. Matthai presides, should have my congratulation or condemnation. This House has already had the benefit of two Budgets from the Honourable Minister, the interim Budget on the 15th of November 1947 and again on the last Monday. On both these occasions, the Honourable Minister gave to the House a clear picture of the abnormal difficulties and disturbing circumstances through which the country was passing and is still passing. I must say that on both these occasions, I heard with interest and attention his speech and also read it with a good deal of care. But let me state it frankly that beyond appreciating the lucidity and the illuminating nature of his exposition. I found hardly anything therein to enthuse upon.

Sir, the Railways have been in our country for almost a century or so and during the bulk of this long period, the railways have been run both as a commercial undertaking and a public utility concern. That business was however mainly, if not wholly, the business of the Britishers and the public utility was also mainly, if not exclusively, the utility of the public of Britain. The Railways not only paid fat dividends to their British directors and shareholders but also helped the British manufacturers and industrialists in having India as an easy market for their merchandise. There was no improvement in the situation even after the Railways were taken over by the State. The state itself being in the hands of our alien masters, the railways, though controlled, owned and managed by the State were not expected to be run in the interest of the children of the soil. With the attainment of our freedom on the 15th of August, we had all hoped that an entirely new chapter would be opened up in the administration of the Railways and that this biggest national industry of Free India would be a great contributing factor towards the economic well-being of our people. It was the general belief that the common man, the third-class passenger, who, though contributing the bulk of the railway earnings, was thrown into the background by the old regime, would be able to get a fair deal and that almost the first act of Free India's Railway administration would be the reduction of the third-class passenger fare and at least some immediate provision for amenities for railway travel. The two Budgets that the Honourable Minister has presented to Free India's National Parliament has given me a rude shock and disappointment in this respect. Instead of relief to the common man, things have gone the other way. In the general increase of passenger fares, the third-class passengers have not been spared. As for amenities for third-class passengers, the less said the better. The third class railway compartments can be described as 'air-tight godowns full of human materials.' Let me not, however, be unfair and uncharitable to our friend, the Railway Minister. The difficulties through which it has been his unfortunate lot to pilot the department entitles him to our utmost sympathy. The aftermath of the war and the unique and unprecedented civil disturbances that came in the wake of the partition of the country, the movement of the refugee population from one Dominion to another and above all, the implementation of the recommendations of the Pay Commission, undoubtedly made it inevitable on the part of the Railway Administration to look to the augmentation of the Railway revenue. But I beg to submit most humbly and respectfully that in the general scheme of increase of passenger fares, the unfortunate third-class passengers could have been easily spared with no very serious consequence to the finances of the Railway. The psychological reaction of this new taxation coming so soon after Independence in the minds of our masses has been too terrible to be contemplated with equanimity. As a matter of fact, the common man feels that he has been let down by those who so long professed to be their liberators and there are also elements in our social life who are out to make

[Shri Nandkishore Das]

capital of the situation. Some justification for the increase of third-class passenger fares could have been sought to be made out if along with that increase facilities for railway travel and more amenities had been provided, but the change, if any, appears to have been rather in the reverse direction. The Railway Administration have been more solicitous about amenities to their staff than to the public. In this connection, I beg respectfully to invite the attention of Honourable Members to the tables attached to the explanatory Memorandum on the Railway Budget. On pages 20 and 21 there in are figures given for amenities provided for the staff and on pages 22 and 23 there are figures of amenities for the public: The total figure for amenities for the staff comes to Rs. 5,81,68,000, whereas the total figure for amenities for the public comes to Rs. 2,82,69,000. We do not grudge the railway servants getting a substantial increment to their salary and we have been agitating all these years for a better and happier life for a class of our people who are in charge of such an essential branch of service to the public. In the context of the enormous profits made by the company-owned railways and in the face of the fat salaries enjoyed by the superior services, the demands of labour for better wages and better conditions of service had an irresistible appeal to the people. The situation has now however changed. The railways are now a property of the nation and the policy governing different aspects of Railway administration must be so integrated as to conduce to the all-round improvement of the country. By all means pay handsome and attractive wages to labour but why rob Paul to pay Peter? Why tax the poor third class passengers who do not travel by railways unless they are forced to do so? Let me not be misunderstood. I am for full implementation of the recommendations of the Pay Commission; but even at the risk of being dubbed an enemy of railway labour I am dead against the supply of food materials to railway labour at fabulously concessional rates. It is my personal experience, and it may be the experience of my friends who hail from the countryside, that these food materials find their way invariably into the black market.

The Honourable Dr. John Matthai: Sir, the discussion has ranged as usual over a very wide field of matters and as usual I find it a little difficult to pick out the points which are most important and which call for immediate reply. There is one distinguishing feature of the general discussion today and that is that a very large portion of the discussion was confined to matters of a general character raising questions—if I may say so—of fundamental importance. There was, for example, the very important question that was raised, whether the kind of parliamentary machinery that we have set up for the scrutiny of railway matters is adequate for the purpose that we have in mind, I am ready straightaway to confess that I am myself not by any means satisfied that the kind of machinery that we have set up meets the very important purpose that we have in view. When, for example, my Honourable friend Mr. Santhanam spoke of the rather meagre way in which the Standing Finance Committee for Railways in the very nature of the circumstances is compelled to deal with the important matters that come before it, I found myself very much in sympathy with him. But then the House must remember that there are certain inherent difficulties in the situation. I should personally like that the financial matters relating to the working of railways should be subjected to a much closer and more thorough scrutiny by a representative committee of this House. The Standing Finance Committee for Railways has been set up precisely for that purpose; but the Committee cannot in the course of a two-hour sitting, at meetings which are not held more than about four or five times in the year, discharge its duties satisfactorily and to the real advantage of the country. Therefore to my mind the problem that the whole thing raises is a deep underlying fundamental problem, namely, if as an independent country and as a Parliament representing an independent country we here are to do our duty by the people of

the country in such important matters as railways administration, the legislature in the first instance must be prepared to devote a great deal more time than it has done in the past to the work of legislation. And therefore it necessarily follows that the Committees of the legislature should also be prepared to give a great deal more time to public work. I should personally like, for example, that in regard to the Railway Standing Finance Committee, particularly the meetings that are held in connection with budgetary matters, each sitting must last at least a fortnight; otherwise I do not think we should be able to carry the scrutiny of the Finance Committee to the limits really required in view of the importance of these matters.

That is one consideration that arises. The other consideration, as far as I can understand, is this. Suppose you have longer sittings of the Standing Finance Committee for Railways as I think there should be. In that case the responsible officials of the Railway Ministry, such as the Chief Commissioner and the Financial Commissioner for Railways ought to be in a position to spare very much more time from their day to day normal administrative duties for the purpose of attending these meetings and help the members of the Standing Finance Committee with regard to detailed matters that come before them. It seems to me, therefore, that if we are going to widen and expand the machinery it would involve necessarily the question also of an expansion of the Secretariat part of our parliamentary machinery.

Prof. N. G. Ranga: Are you quite sure that they are sufficiently worked today?

The Honourable Dr. John Matthai: Having had some experience I am in a position to answer that question, at any rate to my own satisfaction. In the course of a rather long and chequered life I have sampled life at many points and have had experience of working many different types of institutions: I have been an industrialist, a Government official, and also a Minister. And I am prepared to say this that as far as the top officials in the Railway Board are concerned they have got quite as much work as you could expect them reasonably to do.

There is another point which is also a point of fundamental importance. If you are going to submit matters relating to the working and administration of railways to a much more prolonged and much more thorough scrutiny by Parliament and the Committees of Parliament, it necessarily means that very much fuller material must be placed before them. That also is a suggestion which has my full sympathy. But then the problem is this, as I think Honourable Members who have a correct understanding of the statistical aspect of administrative problems in this country will realise. One of the weakest points about our administrative structure and set-up for many long years has been the poor statistical equipment with which our administrative machinery has been provided; at the best of times our statistical equipment has been very poor, entirely inadequate. On top of that we have had the partition and we have had also the disturbances arising from the partition. I was concerned with the railway administration all through the time when the arrangements consequent on the partition of the railways were being worked out and I know the strain that it imposed upon the administrative staff of the Railway Ministry,—a concern, mind you, with a capitalisation of 800 crores, a railway with the dimensions of the Indian railways, working for a long period of years over an undivided unified country. And it was being asked to make in the course of two months all the arrangements required for this partition. That was a problem which put an enormous amount of strain on the railway administration. Necessarily therefore, during that period it was impossible for them, and I accept full responsibility for the statement I am making, to have given attention to a preparation in sufficient detail of the materials required in connection with the budgetary

[Dr. John Matthai]

statements which had to be put up almost within a couple of months after the completion of the partition arrangements. If you want really an acceptable and useful body of statistical materials, they must be of a kind which would give proper scope for effective and useful comparisons. Now the partition has simply cut the ground from under our whole set-up and structure of our statistics with the result that you are now in a position where all the statistical material of the past cannot automatically be completed with the statistical material that you apply now. The basis of comparison has been cut into in such a serious manner that unless you are prepared to set up a whole organization in order to work up a whole body of comparable materials, that is to say, work up the existing material to the post partition basis, you would not be able to get the kind of data necessary. I can give you control figures today of a kind but if you are going to set about this matter seriously you must be able to produce control figures which should have an intrinsic validity. I think it is very important that this matter should be examined against a wider background than railway administration. We cannot go on as an independent country; we cannot go on with the development of the various schemes of economic construction that we have in view, unless we are going to give a great deal more attention to the building up of a proper statistical establishment in the country. As far as the railways are concerned, I have been impressed right from the beginning of my connection with the Railway Ministry that the Railway Ministry has not the material on which a proper judgment of administrative matters can be formed, and it is my intention to have a senior officer of the Railway Ministry to go abroad and examine the way in which statistical material is compiled in other countries which have made more progress in this matter than we have. I think that is one of the essential lines on which reform is called for. I am prepared to assist members of the Standing Finance Committee to the best extent possible for me in the circumstances, but my point is that if you want all the statistical material to be of the most useful kind, on which really satisfactory judgment can be based then you must probe the problem much more deeply than Mr. Santhanam has done.

Now the other point of fundamental character and equally important is the question of the standard of economy and efficiency which has been attained by the railways. There also I am free to admit that the standard of efficiency that we have achieved is far from being the sort of standard that ought to prevail on our railways. My Honourable friend, Pandit Kunzru, put forward the test of operating ratios, that is to say, the working expenses that we incur in relation to our total earnings, that does provide a basis. But then if you go on to say that in order to judge the standard of efficiency which has been attained by Indian railways you take the operating ratio in this country and compare it with the operating ratio in other countries, then you are going on to some debatable and rather uncertain ground.

I will tell you why. Take for example the present position and you want to examine in comparison with other countries whether the position—the standard of efficiency which prevails at present on the railways as compared with the pre-war conditions represents the progress or deterioration. Well, we are up against various difficult factors there. The operating ratio is a compound of two factors. First of all you have this question of the increase in wages, in the price of material, the general rise in the cost of living index and so on. What you have in the way of increase in working expenses is the direct result of that. Now you take the increase of working expenses in this country and compare it with the increase of working expenses in a country like the United Kingdom. First of all, you are up against this: by a very stringent system of control, by a very liberal system of food subsidies they have been able to keep prices down. In this country we had a very lax system of control to start with. For some years we had no control and we have never tried the system

of relief in the way of food subsidies. Therefore, our prices have gone up to a much higher extent. Therefore, if you are going to institute a fair comparison between this country and the United Kingdom, this factor must be allowed for.

The operating ratio is really the establishment of a proper proportion between your working expenses and your total earnings. Your total earnings are based upon, to some extent, the price that you charge for your products: in other words, your fares and freights. Because of the increase in fares and freights which I proposed last November, I went in great detail into the question and the extent to which fares and freights have been increased over the railway systems in about a dozen of the leading countries of the world.

Mr. R. K. Sidhva: What about the conditions of travel there?

The Honourable Dr. John Matthai: If you take the most important countries of the world today, the extent to which the post-war fares and freights represent an increase over pre-war fares and freights, India stands amongst the lowest. Now the question that my Honourable friend raised, whether we are offering services of a different quality, that is a different matter. I am really on the statistical question which Pandit Kunzru raised.

Pandit Hirday Nath Kunzru: May I correct my Honourable friend. I was not making a comparison between the operating ratio here and the operating ratio in other countries. In fact, if I were to make such a comparison I would not be disturbed by the rise in the ratio during the last four years. But the question I raised was whether we were getting an adequate return for this increased expenditure.

The Honourable Dr. John Matthai: If my Honourable friend is raising the question of the operating ratio as a test at all of efficiency in the railways, if you are going to ask whether we are getting corresponding service, it is another way of describing the question of efficiency, and you cannot determine the standard of efficiency which has been reached in this country unless you are prepared to relate it to standards of efficiency in other countries, you will reach nowhere otherwise.

In any case I am very glad to think that this whole question of the operating ratio and the standard of efficiency which that implies, is going to be examined by my Honourable friend, Pandit Kunzru, and I shall await his conclusions with the greatest interest.

Then, Sir, the usual question of the turn-round of wagons was raised. Well, I do not want to speak about this question at any length today because it is one of those matters of railway working which we have been discussing *ad nauseam*. But there is one general point I would like to make for the consideration of the House and it is this: that this question of wagon turn-round if you analyse it into all its component elements, ultimately you find that problem boils down to this. It is a question of the over-use to which railway equipment was put during the war, combined with the under-maintenance to which they were compelled to submit. It is a question on the one hand of the extraordinary degree of depreciation, wear and tear to which the whole of your fixed assets have been exposed. On the other hand, it is a question of the manner in which while this wear and tear were going on you were not in a position, for various reasons, to do even the minimum degree of maintenance. It is really as a result of this factor that there has been a poor turn-round.

I have been charged with being the primary cause of the low standard of production in the country today. "Transport is the bottleneck": that is what you find in every newspaper in the country. I have got so used to it that I sometimes regard myself as a living, walking, breathing kind of bottleneck. I should like for the benefit of the House to make a little suggestion which I think has a certain degree of force in it. I believe if you read any current textbook on the question of railway transport you will find that railway transport depends

[Dr. John Matthai]

very largely upon production. In my budget speech I gave the House a few figures as regards the amount of rolling stock which is likely to be delivered during the course of next year. I said that there were about 4,000 general service wagons which are scheduled to be delivered by the end of 1948 and I went on to say that considering the position of labour, the position of materials in this country, it might not be possible for me to get not more than 50 per cent. of the deliveries which are scheduled to take place. What does that mean? If I were in a position to get from sources of production in the country all the materials that I want, then I should cease to be the bottle-neck that I am. In other words, the question that you are faced with is: is not production really the bottle-neck, so far as transport is concerned? If the production system in the country were in a position to function normally (mark you, I am not blaming for a moment those who are responsible for production, the industrialists of the country; I am not blaming them at all, because they are up against the same difficulties) but this business of putting the whole responsibility upon transport, as distinct from production is really a misleading way of stating the position. It is a vicious circle and if you want to cut into it you have got to handle both things at the same time.

I think my Honourable friend Pandit Kunzru, asked what has happened with regard to the division of capital liabilities as between us and Pakistan. The principle that has now been agreed to is that as regards commercial lines our capital liabilities would be based on the principle of book value, not carrying capacity. And as regards the strategic railways the House will remember that the representatives of Pakistan wanted that much the greater part of the liabilities in respect of strategic railways must be borne by us. The arrangement that has been arrived at is that we accept 50 per cent of the liability.

Pandit Hirday Nath Kunzru: How much does it come to?

The Honourable Dr. John Matthai: You have got the figures in the Explanatory Memorandum.

Then the question has been raised as to what is going to happen with regard to postwar development of railways, of which so much used to be said before the end of the war. I am afraid the position is that we are not able at present to proceed very far with the postwar development plans which were drawn up just before the close of the war. As the House is aware, all big plans of development involve three factors. They involve the factor of finance, they involve materials or real resources and thirdly they involve personnel. With regard to finance we are not by any means in the happy position in which we expected to be by Government in the closing years of the war. The estimates that were then made regarding the availability of surplus revenue have already been proved false. I am one of those who think (my ideas about finance have been for sometime rather unorthodox) that if there is really a satisfactory scheme of development to be undertaken in the country finance should not be a limiting factor. You can raise the finance if you want it. Finance is really the servant as far as the economic life of the country is concerned and not its master. But there is one limiting factor which you cannot get over and that is the factor of materials, real resources. That is what we are up against as far as the problem of railway development is concerned. Today in view of the tremendous scarcity in respect of essential materials like steel, cement, timber, etc., if railways go in for an extensive plan of development of the kind we had formulated during the war, you can depend upon it that the problem of inflation would become twice as acute as it is today. That is to say, against growing scarcity if you are going to introduce a growing demand, you are going to intensify the process. As the result of a very careful examination of this whole position in regard to development, we have come to the conclusion that for the

immediate future at any rate our objective should be to consolidate our position. We have been subject to influences of such a seriously disturbing character that for the present I think we should aim at strengthening, stabilising and consolidating our position and what capital expenditure we are thinking of in the immediate future is expenditure which has that kind of consolidation as its objective.

I have been asked various questions as to the implementation of the Pay Commission's Recommendations. I do not want to go into that question, because there are outstanding questions arising from the Pay Commission's report which are still being discussed and considered and I would rather that the matter be left at that stage as far as this House is concerned.

Shri Mohan Lal Saksena (U.P.: General): What about the officers and members of the Board?

The Honourable Dr. John Matthai: That is really a part of the Government's general decisions on the whole question. It does not concern the railway administration particularly. We are bound in this matter by the decisions of the Government of India as a whole.

I was asked a question about the problem of regrouping. We have an officer now on special duty who is actively concerned with formulating a scheme for the regrouping of the railways which are closely bound up with the partition arrangements. I have not yet received the report of that special officer. When that report is received, then I should certainly consider the suggestion which has been made that that report should be placed before the Railway Enquiry Committee and I should also consider whether other interests should not also be consulted.

I think my Honourable friend Mr. Shiva Rao asked me whether anything has been done with regard to contract labour in collieries. We have taken up that question and I am hopeful of making an immediate beginning on that question. The reform of that system, I agree with him, is something that cannot be put off.

A great deal has been said by various Honourable Members of the statement that I made with regard to the railway staff and the tribute I paid to it. I still stand by it. I claim in spite of many things that have been said in the course of the discussion that barring a small minority we have a very fine body of men. The House will remember in my budget speech I said that I personally felt hurt at the way in which allegations were being directed against railway men. One of my reasons for saying that is that in response to public demand, which has been expressed uninterruptedly for a long period of years, we have now been able almost entirely to Indianise the Railway Board and we are trying increasingly in key posts in the Railway administration to appoint Indian officers and I personally feel not merely hurt, I sometimes feel rather indignant that we should have so little faith in the men of our own country. Do give them a chance: they are aware of these problems and are capable of meeting them. There are some of them who are so anxious to make good under the new conditions and these statements that are made have such a depressing effect on them. We are at the end of one kind of war and we are in the thick of another kind of war, a war which in some respects is really more serious than the war which closed in 1945. Suppose we were in the midst of a war what would he said of the representatives of the country who spoke of the Army in the terms in which the railway staff was being described. It goes further than that. I have been severely criticized in certain quarters for forcing the pace of Indianisation. There are critics of Government, both here and abroad, who are waiting to see that this process of Indianisation has failed. It seems to me a matter of the greatest importance that these Indian officers who have come to responsible positions should be helped to the largest possible extent by representa-

[Dr. John Matthai]

tives of the country in this House. They need it. They deserve it. I am aware of the doings of a minority, of a few among the railway organisation who are black sheep. It is one of the problems to which we are going to give very close and very detailed attention. It is not such an easy matter as all that. I do not know if Honourable Members are in the habit of reading journals and newspapers in other countries which deal with similar problems there. Just the other day I came across articles in the "London Times" dealing with the question of corruption on the railways. They and we are passing through a period of scarcity, of high prices, and temptation of every kind is therefore offered to those who are conveying goods—essential consumer goods—which are scarce. We in this country are so much in the habit of looking at things entirely from our own isolated point of view that we do not see the comparative background of problems. These problems are not by any means problems which are confined to this country. And if we have to face this problem in a larger measure than elsewhere it is possibly because of the very hard days through which we have had to pass in previous years. It is a bad tradition. We have not been responsible for the government of this country and we have been simply watching others doing the job. The result is that the sense of responsibility that is called for in these matters has not been sufficiently awakened in us. It will take a little time before we reach that stage. But I think we ought to be patient.

Sir, I have been asked about tourist traffic. It is a matter which we have considered, but for the present I think in point of urgency it does not come anywhere near the other problems which call for our attention. In the first place as far as American tourist traffic is concerned, you are not going to attract it unless, along with railway facilities, you are able to provide first class hotel facilities which are lacking in our country today. Unless these things are also handled I do not think today you will make any great progress in that direction.

Mr. B. K. Sidhva: What happened to the third class tourist carriages which were built for marriages and other purposes?

The Honourable Dr. John Matthai: They are far too few. Sir, I shall be very brief. I was asked about the question of manufacture of locomotives. Well, at present, as the House knows, the position is the Tata Locomotive Works have made some progress but for various reasons not the degree of progress that we had expected. They have been able to deliver boilers, but I think it will take a longer time before they reach the stage of manufacturing locomotives. So far as the government factory is concerned, we had intended to set it up at Kanchrapara but after the partition we decided to move it further up, to a place near Asansol. Practically all the arrangements regarding that are complete. The orders for the machinery have been placed. The site has been selected. We have made arrangements also for putting up the buildings. And we are sending very shortly an engineer to Continental countries in Europe in order to select technical personnel from the Continent. I believe it would be possible for us to get first-class technical personnel if we canvass the possibility of getting them from Europe.

A number of questions were raised of a purely local character. I am not in a position to give answers offhand to these local problems, but I have made a note of the more important of these. All that I can say at present is that I shall give the best possible consideration to them.

The last point which was raised, I think by the very last speaker, was the question of amenities for passengers. It is perfectly true and it is no use hiding the fact that we have done little in the way of providing amenities for

the lowest class of passengers. We have been giving promises all through the years, but we have not implemented our promises. I am hoping that it will be possible in the near future to make a little beginning with an honest implementation of these undertakings. It is a problem the importance of which I am quite as keenly aware of as the Honourable Member who spoke. As far as I am concerned I am going to see that the money we have in the Betterment Fund is devoted primarily to the question of relieving the extraordinarily uncomfortable conditions under which third class passengers now travel.

That I think, Sir, more or less covers the discussion raised today.

The Assembly then adjourned till Eleven of the Clock on Friday, the 20th February 1948.