

President discharging the functions of
President

बदली होनी चाहिये, तो बदली बाकायदा तोर पर हो। इस वक्त इस बात को उठाने से न हम तब्दीली कर सकते हैं और न इस बारे में कोई अपील हो सकती है।

डा० राम मनोहर लोहिया : मैंने सवाल उठाया नहीं है कि नियम बदलें। प्रक्रिया के नियम २० का उस प्रश्न से कोई सम्बन्ध ही नहीं जो कि मैंने उठाया है। मैंने तो संविधान की धाराओं के सम्बन्ध में प्रश्न उठाया था। प्रक्रिया का नियम २० तो केवल एक अधिकार की बात करता है कि अगर एक मंत्री, चा वह प्रधान मंत्री हो और चाहे कोई और मंत्री, एक बार बोल चुका हो, तो वह दोबारा भी बोल सकता है। मैंने सवाल उठाया था फ़र्ज़ के बारे में। आखिर जब राष्ट्रपति और इस सदन का सम्बन्ध इतना नज़दीकी—साल में केवल एक बार हुआ करता है—तो राष्ट्रपति के अभिभाषण के ऊपर जो कोई बहस होती है, उसका जवाब उससे होना चाहिए, जो इस नज़दीकी सम्बन्ध को दिखा सकता हो। यह मैंने सवाल उठाया था। उसके उत्तर में अगर प्रक्रिया का नियम २० बताया जाये, तो वह असंगत है, उसका इससे कोई सम्बन्ध नहीं है। अगर आप चाहें, तो मैं उसका पढ़ देता हूँ।

अध्यक्ष महोदय : माननीय सदस्य मझे बताये कि मैं क्या कहूँ।

डा० राम मनोहर लोहिया : मैं कहना चाहता हूँ कि यह असंगत बात है और इसका मेरे प्रश्न से कोई सम्बन्ध नहीं है। मैं चाहता हूँ कि जो नियम नहीं है, उस में सुधार हो जाना चाहिए और जो कुछ मैंने संविधान का सवाल उठाया है, आप उस पर अज्ञ-सन्तानों विचार करे। अगर प्रधान मंत्री इस लायक न रहे जाये कि वह राष्ट्रपति के अभिभाषण पर हुई बहस का जवाब दे सके—और लम्बे अर्थ के लिये—यह कोई दिन,

दो दिन का सवाल नहीं है, डेढ़ महीने का है—तो क्या स्थिति होनी चाहिए? किन हालातों में प्रधान मंत्री को इससे माफ़ किया जा सकता है—अगर वह यकायक बीमार पड़ जाये या यकायक राष्ट्र के काम से उसको बाहर जाना पड़। दूसरी स्थितियों के लिए क्या व्यवस्था की जाये?

अध्यक्ष महोदय : मैंने आपकी सारी बात सुन ली है।

डा० राम मनोहर लोहिया : इस सम्बन्ध में अभी कोई नियम नहीं है। जो प्रश्न मैंने आपके सामने रखा है, उसके बारे में कोई नियम ही नहीं है।

अध्यक्ष महोदय : अब आप तशरीफ़ रखें। मैंने आपको बहुत काफ़ी वक्त दिया है और पेशन्स भी काफ़ी दिखाई है। हालांकि मैं जानता था कि मेरे पास कोई ताकत नहीं है, कोई अपील नहीं हो सकती है, लेकिन फिर भी मैंने आपको वक्त दिया है। इस वक्त मेरे पास इसके सिवाय और कोई चारा नहीं है कि मैं आपसे कहूँ कि मैं बेबस हूँ। अब हम आगे चलेंगे।

डा० राम मनोहर लोहिया : बंबसी तो हमारी है।

12.37 hrs.

RAILWAY BUDGET—GENERAL DISCUSSION

Mr. Speaker: The House will now take up General Discussion of the Railway Budget for 1964-65, for which 15 hours are allotted.

Shri Nambiar (Tiruchirapalli): Mr. Speaker, every year it has become an ordeal in the month of February to anxiously wait for the tax increase, first to be done by the Minister of Railways and next by the Minister of Finance. This ordeal is being perpetuated on the Indian people cleverly and successfully with the ultimate result of increase of prices of all commodities that the common man has to utilise. This year the performance of the Railway Minister,

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Shri Dasappa, new to this field, is in no way better than that of his predecessors.

By an increase of 2 per cent on surcharge he expects to increase the revenue to the extent of Rs. 11 crores, whereas his predecessor in the two successive years of 1963 and 1962 has already increased the fares and freights by an increase of Rs. 21.26 crores up to March, 1963 and Rs. 40.26 crores up to March, 1964, i.e. current year. By the present addition, the total impact of increase in taxation for the next year will be to the tune of Rs. 51.26 crores, as estimated. The actuals will be much more, as has been seen in the previous year. On an analysis of the increase in fares and freights for the last three years we find that it has gone up by 8 per cent. Out of a total gross revenue of Rs. 600 crores for one year alone the impact will be to the tune of Rs. 50 crores.

If the railways, which is a nationalised industry owned by the State, with all the potentialities that it commands, goes to the extent of increasing the fare and freight rates by 8 per cent, how could the Government stop the temptation for increase in prices elsewhere? Therefore, I accuse the Government particularly the Railway Ministry, for helping inflation. On the other hand, the Railway Minister should have resisted the temptation to increase the rates and helped in fighting inflation. He should have stood firm and said that no more increase would be allowed in fares and freights. He says that this 2 per cent increase on surcharge is a small amount and therefore it need not make much of a difference. Even if it is a small amount, why should he increase it at all? He could have avoided this increase of Rs. 11 crores by way of this surcharge.

I would submit that he has his own justification which should also be brought to the notice of the House. In 1961-62 he said that he wanted this

increase in fares and freights so that the railwaymen be given the increased dearness allowance when the facts show that he had Rs. 16.48 crores of surplus on hand. Further, the Railways were paying proper dividend to the extent of 4.25 per cent last year, 4.5 per cent from current year and hereafter are going to pay 5.75 per cent for new capital. Therefore, they are making good contribution to the General Revenues. They are allotting more money than is necessary for depreciation. The latest figure of 1961-62 was Rs. 65 crores. With the total capital invested to the tune of Rs. 1,700 crores, depreciation can never be more than Rs. 42½ crores, at the rate of 2½ per cent per annum. This point has been raised by me repeatedly and the hon. Railway Minister gives the explanation that depreciation has to be increased not only for depreciation purposes but for the purpose of renewal charge. His predecessor said the other day that this is required not only for depreciation but for renewal also. If it is for renewal, then the renewal to the extent that it may cover the cost of depreciation alone can be taken from the Depreciation Fund and the rest should go from the capital-at-charge. Revenue cannot do for all modernisation. He said that he wanted modernisation and wanted to do away with obsolescence. For that he must add to the capital from funds that he has otherwise got.

Why I am harping on his point is because there is a move, there is a purpose behind this accounting which I am coming to later on. I consider that at present the Railways are following a negative economic policy. The Railways are refusing to meet the necessary expenditure on labour, wage, etc. and are helping inflation to grow which I consider, is a negative policy and which requires a change. I submit that I have got a case to show that they are not meeting the labour demand properly. That is

exactly the reason that you will find here as to why they are putting more on depreciation and on the expenditure side, that is, to show that there is no money left for giving a square deal to the workers as also to show that there is necessity for enhancement of fares and freights every time. An analysis of this will show that. In 1962-63, as I have already said, they had a surplus; in 1961-62 they had a surplus and in 1963-64 we have a surplus of Rs. 37.75 crores. Still, he comes with an additional demand; thereby he shows that the money is to be apportioned elsewhere. That is why I am against this increase.

Shri Ranga (Chittoor): What about development?

Shri Nambiar: I am coming to development later on.

So far as a square deal to railwaymen is concerned, the recent increase that he has given in dearness allowance as announced by the Finance Ministry is to the tune of Rs. 2½ for Class IV employees drawing up to Rs. 109 and Rs. 5 for Class III employees. This has not neutralised the increase in the cost of living indices up to 125 as had been recommended by the Central Pay Commission. For a meagre pittance of Rs. 2 he makes a very big announcement. And what has happened to the cost of living indices rising beyond 125, up to 135? Today it is 135 or 136. That ten-point rise is to be covered even according to the Central Pay Commission. There is no mention of it anywhere in his Budget speech. He has only said about the increase of Rs. 2½ and Rs. 5½ which covers only the increase in the cost of living index up to 125. He owes an explanation to this House as to how he is going to treat the labour in future, particularly in regard to rising prices.

I have got to submit that not only the Railways are having a negative economic policy but are having not much of a co-ordinated transport

policy. So far as co-ordination between rail, road, waterways and coastal shipping is concerned, you know that in 1959 a committee headed by Shri Neogy was appointed, that is, the "Committee on Transport Policy and Coordination" to enquire into the utilisation of all our transport capacities, namely, road, rail, waterways etc. After five years, except for submitting a preliminary note which has been done, Shri Neogy has resigned his post and has issued a very important statement which is most revealing. Leaving aside the non-cooperation meted out to the Committee by the State Governments and other Governmental agencies, the Committee's work was much hampered by departmental rivalries. I find that there is some extraneous pressure being brought leading to the collapse of the working of this Committee.

You may remember, Sir, that the World Bank which is a lending organisation and which has lent some money for the improvement of collieries and for the Railways has poked its nose into our national policies. Initially it made a proposal that it wanted to have an enquiry into the policy which led to the bottleneck of coal transport. It started like that but it went on and it went to the extent of putting certain reference in its terms of reference by bringing pressure on the Government of India. Unwittingly—knowingly or unknowingly, I do not know—the Government of India has yielded to that.

See the terms of reference. One is:

"facilitating the delivery of coal and other bulk commodities by the Railways."

Another is:

"policies affecting the appointment of coal and other bulk commodities between different modes of transport with special reference to relative costs and charges."

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The third one is:

“geographical distribution of coal production”.

These things have been brought in.

Shri Ranga: Nothing wrong in it.

Shri Nambiar: I will show what is wrong in it. From the above terms of reference it is clear that this inquiry is parallel to that of the Neogy Committee. When there was a committee already going into that, why should this committee go into the same matter?

In their study the World Bank team has specifically stated that they are considering the possibility that the “least-cost” solution may call for the shift of type of traffic other than coal from the railways to other modes of transport, that is, low-rated goods only to the railways and the rest to the highways. They have also indicated that their objective is to examine the possibilities that alteration in Railway rates in the direction of conformity with costs may, in the long run, shift the location of consumption in such manner as to minimise transport requirements. All these are diametrically opposed to the policies which we follow today.

To put it in simple language this American World Bank agency wants us to change our transport policy entirely to a new pattern of allocating the low-rated commodities to the railways and the rest to road and thereby weaken the railways and help the other private concerns. Railways being a nationalised industry, it must take the over-all needs of the country as a whole and not to locate our industries as to only minimise coal haulage and suit traffic requirements. This sovereign agency wants the whole

industry to be switched on to a pattern that it must depend entirely on the haulage of coal and availability of coal. That means that such of those regions which are far away from the collieries will have no chance of having any industry. That is what the Americans want us to do and the Government of India is slowly yielding to it.

Shri Ranga: Is that so?

Shri Nambiar: Yes; certainly, otherwise what is the necessity for making this extra term of reference? In this inquiry the participation of Government of India has practically been avoided. The American Agency say that the Indian experts can be brought in as assistant technicians. That is all what the Americans want. Why should India abdicate its role in deciding the transport policy of India for its future? Moreover, they should decide on the pattern of the policies that we have followed so far. We cannot scrap them; we cannot divert them and we cannot reverse them at the instance of a foreign agency! Why should we be at the call of Americans? The World Bank can give us loans and we are giving them a fabulous rate of interest upto 5.7 per cent. No foreign country ever gives loans at such an exorbitant rate and in spite of that we are paying them and we are solvent. We have every chance of repaying the whole loan that we get from Americans. They want to reverse our policy to the benefit of certain industrialists in whom the Americans are interested. The Neogy Committee should have been well cared for and even after the resignation of Shri Neogy, the Committee should be made to function. It should be strengthened. It should not be made a subsidiary or a secondary one to that of the World Bank agency.

Now, I come to labour relations in the railways. The Bonus Commis-

sion's Report has come out and every private industry is giving reasonable bonus to its employees. Why should the unfortunate railwaymen be excluded from the purview of the bonus? They are not getting the bonus and the reason given is that in the terms of the Bonus Commission they have specifically put a term that the question of the grant of bonus should be considered to all workmen except those who come under the Govt. departmental managements. Why should they not? The railways is an industry with so much of capital and 12 lakhs and more of men are employed. They are industrial workers and there is enough surplus. Why should they be denied the bonus and what is the justification for this? This is an industry and not a departmental service organisation. They call it a Public sector and say that they are going to build socialism. Socialism cannot be built without the labour participation in the management and the fruit of labour being distributed to labour. Nowhere in the world, any sector can build socialism on a premises which is capitalistic, which is contrary to socialist principles. Here the labour has worked hard, and have increased production, or the transport capacity, to the extent of 24 per cent in the traffic of passengers, 100 per cent in the traffic of goods, during these last twelve years and there is enormous surplus and still they are not given the bonus because the bonus is taken outside the purview of the railwaymen on the ground that this is only for other sector than the departmental. I take strong objection to it and every railwayman is asking the question as to why he should not have the bonus. I demand that in all fairness to the cause of labour and to the cause of the country's better transport that at least a month's bonus should be given to all railwaymen. I want it from Class IV to Class I, no distinction to be made, just as it is being done in any other industry in public or private sector.

With regard to other matters of labour relations the hon. Minister claims that the relations are very good. But I would only request him to recall what the representatives of the two federations said last time. The Minister has mentioned that they had six meetings at the Periodical Negotiating Machinery level with the two federations. I want him to go through the matters that have transpired in the negotiating meetings. On every issue, there is a difference of opinion. The representatives of the two federations spoke here last year—their speeches are there—and they decried the labour policy of the Government of India or the Railway Ministry. They have said that on every important issue there is a difference of opinion. Shri A. P. Sharma who belongs to the Congress, who is an office-bearer of the Notional Federation of Railwaymen, and Shri Priya Gupta who belongs to the All-India Railwaymen's Federation, also spoke last year in the same strain. I would request the hon. Minister to go through those speeches and see whether his labour policy is a policy which has got the support of the railwaymen. No. It has not got the support of the railwaymen. There is nothing like that. The railwaymen are working under great strain. I would say with all humility that the other day we saw about 10,000 railwaymen demonstrating before the Parliament here and they have submitted a memorandum and in that memorandum they have chartered down all their reasonable grievances which the Railway Ministry could easily accept, apart from the question of the dearness allowance. Shri A. P. Sharma said the other day that the Periodical Negotiating Machinery has failed. If the Periodical Negotiating Machinery fails, then in the absence of the applicability of the Industrial Disputes Act for the railwaymen, the only thing that they can claim for is arbitration. Why is it that arbitration is denied on all important issues? The Ministry should have at least accepted that. In the Whitley Council proposals that they are bringing forward for the

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future, they say that arbitration is the last word in the matter. Then, when the two federations also wanted arbitration on several issues, already it should have been granted. Not only the P.N.M. has failed but the arbitration also is denied.

The Deputy Minister in the Ministry of Railways (Shri Shah Nawaz Khan): Do the Federations want Whitley Councils?

Shri Nambiar: The Federations have asked for arbitration and tribunals. The Whitley Council is a different thing. But before the Whitley Council comes today when the P.N.M. has failed, it should have been done when there are outstanding disputes and the Federations are claiming for that. What is the justification for denying it? If they have not claimed for arbitration, then it is up to them to speak out here because their representatives are also in this House. Therefore, in regard to labour relations, I have a humble submission to make that the Ministry of Railways should evolve a formula for the grant of recognition to their unions because of the new Whitley Council that is coming up. The Govt. have already stipulated conditions of 15 per cent membership, etc. etc. One is in the southern railway and the other is in the Chittaranjan Locomotive Workshop. Why should the Chittaranjan Locomotive Workshop employees who are producing even the electric locomotives be denied the benefit of recognised union facility?

Shri A. P. Sharma: In the southern railway there is already a union as a result of the merger of the two unions.

Shri Nambiar: In the southern railway there is one to which Shri A. P. Sharma belongs. In the other railways there are two or three or more unions that have been recognised. Why in the southern railway there is only one union? There is something intriguing in this which requires consideration because certain unions which favour

the administration alone are being recognised. Others will not be recognised.

Besides the question of recognition, even those unions which favour the administration are asking for certain things which you kindly give. The benefit of that will go to all workmen. Even then, the Railway do not give. This is the policy which they follow towards labour in the railways. The hon. Minister is new to the railways—I am frank and I may be excused—and I know he is sympathetic to the labour. But he is unable to do it. There is already the Mughal empire, and on the Mughal empire, the new Minister, in his old age, comes and sits. That empire is such a strong rocky thing that unless something strong is done this hon. Minister however kind he may be....

Shri Hari Vishnu Kamath: Who is the grand Mughal?

Shri Nambiar: Names, of course, I need not state.

My submission to Shri Dasappa is this. If he wants to be sympathetic to labour and do justice—I do not want anything more than that—he will have the full cooperation of all of us here. The entire House, the Members on the other side as well, want to have the realisation of socialism in this country according to the latest decision of the Bhubaneswar Congress session. Therefore, we on this side as well as the Members on the other side, barring a few—I do not know; even Prof. Ranga will be on our side—will be there to support the hon. Minister in shaking that Mughal empire and doing justice to the labour.

While I have criticised so much, I am glad that I find a good spot also. I am glad that he has brought in this pension system and he has allotted Rs. 19 crores this year towards the pension fund.

13.00 hrs.

So far so good, and we must thank the hon. Minister for that. But I would only request him to look at it a

little more realistically and see whether all the employees who have retired could not get the benefit of the pension. The hon. Minister has mentioned a certain date and stated that the employees who have retired before that date are outside the scope of the pension scheme. I would suggest that on the same conditions namely that they will pay back the portion of the provident fund paid to them, they may also be brought within the orbit of the pension scheme. This may be done in their case also as is done in the case of others. Only a few persons are left out now. I think the annual expenditure on this would come only to less than half a crore of rupees, and every day, as the persons will be dying, the number involved will also become less and less. So, I would request the hon. Minister to extend this scheme fully to cover all the retired employees.

I have also to make a request with regard to the reinstatement of victimised employees, as per the judgment of the Supreme Court. Only the other day, we discussed this point in the House that Shri Priya Gupta who was a Member of this House was no more in a position to sit in the House...

Mr. Speaker: I saw him here only the day before yesterday.

Shri Nambiar: I am very glad to hear that. That is very good. Shri Priya Gupta has successfully conducted his case in the Supreme Court on the 5th December, 1963....

Shri A. P. Sharma (Buxar): How can both the things be very good, sitting in the House and also winning the case?

Shri Nambiar: He is sitting in the House, and he has successfully fought the case also in the Supreme Court. So what is the harm in that?

On the 5th December, 1963, there was a decision of the Supreme Court reversing the order under rules 148 and 149 of the State Railway Estab-

lishment Code Rules. The Supreme Court had declared these two rules as violative of article 311 of the Constitution, because under these rules an employee can be removed from service without assigning any reason whatsoever to the employee, or for reasons known only to the Railway Administration. I would submit that all those employees who have been removed from service under these rules should be taken back on duty. All those employees who have been removed without the issue of charge-sheets and without any inquiry whatsoever must be taken back. The other day, Shri Kamath and I had put a question on this subject and it was stated that the matter was under review. But the term 'under review' may mean several years, so far as the railways are concerned; it may mean twelve years or one *Mahamakham* as we say it in Tamil.

Shri Daji (Indore): Let them do it at De luxe speed and not at passenger train speed.

Shri Nambiar: Let them take back these employees as early as possible.

The next point which I want to raise is with regard to the house rent that is deducted. The other day, Shri A. P. Sharma also spoke about this, and he said that on this issue there should be a tribunal set up. Formerly, the house rent fixed was Rs. 2 or 3 or 4 for a particular type of quarters. Today, the rent has gone up to Rs. 15, 18 or 20, for the same type of house. Not even white-washing is done, and not a slab is changed in the house, but the house rent has been increased. This increase has been effected for no reason whatsoever. Today, I am told that station masters and certain pointsmen who had got rent-free quarters up to 1955 have been asked to pay back the arrears of rent dating back to twelve years ago, to the tune of about Rs. 3000 to Rs. 4000. Most of these employees will be ruined if these amounts are collected from them, and not a pie will go to them in the name of provi-

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dent fund because of this recovery. I might point out that there is an allocation for Staff Welfare measures. Let them do something towards reducing the house rent to the original level and not recover the rent in respect of the quarters which were given rent-free to them earlier.

With regard to medical facilities, I shall be happy if what the hon. Minister has stated is true, namely that the medical facilities in the railways are better than those in any other concern; if that is so, I shall be the happiest person, but I have quite a different tale to tell. When I go and see the railway hospitals, I find that they are well built, and they are good-looking hospitals. Decent constructions have been done, of late, and the hospitals are quite nice. How much the contractor or somebody else might have eaten is a different point altogether. But apart from the fact that the hospitals are good-looking, I may be excused if I say that there is practically very little medicine inside. If we go and ask why medicines are not available, they say that the supplies are short.

Shri Hari Vishnu Kamath: Is there shortage of doctors also?

Shri Nambiar: Of course, one or two doctors are there. These hospitals are used more for grant of leave to the railway employees, of course, on payment of small amounts then and there, rather than for treating the patients there. This is a matter which is known to the railways. I do not know whether the hon. Minister Shri Dasappa knows about it, but others know it, because there is nothing secret about it.

Shri Dasappa: May I know which hospital my hon. friend is referring to?

Shri Nambiar: I am referring to the railway hospitals throughout the country.

I am speaking out of my intimate personal knowledge of the working of the railway hospitals. If the hon. Minister wants, I am prepared to pass on the names of the hospitals to him.

Mr. Speaker: Did the hon. Member go there only to have a look or to get leave?

Shri Nambiar: Not for leave for myself, because I am not in railway service. I must come to you, Sir, for leave, and I do not have to go to them.

Anyhow, the point is that it is a fact that there is shortage of medicines. I am speaking a little more candidly and with personal knowledge, and I hope that the Railway Minister will look into it.

With regard to the incentive scheme, in the hon. Minister's speech there is a claim that it has worked well. But I have got a different story to narrate there also, namely that it has not worked well, but it has created a new problem, because in the name of the incentive scheme, promotions are blocked. Of course, the productivity has gone up to some extent, and a certain incentive scheme, promotions are blocked, but others do not get the normal promotions; the normal annual channels of promotions have been blocked for them due to the introduction of the incentive scheme, and in many workshops this has failed. Of course, you may quote the figures. If I go a little deeper into it, I can reveal what all are behind it but I do not want to take much time of the House in dealing with that just now. I would only say in brief that the scheme has not succeeded. The hon. Minister may have got different reports, of course, but I may tell him that it has not succeeded.

I would submit that the object or the purpose of the incentive scheme should be such that the total production of the workshop should increase, and the quality of the product turned out should be improved, and there

should also be a quicker turn-out so that the engines, the locomotives, the carriages and wagons which come out of the workshop do not fail on the route. Instead of this being achieved, what has happened is that the little production that was there, and the little repair work which was done before has been maintained on account of this incentive scheme while the promotion of many persons has been blocked and there has been no improvement in the production or in the quality of the products turned out. I would submit that the total number of staff which was there before should have been maintained, and normal promotions should have been granted to them, and there should also have been additional turn-out and also an improvement in the quality of the turn-out. The incentive scheme was intended for that purpose, but subsequently, it has worked the other way round. Therefore, I would request the hon. Minister to reconsider this point.

Now, I have to speak a few words about the poor travelling public. The condition of travel in the third class is a thing which it is impossible to describe. I would request the hon. Minister to see that additional coaches are provided. The hon. Minister has stated that during the next year, there will be more sleeping coaches etc. I would request him to extend the facility from now on. I know that there is a shortage of coaches. The over-aged coaches are to the extent of 34.2 per cent on the broad gauge and 30 per cent on the metre gauge. I would request the hon. Minister to have a change-over of the available coaches of either description to third class coaches so as to grant other sitting accommodation, if not sleeping accommodation to the passengers, for the present, so that third class travel may be better. I know that the rail capacity is limited, and there are other limitations, and I know the difficulties, but still I would make a request to the hon. Minister so that he can do at least something to improve the condition of travel.

For long distance trains, regional carriages can be attached. For instance, a carriage from Bombay to Cochin has been attached, so that it can be taken from Madras to Cochin. Similarly, a carriage from here to Cochin can be attached to the Grand Trunk Express and this carriage can be diverted from Madras. Similar arrangements and facilities may be provided for other places also without doing any harm to the existing transport arrangements. I would request the hon. Minister to look into this matter also.

As regards the creation of a new zone, we have discussed this matter several times in the House. The predecessor of the present Railway Minister had almost agreed earlier for the creation of a new zone in the south, bifurcating the Central and Southern Railways, making it possible for the Southern Railway to concentrate on the transport in the south while the new zone can take care of the hinterland. The operational digit on the Southern Railway has gone to the maximum, and unless it is bifurcated the railway transport in the south will not flow as we want it to flow. The hon. Minister may have the fear that the question of transfer of staff may arise on account of bifurcation and that may cause some difficulties, but we would all extend our co-operation to him to see that the staff also cooperate with him with regard to the bifurcation so that this can be done speedily.

With regard to the Kunzru Committee's Report on railway accidents, I have no time to go into details. I will mention only one thing. In the report, it has been stated that there is a very serious shortage of men in the transport and other departments, which is affecting the efficiency of the railways. Kindly see that at least the men are there. We may not have foreign exchange, we may not have money, but we have enough manpower. So, that may be supplied to the extent necessary so that we can ensure that railway efficiency is maintained without accidents.

Shri Kapur Singh (Ludhiana): Mr. Speaker, Sir, the railways of this country are the biggest and oldest national industry. They are almost exclusively in the public sector. The size and form of this railway industry is impressively immense.

In the booklet published by the Government, *A Review of Accidents on Indian Government Railways*, there is a short statement on page 17 which says that 'railway route lines in India are to the extent of 56,742 kms., while in other countries they do not compare so impressively with our size. Out of these, with the exception of Russia, our railways are the biggest socialist industry in the world. In the *Indian Railways 1962-63*, page 1, para 1, the immense size and complexity of this railway system is succinctly described:

"The Indian Government Railways with a route kilometrage of nearly 57,000 and a service record of 110 years, are the second largest single railway network in the world under a unitary management, second only to Soviet Railway System."

as I just now said—

"Practically the entire railway system in India is owned, or else worked by the Government of India, except for only 662 kms. of narrow gauge lines.... The Indian Government Railways operating on three gauges... constitute the country's biggest nationalised undertaking with assets exceeding Rs. 2,800 crores.... They employ about 1.2 million men, and women, have a fleet of approximately 11,000 locomotives, 30,000 coaching vehicles and 330,000 wagons or freight cars. About 10,000 trains are run daily operations over 6,700 railway stations. Nearly 5 million passengers and about half a million tonnes of freight are carried every day over the vast network, yielding an annual total revenue of over Rs 600 crores."

This is a dream come true for the socialist. And yet we in the Swatantra Party support not only this industry being in the public sector but its being managed in the public sector and owned by Government. Yet it is not unoften that remarks are flung at us in this House that we are opposed to planning and we are opposed to socialisation of any kind. We have been given names in this House a number of times on presumptions which are not true. Only yesterday the hon. Home Minister, Shri Nanda, cast some flings at the credo of the Swatantra Party through bandying words with our leader, Shri Ranga. If I remember correctly, it was about two years ago during the budget debate that an hon. Member of this House, Shri Nath Pai—whose eloquence usually enchants not only this House but some others also who are within hearing range—said that the Swatantra Party were the enemies of democracy.

It would, therefore, be only proper if I say a few words about where the Swatantra Party stands in relation to these matters so that these misunderstandings are removed from the minds of those who honestly think that we stand for something reactionary or something which can only be described as no progress and going back to where you were.

I should like to start by saying that our credo can be summed up by two or three very simple propositions. The first of them is that we do not believe that communism is the mainstream of history and we are just wallowing in the shallows. We do not believe that socialism and democracy can fit in with each other in the long run. Also we are convinced that democratic socialism is as valid as the concept of fried snowballs. Socialism, as we understand it after a deep and profound study of this subject, has three components. One of these is indigenous and the other two are foreign. The indigenous component is that which requires that the future development of a people or a country should be in

terms of a vast increase of education and wealth and spreading of these benefits among classes and peoples. This indigenous component of socialism is one to which we owe undivided allegiance. It is a component, it is a principle of individual life as well as a principle which should guide nations and governments, which constitutes our most ancient wisdom. If I remember correctly, it is said in the *Mahabharata*:

“अये निजः परोवेति गणता लघु चेतसाम् ।”

Those who own materials, those who own goods for their exclusive enjoyment to the exclusion of others—they are small-minded people, they are anti-social people. To this principle, we subscribe, and this being the base of our general socialist thought . . .

Mr. Speaker: *उदार चिन्तानां तु वसुधैव कुटुम्बकम् ।”

Shri Hari Vishnu Kamath: It is emblazoned on the portals of Parliament.

Dr. M. S. Aney: It is from *Hitopadesha* not *Mahabharata*.

Mr. Speaker: Yes.

Shri Kapur Singh: I stand corrected.

This is the indigenous component of socialism. This is an indigenous component which casts its spell upon the young minds; this is a component which is generally understood as the sole content of socialism by the generality of people. And that is how they come to subscribe to slogans which clever people raise in its name with a view to achieve ends which certainly are not in consonance with those of socialism.

Shri Nambiar: We are on the Railway Budget.

Shri Kapur Singh: I am coming to that. What I am going to say on that will not fall into proper perspective unless I say these few introductory

words, so that I may not be misunderstood and wrongly-directed criticism not flung at me. That is why I am obliged to say these few words.

Apart from the indigenous component, to which we owe allegiance, there are two foreign components also of “socialism.” One foreign component is not the professed aim but the real aim. The real aim of socialism is to capture power by any means for and on behalf of a determined minority and to perpetuate the seizure of this power. This is the real, though unprofessed, aim of socialism, and to this we are opposed. The other component of socialism is its methodology, which technically goes under the name of Leninism. Leninism is an extraordinary blend of dogmatic theory, and unprincipled practice which justifies everything that the ruling party or the ruling clique does from moment to moment, without any regard for consistency, either moral or logical. To this we are opposed.

Therefore, I should like to reiterate on the floor of this House on behalf of my Party, so that in future no misunderstandings are entertained by well-intentioned persons, that between democracy and socialism, we choose democracy. If there is to be a choice between the two, then we would rather have democracy than socialism. Between poverty and slavery, we choose poverty . . . (*Interruptions*).

Shri Basumatari: Is all this relevant to the Railway Budget?

Shri Gauri Shankar Kakkar: How many of these components form components of the Railways?

Shri Kapur Singh: I accept democratic socialists' *bona fides*, but I am not at all convinced that these two—democracy and socialism—in the long run in practice can go together. It is for that reason that I am opposed to letting small determined minorities proceed on the path of socialism without check or hindrance.

[Shri Kapur Singh.]

After having cleared this background of the perspective from which I am going to make a few criticisms or appraisals of his Budget . . .

(Interruption) If you will permit me to continue, I shall be at your disposal after this, so that you can convince me of the excellent points of socialism or communism that you have in mind, outside the House.

Shri Sham Lal Saraf (Nominated—Jammu and Kashmir): We are interested inside the House also.

Shri Kapur Singh: Shri Saraf is interested that somebody should convert me to socialism inside the House.

13.21 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

The Railway Budget which has been presented by Shri Dasappa has a pleasant face. This pleasant face has been taken note of by almost the entire press of this country. Instead of using my own words, I shall quote brief excerpts from what the press has to say about the general face of this Budget.

The *Amrit Bazar Patrika*, in its editorial of 12th February, 1964, says:

"The Railway Minister presented his Budget for the coming year with a great deal of confidence backed by bright performance, improved operating efficiency and soaring revenues. Thanks are due to him for sparing the passengers whose travel has been made costlier over the years without any commensurate increase in the amenities."

Similarly, the *Economic Times*, Bombay, in its editorial of 12th February, 1964, says:

"The broad picture of buoyant revenues, near sufficiency in capacity and a greatly enhanced dividend contribution to the Central Exchequer, all of which the Rail-

way Minister, Mr. H. C. Dasappa, has presented in his Budget for 1964-65, augur well for the country's growing economy."

In the same strain, the *Hindustan Times* opens its editorial of 12th February, 1964 by saying:

"Very much more than the negative satisfaction of the absence of increase in passenger fares is to be derived from the Railway Budget for the coming year presented on Tuesday by Mr. Dasappa. Both in physical and financial terms, the railways have done well during the year and the prospects for the future are even more encouraging. In some respects the improvements have been better than the Planning Commission's mid-term appraisal had dared hope for in November last. The general characteristic has been one of buoyancy in revenues and an over-all increase in efficiency in performance."

Lastly I will quote from the editorial of the *Statesman*, which begins by saying:

"Few Railway Ministers in recent years have had the good fortune to present as Mr. H. C. Dasappa has done in his first Budget, a picture of all-round improvement in railway operations and earnings. Goods traffic is being moved as and when offered, and some spare capacity is awaiting demand for both bulk loads and general traffic. This is in contrast to Mr. Jagjivan Ram's declaration two years ago that the railways could accept no obligation to carry all the traffic offered."

I would like to associate myself generally with these appraisals of the front face of the Budget, and I am happy in having this opportunity of congratulating the Railway Minister in so far as these observations go.

Coming to the basic policy of this Budget, my hon. friend, the speaker from the Communist Party, referred to

lack of co-ordination between the different sectors of transport in this country. He even suggested that there was something fishy about the whole affair, and he quoted the reasons which have led recently Shri Neogy to resign from the Committee of which he was the Chairman. Railway Budgets in this country, year after year, have revealed a certain basic policy which has emerged to the surface. The policy is to give the railways the treatment of the favoured wife of the State, in the economic infra-structure of our transport system. Our transport system which also comprises of roads, inland waterways and coastal shipping along with ports, these have been, or at least so it appears, relegated to the backwaters, not as proper adjuncts of the railway system, not as co-equals, but occupying a subsidiary position, almost amounting to the position of a rival. For this reason, it would appear that step-motherly treatment and restrictive development have been accorded to all these sectors of the transport economy. In the Budget speech which Shri Dasappa has presented to this House, the downward gradation of certain high-rated commodities and the container facilities proposals are understood better and are comprehensible more readily if they are viewed in the background of this observation that the road system is viewed by the Government or by the Railway Minister as not a co-equal, as not a necessary adjunct of the transport system of this country, but as a potential and hated rival.

I will illustrate my point with a few figures. Ton-miles operated by railways during the decade 1950-51 to 1960-61 have increased from 26,890 millions to 54,700 millions. This registers an increase of about 100 per cent. The roads during the same period of 1950-51 to 1960-61, have registered an increase from 3,356 millions to 10,600 millions. That amounts to an increase of almost 200

per cent. And yet road transport continues to be hamstrung by restrictive laws, and the development of railways is being undertaken without any kind of restrictive principles whatsoever. I would suggest that this policy, this attitude towards the other sectors of transport is a hangover from the colonial policy of our erstwhile masters, the British. During those days, the railways were mostly financed by the investors of the United Kingdom, and the Secretary of State used to be the guarantor of a certain percentage of the dividends. It became therefore a set policy with that Government always to see that the railways earned the highest profits, and if there was any competing sector of transport, that competing sector was restricted. That policy is still hanging over us, and now I think the time has come when we should try to give a second and a basic look to this whole problem of the co-ordination of the different sectors of transport with a view to evolve a national policy where roads, inland waterways, coastal shipping and ports occupy the place which is their due, without which we cannot have a comprehensive and well co-ordinated transport system in this country to meet the requirements of our growing economy. So much for the general policy which lies at the base of this Budget.

Coming to the Budget proper for 1964-65, it discloses a net surplus of Rs. 30.87 crores as against the revised estimate for 1963-64 of Rs. 37.75 crores. Gross traffic receipts have been placed at Rs. 668 crores. Working expenses are shown as Rs. 533.90 crores. Therefore, net railway revenues come to Rs. 134.10 crores. Out of this, 90.73 crores goes to the General Exchequer as dividend of the capital which Government have supplied and Rs. 12.50 crores goes to the States in lieu of passenger fare tax. In a nutshell the receipts for the years 1962-63, the budget estimate for 1963-64, the revised estimate for 1963-64 and the budget estimate for 1964-65 are in crores Rs. 566.78, 599.69,

[Shri Kapur Singh.]

622.22 and 668, respectively, while the working expenses are, in crores, Rs. 362.52, 379.18, 393.48 and 414.82 for the respective years. If you look at these figures carefully, one or two features emerge. It shows that for 1962-63 the surplus has increased from Rs. 23.2 crores to 37.75 crores—revised estimate. The projected surplus of 30.87 crores for 1964-65 is by all indications that are given by the figures which I have quoted, under-estimates, very much so. I would not have come to the firm conclusion that these are under-estimates were I not supported by authorities and unimpeachable evidence on this point. The tendency to careless and faulty accountability is almost chronic with the Railways and to support this point I would like to give a few excerpts from the reports of the Public Accounts and the Estimates Committees. The Public Accounts Committee's thirteenth report of the Third Lok Sabha, 1963-64, observes, on page 3, as follows:

"The Committee feel that the cases referred to above do not indicate a satisfactory position. It is clear that the progress of expenditure, and liabilities incurred under the grants were not properly watched which resulted in excessive supplementary demands and large savings at the end of the year. The Committee would urge upon the Ministry of Railways to further examine these cases and take suitable steps to prevent their recurrence."

On page 5, again they say:

"The Committee feel that while framing the budget estimates the Administration should be able to make due allowance for likely savings arising from these factors which though unforeseen, are known from past experience to be inevitable. In this connection they would also commend for the consideration of the Railway

Board their recommendation contained in para 6 of the 9th Report (1962-63) that in respect of grants in which savings were a recurring feature a lump-sum cut might be imposed without in any way affecting the provision on individual items, before approaching Parliament for funds."

Further on page 10:

"In the opinion of the Committee the increased amount of under-charges detected during the post-check of the transactions is indicative of the deteriorating efficiency of the station staff in the matter of correct recovery of freight, etc. Since such under-charges materially affect the earnings of the Railways, the Railway Board should take a serious view of the situation and adopt suitable remedial measures."

Still further, on page 13-14:

"The Committee are surprised to hear this specially in view of the allegations of forged Railway Receipts being used. They desire that the Ministry of Home Affairs might look into this case and examine the manner in which the case was processed by the SPE at different stages. As the irregularities brought out in this Audit para are so blatant and serious, and the amount involved is large (to the tune of Rs. 46.61 lakhs), the Committee suggest that there should be a joint inquiry by senior officers of the Railway Ministry and the Ministry of Economic and Defence Co-ordination."

On page 21, they observe:

"The Committee feel that there was no valid reason for the continuance of the surplus staff beyond August 1961. By taking prompt action the Railway Administration could have avoided the infructuous expenditure to the tune of Rs. 30,000 p.m. during the

period August, 1961 to February, 1962."

The last observation which I wish to quote is on page 35 and it runs as follows:

"In the opinion of the Committee the fact that as much as 43 per cent of the amounts claimed by the contractors were allowed by the arbitrators in spite of the fact that the arbitrators appointed were either retired railway officers or senior officers serving other Railway Administrations, indicates that either the claims of the contractors were not examined properly at the initial stages or the Railways' case was not put forward properly before the arbitration."

That is the judgment of the Public Accounts Committee. In its 43rd report presented to this House a couple of days ago, on page 7, the Estimates Committee observe:

"The gross traffic receipts of the Northeast Frontier Railway during 1962-63 were of the order of Rs. 19.08 crores as against the budget estimate of only Rs. 16.29 crores..... The Committee, however, observe that during the current year (1963-64) also while the gross traffic receipts were estimated to be Rs. 19.60 crores at the time of presentation of the budget to Parliament, the latest estimates show that the receipts are expected to be of the order of Rs. 24 crores. The Committee would emphasise the need for placing more realistic estimates before Parliament."

It is on the basis of these comments that I willy-nilly come to the conclusion that the Budget figures, especially revenue estimates which have been placed before this House represent an under-estimation of no inconsiderable order.

Secondly the enormous rise in ordinary working expenses since 1962-63 is most depressing. They were Rs.

362.52 crores in 1962-63 and the revised estimates for 1963-64 is Rs. 393.48 crores, representing an increase of almost 31 per cent. The estimate for 1964-65 is Rs. 414.62 crores—a further rise of Rs. 21 crores. It is this galloping upward of working expenses which furnish ostensible justification to successive railway ministers for upward revision of rates and fares. These expenses are, demonstrably so, uncontrolled. With careful and sustained supervision of these expenses, I am led to think that a very considerable saving in these expenses can ensue. There can be no doubt that greater control over expenditure and sustained operational efficiency and avoiding avoidable outlays are indicated by the comments which I have quoted. That many loopholes can be plugged is indicated by the contents of a letter dated 30th December, 1963, written by Mr. Chamanlal B. Ravani, B.A., LL.B. an eminent advocate of Rajkot to an eminent Member of my Party.

I can pass on this letter to the hon. Minister if he so desires, but the relevant portion of this letter says:

"The railway administration engages pleaders for conducting cases on behalf of the railway administration. The scale is Rs. 30 for each appearance for junior and Rs. 60 for each appearance for senior. The result is that the railway pleaders are always anxious to prolong the case so that they can get more amount by way of more adjournments and taking uncalled for objections."

Shri U. M. Trivedi (Mandsaur): Very correct.

Shri Kapur Singh: Then the letter says:

"There are instances that even for a case of Rs. 60 or so, the railways had actually paid Rs. 600 as pleader's fees.

Shri U. M. Trivedi: Rs. 6,186 in one case.

Shri Kapur Singh: I stand corrected. Further, it says:

"Further, for even small suits below Rs. 1,000, he regular states are as under:

1. Filing of Vakalatnama.
2. Filing of written statement.
3. Documentary evidence.
4. Issues.
5. Witness list.
6. Evidence.
7. Arguments.

These stages are minimum and stages for interlocutory petitions are not included. Thus even for a small suit, Railway has to pay Rs. 200 to Rs. 400. Further a railway pleader on one day attends about three to five cases at one place for several suits. If a junior attends he can earn Rs. 90 to Rs. 150 per day, and if a senior attends, it would be double that amount.

Aggregate figures would be astonishing. There have been questions in Parliament regarding legal expenditure incurred by the Ministry for Railways. But appointment of Railway Pleaders as monthly paid salaried persons just like prosecutors has never been considered to save public money. This step will further eliminate lingering litigations and justice can be made speedier."

It is in this background of the budget figures that have been presented that I come to the subject of the freight surcharge. It is in paras 22, 23 and 24 of the written speech which has been distributed amongst the hon. Members that the Railway Minister explains how he is called upon to provide for the additional cost of commitments and dues to the tune of Rs. 22 crores. This is his justification for levying two per cent additional surcharge on freight in the perspective which he has explained in these paragraphs. He expects Rs. 11 crores from this levy. I oppose

this proposal of two per cent surcharge because it is open to a number of very serious objections. I will now try to list here some of those objections.

My first objection against this levy is this: the grounds of justification which the hon. Minister has given, in themselves, are unsustainable. The working expenses which he has included in the budget and the estimates of revenue which he has made are such that they could be materially altered if greater care had been given to the preparation of the budget and to the supervision of the expenditure. Therefore, I say that the very grounds out of which a justification is sought for this surcharge are not sustainable.

My second objection is that the increase is undesirable because it is bound to reflect on the upward trend of prices about which the whole country and this House have shown their anxiety. This surcharge creates the phenomenon of what is pictorially known as the snake trying to chase its own tail, going round and round and never being able to catch it fully. It is this kind of economic confusion which surcharges of this kind create in the economic life of the nation. From this point of view, I consider that this surcharge is very undesirable.

My third objection is that this increase is of an *ad hoc* character. It is not grounded in a rational adjustment of rates or related to the cost of transportation. Being thus *ad hoc*, it partakes of the nature of arbitrariness, and all arbitrary action, whether in economics or in politics, has bad consequences in the long run. Therefore, for this reason also, I oppose this levy.

Lastly, it is common sense that when a camel is fully loaded, an additional straw certainly injures, sometimes seriously, the vertebrae.

Shri Hari Vishnu Kamath: It breaks the camel's back.

Shri Kapur Singh: Yes; it breaks the camel's back, as my hon. friend Shri Kamath says. The hon. Minister, when proposing this *ad hoc* levy, has not seriously and properly examined as to whether or not the trade on which he is going to impose this levy is capable of bearing it, or whether or not the maximum point of forbearance has already been reached. For these four reasons, I oppose this surcharge, and I request the Minister to give careful consideration to my observations and suggestions and to see his way to withdraw this levy.

Mr. Deputy-Speaker: The hon. Member has spoken for 35 minutes.

Shri Kapur Singh: I will soon be finishing. We have one hour and we have only two speakers.

Shri Narasimha Reddy (Rajampet): Three.

Shri Kapur Singh: In paras 14 to 19 of the printed speech, the Railway Minister paints a highly pleasing picture of performance, efficiency of the railways, special notice of which has been taken by the public press and other public appraisals have also been made. For the year 1963-64, and also with regard to the expected potential during the year 1964-65, he has given figures which are certainly, not only optimistic, but pleasing. He quotes the interim report of the World Bank team in support of his cheerfulness and optimism in this respect. About this aspect of the budget, I would like to make only two brief observations. One is that in the background of his rosy picture are discernible two ghosts which require a careful spotting. If the hon. Minister strains his eyes, he will be able to see that there are two ghosts behind this rosy picture. One ghost is the lethargic economic growth and

the other ghost is that of shortfalls in the loading offers. When you see the picture which the hon. Minister has painted, of this pleasing performance of the railways, when you see it in conjunction with these ghosts, the picture assumes a somewhat less pleasing hue. It is a wise man who tampers jubilation with caution and the Railway Minister, therefore, must always remember that his real test will come only when he shows not only his readiness but his efficiency in meeting the upsurge of economic growth which might happen in this country, in the near future, and, secondly, if he can cope successfully with the demand that might be made on the railways if there is an increased defence activity in the country. Till such time, I would caution the hon. Minister to keep his jubilation and his optimism somewhat subdued.

The other observation which I want to make is that before quoting the observations of the team of the World Bank, it would have been better for his sake and also for the sake of this House, if he had waited till the entire report is before us. Then we would have been in a better position, in a more objective position, to judge as to what the true position is. That is all I would like to say on this point.

Coming to the amenities, para 53 of the speech expostulates on the problem of overcrowding. It concedes that there already exists the overcrowding problem to the extent of 14 per cent, and that there has not been any appreciable diminution. It is sad. It is a very serious problem and it is a problem which requires the wholehearted attention of the Minister of Railways. But the position is not better—it is not very much better—in the case of the I and II class or the air-conditioned coaches. Blackmarketing of reservations in higher classes is conceded by the hon. Minister himself in his speech. He has informed this House that he wishes to combat this tendency of blackmarketing in reservations in higher classes

[Shri Kapur Singh]

through some kind of legislation. But apart from these restrictive legal measures, apart from an increase in passenger-carrying space, may I make another suggestion? It may perhaps, to some extent, help the Minister in solving this problem. If the Railway Minister takes some serious steps to persuade the V.I.P.s not to insist on occupying a whole compartment for one person, the problem as far as higher categories of passengers are concerned might be considerably eased. This practice or this phenomenon, I can assure him, is quite widespread. If it were an occasional phenomenon or only a marginal occurrence, I would not have pointed it out to him here.

With regard to amenities, something might be done, first of all, to enhance the comfort of the travellers in third class, and to make their travel easier. I concede that a great deal has been done. I also concede that the successive railway Ministers have not stunged on either time or energy in attending to this problem. But I feel that there is still scope for improvement, for considerable improvement to be effected and I, therefore, request the hon. Minister to make a note of this point and to go into it with a view to see that more amenities, more comfort and more ease become available to the third class passengers.

Now that I have mentioned about the higher classes of passengers also, I might say that something might be done with regard to their travel too. One suggestion which I make is that the Railway Minister might consider how he can make the first-class or higher class carriages less like hermetically sealed capsules and more roomy. The second suggestion is that he might see to it that the catering service which is provided by the railways is improved, to see that it gives to the passenger at least 100 naye paise worth of meals for which he

pays or he is charged 125 naye paise at present. What is given to the passenger now can be demonstrably shown to be of the value of not more than 40 naye paise.

An Hon. Member: Against 125 naye paise?

Shri Kapur Singh: We pay 125 naye paise and we get meals worth 40 naye paise. I demand that it should be at least 100 naye paise. If my argument and reasoning appeals to the Minister I shall be most gratified if he takes some action in this matter.

An Hon. Member: He gets better catering.

Shri Kapur Singh: I am sure although he gets better catering when he, the hon. Minister, himself travels, a wide awake person like himself cannot be unaware of the general condition that prevails in the catering service of the railways.

Then I come to the question of accidents. Accidents form the most serious problem of the railways and they arouse the most serious concern of hon. Members whenever these are brought publicly to their notice. A *Review of Accidents on Railways 1962-63*, a book published by the Government, shows on page 1 the number of total accidents for the year 1962-63. It amounts to as much as 919 out of which 131 were headlong collisions. There were 168 trains running into road traffic at level crossings. There is a booklet which has been published by the Government under the heading *Summary of Observations and Recommendations contained in Part II of the Report of the Railway Accidents Committee 1962 and Railway Board's Comments thereon*. In this booklet, on page 25, under Item No. 46, the Railway Accidents Committee has observed:

"Our analysis of accidents during the last six years—has shown that a majority of them can be attributed to human failure."

Now, Sir, I ask for leave to say that this euphemism "human failure is otherwise, in ordinary language, called "gross inefficiency". It is this problem of inefficiency to which the hon. Minister of Railways has to apply his mind.

Shri Nambiar: Lack of staff.

Shri U. M. Trivedi (Mandsaur): Useless staff.

Shri Kapur Singh: I might make a suggestion for the consideration of the hon. Minister, that if he goes carefully into this question of inefficiency he might find that this inefficiency, if not wholly at least partly, to a considerable extent, is traceable to our pious craze for using public posts as a lever for eliminating economic backwardness and social depression.

Shri Daji (Indore): Backwardness of their family.

Shri Kapur Singh: I do not find myself in a position to subscribe to the amendment which my hon. friend, Shri Daji, suggests. He says that while saying backwardness I should say "family backwardness". That is not my opinion; but this is what he says.

Again, on page 28 of this same booklet there is an admission which supports the suggestion which I have made, our policy of curing social depression, as the genesis of the inefficiency, which lies at the root of the colossal loss of money and human life through accidents. This observation, as I said, is contained on page 28 of this booklet. Under item 56 it says:

"We find that rapid promotions have diluted the standard of experience and quality of supervisors . . ."

This is what the Committee has said. Therefore, I say that the policy which is called or which goes under the name of "class reservation" in particular relation to Railways and also the practice of "carry-over" which

I understand has been recently declared as unconstitutional by the Supreme Court, should be carefully gone into and should be taken away from the administrative policies of the railways if we want to eliminate accidents.

We must understand that we shall have to be less sentimental and more realistic if we want to compete with the advanced and industrially progressed nations of Europe and other countries of the world. Sentiment and showmanship are no substitute for industrial growth and for industrial and economic efficiency.

Now I come to the level crossing accidents about which so many times the ire of this House has been aroused. (*Interruption*). Now I am talking of unmanned level crossings and not manned level crossings. In para 61 of his printed speech the Railway Minister, I am obliged to say, appears in his true bureaucratic colours. I, therefore, must quote verbatim from his speech.

Shri Nambiar: At least he is not a bureaucrat.

Shri Kapur Singh: I will show you the bureaucratic colours. In para 61 on page 33 he says:

"I may refer particularly to accidents at level crossings. It should be appreciated that it is neither practicable, nor obligatory under the Indian Railways' Act, to man every one of the 19,000 and more unmanned level crossings in the country. Nor is it done in any other country."

Further on he says:

". . . that it is for the users of the road to exercise reasonable care and vigilance in crossing railway track at level crossings if accidents are to be avoided and that the Railways have gone to the maximum length in offering to assume half the financial liability."

14.00 hrs.

[Shri Kapur Singh]

He has, as you will see, adduced four reasons for not solving the problem of unmanned level-crossings by manning them. The difficulties are: difficulty of costs of prevention, legal non-liability, absence of foreign precedents and cussedness and stupidity of the Indian citizens. I will not make any caustic comments on what the hon. Minister has said. Therefore, I will report myself with the observation that no arrogant foreign ruler could speak this language without blushing. Only our Railway Minister can.

Shri Dasappa: What are you quoting from?

Shri Kapur Singh: I have quoted from page 33 of your budget speech.

Shri Dasappa: But what about the word "cussedness"?

Shri Kapur Singh: That is not a quotation; that is my own paraphrase.

Shri Dasappa: Since you have gone so far, why do you not read the next sentence also at page 33. The last one, where I have said about 50:50, that we have further liberalised it?

Shri Kapur Singh: Even then you say that primarily it is the cussedness of the Indian citizen which is responsible for this. Even now you say there is no legal responsibility for the Government. Even now you say in your speech that in other countries all the level-crossings are not manned, so why should they be manned in this country. These arguments are there. It is against these arguments that I am going to protest. I therefore say: no matter what the cost, this problem is neither economic nor legal, this problem is neither of precedent, nor that of administrative difficulties, this problem is neither that of

An Hon. Member: Where is the cussedness?

Shri Ranga: In not making arrangements for preventing accidents.

Shri Kapur Singh: Since this hon. Member insists upon wasting the time of the House, I will say that the imputation of cussedness lies in what the hon. Minister has stated at the bottom of page 33 of his budget speech:

"It is for the users of the road to exercise reasonable care and vigilance."

An Hon. Member: But where is the cussedness?

Shri Kapur Singh: I will not argue with him any further.

This problem is a human problem. No considerations of money, no considerations of administrative rectitude, no administrative or formal precedent can be allowed to stand in the way. The hon. Minister is well aware that this House has expressed its sentiments and its views on this subject in no uncertain terms. Whether by manning, whether by electronic controls or by automatic warning, by whatever means, these accidents at level crossings to innocent citizens of the sovereign republic of India must be stopped. This is what I demand with regard to this.

Now that I have come to the conclusion of my speech, before sitting down I want to say that I have tried to make out the following points: (1) If there must be a choice, my Party would prefer Democracy to Socialism. (2) Railway Minister can justifiably claim considerable merit for his budget. (3) Railway development is lopsided to the detriment of other categories of transport. (4) The budget is vitiated by under-estimation and ill-controlled proliferation of working expenses. (5) The freight surcharge is not materially justified and is otherwise ill-conceived. (6) The impressive performance efficiency of the railways has some skeletons concealed in its cupboard. (7) In the mat-

ter of passenger comfort and travel amenities there remains much to be desired. (8) The problem of accidents is now grave, necessitating root-al examination of the situation. (9) Lastly, the attitude of the Government towards accidents on unmanned level crossings is not only callous but highly impudent.

Shri Hanumanthaiya (Bangalore City): Sir, two hon. Members of the two great parties, the Communist Party and the Swatantra Party have spoken, and I must own they have spoken well. Only, they were probably unconsciously advocating more the party point of view than the point of view of the country or the railways. For example, the hon. Member from the Communist Party was making out a case for greater emoluments to the labour employed by the railways. The other day I saw great, organised demonstrations before Parliament, thunderous speeches being made by the leaders of the Communist Party. I am myself a poor man.....

Shri Hari Vishnu Kamath: Are you?

Shri Hanumanthaiya:..... and my natural sympathy goes to the poor. What I would beg of Communist Party to consider is that in the Constitution we have taken a pledge, an oath that we are wedded to the principle of social justice. Social justice must work out in a way that every citizen in this country, 44 crores of us, must receive equal treatment. The other day, the leader of the Socialist Party, Dr. Lohia, made a great point in this House which reverberated through every corner of this country that more than 27 crores of people earn less than 7 annas a day or thereabout. It may be there is some exaggeration, but, nevertheless, that is a pointer to the unequal distribution of national income in the present set-up. By that standard, every railway employee earns a minimum of more than one rupee. The leaders of the Com-

munist Party, who are the champions of the underdog, must perforce consider the case of those unfortunate sectors of our people who do not come under organised labour or organised associations. The Railway Minister himself says on page 17, which was not taken into consideration by the hon. Member of the Communist Party:

"The increase of 7 per cent since July 62 by way of surcharge on freight, including the 2 per cent now proposed, has to be viewed in the context of 33.5 per cent rise in the *per capita* cost of the staff."

I would appeal to the Communist Party members to show us what other sectors have gained this much advantage in regard to increase of *per capita* income. Has the rural population, which constitutes the bulk of this nation, been benefited to that extent? Has the other sectors of labour been benefited to that extent? I recall to his mind and to the notice of the House that before independence when a great agitation was going on for the independence of this country, the Indian Labour Federation bargained for a higher rate of wagons and kept cool so far as the independence movement of those days was concerned. Socialism, or even Communism, does not constitute the principle of self first and everybody else afterwards. Social justice, if it is to be properly understood, must say as the famous soldier in the battlefield said, thy need first, my need next. If organised labour goes on agitating for more and more emoluments, at whose cost are they going to enjoy? That is the big question that they have to examine for themselves in the inner recesses of their conscience.

So far as the Congress Party is concerned, we are trying to implement to the best of our ability the principle of social justice being made applicable to every sector. And to the Railway Administration I would particularly appeal to follow this principle.

[Shri Hanumanthaiya]

Be just before you pretend to be generous. You cannot be generous to one sector of society i.e. railwaymen.

Shri Nambiar: Not generous; legitimate things first.

Shri Hanumanthaiya: You cannot make one sector of society enjoy better amenities at the cost of another sector of society. If socialism means a heaven for the salaried classes, be sure, the people in the end will scrap such socialism; the very people who preach socialism will have to forfeit their claim to its establishment. Labour must get, as my hon. friend said, what is legitimate. You get whatever is said to be just and that will be legitimate. Unjust allocation can never be legitimate. Therefore when we ask for an increase, we must think of the other less fortunate sections of our nation. That is the appeal I would humbly submit to the consideration of the Communist Party.

So far as the Swatantra Party is concerned, the hon. Member made a very good sober speech. In between he had free transportation for his Swatantra ideals to some distance.

Shri Hari Vishnu Kamath: Why some?

Shri Nambiar: Through the railway lines.

Shri Hari Vishnu Kamath: De luxe transport.

Shri Hanumanthaiya: I do not grudge him. So far as his encomiums are concerned, I must say, he has done it in the tradition of true democracy. Though we may be running party government in this country, it should not be construed as a factious government. Wherever praise and applause is due we must give it ungrudgingly; wherever criticism is warranted we should not be afraid of offering it. When he surveyed the editorials and various writings in periodicals and papers he was doing it in the true

democratic spirit and I congratulate him.

So far as the Railway Budget this year is concerned, it seems to me to be the most satisfactory budget that has ever been presented to this House. I do not want to go into the details or the merits of this Budget for numerous speakers hereafter will be referring to them. Many a time it is said that a person gets the honour he deserves. These days everywhere, whether it is in the States or at the Centre; Ministries and their workings are subject to relentless criticism and here is a Ministry and a Minister who have earned the approbation not merely of the leading papers but of the Members of this House also. That is a good fortune which the hon. Minister deserves justly—I do not say richly—for he is one of those eminent leaders of our country who has come to this position by the dint of his sacrifice and service for over half a century. He is not one of those recent products who come to the top by sloganmongering. His contribution to the cause of independence and to economic progress of this country for the last two decades and more in the legislature and as Minister has been substantial. It is this ripe offering of service at the feet of this nation that has earned for him this high approbation all round.

Shri Hari Vishnu Kamath: The two deputies also deserve a good word. They have been there longer than he.

Shri Hanumanthaiya: When anything is done under prompting, it will not be genuine. I will do it of my own accord.

However much I may respect the hon. Minister for personal worth and value, I beg to differ from him on one issue which he has included at some length in his Budget speech. On page 9 the last paragraph reads as follows:—

“As my predecessor explained, in the course of the general discussion of the Railway Budget in

March 1963, the availability of resources does not permit of wholesale, or even large-scale, conversion of narrow or metre gauge lines to wider gauge, however desirable it may be."

Here I have been pleading for the last two years that the Planning Commission has not planned with vision; the **Railway Board** has not acted in consonance with the needs of this country. Sandwiched between these two great authorities the Railway Ministry has been marking time as it were. The present Railway Minister has quoted his predecessor. Very rarely I make comments upon personalities, but so far as I have studied, if there is a proposition which warrants *status quo* to be maintained with sweetness and plausibility we have to entrust it to Swaran Singhji. In the Government of India structure the policy of least resistance is the most paying proposition. In fact, this idea was included in one of the Congress resolutions in the Bangalore Session of the Congress and it was said definitely and specifically that those who take risks do greater service to the country than those who merely maintain the *status quo* and subject themselves to the least criticism. Therefore in quoting his predecessor he will not be enhancing his reputation which he has earned so far.

If you scan the history of the railways in this country you will see that it was the Presidency towns—Bombay, Madras and Calcutta—that determined the pattern of our railways as well as of our industrial and economic growth. The British when they landed in this country established trading centres called forts. In Madras it was the Fort St. George; in Calcutta it was the Fort St. Williams and in Bombay it was merely a Fort and there was one in Surat also. It is these trading establishments which determined the pattern of government, the pattern of administration and every other pattern under the British regime. They constructed the railways, they established

the industries, they located their armies with reference to these three Presidency towns. This idea of the Presidency towns determining the pattern of our social structure, industrial advancement and the system of our railways still persists. That is the mental lag that is hampering the vision of the Planning Commission, the Railway Board and the Railway Ministry.

Sir, once I happened to travel from London to Rome by train. Another time I had to travel from Moscow to Leningrad by train. Nowhere did I find on the continent of Europe lines of varying breadth. It is all a uniform gauge. So is it in Russia—it may be 6 ft. there. In America, in every industrially advanced country, you find that the gauge is uniform. This very country which ruled us, namely, the United Kingdom, had inside its border a uniform gauge, but they inflicted three systems of gauge on India. They thought that that would perpetuate what is called, their domination, or in the negative sense that it would impede the industrial and economic growth of India. Secondly, it would make India always the customer and purchaser of lines and locomotives and rolling stock from the United Kingdom. In the old days, I am told, it is the Government which built the broad-gauge line and it is the private companies that took to this metre gauge and the narrow gauge. Though they may not have had the distinction of private and public sector in view then, it now appears that what the so-called public sector then did has been good and what the private sector then did has been to our disadvantage. Therefore, I would appeal to these three agencies, the Planning Commission, the Railway Board and the Ministry to see that as you see in the rest of the world, you will introduce, you will make up your mind to introduce a uniform gauge throughout India. Till recently, there were different gauges in Australia and they took a decision,

[Shri Hanumanthaiya]

a firm decision, and they introduced a uniform gauge by abolishing the metre gauge.

I read with interest the writings of the Planning Commission in the First Five Year Plan book, in the Second Five Year Plan book and in the Third Five Year Plan book. All these writings show that they have acted on the principle of patching up, not on the principle of seeing India advance on a rational basis unhampered by the disadvantages thrust into our country by the British empire. Patching up is not planning. Planning should be for decades, if not for a century. We have to envisage the growth of our country and dovetail our present doings into the future set-up. It is exactly this that has not been done. Sometimes I am said to be harsh in my words. I do not mind that criticism provided it has a purpose, a patriotic purpose. I hold that in many of these institutions it is the careerists who have carved out a place for themselves. It is not the patriot and the man of vision that has been placed there, because he happens to disagree sometimes or the other. Those careerists could not raise above the mental standard of patching up. The Planning Commission has done merely the patching up work during the last three Plans. I fail to see a review of the history of the Railways in these writings, comparing the history of the Railways in of other countries with ours and an analysis how disadvantageous it is for this country to maintain this system of three gauges. I do not want to go into the economics of this broad gauge being the best line because the facts and figures themselves in the booklets supplied to us by the Railway Ministry. I have not got the time to go into that. The hon. Minister very wisely says, "However, desirable it may be..."—it is desirable but he is doing the undesirable thing by perpetuating these three gauges.

During the time when the First Plan was formulated, they ought to

have taken the decision; this rationalisation. It is the first thing that has to be done by India. They never applied their mind to it. They are too lathergic, too lazy and too much of *status quo-walas* to consider in terms of vision, in terms of the needs of half a century in advance.

I will place two or three considerations before you. My friend, the Member of the Swatantra Party, was referring to accidents in the Railways. Even from the point of view of accidents, broad-gauge is subject to less accidents or derailments than metre gauge. If you see the figures, in 1957-58, as against 610 broad-gauge derailments, there have been 1413 metre-gauge derailments. The breadth of the gauge ensures stability for the movement of the train. Therefore, even from the humane point of view of lessening the number of accidents, you have to introduce this broad-gauge. I would not say, do it within the course of five years or ten years. All that I say is that we have to make a beginning. History will recall the decision taken by the present Minister and his colleagues in golden words if they take a definite decision this year: hereafter not a mile, not a furlong of metre gauge or narrow gauge will be built and every new line that will be built will be broad-gauge. Then ultimately during the course of years, we will be able to introduce this rationalised modern uniform system of Railways as it prevails in the United Kingdom, the United States of America and in other countries.

The Prime Minister very often proclaims in public meetings that we are in the age of atomic energy.

Shri Bhagwat Jha Azad: Bullock-cart age.

Shri Hanumanthaiya: Where are the Railway Ministry?

The Minister of Railways (Shri Dasappa): We are producing electric locomotives.

Shri Hanumanthaiya: You are in the steam stage, Sir. I am coming to that point. If you had taken the Prime Minister seriously and if the Prime Minister takes his own words seriously you ought to have stopped manufacture of locomotives, either steam or diesel. You ought to have straightway started the manufacture of electric locomotives. The second decision you have to take is that the Railways must be electrified in every place in India. We have not got sufficient quantity of coal in this country. And I understand that the good quality coal has been exhausted during the days of British for these Railways. We want high grade coal for our industrial development, and we cannot afford to waste that good-quality coal on railway traction. I am told, when it is a question of delay in Railways, they attribute it to coal because it is bad quality. This coal is a commodity which is not available in sufficient quantity and of the right kind. Therefore if you are really planning, if you have that vision, you ought to see that coal is the one thing you have to give up for Railway traction as soon as possible. Likewise, diesel oil. We pay heavily for it in foreign exchange. We cannot afford to do so for all time to come. Besides, it is needed for more important project. If that is the position—and we have no oil reserves, because nature has not yet revealed to us that amount of oil that we need—we have to place oil traction also in the second category. The priority must be for electric traction. For example, in Mysore the Sharrawati valley project which I have the good fortune to start in my days is likely to produce nearly a million kilowatts of power. Actually the increased demand for power is not able to consume that much of electricity in that part of the country. So plenty of electricity is available for electric traction in that part of the country. Have you taken any decision on that subject?

Therefore you have to see that this biggest public undertaking of ours

behaves in a really big manner and not in a narrow-minded or metre-minded fashion. If this vision does not appeal to the Railway Board it deserves to be thrown overboard. If the Planning Commission is not inspired by this vision it will have missed its mission. And in-between you will have to effectively advise the one and exercise sufficient authority over the other.

Sir, I would make one additional point and close my speech. Here is the biggest public undertaking. According to the Planning Commission write-ups it determines the pattern of our industrial and economic growth. And yet the Railway Minister is the one man who is not consulted in the matter of industrial and economic planning of this country. If anything, he should be a permanent member of the Planning Commission. If public undertakings form the basis of our socialist structure, if the Railways be the biggest public undertaking of the Government which wants to build a socialist structure of society, then the Railway Minister has to be a permanent member of the Planning Commission, because it is he who deals with this pattern at its source.

Mr. Deputy-Speaker: The hon. Member's time is up.

Shri Hanumanthaiya: Sir, I have only spoken for fifteen minutes. I think.

Mr. Deputy-Speaker: No, he has already taken twenty-five minutes.

Shri Hanumanthaiya: Then I do not want to transgress on your kindness. I will take other opportunities when speaking on the Demands for Grants, to say something on a few more subjects.

Sir, the two hon. colleagues of the Railway Minister are eminent men in public life. I do not congratulate them merely because they occupy their places for the time being. As the saying goes, people do not remem-

[Shri Hanumanthaiya]

ber how long you were in office but they will remember what you did during the time of your office. So I would appeal to all the three of them to see that these major decisions are taken, and taken immediately and effectively. Sir, I thank you for the opportunity given to me.

Shri Bhagwat Jha Azad (Bhagalpur): Mr. Deputy-Speaker, Sir, Mr. Dasappa is one of those few privileged Railway Ministers who has the privilege of presenting a railway budget which has the polish and the shine of all-round development. The initial reaction to it has not been too unfavourable. Both in respect of financial and physical targets he has presented a picture of railway performance and has held out the hope to us that the Railways in future will always carry all that is offered and will always be ahead of the transport demand.

Sir, we welcome this announcement of the Railway Minister. This is the eighth time in the Lok Sabha when I have the privilege of participating in the discussion on the railway budget, and not on one occasion have I spared the Ministry for its lapses. But, at the same time, I have strongly recommended that here is a public undertaking where the Planning Commission must give due allocations for expansion so that whenever the economy goes faster it may be able to take on this load. I am saying this thing because in this background I will be better appreciated when I come to make my next observation.

When the Railway Minister says that the Railways can accept all that is offered, I am reminded of the observation made two years ago by Shri Jagjivan Ram, the then Railway Minister, who said that the Railways could accept no obligation to carry all the traffic. After that, even another Railway Minister, the tallest among the tall, Shri Swaran Singh, said that the Railways were in difficulty and during 1961-62 could not meet the demands for coal and other movements and transport in the country.

Therefore in this background we would like to know what has happened during the last one year and a half to the Railways, against which there was so much cry of shortage of wagons and other things. One and a half years before the Railways could not undertake the obligation of carrying all that was offered. What has happened during these one and a half years? Here are the Railways who now say that they have something surplus and who also give the hope that in future it would be possible for them to lift all that is offered.

You should see the things in a better perspective. I may remind the Railway Minister that one and a half years before, when they were in difficulties, I along with my friends in this House raised my strong voice to recommend to the Planning Commission to give more allocation to the Railways for better expansion. But now from the accounts given it appears that it does not need any more allocation because it has a surplus capacity and so in future it does not want more expansion. What are the reasons for this?

The Deputy Minister in the Ministry of Railways (Shri S. V. Ramaswamy): We do not say that.

Shri Bhagwat Jha Azad: You do not say. But what I am saying is that this surplus capacity that you have and your holding out this promise mean that the Planning Commission need not give you more allocation. What are the reasons for this? Is it the reason that the Railways were very inefficient and mismanaged two years before; or, if that is not so, is it the position that within one and a half years they have become so much efficient at the top that things are so bright and almost shining just like a new cricket ball? What are the reasons? I think that both the reasons are not correct. They were not inefficient or mismanaged one and a half years ago, nor have they become so efficient that they can claim from the households that they have a surplus capacity.

The reasons are quite different. This 'prosperity' of the Railways is at the cost of India's slow and sluggish economy. We have discussed the mid-term Appraisal of the Plan and the House would not expect me to go into all those details to which I referred last time. But I may say that this is the reason, because now, for example, coal which was the worst headache of the Railway Ministry one and a half years ago has been absolutely brought down to 92 million tons. The Third Five Year Plan has revised the coal target three times, and from 102 million tons it has come down to 92 million tons. There has been this scaling down of the target of coal.

And then, the expansion of steel programmes, the erection of Bokaro steel plant, has been much behind the schedule. Therefore, this is the secret of the 'prosperity' of the Railways to say "I am in surplus capacity". Then for example, the fertilizer at Naharkatiya and other plants are much behind the schedule, they are much delayed. The other examples are phyto chemicals in Kerala, the vessel plant at Wardha, or the other important things in the public sector in Maharashtra—they are all much delayed. Therefore, the originating traffic which we expected in the Third Plan is not there for the Railways to handle.

These shortages are there not only in the public sector, but if I may be permitted to say, they are there even in the vital private sector economy. And that is why we feel that the railways are in a position to say that they are in surplus today. So far as the shortfall in the public sector is concerned, I quoted the examples of steel, fertilisers, phyto-chemicals and other things. In these fields, it has not been possible for the public sector undertakings to act according to

the schedule, and they have been rather much behind the schedule. Therefore, the originating traffic which should have been there was not there. Similarly, in vital private sector projects also, there have been shortfalls, as, for instance, in the case of alloy tools, forgings and castings and so on. In all these sectors, the projects have been behind schedule. That is so not only according to my own assessment but even according to the Planning Commission's own assessment; if I were to give the catalogue which I gave last time in this House about the Planning Commission's assessment in this regard about the shortfalls, it would have been a bigger total. Therefore, it very clearly indicates that the traffic which we wanted was not there, and, therefore, today, the railways can claim that they have surplus capacity. The point that I want to drive at is this that during the last year and a half, it is not as if there has been very great improvement in its operation, or in the administration or in its economy, it is because of these shortfalls which our economy has been having for the last three years of the Third Plan that the railways could not have the traffic.

I would have appreciated if the hon. Railway Minister had told us how far this surplus capacity has been due to the fact that our economy could not move quickly and the traffic which was expected at the beginning of the fourth year of the Third Plan has not been there. The hon. Minister could have said, 'Look here, gentlemen, if we had traffic beyond that, this picture would have been like that, and in fact, even for traffic beyond that, I have done this, this, this and so on'. If he had said so, we would have been in a position to congratulate the hon. Minister, and we would have said that during the emergency and even before, serious attempts have been made to improve the working of the railways. But that kind of picture is not there before us today.

[Shri S. V. Ramaswamy]

The picture presented by the hon. Railway Minister is that there has been all-round improvement in physical as well as financial targets. But the point is that the targets of the railways are live only so long as those in the other sectors are live. If the targets in the other sectors are dead, it is no good saying that the targets in the railways are live. While the Railway Minister along with his big and great officials of the railway empire can claim this privilege, I along with my countrymen have been shockingly perturbed to see that our economy is moving at such a snail's pace, a fact which has been admitted by the person who till recently had held the post of vice-chairman of the Planning Commission. Even the hon. Prime Minister has given utterance to this in many places on many occasions, and the hon. Railway Minister must have seen that even at Bhubaneswar and Jaipur, we had quoted facts and figures to show that our economy was not moving according to our expectation and it had been much behind schedule, with the rich becoming richer and the poor becoming poorer. Therefore, the railways were not called upon to move that much of traffic which it expected to do at the beginning of the fourth year of the Third Plan.

Therefore, this picture that the hon. Railway Minister has presented that there is surplus, and there is a good saving and there is improvement all round does not reflect the correct picture, in the background of these observations which I have made just now. The railway targets could have been approved and appreciated and could have been taken as live if the targets in the other sectors would have been live, but because the targets in the other sectors are dead, therefore, the appreciation is not befitting and is not in the proper perspective.

Then, the hon. Railway Minister has claimed in his budget speech that the improvement in operational efficiency has facilitated economy in capital investment. I wish I could have given much more figures to show that this is a little exaggerated claim of the Railway Minister. We would have been happy if he had told us in his budget speech the grounds on which he says that improvement in operational efficiency has led to economy in capital investment. On the other hand, as I would point out a little later, I would say that economy has been lacking in the Railway Administration, and efficiency also has been lacking as it has been lacking in the entire administrative machinery of this country. We are saying so much today about the fact that the Plan could not be implemented according to schedule. The Plan is very good, and the targets are very much live, and they are according to our expectations, but they have not been fulfilled, because the electricity to come and light the houses must come through a copper wire and it cannot come through a wooden wire, and similarly, the Plan must be implemented by an administration which is sensitive, which is as much sensitive as the copper wire and which is not wooden-hearted. In the absence of such an administration, I would say that the claim that the improvement in operational efficiency has led to economy in capital investment is an exaggerated one. I would not say that it is false absolutely, for the present.

Therefore, I say that the statements that the targets are live and that there has been economy in capital investment are not substantiated by facts. Of course, there is surplus and so on, and from the financial point of view, I must say that the Railway Minister has got a few credits, he has been good enough to allocate a good amount for the pension fund, and that will go a great way to help lakhs and lakhs of railway workers who will have some

security and assurance for their future as a result of this scheme. I must also appreciate the fact that the Railway Minister has increased the rate of contribution to the general revenues. I know as a student of economics, that this is not an innovation, since it reflects more into the proper cost of capital. I know that this is a good thing. Then, he has also increased by 2 per cent the supplementary freight on goods. From the financial point of view, these apparently small things look to be very good on a small canvas. But again, it is a matter for discussion whether it was not possible for the Railway Administration to have met this additional commitment in regard to the pension fund and the increased rate of contribution to the general revenues, by effecting economy in the administration. I feel that this commitment could have been met by economy in the administration. So, there was no need for any further increase in the freight rate from that point of view.

Here is a great public undertaking of which all of us are proud, and of which the whole country is proud, and we share with the Railway Minister the feeling that we are proud of this public undertaking but we expected from this public undertaking that during the emergency where there is a demand for economy in administration, there would have been greater attempts at economy in the administration in this undertaking also. The hon. Finance Minister had given a catalogue of the measures that he had taken in this regard, and he had stated for instance that he had issued such and such a circular to such and such a department saying that there should be a ten per cent cut and so on. I would like to know from the hon. Railway Minister whether he has done anything like that in the railways, like his illustrious colleague the Finance Minister, saying that he wants a reduction in expenditure on administration, if not to the extent of 10 per cent, at least to the extent of five per cent. I am afraid that he has not

done anything like that in the railways.

On the contrary, we have been seeing that there has been an increase in expenditure and that due to increase in the cost of coal and other raw materials. That only shows, as I shall point out when I speak on the general budget, that Government could not succeed in controlling the prices in this country. What the Home Minister said yesterday, while replying to the debate on the Vice-President's Address, regarding price control and the measures that Government had taken did not convince us even in the least.

The present Railway Minister had also been the Finance Minister of Mysore State formerly. Let it be frankly understood that this humble and meek gentleman who is the Railway Minister and for whom we have all respect, should have taken some concrete steps in this direction, especially at the time of this emergency when the entire country is demanding economy in administration. I do not mean economy on certain essential or important sectors which may affect the targets, but certainly in those sectors where it is possible to effect such economies. For instance, I can quote an example. I am not so fortunate as Shri Kapur Singh to get an hour for speaking; otherwise, I could have quoted a large number of instances, as he did from that very report to point out that there is still scope for economy, to which the Public Accounts Committee has always drawn the attention of the Ministries concerned. But they come and they go. I do not know how far there has been any effect.

Coming to another vital point, I would appreciate the Railway Minister's attempt to begin to bring the freight rates nearer the cost of carrying items of traffic. That is a good thing. This new enthusiasm for the cost principle is to be appreciated. Unusual promptness in bringing this and quick transit services are also to be appreciated. These conveniences to the consumers are laudable. But I

[Shri S. V. Ramaswamy]

would ask a question: has he tried to assess its impact on road transport? When the country's economy is lagging, you are giving these things, these facilities, but these will in future mar the prospects of road transport. When after a year or two, our economy sees sunshine and looks up, the railways will not be able to provide the requisite transit and by that time road transport will have been killed.

The Railway Minister knows more about it. He may laugh at this suggestion now. But I have seen that road-rail coordination has always floundered on many a difficult rock. The final report of that Committee is also not received. In this background, while these privileges given by the Railway Minister to the consumers are laudable, they may have—possibly I may be wrong—serious repercussions on road transport.

I would say that the hierarchy and bureaucracy in the Railway Administration are not on the decline. Parkinson's law operates there in full measure where big posts are created either in cadres or outside, but in the name of economy, the poor TTEs who are claiming some allowance are never included in the running staff. There are five classes of staff there. The brakeman who only loads and unloads the goods is there, but the TTE cannot be included there. I am just giving an example.

The administration is so efficient that while in consultative committee as well as on the floor of the House Ministers have announced that MPs' letters and suggestions should be acknowledged—which the Minister does very meticulously—by the head of the department—we write only to the Ministers or the heads of the staff—here is the General Manager to whom I write but who does not care to reply. This is how the administration is improving. The General Manager who was written letters does not even care to see them. Is that the im-

provement affected? I feel ashamed, that my letter written to the General Manager is not replied to by him. I am proud to say that when I write to the Railway Minister, he writes back 'I would look into the matter'. But what happens in the railways. The General Manager passes it on to the Chief Commercial Superintendent or somebody else. He has not the courtesy to reply to my letter. What was the letter about? Just asking for reservation in MPs' quota in the third class, for two middle berths. He may reject it. But he does not have the courtesy to reply to me.

Then with my own eyes, I see corruption in respect of accommodation in third class sleeper coaches. Before my own eyes, a TTE received Rs. 6 to give a berth to someone. It happened three times. To avoid this unpleasantness, wrote 'Please reserve two middle and two lower berths in the MPs' quota in third class'. The man did not reply to the letter. That is how efficiency has improved!

When I ask that an overbridge should be provided at Pirpinthi—it is a question of a few thousand rupees; without it every year a few lives are lost there and travelling passengers are put to great difficulty—you cannot do it. Every year, year after year, all the Ministers hold out high hopes to lessen overcrowding. But what has been done?

Shri Dasappa: We have never refused any overbridge or underbridge.

An Hon. Member: He is talking of overcrowding.

Shri Bhagwat Jha Azad: I am sorry. Before referring to overcrowding I was referring to overcrossing. The Minister misunderstood it.

When the mute millions of this country are contributing a large share of the railway revenues, why should the railways not cater for their convenience instead of making the rich

richer, as is the general theory in other economies? You never care to see the far-off stations which go through the distant villages where public opinion is not organised as in Calcutta where people by direct action take what they want from the Railways. But an overbridge at Pirpinthi is refused, or a little extension at Coalganj or Mamalka is not agreed to. Your own decision to convert the Ekchari station to a flag station is not implemented.

These constituencies which are far off, which pass through only villages where public opinion is not organised, require your attention. Now you go on extending facilities in the suburban and urban areas. But these places want your attention which I am trying to draw. Your administration has specialised in only one thing; they always say 'no'. They do not know how to say 'yes'.

An Hon. Member: Also run late.

Shri Bhagwat Jha Azad: An experienced Minister like the Railway Minister should try to inculcate in them a sense of responsiveness; this wooden-hearted administration, the railway empire, must be shown how to say 'yes' also sometimes. That is my request to the hon. Minister. I hope under his regime things will improve and backward areas which have been neglected, where we are demanding extension of railway lines, from Bausi Mandir Hill to Deogarh, Pirpinthi to Dumka or a double connection between Kiul and Howrah, will be looked into. I hope in the light of the picture of the operation of the railway services I have attempted to draw before the House, he will once more look into the matter and see that things improve under his aegis.

Mr. Deputy-Speaker: Shri R. S. Pandey.

Shri U. M. Trivedi rose—

Mr. Deputy-Speaker: Two Opposition Members between them have

taken 1 hour and 25 minutes. Two Congress Members have not taken more than 45 minutes. I have to see to proper allocation.

Shri U. M. Trivedi: They may have more time. But we should also be called, after someone speaks on the other side.

Mr. Deputy-Speaker: I am calling him.

Shri U. M. Trivedi: Otherwise, it will be unfair.

श्री राम सहाय पाण्डेय (गना) : उपाध्यक्ष महोदय, मैं संसदीय शिष्टाचार के नाते, इसके पूर्व कि रेलवे बजट पर मैं अपने विचार प्रकट करूँ, मैं रेलवे मंत्री श्री दासप्पा, उनके साथी मंत्री और मंत्रालय के जो अधिकारी हैं, उनके प्रति बधाई प्रकट करना चाहता हूँ। यह इसलिये कि अगर आप ११० वर्ष के इतिहास को देखें तो आपका पता चलेगा कि आज के इस दिन जो कुछ भी रेलवे के माध्यम से हमारे जन मानस को मिला है वह इसके पहले नहीं मिला है।

मुझे याद है अपने बचपन की जब मेरे पिता के पिता अर्थात् मेरे दादा बम्बई गये थे। उस समय मैं शायद पांच वर्ष का बालक रहा हूँगा। उन्होंने बताया कि वह बम्बई बहुत दिनों के बाद पहुँचे। मैं तब पांच वर्ष का था जब कि उनकी उम्र बहुत ज्यादा थी। वह उस यात्रा का किस्सा भी बतलाते थे कि जब वह बम्बई पहुँचे तो बैलगाड़ी से पहुँचे और शायद एक महीने से अधिक समय उनको लगा। इसलिए वह भी एक इतिहास आपको सामने रखना होगा जब कि आज हम इस समय ऐसी कम्प्रीहेंसिव पिक्चर, एक ऐसा नक्शा अपने सामने रखते हैं जिस नक्शे में उत्पादन अधिक, यात्रियों को सुविधा देना, ज्यादा यातायात सुविधा बढ़ाना और मालगाड़ियाँ अर्थात् गुड्स ट्रेन्स की सुविधा बढ़ाने का सव्यल है, इन सब

[श्री राम सहाय पाण्डेय]

चीजों को अगर आप देखें तो आप को ऐसा लगता है कि हमारी सरकार ने उस में एक संतोषजनक प्रगति की है। आज २६,००० मील पर हमारी रेल चलती है। हम चाहते हैं कि यह माइलेज और बढ़े। जब सरकार और सुविधायें देने की कल्पना करेगी, तो इसमें कोई सन्देह नहीं है कि जो कुछ हमें आज प्राप्त है, वह हमको कम और अपर्याप्त लगेगा। जिस समाजवादी व्यवस्था के अन्तर्गत हमने अपने समाज की आर्थिक और सामाजिक उन्नति की कल्पना की है, उस में एक सब से बड़ा प्रसादात्मक गुण यह है कि हम जनता की डिजाइज को, उस की एस्पिरेशन्स को और उसकी महत्वाकांक्षाओं को बढ़ाते हैं, जिनका परिणाम यह होता है कि जो कुछ भी हम देते हैं, वह इतना न्यून, कम और थोड़ा दिखता है कि हमको यह अनुभव होता है कि हमको अपने साधनों का और समन्वय करके अधिक से अधिक सुविधायें देनी चाहिए।

15.00 hrs.

लेकिन जो कुछ अभी तक हुआ है, उस को हमें इस नुस्खा पर रखकर देखना होगा कि हमारे पास जो धन, सामग्री और आर्थिक साधन हैं, हमारी जो आर्थिक व्यवस्था है, उस को देखते हुए हम ने कितनी प्रगति की है। हमें यह कहने में तनिक भी संकोच नहीं है कि हमारे पास जो कुछ भी साधन हैं, जो हमारी प्लानिंग है, उसको देखते हुए जो कुछ भी हुआ है—उस से भी और ज्यादा होता, तो हम को बड़ी खुशी होती—अगर उस से बहुत संतुष्ट होने की बात नहीं है, तो बहुत दुखी होने की भी कोई बात नहीं है।

११० बरस के इतिहास को पीछे छोड़ते हुए जिस तरह हम आगे बढ़ रहे हैं, उस को दृष्टि में रखते हुए हमें यह मानना पड़ेगा कि रेलों के द्वारा हम ने अपने सामाजिक जीवन में एक बड़े समाजीकरण का दर्शन किया है। मैं यह अनुभव

करता हूँ कि उत्तर और दक्षिण, पूर्व और पश्चिम की सीमाओं के बंधन तोड़ कर हमारे जीवन में जो समाजीकरण उत्पन्न हुआ है, उस में रेलवेज का बड़ा हाथ है और शायद पहला स्थान है। हमारे पास कोई ऐसा साधन नहीं है, कोई ऐसा एपेरेटस नहीं है, जो हमें उत्तर से दक्षिण और पूर्व से पश्चिम पहुंचाता हो, जो तमाम संस्कृतियों का एक मंगम हमारे मनों और हमारी भावनाओं में पैदा करता हो! हमारे देश में यह कार्य रेलों के द्वारा ही सम्पन्न किया गया है। देश की आर्थिक उन्नति में प्रसार और विस्तार, हमारे सामाजिक जीवन में निकटता और उस के साथ ही सांस्कृतिक स्तर पर भावनात्मक एकता लाने का कार्य भी हमारी रेलों के द्वारा सम्पन्न हुआ है।

५७,००० किलोमीटर पर बिछी हुई पटरियों पर चलने वाले यातायात के द्वारा जो उपलब्धियां हमें प्राप्त हुई हैं, उन से अधिक नहीं तो थोड़ा मंतोप तो हो सकता है। रेलवेज से हमारे देश के जन-जीवन में विकास और प्रगति की जो सम्भावनायें पैदा हुई हैं, उन से हमें आशा मिलती है।

हमारे यहां पब्लिक और प्राइवेट, ये दो सैक्टर हैं और पब्लिक सैक्टर में, जनता के क्षेत्र में, सब से बड़ा स्थान रेलवेज का है। इस बजट के दो हिस्से हैं—एक यात्रियों का और दूसरा माल ढोने का। हम ने अपने बजट में यह कल्पना की है कि फ्रस्ट और सैकंड क्लास से २२ करोड़ रुपये की आमदनी होगी और थर्ड क्लास से १६२ करोड़ रुपये की। पिछले वर्षों का इतिहास बताता है कि हर एक बजट में रेलों का किराया बढ़ा। माननीय मंत्री जी से मेरा निवेदन है कि अब वह एक नई परम्परा डालें और एक नई कल्पना करें। अब भी कुछ देर

नहीं हुई है। अब वह एक सिम्बालिक रिडक्शन करें और थर्ड क्लास का किराया घटाएँ, चाहे वह हजार किलोमीटर पर पांच रुपया ही हो। इस में कहा गया है कि हमारी ५७,००० किलोमीटर पटरियां विछी हुई हैं और पांच मिलियन अर्थात् पचास लाख पैसेंजर बुक होते हैं, यानी ट्रेन पर बैठते हैं। इस में कोई सन्देह नहीं कि इन पचास लाख पैसेंजरों में ज्यादातर थर्ड क्लास में बैठते हैं। हमारे देश में लाखों की तादाद में जो लोग रेल की यात्रा करते हैं, माननीय मंत्री जी उन को यह अनुभव करने का अवसर दें कि सरकार किराया बढ़ा भी सकती है और घटा भी सकती है। अब तक यह देखा गया है कि जहां कराधान का प्रश्न आता है, सरकार कर बढ़ाती ही बढ़ाती है। माननीय मंत्री जी इस विचारधारा को उलट दें, और यह सिम्बालिक रिडक्शन कर के देश के नागरिकों को यह अनुभव कराएँ कि सरकार को उन के हितों और सुविधाओं का पूरा खयाल है।

रेलवेज की स्थिति पारसाल से अच्छी है। यातायात के साधन कुछ बढ़े हैं और माल ढोने के साधन भी बढ़े हैं। माल ढोने के क्षेत्र में रेलवेज की आमदनी ३६५ करोड़ रुपये के करीब है। यह ठीक है कि पैसेंजर ट्रेन्ज में रेलवेज को कुछ घाटा है, या प्रॉफिट नहीं है। लेकिन ये दोनों विभाग रेलवेज के पास हैं। एक डिपार्टमेंट की आमदनी दूसरे डिपार्टमेंट को ट्रांसफर की जा सकती है। सरकार यह सिम्बालिक रिडक्शन कर के देश को बता सकती है कि हम केवल किराया बढ़ाने की दिशा में ही नहीं सोचते, बल्कि कुछ घटा भी सकते हैं।

माननीय सदस्य, श्री हनुमन्तैया, ने पंडित जी के प्रवचन की तरफ इशारा

किया, जिस में उन्होंने कहा है कि अब हम साइकलयुग में हैं और हमारी इकानोमी टेक-आऊ की स्थिति में है। हम हमझते हैं कि पहले पैदल चलने से हम नैल-गाड़ी पर चढ़े और नैल-गाड़ी से साइकल पर आए और साइकल के बाद अब हम रेलों पर चलते हैं।

एक माननीय सदस्य : हवाई जहाज पर भी।

श्री राम सहाय पाण्डेय : हवाई जहाज पर चलने वाला समाज बहुत थोड़ा है। रेलों पर चलने वाला जो समाज है, वह गांवों का समाज है, गरीब समाज है। यदि सरकार रेलवेज का बजट बनाने के समय कुछ प्रॉफिट और लास की भावना से प्रारंभ हुई, तो यह पैसेंजरों की सुविधाओं की उपलब्ध करने की तरफ बहुत आगे नहीं बढ़ सकेगी। उन को इस प्रकार की मैथामैटिकल कैलकुलेशन में नहीं पड़ना चाहिए कि इस में इतना घाटा होता है या लाभ नहीं होता है और हमें गुड्रज ट्रैफिक से लाभ होता है। अगर हम ने यह मान-दण्ड अपने सामने रखा, तो हम तीसरे दर्जे के यात्रियों के मन में यह विचार पैदा करने में कभी भी कामयाब नहीं हो सकेंगे कि हम उन से किराया कम लेना चाहते हैं और उन की सुविधाओं में वृद्धि करना चाहते हैं।

जब हम ने इस समयवादी, प्रजातन्त्रवादी पद्धति और प्रणाली में लोगों को कम्फर्ट प्राप्त करने के लिए प्रोबोत्त किया है, जब हम ने उन को जरा तेजी से अपना लक्ष्य प्राप्त करने के लिए और साइकल, वंशित्र और ट्रेन के द्वारा जाने के लिए प्रोबोत्त दिया है, तो हमें उन को इस की पूरी सुविधाएँ देनी चाहियें और रेलवे प्रशासन को इस बारे में गम्भीरता से सोचन चाहिए। अभी देर नहीं हुई है। मेरा सुझाव है कि रेलवे प्रशासन

[श्री राम सहाय पाण्डेय]

को हजार किलोमीटर पर पांच रुपया किराया कम करना चाहिए ।

जहां तक रेलवे यात्रा का सम्बन्ध है, मैं निवेदन करना चाहता हूं कि आप ज़रा पुरानी दिल्ली के रेलवे स्टेशन पर जाइये । वहां पर आप देखेंगे कि फ़र्स्ट क्लास के जितने बुकिंग काउंटर हैं, उतने ही थर्ड क्लास के हैं । यही नहीं, बम्बई, कलकत्ता, छोटे छोटे ट.उन्ज और छोटे छोटे गांवों में जो स्टेशन हैं, वहां पर टिकट लेने की खिड़कियों पर बड़ी भीड़ होती है । वहां पर एक बोर्ड लटका होता है जिस पर लिखा रहता है जब कतारों से बचिये । एक तरफ तो उस आदमी को एलर्ट रहना पड़ता है, टिकट लेने के लिए जी तोड़ कोशिश करनी पड़ती है और दूसरी ओर उस को अपना एक हाथ जब पर रखना पड़ता है । जो उस वक्त उस की हालत होती है वह वही जानता है । टिकट लेने के बाद जब वह सवार होने के लिए प्लेटफार्म पर जाता है और गाड़ी आने पर उस में चढ़ने की कोशिश करता है तो या तो वह चढ़ नहीं पाता है और अगर किसी तरह से चढ़ भी जाता है तो उस को अन्दर जा कर जगह नहीं मिलती है । रेल और पेल, इन दोनों का गहरा संबंध है, अगर रेल है तो पेल जरूर होती है । अगर आदमी अन्दर चला गया तो जो अन्दर है वह बाहर नहीं आ सकता है और अगर वह बाहर आ जाता है तो बाहर वाला अन्दर नहीं जा सकता है । इस तरह की चीजों के दर्शन अगर आप प्लेटफार्म पर जायें तो आप को बड़ी आसानी से हो जायेंगे । मैं चाहता हूं कि जितनी सीट्स आपने कम्पार्टमेंट में लिख रखी हैं, उस से अधिक लोगों को आप कम्पार्टमेंट में जाने की आज्ञा न दीजिये । इससे हममें अनुशासन आयेगा और अनुशासन के साथ साथ यह भी होगा कि जिस किसी को टिकट दिया जा चुका है, वह आराम से यात्रा कर सकेगा, आराम से अपने डेस्टिनेशन पर पहुंच सकेगा । यह देखा गया है कि जितने

आदमी कम्पार्टमेंट में लिखे रहते हैं उस से कहीं अधिक आदमी कम्पार्टमेंट में यात्रा करते हैं । गांव के लोग जो यात्रा करते हैं, वे अपना सामान खुद ही उठाते हैं, वे लाठी और लोटा भी साथ रखते हैं और उनके हाथ खाली नहीं होते हैं । एक हाथ में लोटा तो दूसरे हाथ में डंडा रहता है और उन के लिए गाड़ी में घुसना एक समस्या होती है और कई कई बार तो अन्दर घुस न पाने के कारण, उनकी गाड़ी मिस हो जाती है । यह भी देखने में आया है कि जो अन्दर मुसाफिर होते हैं वे बहुत ही अनचैरिटेबल होते हैं उनके साथ जो बाहर होते हैं । वे अन्दर से ही दरवाजा बन्द कर लेते हैं और दूसरों को घुसने नहीं देते हैं । हां यह बात जरूर है कि एक बार जब कोई आदमी अन्दर चला जाता है तो वे उसको सम्भाल लेते हैं । मैं चाहता हूं कि मुसाफिरों में डिस्-प्लिन लाने के लिए जो कुछ भी किया जा सकता है, रेलवे द्वारा किया जाना चाहिए । इसके लिए यह जरूरी है कि जितनी सीट्स हों, उससे अधिक पैसेंजर्स का बुकिंग न हो । दूसरी बात यह है कि रेलें बढ़नी चाहियें, उनकी तादाद बढ़नी चाहिए और तीसरी बात यह है कि यात्रियों को अधिक से अधिक सुविधायें दी जानी चाहियें ।

अब मैं खाने के सम्बन्ध में कुछ कहना चाहता हूं । एक नैशनल न्यूट्रिशन एडवाइजरी कमेटी की रिपोर्ट निकली थी । उस ने अपनी रिपोर्ट में यह सिद्ध किया था कि जो खाना रेलवे में प्राइवट केटरजर्स से यात्रियों को मिलता है, उसकी न्यूट्रिशनल वैल्यू कुछ नहीं होती है, उसका स्तर जो नेशनल लेवेल है, उससे बहुत नीचे होता है । आपने एक रुपया सत्ताईस नए पैसे में थाली देने का प्रबन्ध किया है और उसमें आप ब्राइटीज़ भी देते हैं लेकिन आपको उसके साथ साथ यह भी देखना चाहिए कि उस खाने में न्यूट्रिशनल वैल्यू भी हो, खाना ताज़ा हो, सफाई से बनाया गया हो, उसका स्वाद अच्छा हो ।

अब मैं स्लीपिंग कोचिज के बारे में कुछ कहना चाहता हूँ। न जाने कैसे यह चर्चा सुनाई देती है कि अगर आप स्लीपिंग बर्थ चाहते हैं तो अगर आप कुछ दे दें तो आप को बड़ी आसानी से मिल जायेगा। यह जो चीज है, इसको आपको दूर करना होगा। मैं यह नहीं कहता हूँ कि जो आदमी जाना चाहता है उसको आप को रोक देना चाहिये। लेकिन स्लीपिंग बर्थ हासिल करने के लिए आप ने जो व्यवस्था कर रखी है, उस में अगर कोई त्रुटि है जिस की वजह से लोगों का पैसा देने में काम बन जाता है तो उस त्रुटि को आप को दूर करना होगा। इस प्रकार के भ्रष्ट कार्य न हो सकें, इस की ओर आप को ध्यान देना होगा। जब तक पैसा न दिया जाए तब तक सीट बुक नहीं होगी, यह जो भावना है, लोगों के दिलों में इस को आप को मिटाना होगा। इस के खिलाफ आप को सख्त कार्यवाही करनी चाहिये। अगर आप जरूरी समझें तो इस चीज को दूर करने के लिए आप मोबाइल मैजिस्ट्रेट रख दीजिये जो प्लेटफार्मों पर मूव किया करें। जिस तरह से पोस्ट एंड टेलीग्राफ ने सिस्टम बना रखा है कि अगर आप एक पोस्ट कार्ड भेजना चाहते हैं तो आप डाक में, लेटर बाक्स में डाल दीजिये और वह खुद-ब-खुद ही डेस्टिनेशन तक पहुँच जाएगा और उस में किसी प्रकार भी भ्रष्टाचार नहीं होगा, उस में किसी प्रकार की कर्प्शन की बात नहीं होगी, उसी तरह से आप रेलवे सिस्टम को ऐसा बनाइये कि यहाँ पर कर्प्शन की कोई गुंजाइश ही न रहे। जब आदमी के पास टिकट होती है और जो जायज पैसों टिकट के हैं या रिजर्वेशन के हैं या स्लीपिंग बर्थ के हैं, उन्हें वह देने के लिए तैयार होता है लेकिन उस को स्लीपिंग बर्थ नहीं मिलता है और जब वह दो रुपये ज्यादा देने के लिये तैयार हो जाता है तो उस को झट से मिल जाता है, उस समय उस की जो स्थिति होती है, वह देखने लायक होती है। मैं रुपये देने के औचित्य को सिद्ध करना नहीं चाहता हूँ। मैं तो रेलवे मिनिस्टर से इतना ही कहना चाहता हूँ कि रेलवे एड-

मिनिस्ट्रेशन में जो भी भ्रष्टाचार है, उसको दूर करने की चेष्टा उनकी तरफ से होनी चाहिये, वह तुरन्त खत्म होना चाहिये। आप ने कहा है कि पचास लाख आदमियों का पार्टीसिपेशन इस रेलवे में हर रोज होता है, पचास लाख आदमी हर रोज रेलवे के कांटेक्ट में आते हैं। यह सब से बड़ा पब्लिक अन्डरटेकिंग है। अगर किसी को दो रुपये भी अधिक देना पड़ता है तो जब वह अपने गांव में लौट कर जाता है तो दूसरे लोगों को कहता है कि अगर रुपये न दिये जायें तो लोग जा ही नहीं सकते हैं तो एक बहुत ही खराब भावना सरकार के प्रति लोगों के दिलों में पैदा हो जाती है। अगर यहाँ पर भ्रष्टाचार व्याप्त रहता है तो हमारे सामाजिक जीवन में से वह निकल नहीं सकेगा और यह शासन के प्रति, रेलवे के प्रति, मंत्रियों के प्रति और सभी अधिकारियों के प्रति एक प्रकार से लांछन की बात है। इस का कोई औचित्य नहीं हो सकता है।

अब जो ट्रेनें लेट चलती हैं, उस की तरफ भी आप देखें। जब मैं ने इस का कारण पूछा तो मुझे बताया गया कि इंजन में जो कोयला लगता है, उस की क्लोरोफिक वैल्यू कम होती है, जो स्टीम उस को मिलनी चाहिये वह स्टीम उस को मिल नहीं पाती है और इस कारण से उस की जो स्पीड है, वह कम हो जाती है और गाड़ियां लेट हो जाती हैं। जो भी गाड़ियों के लेट चलने के कारण हों, आप को उन कारणों को दूर करना चाहिये और देखना चाहिये कि किस तरह से गाड़ियां समय पर चल सकती हैं, टाइम पर चल सकती हैं।

अब मैं मध्य प्रदेश के सम्बन्ध में कुछ सुझाव देना चाहता हूँ। मध्य प्रदेश की पांच छः प्रदेशों से सीमायें मिली हुई हैं। वहाँ पर रीवां का एक डिवीजन है जो कि एडमिनिस्ट्रेटिव हैडक्वार्टर्स है। उस में रेल का कहीं कुछ पता ही नहीं है। धार, झडुआ और बस्तर दूसरे क्षेत्र हैं। ग्वालियर से जहाँ से मध्य प्रदेश की

[श्री राम सहाय पाण्डे]

सीमा चालू होती है, वहां से अगर आप बस्तर जायें तो पांच रोज या साढ़े चार रोज आप को लगेंगे। एक ही प्रान्त की एक सीमा से दूसरी सीमा तक पहुंचने में अगर पांच दिन लगते हों तो आप कल्पना कीजिये कि हम स्टीम से डीजल और डीजल से इलेक्ट्रिफिकेशन के युग में किस गति से आ सकते हैं। दुनिया तो अंडर ग्राउन्ड ट्यून्स की बात करती है लेकिन हम कहां पड़े हुए हैं, इस को आप देखें। ग्वालियर से अगर आप शिवपुरी जायें जिस को नैरो गेज कहते हैं तो आप अगर रास्ते में कहीं उतर जायें और भोजन भी कर लें तो उस के बाद भी आप जा कर गाड़ी को पकड़ सकते हैं और आराम से उस में जा सकते हैं। इतनी धीमी स्पीड से वह गाड़ी जाती है। इस तरह की नैरो गेज अभी भी एग्जिस्ट करती है जहां पर इतनी धीमी स्पीड से गाड़ियां चलती हैं। अगर कोई आदमी हमारे बड़े जी की तरह से ताकत वाला हो तो वह एक स्टेशन पर उतर कर दूसरे तक दौड़ कर गाड़ी को बड़ी आसानी से पकड़ सकता है।

श्री बड़े (खारगोन) : आप बम्बई से चुनाव लड़ने के लिये गुना आए। आप के कहने पर अगर मध्य प्रदेश में रेलवे आ जाए तो बहुत अच्छा होगा।

श्री राम सहाय पाण्डे : हमारा और आपका काम एक ही है और हम एक ही चीज चाहते हैं कि वहां अधिक से अधिक रेलें देने की आवश्यकता है।

अब मैं एक प्रश्न पूछना चाहता हूं। रेलवे का एक नया जोन जिस का हैड-क्वार्टर रीयपुर या बिलासपुर होने को था, उसके सम्बन्ध में क्या निर्णय किया गया है? गुना मक्सी लाइन का काम इस वक्त चल रहा है जिसके लिये मैं आपको धन्यवाद देता हूं। लेकिन इसके साथ ही साथ गुना से ग्वालियर तक एक दूसरी लाइन का भी

एक प्रस्ताव था और मैं जानना चाहता हूं कि इसके सम्बन्ध में आपने क्या निर्णय किया है। मैं चाहता हूं कि वासोदा से सरोंज, लटेर, मसूदनगढ़ होते हुए इस को गुना मक्सी लाइन में मिला दिया जाय तो बहुत लाभ लोगों को होगा।

एक बात और मैं विशेष रूप से कहना चाहता हूं। यह जज के सम्बन्ध में है। आपके इस वक्त आठ जॉज हैं। इन में से चार जज ऐसे हैं जिन का एवरेज माइलेज तीन से चार हजार के बीच है और बाकी जितना माइलेज है वह दूसरे जॉज में आता है। पिछली बार भी यह बात उठाई गई थी और अब भी मैं कहना चाहता हूं कि प्रशासन की दृष्टि से तथा एफिशेंसी की दृष्टि से भी अगर आठ की जगह बारह जज कर दिये जायें तो ज्यादा अच्छा होगा। मैं चाहता हूं कि इस पर भी माननीय मंत्री जी ध्यान दें।

अन्त में मैं फिर कहना चाहता हूं कि मैं फर्स्ट और सैकिंड क्लास की बात नहीं करता, मैं तो केवल थर्ड क्लास के पैसेंजर की बात करता हूं। पांच रुपये हजार किलोमीटर पर तीसरे दर्जे के यात्रियों की जब का ख्याल रखते हुए अगर किराये में कमी कर दी जाए तो वह बात बहुत ही स्वागत योग्य कदम होगा। साथ ही साथ जितनी अधिक से अधिक उनको राहत पहुंचाई जा सकती हो, पहुंचाई जाए।

Shri U. M. Trivedi (Mandsaur): Mr. Deputy-Speaker, in an annoyed mood I used some language against you for which I apologise. Out of the three Ministers of Railways I find only two because the senior Minister ought to have been disgusted with the whole affair and must have gone home.

The Deputy Minister in the Ministry of Railways (Shri Shahnawaz Khan): He has just now gone out to have a cup of tea. I have no grouse against any one of them. My personal experience has always been that nobody can beat them in politeness. So far as that aspect of the case is concerned, I have no cause for complaint.

I have studied this railway budget very thoroughly. I do not feel that there is any cause for gloating about the net return that we are making on the capital at charge. Looking at the capital at charge, and adding up to Rs. 1,800 crores at which the value of the capital at charge is given, with the other Rs. 300 crores which have been spent out of the depreciation fund and development fund which make it a gross investment of Rs. 2,148 crores, the return that can be made and which can be available for any cost accountant comes to 1.79 per cent as income; it is not a very desirable thing which we have achieved. There is nothing very extraordinary about it; if the return was about six per cent, it would have been something. I hope that the Ministry will strive to come to that figure. We know that, slowly but surely, the number of our employees is going on increasing, and it has now reached a figure as big as 12 lakhs. The railway has been the biggest employer of labour and this goes on increasing, because everytime when there is something, some accident, some criticism, it results only in an increase in the number of employees.

My hon. friend Shri Kapur Singh, a very sober gentleman, criticised the unmanning of the crossings and the resultant accidents which happen there. I am not of the same opinion as he has expressed, and I am sorry I differ from him in this respect. I feel that there must be some investigation as to why these accidents at unmanned crossings take place only with the trucks and the truck-drivers. What licence has been given to these truck-drivers to get themselves drunk and dash against the railway? The railways run only on the tracks that are laid. The railways cannot swerve one way or the other; they are running on railway tracks; the engine must proceed along that particular track and yet the accidents happen. Something of the nature of an investigation must be done with regard to this, I do not say that all of them must be manned. Wherever possible, they may be manned. I say there are some crossings

over which once in a month or once in a year....

Shri Kapur Singh: Are you speaking on Prohibition or on the railway budget?

Shri U. M. Trivedi: . . . a car or a truck may pass, and yet the accident may take place. That aspect must also be studied, and the demand of the Communist party just to increase the employment must not be looked into with just the face which is always there. I would ask the Railway Ministry to look into what they have done with the depreciation fund, with the revenue reserve fund and with the development fund, and how they have lost upon them and how they have now opened their eyes in building up these funds. I would urge upon them the necessity of not drawing upon the general revenues to augment their resources for further building up. They must be self-sufficient, and the depreciation fund and the revenue reserve fund which they are bound to build under the statutory provisions, under the conventions, must be so built up that at no time should they fall back upon the general revenues for building up their programmes.

In the scheme of things, I had several occasions of going into the directorate in the Rail Bhavan. I find that there is one director known as the Vigilance Director. I made certain enquiries about this Director, and the Lok Sabha informed me as to the activities of this Vigilance Director. I would like to know—if the hon. Minister does not know I will give him the figures myself—why they waste Rs. 20,000 per month on this establishment of the Directorate of Vigilance. What does the Director do? In the whole year, only two cases have been investigated upon. (*Interruption*). I will give them the figures if they want the figures.

Shri Shahnawaz Khan: I will give him the figures.

Shri U. M. Trivedi: I will give him the figures. Two cases have been sent to the Special Police Establishment,

[Shri U. M. Trivedi]

and on 111 cases departmental action has been taken. I will give them the figures that they want. I remember the figures. But the difficulty is, I still come to the conclusion, as a lawyer, that not more than two cases have been investigated. Even these two cases could not be prosecuted by them and they had to be sent to the Special Police Establishment for prosecution! I fail to understand of what use has this department been to them. I say, close it, and please stop this waste that is going on there. There is sufficient vigilance organisation at the zonal levels, and they are sufficient to meet the requirements and a directorate of this type is unnecessary.

Most of you as Ministers must have had the occasion of going to the Delhi Railway Station and must have seen the stacks of goods and parcels that are lying there on the whole platforms, and creating discomfort to the passengers who have to walk along these platforms. Have you tried to verify how many thefts occur on these platforms? Hundreds. I have got the lists. I can give you the lists. I have got lists, showing the parcel way-bill received and entered in the inward register, and the parcels disappear when the delivery is to be made. What happens to these parcels? Most of these are parcels of fruits. The railway employees, big and small, want to enjoy the fruits of the public. The fruits are sent home. Delivery is not shown and trace is not made, and the station master and the claims inspector who are authorised to make a payment of Rs. 50, without any further reference to the Commercial Department or the Commercial Superintendent make a payment of Rs. 18 to Rs. 20 to the detriment of the railway revenues. Why is this thing going on? For how many years is this going on?

Would you like to trace what a great leakage of revenue occurs at the Tughlakabad siding? Please go and verify how the wagons containing plantains, bananas, coming from Bombay side are handled.

An Hon. Member: My constituency.

Shri U. M. Trivedi: No wharfage is paid and no demurrage is paid and who manipulates all these things? A huge leakage is taking place. Last year also I pointed out this aspect, and I do not know whether the matter has been investigated or not.

A huge leakage of revenue also takes place in the loading of sugarcane by the sugar millowners. Overloading takes place; charges are made only up to a particular point. This results in blackmarketing of sugar and loss of revenue in sales-tax, and loss of revenue in income-tax and in any amount of black market money for which the Finance Minister was saying the other day, "Show me the method of hunting it out."

Shri Bade: Four lakhs in sugarcane.

Shri U. M. Trivedi: This is going on. I would therefore say that this leakage of revenue must be stopped. Then there is what we call the loss of revenue by misfeasance. My hon. friend, Shri Ramaswamy, our Deputy Minister is a barrister and he understands the word "misfeasance". It is not a question of merely non-feasance, it is a question of misfeasance. Deliberately false bills are made out. Work is not done, drilling is not carried out, earth is not moved but bills are prepared and money is paid to the contractors. This happened in the doubling of Godhra-Ratlam section.

Shri Kapur Singh: It is a matter of shame.

Shri U. M. Trivedi: The net result has been a total loss running into crores of rupees. The officer or officers concerned are nowhere to be traced; of course, the contractors are available but we have not taken any action so far against the contractors.

Sir, we have got a big directorate of the Railways and the purpose of this directorate is to see that there is a single type of uniform administration all over the Railways. Although there are zonal administrations and the powers of the general managers have been revised under the Railway

Act and the supreme authority for railway administration is the General Manager, notwithstanding that, we have got the railway directorate which must guide. But, unfortunately, what happens is that there is a complete lack of co-ordination between the various units of the railways. In between two divisions there is lack of co-ordination and in between two zones also there is lack of co-ordination. How long this state of affairs will continue is a thing to be judged by all of us.

The Deputy Minister in the Ministry of Railways (Shri S. V. Ramaswamy): In what respect?

Shri U. M. Trivedi: I will tell you. I knew that you will put such a very pertinent question. If you go along to any division you will find that if a train of one division is running about five minutes late the connecting train of the other division will not wait for it although it is within the same zone, and the connecting train will be allowed to start in time. I had the misfortune recently to travel from the Northern Railway on to the Central Railway. I found that as soon as my train steamed in the connecting train of the Central Railway steamed out. When I reached the platform I could see the last coach of the train leaving out. My train was only three or four minutes late. This is the co-ordination between divisions, this is the co-ordination between zones.

Shri S. V. Ramaswamy: They are supposed to wait for 15 minutes.

Shri U. M. Trivedi: Now the train which can run from Jodhpur to Delhi by a shorter route on the Northern Railway is not allowed to do so, but it is asked to run by the longer route resulting in unnecessary waste of time and money of the public and unnecessary waste of energy. How long will this continue? If you want more details I can sit down and talk with you about the time-table that is there.

Shri Shahnawaz Khan: You are welcome to do so.

Shri U. M. Trivedi: Now I come to the real problem and that is about the employees of the railways. Times

without number I have been telling you and requesting you to stop this terror of the police on the railway staff. What is happening now? Very recently I went to a station where I found that unauthorised hawkers travel on the train and sell their commodities. One station master, silly enough, foolish enough, protested and said that he will not allow them to do so. He asked the ticket examiners to get hold of some of the hawkers and charge them for travelling without tickets. The third day, his own son, the station master's son came to see his father at the station and he was taken away as being found on the platform without a ticket and produced before a magistrate at Baroda. What is this? 14 *murgas*—they call them ticketless travellers—*murgas* cocks or hens—at Phulera were taken and the police said: यह हमारा आदमी है। Unfortunately, it was the squad known as the Shahnawaz Squad. The ticket examiners were travelling and the Shahnawaz Squad caught hold of them and took them away. What was the result? You will be surprised, even Shri Shahnawaz Khan will also be surprised to know that all the six ticket examiners were hauled up before the Sub-Inspector of police and he abused the ticket examiners saying:

बन्द कर देगा । हम राजा हैं तुम नहीं ।
यह स्टेशन हमारा है ।

The poor ticket examiners were frightened. Unfortunately, or fortunately for them I was going to Jodhpur on that day, I met them there and I got them off.

Shri Kapur Singh: Please tell us more about the *murgas*.

Shri U. M. Trivedi: This is what is happening about the police. Something must be done for co-ordinating the efforts of the police for the protection of the ticket examiners and not for the sake of oppression of the poor staff. Some of them are willing to help the public, but they are not allowed in every little thing. The worst offender in this respect is the Rajas-

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than police and you must take action in this respect.

About small items of corruption I need not narrate, but I think you are all aware of this fact that there is a fund, which generally the members of the staff raise, known as the Railway Minister's Fund. Some money out of this is being spent for helping the poor members of the staff. Sometimes it is being used for making donations to the National Defence Fund. It is a good effort and a very nice effort on the part of the staff. Certainly, they are guided by good motives. But, can it be used for the purpose of helping a Class I officer with a sum of Rs. 7500 to send his son to some foreign country? Is it to be used for that purpose? If you want I will give you the cheque number of this money. It was paid under cheque No. AB/24-520003.

Shri S. V. Ramaswamy: It relates to which Railway?

Shri U. M. Trivedi: I do not want to name the officer. It was done at Delhi—Northern Railway.

Now, Sir, let us come to the arrangement of these de-luxe trains. You have run very nice trains, very beautiful trains and everybody likes to travel by de-luxe trains. We have made a rule that large packages will not be allowed to be taken into the carriages of this train. But try and enter into one of these trains at the New Delhi Station. You will find that big packages are being pushed in. There is no room for anybody to move about.

An Hon. Member: That is the fault of the passengers.

Shri U. M. Trivedi: It is the fault of the railway administration also. It shows the weakness of the railway administration. It does not happen at Bombay. Why does it happen at Delhi? Why is it that at Bombay you cannot enter with large packages whereas in Delhi you can.

Shri Harish Chandra Mathur: Delhi is the seat of freedom,

Shri U. M. Trivedi: There is greater freedom; people are more licentious at Delhi.

Shri Nambiar: Sometimes Members of Parliament themselves do it.

Shri U. M. Trivedi: Yes, Shri Nambiar is one of them but I am not.

Then we come to the question of your vying with the God of death in killing people. Every year the Railways kill at least 6000 men.

Shri S. V. Ramaswamy: No.

Shri U. M. Trivedi: You will say "No". But that will not carry us any further. I know the figures.

Shri S. V. Ramaswamy: In 1962-63 it was 129 for the whole year.

Shri U. M. Trivedi: Here is the book which will give the light to you I say it is 6000 in all. If you want the correct figure, it was 5984—what does it matter if it is 16 more here or there. 16 more are there.

Shri S. V. Ramaswamy *rose.*—

Shri U. M. Trivedi: Please do not enter into discussion. I will give you the figure. I have calculated it. It comes to 500 men per month. You can calculate how many per day.

Shri Kashj Ram Gupta: If you exclude the holidays, it will come to 20 people per day.

Shri U. M. Trivedi: They are helping to solve the population problem in this way.

Shri Shahnawaz Khan: What is that book?

Shri U. M. Trivedi: The report of the Railway Board on Indian Railways for 1962-63, the latest report which has been supplied to us.]

I will now come to the woe of the railway employees. We have got the station masters all along our railways. We cannot do without them. They are the bulwark, they are the sons who earn your livelihood. They are the persons who bring in money to you. At the wayside stations it is the station master that does everything. He is expected to do every duty. He is

the booking clerk, coaching clerk, goods clerk, ticket clerk and also the guard in some cases. He is the representative of the general administration in the station. What is his fate? It is unenviable. Why? Even the old BB & CI Railways, run by the British, realised it that to keep a man at a wayside station in wilderness he must be given a good house, because he is doing an essential service and he shall not be charged any rent. In our greatness, because we are after money and we want to tax everybody, we decided that it is better to tax the poor station master also. I would not grudge your charging rent from those who live in cities, but have some compunction for those who live in wayside stations. Now they are made to pay through their nose for living accommodation which they can get for 8 annas or 10 annas or one rupee in a village. They must not be charged the standard rent of Rs. 16 or 20 for houses which were built a hundred years back and which are not worth the rent which is charged for them. Further, other amenities are not available to them. Some of them have not received the increments which are their due.

On top of all this, in Central and Northern Railways a peculiar thing is going on from the days of the British, and that is the interpolation in the higher grade by some outsiders, the net result of which is that the station master remains stationary at Rs. 225 and does not go above it because in the higher grade another interlopper is put. I do not understand why this interpolation is going on even now.

Shri S. V. Ramaswamy rose—

Shri U. M. Trivedi: I will supply him all the figures. He need not disturb me just now. Even the Supreme Court suggested to the railway administration that they should see to it that this further ignominy of interloping is done away with. So, I would request him to look into the position. If it has been done away with in the Western Railways, Eastern Railways, South-Eastern Railways and the Sou-

thern Railways, I do not know why it is still kept in vogue in the Central and Northern Railways alone. It must be stopped.

Mr. Deputy-Speaker: He should conclude now because there are two more members to speak from his group.

Shri U. M. Trivedi: I will speak for another ten minutes.

Mr. Deputy-Speaker: It will be deducted from the time allotted to his group.

Shri U. M. Trivedi: I will see to it that they get their allotted time.

I now come to the question of guards. I do not know why the guards have got no regular avenues of promotion. While all others put in the same grade and category can get promotion and rise in this department upto a salary of Rs. 400, the guards, poor people, after getting into their grade, which is A and which is supposed to be superior, get stopped at Rs. 280.

Very recently I have seen that night allowances are being granted to booking clerks, train examiners and to all others but no night allowance is being granted to the guards. Why this discrimination against the guards? Why that decision, I have never understood it. The worst part of it is that the circular says—I have seen it—that the administration will decide about the granting of night allowances to other categories after consulting the unions. That means that you are throwing those people who do not want to join any union into the laps of the unions and then come to you through the union. They are your employees and it is your duty to look to their comforts rather than the unions bring it to your notice. Why has such a circular been issued?

Then one thing more and I think that will end my criticism about the Railway Minister. At least, please do not show your ignorance. I am not blaming you because you are the Minister but actually the blame must fall upon your head. When I look into the

[Shri U. M. Trivedi]

Demands for Grants I find that allocation which ought to have been shown under Western Railway has been shown as if it is an allocation to the Central Railway. The Railway Board must be completely aware of the fact that the Kotah-Bina section has been handed over to the Western Railway. Similarly, the Ujjain-Bhopal section is also in the Western Railway. The new railway which is being constructed from Guna to Shahjahanpur-Maksi is certainly not in the Central Railway. Look at the map which is hung in all the Western Railway compartments. You will be surprised to find that the new railway which was opened in 1954, the broad gauge to connect Ujjain with Indore, is being shown as metre gauge in the latest map. Why this ignorance? So many things are done in ignorance—so many stations are being spelt wrongly; so many wrong things are being notified. Those who come from outside make a fool of us and laugh at us. Do not make a laughing stock of ourselves.

In the first Report (Third Lok Sabha) of the Public Accounts Committee you will find any amount of examples of waste but what has struck me most is at page 83, namely,—

“A siding at Halisahar was being used from 1947 for stabling condemned wagons in dispute with Pakistan Government and the special surveys conducted in 1953-57 revealed that 3,930 feet of railway track with fittings valued at Rs. 28,000 had been stolen. In addition, component parts of the wagons stabled on the siding valued at Rs. 1.56 lakhs were stolen between 1950 and 1957.”

They are also taken away. Further on you will find that even wagons have disappeared.

15.49 hrs.

[DR. SARAJINI MAHASHI *in the Chair*]

So many things disappear. Wagons also disappear. Are they eaten away by white ants? There was once a story and we used to laugh at that. The

Posts and Telegraphs Department gave an explanation of iron poles being eaten away by white ants. It is something like that. Wagons have disappeared and that too because there was a siding near Pakistan. Could we not open our eyes when that incident took place in the year of grace 1947 when Pakistan took away 40 wagons lying at Jammu-Tawi? Jammu-Tawi is on our side, an engine came in and we could not even bring down one little bridge for preventing the wagons from being carried. All the 40 wagons were carried away to Pakistan. And here we are still trusting Pakistan! Such a thing should not happen again. I do not want to repeat all that has been said by the Public Accounts Committee.

Then, my attention is drawn to the big tomtoming that is being done of checking ticketless travel. Have we succeeded in checking ticketless travel? We are spending Rs. 280 lakhs in wages of the ticket-checking staff and the total income that we desire from it is Rs. 224 lakhs. What is this business? I cannot understand it.

The hon. Minister has been pleased to say, in the longest speech that I have seen coming from a Minister covering 40 pages that we shall have no difficulty about the movement of smalls now. I am happy to know it. Great difficulty is being felt in my own area about the movement of smalls. But will it be given effect to? I hope that it will be given effect to. Even if orders are passed, these smalls are the things over which a good deal of money is being made by the inferior staff, the booking staff. A notice board is put. Nobody is to check it. It is written: Movement of smalls only on Wednesday. This will be put down on Thursday. So, the man will come on Wednesday and on Wednesday they will put: Movement of smalls only on Monday. Like this the circle will go on and will never come to an end. We will never come to know when the smalls will be moved.

Then, I come to the question of sleepers for our railways. This has been vexing the minds of our Ministry and vexing the minds of this Government. It appears every year something happens in Kashmir and one lakh sleepers, two lakh sleepers, three lakh sleepers just go away along the river and they go into Pakistan and we get nothing. Then, there was the big fire at Dhillawan which we all know. It was a case of sabotage and our Railway Board also came to the conclusion that it was a case of sabotage and yet no action has been taken. Apart from it, while I am at it, I have figures to show that a railway sleeper is available for broad gauge and metre gauge in India easily for Rs. 18 and Rs 12 respectively. Why is it that a sleeper was indented at a landing cost of Rs. 31.21 nP. per sleeper from America? In other words, for every sleeper a loss of Rs. 13 was being incurred and for 10 lakhs of sleepers what a colossal loss it is? These are very small matters, but cumulatively they have a greater effect and they show that economy can be effected in our country if we keep our eyes open and it is in these days, in these days of Emergency, that none of us can afford to be so generous at the cost of the country and that too by putting the money into the pockets of dishonest people.

श्री गोरी शंकर कक्कड़ (फतेहपुर) :
चेयरमैन महोदया, रेलवे बजट तो हर वर्ष साधारण तौर पर आता है। जहां तक रेलवे विभाग का सम्बन्ध है, इस में कोई शुबहा नहीं है कि भारत सरकार का यह विभाग ऐसा है, जिस के बारे में यह समझा जाता है कि उस का सब से अधिक राष्ट्रीयकरण हुआ है। इस में भी कोई सन्देह नहीं है कि इस विभाग का सम्बन्ध साधारण आदमी से ले कर बड़े आदमियों तक से है।

साधारण हालत में तो यह विभाग काम करता ही है, परन्तु जब किसी मुल्क में युद्ध छिड़ जाता है, संकट-कालीन समय आ जाता

है, तो उस समय रेलवेज पर एक और बहुत बड़ा उत्तरदायित्व आ जाता है कि वह उस में भी शासन की सहायता करे। यह तो मैंने देखा है कि चाइना से युद्ध छिड़ जाने के बाद रेलवेज ने बहुत अच्छी तरह से और सफलता के साथ युद्ध की सामग्रियों को ढोया है और उस में पूरा सहयोग दिया है। इसके लिये रेलवे विभाग वधाई का पात्र है। परन्तु एक बात मुझे विशेष तौर पर कहनी है और वह यह है कि यद्यपि भारत सरकार ने एक बार नहीं, अनेकों बार इस बात का संकल्प किया है कि वह देश में एक प्रजातन्त्रीय और समाजवादी ढंग चलाना चाहती है, किन्तु इस बड़े विभाग में उस ने इस तरह का तरीका अपनाया है कि देखने लायक बात है।

मुझे यह बात कहने में ज़रा भी संकोच नहीं है—और आंकड़े देखने से यह शता चलता कि—कि रेलवे की जो वार्षिक आमदनी है, उस का ८५ प्रतिशत भाग तीसरे दर्जे में चलने वाले मुसाफिरों से प्राप्त होता है। मैंने माननीय रेलवे मिनिस्टर की स्पीच पढ़ी है, जिस में उन्होंने एमेनटीज का भी जिक्र किया है। “एमेनटीज” न कह कर मैं अपने हिन्दूस्तानी शब्दों में कहना चाहता हूँ, “साधारण व्यक्ति की साधारण आवश्यकतायें”। इन आवश्यकताओं की पूर्ति करने में रेल विभाग ने अब तक क्या प्रगति की है और उस का क्या संतोषजनक उपाय हो सकता है, उस के बारे में मुझे केवल यह कहना है कि कई वर्षों से लगातार यह कहा जा रहा है कि तीसरे दर्जे के मुसाफिरों की साधारण आवश्यकतायें भी सरकार अभी तक पूरी नहीं कर पाई है।

इस सम्बन्ध में इस बात का भी उल्लेख आया कि रेल-गाड़ियों के तीसरे दर्ज में जो भीड़-भाड़ होती है, वह अपनी जगह पर कायम है। उस के अतिरिक्त मुझे विशेष तौर से यह कहना है कि अगर हमारे रेलवे मंत्री उन बाहरी स्टेशनों को, जो कि

[श्री गौरा शंकर कक्कड़]

बड़े बड़े जंक्शन के अतिरिक्त हैं, छोटे स्टेशनों को या ज़िले के केन्द्र के स्टेशनों को देखें, तो उन को मालूम होगा कि उनमें जो लम्बे प्लेटफार्म हैं, उन पर जो शैड बनाये गये हैं, वे प्रायः इतने छोटे होते हैं कि जब कोई गाड़ी आती है, तो उस का एयर-कन्डीशन्ड डिब्बा तो भले ही उस शैड के अन्दर आ जाए, लेकिन बाकी सब डिब्बे शैड के बाहर रहते हैं। अगर गर्मी का मौसम है, तो तपाती हुई धूप में औरतों और बच्चों को घंटों पहले से गाड़ी की प्रतीक्षा में खड़ा रहना पड़ता है और उस झुलसती हुई धूप में खड़े रहने के बाद वे रेल पर चढ़ पाते हैं। अगर बरसात का मौसम है, बारिश हो रही है और जोरों से बारिश हो रही है, तो भी उन के लिये कोई साया नहीं है और वे प्रायः भीगते हुए रेल से उतरते हैं और रेल पर चढ़ते हैं। इसी तरह शरद् ऋतु में भी जब कड़ाके की सर्दी पड़ती है, तो उन को सख्त सर्दी का मुकाबला करना पड़ता है।

जो बजट हमारे सामने है, उसके आंकड़ों से यह जाहिर होता है कि रेलवे प्रशासन का सरप्लस है और उसने काफी धन कमाया है। तो क्या यह सम्भव नहीं है कि कम से कम इस बात का प्रयास रेलवे मंत्रालय की तरफ से हो कि प्रत्येक प्लेटफार्म पर एक साधारण शैड एसा हो, जिस में पूरी गाड़ी आ जाए और मुसाफिर उस शैड के नीचे खड़े हो सकें, साधारण सवारियों को कुछ सुविधा मिल जाये और वे जाड़े, गर्मी और बरसात, इन तीनों मौसम में सहारा ले सकें और थोड़ा सा आराम उठा सकें?

16:00 hrs.

हमारे रेल मंत्री जी ने अपने भाषण में विशेष तौर से कहा है कि तीसरे दर्जे में बिजली के पंखे लगा दिये गये हैं। मैं कहना चाहता हूँ कि तीसरे दर्जे में पंखे लगा देने से सवारियों को कुछ अधिक नहीं मिलता है और अगर

आपको उनको सुख पहुंचाना है तो पहले आपको उनके लिए पानी की व्यवस्था करनी होगी। कहीं पर किसी भी रेलवे स्टेशन पर साधारण तरीके से पानी की व्यवस्था आज नहीं है। मैं इस सम्बन्ध में एक मुझाव देना चाहता हूँ। इस में बहुत अधिक पैसा खर्च नहीं होगा। इस तरह की व्यवस्था उनको कर देनी चाहिये कि तीसरे दर्जे का प्रत्येक, डिब्बा एक दूसरे से जुड़ा हुआ हो और तीसरे दर्जे में एक जगह पर पानी की व्यवस्था गाड़ी के अन्दर ही उनको कर देनी चाहिये चाहे कोल्ड स्टोरेज बना कर या टंकी बना कर। तीसरे दर्जे में चलने वाले गरीब आदमी के लिए अगर इस तरह से साधारण जल की व्यवस्था हो जाये और उसको पर्याप्त पानी मिल जाये तो यह एक बहुत बड़ी सुविधा होगी। लेकिन इसके लिए यह जरूरी है कि तीसरे दर्जे के जितने भी एक गाड़ी में डिब्बे हैं उन सब को एक दूसरे के साथ अन्दर से मिला दिया जाये और एक ही स्थान पर पानी की व्यवस्था कर दी जाये, तभी सभी यात्रियों को लाभ हो सकता है, अन्यथा नहीं। इस ने एक और भी लाभ हो सकता है। तीसरे दर्जे के डिब्बों में चलती गाड़ी में बहुत सी वारदातें हो जाया करती हैं, कभी किसों को मार दिया जाता है और कभी किसों का सामान लूट लिया जाता है। अगर तीसरे दर्जे के सभी डिब्बे एक दूसरे से अन्दर से मिलाए हुए हों और गाड़ों में पुलिस का प्रबन्ध हो, रेलवे पुलिस का प्रबन्ध हो, तो पुलिस आसानी से इस तरह के वारदातों को होने से रोक सकता है, इस तरह के वारदातों पर नियंत्रण रख सकती है। इस तरह से जल वाली चाय और सुरक्षा वाला चाय, ये दोनों एक साथ हल हो सकते हैं।

यह देखा गया है कि जिन गाड़ियों में तीसरे दर्जे के डिब्बे लगे होते हैं वे सब एक साथ नहीं रहते हैं, अगल अलग रहते हैं पहले तीसरे दर्जे की बोगी है, उसके बाद फर्स्ट

क्लास की बोगी होती है, फिर सैकिंड क्लास की होती है और उसके बाद फिर तीसरे दर्जे की बोगीज होती है । इस तरह की चीज आजकल चलती है । अगर तीसरे दर्जे के सभी डिब्बे एक साथ कर दिये जायें तो उसे यात्रियों को बहुत सहूलियत हो सकती है । आजकल ऐसा होता है कि अगर एक जगह पर डिब्बे में जगह नहीं होती है तो मुसाफिरों को जगह पाने के लिए इधर उधर दौड़ना पड़ता है और भीड़ भाड़ की वजह से बहुत ज्यादा परेशानी का सामना करना पड़ता है । अगर सभी डिब्बे एक साथ जोड़ दिये जायें तो लोगों का पता चल सकता है कि इस स्थान पर तीसरे दर्जे के डिब्बे होते हैं और वे आसानी से एक डिब्बे में अगर जगह नहीं मिलती है तो दूसरे में बैठ सकते हैं । तीसरे दर्जे के डिब्बे एक स्थान पर, दूसरे दर्जे के दूसरे स्थान पर और पहले दर्जे के एक साथ तीसरे स्थान पर हो जायें तो लोगों को बहुत सुविधा हो सकती है ।

माननीय मन्त्री जी ने अपने आंकड़ों में बताया है कि आमदनी में बढ़ोतरी हुई है । उन्होंने यह भी कहा है कि विजली के इंजन अथवा डीजल इंजन जल्दी ही आने वाले हैं और आ रहे हैं या तैयार हो रहे हैं । मैंने उनके आंकड़ों को देखा है । मुझे यह देखने को मिला है कि चितरंजन में प्रत्येक मास में छः विजली के इंजन बनाने का लक्ष्य है लेकिन अभी तक एक ही इंजन तैयार हो रहा है एक मास में । किस तरह से ऐसी हालत में यह आशा की जा सकती है कि उस लक्ष्य की प्राप्ति शीघ्र ही कर ली जायेगी । इस में सन्देह नहीं कि अगर विजली के या डीजल इंजन चलने लग जायेंगे तो हर प्रकार की सुविधा हो सकती है, रफ्तार भी तेज हो सकती है और स्वास्थ्य के लिहाज से भी यह चीज आवश्यक है ।

आज देखा जाता है कि जितने भी आराम हैं, वे सभी शहर प्वालों को दिये जाते हैं ।

रेल व्यवसाय सरकार का सब से बड़ा व्यवसाय है और सही तौर पर इसका राष्ट्रीयकरण हुआ है । सरकार ने समाजवादी व्यवस्था लागू करने का भी निर्णय कर रखा है । लेकिन सम जवाद के अनुरूप जो काम किये जाने चाहियें उनकी ओर जरा सा भी ध्यान नहीं दिया जाता है । यह मैं इस आधार पर कह रहा हूँ कि जो निर्धन हैं, जो साधारण व्यक्ति हैं, उनके आराम का तो कोई खयाल नहीं किया जाता है लेकिन जिन के पास पैसे हैं, जो धनवान हैं, जो फर्स्ट क्लास में चलने की तौफीक रखते हैं, उनके आराम की ओर अधिक से अधिक ध्यान दिया जाता है । यह जो नीति है यह बदलनी चाहिये । कब सरकार का दृष्टिकोण बदलेगा, यह मैं जानना चाहता हूँ ? एक बात मेरी समझ में नहीं आती है । यह कानून बना हुआ है कि फर्स्ट क्लास का किराया देने पर मुसाफिर को यह अधिकार है कि वह रात्रि में यदि सफर करेगा तो उसको सोने के लिए बर्थ देने की व्यवस्था होगी । परन्तु जो तीसरे दर्जे में चलने वाला यात्रि है, जिस की बदौलत रेलवे को ८५ प्रतिशत आमदनी होती है, उस बेचारे के लिए यह सुविधा तक नहीं है कि अगर वह पैसा दे कर भी टिकट खरीदता है तो उसके लिए सोने की बात तो दूर रही, रात्रि में बैठने तक की व्यवस्था की गारंटी नहीं है । यह बहुत बड़ी कठिनाई है, जिसका हल होना आवश्यक है । जो लम्बे सफर की गाड़ियां हैं, उन में तीसरे दर्जे में अब भी भीड़भाड़ उसी तरह से होती है जैसे पहले होती थी । इसके विपरीत जो गाड़ियां जिने के अन्दर या छोटे फाललों में चलती हैं जो लोकल ट्रेज होती हैं, उनमें तीसरे दर्जे में भीड़ भाड़ कम होती है । इसका कारण यह है कि प्रत्येक प्रान्त में बसें इतनी अधिक चालू हो गई हैं रोड ट्रेज इतनी अधिक चालू हो गई हैं कि लोग उनमें अधिक संख्या में सफर करते हैं । उनमें समय भी कम लगता है और आराम भी काफी मिल जाता है । जो लोकल ट्रेज हैं उनमें डिब्बे तो काफी लगे रहते हैं लेकिन सवारियां कम होती है और काफी डिब्बे खाली

[श्री गौरी शंकर कक्कड़]

रहते हैं। अगर उनमें कुछ तीसरे दर्जे के डिब्बे कम कर दिये जायें और उन डिब्बों को लम्बे सफर वाली सवारी गाड़ियों में लगा दिया जाए तो तीसरे दर्जे में सफर करने वालों को सुविधा हो सकती है। इस ओर मैं चाहता हूँ कि माननीय मन्त्री जी ध्यान दें।

आचार्य कृपलानी जी ने कहा था कि क्या सरकार यह समझती है कि यह उसका अधिकार है कि जैसे चाहे वह राज करे, जिस प्रकार से चाहे मिसरूल करे। अगर ऐसी बात उसके मस्तिष्क में है तो मुझे कुछ नहीं कहना है। अगर ऐसी बात नहीं है और सरकार सही मानों में प्रजातन्त्रीय समाजवाद की बात सोचती है तो फिर मैं कहना चाहता हूँ कि रेलवे मन्त्रालय के कदम सही ढंग से इस ओर उठने चाहियें और उसको देखना चाहिये कि तीसरे दर्जे के यात्रियों को जितनी अधिक सुविधायें दी जा सकती हैं, दी जायें। दुख की बात है कि प्रत्येक वर्ष जब भी रेलवे बजट पेश किया जाता है तो उसमें तीसरे दर्जे में सफर करने वाले मुसाफिरों की ओर कतई ध्यान नहीं दिया जाता है। आराम तो उनकी किस्मत में है नहीं लेकिन जो जायज तौर पर उनको सुविधायें मिलनी चाहियें उनसे भी उनको वंचित रखा जाता है।

अब मैं रेलवे क्रॉसिंग के बारे में एक बात कहना चाहता हूँ। बहुधा देखा गया है कि रेलवे क्रॉसिंग ऐसी जगहों पर होते हैं जहां पर यातायात ज्यादा होता है, जहां पर बाजार या मंडियां होती हैं, वे क्रॉसिंग अब भी उसी तरह से हैं जैसे पहले थे, वहां किसी तरह का भी अंडर-ब्रिज या ओवर-ब्रिज नहीं बना है। मैं फतेहपुर की बात आपको बताता हूँ। यह कानपुर और अलाहाबाद के बीच में नार्दन रेलवे पर एक खास स्टेशन है। वहां पर दो क्रॉसिंग ईस्टन और वेस्टन हैं और कचहरी की इमारत, दीवानी कलकट्टी आदि सभी दूसरी साइड में हैं। मैंने देखा है कि एक एक दिन में एक एक

व्यक्ति को आने जाने में कम से कम चार घंटे तो जरूर इन्तजार करना पड़ता है इस बात के लिए कि कब फाटक खुले, कब वह जाये। आजकल के युग में हम इस तरह से समय नष्ट करें यह मेरी समझ में नहीं आता। मैं रेलवे मन्त्रालय से प्राथना करूंगा कि वह इस चीज को ध्यान में रखे और जो क्रॉसिंग इस प्रकार की हैं उनमें अवश्य ही अण्डर ग्राउण्ड या ओवर ब्रिज बनाना चाहिये।

अभी मैं मैसूर स्टेट में गया। आज कल जो हमारे माननीय मन्त्री हैं वे इस को किसी प्रकार से पक्षपात की बात न समझें। मैं यह कहना चाहता हूँ कि जो सबसे बड़ा कोयले की खान वहां है उसके यातायात के लिये अब तक रेलवे लाइन कनेक्ट नहीं हुई है। उसे बहुत बड़ा संकट है और बहुत बड़ा नुकसान हो रहा है। क्या रेलवे मन्त्री महोदय इस बात पर ध्यान देंगे कि वहां पर लोहे की खान है, वहां पर आयरन ओर समुद्र तट तक जाता है। वहां के लिये एक रेलवे लाइन की व्यवस्था होनी बहुत आवश्यक है। आजकल के युग में जब हर तरह हमारे मुल्क का व्यवसाय बढ़ रहा है और लोहे की खानें चारों तरफ बढ़ रही हैं तब हमको उसे तेजी के साथ दूसरी जगहों पर पहुंचाने का प्रबन्ध अवश्य करना चाहिये।

16.11 hrs.

[MR. SPEAKER in the Chair]

Shri Dasappa: May I know what State he is referring to?

Shri Gauri Shankar Kakkar: Mysore State.

Shri Dasappa: You are referring to coal.

Shri Gauri Shankar Kakkar: I mean iron ore: I am referring to Mysore State and to the transportation of iron ore.

इसके बाद मुझे सिर्फ एक बात कहनी है और उसे रेलवे मन्त्रालय को करना है। उसमें ज्यादा पैसे का व्यय नहीं होगा। वह यह है कि जो उनका प्रशासन या एडमिनिस्ट्रेशन चल रहा है उसमें प्रायः यह देखा गया है कि जो डिवाजनल सुपरिन्टेंडेंट या जनरल मैनेजर होते हैं वे पूरा नियन्त्रण अपने हल्के में नहीं कर सकते हैं। अगर सरकार डिस्ट्रिक्ट लेवल पर अफसरों का कोई विकेंद्रीकरण करे तो सरकार को ज्यादा सुविधा हो सकती है।

इस समय मुझे यह चीज भी अवश्य कहनी है कि जब हमारी भारत सरकार के इतने बड़े विभाग का राष्ट्रीयकरण हुआ और इतनी जबरदस्त आमदनी उससे होती है तो कोई कारण नहीं है कि रेलवे कर्मचारियों को सन्तुष्ट करने के लिये उनको कम से कम एक महीने का वेतन बतौर बोनस के न दिया जाये। वर्कशास के बारे में जिस इन्सेन्टिव का जिक्र किया गया है वह बहुत ही नाकाफी है। उसमें है कि अगर वह ज्यादा काम करते हैं तभी बढ़ोतरी होगी। मेरा निवेदन है कि रेलवे कर्मचारियों को इस बात का अवसर दिया जाये कि वे यह समझे कि अगर वे मेहनत से काम करेंगे तो चूंकि यह व्यवसाय का विभाग है इसलिये उनका मासिक वेतन के अतिरिक्त बोनस का अधिकार होगा। यह चीज अवश्य होनी चाहिये इस रेलवे विभाग में।

जिलों के जो केन्द्रीय स्थान हैं जहां से आपकी गाड़ियां पास हांती हैं उन स्टेशनों को एक बार आप अवश्य देखिये। वहां की हालत को देखिये। अभी मैं अलवर गया था। वहां मैंने देखा कि वहां के प्लेटफार्मस और वेटिंग रूम की हालत ऐसी है कि वहां पर दो चार आदमी भी आसानी से नहीं बैठ सकते। यह बात भी की गई है कि बहुत स्टेशनों पर जहां जगह नहीं थी वहां इन्स्पेक्टरों के लिये जगह अलग कायम कर दी गई है, उनके लिये कमरा अलग बना दिया गया है, स्टाफ के

लिये अलग कमरा कर दिया गया है। वह भी वेटिंग रूम और होटलों की जगह को काट कर अलग किया गया है। ऐसे स्टेशनों पर भी यह किया गया है जहां पर शायद इन्स्पेक्टर और स्टाफ वाले साल में एक बार भी नहीं आते। इस सम्बन्ध में मैं विशेष तौर पर फतेहपुर स्टेशन का जिक्र करूंगा। वहां पर वेटिंग रूम और होटलों की जगह को काट कर इन्स्पेक्टर और स्टाफ के लिये कमरा अलग कर दिया गया है। हमारे मन्त्री महोदय को इन बातों पर अवश्य ध्यान देना चाहिये और इस बात का प्रयास करना चाहिये कि समाजवादी व्यवस्था में जो गरीब हैं उनको ज्यादा सुविधायें दी जायें आराम दिया जाये। तभी सही मानों में आप यह कह सकते हैं कि आप प्रजातन्त्रीय समाजवादी व्यवस्था को ठीक रूप से चलाते हैं।

Shri A. P. Sharma (Buxar): Mr. Speaker, Sir like the previous year, this year also I would like to congratulate the Railway Minister and the Railway Ministry for presenting a surplus budget and maintaining the financial position of the railways sound without increasing the passenger fares and freights. When the Railway Minister presented the budget in this House and when the budget speech was received by us, I went through the budget speech very carefully. As some hon. Members have said, it is one of the longest budget speeches that has ever been made in this House by any Railway Minister.

While going through the budget speech, I was trying to find out if there was anything new, anything inspiring at least for the 12 lakh odd railway employees in this country who are working in the Indian railways. But I am sorry to say in this House that the same old type of speech that the previous Ministers

[Shri A. P. Sharma]

had made in this House—the standard type of speech as I may call it—was delivered this year also.

The Railway Minister has very kindly said in his budget speech that this year the railways have been able to maintain their earning and the earning has been somewhat more than the previous year. But I find in the budget speech that no effort has been made or there is no mention as to what is going to be done to improve the service conditions and the emoluments of those people who have been mainly responsible for the Railway Minister to present this surplus budget in this House.

If you examine the position of the railway employees, their service conditions and also their emoluments, you will find Sir that apart from the 12 lakh railway employees working in the Indian railways, about four lakh casual labourers are also there. There is no arrangement to pay them adequate salaries. I have already asked a question in this House about this aspect.

As the time at my disposal is very short I would like to deal only with a few specific matters, particularly, the salaries and dearness allowance. If you look at the recommendation of the Second Pay Commission, you will find that they fixed the salaries of the railway employees in terms of the prices prevailing in 1949. At that time, the Pay Commission's recommendations were based on taking the price index as 1.15, and they decided to compensate 15 points by paying an additional dearness allowance. Since then, the Pay Commission has also recommended that every rise of 10 points on an average of 12 months will be further compensated. If you look at the trend in prices, Sir, you will find that today the prices have gone up to 138 points. It is unfortunate that the Railway Ministry and the Government of India

should have thought of increasing the dearness allowance of Class IV and Class III employees by Rs. 2 and Rs. 5 respectively which has only resulted in a further rise in prices in the market. Therefore, on the side of the National Federation of Railwaymen and the INTUC, we have always been urging that the solution for meeting this rise in prices or rendering some benefit to the employees is not to increase the dearness allowance, because we know fully well that the Government, at no stage, will either be able to bring down the prices or be able to compensate or neutralise the rise in prices fully. We have always been suggesting that the best way is to provide a chain of fair price grain-shops in the railways. We used to have grain-shops but they were abolished on certain considerations. But today, we feel that the time has come when the railways should provide foodgrains and essential commodities of life to the railway employees at cheap rates, if they want the railway employees to continue to contribute their efforts to maintain the efficient running of the railways.

Sir, now, I would like to speak about the incentive scheme working in the various workshops of the railways. The Railway Minister has very kindly mentioned whatever he has been told about the working of the incentive scheme. I am sure he had no opportunity to examine the working of this incentive scheme. When this scheme was introduced, three things were agreed to between the National Federation of Railwaymen and the Railway Board. It was agreed, firstly, that under no circumstances higher grade promotional posts will remain unfilled on account of the introduction of this scheme; secondly, recruitment in the lowest grades will not be stopped; and, thirdly, the workers' emoluments will also be considerably increased. The provision there is that it will be increased between 33 per cent to 50 per cent. If you examine all these three aspects you will find that today in all the work-

shops the workers are opposing vehemently the working of the incentive scheme because the higher grade posts are not filled, recruitments are not done and emoluments are also not increased to the extent that it should have increased.

The hon. Minister has also mentioned about production committees, joint committees and so many other committees. I can tell you on the floor of this House that all these committees are not constituted by the popular representatives of the railway workers either through their trade union or otherwise, and these committees are only constituted by a hand-picked men by the railway administration.

In this connection, it will be interesting to note the talk of the hon. Railway Minister about the schools, primary schools higher secondary schools and high schools for the Indian Railways. If you examine the previous speech of the Railway Minister and also the working report of the Railway Board you will find that the same figure is repeated every year. I have examined the figures and I find that this year only 16 schools have been added out of which 13 are primary schools, one is a higher secondary school and two are middle or high schools. Instead of saying that they have been able only to provide 13 primary schools or one or two more high schools or higher secondary schools, the same figures of 652 and 63 are repeated in the speech. Although the Railway Board has all along been saying that education is the responsibility of the State and therefore the Railway Board does not own this responsibility, I would like to remind the Railway Minister about the agreement reached between the National Federation of Railwaymen and the Railway Board in the year 1955 according to which the Railway Board undertook to provide primary schools for the education of the children of railway employees.

Sir, as I told you earlier, I had to say many things on the floor of this House, but I will conclude with only one or two more observations. I will first deal with the labour relations on the Indian Railways. I slightly differ from my hon. friend Shri Nambiar when he quoted me as saying that the permanent negotiating machinery has completely failed. It is a fact that this machinery is not functioning satisfactorily. At certain places it has failed. There is no doubt about it. But I would say in this House, most frankly, that at the Board's level this machinery has been working successfully. But this is not the position so far as the zonal railways are concerned. I do not say that in all the zonal railways it is so, but in certain zonal railways and in most of the divisions of these railways it has failed. I was expecting that the Railway Minister would examine the working of this machinery in all the railways. What is the greatest defect in this machinery? This machinery suffers to that extent that at the board level if there is difference of opinion between the Railway Board and the railway labour, no arbitration machinery is provided to settle the disputes. The provision in this machinery is that as and when an occasion arises and when a subject is considered sufficiently important an *ad hoc* tribunal would be set up and such subjects would be referred to the tribunal. This is not a happy position, so far as labour relations in the Indian railways is concerned. As a matter of fact at this stage I would like to say that the Railway Ministry, which is presided over by no less a personality than Shri Dasappa, who is known for his Gandhian approach should see to it that some improvement is made in this direction. I have read with interest the article written about the Railway Minister and published in our own *Indian Railway Worker* when he took over as Minister. His coming to this Ministry has certainly encouraged us and we do hope that the Railways, which is the biggest nationalised undertaking, will not follow the same old policies which it has followed for

[Shri A. P. Sharma]

the last 110 years. It should certainly strive for ideal relationship between labour and management, which can be followed by other establishments and other industries.

Shri Nambiar made a reference to the increase in house rent. It is true that the house rent has gone up 3 or 4 times and since the recent increase in house rent the National Federation has differed with the Railway Board on this question. We have been demanding for the last two years that this matter should be referred to arbitration, but the Railway Board has not agreed to this.

Now I also want to mention where I differ from Shri Nambiar. He has said something about the recognition of unions in the Southern Railway. I would like to remind my friend that some time back it was decided that the multiplicity of trade unions should be discouraged. Consistent with that policy, he should be glad, he should be happy that it was in the Southern Railways where the two unions affiliated to the two federations came together and formed themselves into one single union.

Shri Alvares (Panjim): Why cannot the two federations, come together in the same way?

Shri A. P. Sharma: If Shri Alvares tries of course that can certainly be done.

I want to say in this House that in the Southern Railways the union which is functioning is the merged union, as a result of the merger of the two unions. Perhaps, my hon. friend, Shri Nambiar, may differ from me even on the question of the merger because that merger did not turn to his advantage, did not result in any advantage to him. Unfortunately, in the Southern Railways the merger has not turned to his advantage. Therefore, his party has started a new union there and is asking or demanding for the recognition of that union. I am sure

if he considers the question dispassionately he will definitely agree with me that in the interests of labour it is not proper that another union should be recognised in the Southern Railways. We should take the cue from that and we should try to bring about one union on all the Indian railways. That should be the slogan of every railwayman and ultimately we may have one national federation.

While closing my speech, in one minute I would like to say something about the attitude of the Railway administration towards those unions which want to settle disputes either by staging a demonstration or by indulging in unlawful activities or, what is called, unpeaceful activities. Recently, there was an illegal strike, as the Railway administration calls it—perhaps, we may also agree with them—in the Lilloah Workshop in the Eastern Railway. This strike, you will be interested to know, was instigated by some people who were never in the forefront of labour movement. So, it can be described as a movement without any leader rather a leaderless movement. Still, friends who are the supporters of Shri Nambiar and others, they have all along been supporting that movement. Then what happened? The railway administration was forced to declare a lock-out for which the Government and the railways were being criticised. After 15 or 16 days, with great difficulty, with the help and good offices of the National Federation of Railwaymen, the lock-out was lifted.

Shri Nambiar: The demand was legitimate.

Shri A. P. Sharma: I do not know The demand was that the emergency should be lifted. That demand should be discussed here and not in the Lilloah Workshop. Workers have suffered there. Therefore I request my friends, who are either instigating or who may be instrumental in instigating the workers, not to undertake all these unlawful activities to the

detriment of the workers if they want some constructive trade union movement and if they want that the Railways and the Railway workers should progress.

I close with only one sentence, with my sincere appeal to the hon. Railway Minister. I maintain that the 10,000 workers in the Lilloah Workshop were a misguided lot. They were instigated by agencies which the Railway Administration and the Government have never been able to find out. Those workers should be treated sympathetically. The Railway Administration should find out ways and means to see that their 15 days' wages that had been cut as a result of this lock-out and these activities are restored to them. In what from they can be restored is for the Railway Administration to consider.

With these words I again want to congratulate Shri Dassapa and I hope that he will definitely reorientate the labour policy on the Indian Railways under his regime.

10.31 hrs.

RE: MOTIONS FOR ADJOURNMENT
AND CALLING ATTENTION
NOTICES

ALLEGED REQUISITIONING OF TROOPS AND
CURFEW IN SHILLONG.

Mr. Speaker: I will now take up the adjournment motions.

The Minister of Home Affairs (Shri Nanda): Mr. Speaker, Sir, in the statement made yesterday by Government on the disturbances in Shillong, it had been stated that details were awaited about an incident which occurred in the evening of February 18. The Government of Assam have reported that at about dusk on February 18, crowds were moving about in the Noghthymai Umpling area. They were, however, persuaded to go back to their houses.

At about the same time, another crowd set fire to a police post at Laitumkhrah and threw stones at the police beat house. A fire brigade vehicle was sent for. This vehicle, which was accompanied by a police party, encountered road blocks on the way but managed to get near the building on fire. The vehicle was severely attacked with stons and arrows were shot at the police party by the crowd which was blocking one of the roads leadin to the interior. The unlawful crowd was warned to disperse but it paid no heed to the warning and continued to attack the fire brigade and the police party. The police were then compelled to open fire as a result of which the crowd dispersed.

As regards the calling in of troops, it has been ascertained that on a requisition by the District Magistrate, the State Government arranged with the Army authorities in Shillong to have a company of troops to stand by as a precautionary measure so that in case the District Magistrate found it necessary to requisition their services under the Criminal Procedure Code, they may be readily available. The intention was that troops would be available for deployment under orders of a Magistrate should the need arise, and their presence itself was bound to have a steadying effect. The troops were required to go round the affected localities and for patrolling purposes but were not committed in any other way. If they were to be used for dispersing unlawful crowds, this would have been done under proper orders from a Magistrate who was attached to them. The troops were not, in actual fact, used to take action against unlawful crowds and they did not use force or open fire. As regards the Barabazar area, the troops were used on requisition by the District Magistrate for intensive patrolling only and there was a Magistrate with them. It was also expected that the mere presence of the troops would deter lawless elements from