

Shri T. T. Krishnamachari: I introduce* the Bill.

12.37 hrs.

****DEMANDS FOR EXCESS GRANTS
(RAILWAYS), 1961-62**

Mr. Speaker: The House will now take up discussion and voting on the Demands for Excess Grants in respect of the Budget (Railways) for 1961-62.

**DEMAND NO. 3—PAYMENTS TO
WORKED LINES AND OTHERS**

Mr. Speaker: Motion moved:

"That a sum of Rs. 13,926 be granted to the President to make good an excess on the grant in respect of 'Payments to Worked Lines and Others' for the year ended the 31st day of March, 1962."

**DEMAND NO. 20—APPROPRIATION TO
DEVELOPMENT FUND**

Mr. Speaker: Motion moved.

"That a sum of Rs. 7,18,35,041 be granted to the President to make good an excess on the grant in respect of 'Appropriation to Development Fund' for the year ended the 31st day of March, 1962."

The Minister of Railways (Sbri Dasappa): Sir, may I make a few introductory remarks? Out of the six Excess Demands for Grants, only two pertain to Voted Grants, namely, Demand Nos. 3 and 20; the other four namely, Demand Nos. 5, 6, 7 and 17 pertain to Charged Appropriations, which had been brought to the notice of the Parliament. The excesses in respect of the four Charged Appropriations are relatively small in amount. The excesses in respect of the two Revenue Voted Grants, namely, "payment to worked lines and others" and "appropriation to Development Fund" both reflect the net effect after inclu-

ding earnings; including the actual increase in earnings over earlier anticipations, there was naturally more payment to worked lines and also more transfer of surplus to Development Fund. There is strictly, therefore, no excess over an expenditure grant as such under either of the Voted Grants.

With these preliminary remarks, I commend the Excess Grants for the approval of the House.

Shri S. M. Banerjee (Kanpur): Sir, now we have our new Minister for whom I have great regard. I would like to confine my remarks or criticism to Demand Nos. 17, 6, and 3. Taking Demand No. 3 first, this provides for expenditure on payments to owners of branch lines, worked by, and as part of the Indian Government Railway System, of their share of net earnings. I take this opportunity to submit to the Minister that the contract system in railways should come to an end.

Sir, I have seen that a lot of litigations are going on because of this contract system and it has been found that the work done by the big contractors who have a monopoly in Railway Department generally results in inefficiency. When I raise this question, it is not that I want the Railway Ministry to do something for which this Government is not pledged. In the Indian Labour Conference—I think it was the 21st Labour Conference—a decision was taken unanimously by the employees, the Government and the representatives of the employers, that the contract system should come to an end. I should take this opportunity of reminding this Government and, particularly, the Railway Minister, that if they cannot abolish the contract system throughout the country at least the contract system should be abolished in the Government departments like the Railways and Defence where the contract system is in the maximum.

*Introduced with the recommendation of the President.

**Moved with the recommendation of the President.

[Shri S. M. Banerjee]

I think there should be a departmental labour pool. All those who are serving under the contractors can be brought under this pool. If such a pool of the unskilled semi-skilled and skilled workers is made up, I think the same workers who are under the contractors now can work in almost all places in the country. If that is done, I do not think there will be this sort of corruption and inefficiency as is now seen in the various works done by the contractors.

Then I would like to invite his attention to certain things which are going on especially concerning our rolling stock and maintenance and repair work. It is good that now we are not confronted with many accidents. Now there are only accidents at the unmanned gates. I would like to take this opportunity to bring to the notice of the hon. Minister that within one month there have been two or three accidents—I speak, Sir, subject to correction—at unmanned gates. Even yesterday it was known to us that three people have died. That may be not due to any human failure or because of bad maintenance or repair but because some gates could not be constructed. I remember, Sir, when this question of accidents at unmanned gates was taken up in this House you in your wisdom suggested that at least there should be some boards put up. I am sorry I have still seen many gates, many unmanned level crossings where even these boards are not visible. I am told it is the State Government which is responsible for this. I do not know whether it is the State Governments or it is the Central Government which has to do it, but, after all it is this Government, which is in power here and there, that is responsible for taking proper precaution to prevent such accidents.

About maintenance and repair work, unfortunately, there is some

slackness with the result that whenever a train is late and I ask those persons who are in charge the reason for it, I am always told that there is some technical defect. That is why I feel that there should be proper checking, proper maintenance and repair. Our railway tracks are pretty old. It is not possible for us to replace them immediately unless we manufacture our own things or import them to the tune of the requirements needed in this country. The other question is whether the cast iron sleepers or the wooden sleepers can be replaced by R.S. sleepers. His predecessor, Sardar Swaran Singh who very ably managed the Railway Department, explained to this House that they are trying to have a good experiment to avoid accidents or to minimise accidents by replacing the cast iron sleepers or wooden sleepers—of course, wooden sleepers are very good, but they are not available—by R.S. sleepers. Now there is a scheme to establish plants in this country which will manufacture R.S. sleepers or concrete sleepers. It was invented by a French expert. I want to know whether tenders have been accepted or invited and which are the companies concerned. I want to know whether the Government is going to have its own factory for the manufacture of these sleepers or it will be done in the private sector. I do not mind even if it is given to the private sector because we want production to come up in this. I want to know from the hon. Minister whether any final decision has been taken in this respect. I would also like to know the names of those concerns which are going to manufacture these R.S. sleepers.

Then I come to the question of our railway workshops. The other day our Prime Minister was at Chittaranjan. He was very happy to see the first electric locomotive coming out of Chittaranjan.

Shri Dasappa: A C. locomotive because D. C. locomotive has already come.

Shri S. M. Banerjee: Yes. We are all proud of Chittaranjan and the workers working there because I am told the cost of Chittaranjan locomotive is less than TELCOS. There was a competition between Tatas and Chittaranjan. I know my hon. friend, the late lamented Feroze Gandhi, used to champion the cause of the railway workers. It was he who initiated the debate and proved beyond doubt that Chittaranjan can produce better and cheaper locomotives than TELCO, and it was done. The cost of production came down. But to those people who produce it, unfortunately, it has become a problem, because their well-represented union is not recognised. Shri Shah Nawaz has replied to this question many times in this House. I want to ask him whether it is for security reasons or due to any other reason that this particular union which is banned, which is controlled by the workers, where there is no politician attached to it, is not recognised. This is a matter which I cannot explain to the workers logically. I want to know why this union is not recognised. I want a clear answer from the hon. Minister, in case he is in a position to answer now because he is quite new to the Ministry, or at least let him not say 'no' now, let him not follow his Deputy Minister, let him take his own time and then decide whether this union deserves recognition.

With these words, Sir, I once again pay my warmest compliments to the railway department and its employees who have done so much. I would only request them to be more conscious of their responsibility to the nation. It is true that we cannot immediately replace these old railway tracks, but if the efficiency of repair and maintenance work is increased it will increase the efficiency of the railway department and I am sure with the help of the railway

workers the hon. Minister will be able to run the Indian Railways very well. Once again, Sir, on behalf of the railway employees whom I represent, I assure the hon. Minister of my wholehearted support in running the railway department efficiently.

श्री भू० ना० मंडल (सहरसा) : अध्यक्ष महोदय, मैं डिमांड नम्बर २०, एप्रोप्रियेशन टू डिवेलेपमेंट फंड पर बोल रहा हूँ। जो रुपया इस मद में जमा होता है, उस रुपये का जैसा उपयोग होना चाहिये नहीं किया जाता है। मैं सहरसा जिले से आता हूँ जो बिहार का एक बहुत पिछड़ा भूभाग इलाका है। उस इलाके में रेलवे की तरफ से जिस डेवलेपमेंट कार्य करने की जरूरत है, उस प्रकार का डिवेलेपमेंट कार्य नहीं किया जा रहा है और न ही उस ओर कोई ध्यान दिया जा रहा है। मैं तथा उस इलाके के जो दूसरे प्रतिनिधि हैं, उन सभी ने कई बार इस बात की शिकायत की है और गवर्नमेंट से आग्रह किया है लेकिन सरकार का इधर आज तक कोई ध्यान नहीं गया है। हमने कई रेलवे लाइनों की बात कही है लेकिन हमारी जो मांग है उसको आज तक पूरा नहीं किया गया है। मैं आपको बतलाना चाहता हूँ कि सुपोल से राघोपुर होकर प्रतापगंज तक एक लाइन थी जो कि कोर्मी आश्रमण के जमाने में आज से बीस पन्चास बरस पहले उठ चुकी थी, बन्द कर दी गई थी। इस लाइन की ओर कई बार सरकार का ध्यान खींचा जाता रहा है लेकिन कोई ध्यान सरकार की ओर से नहीं दिया गया है। मैं चाहता हूँ कि यह जो ओल्ड लाइन थी, इसको रेस्टोर किया जाये। यह ज्यट ग्राइंग इलाका है और ज्यट से हमें डालर प्राप्त होते हैं। मैं चाहता हूँ कि गवर्नमेंट इस ओर ध्यान दे। मैं चाहता हूँ कि सुपोल से लेकर अष्टियाही, राघोपुर, प्रतापगंज होते हुए फारविसगंज में इस लाइन को मिला दिया जाये।

सहरसा डिस्ट्रिक्ट हेडक्वार्टर है। वहाँ पर रेलवे स्टेशन है। उस रेलवे स्टेशन पर

[श्री भू० ना० मंडल]

ओवर-ब्रिज की आवश्यकता है। इसके न होने के कारण कई एक्सीडेंट हो जाते हैं और हो भी चुके हैं। इस ओर भी कई बार सरकार का ध्यान खींचा गया है लेकिन उसने कोई ध्यान नहीं दिया है। मैं चाहता हूँ कि इस ओर सरकार का शीघ्र ध्यान जाये।

जो नई लाइनों की जरूरत है, उस ओर भी मैं आपका ध्यान दिलाना चाहता हूँ। पंचवर्षीय योजना शुरू होने से पहले पोस्टवार रिक्तिकेशन की बात चली थी। इसमें मधीपुरा से बीहपुर और फिर विरपुर तक नई लाइन खोलने की बात थी। इसको प्रथम पंचवर्षीय योजना में नहीं लिया गया और कहा गया कि बाद में लिया जायेगा, द्वितीय योजना में लिया जायेगा। उस में भी इसका नहीं लिया गया और अब तृतीय योजना बीत रही है। अब तक इस लाइन को इस में भी नहीं लिया गया है। मेरा सरकार से आग्रह है कि उस लाइन की ओर भी विशेष ध्यान दिया जाये। एक नई लाइन सिमरी बखतियारपुर में शुरू करके सोनवरसा होते हुए बिहारीगंज में मिला दिया जाये। अगर ये सब लाइनें बन जायें तो जो जूट ब्रॉइंग इलाका है, उस इलाके का बहुत सा काम रेलों के जरिये चल सकता है।

मैं यह भी कहना चाहता हूँ कि रेलों में जो ओवर-क्राउडिंग की समस्या थी, उस समस्या को हल करने की ओर भी कोई ध्यान नहीं दिया गया है। मैं चाहता हूँ कि जो मैन लाइन की ट्रेनें हैं, उन में से कुछ ट्रेनें सहरसा होकर, पूर्णिया होकर, कटिहार और जोगबनी तक लाई जायें। कुछ ट्रेनें मैन लाइन से होकर जाती हैं और वे ट्रेनें इस लाइन पर हो कर भी जा सकती हैं। ऐसा अगर किया गया तो उस इलाके की तरक्की भी होगी और उस एरिया में जो कारोबार हो रहा है, उसका भी बहुत ज्यादा प्रोत्साहन मिलेगा। इससे पंचवर्षीय योजना का जो उद्देश्य है,

कि जो अनडिवेलेपड एरियाज हैं, उनका डिवेलेपमेंट किया जाये, वह भी पूरा होगा क्योंकि रेलवे का होना, प्रोत्साहित करेगा, दूसरे दूसरे मींज आफ ट्रांसपोर्ट का होना उस पिछड़े इलाके—विकास के लिये मींज आफ कम्युनिकेशन का होना बहुत जरूरी है। इसका असर दूसरी जगहों सब बातें हैं, जैसे उद्योग, व्यापार, उन पर भी पड़ेगा और उस एरिया के डिवेलेपमेंट में मदद मिलेगी।

चूँकि वह इलाका बहुत पिछड़ा हुआ है और पिछड़े-सनाज के ही अधिवाश रहते हैं, इस वास्ते शायद सरकार का ध्यान उस ओर नहीं जाता है। मुझे तो इसका कारण यह मानना पड़ता है कि कोई इनकुरेंस वाला आदमी, उस इलाके का नहीं है जो कि अपना असर सरकार पर डाल सके।

अध्यक्ष महोदय : आपका इलाका वह नहीं है ?

श्री भू० ना० मंडल : मेरा ही एरिया है और हम लोग निगलैक्टड है। हम लोगों को जानबूझ कर सरकार की ओर से निगलैक्ट किया जाता रहा है। कोई इन लोगों का अगर ऐना आदमी होता जो वायरपुलिंग कर सकता तो शायद बहुत जल्दी काम हो सकता था। लेकिन वायरपुलिंग करने वाला कोई आदमी नहीं है।

मैं सरकार का खास तौर से ध्यान इस ओर खींचता हूँ और चाहता हूँ कि वह उस इलाके के लिये कुछ करे। अगर उसने ध्यान दिया तो सरकार को भी नफा हो सकता है और वहाँ की जनता का भी हित हो सकता है। वहाँ के जो डिवेलेपमेंट के काम हैं, खास कर रेलों के, उनकी तरफ सरकार का ध्यान जाये, यही मेरी प्रार्थना है।

श्री यमुना प्रसाद मंडल (जयनगर) : अध्यक्ष महोदय, यह जो संस्था है, भारतीय रेलों जो है, इन्होंने बड़ा ही प्रशासनीय कार्य

किया है। जिस किसी भी स्टेशन पर हम लोग उतरते हैं, हम पाते हैं कि स्वतन्त्रता प्राप्ति के बाद से हम लोगों ने, हमारी सरकार ने काफी कार्य किये हैं।

तीसरी लोक सभा की पब्लिक एकाउंट्स कमेटी की हिदायत के अनुसार ही ये सप्लीमेंटरी ग्रांट्स पेश की गई हैं। उस कमेटी के आदेशानुसार ही इन खर्च की मांगों पर हम यहाँ विचार कर रहे हैं। मुझे थोड़ी सी बात डिमांड नम्बर ६ के सम्बन्ध में कहनी है। इस डिमांड का मैं हृदय से स्वागत करता हूँ। उसके साथ साथ डिमांड नम्बर १७ जो मशीनरी तथा निर्माण कार्यों से सम्बन्धित है का भी समर्थन करता हूँ। इस डिमांड में उन्होंने कहा है कि पटरियों आदि के बदलाव की आवश्यकता महसूस हुई। मैं भी बतलाना चाहता हूँ कि उत्तरी विहार के थोड़े से इलाके में कुछ ऐसी लाइनें हैं जिन का बदला जाना बहुत जरूरी है। चूँकि इनका अभी तक बदला नहीं गया है इस कारण से वहाँ पर ट्रेनों की रफ्तार बहुत धीमी रहती है। दो तीन लाइनें ऐसी हैं जो बड़ी ही घनी आबादी वाले इलाके से होकर गुजरती हैं। इस कारण से वहाँ की जनता को बहुत परेशानी का सामना करना पड़ता है। दरभंगा जिले से जयनगर की ओर और दरभंगा से निर्मली की ओर जाने वाली लाइन बहुत पुरानी पड़ चुकी है। दरभंगा से आगे जितनी भी पटरियाँ हैं वे सब बहुत पुरानी हो चुकी हैं और पुरानी होने की वजह से अच्छे इंजिन वहाँ नहीं चल सकते हैं और अच्छे इंजनों के न चलने का नतीजा यह होता है कि लोगों को घंटों वहाँ ठहरना पड़ता है। मैं चाहता हूँ कि इस ओर आपका ध्यान जाये।

मैं मंत्री महोदय को धन्यवाद दूँगा कि वह बराबर हम सभी सदस्यों की बातों को बहुत ध्यान से सुनते हैं और बहुत धीरे हमारे मुद्दाओं पर कार्रवाई करने की बात सोचने हैं। अभी हमारे पूर्व बक्ता ने एक बात नहीं

है, जिस को मैं नहीं मानता हूँ। मैंने कल भी अपने रेल मंत्री महोदय का ध्यान इस ओर खींचा था और उन्होंने आश्वासन दिया था कि इन सब बातों को वे बहुत जल्दी देखेंगे और विशेषकर उस इलाके की बात को जहाँ पर कि पाट की खेती होती है और जिस से लोगों को, किसानों को काफी पैसा मिल सकता है, वह बहुत जल्दी देखेंगे। मैं आशा करता हूँ कि वह भी धीरे इनके सम्बन्ध में कोई निर्णय ले लेंगे।

दूसरी बात यह है कि उम मुपोल-भापयाही इलाके में रेल पहले से ही थी। सरकार को अपनी रेल की जमीनों भी हैं। बहुत सी जगह ताँ पूर्वोत्तर रेल स्टेशनों वगैरह पर मकानात इत्यादि भी हैं। वहाँ पर केवल सरकार को रेल दौड़ाने की जरूरत है। कोई ज्यादा अलग से देने की जरूरत सरकार को नहीं पड़ेगी और न ही अलग से रॉलिंग स्टॉक की ही जरूरत होगी।

इन शब्दों के साथ मैं उन सभी डिमांड्स का हृदय से समर्थन करता हूँ। मैं भगवान से प्रार्थना करता हूँ कि जिग मंस्था का उन्होंने नायकत्व सम्भाला है, नेतृत्व सम्भाला है, उम में वह उनको पूरी सफलता दे।

Shri V. B. Gandhi (Bombay Central South): Mr. Speaker, Sir, I shall deal with Demand No. 20, which provides for appropriation to development fund out of the surplus for the year 1961-62 which is of the order of Rs. 7.18 crores. This surplus, which is available for appropriation to the development fund, has resulted from the working of the Indian railways for the year 1961-62. We know that in 1961-62 the railways operated with their freights and fares unchanged, I believe, and even then it has resulted in a substantial surplus. Therefore, the point that I am trying to make is that fares and freights should be changed with great caution. It is our impression, and in fact it is our reasoned expectation, that the railways should be able to carry on with-

[Shri V. B. Gandhi]

out deficits in their budget on the basis of the prevailing freights and fares.

12 hrs.

In this connection I would appreciate it if the hon. Minister of Railways would give in his speech some information which I do not happen to possess just at the moment. I would like the figures of the Budget estimates, and the revised estimates and the actuals for the years 1960-61, 1961-62 and 1962-63 and also the figures of the Budget estimates and the revised estimates for 1963-64 if they are available.

The whole idea that we have in mind in connection with this question of railway freights and fares is that any increase in these freights and fares leads to serious consequences to the economy as a whole. The railway administration should, therefore, be very, very cautious, rather reluctant, in changing or increasing these rates too often. What actually has happened is that in the two years 1962-63 and 1963-64 they had raised these freight rates and fares. At the time of the Budget in these two years some of us had raised our voice.....

Mr. Speaker: The Budget is again approaching. Here they do not want any fresh amount of money for expenditure but only an adjustment. The money is there. They want to appropriate it from the Development Fund. That is all. They are not asking for anything.

Shri V. B. Gandhi: I agree with you. What I am only trying to submit here is that this surplus has resulted in such a substantial sum in 1961-62 and 1962-63 against the.....

Mr. Speaker: Against the increase in fares and freights?

Shri V. B. Gandhi: Yes, Sir.

Mr. Speaker: Therefore that also to be taken into consideration during discussion on Excess Grants is not possible.

Shri V. B. Gandhi: Incidentally I am going to refer to it for one minute and say that in 1962-63 they first raised fares with the idea of getting additional revenue of Rs. 21.26 crores. Even then some of us protested and said that this was not necessary; the Railways should rather take a loan from the Central Government and carry on and see if at the end of the year they were able to make up their deficit if they at all had a deficit.

The Deputy Minister in the Ministry of Railways (Shri S. V. Ramaswamy): But there was additional expenditure also.

Shri V. B. Gandhi: I will not deal with details.

Then again in 1962-63 we were told that they had not raised their fares and freights for a number of years and therefore some kind of an increase was due. That was an argument which, of course, we did not accept. Simply because they had not raised the freights for a number of years they must raise....

Mr. Speaker: He is discussing the whole policy. Shri Gandhi knows it much better than anybody else that at this time it is only the question of adjustment of the amount. He should have reserved this argument to be used against the Government when they came up for fresh demands.

Shri V. B. Gandhi: Very well; I will not deal with it. I only want to suggest that the new hon. Minister who has so much experience will consider some of these wider issues, such as, the consequence of raising railway freights because railway freights and fares constitute the cost of production in a whole range of products of vital and essential nature to our economy and that

when he frames his policies he may kindly look at these issues in this wider interest.

श्री श्रीकारलाल बेरबा (कोटा) :

अध्यक्ष महोदय, मैं डिमांड नं० ३, ५, ६, ७ और १७ पर बोलना चाहता हूँ। इसमें मैंने देखा है कि जहां भी कारण लिखे हुए हैं वहां यह लिखा हुआ है कि इसमें हमसे गलती हो गई या हमारी भूल हो गई। मैं जानना चाहता हूँ कि यह भूल किस तरह से हुई और यह रुपया खर्च करने का उनको अधिकार भी था या नहीं। उन्होंने बिना अधिकार के रुपया खर्च कर दिया और अब उसके लिये एक्स्ट्रा डिमांड यहां पर पेश कर दी गई कि यहां से तो हमें वह मिल ही जायेगी। इन लोगों को ख्याल करना चाहिये कि अगर कोई खर्च किया जाता है तो बहुत सीधे ममझकर करना चाहिये। हम पहले ही काफी रुपये दे चुके थे लेकिन फिर भी कई जगह २०, २० और ३०, ३० हजार रु० के बेकार के खर्च किये गये। पहली भूल की बात यह है कि :

“खर्च में २० हजार की बढ़ती मुख्यतः प्रभूत मद में हुई है। इस वृद्धि का मुख्य कारण यह है कि अदालती डिगिरियों के सम्बन्ध में किये गये कुछ भुगतानों को पहले स्वीकृत मद में शामिल कर लिया गया था।”

यह ठीक है कि २० हजार रु० इसमें शामिल कर दिये गये और उसको लिखना भूल गये। तो यह जो ६००, ६०० रु० और १०००, १००० रु० तनख्वाह पाने वाले लोग हैं वे लोग इस तरह से गलती करें और उसे भूल जायें तो किस तरह से काम चलेगा।

दूसरी जो भूल की है वह यहां पर दी हुई है कि :

“खर्च के ४ हजार की बढ़ती केवल प्रभूत मद में हुई है। इस

वृद्धि का मुख्य कारण यह है कि अदालती डिगिरियों के सम्बन्ध में किये गये कुछ भुगतानों को पहले स्वीकृत मद में शामिल कर लिया गया था लेकिन लेखा बन्द करते समय जब इस गलत वर्गीकरण का पता लगा तो उस समय इसके लिये व्यवस्था करना सम्भव नहीं था और इसे ठीक करके इस रकम को प्रभूत मद में शामिल कर लिया गया।”

पता लगाते वक्त भी यह बात मालूम नहीं हुई कि यह रुपया बहुत लिख रहे हैं। अब खाता बन्द हो गया, क्या किया जाये। इन बातों के लिये ग्राडिट पार्टी बैठनी है, सब कुछ होता है फिर भी गलत इन्द्रराज हां जाता है और लिखने से रह जाता है। इस का मतलब यह है कि सरकारी लोग गैर जिम्मेदारी से काम करते हैं और पब्लिक के ऊपर टैक्स लगा दिया जाता है और यहां से भी उनको मंजूरी मिल ही जाती है। इस की ग्राडिट पार्टी के सिवा और कौन जांच करेगा। इस लिये ऐसे अधिकारियों को तो सविस से ही निकाल दिया जाना चाहिये जो २०, २० हजार रुपयों की गनतियां करते हैं।

हमारे श्री बनर्जी ने कहा कि सभी ठेकेदारियों को खत्म कर दिया जाना चाहिये। यह उन्होंने डिमांड नं० ५ के सम्बन्ध में कहा। अगर ठेकेदारियों को खत्म कर दिया जायेगा तो मेरी समझ में नहीं आता कि उसका क्या नतीजा निकलेगा। मैंने एक ही चीज के सम्बन्ध में देखा है। होटलों की ठेकेदारी खत्म कर दी गई। वह डिपार्टमेंटली चलने लगे। मैं यहां से मद्रास, कोचीन और केरल गया था। हमको जो खाना मिला वह स्पेशल खाना था, लेकिन वह इतना खराब था कि हमें उस के सम्बन्ध में शिकायत करनी

[श्री श्रीकार लाल बेरवा]

पड़ी। इस पर हम से कहा गया है कि हम दिल्ली चल रहे हैं वहां आप रिपोर्ट कर दीजियेगा। अगर ठेके का काम रहता है तो ठेकेदार को डर रहता है कि कोई चैक करेगा तो क्या होगा। लेकिन डिपार्टमेंटल में तो लोगों को यह डर नहीं रहता। वह समझते हैं कि जब शिकायत आवेगी तो जवाब दे लेंगे। इसलिए वे बेधड़क हो कर जो चाहे करते हैं। मैं आपको एक उदाहरण देता हूं कि कोटा में रेलवे के लक्ष्मी वर्कशॉप में कैची चढ़ाने के काम के लिए दोहद से एक सरदार को बुलाया गया। उनकी पेशान हो चुकी थी फिर उन्हें एक साल के लिये काम पर काम करने के लिये बुलाया लेकिन 9 साल में काम नहीं हो पाया। इसलिए उन को 6 महीने का समय और दिया गया लेकिन फिर भी दो कैची भी वह नहीं चढ़ा सके। इस काम को वही का एक मिस्त्री दो महीने में करने को तैयार है। तो यह होता है डिपार्टमेंटल में। मेरा तो खयाल है कि जब तक भाई भतीजावाद रहेगा तो चाहे वह ठेके का काम हो या डिपार्टमेंटल वह ठीक से नहीं चल सकता। इस को दूर करना चाहिए।

इसके अलावा मैं आप को और उदाहरण दूँ। एक गुजरात रेलवे के ठेकेदार को घाटा हो गया, तो सरकार ने उस प्राइवेट कम्पनी को सबसिडी दे दी। इसका क्या कारण है। अगर ठेकेदार को घाटा हो गया तो हो गया। उसको आख खोल कर काम करना चाहिए था। फिर क्या किसी ने इस की जांच की कि कितना घाटा हुआ है। उसने कह दिया उसी को मान लिया कि इतने लाख का घाटा हो गया और उस को सबसिडी दे दी। तो इस तरह से नुकसान होता है। यह कैसे चलेगा।

और मैं कुछ आप को तौल के बारे में उदाहरण देना चाहता हूँ कि किस प्रकार

सरकार को नुकसान होता है। लखीमपुर, अर्नी खाना, सीतापुर, पथरोना, खैराबाद, सिधौली, अठारिया, इरॉटा, बखशी तान, देवकला, कुकरा, इन स्टेशनों से गन्ना नादा जाता है। इसको अंट शंट तरीके से लादा जाता है, माल कितना ही होता है तोल कुछ लिखी जाती है। इस कारण 9,28,953 का खालिस घाटा तौल के कारण रेलवे को हो गया। अगर इसकी जांच की जाती तो यह घाटा पूरा हो सकता था। होता यह है कि कम्पनी का माल बीस मन होता है और रेलवे वाले पांच दस रुपया ले कर उसे दस मन ही लिख देते हैं। वैसे रेलवे में तौलने का प्रबन्ध है, लेकिन अगर जांच हो तब तो तौल ठीक हो सकती है नहीं तो अन्धा-धुन्ध चलता है। इसकी रिपोर्ट मैंने 28 जनवरी को रेलवे बोर्ड को भी दी थी लेकिन इस में बड़े बड़े कांग्रेसियों का हाथ है इसलिए जांच नहीं की गई इसलिए इसकी जांच होनी चाहिये। इस माल को तौलने का इन्तिजाम होना चाहिए। पब्लिक इस घाटे को बरदाश्त नहीं कर सकती।

श्री विश्राम प्रसाद (लालगंज): अध्यक्ष महोदय, आपने अभी फरमाया कि यह जो रुपया मांगा गया है इस को एडजस्ट किया जायगा। यह सही है। लेकिन इस के बारे में मैं आपके सामने पब्लिक एकाउंट्स कमेटी की रिपोर्ट पढ़ कर सुनाना चाहता हूँ। उस में लिखा है :

"Unnecessary supplementary grants/ Appropriations

In the following cases, the funds obtained by supplementary grants|appropriations proved unnecessary or in excess of requirements. In three of these cases funds were surrendered during the same month (March 1962) in which supplementary grants| appropriations were obtained."

तो मैं आप को यह बता रहा हूँ कि सन् १९६१-६२ में रेवेन्यू मिसलेनियस एक्स-पेंडीचर की मद में २६.१८ लाख रुपया सरेंडर किया गया और ओपिन लाइन वर्क्स-रेवेन्यू-लेबर वेलफेयर की मद में १२.८३ लाख सरेंडर किया गया। इस सिलसिले में मैं आप को पब्लिक एकाउंट्स कमेटी की रिपोर्ट से फिर सुनाना चाहता हूँ। उसमें लिखा है :

"The Committee then got the feeling that such cases indicated, besides individual lapses, certain defects in the procedure for the revision of budget estimates..... 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."

तो मैं आपसे यह कहना चाहता हूँ कि इस तरह बजट न बनाया जाए कि पार्लियामेंट से तो रुपया मंजूर करा लिया जाय लेकिन साल के आखिर में उसको सरेंडर कर दिया जाय। आप देखें कि सन् १९५८-५९ में ५२.३० करोड़ सेविंग हुई, सन् १९५९-६० में ५७.१० करोड़ हुई, सन् १९६०-६१ में ७६.३४ करोड़ हुई और सन् १९६१-६२ में ६२.०४ करोड़ हुई।

इतना ही नहीं सन् १९६१-६२ में टोटल ग्रांट का ३१.२ पर सेंट सेविंग हुआ जबकि सन् १९६०-६१ में यह १८.७ ही था। उस पर पब्लिक एकाउंट्स कमेटी ने कहा है :

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

इस के अलावा मैं आप को कहना चाहता हूँ कि जो पब्लिक एकाउंट्स कमेटी की सिफारिशें होती हैं उन पर रेलवे विभाग कई कई सालों तक ध्यान नहीं देता। पब्लिक एकाउंट्स कमेटी पार्लियामेंट की प्रतिनिधि है। अगर उसकी सिफारिशों को न माना जाय तो उससे अधिक दुःख की बात पार्लियामेंट के लिए और क्या हो सकती है।

इसमें लिखा है कि बहुत सा रुपया एडवांस के मामले में वे काट द्वारा आर-बिट्रेशन के मामलों में दिया जाता है। होता यह है कि किसी अफसर की गलती से ठेकेदार को नुकसान हो जाता है, वह उसके लिए मुकदमा दायर कर देता है और डिग्री करा लेता है और रेलवे सोती रहती है। और वह रुपया देना पड़ता है। लेकिन जो रुपया इस तरह आर-बिट्रेशन में या एवाड में दिया जाता है वह पार्लियामेंट के सामने नहीं आता। इस प्रकार पब्लिक के रुपये का दुरुपयोग हो रहा है। इसका मुझे दुःख है। ये चीजें भी पार्लियामेंट के सामने आनी चाहिए। एक तरफ तो आप जनता से इतना टैक्स लेते हैं और दूसरी ओर ये मामले पार्लियामेंट के सामने नहीं आते जिनमें जनता के पैसे का दुरुपयोग होता है।

[श्री विश्राम प्रसाद]

तीसरी बात मैं उस सबसिडी के बारे में कहना चाहता हूँ जो कि रेलवे ब्रांच लाइन कम्पनीज को देती है। सन् १९६१ में अहमदपुर कटवा रेलवे कम्पनी लिमिटेड को २,२७,३६९ रुपये दिए गए, वर्दवान कटवा रेलवे कम्पनी लिमिटेड को ३,१५,३५३ रुपये दिए गए और बांकुड़ा दामोदर रिवर रेलवे कम्पनी लिमिटेड को ५,५५,२६३ रुपये दिए गए। यह रुपया सबसिडी के रूप में दिया गया क्योंकि इनको घाटा होता है। घाटे का कारण यह है कि जो पैसा टिकट आदि से आता है वह ग्रफ़र्सों की जेब में चला जाता है और वह कह देते हैं कि यह लाइन अन इकानामिक है और गवर्नमेंट उनको पैसा दे देती है। इस से पब्लिक को बड़ा नुकसान होता है। मेरा सुझाव है कि इन लाइन्स को नेशनलाइज़ कर दिया जाय तो यह घाटा रूक सकता है।

आपको एडजस्टमेंट करना है तो ठीक है वरिण, लेकिन पब्लिक के पैसे के बारे में रेलवे को स्ट्रिक्ट होना चाहिए और जितना सेविंग हो सकता है उतना करना चाहिये ताकि पब्लिक को नुकसान न हो।

श्री रतन लाल (वांसवाड़ा) : अध्यक्ष महोदय, मैं उदयपुर-हिम्मतनगर नई रेलवे लाइन जो पिछले ५-६ साल से निर्माण की जा रही है उसके बारे में कुछ निवेदन करना चाहता हूँ साथ ही इन एक्स्रेस ग्रांट्स का भी मैं समर्थन करता हूँ। इस उदयपुर-हिम्मतनगर रेलवे लाइन के बनाने में काफी देरी हो रही है। यह लाइन बहुत महत्वपूर्ण है।

अध्यक्ष महोदय : अब मैं आपको मना तो नहीं करता क्योंकि आप इस पार्लियामेंट में पहली दफे आये हैं। बैसे मैं आपको बतलाना चाहता हूँ कि एक्सप्रेस ग्रांट्स से इसका कोई

सम्बन्ध नहीं है जोकि आप कह रहे हैं। लेकिन आप बोलने के लिए बड़े हुए हैं इसलिए आप अपनी बात कह लीजिये। मैं आपको रोकना नहीं चाहता।

श्री रतन लाल : उस लाइन को पूरा करने की बहुत जरूरत है। उस पर जो काम हो रहा है वह जल्दी नहीं हो रहा है। क्योंकि वहां का इलाका पिछड़ा हुआ है, आदिवासी इलाका है और वहां उस रेलवे लाइन के निर्माण करने में जो सोसाइटियां काम करनी हैं और जिनको कि इस काम का ठेका दिया गया है, उनमें बहुत सारे मजदूरों को अभी तक पैसा नहीं मिला है। उदयपुर श्रमिकों का एक संघ अर्थात् एक फेडरेशन बनायी गयी है वह इन मजदूरों या ऐसी सोसाइटियों को पैसा नहीं दे रही है तो मैं कहना चाहता हूँ कि जहां यह लाइन बहुत जल्द पूरी की जावे वहां उन मजदूरों को जो सोसाइटियों में काम करते हैं उनको उनका पैसा जल्द ही दिया जाय।

Shri A. P. Sharma (Buxar): While supporting these Demands for Excess Grants, I would like to make a few observations. When the railway budget was being discussed in this House, I had pointed out about certain losses incurred by the railways due to certain acts of omissions and commissions, to the tune of about Rs. 96 lakhs as pointed out by the Estimates Committee. To my utter surprise, the former Railway Minister took this loss to be very insignificant compared to the huge amount spent by the Railway Ministry.

I now come to Demand No. 3. As other hon. Members have already pointed out that one of the items here

under this Demand is subsidy to the owners of certain branch lines and to certain railway companies. It will be very interesting to know that whenever such private companies or contractors refuse any payment or do not make proper payment to labour, at that time, the Railway Administration does not owe any responsibility, and the responsibility for payment to labour is entirely left to the contractor or to the private party. May I suggest, Sir, that when the railway comes to their help, it should be their duty also to see that payments to the workers are also made?

Under Demand Nos. 5, 6 and 7 nearly Rs. 25,000 are required to be paid in excess of the amount sanctioned already, and the explanation given is that these payments arise out of court decrees or awards of arbitrators. I do not know whether before making such payments, the railway also tries to ascertain who is responsible for such excess payments. Naturally, if the railway tries to know, then it should be the duty of the Railway Ministry to let this Parliament also know what action has been taken against such people who are responsible for it, especially when the accountability for public funds vests with this Parliament.

You will be interested to know, Sir, and the House will also be interested to know that the Railway Ministry has got a very special department known as the Law Department, but invariably, in most of the cases you will find that the railways are invariably the losers in the cases referred to the courts by the parties against the railways. I do not know why no action is taken against this kind of inefficient working of the Law Department of the Railway Ministry, and also against the department which is very much responsible for scrutinising such payments.

Only the other day, it was stated in Parliament that the accounts department had become an eye-sore to the

other departments in the same Ministry as well as in the other Ministries. Most of the higher grade officers and higher grade posts are in the accounts department. Still, we do not know how such irregularities have escaped the eyes of the accounts department.

I would also state here that if Parliament has to sanction these Excess Demands, it should be the duty also of the Railway Ministry to see that proper action is taken against the people who are responsible for such things so that such mistakes do not take place at least in the future.

My hon. friend Shri S. M. Banerjee has talked something about labour. I do not know which railway labour union he represents, but I do claim to represent the railway labour in this country through the National Federation of Railwaymen and I can tell you, Sir, that most of these mistakes on account of which excess payments are made can be avoided if the labour is also consulted at the time of taking up these works. Labour is the only element perhaps in the Government Departments which is not expected to have any say in the working of the railways.

When the new Railway Minister took over charge, while congratulating him, I requested that if he could see that instead of the mistakes committed by the railway employees, whether they be high officials or small officials, being covered up in the garb of administrative interest, the mistakes are brought to book, then definitely it would set a better example for the future.

In this connection, I would also like to mention that in the Railway Ministry, whereas the workers have realised that they are the servants of the people and the country, most of the high officials in the Railway perhaps think that they are the owners or masters of the railways. I have re-

[Shri A. P. Sharma]

requested the new Railway Minister already that he should inculcate this spirit in everyone in the Railway Ministry that he is a servant of the people.

With these few observations, I support these Demands for Excess Grants, because the money has already been spent and it has to be regularised.

Shri S. V. Ramaswamy: Taking the point mentioned by the last speaker first, namely that some attempts are being made to cover up superior officers and that the officers feel that they are the owners or masters of the Railways and not servants, I entirely repudiate this charge. I am rather surprised that this remark should have come from a labour leader of the standing of Shri A. P. Sharma. I respectfully submit that he knows the situation much better than many others. I make bold to say on the floor of this House that no servant and no employee of the railways, high or low, whether he be the chairman of the Railway Board or a gangman, ever feels that he is a master and not a servant.

13.29 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

Shri A. P. Sharma (Buxar): Of course, the gangman always feels that he is the servant.

Shri S. V. Ramaswamy: I would like to assure this House that every railway employee, high or low, feels that he is the servant of the nation, and in doing this work of the railways, he is serving the nation and not himself. If ever there was any such idea as my hon. friend has mentioned, that was before Independence. During the days of the company railways, there was a feeling that senior officials could be masters. I know that

in those days, merchants used to go to the Chief Commercial Superintendent asking for favours, asking for wagons and requesting for this or that, but I do not think that that situation prevails now. We railwaymen do feel—I include myself and my hon. friend the Minister of Railways in this category of railwaymen—that we are the servants of the people.....

Shri A. P. Sharma: Does the hon. Minister exclude me?

Shri S. V. Ramaswamy: I would like to include my hon. friend also, though he would like to talk differently.

We are all wedded to this task of implementing the Plan and helping the nation to march forward. That is the objective with which we are animated. That being so, we cannot certainly feel that we are masters. We must necessarily feel that we are servants of the nation, and we are so.

Shri A. P. Sharma: Hope so.

Shri S. V. Ramaswamy: My hon. friend says he hopes so. He knows what a strain there was on the railways during the emergency. In certain places where the capacity was limited, our railwaymen worked to such an extent, night and day and day and night that the capacity was increased and movement facilitated thereby was so large that the emergency could be met. The way in which the railways performed during the emergency was a matter which was applauded by the whole nation. I should be sorry if my hon. friend would care to plough a lonely furrow.

Shri A. P. Sharma: I want to say something in clarification.

Mr. Deputy-Speaker: Not now. He is not yielding.

Shri A. P. Sharma: He is referring to railwaymen.....

Mr. Deputy-Speaker: Unless the Minister yields, the hon. Member cannot interrupt.

Shri S. V. Ramaswamy: There was another point—one or two hon. Members referred to it—about the contract system in relation to the railway companies which are privately operated. We are under an agreement with them to subsidise those railways and we on our part are bound by the terms of the agreement. The question of taking over these railways has been repeatedly raised in the House both during the budget debate and in questions. We have repeatedly submitted that these agreements become renewable after periods of seven or ten years, and as and when this opportunity occurs, we will continue to give the matter the best consideration.

It has been urged in this connection that the labourers are not paid in full. I am afraid it would not come within the purview of the Government railways, because if the private companies which employ labour do not pay them well, it is no argument to tell the Government railways 'While you go and pay the Private railways when they are in deficit and make good the deficit and loss, why can't you put pressure on the private railways to pay wages in full?' I am afraid it would be outside the purview of the Railway Ministry because the question of wages of labour will properly fall within the jurisdiction of Ministry of Labour and Employment. There are labour legislations dealing with the question of payment of wages and those should be pressed into service. So far as we are concerned, unfortunately our hands are tied and we are bound only by the terms of the agreement.

Several questions have been raised with regard to maintenance, repairs, new lines etc. Strictly speaking, the question of new lines cannot be urg-

ed now. There is ample time when hon. Members have several other opportunities, in the consultative committee, the national railway users' consultative committee and so on. Also when the Fourth Plan is discussed, proposals for inclusion of new lines will be called for. There is time enough for hon. Members to make suggestions to the Railway Ministry and to the Planning Commission.

Shri S. M. Banerjee raised the question of repairs and maintenance. Perhaps this also does not come strictly within the purview of the discussions now. Questions about overcrowding more trains, improvements to track etc. were also raised. Regarding certain requests for better track, engines etc. if there are any difficulties, hon. Members could write to the Minister. We shall look into them.

Shri V. B. Gandhi raised the issue of surplus. His point briefly was that if without raising the fares and freight rates, we could have a surplus in 1961-62, why did we raise in subsequent years the fares and freights? But he conveniently forgets that subsequently expenditure increased by leaps and bounds. There were the recommendations of the CPC, the implementation of which alone in 1962-63 with effect from November, 1962 came to about Rs. 13 crores. Then the price of coal has been raised thrice within that short period. There was excise duty imposed on diesel. All these have contributed to a tremendous increase in expenditure. In order to meet that, we had necessarily to increase the fares and freights in subsequent years.

I am not going into the details of the accounts he wanted. It would not be possible now to say what was the estimate, what was the revised estimate, what was the actual budget figure and so on in each year. He would kindly wait for two or three months more when the budget papers will be before the House towards the end of February.

Shri Vishram Prasad: What about excess saving and defective budget system?

Shri S. V. Ramaswamy: My hon. friend raised the issue of certain clerical mistakes and all those things. I would like to remind him of the size of the railway budget. What percentage does the financial effect of the mistakes that occur bear to the budget figure? I think he was reading from a report of two or three years ago.

Shri Vishram Prasad: It relates to 1961-62.

Shri S. V. Ramaswamy: Subsequently, there have been very few mistakes, and as can be seen, we have avoided mistakes in classification. That used to be largely the reason for mistakes in accounting also—classification and posting. That has been completely avoided. There are only four small items in the charged account and two in the voted grants. After all, the total of the charged items is less than Rs. 1½ lakhs out of a colossal total amount. With regard to the voted grants, this excess is largely due to more efficient and profitable working of the railways. In fact, it is a technical appropriation. You get more revenue and you appropriate it to the Development Fund. Can you find fault with that? How can you anticipate what would be the result of the working? There are several factors making for efficiency and pursuing them with vigour, we were able to get a larger surplus than anticipated. That is how we have come before the House to say that this surplus, which is the result of increased efficiency on the part of the railways, should be appropriated to the development fund. This forms a very small percentage of the whole Budget.

As regards the charged appropriations, a good number of these items are due to the decrees passed by courts of law. These cannot certainly have been anticipated. Sometimes, suits

get dismissed, in which case the figures will show a decrease, sometimes they are decreed there will be an increase. We cannot fully anticipate whether the courts will decree or not. That is why these small amounts are there, which I do not think is really a very serious matter.

With these remarks, I commend the Demands.

Shri A. P. Sharma: May I clarify that point now?

Mr. Deputy-Speaker: There cannot be a second speech now.

Shri A. P. Sharma: Not a speech. Reference has been made to railwaymen as a class by the Deputy Minister. As a class they do deserve credit, and in this House everybody has said so. What I have said is about some of the officials who do not realise their responsibilities.

Mr. Deputy-Speaker: The question is:

“That the respective excess sums not exceeding the amounts shown in the third column of the Order Paper be granted to the President to make good the amounts spent during the year ended 31st day of March, 1962, in respect of the following demands entered in the second column thereof:

Demands Nos. 3 and 20.”

The motion was adopted.

13.41 hrs.

REQUISITIONING AND ACQUISITION OF IMMOVABLE PROPERTY (AMENDMENT) BILL

The Minister of Works, Housing and Rehabilitation (Shri Mehr Chand Khanna): I beg to move:

“That the Bill further to amend the Requisitioning and Acquisition

*Moved with the recommendation of the President.