



Friday,
27th February, 1953

PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE OFFICIAL REPORT

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PARLIAMENTARY DEBATES

(Part II—Proceedings other than Questions and Answers)
OFFICIAL REPORT

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HOUSE OF THE PEOPLE

Friday, 27th February, 1953

The House met at Two of the Clock
[MR. DEPUTY-SPEAKER in the Chair]

QUESTIONS AND ANSWERS
(No Questions: Part I not published)

MOTION FOR ADJOURNMENT

ACCIDENT TO GAYA MOGHUL SARAI
PASSENGER

Mr. Deputy-Speaker: I have received notice of an adjournment motion regarding the accident to No. 73 Gaya Moghul Sarai Passenger on 26th February 1953 and the death of four persons and 13 injured due to the burning of a III class bogie.

The Deputy-Minister of Railways and Transport (Shri Alagesan): We had some telephonic message with reference to this, but we are not aware of the full details. If a Short Notice Question is put, we will be able to answer.

Mr. Deputy-Speaker: In view of the statement of the hon. Minister, I do not think I ought to give my consent for the adjournment motion.

MESSAGE FROM THE COUNCIL
OF STATES

Secretary: Sir, I have to report the following message received from the Secretary of the Council of States:

"I am directed to inform the House of the People that the Administration of Evacuee Property (Amendment) Bill, 1952, which was passed by the House of

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the People at its sitting held on the 20th February, 1953, has been passed by the Council of States at its sitting held on the 25th February, 1953, with the following amendment:

'That in clause 13, in the proposed section 40, in sub-clause (i) of clause (c) of sub-section (2) for the words "three thousand", the words "five thousand" shall be substituted.'

I am, therefore, to return here-with the said Bill in accordance with the provisions of rule 126 of the Rules of Procedure and Conduct of Business in the Council of States with the request that the concurrence of the House of the People to the said amendment be communicated to the Council."

ADMINISTRATION OF EVACUEE
PROPERTY (AMENDMENT) BILL

Secretary: Sir, I beg to lay on the Table of the House the Administration of Evacuee Property (Amendment) Bill, 1952, which has been returned by the Council of States with an amendment.

UNION DUTIES OF EXCISE (DISTRIBUTION) BILL

The Minister of Revenue and Expenditure (Shri Tyagi): I beg to move for leave to introduce a Bill to provide for the distribution of a part of the net proceeds of certain Union duties of excise among the States.

Mr. Deputy-Speaker: The question is:

"That leave be granted to introduce a Bill to provide for the distribution of a part of the net proceeds of certain Union duties of excise among the States."

The motion was adopted.

Shri Tyagi: I introduce* the Bill.

*Introduced with the recommendation of the President.

HYDERABAD PAPER CURRENCY REPEALING BILL

The Minister of Home Affairs and States (Dr. Katju): I beg to move for leave to introduce a Bill to repeal the Hyderabad Paper Currency Act No. II of 1327F and to make certain provisions incidental thereto.

Mr. Deputy-Speaker: The question is:

"That leave be granted to introduce a Bill to repeal the Hyderabad Paper Currency Act No. II of 1327F and to make certain provisions incidental thereto."

The motion was adopted.

Dr. Katju: I introduce the Bill.

RAILWAY BUDGET—DEMANDS FOR GRANTS

DEMAND NO. 1—RAILWAY BOARD

DEMAND NO. 4—ORDINARY WORKING EXPENSES—ADMINISTRATION

DEMAND NO. 6—ORDINARY WORKING EXPENSES—OPERATING STAFF

Mr. Deputy-Speaker: The House will now proceed with the discussion on the three Demands and the cut motions in relation thereto, that is, Demands Nos. 1, 4 and 6.

Dr. Lanka Sundaram (Visakhapatnam): There is a desire on this side of this House to have one division on the cut motions, and I request you will kindly ascertain the number of the cut motion and arrive at a guillotine time. Then we would have the division without any interference with the Budget Statement.

Shri Damodara Menon (Kozhikode)
No. 250, Sir.

Shri Nambar (Mayuram): I take it that the cut motions will be deemed to have been moved yesterday.

Mr. Deputy-Speaker: I will just see them and finalize. What time would the hon. Railway Minister be likely to take?

The Minister of Railways and Transport (Shri L. B. Shastri): As many minutes as you would like to give. I shall try to finish in half an hour.

Mr. Deputy-Speaker: The General Budget will be presented at five o'clock. Would not hon. Members like

after this to go out and come back or shall we sit continuously? There will be a division on only one cut motion, No. 250 and that will take 20 minutes. I will call the hon. Minister at 3-45 P.M. It will come to 4-15 P.M.

The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha): There should be some interval after the House rises and when it reassembles for the Budget speech of Shri Deshmukh.

Mr. Deputy-Speaker: We may have about 25 minutes to reassemble.

Shri Nambiar: I wish to draw your pointed attention to cut motions regarding failure on the part of the Railway Board (i) to administer proper financial control thereby leading to wastages and serious losses, particularly in respect of contracts; (ii) to improve the conditions of third class travel; (iii) to provide for minimum passenger amenities; (iv) to improve the living conditions of railwaymen and (v) to foster healthier relations with labour. In this connection, I wish to quote what the hon. Minister stated yesterday. With regard to the contract with the Swiss firm, he stated as follows:

"The Public Accounts Committee had pointed out certain legal defects in the contract with the Swiss firm Schlieren, which would be removed but the report did not contain even a remote suggestion that there had been any financial loss to Government, not to speak of fraud or embezzlement."

This is how he denies it. I do not want to express my opinion on this. I would place before the House what the Public Accounts Committee had said on page 14 of the report. It runs as follows:

"For the technical aid part of the agreement the firm have been paid 8.80.000 Swiss Francs up to the date of the Audit Report that is in respect of the years, 1949, 1950 and 1951. The only technical aid so far received has been that the design of the coaches had been finalised and that six members of the firm's technical staff spent a period of about 13 months in this country at the expense of Government which later amounted to another two lakhs. The Committee agree with the view expressed in the Audit Report that the

agreement should not have been executed even before the site of the factory was settled and financial arrangements completed."

"In respect of the supply of coaches, certain *unusual* conditions were incorporated in the agreement, namely, that 50 per cent. of the estimated cost of the coaches on order should be paid 'with the placing of the orders'. The story of these payments is interesting."

Please note the words 'story' and the word 'unusual'. Again on page 16 it is stated:

"In any case, it was extraordinary that an order should have been placed in January, 1950, that is even before the design was finalised, and an advance payment of Rs. 26 lakhs made on that account."

Here also the word "*extraordinary*" is to be underlined. It goes on:

"It would appear from the provisions made in clause 6 of the agreement that it was known that coaches of the design already manufactured by this firm would not be suitable for the conditions prevailing in this country, and that a separate design would have to be developed and tested."

I would like you to mark the words "would not be suitable for the conditions prevailing in this country". Thus, even granting that they knew how to manufacture these coaches, they were not suitable for the conditions in India. Then the report goes on:

"The Committee take strong exception to the provision for advance payment. The payment becomes even more objectionable in view of the fact that it was made before the firm could possibly commence manufacture."

Again, on page 17, the report says:

"In spite of the defective performance on the part of Schlieren, a second order for 50 coaches was placed in 1951 and a payment of 28.75.000 Swiss francs made in March 1951 although not a single coach against the first order placed in January 1950 had been received in this country on that date."

Finally, the report says on page 19:

"In March 1949 the estimated cost of an unfurnished coach was

1,10,000 Swiss francs; in September 1951 it was 1,38,113 Swiss francs. In November 1950 the estimated cost for a fully furnished 3rd class coach was given as 1,50,000 Swiss francs whereas in August 1952 it was 2,15,800 Swiss francs. This shows that the liability of Government is indefinite and increasing constantly. The Committee view this with great concern.

On the other hand, the cost of the fully furnished 3rd class coach of the conventional type, namely, under-carriage with a body built on it, manufactured in the Hindustan Aircraft Factory is about Rs. 1,30,000."

Mr. Deputy-Speaker: It is not usual to read a whole report.

Shri Nambiar: I am only spending two minutes from my time, so that I may place before the House what exactly the feeling of the P.A.C. was. I want to show to the House that it is not my feeling, or the feeling of Members of the Opposition, but it is the feeling of the P.A.C. that there was embezzlement. This point can be derived from the extracts which I have read out. I submit that the hon. Minister went out of his way to protect this agreement and the persons who entered into this agreement. He is directly helping them. He is still helping them and has not placed the truth before the House.

Sardar A. S. Saigal (Bilaspur): No, no. Not correct.

Shri Nambiar: These are the facts which this Committee itself has stated.

Mr. Deputy-Speaker: The hon. Member did not follow what I said. I only said that a whole report ought not to be read. Only very short extracts should be read, or if the hon. Member gives the meaning of the extracts, that would be enough.

Shri Nambiar: From these extracts, it is clear that this escapism of the hon. Minister is not correct, and his statement that there was no embezzlement and not even a suggestion of embezzlement or fraud is a gross misstatement of facts. I hope that he will come forward with a statement saying that he is prepared to go into the whole matter and punish the culprits who are responsible for this affair. I would even suggest to him that I have no grievance against the Railway Board members, but the country as a whole has reason to have

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a grievance against the Railway Board members and therefore it would be better to remove all of them and put in new blood, and see that things are improved. I have personally nothing against them, but this is the conclusion to which I have to come as a result of this Swiss contract.

About the Chittaranjan Factory, I have to say that no one from the Opposition Benches alleged that the work at that Factory is not beneficial to the country. What we said was that the Chittaranjan Factory is dominated by foreign experts, and in his speech in reply to the general discussion the hon. Minister himself has agreed that there are 12 experts and he has stated that it will take years for them to be removed completely. This shows that we are not having a full production policy, but rather we are having only an assembling plant with the help of foreign experts. This is the point which we made out, and therefore there is no meaning in saying that we attacked or condemned Chittaranjan as such. We only want that it should be a production centre, and not an assembling plant. That is what we want, and is the hon. Minister prepared to accept that suggestion? Will he do things towards that end, and better the position with regard to Chittaranjan? That is the question I put to him.

Now, coming to the third point, namely, the question of recognition of certain trade unions, I had already said in my speech that certain unions had been singled out for non-recognition only for the reason that they did not belong to the political view of the hon. Minister or the Railway Ministry. That is why I said that politics should not be brought into this matter. The Deputy Minister waxed eloquent the other day and questioned our political strength in the South, and so on. But in all humility I would warn him not to step into the shoes of his predecessor with the hope that he will also one day become a Lieutenant Governor. He cannot get a Lieutenant Governor's post. Let him be sure about it. If he wants to throw out a challenge, then let him come straightway to the South and let him test his strength with our strength. Let him speak clearly on this point, but why should he divert the whole issue and bring in politics in a matter that concerns trade unionism? Let him say that "so and so union is not a representative union, therefore, I am not recognising it".

In this connection, let me inform the House that on the 5th December, I had submitted to the hon. Railway Minister, as requested by the Union concern, a petition on this subject. Along with that petition, there was appended a list of 11,330 workers' signatures from the Southern Railway. The petition asked that in view of this the Union may be recognised. That petition was sent to me, and I personally submitted to the hon. Minister along with my letter. Paragraph 5 of that letter read thus:

"From the fact that a large number of Railwaymen are members of this Union and that it has got more than 10 per cent. membership as stipulated by the Railway for recognition of Trade Unions and that it is functioning constitutionally as per the Indian Trade Union Act, there cannot be any justification to refuse restoration of recognition to this Union."

This Union had been recognised till 1949. I may state that it has now got not merely 10 per cent. but even 15 per cent. or 20 per cent. membership of the railwaymen. They are behind the Union and they are already members. So, why should the hon. Minister not recognise this Union, if it is not for any political bias? That is the question he will have to answer. He is not to speak about the Communist Party's strength or otherwise. If he does, then it will be disadvantageous to him, because the Communist Party will defeat him. I give him another challenge on this issue.

Next, I come to the point about the confirmation of staff and of casual labour I have already stated on a prior occasion that the staff are not confirmed readily. A large number of men—about two lakhs—are yet to be confirmed. Then there is the question of casual labour. Mr. Alagesan wrote to me saying that those who have put in six months' continuous service, even though they are temporary, would be treated as temporary people, but I have to submit that there are definite departmental orders that when the staff reach the six months' service period, there must be a break created. I can place before the House a letter which clearly shows that this is the policy which is being pursued by the Railway Ministry. Here is the letter, and I am prepared to pass it on to the hon. Minister. This letter reads:

"From the Plant Chargeeman.
Tools and Plant Depot. G.O.C. To
P.W.I./POY Copy DE/MDU."

That is, it issues from Pollachy, with copy to Madura.

"Subject: Concrete Mixture Drivers at Pollachy.

No reply has been received from you as to the provision up to which the services of the two temporary drivers would be required for works at Pollachy. If their services are required beyond the 15th of this month please stop them working for two days on Saturday and Sunday to enable us to have a break in their continuous service beyond six months and rearrange them for work."

This is the way in which casual labour with service beyond six months is treated. Even though they have the necessary service for being treated as temporary, a break is introduced to deny them the benefit. Here is the letter, and I am prepared to place it before the hon. Minister. This letter shows that a break of two days is deliberately being introduced in order not to qualify the man concerned.

Shri V. P. Nayar (Chirayinkil): Shame.

Shri Chattopadyaya (Vijayavada): Disgrace.

Shri Nambiar: The Railway Ministry must be changed. I ask the hon. Minister: Has or has not this letter been sent by his Department? If it has not been, I am prepared to apologise, but if it has been, then will he and his Ministry resign and show that they have followed a wrong path. (Hon. Members: Oh, ho!) You may laugh, because you and I are Members of Parliament, and we get our forty rupees per day, but these forty rupees are not given to the worker even if he works for all the thirty days of the month. That is my grievance. Therefore, you may laugh but then the day when you will not laugh is not very long in coming. You will not laugh for long.

Coming to the point about the Staff Tribunal, I have to point out that the Ministry has referred to it only the subjects which they can conveniently include. They have omitted other things. They have selected two representatives one from the INTUC's Federation, which is their pet Federation, an Administration-supported Federation, another from the A.I.R.F., and a third a High Court Judge. They have not, however, given representation to a representative, organised

labour Union. On this question, the Southern Railway Labour Union has written a letter to the hon. Minister, wanting certain more subjects to be added. They agreed to the items suggested by the A.I.R.F. but wanted the following subjects to be included:

First is the cancellation of the Safeguarding of Railway (National Security) Rules, 1949. Second is the question of reinstatement of all discharged and suspended Railwaymen under the above Rules. Third is issue of recognition of trade unions in disputed cases—opinion of Railwaymen to be taken through secret ballot. On this side, we are prepared for the opinion of railwaymen to be taken through secret ballot. Let the Government also be prepared on their side. The fourth is to stop recruitment of casual labour; fifth is confirmation of all temporary staff who have put in one year of service; sixth is reinstatement of all Pakistan-opted employees. There are two or three thousand employees who for the reason that they opted for service in Pakistan are not reinstated today. They are denied the right to continue in railway service and they are viewed as Pakistan spies. This is the attitude which the Railway Ministry adopts. This is most unjust and these railway men cannot be treated like this because you have some quarrel with Pakistan. The workers should not be victimised for that reason. The seventh item we have raised is the question of grant of proportionate increments to all Pre-1931 staff. This is a question which has been hanging fire from the very inception of the Central Pay Commission. Why the pre-1931 staff should be denied this advantage, I cannot understand. The eighth point raised by us is the revision of Discipline and Appeal Rules—granting security of service and stopping frivolous and arbitrary punishment by officials. The last item is abolition of discrimination in pay and promotions between matriculates and non-matriculates while doing the same work. These are the matters which we wish to be brought before the Railway Staff Tribunal.

Next I come to the National Security Service Rules and the men punished under it. In this connection I would like to quote from a speech delivered in this House by my hon. friend Mr. Amjad Ali on the 6th June 1952 in which he made it clear how the National Security Service Rules are being operated. One of these rules runs as follows:

"A member of the Railway service, who, in the opinion of the

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competent authority, is engaged in or is reasonably suspected to be engaged in subversive activities or is associated with others in subversive activities in such a manner as to raise doubts about his reliability, may be compulsorily retired from service, or have his service terminated by the competent authority after he has been given due notice or pay in lieu of such notice in accordance with the terms of his service agreement..."

These are the National Security Service Rules. Can anything be more absurd than this, I ask? These are the grounds on which three hundred workers on the railways alone—let alone the other services—are discharged and today the hon. the Railway Minister says he has carefully considered every case and is satisfied that the action taken in the majority of cases is justified. What is the justification he can offer? I do not want a reply in one sentence. Let him personally go through certain cases and point out the justification for the action taken. I am prepared to go and sit with him if he is prepared to keep an open mind and hear the case of the discharged railwaymen.

Here are the grounds for action taken against a railway worker, quoted by my friend Mr. Amjad Ali:

"Whereas in the opinion of the competent authority... You as a member of the Executive Committee of the branch of the E.I. Rail-Road Workers' Union carried on propaganda among the Railway employees in favour of the last threatened general strike in the Railway with the object of paralysing communications and movements of essential supplies and thereby creating chaos and disorder in the country."

That particular railwayman created chaos and confusion in the country! This is the sort of chargesheet brought against railway employees. This is most shameful. They talk of democracy day in and day out, every minute. If this is democracy, then it is shameful.

Mr. Deputy-Speaker: Cannot the hon. Member speak without using the word shameful repeatedly. The force of an argument is not enhanced by the use of expressions like 'shameful' and 'disgraceful'.

Shri Nambiar: I am prepared to mend it; but they must also mend themselves. That is my request to them.

Mr. Deputy-Speaker: The hon. Member must conclude now.

Shri Nambiar: I will take only a minute more.

The hon. Minister stated that he is going to give chances of promotion for class II officers up to 33 and 1/3 percent., as against the present percentage of 25. But why should he not extend the same benefits to class III staff. The class II staff in the majority of cases get 12½ per cent. of chances for promotion like acting station masters. While we represented that it should be increased to 25 per cent., it has been reduced by the Joint Advisory Committee. While he has given the benefit to class II officers, why can it not be applied to class III officers as well. Let it be increased to 33 and 1/3 per cent., though my request is for 50 per cent. I would like to know from him how 75 per cent. of the staff can pass through 25 per cent. of the grades. It is like asking a camel to pass through the needle's eye. This means 50 per cent. of the class III staff will have to retire on routine grade alone.

Another suggestion I want to make is.....

Mr. Deputy-Speaker: I am afraid the hon. Member must conclude now.

Shri Madiah Gowda (Bangalore South): I wish to draw the attention of the hon. the Railway Minister to the fact that the railway staff on the Mysore State Railways have not been fairly treated by the Central Government. When the Mysore State Railways became part and parcel of the Central Railways, there were 50 gazetted officers and when the management was taken over by the Central Government it was expected that all the gazetted officers would be taken and equated as class I and class II officers of the Central Government Railway Department. But, unfortunately, out of the fifty gazetted officers of the ex-Mysore Railways only 32 were equated as class I and II gazetted officers and the 18 others who had put in a service of more than ten years and who had served the State railways efficiently and honestly with no black mark whatsoever, were made to revert as third class, which is a non-gazetted service. This reversion has placed

them in jeopardy and has marred their career.

The method adopted is against all canons of justice and equity. The method of downgrading officers was also against the principles laid down by Shri Krishnamachari in his report on Federal Finance Integration which has the approval of both the Government of Mysore and the Central Government. Paragraph 24 of the report relating to matters affecting Federal subjects reads as follows:

"The permanent staff wholly or substantially engaged on work connected with Federal subjects in States on the prescribed dates should be taken over by the Centre in appropriate grades on terms and conditions not less advantageous than in the service of the State."

I wish to lay emphasis on the words "terms and conditions not less advantageous than in the service of the State." It was also agreed at the Chief Secretaries and State Ministers Conference held on 24th-25th February 1950 as follows:

"It is accepted in principle that an *ad hoc* Committee should be set up to assess each individual gazetted officer and to make recommendations to Government with regard to the particular class and grade in which he is to be absorbed and the seniority assigned to him, a member of the Union Public Service Commission being associated with the *ad hoc* Committee for this purpose."

It is also stated:

"It is agreed to in principle that a representative of the State Government or of the State Public Service Commission should be associated in an advisory capacity with the *ad hoc* Committee constituted to deal with the assessment of the gazetted officers and with the equation of non-gazetted posts and grades."

But none of these principles seems to have been taken note of when out of fifty gazetted officers only thirty-two have been absorbed and the rest thrown into a most miserable condition. I may be excused if I say that in this case there is a clear breach of faith. Several representations and protests made by the State of Mysore seem to have had no effect. It is not that the posts to fill in these reverted gazetted officers are wanting; as a matter of fact more posts have been

created and even less qualified men and men with lesser service drawn from elsewhere have been posted there, and the cases of those reverted were not taken into consideration at all.

It is surprising to see in the handbook for 1951-52 under the title "Indian Railways" furnished to us, the statement that "the seniority of the officers equated to class I service *vis-a-vis* of the Indian Government Railways with whom the ex-State Services have been regrouped was also determined tentatively, except in the case of the ex-Saurashtra Railways." I earnestly appeal to the hon. the Railway Minister that the cases of the Mysore State Railway gazetted officers may be more dispassionately and sympathetically considered, at an early date.

On this occasion I wish to thank the hon. Minister of Railways for having decided to take up the survey work of the line that will have to continue from Bangalore onwards upto Mangalore—the line from Madras to Bangalore which should be continued from Bangalore onwards upto Mangalore via Hassan. I hope that this will be a broad gauge line. It is going to be a very important line indeed. This will be the shortest line between the east coast and west coast of South India connecting the main land, and it will be very important, viewed from various points of utility, and particularly from the defence point of view. I strongly urge that the construction of this line be taken up very early, so that it may afford the poor people of these parts an opportunity to earn something in these days of distress.

While urging the importance and urgency of this line I cannot lose sight of the other lines in Mysore State which have been urged now and again on the floor of this House and also through very many representations from the people of that State. Some of them are, firstly, the Bangalore-Hosur line. I am glad that the hon. Minister has conceded that the line from Morappur will be taken up, and I urge upon him that this may be connected with Bangalore. The other line which is the shortest and most useful is the Thalasupna-Jog line. It is after all a very short distance, but it connects a very important place and a beauty spot in Mysore State (An Hon. Member: In the world). Yes, in the world.

It has also been pressed more than once that the Bangalore-Mysore line

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should be electrified. If that Railway had still continued in the hands of the Mysore Government, probably they would have undertaken this project by this time. It is from a very long time that the people of Mysore have cherished a hope that they would have an electric line between these two important stations. As is well-known, electricity in Mysore is cheap and easily available. It may not cost much at all if this line is electrified, but on the other hand the advantages are very many.

I also wish in this connection to draw the attention of the Government to a few important points which have to be considered from the point of view of the welfare conditions of the passengers. The one important thing is the beggar nuisance in the trains, particularly in the South Indian trains. Most of these beggars are highly infected, suffering from infectious and loathsome diseases. Allowing them entry into the trains is highly dangerous to the safety of the passengers. And very often it is not possible to distinguish whether one is really a beggar or a thief. Probably if suitable action is taken, what is written in the South Indian trains, namely: There are thieves, beware—may very soon be avoided. I expect that the railway guards and station masters and the railway police will also be instructed to see that these beggars are not permitted to enter into the train or come near the railway premises. I suggest that if the Railway Department is so very interested in this beggar problem they may rather have a beggar's colony, just as some of the State Governments have opened up beggars' colonies somewhere and all the beggars that come to the railway station or try to enter into the trains may be taken to the beggars' colony and work extracted from them, and they may also be fed.

Shrimati Maydeo (Poona South): From the speech of the hon. the Railway Minister and the books supplied to us it is obvious that earnest efforts have been made for improving the administration of the railways. We can find many points on which the Railway Minister deserves congratulations. I would specially confine myself to this and congratulate him for deciding to take over the small railway line, the Barsi Light Railway. You will see that this Railway will cost the Government only Rs. 1.89 crores, while it runs to about 160 miles. If we look to the other lines which are proposed to be taken in hand in the coming year, the Khandwa-Hingoli Link, which is 186

miles long will cost about Rs. 7.5 crores, while the rail connection from Gua Barabil area to Manharpur Rourkela section, which is only 31 miles long, is going to cost Government nearly Rs. 3.5 crores. This shows that the financial burden on the Government for Barsi Light Railway will not be great but still Government will be able to solve difficulties of many people at large. The railway line runs from Latur to Pandharpur. You will see that Pandharpur is the pilgrim capital of Maharashtra and nearly one to five lakhs of people go there four times every year. The portion between Kurduwadi and Pandharpur becomes a bottleneck for passengers and not for goods. So, while taking over this line, I would request the Railway Minister also to look to many other inconveniences of the people. The passengers are many times required to stay on the platform for nearly four days without water or food or accommodation for sleeping and it is very necessary to look to their convenience and at the time of pilgrim days, it is important that more coaches and engines should be supplied. Also arrangements should be made to run more trains at this time. While taking into consideration these new lines, I would like to suggest that if Government decides to take one more small branch line from Baramati to Pandharpur which is already been surveyed, the land acquired for laying the railway lines should also be taken over by Government. This long strip of land is lying open for very many years. So, if this part also is taken over for the prospective new line, then this bottleneck from Kurduwadi to Pandharpur will be lessened and half the pilgrims will be diverted from Dhond to Pandharpur, as also from Dhond to Kurduwadi and Pandharpur.

There is one other point which also needs attention. The other end of this Barsi Light Railway is Latur and there are two stations, one Latur and the other Latur Road. These two stations of the same name are at a distance of about 20 miles from each other. Latur Road lies in the Nizam State Railway and Latur lies in the Barsi Light Railway but this small part only is not connected with the railway line. It so happens that if there is any goods traffic to be taken from Latur to Latur Road, then all the wagons are required to be emptied, the goods have to be taken through bus upto Latur Road and then again the goods have to be taken into the bogies. So, while considering the question of taking over this Barsi Light Railway, these two small items may be included in the scheme.

I would like to refer to one other item. The Railway Minister has paid special attention to the comforts of third class passengers and while considering these, I want to suggest that more compartments for women should be attached to the trains. I find that here also as in the other House, the Railway Minister has promised to attach more compartments for women and keep them in the middle of the train. So, I think that this matter will be given early attention.

The other thing which I would like to say is that the railway fares of third class passengers should be reduced as suggested by some other hon. Members.

Then I would like to refer to one other point about the Railway Centenary Exhibition. It is said that at the time of celebrating the Railway centenary an exhibition will be arranged to display the principal items of railway equipment in use, and information will be made available in regard to their specifications, annual consumption and the feasibility of their production in India. I feel that this is a very proper and right approach for reducing the unemployment and giving impetus to small scale industries in our country. I think that even other Departments of Government should follow suit and they should also display a list of the parts or items which are required by them and they should also tell the public how many of them can be made in India. At the same time, to make this proposition successful, I think there should be quantitative control on the things brought from outside to India. Only then our indigenous industries will be successful.

I thank you once again for taking over the Barsi Light Railway.

Shri M. L. Agrawal (Pilibhit Distt. cum Bareilly Distt—East): Sir, I thank you for giving me an opportunity to make a few observations about the Railway Budget. Sitting here in this House for the last year and watching the proceedings, I have been feeling that it is far easier to get elected to this House than to be able to catch your eye. However, I am glad that after all, I have, at least, been able to catch your eyes.

Before I make a few observations about the railway administration, I would like to say that if I confine my attention to the shortcomings of the railway administration, it is not that I do not appreciate the great progress that has been made in the railway administration during the last two years and especially, during the time of our present Minister. As the time

at my disposal is short and the occasion is to speak on cut motions, I would confine myself to some of the shortcomings and make constructive suggestions for improving the conditions of the public and the administration. It is a matter of great concern that the surplus in the current year would be only Rs. 9.48 crores against the estimated figure of Rs. 23.47 crores and against Rs. 28.34 crores of 1951-52. In the Budget year 1953-54 also, the surplus would be only Rs. 9.31 crores. The Ministry should find suitable steps to bridge this shortage and restore the surplus to the past levels. The Budget speech and the pamphlet *Towards Better Conditions of Travel* disclose an impressive programme for providing passenger amenities. Here also I regret that of the six zones, the North Eastern is the most neglected, and in this North-Eastern zone, the sector which is between Lucknow and Bareilly is the most neglected. In this sector, the hon. Minister has given a long list of new trains as well as extended trains. But, between Bareilly and Lucknow, neither has any new train been introduced nor any train extended. I would like to point to the hon. Minister through you that from Pilibhit branch out two lines, one to Tanakpur and the other to Shahjahanpur. Bisalpur is one of the three Tehsil headquarters of the Pilibhit district which is not connected by any pucca road with the headquarters; nor is there a good *kuccha* road. There is no bus service. It is a big trade centre in the district. This is served only by two trains which are quite inadequate to meet the traffic that offers between these two points. Before the war three or four trains used to run between these points. It is the barest necessity that at least one more train, which used to run before the last war, should be restored between Shahjahanpur and Pilibhit and between Bisalpur and Pilibhit.

Similar is the case with Tanakpur. Though Tanakpur is in the Nainital district, it is a big trade centre. Both the trains running to that place are mixed trains. They are very overcrowded. It is necessary that we should have some more trains so that people may travel there with ease and so that trade may expand.

Then, I come to another railway station, Puranpur. It is also the headquarters of a Tehsil which is on the main line between Bareilly and Lucknow. Only two trains leave Puranpur in the morning at about three and four. From Pilibhit, we have two trains leaving at about 12 o'clock at night. If a man has to

[Shri M. L. Agrawal]

come this short distance of 23 miles, for two or three hours work, he has to spend about 24 hours. This place is not also connected by any *pucca* road nor is there a bus service. There was an accident two years ago when a merchant wanted to come to Pilibhit with money in the early hours of the morning and he was stabbed. From the safety point of view, as well as from the point of view of convenience, it is very necessary that Puranpur should have some more trains. Their timings also should be changed. I had occasion to write to the hon. Minister about it. I have received a reply from the Railway Board in which they say that they concede the necessity of having a morning train from Puranpur to Pilibhit and an evening train from Pilibhit to Puranpur, but they have not got the requisite stock. They have promised that they will put in a shuttle train or a diesel car service. I do not know how long we have to wait for the promise to be implemented. I think it would be waiting till the Greek kalends before we could get these ordinary amenities.

Then, I would come to the question of claims due to losses and thefts in trains. This evil has gone up. In 1938-39 there were claims to the tune of four lakhs. As against that, it has now gone up to 314 lakhs. The hon. Minister has given, in his speech, a statement which shows that compensation paid during 1951-52 was 2,91,80,867; in 1950-51 it was 3,11,73,233. The number of claims settled, and arrears, were also given. New claims were also to the tune of lakhs. The reason given for the rise in claims was large-scale pilferage of essential commodities, thefts in running trains, etc. With due respect, I would submit that in all these thefts, we cannot always blame the professional thief alone. There are some others also who do this. Unless we make short work of them, and take strong action against them, these thefts would not cease. I would like to know if in any case people other than professional thieves were involved and whether any action was taken against them. If so, I would like the Ministry to prepare a statement six-monthly, showing the action taken against Railway officials in respect of these thefts and burglaries.

About the settlement of the claims also, the hon. Minister has given the time taken on an average. He said that in 1949-50 the average was 94 days, in 1950-51 it was 78 days and in 1951-52, 72 days. I have no material here to controvert these averages. But, as a lawyer, my experience has been that claims take

a very long time to be settled. Under section 77 of the Railways Act, a claim is ordinarily to be made within six months from the time when the goods were entrusted to the railways for carriage. Then, there is a further period of six months for the filling of a suit in court. In many cases it has been found that not even an answer is given by the railway administration to the claim preferred. Therefore, it cannot be said that claims are settled so soon.

In coming to a settlement also, the Railway Board have evolved a formula which they insist on, as the courts very often give a greater amount as damages. So, the parties are not inclined to agree to the very low amount at which the railways want to settle the claims. Even when decrees are passed—this is very important from the public point of view—and they have become final, payments are not made and when these decrees are taken out in execution, the execution costs have also to be borne by the railway administration. I can find no justification for not paying the decrees when they have become final, and compelling the decreeholders to go to court to get the decrees executed.

I would also like to say a word about ticketless travelling. In my constituency of which I just spoke, there are two branch lines one going to Shahjahanpur and the other to Tanakpur. It is notorious that on these lines, people do not purchase tickets. The Railway officials enter into a deal with the travelling public at less than the scheduled fares and therefore people there also have become accustomed not to purchase any ticket. I think even the last drive against ticketless travelling so far as these two branches are concerned has left the problem untouched. I would request the hon. Minister to give particular attention to ticketless travelling in these two branch lines.

3 P.M.

I would bring to the notice of the hon. Minister one or two more facts about the amenities provided by the Department. There is one station in my constituency. I went to it and found a notice board that the booking office was to be opened one hour before the arrival of the train. I waited for some time and asked the man to open the window. The train was to arrive ten minutes later. He resented very much that I should have asked him to open the window. He said: "These rules cannot be followed. If they are followed, we cannot work, and it is not the only thing to be

done. We have got to do so many things." So, I would submit that such things should be seriously taken notice of, and the persons who do not follow the rules which are provided by the administration for the convenience of the public should be taken to task.

There is one other point about my constituency that I would like to say. Between Bareilly and Lucknow, there is a station called Bhojepura. And to the east of that station is Saithal station. This distance is eight miles, while the next station on the other side of Bhojepura and Saithal is each three miles away. Now, the agricultural produce in between these two stations, Saithal and Bhojepura, mostly sugarcane, is diverted and not taken to the factories because of the long distance to these stations. From the traffic point of view also, there is a clear necessity of a new station between Saithal and Bhojepura. I had written to the hon. Minister about this, and the reply I received was that the matter was under consideration and that it would be looked into. A long time has elapsed since then, and I would request the hon. Minister that now this point may be gone into and a station may be opened between Saithal and Bhojepura for the convenience of the public, as well as for the disposal of the agricultural produce, mostly sugarcane. It will give universal satisfaction to the residents there, and I think, augment the income of the railway also. As a financial proposition also, I think, the railway administration would not be a loser by opening this railway station.

डा० जाटब-चीर (भरतपुर-सवाई मारो-पुर—रक्षित-अनुसूचित जातियां) : आज मेरे लिए यह बड़े सौभाग्य की बात है कि मैं इस सदन में अपने विचार प्रकट कर रहा हूँ। इस से पूर्व कि मैं अपने विचारों को इस सदन के सामने रखते हूँ में अपने रेलवे मंत्री श्री लाल-बहादुर शास्त्री जी को हृदय से बधाई देता हूँ उन्होंने रेलों की उन्नति करने के लिए जो योजनाएं और उन इस सदन में स्वीकृत कराने के लिए रखता है, प्रशंसनीय है। उपाध्यक्ष महोदय, यह सब जानते हैं कि जब किसी मेम्बर अथवा सदस्य को अपने विचार प्रकट करने होते हैं कोई बात चाहता है तो वह बजट के बाद में कटौती का

प्रस्ताव रख कर के अपने विचार प्रकट करता है। इसी बात को लेते हुए मैंने आपके समक्ष तीन कटौती के प्रस्ताव रखते हैं। तीन कटौती के प्रस्ताव जो कि मेरे नाम में हैं और यद्यपि मैं विरोधी पक्ष की ओर से बोल रहा हूँ तथापि मंत्री महोदय से मेरी प्रार्थना है कि उन पर वह ध्यान दें सिंक इस कारण भूकि वह विरोधी पक्ष की ओर से पेश किये गए हैं उनकी ओर कोई ध्यान न देना और परवाह न करना उचित न होगा। मेरी प्रार्थना है कि मंत्री महोदय, जो मैं तीन बातें उनके सामने रखने जारहा हूँ उन पर ध्यान देने की कृपा करें।

सन् १९४७ में देश में स्वतंत्रता आई और परमात्मा करे वह दिन शीघ्र आये जब देश के अन्दर से यह, जिनको आप पिछड़ी हुई जाति बाले कहते हैं, दलित जाति या परिगणित जाति बाले कहते हैं यह नाम सदा के लिए मिट जाय और हँसान २ में कोई भेदभाव न रहकर पूर्ण समानता आ जाय। सन् ४७ में सरकार की ओर से यह धोषणा की गयी थी कि सरकारी नौकरियों में परिगणित जाति बालों को साढ़े बारह प्रतिशत के हिसाब से नौकरियां दी जायेगी लेकिन दुमांग से कहना पड़ता है कि यह चीज़ अभी तक नहीं हो पाई है। अभी कल ही विरोधी दल की ओर से एक सज्जन इस सदन के समक्ष अपनी भावना को प्रकट करने के लिए खड़े हुए तो दूसरी तरफ से उनके भाषण में रोड़े बरसाये गये और बाधाएँ ढाली गयीं अच्छा तो यह होता कि आप लोग उनकी बातों का समर्थन करते लेकिन उल्टे उन्होंने जो बातें सदन में पेश कीं उन की खिल्ली उड़ायी गयी मुझे यह सब देखकर बहा कष्ट और दुख हुआ मेरा दिल तो नहीं चाहता था कि मैं इस बात को यहां पर बतलाऊं लेकिन चूँकि मैं अपने रेलवे मंत्री

[ठा० जाटबंदीर]

से परिचित हूं इसलिए मैं सब बतलाने के लिए उद्यत हो गया आखिर सत्य बात को कहने में कोई हिचक भी नहीं चाहिए, इसी लिए मैं इन कटमोशन्स (cut-motions) के द्वारा आपका ध्यान इन बातों की ओर आकर्षित करने का प्रयत्न कर रहा हूं और यह आशा रखता हूं कि आप उनको पूरा करने की कोशिश करेंगे। भारत के संविधान में परिगणित जातियों के हितों के संरक्षण के लिए केवल दस वर्ष का ही समय है जिसमें से तीन वर्ष बीत भी चुके हैं, अब सात वर्ष बाकी हैं सर्विसेज़ के विषय में पांच वर्ष का जो रखेया है वह मैं आपको बता देना चाहता हूं। कल हमारे एक मित्र ने बताया था कि सन् ४९ में कलास नम्बर १ और २ में कोई परसेन्टेज नहीं मिल रहा और आपके कथनानुसार कलास तीन में भी बहुत कम अनुपात है। आप कहते हैं कि उनमें केवल मैट्रीकुलेशन की परीक्षा बाले भर्ती होते हैं उस कलास तीन में सन् १९४९ में शेडयूल कलास (scheduled class) बालों की २७ संख्या थी। इसी प्रकार से सन् ५० में कलास तीन में ३७ संख्या थी और सब मिला करके कुल ३९ संख्या रही और कलास १ और २ में तो उनकी संख्या केवल ३ ही रही अब आप ही बतलाइये कि ऐसी दशा होते हुए वया आशा हो सकती है कि यह कौम जिसको पिछड़ा हुआ वर्ग कहते हैं, अगले सात वर्ष के अन्दर जितना उसका परसेन्टेज और प्रतिशत सरकारी सर्विसेज़ में होना चाहिए, हो जायगा। सन् १९५० में जब उनको ३९ के हिसाब से नौकरियां मिलती हैं तो सन् ५१ में यह आशा थी कि हमारी पापुलर सरकार इस मरुप्या को दुगनी कर देगी और ६ परसेंट तो ले ही आयेगी। लेकिन मैं आपको बतलाना चाहता हूं कि सन् ५१ में १९६६ लोग कलास

१ और २ में भर्ती होकर उत्तीर्ण होकर आ जाते हैं जिनमें दलित जाति के केवल ३ ही लिये जाते हैं सन् ५० में ३ और सन् ५१ में २ ही रह जाते हैं मैं आपका ध्यान इन फिगर्स की ओर दिलाना चाहता हूं और चाहूंगा कि आप ऐसा कुछ प्रयत्न करें जिसमें यह कभी भविष्य में न हो और इनमें बढ़ती होती जाय। इसी प्रकार से जो आपकी यह बलास सर्विस है और जिनमें ३.९ प्रतिशत है उसके बारे में आशा यह की जाती थी कि वह बढ़ करके साढ़े सात या सात प्रतिशत अवश्य ही जायगा लेकिन मैं आपको बतलाऊं कि वह ३.२ ही रह जाता है। न तो उनका रिकूटमेंट (recruitment) होता है और न उनको उत्तीर्ण करके लिया जाता है यह दशा हमारे भाइयों की आज सर्विसेज़ में हो रही है प्रति वर्ष सात हजार आदमी आपके मैट्रीकुलेट लिये जाते हैं, जिनमें आप केवल २, ४ या ६ दलित जाति के लेते हैं। आज के समय में यह बेइन्स्टाकी है यह अन्याय है आप लोग इस को क्यों भूल जाते हैं? इसी लिये मैंने अपने कटमोशन के द्वारा आप से यह प्रार्थना की है कि आप रेलवे की नौकरियों के लिये जो बोर्ड या कमीशन (commission) नियुक्त करते हैं उस में इन के आदमियों में से कोई एक ले कर नियुक्त करें। इस सम्बन्ध में मेरा यह सजेशन (suggestion) है।

दूसरी बात मैं अपने कटमोशन को पेश कर के आप के सामने यह रखना चाहता हूं जैसा कि हमारे श्री बलवन्त सिंह जी मेहता और श्री सोमानी जी ने आप के सामने राजस्थान की दुर्दशा रक्खी है। श्री बलवन्त सिंह जी ने आप को यह बतलाया है कि राजस्थान के भील लोगों की क्या दुर्दशा है। इस सम्बन्ध में मैं आप को यह बतलाना चाहता हूं कि रेलवे में हजारों बीघा जमीन चिरी हुई

है जो किसी काम में नहीं आती है। यदि उस रेलवे की बच्ची हुई जमीन को आप उन हरीजन निवासियों को दें जिन के द्वारा आप की अल्प की समस्या हल हो सकती है तो बहुत अच्छा हो। मैं आप के पास से कुछ नहीं मांगता। केवल जो जमीन लापर्वाही के कारण बेकार पड़ी हुई है उस को अगर आप उन लोगों को और हरिजनों को दें तो एक तो आप की साथ समस्या जो आज देश के अन्दर है वह मिट सकती है दूसरे जो आप की बेकारी की समस्या है वह भी बहुत हद तक मिट सकती है।

इसी प्रकार से मैंने अपना तीसरा कटौती का प्रस्ताव धूसखोरी के सम्बन्ध में रखा है। हमारी बहुत श्रीमती उमा नेहरू जी ने आप के सामने धूसखोरी का एक दृष्टान्त भी रखा लेकिन मैं आप को बतलाना चाहता हूं कि रेलवे के अन्दर पैसा कटी की धूसखोरी नहीं है जो कुली स्टेशन पर हुआ करते हैं उन का ठेका राय बहादुर फलाने या राय बहादुर कानाने को दिया जाता है। ऐसे लोगों को ठेका देने के कारण उन बेचारे कुलियों से रिश्वत ली जाती है। आप तो हजारों रुपये उन ठेकेदारों को लोडिंग (loading) और अनलोडिंग (unloading) के देते हैं, लेकिन उन कुलियों से सारा काम बेगार में लिया जाता है जब कि हमारे विधान के अन्दर लिखा हुआ है कि किसी से बेगार नहीं ली जायगी। मैं तो यह कहना चाहता हूं कि उन कुलियों का ठेका आप को आपरेटिव बेसिस (co-operative basis) पर दें जिस में जो पचास पचास कुलियों को लोडिंग और अनलोडिंग पर लगाया जाता है और उन को पैसा नहीं दिया जाता है वह बन्द हो जाय। वह स्टेशन पर एक आना बंडल की मजदूरी करने के लिये आता है लेकिन उस गरीब को बिना पैसे के उस ठेकेदार

की बेगार करनी पड़ती है। और उस रिश्वत में साझा किस का होता है? स्टेशन मास्टर और स्टेशन स्टाफ का और हमारे हरिजनों को ठेकेदारी का मौका दें मैं चाहता हूं कि आप इस प्रकार की अनटेविलिटी (untouchability) को मिटाने की कोशिश करें। अपने भाषण में पूज्य राष्ट्रपति जी ने यह बात बतलाई कि देश के अन्दर छुआ छूत मिट गई नहीं, नहीं, यह बात उन को बतला दी गई है लेकिन उपाध्यक्ष महोदय मैं इस सदन में बड़े ही दुःख के साथ कहता हूं कि अभी छुआ छूत मिटी नहीं है। बल्कि छुआ छूत तो बड़े गई है पंजाब में स्वर्ण जाति के एक कुएं पर एक अछूत जाति का आदमी नहीं चढ़ सकता है। चाहे वह मर ही जाय। यही दशा राजस्थान की है। बहां पर हाल यह है कि जो सुविधाय हरिजनों को राजाओं के सामने थीं वह आज जनतंत्र राज्य हो जाने से नहीं है।

श्री रघुनाथ सिंह (जिला बनारस—मध्य): रेलों पर बोलिये।

डा० आटब-बीर : मैं जानता हूं कि मुझे क्या बोलना चाहिये। लेकिन मैं इस के सिलसिले में यह बात कहना चाहता हूं कि जब भी मैं कोई बात बोल रहा होऊँ तो उपाध्यक्ष महोदय कृपा कर के कोई सदस्य इन्टररप्ट (interrupt) न करें। अपनी योग्यता का परिचय न दें।

मैं दो तीन मिनट में कुछ बातें और कहना चाहता हूं। यह मेरे हृदय की भावना है और वह मैं अंती महोदय से इस सदन में ही नहीं बल्कि बाहर भी प्राइवेट तौर से कहूंगा कि यदि वह बास्तव में छुआ छूत की भावना मिटाना चाहते हैं यदि हरिजनों को परिणित जातियों को औरों के बराबर लाना चाहते हैं तो वह यह ठेके उन लोगों को क्यों देते हैं जो आप के स्टेशन मास्टरों

[डा० जाटबन्दीर]

और स्टाफ को करप्ट (corrupt) कर देते हैं? यह ठेके कोआपरेटिव बेसिस पर दलित जातियों के उन लोगों को ही दिये जायें जो यह काम करते हैं। इसी प्रकार से हरिजनों को टी स्टाल और खोमचे बालों को सर्व प्रकार के ठेके कोआपरेटिव बेसिस पर ठेका दें, यानी रिफ्रेशमेंट रूम्स (Refreshment Rooms) भोजनालयों के ठेके दें और फिर देखिये कि देश के अन्दर से कितनी जल्दी छुआ छूत मिट जाती है। सरकारी नौकरियों के लिये भी मैं सरकार से कहना चाहता हूं कि दूसरे जाति के लोगों को हरिजनों के स्थान पर नहीं आना चाहिये। लेकिन यह तो आप के करने को चीज़ है। मैं ने राष्ट्रपति जी, के भाषण में सुना है कि देश से छुपा छूा दूर हो गई है। यदि वह वास्तव में दूर हो गई है तो छोटी जातियों को कोआपरेटिव बेसिस पर ठेके दिये जायें।

चौथी क्लास की नौकरियों के लिये आप जवाब देंगे कि हरिजन जाति का परसेन्टेज़ काफी है। श्रीमान जी, मेहतरों का परसेन्टेज़ कैसा? मेहतर के काम के लिये तो मेहतर ही चाहिये। गारा ढोने वाले काम के लिये गारा ढोने वाले चाहियें, इसी तरह से मिट्टी ढोने का काम है तो मिट्टी ढोने वाले चाहियें। इस परसेन्टेज़ को दूसरी सरविस में लगाना सर्वथा अनुचित है।

मैं देखता हूं कि एजुकेशन मंत्री और हमारे कांग्रेस गवर्नमेंट आज परिगणित जातियों को सब के बराबर लाने के लिये सालों रुपया खर्च कर रही है तो कोई बजह नहीं है कि उन हरिजनों के योग्य बालकों को, उन के होनहार लड़कों को जो रिस्वतखोरी नहीं जानते आप ऊंची सर्विसेज़ में जगह न दें या उन की ठेके न दें। उन को बराबर

लाने के लिये आप को उन के उत्साह को बढ़ाना चाहिये।

मैं कहना चाहता हूं कि मैं अपने कटमोशन इस लिये नहीं पेश कर रहा हूं कि मैं आप का विरोध कर रहा हूं, आप ने जो बजट यहां पेश किया है उस के लिये बजट की ओर आप की दोनों की सराहना करता हूं, धन्यवाद देता हूं। मैं अपने कटमोशन उपस्थित कर रहा हूं, आप की मर्जी है आप माने या न मानें क्योंकि वह विरोधी बेन्चेज़ (benches) की तरफ से आये हैं। लेकिन मुझे आशा है कि हमारे मंत्री महोदय सब बातों पर जरूर विचार करेंगे और मेरे कटमोशन्स को स्वीकार करेंगे।

स्वामी रामानन्द शास्त्री (जिला उन्नाव व जिला रायबरेली—पश्चिम व जिला हरदोई—दक्षिणपूर्व—रक्षित अनुसूचित जातियां) : माननीय उपाध्यक्ष महोदय, आज आप ने मुझे रेलवे बजट के स्वागत के लिये जो अवसर दिया है उस के लिये मैं आप का हृदय से धन्यवाद करता हूं। यद्यपि मुझे कुछ बोलना नहीं या लेकिन रेलवे के सम्बन्ध में मुझे दो चार बातें याद आ गई और वही मैं इस के सम्बन्ध में कहूँगा। मुझे आशा है कि मंत्री महोदय उन को ध्यान से सुनेंगे और उन पर अमल करेंगे। करीब करीब सभी विषयों में बहुत से महानुभाव बोल चुके हैं, इसलिये मैं उसे का रिपिटीशन (repetition) नहीं करूँगा।

मुझे यह कहना है कि जो कुछ रेलवे के सम्बन्ध में हो रहा है या होना चाहिये वह सरकार की शक्ति से ज्यादा हो रहा है, लेकिन फिर भी मानव समाज में हमेशा कुछ न कुछ आवश्यकता बनी रहती है और उस को देखते हुए मैं कुछ बातें आप के सामने रखूँगा।

रेलवे में कुलियों की दशा इतनी खराब है कि वह एक ठेकेदार के अधीन रहते हैं और 'केदारों' के साथ और भी अधिकारियों का सम्बन्ध रहता है। कुलियों से दूसरे आदमियों का भी काम बेगार में लिया जाता है।

कुलियों के रहने के लिये कोई व्यवस्था नहीं है। दूसरी बात यह है कि रेलवे का जो छोटे तबके का स्टाफ है जैसे गंगमैन (gang-men) है और इसी प्रकार के दूसरे लोग हैं, उन को तरकी देनी चाहिए। रेलवे में बहुत से ऐसे महकमे खोले गये हैं जो आवश्यकता से अधिक हैं और उन की वजह से बहुत गड़बड़ी होती है। एक मेडीकल एड (medical aid) का महकमा है उस में दवाएं बहुत कम बट्टी हैं और काफी रुपया बचा रहता है। बहुत ऊंचे ऊंचे डाक्टर हैं लेकिन छोटे तबके के कमचारियों को दवाएं बहुत कम मिलती हैं और वह बेचारे बाहर से दबा करते हैं। मेरे कहने का यह मतलब नहीं है कि यह महकमा न खोला जाय। यह बहुत अच्छा है लेकिन इस में सुधार किया जाय और दवाईयां अधिक खरिदबायी जायें और छोटे तबके के कमचारियों को दवाइयों की विशेष सुविधा दी जाये।

इस सम्बन्ध में मुझे कुछ और भी कहना है। कुछ ऐसे महकमे खुले हुए हैं जिन के पास कोई प्रोग्राम नहीं है जैसे कि वैलफ्रेयर का महकमा एक प्रकार से अर्मादा खाता खुला हुआ है और सरकार रुपया बांट रही है। यदि उन के पास कोई खास प्रोग्राम है तो उस को चलायें लेकिन कभी कभी खेल कूद के सिवा उन के पास कोई और प्रोग्राम नहीं है। इसलिये इस की जांच की जाय और यदि इस महकमे के पास कोई प्रोग्राम नहीं है तो उस को बन्द कर दिया जाय।

दूसरी बात में यह कहना चाहता हूं कि बहुत सी यूनियन्स (Unions) चल रही हैं। किन्तु ऐसी रेलवे यूनियन को तरकी देनी चाहिए जो कि आपसी समझौते के ढंग से काम चलाती हो। इस से भी रेलवे का सुधार हो सकता है।

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रेलवे विभाग के बहुत से अफसरान ऐसे हैं, मैं यह नहीं कहता कि सब ही ऐसे हैं जो काफी गड़बड़ी करते हैं। एंटीकर्प्रश्न (anti-corruption) के अफसर जो नियुक्त हैं उन से वह लोग मिल जाते हैं और जो रिश्वतें चलती हैं तो उन में सब का बटवारा होता है। सब के हिस्सों की बांट हुआ करती हैं। मैं आप को हमसका प्रभाण दे सकता हूं। मैं ने देख भाल की तो मालूम हुआ कि यह महकमा इसलिए बना था कि इस महकमे के हारा रिश्वत कम होगी लेकिन जब रक्षक ही भक्षक हो जाये तो दुनिया में कौन बचाने वाला है। जब वह महकमे बाले उन से रिश्वत में हिस्सा लेते हैं तो वह भी उन पर छापा नहीं मारते हैं और रिश्वतें और बढ़ जाती हैं। इसलिये उस की कोइ विशेष व्यवस्था होनी चाहिए।

रेलवे का जो कमीशन बना है उस के सम्बन्ध में मैं यह कहना चाहता हूं कि उस में उन लोगों को भी लेना चाहिए जो कि निम्न श्रेणी के काम करने वाले हैं, इस प्रकार से सहयोग से काम होना चाहिए।

मैं समझता हूं कि अगर गवर्नरमेंट को खर्च में कमी करनी है तो वह कुछ कामों को ऐसे अफसरान को दे जिन के पास काम कम है और जिन को और काम दिया जा सकता है। इस तरह भी बहुत बचत हो सकती है। बहुत सा ऐसा स्टाफ है जिस के पास काम कम होता है और समय उन के पास बहुत ज्यादा

[स्वामी रामानन्द शास्त्री]

होता है। तो उस समय में वह कोई न कोई और स्कीम बनाते हैं। जो छोटे बांग के लोग हैं उन के पास ज्यादा काम होता है और उन को फुरसत नहीं होती। इन चीजों की ठीक ठीक जांच होनी चाहिए।

यूनियनों के बारे में मैं ने कहा था। जो रेलवे यूनियन है उस ने भी काफी काम किया है। उस के २४ हजार मेम्बर हैं और उन्होंने पंजाब अकाल, मद्रास अकाल और आसाम अकाल में जितनी उन की शक्ति थी सहायता भी की है। वह इस तरह अपना कार्य कर रहे हैं। मैं इस बात को अनुभव कर रहा हूँ कि यदि ऐसी यूनियनों को तरकी दी जाय तो आपस में समझौते के ठंग से काम हो सकता है। उन के पास करीब पांच या छः सौ लाख आये जिन को उन्होंने निबटाया। इस प्रकार उन को यदि तरकी दी जाय तो उन्होंने न हो कर आप का काम हो सकता है।

इस के अतिरिक्त मुझे भाननीय मंत्री जी से दो चार बातें पुलों के सम्बन्ध में भी कहनी हैं। हिन्दुस्तान में बहुत जगह जनता के यातायात के लिये पुलों की आवश्यकता है, जैसे बालाबाली का रेल का पुल है, कालपी का पुल है और भी गंगा पर और दूसरे रेल के पुल हैं, उन पर जनता का यातायात न होने से जनता को बहुत दिक्कत होती है। अगर सरकार के पास इन पुलों को बनाने के लिए इस समय रुपया नहीं है तो वह आने वाले बजट में इन के लिये रुपया रखें, और भाननीय सरकारों को आदेश दें कि वह उन को अपने खर्च से बनावें और केन्द्रीय सरकार भी उन को मदद करे। तो इस से यह होगा कि जो एक जिले से दूसरे जिले में आने जाने की दिक्कत है वह दूर हो जायगी। इस सम्बन्ध में भी मैं आप का ध्यान आकृषित करना चाहता हूँ। उन्नाव में एक पुल की बहुत

आवश्यकता है। वह मेरा निर्वाचन क्षेत्र है, इनलिए मुझे उस का अनुभव है। उन्नाव शहर में रेल को पार करने का कोई भी पुल नहीं है। वह उस मेन लाइन पर है जो दिल्ली से कानपुर, लखनऊ होती हुई कलकत्ता जाती है। वहां पर मालगाड़ियां और दूसरी गाड़ियां बहुत आती रहती हैं। मैं समझता हूँ कि इस बजह से २४ घन्टे में कम से कम आठ घन्टे तक सड़क का फाटक बन्द रहता है और चलने वाली जनता की बहुत भीड़ हो जाती है। वह छोटा सा शहर है और इस से वहां बहुत दिक्कत होती है। मैं माननीय मंत्री महोदय से प्रार्थना करूँगा कि वह वहां भी जनता की यातायात के लिये एक पुल बनाने की योजना रखे।

एक बात मुझे और कहनी है। वह यह कि रेलवे की बहुत सी फालतू जमीन है। कुछ रेलवे के अक्सर उस जमीन को जुतवाते हैं दूसरी लोगों से और उस का अनाज उन के यहां आता है। मैं उन के नाम भी जानता हूँ। कुछ लोग तो जोनने आलों से पैसा भी लेते हैं। इस जमीन से रेलवे को कोई इनकम नहीं होती। मैं सरकार से प्रार्थना करूँगा कि उस जमीन को सरकार भूमिहीन मजदूरों को दे। इस से उन के कुटुम्ब की भी गुजर हो सकती है और सरकार को भी उस का लगान मिल सकता है और आमदनी हो सकती है। इस से काफी फायदा हो सकता है। यदि रेलवे को उस जमीन की आवश्यकता हो तो वह उन से लिखा सकती है कि जल्हर पड़ेगी तो हम यह जमीनें बापस ले लेंगे। यह जमीनें उन को अस्थायी तौर पर दे दी जायें ताकि वह उस की जोतें। हिन्दुस्तान में रेलवे की लालों बीवा भूमि फालतू पड़ी हुई है। अगर यह जमीन उन लोगों को दे दी जाय तो इस से सरकार को भी फायदा

हो सकता है और गरीब जनता का भी भला हो सकता है। मैं माननीय मंत्री महोदय का ध्यान इस तरफ आकर्षित करूँगा कि जल्दी से जल्दी वह इस काम को देखें।

जिला सहारनपुर में मैंने विशेष रूप से जांच की है। वहाँ सीलोनी नदी के आस पास बहुत सी जमीन है। रेलवे के अकसर वहाँ से उन लोगों से जो इस को जीतते हैं रुपया ले आते हैं और वह जमीन छोटे लोगों को नहीं मिलती। तो मैं उन का ध्यान इस तरफ भी आकर्षित करूँगा।

मुझे और कुछ विशेष नहीं कहना है। यहीं दो चार बातें मुझे कहनी थीं। उन की ओर मैं ने मंत्री महोदय का ध्यान आकर्षित कर दिया। आप ने जो मुझे बोलने का अध्यार दिया इस के लिए मैं आप को हृदय से धन्यवाद देता हूँ और अपना स्थान लेता हूँ।

Shri Vallatharas (Pudukkottai): The two great dragons to which the Indian people are yoked are, one the Central Budget and the other the Railway Budget. By a chain of taxation running over a century, which is aggravated in the present years, the morale of the entire nation has been broken. The common man has been steeped in poverty, hunger and continuous starvation. The Union Budget has admitted that in the form of direct taxation the highest pitch has been reached. In the sphere of the Railway Budget, now, there is absolutely a standstill, unless we pretend ourselves to be so strong and resourceful for future work. It is a fact that since 1949 when the new settlement in respect of the present railway system was implemented, the rate of fares has been doubled. Having heard the criticisms of hon. Members in this House during the last Budget session and in this session, it is quite clear that the question regarding the Railway Department is not one of survival. I say that it is not a question of survival, because, it is imperatively necessary for Defence purposes and for the common convenience of the people. Either it is a dilapidated one or a successful one: but in either case it must

continue. But the real question that is facing us is this—whether it is the present Ministry or the past Ministry that is responsible—or the department and the officers who handle things, or all stand condemned in the eye of the public. There is no use of saying that people are pushed out of the third class and that there is no amenity and no convenience in the train. All these things have been repeatedly told, and the thick-skinned administration have received them calmly and even with smiling faces at times. It is a deplorable story that in spite of having great scope for future improvement, the corruption of the official stock has led this country to the present state of ruin and suffering. If they are not going to redeem themselves, certainly there must be some way out of this. Despite the fact that the Congress Party is the ruling party and is in a majority, I say the Ministry must resign at least as a token. I am not offering my remarks in any vindictive spirit—against any party or any individual; but see the affairs, place your finger on your conscience and see what things are. (Interruption) I will tell you the parable of the friendship between the rat and the frog. The frog is a docile being confined to the water. It is like the Railway Department within its own forum.

Mr. Deputy-Speaker: I am giving only ten minutes to every hon. Member. The frog may take away some of his time.

Shri Vallatharas: I am sorry the Chair has been forced to make these observations. Of course, even if you speak, Sir, you tell stories in a pleasant manner. I too can say harsh things in civilised language.

Mr. Deputy-Speaker: You may go on but I am afraid it will take away some of your time.

Shri Vallatharas: Whatever I do, whether it is a good performance or whether it is a bad performance, whether I am an infliction or not, I must do it for my existence; or else our existence will not be justified.

The rat in the parable is the Central Budget and the frog is the Railway Department. A friendship was sought to be established between the two. A rope was tied between the two. When the criticism comes from the public, both of them are either lifted to the skies or both of them fall to the ground. That is how this Union Budget has spoiled the

[Shri Vallatharas]

Railway Budget and the Railway Budget has spoiled the Union Budget. In that way things have happened. As a part of the major policy, I am submitting this. Why should you take four per cent. of the so-called capital employed? After all it is our own institution, it is our own property, the property of the nation. The word 'employed' is important. Have you assessed the capital at any time just to make this calculation of four per cent.? Have you at all analysed what this capital is; have you evaluated the capital? Yet, you want this four per cent. This four per cent. is paid by the passenger.

Then there is the other item, the Reserve Fund for which 15 crores of rupees has to be paid every year. All these funds go together amounting to about Rs. 40 crores. The passenger is made to pay. There is no use pleading that the railways cannot exist without the passenger. The passenger is made to pay and the money is reserved for railway funds, which funds are largely utilised for balancing the General Budget. This is not my opinion only; it is the considered opinion of the United Nations. and, if anybody of you have not read it, I will give the book. The responsible officers and Ministers can go through that and see. You praise to the skies that you have got the Assam Link. You say 34 million dollars have been granted by the World Bank for Development and Reconstruction. The fares and freights have been doubled and yet you say these are low as compared with other countries. After the war, the swing which made the whole world prices fall, has also visited this country. Nowhere in this world is there a railway institution which makes out so much annual surplus as the Indian railways, and the whole amount goes into the hands of the Finance Minister for his balancing the Central Budget.

Dr. N. B. Khare (Gwalior): They are Siamese twins.

Shri Vallatharas: I will finish within fifteen minutes.

Mr. Deputy-Speaker: Ten minutes.

Shri Vallatharas: Anything which the Chair is pleased to give. I am not here to protest but I would say it will be injustice. The quantum must not depend upon the personalities that are speaking. There must be the utmost possible liberty for a person to express what he feels.

I submit without any protest to the Chair.

Now, the Railway Budget just like the Union Budget is possessed by three grips. Either you must suffocate and die or you must find out the means to breathe freedom. One is that after independence there has been a natural desire for expansion. The Central Budget and the Railway Budget planned very busily big schemes and plans with very great capital investments. Then they find themselves in the delicate position that costs are going high and they cannot keep on. The third is the stage of withdrawing or cutting grants and advances.

Yesterday the hon. Minister of Railways said that there have been complaints that the South has been neglected. Have you not neglected the South? No doubt, you have neglected the South. you have neglected the South to your own destruction. I want to place the emphasis on that. If you do not rectify things at least hereafter, suddenly you will see things which I do not want to tell you now. There is no time for me to repeat all these things now. Madras is now a red rag for all of you. The little hold that the Congress has on the people, you must preserve or else you die a natural and legal death, in this country, as a constitutional force. I will be very sorry if the Congress allows it. But one cannot help that. When a person is going to die persistently and emphatically, you cannot prevent him. My hon. friend, the Minister pleaded that he had no money.

Mr. Deputy-Speaker: Please address the Chair.

Shri Vallatharas: I will give the statistics in course of time. All you have collected from the South you have simply wasted and squandered all round the North. Some things may be useful. I do not grudge them. But, on the other hand, a proportionate amount should be spent on the South. That is one thing which I want to press in this Railway Budget.

Now, you have no money. The fares have gone very high. You compare it with other countries where the national income, and the per capita income are more and they pay more fares. Here the per capita income has come to the zero level or even minus level. So it is not correct to compare with the other countries.

We have no money to spare. The Railway Minister and the Railway officials have not at all looked into the facts. Why has there been a recession in the income or the earnings this year or the years previously? Ever since 1950-51 there has been a decline in the passenger traffic. The increase in fares has brought about the present despondency. The hon. Minister says that agriculture and good harvest will bring in more. Never in your life can you see prosperous agriculture of the previous decade. Things are so bad. Nature itself is against all of you. As a matter of fact, so long as the present rule continues, you will have scarcity and scarcity only. You will have to depend upon good days coming, but good days will not come all at once. Fifteen years of drought and hunger will not end in an hour. Even if there is no cyclone like the one that raged in the South some time ago, and there is freedom from drought and famine, the ills of the past cannot be remedied in a day. They will continue for another decade. So, do not depend upon agriculture, or the Japanese method of rice cultivation. There is so much noise made about this Japanese method, but the hollowness of it all is abominable and obnoxious.

Dr. Lanka Sundaram: What about synthetic rice?

Shri Vallatharas: Men also can be made synthetic and production also can be made synthetic.

Now, as a matter of fact this recession in income has been due to the fact that the rich and the propitious people are outside the scope of the direct heavy taxation by way of increased fares, and so long as the rich and the propitious are outside the scope and grip of the increased railway fares and freights, and the people with diamond rings, golden chains, golden bangles, and silken saris etc. travel in the third class, standing even on the footboards for want of accommodation, how can you get income? These opulent people have descended to the level of travelling in the lower class, whereas the poor man has no other choice except to travel in the third class. If there is a fourth class or a fifth class, or if walking by the railway line is allowed, he will resort to it. But the general tendency throughout the country is—and let me submit for the sake of your intelligence and information this important fact—that everyone wants to cut short his travelling expenses. I am expected to pay Rs.

50 from Pudukkottai to Delhi by the third class. I am a Member of this House, and yet I cannot afford to travel in the inter class. See my position. One should be ashamed to say it. One should be ashamed to acquiesce in the statement that a Member of Parliament is not able to travel in a class higher than the third class.

श्री दन्तन (जिला इलाहाबाद—परिचय): क्यों ?

Shri Vallatharas: Because we have to bring our children and family. Rs. 50 per head means for a husband and wife and one child a total sum of Rs. 150. If any of us can afford to travel in the first class or the second class, it is a different thing, but I cannot afford it. Originally, the fare was only Rs. 17 or 18, but now it is Rs. 50. When I, a Member of Parliament, find it difficult, is there any ordinary common man in this country who has got his income secured to an extent that he can make this luxury journey from Madras to Delhi by paying Rs. 50? So, he minimises the trips. Even his holy visit to Kashi—I am speaking of the people from the South—has become a rarity. The Northern man's exodus to Rameshwaram for a holy dip has also equally become scarce. So, if you believe that there is any stimulus for people to travel by the railway, then that belief borders upon cowardice or ignorance. There must be stimulus for people to travel more. The Railway Department should work at a reduced cost, at an efficient level, and on an honest basis. If these three things are not satisfied, it is impossible to get any improvement.

Lastly, I want to draw attention to corruption. Of course, the anti-corruption machinery is there. Well and good. But corruption is a fine, nice and scientifically woven fabric in this country. If at all this country has achieved anything in unification and in consonance, including in its scope all sections of the officialdom and the people, it is only corruption. If at all any legacy is to be left by the party at present in power, it is a strong embodiment of corruption and nothing else. ***

What is the genuine effort you have made during the last nine months to end this corruption?

Babu Ramasrayan Singh (Hazari-bagh West): Nothing.

*Expunged as ordered by the Chair.

Shri Vallatharas: The Public Accounts Committee, the Estimates Committee and the Auditor-General's reports are three things that speak of irregularities. In addition, our open discussion in Parliament has brought forth the same point. ***

Only two sentences more, and I will finish.

Mr. Deputy-Speaker: I have given him seventeen minutes, not fifteen.

Shri Vallatharas: I will finish in two sentences.

Mr. Deputy-Speaker: No.

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Mr. Deputy-Speaker: I will now allow only one Member more to speak, because he has not spoken till now.

श्री मण्डति राम (जिला जीनपुर—पूर्व-रक्षित-अनुसूचित जातियां) : इस सदन में माननीय सदस्यों को कई बार अपनी तरफ से मंत्री महोदय और रेलवे विभाग को धन्यवाद देने का मैका मिल सकता है, लेकिन जिन सदस्यों को इस सेशन (session) में और इस से पहले के सेशन में भी बोलने का मौका नहीं मिला था। उन को अधिकार नहीं है कि वह अपनी कांस्टीट्यूएंसी (constituency) की दिक्कतें मंत्री जी के सामने रखें ?

Mr. Deputy-Speaker: So far as the hon. Member is concerned, he wanted me to include his name in the list of speakers. The practice we have been following so long is that each party is entitled to choose its own spokesmen. If the party is not willing to set up a particular Member for the purpose of keeping up the level of the debate, I cannot take the responsibility of calling upon him to speak. I leave it to the party to do so. I may tell him that he must go to the whip of his party and get his name included. He is not able to convince the whip and he is quarrelling with me.

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*Expunged as ordered by the Chair.

श्री बोर० एस० तिकारी (छत्तेरपुर-दतिया-टीकमगढ़) : उपाध्यक्ष महोदय, मैं सर्वप्रथम आप को धन्यवाद देता हूं क्योंकि पिछले साल के बजट के अवसर पर भी मुझे बोलने का मौका नहीं मिला था, अब आप ने एक छोटा सा मौका दिया है।

मैं माननीय मंत्री महोदय को भी धन्यवाद देता हूं जिन्होंने अपने बजट को संतुलित ही नहीं किया बल्कि ९ करोड़ से ऊपर की बचत भी दिखाई। परम्परा में एक ऐसे प्रदेश से आया हूं जिस का नाम विध्य प्रदेश है। विध्य प्रदेश एक ऐसा प्रदेश है कि जहां न रेल है न सड़क है और न यातायात का और ही कोई साधन है। इस सदन में बोलने वाले बहुत से सज्जनों ने बहुत सी बातें कही हैं, रेल के डब्बे अच्छे नहीं हैं, किसी ने कहा है कि रेल की गदियां अच्छी नहीं हैं, किसी ने कहा कि रेल के दरवाजे अच्छे नहीं हैं; लेकिन मैं आप से इस की प्रार्थना नहीं करना चाहूँ। मैं तो केवल यह चाहता हूं कि जहां भी जो चीजें अच्छी न हों वह विध्य प्रदेश को दे दी जायें क्योंकि विध्य प्रदेश में अच्छी या बुरी किसी भी प्रकार की रेल नहीं हैं।

[**PANDIT THAKUR DAS BHARGAVA** in the Chair]

विध्य प्रदेश में तो आंखों के तले ही अन्धेरा है। यह प्रदेश भारतवर्ष के बीच में होते हुए भी ऐसा है कि हर बीज में पीछे पड़ा हुआ है। इस में न कोई यातायात के साधन हैं, न रेल हैं और न कोई बस सर्विस ही १००, १०००, १०००० मील के अन्दर में हैं। इसलिये पहले तो माननीय मंत्री जी से मेरी यह शिकायत है कि जब पिछले साल समयासाव के कारण समय न मिल सका तो मैंने विध्य प्रदेश के सम्बन्ध में एक लिखित योजना उत्तर दी थी। उस योजना के लिये उन्होंने

मुझ से यह कहा था कि वह उस पर अगले बजट पर विचार करेंगे। आप ने बहुत सी नई रेलों का निर्माण किया है और बहुत सी विचाराधीन भी हैं। आप ने अपने भाषण में दिवा दासगांव लाइन, पश्चिमी बंगाल में बिजली से चलने वाली लाइन, मदास और उत्तर प्रदेश, पंजाब और पश्चिमी बंगाल लाइनों को जब जिक किया, लेकिन आप ने विंध्य प्रदेश का नाम भी नहीं लिया। मैं ने जो लिखित योजना विंध्य प्रदेश के बारे में दी थी शायद उसे साननीय मंत्री जी भूल गये हैं, मैं तो नहीं भूला हूँ लेकिन मैं सोच रहा था कि शायद विंध्य प्रदेश की लाइनों पर वे भविष्य में विचार करेंगे। लेकिन उस योजना को उस बजट में स्थान भी नहीं प्राप्त हुवा इसलिये मैं अपने विचार प्रकट करना उचित समझता हूँ।

शायद आप विंध्य प्रदेश को पर्दानशीन औरतों की तरह समझते हैं। जिस प्रकार पर्दानशीन औरत के इच्छावाल, उस के गुण और उस के अंग नहीं दिखाई देते उसी प्रकार विंध्य प्रदेश के गुण और अंग आप को दिखाई नहीं देते। भूतत्व परीक्षण मंडली की रिपोर्ट के अनुसार यह प्रदेश सभी प्रकार के खनिज पदार्थ से भरा पूरा है। यहां अग्नि प्रतिरोधक भिट्टी, फेल्सपार, स्फटिक, चुम्बकीय, लोहा, अल्मनियम धातु, हरसोठ, तांबा, चूने का पत्थर, रामरज, गेल, छूई, अभ्रक, हीरा, लोहे की धातु, सफेदा धातु, तूफा, बलुआ पत्थर, शीशा बनाने की बालू, बर्तन बनाने वाली भिट्टी अथवा चीनी भिट्टी पाई जाती है। यह तो, श्रीमान जी, विंध्य प्रदेश की रिपोर्ट है, एक सब से बड़ी बात वहां पर कोयले की है। आज हिन्दुस्तान में दूसरे दर्जे का कोयला सिवा विंध्य प्रदेश के और कहां नहीं पाया जाता। वहां पर जो

सिंगरौली तहसील सीधी जिले में है उस में ९०० वर्ग मील एक्रिया में कोयला है लेकिन वहां रेल न होने के कारण, यातायात न होने के कारण, १००, १०० २००, २०० मील के ईंशंगिर्द कोई रेल न होने के कारण, यह कोयला बेकार पड़ा है। अगर आप वहां रेल ले जायें तो आप को कोयला भी भिले जायगा और वहां के गरीब लोगों का काम भी भविष्य में चल जायेगा। मैं ने आप को यह आंकड़े विंध्य प्रदेश की गवर्नरमेन्ट की रिपोर्ट से दिये हैं।

4 P.M.

और सोहागपुर में बारह सौ वर्गमील और जोहिला में १५ वर्गमील में कोयला है। इमरिया और जोहिला में तो रेल पहुँच गयी है लेकिन सिंगरौली में जहां ९०० वर्गमील कोयला है रेल के न होने के कारण बहुत परेशानी है। वहां पर चूने का इतना बड़ा एक्रिया (area) है जो कि ४५०० वर्गमील में है। इतना बड़ा एक्रिया होते हुए भी वहां रेल नहीं है। दूसरे पिपरा में ८७०५ एकड़ भूमि में कुरन्द पाया जाता है, भाँडेर में चूने का पत्थर पाया जाता है। लेकिन वहां रेल न होने के कारण वह भिट्टी की तरह पड़ा हुआ है। इसलिये, श्रीमान जी, मेरी यह प्रायंकना है कि इस तरफ के लिए रेल बनाने के सम्बन्ध में अवश्य ध्यान दिया जाय।

इस के अंतिरिक्त विंध्य प्रदेश के छत्तेश्वर, टीकमगढ़ और पन्ना जिलों में जहां हीरा निकलता है वहां इन जिलों में भी रेल नहीं है। उन से सौ सौ मील की दूरी पर से रेल निकलती है। यहां काई रेल नहीं है। इधर भी आप अवश्य ध्यान दें। अनेक सज्जनों ने मांग की कि उन का भिलने का समय ठीक किया जाय। लेकिन यहां के लिए तो मैं यही मांग करता हूँ कि यहां रेल की पटरी ढाली जाय। पन्ना में हीरा की स्थान हाते

[श्री बार० एस०. तिवारी]

हुए भी वहा रेल नहीं है। वहां पुराने ढंग से हीरा निकाला जाता है। वहां हीरा का एरिया ४० वर्गमील है। वहां से रेल ४५ मील की दूरी पर है। इसलिए वहां हीरा निकालने के कोई नये औजार, हथियार काम में नहीं लाये जाते। इसी प्रकार से वहां चिजावर का इलाका है जो छत रपुर जिले में है जहां २२ मील लम्बा पहाड़ है जहां लोहा बनाने का पत्थर मिलता है। वहां पुराने ढंग से कुछ लोहा बनता भी है। अगर सरकार वहां नये ढंग से फैक्टरी द्वारा लोहा बनाना स्कीकार कर ले तो मैं समझता हूँ कि सारे भारतवर्ष की रेलों के लिए वहां से लोहा मिल सकता है और आप का और गरीब लोगों का काम चल सकता है। विष्य प्रदेश ३५ छोटी बड़ी रियासतों को मिल कर बनाया गया है जिस में से ३४ रियासतें बुन्देलखंड की हैं और एक रीवा बुन्देलखंड की है। पहले यह प्रदेश इन छोटी छोटी रियासतों में बटा हुआ था। इस का पता नहीं था कि वहां कितनी आमदनी हो सकती थी। राजा लोगों ने इस प्रदेश की कोई उन्नति नहीं की, वह अपने भोगचिलास में लगे रहते थे। इसलिए, उपाध्यक्ष महोदय, मैं चाहता हूँ कि माननीय मंत्री महोदय इस ओर अवश्य ध्यान दें। अगर आप इस ओर ध्यान देंगे तो आप को जितना खनिज पदार्थों का उत्पादन चाहिए उतना मिल सकता है और यह प्रदेश समृद्धिशाली हो सकता है और यदि आप ने ध्यान नहीं दिया तो यह बैसा ही पिछड़ा हुआ रहेगा जैसा कि राजाओं के जमाने में था। मैंने आप को यहां के लिए रेलवे की योजना तो पार साल दी थी, शायद वह आप के दफ्तर में पड़ी होगी। मैं चाहता हूँ कि ललितपुर से या जांसी या हरपालपुर से नौगाँव, छत्तेश्वर होती हुई पन्ना सतना को मिलायें और वहां से राज धानी रींवा होती हुई सिंगरौली को मिल

दे ताकि उस खदान के पास तक रेल पहुँच जाए। यहां ९०० वर्गमील की क्षेत्रफल की खदान हैं। इस को अभी तक छुआ ही नहीं जाता।

इस के अतिरिक्त मैं आप से बर्ज करूँगा कि हम अपने यहां पत्थर की वस्तुएँ और चक्रियां बना कर सतना के स्टेशन से बिकाने के लिए भेजते हैं। पन्ना में उसी तरह का पत्थर होता है जैसा कि राजस्थान में। वहां यातायात न होने के कारण हम वहां के पत्थर की चक्रियां तथा अन्य वस्तुएँ बाहर नहीं भेज सकते। इसलिए मैं आप से यह प्रार्थना करूँगा कि आप इस तरफ ध्यान दें। रेलवे की योजना तो मैंने आप को पूरी दे ही दी है।

दूसरी बात मुझे यह कहनी है कि मंत्री जी ने कल अपने बकलाय में बतलाया था कि अट्टाचार को दूर करना कठिन सा है। मैं भी मानता हूँ कि अट्टाचार को दूर करना कठिन है, नहीं तो आज से बहुत पहले इस को दूर कर दिया गया होता। लेकिन फिर भी मैं आप से सहमत नहीं हूँ कि कोशिश करने पर वह दूर नहीं हो सकता है। आप ने जो उच्च वर्ग के कर्मचारियों के सम्बन्ध में कहा कि वे लोग कहते हैं कि सब पर अविश्वास किया जाता है, ऐसी दशा में नौकरी असम्भव है, तो उस सम्बन्ध में मुझे यही प्रार्थना करनी है कि वही उच्च अफसर इस काम को सुधारें और वह भी अपने को स्वतंत्र भारत का अंग समझें। वह स्वतंत्र भारत से अलग नहीं है, जो लोग पालियामेंट में चुन कर आये हैं उन में और उन अफसरों में कोई भेद नहीं है, वह भी उन्हीं के बराबर हैं। अगर वह तनखाह पाते हैं तो इसलिए कि वह २४ घंटे काम करते हैं और जो काम करता है वह भोजन को किसी न

किसी रूप में लेता ही है। इस से कोई किसी में फ़र्क नहीं पड़ता। इसलिए मेरी उन से जेतना के साथ प्रार्थना है कि इस काम में भरसक कोशिश करें। वह भी जब रिटायर होंगे तो उन को पालिंयामेंट में मेम्बर हो कर आने का अधिकार है और योग्यतानुसार वह मंत्री भी हो सकते हैं। गुलाम देश के नौकर नहीं हैं, वह स्वतंत्र देश के मुलाजिम हैं, वह गुलाम नहीं हैं। उन को अपनी यह धारणा बनानी चाहिए और इसी धारणा से देश का उद्धार हो सकता है। दूसरी चीज उन को यह भी समझना चाहिए कि अगर वह इस अप्टाचार को कायम रखें तो जो उन की सत्तान होगी वह भी इस को अपनाती चली जायगी और इस तरह भारत का उत्थान असम्भव है। इसलिए मैं प्रार्थना करूँगा मुलाजिमों से और बड़े बड़े अफसरों से कि वह इस और ध्यान दें और अपने कर्तव्य को पूरा करें और क्रिटिसिज्म (criticism) का बुरा न मानें। उन को केवल आगाह किया जाता है ताकि वह उन्नति की ओर आगे बढ़े। अस्तु मेरी आप के ज़रिये रेलवे मंत्री जी से यह करबद्ध प्रार्थना है कि विध्य प्रदेश की बाबत ध्यान दें और वहां रेलवे बनाने का जल्दी से जल्दी प्रयत्न करें।

Shri L. B. Shastri: There is not much time at my disposal. Hence I would select only a few points on which I would like to place my views.

Mr. Vittal Rao has raised the question of the non-implementation of the Adjudicator's award on the N. S. Railway. The position has been examined and it is found that, barring a very few number of men, all the additional staff required for the full implementation of the Adjudicator's award are already in position, and the award will be fully implemented by 31st of March, 1953.

I would like to say the same thing about leave reserve, except that in the case of the station masters there will be some difficulty until the men

who have been recruited have been trained.

He also said something about the Convention resolution. In that connection he said that the payment which was to be made for the Barsi Light Railway should not have been charged to the Development Fund. Well, it has been decided that if the return on the purchase price shows that it is unremunerative, that is if the return on the investment is less than 4:25 per cent., the charge should be to the Development Fund. The Barsi Light Railway is anticipated to be unremunerative, and on account of that reason the purchase price has been charged to the Development Fund.

Mr. Anthony has raised several points. I cannot deal with all the points raised by him here and now. But I am told that he has already written to the Railway Board about many of them. I think he has raised some new points here. I will certainly get them examined further and will inform him about them. But about two or three matters which he raised and which I consider important, I shall say a few words. He has referred to the Selection Boards and made various suggestions for their improvement, like publishing the results within a week, moderating examinations, etc. Well, I welcome the suggestions made by him and as I have said in my speech, the question of improving the procedure of Selection Boards is already under consideration and the suggestion made by the hon. Member will certainly be given due consideration.

Then he said that the work of the Seniority Committee should be expedited. Well, I entirely agree with him and this matter is engaging our attention and everything possible is being done to expedite the work. I cannot give him the exact time of how long it will take but we will try to finish the work within six to eight months.

Mr. Anthony also referred to the hardship caused to the staff by being kept for long periods under suspension. Well, I am myself conscious of the need for relieving their distress on this account but the difficulty arises when a case is sent to court. As soon as a case is sent to a court, the staff concerned is immediately suspended and till the court has disposed of the case, the person concerned has to remain under suspension.

Mr. Anthony also referred to the disparity as between divisions on

[Shri L. B. Shastri]

railways in the grant of officiating allowance. The disparity in the rules as between railways has already come to our notice and action has already been taken to make the procedure uniform.

Shri Gowda from Mysore has raised the question of ex-State employees of Mysore. I may inform him that the question of the staff of some of the ex-State Railways is under my consideration and Mysore is one of them. I can only assure the Member that this matter would receive my earnest attention.

Shri Ram Nagina Singh said something about his Chit Baragaon station. What I am concerned here with is the categorical statement that he made that at this particular station, the staff take large sums of money for supplying wagons. I would like to tell him that we shall ask for a special enquiry and I hope the hon. Member will also give his help and co-operation in the matter.

Several suggestions have been made regarding improvement on different stations and the provision of amenities and certain suggestions have been made in regard to the construction of new lines. It is not possible to deal with them here but I shall look into them and certainly, in regard to the matter of amenities and improvements, etc., try to do what I can.

I may say a few words about the B.B. Railway of Bihar. Well, that matter has been brought to our notice by the Bihar Government. We do not propose to take it over but I have asked the Chairman, Railway Board, who will shortly be visiting Bihar, to discuss this matter with the Bihar Government.

Two or three Members from the Scheduled Castes spoke about their position on railways. Government is fully conscious of their position in Government services and they are taking such steps as are practicable to increase their representation in the services. I know the special difficulties of the Scheduled Castes' brethren and I want to do as much as I can. I am already seeing what I can do for them, especially in regard to the railway administration.

One suggestion was made that a person belonging to the Scheduled Castes should be appointed to the Railway Commission. I am prepared

to examine the feasibility of this suggestion.

Much has been said about the difficulties the workers have to face in regard to medical facilities and housing, etc. I know we have to do much for the workers but if the House will permit me, I may say in brief what we are doing at present. We are spending about Rs. 3-6 crores per annum for building new quarters and improving the old ones. We are spending another Rs. three crores per annum on health and medical services. We are spending about Rs. 60 lakhs a year on educational facilities. We are also spending about Rs. ten lakhs a year for the Staff Benefit Fund for sports, etc., and there are about 500 institutes and clubs for which buildings and initial equipment are found by the railways. We will continue to do still more within, of course, the funds at our disposal.

Dr. Lanka Sundaram raised the question of recognition of the All-India Railway Ministerial Staff Association. He stated that our policy was inconsistent in this matter and perhaps cited the recognition of Class II Officers' Association as an example. The recognition of Associations of gazetted officers and Unions of non-gazetted staff is on an entirely different footing and is regulated by a different set of rules. Gazetted officers are not entitled to form Unions and the recognition of their Association does not entitle them to any privileges beyond making representations.

Mr. Nambiar has again repeated the charge of embezzlement in regard to the Schlieren Agreement. If you will pardon me, I may say that Mr. Nambiar takes special pains to misstate facts. Well, if he will permit me, I shall quote a news which has appeared in his Tamil paper. The hon. Member had put certain questions in regard to the recognition of the Southern Railway Union. The answer was given by the Deputy Minister. The answer has been quoted in that Tamil paper *Thozhilarasu*.

Shri Chattopadhyaya: I could not catch it.

Shri L. B. Shastri: You have followed it. It is *Thozhilarasu*. If the House may like I shall try to read it in Tamil. He has quoted the answer. Then below that:

Labour union angeekara vizhayat-thai thaniyaka pariseelikkapaduvathakavum merchonna arasanga kolgai

labour union vizhayuthil kurukke nirkathu enrum thozhar Nambiaridathil railway manthiri vakkuruthiialithullar.

Translated into English it says that the Railway Minister has given an assurance to comrade Nambiar that the question of recognition of the Labour Union is being examined separately and that the Government's decision stated above will not stand in the way of the Labour Union. I do not want to contradict it in his face just here. I can only tell him that it is not correct and there have been absolutely no talks on these lines, between him and me.

Shri Nambiar: The proceedings of that day can be seen.

Shri L. B. Shastri: I have never denied that the agreement had its defects. I have never said that. If he will only go through the report of the Public Accounts Committee, I am quite sure that what I said will be found to be absolutely correct. What the Public Accounts Committee has said is about the terms of the agreement which was entered into, and the defects of the agreement. They could have used the word 'embezzlement'. That word was not taboo to the Public Accounts Committee. But, they have never said that. Of course, I know that they are satisfied on that point.

I do not remember the name, but Mr. Nambiar referred to a particular case of men being told off for two days in order to retain them as casual labour. I can only tell him that this is against the specific instructions on the subject. We will investigate the case which he has referred to. He also mentioned about the *ad hoc* tribunal. The tribunal has not yet been formed and the actual composition of the tribunal is under discussion, as also the subjects which have to be referred to the tribunal. So far as I can see, it will not be possible to include in the tribunal the unions which are not affiliated to the two Federations.

The main point which he referred to was about the recognition of unions, especially the recognition of the Southern Railway Union. Recognition of unions is based on certain principles. No doubt, the railway and the workers have arrived at some satisfactory working arrangement after a great deal of discussion and deliberation. So far as I can see, the arrangement is both in the interests of the workers as well as the railways. The basic fact is that the Railway

Board will only deal with All India bodies and the unions which are affiliated to either of them. There are certain exceptions in a few cases because recognition was given a long time ago. Dr. Lanka Sundaram referred to a few unions which have got recognition. I may tell him that in one case, it is perhaps 25 or 30 years ago that that recognition was given. It is difficult for me to withdraw recognition from them unless every aspect of the matter has been examined and gone into fully. However, it would be our effort to bring about as far as possible uniformity in this matter. Shri Venkataraman has rightly pointed out that sectional unions should not be encouraged. I entirely agree with him. I would like Dr. Lanka Sundaram to accept the sound principle and ask the ministerial staff to make common cause with others. The grievance of Mr. Nambiar in regard to the question of recognition of his union should be, in fact, more against his fellow workers in the labour field and not against us.

Shri Nambiar: We want your recognition, not their recognition.

Shri L. B. Shastri: The hon. Member accused me of having political motives. I am sorry I have to bring the same charge against him. I would like the House to look at his speeches and writings and those of his colleagues. They are full of politics, as if he is forming a plank not to fight for the labour cause, but to fight against the existing Government on all fronts.

Shri Raghavaiah (Ongole): May I submit that the hon. Minister is committing the fallacy of.....(Interruption).

Shri L. B. Shastri: I must say that that is hardly fair. In fact, I am sometimes amazed to see some of the speeches made by the railway employees in this union. I will not quote them here. That will take much of the time of the House. But, I wonder if these employees would ever be able to perform their duty satisfactorily. I think that Mr. Nambiar and his friends have to work with a different outlook altogether. He will excuse me if I say that he and his colleagues have failed to make a correct appraisal of the real situation in the country and therefore they have frequently faltered and failed. I would beg of him to understand the existing position of the country and see where the railway worker stands in that picture. Then alone would he be able to assess the correct position and formulate a proper labour policy.

Shri Nambiar: What is that?

[MR. DEPUTY-SPEAKER in the Chair]

Mr. Deputy-Speaker: I will treat all the cut motions that have been tabled as having been moved, in addition to those that have been specifically moved on Demands Nos. 1, 4 and 6.

I have been advised that there is agreement that cut motion No. 250 may be put to the House and the House divide. Now, there is some difficulty regarding cut motion No. 250. Hon. Members are aware that a cut motion, where it is a token cut, for example, that the Demand under the head 'Railway Board' be reduced by Rs. 100/-, must restrict itself to one grievance.

There are three kinds of cut motions, as hon. Members are aware. One is refusal of supplies, where the entire amount is reduced to rupee one. That means individual grievances ought not to be discussed. Policy and administrative matters relating to that particular Demand are to be discussed. With respect to economy cuts, the exact amount, say Rs. 50,000 or Rs. 1,00,000 and so on, is specified. The third one, involving a token cut, is for the purpose of drawing the attention of the Government to individual grievances. Not more than one grievance can form the subject matter of such a cut motion because

there is no limit to the number of cut motions that can be tabled by an hon. Member. He has only to split them. I would request the hon. Member in whose name this cut motion stands, Mr. Damodara Menon, to restrict this motion to any one of those items.

Shri Nambiar: I have one submission to make. Here, this relates to the Railway Board. It is the failure of the Railway Board we are discussing, and why can we not discuss all the items under it?

Mr. Deputy-Speaker: I have no objection if the suggestion of the hon. Member is that we should change the Rules hereafter, but under the Rules as they exist—the hon. Member will kindly hear what I say—all that is technically necessary is to have it split over various cut motions. That might have been done. Even now, I am not avoiding it altogether. All that I say is that this may be restricted to one item.

I will now put the cut motion to the vote of the House. The question is:

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

The House divided: Ayes, 74; Noes, 255.

Division No. 2]

Alit Singh, Shri
Anjad Ali, Shri
Bahadur Singh, Shri
Banerjee, Shri
Basu, Shri K. K.
Biren Dutt, Shri
Boovaraghnaam, Shri
Buchhikotalal, Shri
Chakruvarthy, Shrimati Renu
Chatterjee, Shri N. C.
Chatterjee, Shri Tuah
Chattopadhyaya, Shri
Chaudhuri, Shri T. K.
Chowdary, Shri C. R.
Chowdhury, Shri N. B.
Damodaran, Shri N. P.
Das, Shri B. C.
Das, Shri Sarangadhar
Deogam, Shri
Doraawamy, Shri
Gam Malludora, Shri
Gidwani, Shri
Gopadaswamy, Shri
Jyaraman, Shri
Kandasamy Shri

AYES
Kolappan, Shri
Khaderkar, Shri
Khare, Dr. N. B.
Kripalani, Shrimati Sucheta
Krishna, Shri M. R.
Krishnaswami, Dr.
Mahata, Shri B.
Majhi, Shri Chaitan
Mascarene, Kumari Annie
Menon, Shri Damodara
Mishra, Pandit S. C.
Misir, Shri V.
Mukerjee, Shri H. N.
Murthy, Shri B. S.
Mushar, Shri
Nair, Shri N. Sreekanth
Nambiar, Shri
Nanades, Shri
Nathani, Shri H. R.
Nair, Shri V. P.
Pandey, Dr. Natabar
Punnoose, Shri
Raghavachari, Shri
Raghavalah, Shri
Ramasaami, Shri M. D.

[4.32 P.M.

Ramaseshajah, Shri
Rammayyan Singh, Baba
Randaswan Singh, Shri
Rao, Dr. Rama
Rao, Shri Gopala
Rao, Shri K. S.
Rao, Shri P. Subba
Rao, Shri Mohara
Rao, Shri Vital
Rasmi, Shri S. K.
Reddi, Shri Madhao
Reddy, Shri Bewara
Rishang Keishing, Shri
Shakuntala, Shrimati
Shastri, Shri B. D.
Singh, Shri E. N.
Subrahmanyam, Shri K.
Sundaram, Dr. Lanka
Swami, Shri Shivamurthi
Swamy, Shri N. R. M.
Trivedi, Shri U. M.
Vallitharan, Shri
Veeranwami, Shri
Verma, Shri Rangji

NOES

Bdullahbhai, Mulla	Dube, Shri U. S.	Madiah Gowda, Shri
Abdus Sattar, Shri	Dubey, Shri B. G.	Mahodaya, Shri
Achint Ram, Lala	Dwivedi, Shri D. P.	Mahtab, Shri
Achuthan, Shri	Dwivedi, Shri M. L.	Maitra, Pandit L. K.
Agarwal, Prof.	Ebeneser, Dr.	Majhi, Shri R. C.
Agarwal, Shri H. L.	Fotedar, Pandit	Malliah, Shri U. S.
Agrawal, Shri M. L.	Gadgil, Shri	Malviya, Pandit C. N.
Alageean, Shri	Gandhi, Shri Feroze	Malviya, Shri Motilal
Altekar, Shri	Gandhi, Shri M. M.	Masuodi, Maulana
Alva, Shri Joachim	Gandhi, Shri V. B.	Masuriya Din, Shri
Asthana, Shri	Ganga Devi, Shrimati	Matthen, Shri
Badan Singh, Ch.	Ganpati Ram, Shri	Maydeo, Shrimati
Balasubramaniam, Shri	Ghose, Shri S. M.	Mehta, Shri A.
Bansal, Shri	Gulam Qader, Shri	Mehta, Shri B. G.
Bartman, Shri	Gopi Ram, Shri	Minimata, Shrimati
Barupal, Shri	Gourdier, Shri K. P.	Mishra, Shri Bibhuti
Basseppa, Shri	Gounder, Shri K. S.	Mishra, Shri L. N.
Bhagat, Shri B. R.	Guha, Shri A. C.	Mishra, Shri Lokenath
Bhakta Darshan, Shri	Gupta, Shri Bedshah	Mishra, Shri M. P.
Bhandari, Shri	Hari Mohan, Dr.	Mishra, Shri S. N.
Bharati, Shri G. S.	Hazarika, Shri J. N.	Mira, Pandit Lingaraj
Bhartiya, Shri S. B.	Heda, Shri	Mira, Shri B. D.
Bhargava, Pandit Thakur Das	Mem Raj, Shri	Mira, Shri S. P.
Bhatt, Shri C. S.	Ibrahim, Shri	Mohd Akabar, Soh
Bhawani, Shri	Ilamuddin, Shri M.	Mohiuddin, Shri
Bhonsle, Major-General	Iyyani, Shri E.	Morarka, Shri
Bidari, Shri	Iyyunni, Shri C. E.	More, Shri K. L.
Birbal Singh, Shri	Jain, Shri A. P.	Medallar, Shri C. A.
Bogawat, Shri	Jain, Shri N. S.	Mukne, Shri
Boroon, Shri	Jangde, Shri	Nair, Shri C. K.
Bose, Shri P. C.	Jena, Shri Niranjan	Narasimhan, Shri C. A.
Buragohain, Shri	Jha, Shri Bhagwat	Naskar, Shri P. S.
Chacko, Shri P. T.	Jhunjhunwala, Shri	Natawadkar, Shri
Chanda, Shri Anil K.	Joshi, Shri Jethalal	Natesan, Shri
Chandak, Shri	Joshi, Shri Liladar	Nathwani, Shri N. P.
Chandrasekhar, Shrimati	Joshi, Shri M. D.	Nehru, Shri Jawaharlal
Charak, Shri	Joshi, Shrimati Subhadra	Nehru, Shrimati Uma
Chatterjee, Dr. Sualiramjan	Jwala Prashad, Shri	Nijalingappa, Shri
Ohaturvedi, Shri	Kajrolkar, Shri	Pannalal, Shri
Chavda, Shri	Kakkan, Shri	Pant, Shri D. D.
Chettiar, Shri T. S. A.	Karmarkar, Shri	Paragi Lal, Ch.
Chinaria, Shri	Kasliwal, Shri	Parekh, Dr. J. N.
Chaudhri, Shri M. Shafiq	Katju, Dr.	Parmar, Shri R. B.
abhi, Shri	Kazmik, Shri	Patel, Shri Rajeshwar
Danar, Shri	Keshavalingar, Shri	Patel, Shri Shankarao
Das, Dr. M. M.	Keskar, Dr.	Pawar, Shri V. P.
Das, Shri B.	Khan, Shri Sadath Ali	Prabhakar, Shri N.
Das, Shri B. K.	Khedkar, Shri G. B.	Prasad, Shri H. S.
Das, Shri Bili Ram	Khongmen, Shrimati	Hachiah, Shri N.
Das, Shri K. K.	Khuda Baksh, Shri M.	Radha Raman, Shri
Das, Shri Ram Dhan	Kirolikar, Shri	Raghbir Bahal, Shri
Das, Shri S. N.	Kolay, Shri	Raghbir Singh, Ch.
Das, Shri N. T.	Krishna Chandra, Shri	Raghunath, Shri
Datar, Shri	Krishnamachari, Shri T. T.	Raj Bahadur, Shri
Deb, Shri S. C.	Krishnappe, Shri M. V.	Ram Das, Shri
Desai, Shri K. K.	Kurcel, Shri B. N.	Ram Subhag Singh, Dr.
Deshmukh, Shri C. D.	Kureel, Shri P. L.	Ramanand Shastry, Swami
Deshmukh, Shri K. G.	Lalaram, Shri	Ramaswamy, Shri S. V.
Deshpande, Shri G. J.	Lallanji, Shri	Ranbir Singh, Ch.
Dholakia, Shri	Lakshminayya, Shri	Rane, Shri
Dhulekar, Shri	Laskar, Prof.	Rao, Diwan Raghavendra
Dube, Shri Mulchand	Lingam, Shri N. M.	Rao, Shri B. Shiva

Beddy, Shri Janardhan	Siddananjappa, Shri	Tekchand, Shri
Beddy, Shri Viswanatha	Slugh, Shri D. N.	Telikkar, Shri
Roy, Shri B. N.	Singh, Shri Babunath	Tewari, Sardar R. B. S.
Roy, Shri Patiram	Singh, Shri G. S.	Thimmalal, Shri
Rup Narain, Shri	Singh, Shri H. P.	Thomas, Shri A. M.
Sahu, Shri Bhagabat	Singh, Shri M. N.	Thomas, Shri A. V.
Sahu, Shri Baneswar	Singh, Shri T. N.	Tiwal, Shri V. N.
Saigal, Sardar A. S.	Sinha, Dr. S.	Tiwal, Shri R. S.
Saksena, Shri Mohanlal	Sinha, Shri A. P.	Tiwary, Pandit D. N.
Samanta, Shri S. C.	Sinha, Shri Antrudha	Tripathi, Shri H. V.
Ganganna, Shri	Sinha, Shri Jhulan	Tripathi, Shri V. D.
Sarmah, Shri	Sinha, Shri N. P.	Tudu, Shri B. L.
Satish Chandra, Shri	Sinha, Shri Satya Narayan	Tyagi, Shri
Satyawadi, Dr.	Sinha, Shri Satyendra Narayan	Upadhyay, Pandit Munishwar Datt
Sen, Shri P. G.	Sinhasan Singh, Shri	Upadhyaya, Shri S. D.
Sen, Shrimati Sushama	Snatak, Shri	Valsnav, Shri H. G.
Sewal, Shri A. R.	Somana, Shri N.	Vashya, Shri M. B.
Shah, Shri C. C.	Subrahmanyam, Shri T.	Varma, Shri B. B.
Sharana, Pandit K. C.	Suresh Chandra, Dr.	Venketaraman, Shri
Sharma, Prof. D. C.	Burly Prashad, Shri	Vidyalankar, Shri
Sharma, Shri K. B.	Swaminadhan, Shrimati Amma	Vishwanath Praasad, Shri
Sharma, Shri R. C.	Syed Mahmud, Dr.	Vyas, Shri Badhelal
Shukla, Faudit B.	Tandon, Shri	Wilson, Shri J. N.

The motion was negatived

Mr. Deputy-Speaker: Regarding the other cut motions, under Demands Nos. 1, 4 and 6, I shall put all of them together, to the vote of the House. These cut motions include those which were formally moved yesterday, together with such other cut motions under these Demands, standing in the names of hon. Members in whose names those cut motions which have been formally moved stand.

The cut motions were negatived.

Mr. Deputy-Speaker: I shall now put the Demands Nos. 1, 4, and 6, separately to the vote of the House.

The question is:

"That a sum not exceeding Rs. 34,61,000 be granted to the President, out of the Consolidated Fund of India, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1954, in respect of 'Railway Board'."

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a sum not exceeding Rs. 26,73,31,000 be granted to the President, out of the Consolidated Fund of India, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1954, in respect of 'Ordinary Working Expenses—Administration'."

The motion was adopted.

Mr. Deputy-Speaker: The question is:

"That a sum not exceeding Rs. 42,33,81,000 be granted to the President, out of the Consolidated Fund of India, to defray the charges which will come in course of payment during the year ending the 31st day of March, 1954, in respect of 'Ordinary Working Expenses—Operating Staff'."

The motion was adopted.

The House then adjourned till Five of the Clock.

The House re-assembled at Five of the Clock.

[MR. DEPUTY-SPEAKER in the Chair]

GENERAL BUDGET FOR 1953-54

The Minister of Finance (Shri C. D. Deshmukh): I rise to present the statement of the estimated receipts and expenditure of the Government of India for the year 1953-54. [Placed in Library. See No. IV.O.1(72a)].

Judging from the available information and taking an overall view, the nine months which have elapsed since I presented the Budget for the current year to this House last May have witnessed a marked improvement in the economic conditions in the country. Prices have, on the whole, remained steady at lower levels, industrial as well as agricultural production has shown an increase, while the balance of payments position has also been slightly more favourable than in the preceding year.

The general index number or wholesale prices which stood at 432.2 points at the end of December 1951 fell to 374.5 points by the end of December 1952, a drop of 57.7 points or a little over 13 per cent. The downward movement of prices, however, was not uniform during the course of the year. In the first four months there was a somewhat precipitate drop resulting from a combination of international factors, purposeful fiscal and monetary policy and the inevitable collapse of speculative overtrading. These marked the transition from a sellers' to a buyers' market, as a consequence of which accumulated stocks, especially in the export trade, were unloaded and prices were depressed to a level which was neither sustainable nor healthy. There was a general revival of prices after the initial set back and by the end of September the index number rose by about 7 per cent. Since then prices have been more or less steady, the fluctuations being within narrow limits. The index number of raw material prices is also about 25 per cent. lower than at the end of December 1951. Food prices have, on the whole, also remained steady, although during the middle of the year there was a slight upward movement, the index number of cereals rising to 467 points and of all food articles to 377.6 points. There has been a significant drop since then and by the

middle of January the index number had dropped to 355.6 points.

The food situation was also much easier than in the preceding year. From about the beginning of 1952 the stock position showed a marked improvement and prices were easier, in sympathy with the recession in the commodity markets, and offtake from Government shops showed a decline. In the light of these favourable circumstances certain relaxations in food controls were allowed from the middle of the year onwards in a number of States. These relaxations were intended to minimise the irksome features of food controls without running the risk of having to increase imports of food or encouraging any undue rise in prices. The relaxations, it may be emphasised, are only in the nature of adjustments within the framework of the basic policy and do not imply any departure from the policy of general control of foodgrains as long as pockets of scarcity persist and the need to import foodgrains continues. These relaxations were not followed by any panicky or precipitate rise in prices but certain deficit areas were provided with imported foodgrains by the Centre, issued at prices considerably lower than their real cost. Thanks to the American wheat loan, at the end of 1952 Government carried a comfortable stock of foodgrains, and the programme of imports for the current year provides for a smaller volume of imports than in the last two years. The possibility of progressively reducing imports appears to be distinctly within our reach.

Industrial production during 1952 was also satisfactory. In spite of the reduction of working hours last April and the comparative slackness in demand, the production of jute goods during the year rose to 978,000 tons, an increase of 69,000 tons over the previous year. While the demand for jute remains reasonably stable there has been a decline in the world demand for sacking, which is causing some concern to the industry, but which may prove to be temporary. The cotton textile industry achieved a record production of 4,600 million yards. The industry is now able to meet the internal demands in full and the continuous maintenance of production at this level will, to some extent, depend on the quantity of cloth which can be exported. The improvement in production made it possible to achieve a considerable measure of decontrol of prices and the practically complete decontrol of distribution. The industry has been assisted in

[Shri C. D. Deshmukh]

driving to maintain its position in the export markets against the increasing competition of other countries by the recent reduction in the export duty, which may be taken to be more or less a long term measure. The production of steel was also higher than in the previous year, although the production, at 1.15 million tons, is still far below the country's needs. Coal and sugar production also touched new records. Cement production rose to 3.5 million tons, an increase of 300,000 tons over the previous year and two million tons over the production in 1948. There was also an increase in the production of a number of other commodities such as paper, caustic soda, power alcohol, ply-wood, rayon yarn and sewing machines. A number of new industries came into production for the first time last year. Among these may be mentioned industrial boilers, power presses, fluorescent tubes and a number of drugs and chemicals.

Among essential raw materials the production of cotton and jute also showed an increase in 1951-52, the production of the former rising to 31.3 lakh bales and of the latter to 46.8 lakh bales.

While the all round increase in production has been an encouraging development it would be rash to assume that all these trends will continue in the future. In the case of sugar, a fall in production is already apprehended. The engineering industries need close attention, as they appear to be the first to be affected by any unfavourable trend. Certain industries in the country have also been facing special difficulties. The handloom industry, which provides livelihood for considerable sections of the population, particularly in the countryside, has been hit by a slump. As a temporary measure of assistance to the industry the production of dhoties by mills has been limited to 40 per cent. of the production in the year 1951-52. A Handloom Board has been established recently and legislation is being undertaken to raise funds for assisting the handloom and khadi industries by levying a small cess on mill-made cloth. The tea industry is another industry which has been adversely affected by recent developments in the world market. For many years this industry was insulated from the impact of competitive market conditions by the system of bulk purchases by Britain, under which a cross section of the crop of every garden was purchased at prices

which allowed for all increases in the cost of production. Under this sheltered condition tea production increased from 450 million pounds in 1939 to a little over 600 million pounds in 1952. With the termination of the bulk purchase arrangements by Britain and the recent fall in tea prices considerable distress has been caused to the industry and some tea gardens have been closed down. A team of officials enquired into the conditions of the industry sometime ago and the recommendations made by them have been under discussion with the two State Governments primarily concerned and representatives of the industry. Government have been giving continuous consideration to the problems of the tea industry and certain ameliorative measures have already been taken. A system of guarantees to scheduled and apex co-operative banks with a view to inducing them to extend credit facilities to the tea gardens during the 1953-54 season was announced last December. Reasonable time has been allowed for the payment of the excise duty after the clearance of the tea from the gardens and the smaller growers have been exempted from liability for advance payment of income-tax. A Committee, which will include a member with intimate knowledge of labour problems, is being appointed, with very wide terms of reference, to go into the cost structure of the tea industry. We have also been in consultation with the State Governments in regard to the supply of food to the gardens and some assistance has already been given by the Governments of West Bengal and Assam. The problem of conversion of foodgrain concessions into cash concessions is largely a matter for direct negotiation between employers and labour and it may be hoped that a suitable arrangement will be reached at the next meeting of the tripartite Committee on Plantation Labour. There has also been an improvement in the prices of tea and Government are exploring the possibilities of stimulating the demand for Indian tea in outside countries by more effective propaganda. Recently an agreement on this subject has been reached between India, Indonesia, Ceylon and the United States tea trade.

The fall in prices has had the inevitable consequence of reducing income in certain sectors but more significant, perhaps, than this is the fact that the possibilities of large or quick profits by traders and middlemen have been reduced. While with

production at its present level there is little possibility of any unemployment in industrial labour, the contraction of profits in trade and commerce is, perhaps, having the effect of creating some measure of unemployment in the urban areas. Agricultural labour has also not been materially affected by the fall in prices except in the tea gardens where some amount of unemployment seems inevitable if the marginally uneconomic gardens have to close down. The House may rest assured that Government will do whatever they can to minimise the extent of distress in this field. Taking a somewhat longer view it may be hoped that as the various development schemes get under way they will provide increasing scope for employment. The effect of the fall in prices on production and employment will also be constantly kept under observation. It should be remembered that while marginal changes in the employment situation come to notice and can, in some cases, be studied with a view to correction, the basic situation in regard to employment and under-employment in the country is one that calls for long term measures for its correction and that such correction could only be gradual, specially in view of the increasing population.

When I reviewed the balance of payments position at the time of presenting the Budget last May, I drew the attention of the House to the deterioration in our position during 1951 and the first four months of 1952. But the first half of 1952, taken as a whole, showed an improvement as compared with the previous year, the deficit in payments on current account having declined from Rs. 92 crores in the last six months of 1951 to Rs. 74 crores. Payments for imports during the first half of 1952 amounted to Rs. 442 crores. Export receipts were Rs. 315 crores and net invisible receipts Rs. 53 crores. A part of the deficit during this period was met from the proceeds of the American loan for the purchase of wheat and the balance from the Sterling Balances.

Against a deficit of Rs. 74 crores during the first half of 1952, there was a surplus of Rs. 28 crores during the succeeding three months, leaving for the first nine months of 1952 a net deficit of Rs. 46 crores. Figures for the subsequent months are not yet available but the trend noticed in the third quarter of 1952 appears to have been maintained. This is broadly reflect-

ed in the increase in the Sterling Balances held by the Reserve Bank which have risen from Rs. 690 crores at the end of last September to Rs. 720 crores in the middle of February.

India's dollar position during the first half of 1952 showed some deterioration over the previous half year, the amounts drawn by her from the Sterling Area's gold and dollar reserves rising to \$188 million against \$30 million in the previous half year. This was mainly due to larger payments for foodgrains and cotton from dollar sources. In the latter half of 1952 there was, as I anticipated in my Budget speech, some improvement. The preliminary figures for the five months ended November 1952 indicate that India contributed about \$63 million to the Central Pool. This change in the dollar position was largely responsible for the improvement in the country's overall balance of payments during the third quarter of 1952 which I mentioned earlier.

I shall now mention briefly the various factors responsible for these changes in our balance of payments. At the end of 1951 there was a movement towards tighter credit and a reduction in expenditure generally. The increase in bank credit during the busy season of 1951-52 was much smaller than usual and amounted to only about Rs. 100 crores against nearly twice that amount in the busy season of the previous year. This, combined with the general decline in the international prices of a number of raw materials and other commodities, tended to reduce the level of prices in the country, particularly in the early months of 1952. Thus the general index number of wholesale prices which averaged 416 in February 1952 registered a sharp decline to 365 by the middle of March, the fall in prices being more pronounced in industrial raw materials. India's exports, therefore, showed a fall while at the same time large payments had to be made for imports of raw cotton and food, payments for the former amounting to Rs. 79 crores and for the latter to Rs. 121 crores.

The position in the latter half of 1952 showed an improvement for a variety of reasons. Firstly, the export regulations were liberalised about the middle of the year to arrest the fall in export earnings noticed in the earlier months. Secondly, the export duties were reduced and in several cases altogether removed. Thirdly, the export quotas for a number of commodities were increased and restrictions on the export of cotton

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textiles and some other commodities were relaxed. These measures assisted materially in the revival of the country's exports. Foreign buyers no longer sat on the fence in the expectation of a reduction in export duties, but re-entered the market, though rather late. The payments for food and cotton imports were also much smaller than in the previous half year.

International trade and payments are, as the House is aware, affected by a variety of complex factors and developments in the international field about which it is, as I have mentioned more than once in this House, most difficult to prognosticate. But I think it very likely that the coming months may not be as favourable as the last six months of 1952. The increase in the export earnings in recent months is partly due to a carry over of orders from the previous period. There has been a further decline in the prices of our principal exports, particularly jute manufactures and oil seeds. A number of countries have also placed restrictions on imports. Lastly, the import policy for the first half of the current year allows for some liberalisation in the imports of a number of items which were restricted hitherto. Food purchases are also likely to increase our external payments.

Hon. Members will recall the statement I made in Parliament during the last session about the conference of Commonwealth Prime Ministers held in London last November. The problem of arresting the drain on the dollar and gold reserves of the Sterling Area has been in the forefront during recent months. As a result of the measures taken by the Commonwealth Governments, following their meeting in London in January 1952, the drain on the Central Reserves was halted and to some extent reversed. These reserves, which had dropped from \$2,335 million at the end of 1951 to \$1,700 million at the end of March 1952, fell only by a small sum of \$15 million during the subsequent quarter. Since then there has been a slight increase in the reserves which stood at \$1,846 million at the end of December 1952. The contribution made by us to this improvement has been mentioned earlier, but the periodical crises faced by the Sterling Area in recent years point to the necessity for long-term measures, rather than temporary palliatives. As the Conference held in January 1952 recognised, the real key to the problem lies in the expansion of world produc-

tion and trade and in making an advance towards sterling convertibility as early as possible. The conference of Commonwealth Prime Ministers agreed that the Sterling Area countries should follow sound internal economic policies, and that individual countries should aim at economic development with the object of increasing their productive and competitive strength and co-operate with the other trading countries. As I have already stated in this House, agreement on these points does not involve the adoption of any new policy by the Government of India. India's internal policies are already geared to the tasks laid down by the conference. The implementation of the Five Year Plan is expected to enable India to play her part in the expansion of world trade and increasing her production. By helping herself India will be helping not only the countries of the Sterling Area but also the rest of the world in the expansion of production and trade.

Before I pass on to other matters I should like briefly to mention the progress made in our negotiations with the International Bank for Reconstruction and Development for loans for some of our development projects. Following the visit to this country early last year of the President of the International Bank several officials of the Bank have visited this country to consider the various schemes for which we had asked for assistance. Two missions from the Bank came to assess the requirements of the Industrial Finance Corporation. Missions also investigated the possibilities of assisting the development of steel production and certain irrigation projects under the Damodar Valley Corporation. A number of officials from India also visited the United States for discussion with the authorities of the Bank. As a result of these discussions, the Bank have agreed to the grant of a loan of \$31.5 million to the Indian Iron and Steel Company and \$19.5 million for the Damodar Valley Corporation. The loan to the Steel Company, which has been guaranteed by the Government of India, will carry interest at 4½ per cent. and will be repayable in 15 years. The loan for the Damodar Valley Corporation will carry interest at 4½ per cent. and will be repayable in 25 years. The negotiations for a loan to the Industrial Finance Corporation are nearing completion and an agreement is expected to be concluded shortly.

Discussions were also held last year with the authorities of the International Monetary Fund about the continued retention of the existing restrictions in payments and transfers for current international transactions with a view to enabling the Fund to decide whether the existing exchange restrictions were justified. I am glad to say that the Fund has agreed that, in the exceptional circumstances governing India's external payments position, these restrictions may be continued.

In accordance with the usual procedure of the International Monetary Fund a Mission consisting of technical experts from the Fund is at present on a visit to this country. The Mission is making a close study of the Five Year Plan and the fiscal, monetary and economic policies of the country. I have no doubt that their objective view of the efforts which we are making to sustain the economy of the country and for its orderly development would help us to ensure that resources for implementing our Five Year Plan are raised in an optimum manner and may perhaps encourage external assistance on lines entirely acceptable to us.

While on the subject of external assistance for development, I would like to mention the assistance received by us from the United States Technical Co-operation Administration. A sum of \$38.35 million was provided this year for the extension of projects already undertaken and for such additional projects as may be agreed upon. In furtherance of the objectives of the Colombo Plan, the Governments of Australia, Canada and New Zealand agreed to provide a further sum of about \$20 million. We have also received a contribution of about Rs. 67 lakhs from the Government of Norway for some of our development schemes. I take this opportunity of expressing our appreciation to these friendly nations.

Before I deal with the revised estimates for the current year and the Budget estimates for the coming year, I should like to refer to the report of the Finance Commission, which has already been placed before both Houses of Parliament. The House will remember that in accordance with the recommendations made by the Commission in their First Report submitted to the President in December 1951, the Budget for the current year was framed on the basis that the arrangements which were in force at the time in regard to the allocation of

revenue between the Centre and the States and the payments of grants-in-aid to them will be maintained during the current year, subject to the condition that the decision taken on the final recommendations of the Commission would be given effect to from the 1st April 1952. As hon. Members are aware, the recommendations of the Commission in their final report have been accepted in their entirety by Government. These recommendations involve the assignment of a larger share of income-tax to the States, the allocation of 40 per cent. of the net proceeds of the Union duties of excise on tobacco, matches and vegetable products to the States and the payment of increased and additional grants-in-aid to a number of States. The net effect of these recommendations is to transfer, on an average, a sum of the order of Rs. 21 crores a year more than at present to the States by way of devolution of revenue and grants-in-aid. Except in regard to two matters in which the Commission themselves have suggested that their recommendations should take effect from the next financial year, the recommendations of the Commission are being given effect to from the current year and the revised estimates for this year and the Budget estimates for next year take this into account.

I do not propose to dilate at length on the recommendations of the Commission as their report has already been circulated to the Members of both Houses and details, as they affect the various heads of revenue and expenditure, will be found in the Explanatory Memorandum circulated with the Budget Papers. I would however, like to take this opportunity of placing on record Government's appreciation of the valuable work done by the Commission. As the first Commission set up under the Constitution, entrusted with the delicate task of adjudicating between the claims of so many Governments, they had a difficult and onerous responsibility and I am sure all sections of the House and the public outside would join me in paying a tribute to the impartial and objective manner in which the Commission have dealt with the problems placed before them.

In the current year's Budget I had provided for a surplus on revenue account of Rs. 3.73 crores. I now expect that this surplus will be converted into a deficit of Rs. 3.79 crores. This is the result of an increase of Rs. 13.66 crores in revenue and a worsening of

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Rs. 21.18 crores in expenditure met from revenue.

The total revenue for the year is now estimated at Rs. 418.64 crores against the Budget estimate of Rs. 404.98 crores. The improvement in revenue is largely due to better receipts from customs and income-tax. The revenue from import duties is now placed at Rs. 120 crores, a drop of rupees five crores in the sum expected to be collected when the Budget was framed. Export duties, however, have been somewhat better than expected and against the estimate of Rs. 40 crores I now expect that the collections will amount to Rs. 55½ crores. The House will remember that in view of the uncertainty regarding the income that could be expected from this source, which depends so largely upon developments in the world markets, and the need, from time to time, of having to adjust these duties to enable us to maintain our position in the overseas markets, we had assumed that there will be a substantial drop in the revenue from export duties this year as compared with the previous year. Actually, while there has been a drop it has been much smaller than we had reason to expect at the time the Budget was framed. Collections of income-tax are also likely to show an improvement of Rs. 15 crores of which corporation tax will account for Rs. 9.3 crores and income-tax for Rs. 5.7 crores. This improvement is largely due to larger collections as a result of the drive for the speeding up of assessments and the clearance of arrears which has been in operation for some time. The revenue from Union excises is now placed at Rs. 80 crores against the Budget estimate of Rs. 86 crores, the drop being largely due to less collections of the duty on cotton cloth and to a small decrease in the revenue from tobacco. In the Budget credit had been taken for a recovery of rupees nine crores from Pakistan as the first instalment of its debt repayment to India but as it has not yet been possible to reach an agreement on the provisional amount of the partition debt, this payment is likely to be carried forward to the Budget year. Under other heads it is not expected that there will be any substantial change compared with the Budget. The payment to the States of their share of income-tax is now likely to be about rupees six crores more than was provided in the Budget, partly owing to the increase in collections mentioned earlier and partly to the acceptance of the recommendations of the Finance Commission.

Expenditure met from revenue in the current year is now placed at Rs. 422.43 crores against the Budget estimate of Rs. 401.25 crores. Defence Services account for Rs. 192.73 crores and Civil expenditure for Rs. 229.70 crores.

Under Defence Services the drop of Rs. 5.22 crores is due mainly to the non-receipt of supplies from abroad to the extent anticipated in the Budget. Under Civil heads, the expenditure is now expected to exceed the Budget by Rs. 26.4 crores. This increase is largely accounted for by the additional payments to the States under the Finance Commission's recommendations and increased expenditure on food subsidies. The revised estimates include a provision of Rs. 16.42 crores for payments to the States as their share of the Union duties of excise on tobacco, matches and vegetable products. Grants-in-aid to the States under articles 273, 275 and 278 of the Constitution are expected to amount to Rs. 2.98 crores more than was provided in the Budget; these will cover increased payments to the States recommended by the Finance Commission. Expenditure on food subsidies for which the Budget had provided Rs. 15 crores, is now placed at Rs. 21 crores. Other variations as compared with the Budget are not likely to be substantial and have been explained in the Memorandum circulated with the Budget Papers.

At the existing level of taxation the revenue for the coming year is estimated at Rs. 437.76 crores and the expenditure met from revenue at Rs. 438.81 crores, leaving a deficit of Rs. 1.05 crores.

I have mentioned earlier the difficulty in making an estimate of the revenue from customs duties. Against the sum of Rs. 177 crores which we expect to collect in the current year, I have assumed Rs. 170 crores for the Budget year. The revenue from import duties may be expected to be about the same as in the current year and to bring in Rs. 118 crores. The revenue from export duties this year was somewhat higher than expected and I do not think that in present circumstances it would be realistic to provide for the maintenance of the revenue at the level reached in the current year. I have assumed a drop of Rs. 4½ crores in the revenue from this source and have placed the total revenue from customs duties at Rs. 170 crores. Under Union excises, I have

taken Rs. 94 crores against the revised estimate of Rs. 80 crores. The increase of Rs. 14 crores provides for rupees six crores from the cess on mill-made cloth levied for the benefit of the khadi and handloom industry and rupees three crores from the proceeds of the special excise on sugar which was recently imposed. An improvement of rupees three crores in the revenue from the excise duty on cloth had also been assumed; small improvements under other heads account for the balance of rupees two crores. The total revenue from income-tax has been placed at Rs. 160 crores, a drop of rupees ten crores on the revised, which is mainly accounted for by the drop in the revenue from voluntary disclosures and the contraction in the post-war refunds of excess profits tax and the income-tax collected on them. Under Currency and Mint the profits from the Reserve Bank are expected to amount to Rs. 12.5 crores against Rs. 7.5 crores this year. Credit has been taken for the recovery from Pakistan of two instalments of its partition debt to India, one instalment representing a carry over from the current year. The net surplus of the Posts and Telegraphs Department will also be rupees one crore less. The estimates under the other heads largely follow the revised estimates.

Expenditure met from revenue next year is estimated at Rs. 438.81 crores, an increase of Rs. 16.38 crores over the revised estimate for the current year. Expenditure on Defence Services has been placed at Rs. 199.84 crores and Civil expenditure at Rs. 238.97 crores.

Of the total expenditure of Rs. 199.84 crores next year on Defence Services, Rs. 148.18 crores will be on the Army, Rs. 11.07 crores on the Navy, Rs. 25.2 crores on the Air Force and Rs. 15.39 crores on non-effective charges. The increases over the revised estimates are mainly in respect of the Navy and the Air Force which, as the House is aware, are expanding Services.

In considering the estimates of expenditure on Defence I must repeat, what I have said on more than one occasion in the past, that there can be no question of any large-scale reduction in the size of the Armed Forces so long as there is any danger to the country's security. While this overriding consideration exists, I can hold out no hope of any substantial reduction in Defence expenditure in the immediate future. Nevertheless, our aim has been, and continues to be, to

maintain the minimum forces essential for the country's security. The House will recall that, while presenting the Budget for the current year, I mentioned that a critical examination of the organisation and equipment of the Armed Forces had been undertaken in order to see what economies could be effected in Defence expenditure. This critical examination will, more or less, be a continuous process. The conclusions so far reached in regard to the scales of equipment of certain establishments and the reorganisation of some services are of considerable importance from the point of view of ultimate economy and, although I cannot say that the estimates for the coming year reflect very much of this, I am confident that in course of time they will yield appreciable savings. While, as I have mentioned earlier, the requirements of national security set the limit to expenditure on defence, the search for economy within this limitation will continue to be assiduously pursued.

Civil expenditure next year is estimated at Rs. 238.97 crores against Rs. 229.70 crores in the current year. The current year's estimate includes a provision of Rs. 21 crores for food subsidies and rupees four crores for the payment of compensation to sugar factories to cover the reduction in price of stocks of the 1951-52 production. It has been decided not to subsidise food any longer from revenue and no provision is being made in the Budget for next year on this account. Excluding these two special items civil expenditure next year will be Rs. 34½ crores more than the corresponding figure in the current year. This increase is mainly due to larger provision for a number of development items. Among these I would mention the provision of rupees two crores for basic and social education, rupees six crores for transfer to the fund for the development of the handloom industry, rupees one crore for the development of small scale industry, rupees four crores for industrial housing, Rs. 6.33 crores for community projects, rupees one crore for the uplift of the backward classes, rupees three crores for local works, Rs. 50 lakhs for the national extension organisation and Rs. 1.5 crores for grants to certain States for the expansion of primary education recommended by the Finance Commission. Expenditure on the relief of displaced persons is also expected to be about rupees one crore more than in the current year. Increased provision has also been made for research expenditure, grants to the Council of

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Scientific and Industrial Research and grants for the development of Scheduled Areas and Tribes.

The current year's Budget made a provision of Rs. 79 crores for capital expenditure, including a transfer of rupees ten crores to the Special Development Fund from the sale proceeds of American wheat. The transfer to the latter Fund is now expected to amount to Rs. 26.57 crores and, excluding this, the capital expenditure will amount to Rs. 49 crores. Loans to State Governments for development, rehabilitation of displaced persons and relief of famine this year, will amount to Rs. 117 crores against Rs. 104 crores provided in the Budget. The provision for capital outlay in the revised estimates has largely been regulated with reference to the progress of expenditure on the various schemes. The reduction of Rs. 20 crores in the expenditure is mainly due to a saving of Rs. 8.29 crores in the provision for defence capital outlay and Rs. 8.15 crores in the provision for capital outlay on industrial development, mainly in the provision for development of the shipping industry and the setting up of a steel plant. In addition to loans for various capital projects and Grow More Food schemes, provision of rupees six crores has been made for ways and means assistance to State Governments in connection with works undertaken for the relief of famine and scarcity.

For next year, a total provision of Rs. 77 crores has been made for capital outlay and Rs. 131 crores for loans to State Governments, including loans from the Special Development Fund. The provision for capital outlay includes Rs. 19 crores for Railways, Rs. 7.6 crores for Posts and Telegraphs, Rs. 6.75 crores for Industrial Development, Rs. 24 crores for the development of Civil Aviation, Rs. 3½ crores for the development of Major Forts, Rs. 3.73 crores for the Central share of expenditure on River Valley Schemes, Rs. 17.81 crores for Civil Works, including communications, Rs. 1.59 crores for capital outlay on New Delhi and Rs. 15 crores for capital outlay on Defence. Included in the provision for loans to States are Rs. 10.3 crores for the rehabilitation of displaced persons, rupees eleven crores for Community Development Schemes, Rs. 46.27 crores for River Valley Schemes and Rs. 27.86 crores for Grow More Food Schemes.

As in the past, the provision for development and capital expenditure in the Budget broadly follows the plan suggested by the Planning Commission. The final report of the Commission, which was issued after the last Budget and was presented to Parliament, now places the total expenditure in the public sector at Rs. 2,069 crores, an increase of Rs. 278 crores over the figure envisaged in the first Draft of the Plan issued by the Commission. Of this total expenditure, Rs. 361 crores will be on agriculture and community development, Rs. 168 crores on irrigation, Rs. 266 crores on multipurpose irrigation and power projects, Rs. 127 crores on power, Rs. 497 crores on transport and communications, Rs. 173 crores on industry, Rs. 340 crores on social services, Rs. 85 crores for rehabilitation and Rs. 52 crores on other miscellaneous items. Against this plan, which covers a period of five years ending March 1956, the total expenditure in the first two years, taking the States and Centre together, is expected to be of the order of Rs. 600 crores. So far as the Central Budget is concerned, the provision in the Budget for next year has been made having in mind, among other considerations, the need for raising the tempo of expenditure, so as to secure that in the third year of the Plan the phase of development envisaged by the Commission is, as far as possible, attained.

The current year's Budget provided for an overall deficit of Rs. 76 crores to be met from the opening cash balance of Rs. 159 crores, leaving at the end of the year a balance of Rs. 83 crores. The revised estimates indicate that the overall deficit would be slightly higher at Rs. 83 crores, leaving a closing balance of Rs. 80 crores at the end of the year. No loans fell due for repayment in the current year and although in the Budget credit had been taken for a market loan of Rs. 25 crores no loan was actually floated, so as to leave the market free for the States to borrow for their development schemes. This short fall in the estimate will, however, be more than offset by increased receipts from the proceeds of the American Wheat Loan and under the Colombo Plan and Technical Co-operation Administration Assistance. Receipts from small savings will, in the aggregate, be up to the original estimate. The ways and means position was also eased by the resumption of treasury bill sales to the market which are expected to yield a net sum of rupees five crores or so this year.

For next year, the Budget provides for an overall deficit of Rs. 140 crores. During the year Government have the option of repaying the three per cent. loan 1953-55 with an outstanding balance of Rs. 115 crores. It is proposed to exercise this option and I have assumed, taking into account this discharge, that it would be possible to raise a market loan of the order of Rs. 100 crores. Credit has been taken for receipt through small savings of Rs. 45 crores, more or less on the same scale as at present, although steps are being taken to intensify the savings movement and achieve a bigger target. The benefit of any such increase will however accrue to the States and not to the Centre; at the recent Conference of Finance Ministers it was agreed that the States should be assisted by the diversion to them of the equivalent of any part of the net receipts from small savings in excess of Rs. 45 crores.

The overall deficit of Rs. 140 crores which I just mentioned would more than completely wipe out the closing balance for the current year. It is necessary, taking into account the volume of transactions involved, to have a minimum cash balance of at least Rs. 50 crores. It would, therefore, be necessary to reduce this deficit of Rs. 140 crores to Rs. 30 crores by means of additional borrowing. The method and manner in which this additional borrowing should be secured can be decided only during the course of the year and with reference to conditions as they develop. For purposes of the Budget, I have taken a credit of Rs. 110 crores under treasury bills, so as to leave an adequate closing balance at the end of the year.

The question may be asked whether in present conditions it is wise to resort to deficit financing on the scale envisaged in the Budget for the coming year. I have given the matter the most careful consideration and I am satisfied that taking all circumstances into account we are not taking any undue risk. The development Plan for the country sets a limit of Rs. 300 crores or so over the five years covered by it to be met by deficit financing, an average of roughly Rs. 60 crores a year. In the first two years of the Plan taken together the overall deficit will be of the order of Rs. 82 crores. If the programme of development laid down in the Plan has to be carried out, within the broad limits set for the raising of resources, it is necessary to increase the tempo of expenditure in the remaining three years of the Plan. Recent trends in the economic condi-

tions of the country also indicate that the inflationary pressures, which had been the besetting difficulty, have been brought under control, and the climate seems suitable for raising the scale of developmental expenditure. The effect of this on the economy of the country will be kept under constant watch and I need hardly assure the House that appropriate measures will be taken to counteract any unhealthy development.

Before I pass on to the Budget proposals I would like to refer to the progress of the small savings movement. As I have more than once emphasised, we shall have to turn increasingly to the small saver for providing the finance required for development. We have endeavoured to get the States more actively interested in spreading the movement by giving them a financial interest in the proceeds from small savings. We are considering the extension of the system of authorised agents, which has been under experiment in three States, to all the States, and the matter is under discussion with the State Governments concerned. Steps are also being taken to interest voluntary social and women's organisations in the furtherance of the movement. I have every hope that these steps and the widening interest among the masses in the development plans of the country will bear fruitful results.

I now turn to my Budget proposals for the coming year.

Before passing on to the Budget proposals I have an important announcement to make. For some years there has been a persistent demand both in the Legislature and outside, for a systematic enquiry into taxation and as far back as 1946, the then Government of India decided that such an enquiry should be conducted. But this decision could not be implemented owing to the impending constitutional changes, and since independence this had been further held up by more urgent pre-occupations. But as has been indicated more than once on the floor of this House the idea had not been dropped. Government have now decided to set up a small compact Commission, with specialised knowledge, to conduct a comprehensive enquiry into taxation and I am glad to announce that Dr John Matthai has accepted our invitation to be the Chairman of the Commission. The other members will be Shri V. I. Mehta, till recently a member of the Finance Commission, Dr V. K. R. V. Rao of the Delhi School of Economics, Shri K. R. K. Menon,

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Secretary, Finance Ministry, Shri B. Venkatappiah, a former Finance Secretary of the Bombay Government and finally Dr. B. K. Madan, Economic Adviser of the Reserve Bank. A senior officer from the Finance Ministry will be the Secretary of the Commission. The terms of reference of the Commission will be very comprehensive and will cover taxation in all its aspects, Central, State and local. It is Government's intention to associate with the Commission two foreign experts on taxation and public finance so as to make available to the Commission such expert advice as they may require from foreign experience. The Commission will also be free to co-opt additional members for short periods when considering specific problems. I expect the Commission will start functioning from next April and complete their work in about two years. I am sure that the labours of the Commission would assist in laying the foundations of a taxation system best fitted for the development of the economy of the country on a firm and sound basis.

The relatively small amount of the revenue deficit in the coming year has made my task, so far as it concerns the raising of additional revenue, somewhat easier than usual and I propose to confine myself largely to, what I may call, readjustments in taxation rather than to exploring avenues for additional taxation.

I shall first deal with reliefs in taxation. My first proposal is to reduce the export duty on jute sacking. While the prices of hessian have recently been looking up the position in regard to sacking has been causing Government some concern. I propose a reduction in the export duty on sacking from Rs. 175 per ton to Rs. 80 per ton. Immediate effect is being given to this by a notification under the Sea Customs Act. I hope that this reduction will assist the industry in retaining its exports in the world markets. The loss in revenue is estimated at Rs. 3.5 crores.

My second proposal is to raise the exemption limit for personal income-tax. The existing limit of Rs. 3,600 for individuals and Rs. 7,200 for Hindu undivided families will be raised to Rs. 4,200 for individuals and Rs. 8,400 for Hindu undivided families. This increase is made not merely as a measure of relief in taxation but also for securing some relief to the income-tax administration. I have felt for some time that far too much of the time of the Income-tax Department is

being taken up by the relatively smaller assessments and, if the number of such assessments could be reduced, the Department would be able to give greater attention to the cases of the bigger assessee and improve the revenue from income-tax. The change proposed will have the effect of taking away a little over 70,000 assessments out of a total of nearly eight lakhs. The loss in revenue is estimated at Rs. 82 lakhs, of which the Central share will be Rs. 40 lakhs. I feel that in the long run this loss to the exchequer would be more than offset by the improvement of income-tax collections.

The two changes mentioned above will raise the deficit of Rs. 1.05 crores to Rs. 4.95 crores and I propose to cover this by certain readjustments in import duties and postal rates.

The changes in import duties, which cover a number of items, mainly relate to semi-luxury items. The duty on toilet requisites, certain categories of textiles, crockery and glass and earthenware tiles will be raised and a limited quota allowed for import. While this will bring in some additional revenue the prices, including the duty, will be high enough to act as a deterrent to any undue expansion of consumption. The duty on certain other items like motor cars imported in an assembled condition is being raised while duties are being imposed on the costlier type of horses and precious stones and pearls. These duties will bring in some revenue without any material increase in expenditure of foreign exchange.

The duty on betel nut is also proposed to be increased by about two annas a pound on imports. This will assist the indigenous grower in securing a more remunerative market for his crop.

As part of the changes in the import tariff I also propose to reduce the duties on penicillin, anti-biotics and sulpha drugs, milk foods for infants and invalids, certain types of patent foods, scientific instruments and appliances, prints, engravings and pictures and works of art. These changes, which I am sure the House will welcome, are unlikely materially to affect the revenue.

The net result of the changes in the import duties mentioned above will be an additional revenue of Rs. 3.5 crores which will just offset the loss in export duties from the reduction in the duty on sacking.

Certain readjustments are also being made in the excise duty on cloth. Before May 1952 the rates of duty on fine and super-fine cloth were five per cent. and 20 per cent. *ad valorem* respectively. The heavy fall in the price of cloth of these categories last year made the assessment of the duty on the Textile Commissioner's ceiling prices onerous and it was decided to prescribe certain specific duties per yard as maximum duties, the duty being levied at these rates or at the *ad valorem* rates, whichever was less. The rates of specific duties were fixed at a level which, it was believed at the time, would eliminate *ad valorem* assessments in most cases. The subsequent further fall in prices belied this expectation and led to the preponderance of *ad valorem* assessments, giving rise to administrative difficulties and continual friction between the mills and the assessing staff on the question of the adequacy of the declared prices. In order to overcome these difficulties it has been decided to do away with *ad valorem* assessments altogether and to prescribe absolute specific duties. Super-fine cloth will be charged a duty of three annas three pies a yard and fine cloth a duty of one anna three pies a yard, and the necessary provision is being included in the Finance Bill. This will not mean any increase or reduction in revenue but will make the task of assessment and collection easier.

In recent years the Posts and Telegraphs Department has been implementing a programme of expansion of postal facilities in the rural areas and during the last five years more than 16,000 Post Offices have been opened in villages with a population of 2,000 and over. Many of these Post Offices are not expected to be remunerative for some time. This, together with the adoption of the Pay Commission's recommendations and the other measures taken for the improvement of the service conditions, especially of the lower categories of staff, has resulted in a loss in the working of the Postal services since 1948-49. In the four years ended March 1952 the net loss of the Postal branch amounted to Rs. 3.61 crores. The loss in the current year is estimated at Rs. 2.23 crores while for next year it will be a little over Rs. 2.68 crores. A review has, therefore, been carried out of the existing scale of postal rates with reference to the cost of the service under each head and the charges levied in other countries. As a result of this review, it has been decided to increase the scale of fees for parcels,

packets, registration and insurance. The existing rate of six annas for every 40 tolas for parcels will be raised to eight annas. The postage on book pattern and sample packets will be raised from nine pies for the first five tolas and three pies for every additional 2½ tolas to one anna and six pies respectively. The registration fee will be raised from 4½ annas per article to six annas per article while the fee for insurance will be raised from four annas to six annas for the first Rs. 100 and from two annas to three annas for every additional Rs. 100. These increases in rates are estimated to yield an additional revenue of Rs. 1.90 crores.

I shall now summarise the effect of the various changes mentioned above. The reduction in the export duty on sacking and the raising of the exemption limit for personal income-tax will involve a loss in revenue of Rs. 3.90 crores, which will raise the deficit from Rs. 1.05 crores to Rs. 4.95 crores. The changes in import duties will bring in Rs. 3.50 crores and the increases in Postal rates Rs. 1.90 crores. This will leave a nominal surplus of Rs. 45 lakhs on revenue account.

Before I conclude I should like to mention a few changes relating to income-tax which are being included in the Finance Bill for the coming year. The House will remember that in the Budget for 1948-49 provision was made for exempting from income-tax payments made to approved charities upto a maximum of Rs. 2½ lakhs or ten per cent. of the income, whichever is less, to stimulate private assistance to charitable purposes. Experience has shown that this arrangement is not sufficiently flexible, particularly in regard to the charities to be benefited. We have now decided that the requirement in regard to the approval of the charity or the charitable institutions by the Central Government should be waived and the benefit given to any fund or charitable institution registered or under a trust or run by the Central or State Governments or a local authority. I trust that this modification will lead to a freer flow of assistance to deserving institutions. Simultaneously, we propose to reduce the limits from Rs. 2½ lakhs to rupees one lakh and from ten per cent. of the income to five per cent. Necessary amendments are being made to section 15 B of the Income-tax Act.

[Shri C. D. Deshmukh]

Some difficulty has been experienced by companies which invest their surplus funds in another company as the investing company has to pay corporation tax on its dividends from the investment. In order to encourage such investment it is proposed to exempt such dividends from corporation tax. This concession will be given to dividends of new undertakings engaged in certain selected industries.

At present a foreign company operating through a wholly Indian subsidiary has often to pay a slightly larger tax than a foreign company working through its branches in India. This operates to the disadvantage of the Indian subsidiaries and provision is being made so that this disparity could be gradually reduced.

Certain other changes are also proposed in the Income-tax law. I need draw the attention of the House only to two somewhat important changes. The first is the provision designed to check the practice of buying up speculation losses. The Income-tax Investigation Commission recommended that the law should be amended so as to allow speculation losses to be set off only against speculation gains. This amendment was included in the Income-tax (Amendment) Bill, 1951, which lapsed. It is now proposed to make this amendment. The second is the provision empowering Government to negotiate agreements with foreign Governments, if necessary, for relief from or avoidance of double taxation. This removes a lacuna in the law as at present Government have power to negotiate such arrangements only with certain countries.

The Budget for the coming year has been framed against the background of the Five-Year Plan and I am sure the House would like to know to what extent progress would have been made by the end of the Budget year in reaching the measure of development envisaged by the Plan. The expenditure proposed in the Plan covers the Budgets of not only the Centre but also of the States, and, although we are in the second year of the Plan, it is difficult to make a precise estimate of the progress achieved. As I mentioned earlier, on a rough estimate, the total expenditure by the Centre and the States together in the first two years of the Plan is expected to be of the order of Rs. 600 crores. This would be roughly equally divided between the Centre and the States. In

the coming year the provision in the Central Budget for developmental expenditure is of the order of Rs. 225 crores, exclusive of Central assistance for financing the State Plans. If the level of developmental expenditure reached by the States in 1952-53 maintained in the coming year, total expenditure, taking the Centre and the States together, for the three years ending March 1954 would have reached about Rs. 1,000 crores. Since the total expenditure envisaged by the Plan is Rs. 2,069 crores this would leave a balance of Rs. 1,000 crores or so for the last two years of the Plan. When it is remembered that the level of expenditure in the earlier years of the Plan is bound to be somewhat lower, as expenditure on individual schemes takes some time to gather momentum, I think that it could be fairly said that the progress in implementing the Plan has not fallen short of the target to be reached in the first two years. I hope it will be possible, in the very near future, to make a complete survey of the progress made in the first two years of the Plan, in consultation with State Governments, so that the public may know the precise extent to which the Plan has been implemented. I know that there is a keen demand for this information, but it has to be remembered that the final outturn for the current year will take some time to become available and that it may be somewhat misleading at this stage to attempt an appreciation based on the revised estimates for this year.

The fulfilment of a programme of planned economic development depends not merely on the laying down of policies and making the finance available but on efficient administration and public co-operation. The Five-Year Plan which, in the nature of things, is bound to be the first of many more Plans, lays down the policy for the next three years in each major field of development. To carry through this policy and programme with the maximum amount of public co-operation is the main task before both the Centre and the State Governments. At the Centre, I believe I can justly claim that we have done our part in implementing the Plan. I am sure the State Governments are also animated by the same purpose although I fear that some of them have not shown the necessary determination, matching their keenness, in raising the resources expected from them after full consultation. But it is also true that some of them have had to carry the strain of

meeting substantial additional expenditure on account of scarcity. I hope that in the remaining years of the Plan the State Governments will find it possible to concentrate all their attention and energy on augmenting their resources, so that the completion of the development proposed by the Plan is not delayed. The transition from a regulatory to a welfare state is never easy. It requires as much of inspired, informed and understanding leadership as a sense of discipline, a co-operative attitude and a spirit of sacrifice in the interest of the common good on the part of the community. The fostering of such leadership will be the supreme test of political wisdom and statesmanship. It will be for the Governments in the country, assisted by the Planning Commission, to furnish precise and definite guidance in regard to the direction and content of the public co-operation expected, and once such guidance is forthcoming, it will be for the people of the country to give of their best without stint, so that the Plan goes forward to the prosperity and greater glory of our motherland.

Mr. Deputy-Speaker: Hon. Members will take the Budget Papers when they go out of the Lobby.

FINANCE BILL

The Minister of Finance (Shri C. D. Deshmukh): I beg to move for leave to introduce a Bill to give effect to the financial proposals of the Central Government for the financial year 1953-54.

Mr. Deputy-Speaker: The question is:

"That leave be granted to introduce a Bill to give effect to the financial proposals of the Central Government for the financial year 1953-54."

The motion was adopted.

Shri C. D. Deshmukh: I introduce* the Bill.

The House then adjourned till Two of the Clock on Monday, the 2nd March, 1953.

*Introduced with the recommendation of the President.